WEST HANTS REGIONAL MUNICIPALITY
Committee of the Whole - Meeting Agenda AMENDED
June 13, 2023 - 6:00 p.m.
In-person Sanford Council Chambers, 76 Morison Dr, Windsor, NS
Virtual via Zoom (also FB Livestream)
Agenda is subject to change due to additions that may not be able to be reflected until after the meeting.

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1. Call to Order

2. Attendance

3. Approval of the Agenda, including additions or deletions
   a) Dashboard Action Items – Information Log
      Dashboard Action Items – Dangerous or Unsightly Premises

4. Declaration(s) of Conflict of Interest

5. Announcements

6. Approval of Previous Meeting Minutes
   a) 2023-04-12 Special Committee of the Whole Budget Minutes
   b) 2023-04-17 Special Committee of the Whole Budget Minutes
   c) 2023-04-18 Special Committee of the Whole Budget Minutes
   d) 2023-04-19 Special Committee of the Whole Budget Minutes
   e) 2023-05-09 Committee of the Whole Minutes

7. Presentations
   a) Homeless Presentation – Mary Sweatman
   b) Newport District Rink - ~~Robert Wainman and~~ Greg Kelley
   c) West Hants Agricultural Society – ~~Jonathon Strum~~ Barbara Rockwell
   d) Nova Scotia Low Carbon Community Fund Recommendation Report – Coordinator Ogilvie

8. Unfinished Business/Postponed Motions
   a) KMK Meeting update – Mayor Zebian
   b) Fire Services Analysis Information Report – Supervisor Thornton
   c) Edward Dive and Underwood Road Connection Information Report – Director Richard
   ~~d) Security Camera Report – IT Specialist Povah/ CAO Phillips~~

9. Reports
   a. CAO Activity Update - Information Report

10. Correspondence

a. Information

1. Avon Causeway Activity Log as of June 13h, 2023 – Updated correspondence re: Gate Closure and filling of Lake Pisiquid (Numerous new pieces of correspondence)
   i. Combined Correspondence

2. Correspondence Received Ledger as of June 13th, 2023
   i. 2023-05-23 Denise Thibault Re: Concerned property owner and taxpayer.
   ii. 2023-05-25 Glooscap First Nation Re: Proposed Addition to Reserve, Bishopville Road.
   iii. 2023-05-24 Response from Minister of Public Works on behalf of the Premier Re: Reimagination of the Windsor/Falmouth waterfront area.
   iv. 2023-05-26 Mark Kehoe Re: Property Tax Exemption/Community Center Inquiry
   v. 2023-05-29 Barry Maxner Re: Follow up Definition of Community Centre and the Pisaquid Canoe Club
   vi. 2023-06-01 Will Balser, Coastal Adaptation Coordinator Re: Joint Statement - Call to Release the Coastal Protection Act Regulations
   vii. 2023-06-02 Chrystal Fuller on behalf of Mitch Brison Re connecting Payzant and King Street request to Council
   viii. 2023-06-07 Carrilee Eddy Re Fire Protection Plans
   ix. 2023-06-07 Carrilee Eddy Re World Ocean Day
   x. 2023-06-07 Mark Peck, CEO of Joint Regional Transportation Agency Re Invite to Municipal Working Group
   xi. 2023-06-07 Debbie Stoddart-Pageau Re Gate between Underwood and Edward (The Crossing)
   xii. 2023-06-07 Wayne and Edith Re the Gate and the Crossing.
   xiii. 2023-06-08 Steph Sedgwick Re Underwood Gate Letter to WHRM
   xiv. 2023-06-09 Rachelle Trudel Re Garlands Crossing - Access Roads
   xv. 2023-06-11 Mike MacDonell Re Agritourism and Rural Development - Sustainable Hill Resort
   xvi. 2023-06-12 Melissa Levy Re Appeal
   xvii. 2023-06-13 Paul and Amy Brown Re Gate in the crossing
   xviii. 2023-06-13 Jason Tucker and Tim Carr Re Canada Day Events in Hantsport

3. Fort Edward Municipal Lands Activity Log as of June 13th, 2023

4. Storm Wastewater Activity Log as of June 13th, 2023

a. Requests - None

b. Out-going Correspondence Ledger as of June 13th, 2023

11. New Business
    a) Aberdeen Beach Road (Adequate Emergency Access) Decision Request – Mayor Zebian
    b) Independent Engineer Decision Request – Mayor Zebian
    c) N.S Bill 236 Railway Act Decision Request – Mayor Zebian
    d) Tourism Strategy with East Hants Request for Decision – Mayor Zebian
    e) 2023 Wildfires EMO Information Report – CAO Phillips
    f) Municipal Climate Change Action Plan Committee Member Appointment – Clerk Snair
    ~~g) Nova Scotia Low Carbon Community Fund Recommendation Report – Coordinator Ogilvie~~
    h) Half Ton Truck Purchase WHRMPW22-06 Recommendation Report – Director Kehoe
    i) Brooklyn Fire Generator – Director Richard
    j) Capital Equipment Vendor Approvals (Excavator, hot patch trailer, street sweeper and Bulk Water Truckfill System) Recommendation Report – Director Richard
    k) 2023 J-Class Roads Paving Program "Resolution of Council 2023-2026" – Director Richard
    l) Main Street North Hantsport Design Priority Recommendation Report– Director Richard

12. Public Participation Period

13. In-Camera
    a) 2023-05-09 Committee of the Whole In-Camera Minutes
    b) MGA 22(2)(a) Land Matter
    c) MGA 22(2)(a) Legal Matter
    d) MGA 22(2)(a) Legal Matter
    f) MGA 22(2)(a) Land Matter
    e) MGA 22(2)(a) Personnel Matter

14. Next Meeting Date / Adjournment – June 26th Council Meeting at 6 p.m.

M - Motion
D - Direction/Discussion

West Hants Regional Municipality
Dashboard (Action List)
June 13, 2023

Green - Complete
Yellow - In-progress
Red - Not started

Matter	Start Date	Deadline / Update	Status/Progess Updates	Resp.
Sewer Billing Review - Staff explore what the sewer rates would be if sewer util. fees were put back on the taxes.	2020-05-12		Discussions to occur once the Rate Study was completed.	CAO/Fin
Pedestrian Signage and Barriers - Have consistent and align with Branding outcomes. Staff prepare report for 2021/22 Capital & Operating budgets. (These items should be incorporated into our growth centres). Staff report back.	2020-09-22	Align with Branding outcomes 2021-07, On-going	Pending Beautification Strategy. PRIME has been engaged to create how the signs will look and are working on gathering suitable photos for Hantsport, Windsor and West Hants.	PW/Comm. Dev
W. B Stephens Building Design Project Management Tender Award (Municipal Office) - Draft an RFP that will look at A) the 100 King Street Building B) The 76 Morison Building and C) or an alternative new location is required to facilitate the needs of the Municipality.	2020-10-27	2022-on going	Ongoing	CAO
Panuke Rd Event - Event to be arranged by Mayor	2021-03-09	Spring/Summer 2023	On-going, an event will be scheduled this year.	Mayor
Noise By-law - Staff revise by-law (Peace and Good Order)	2021-03-23	**March 2023**	DEFEATED - No direction provided.	CAO
Glooscap First Nation & WHRM Council Meeting - Send formal invite for a meeting to discuss many topics including reconciliation.	2021-06-22		Met on March 15, 2022, mtgs continue.	Mayor
Request to Meet with Avon Causeway Gate Stakeholders - Send letter to Glooscap First Nation requesting immediate joint council mtg. to discuss Avon River Causeway/Aboiteau Gate System and Ministerial Order	2021-06-22		Pending, Meeting date being confirmed	Mayor/CAO
65 Fort Edward Street (Municipal Lands) - the Public Hearing and Second Reading be adjourned until Ocober 2023	2022-06-28	2023-10	On-going meetings with Dr. Fowler (pending plan submission and approval)**POSTPONED SECOND READING UNTIL OCTOBER, 2023**	CAO/Planning

Matter	Start Date	Deadline / Update	Status/Progess Updates	Resp.
Security Cameras - Review and bring a report back to Council for further discussion and decision making re: security cameras within West Hants in consultation with IT and RCMP on locations.	2022-11-08	***2023-06***	Approved, Report expected for **June** COTW	Finance
Subdivision Street Lighting - Create a policy to come back to Council for review.	2023-01-10	2023-04	Approved, Report will be presented at **July** COTW	PW
WFD Rescue Engine - approve the award of tender WHRMAD22-03A for the supply of a Rescue Engine to the compliant bidder, Techno Feu Inc., at the tendered price of $1,496,490.36 plus applicable taxes.	2023-01-10	2023-10	Re-issue a new tender when permitted	CAO
Waste Collection By-Law - initiate the process for consolidating the Windsor and West Hants waste by-law to remove the disparities that exist between the two.	2023-03-28	2023-06	Approved, awaiting report/By-Law	PW
Public Participation Policy - staff explore amending the Public Participation Program Policy (PPPP) to include strengthening public notice of information meetings.	2023-03-28	2023-04-25	Approved, awaiting report	Plan
WH Historical Society Proclamation - proclamation will return to the July 25th meeting for official declaration within chambers.	2023-03-28	2023-07-25	Approved, will return to July COTW meeting	CAO
Local Bus Service - prepare a report on the possibility of ceating a local bus service operated by WHRM incl. costs, times, potential routes, (Looking at past examples from others that may have created similar programs to address concerns/issues with the goal of creating a sustainable service.)	2023-04-11	2023-04-25	Presented	

Matter	Start Date	Deadline / Update	Status/Progess Updates	Resp.
Sidewalk Extension from Wentworth Road to the WH Sports Complex - prepare a report on what is required to extend the sidewalk from Wentworth Rd. to the WH Sports Complex and as a second step to include extending the sidewalk to the end of the block (intersection of Wentworth and Tregothic).	2023-04-11	2023-06	Approved, awaiting report	PW
Insurance - engage a consultant (if needed) to do a review of insurance costs across the Municipality (all operations) to be able to do a review to optimize insurance expenditures. (Amended - to be done within the next two months)	2023-04-12	2023-04-12	Approved, awaiting report	Fin
Council Chamber Improvements - Direct staff to add up to $30,000 to the budget to improve Chambers and bring a report on the costs.	2023-04-19	2023-06	Approved, awaiting report	CAO
Bulk Water Options - staff explore options for having bulk water rates reduced to previous levels prior to regulation from the UARB.	2023-04-19	2023-04-19	Approved, awaiting report	Fin
John Paris Jr. Naming - WHRM names the Rink at the West Hants Sports Complex the John Paris Jr. Rink.	2023-04-25	2023-04-25	Approved, awaiting final design and cost report. Event scheuled for June 9, 2023	CD, Fin
Electronic Gate System (Underwood and Edward Drive) - Staff provide a report on options including what an electric gate would cost and return to Council in a couple months.	2023-05-09	2023-07	Approved, report will be presented at June 13th COTW Mtg	PW
FCM Funding - Council approve 20% as the municipal contribution on an appplication to FCM to support a feasibility study (up to $40,000), funded through the Regional Operating Reserves.	2023-05-09	2023-06	Approved	Plan/Fin.

Matter	Start Date	Deadline / Update	Status/Progess Updates	Resp.
Mills Lake Watershed Dam Upgrades - Defer to the May Council Mtg.	2023-05-09	2023-05-23	Approved	PW
Downtown Draft Parking By-Law - staff prepare a draft Parking By-Law for WHRM to be reviewed by Council.	2023-05-09	2023-07	Approved, pending report	PW/By-Law
Short Term Rentals - Planning staff prepare a report with recommendations/regulations if appropriate for short term rentals within WHRM rentals. Report will go to PAC first.	2023-05-09	2023-09	Approved awaiting report	Plan
2023-24 Grants and Contributions - adopts the attached summary (as presented) recommending funding to the listed recipients as outlined including the full ask from the Newport District Rink Commission, the AV Girls Hockey team and an extra $1,000 to the Heritage Beef Classic Show (total of $2,500), also approves the grants as presented including the increase to HMCC (total of $350,000) from the CCBF, also approve BFD's trail maitenance request of $1,250 and the Ellershuse Community Hall request of $2,500 from the 5 % Reserve Fund.	2023-05-09	2023-05-23	Approved (Avon View Girs Hockey team was been removed from the list) (Pisaquid Canoe Club approval was paused pending the outcome of the judicial review).	Fin/CD
2023-24 Standing Offer Asphalt Paving Services WHPW23-02 - approve the award of tender WHPW23-02 for Standing Offer Paving Services 2023 to No Job Too Odd Property Improvements; for unit pricing services ($386,400, plus applicable taxes).	2023-05-09	2023-05-23	Approved	PW
In-Camera Land Matter - CAO to execute directions on PID 45225174 as discussed In-Camera.	2023-05-09	2023-05-23	Approved	CAO

Matter	Start Date	Deadline / Update	Status/Progess Updates	Resp.
Amendment to Land Use Bylaw Definition "Community Centres" - staff review the process that occurred and resulted in the change in Community Centre's definition and review the existing definition in comparrison to the original definition to determine if the current definition does result in a broader scope and the potential to create increased land use conflicts.	2023-05-23	2023-09	Approved, await the report from Planning	Plan
Reimagine the Windsor/Falmouth waterfront area - Correspondence be sent in follow up to the previous correspondence with regards to the Windsor/Falmouth waterfront and that it focus on the reimagination component , to all individuals previously sent as a single correspondence with everyone copied on the same letter.	2023-05-23	2023-06	Approved, drafting letter	CAO

West Hants Regional Municipality
Dangerous or Unsightly Premises
Dashboard (Action List)
June 13, 2023

Matter	Meeting
Textile Building - Staff continue to monitor the site. ON-GOING	**Nov 8, 2022 COTW**
74 Bowman Road - File remains open. ON-GOING	**Nov 8, 2022 COTW**

ACADIA UNIVERSITY

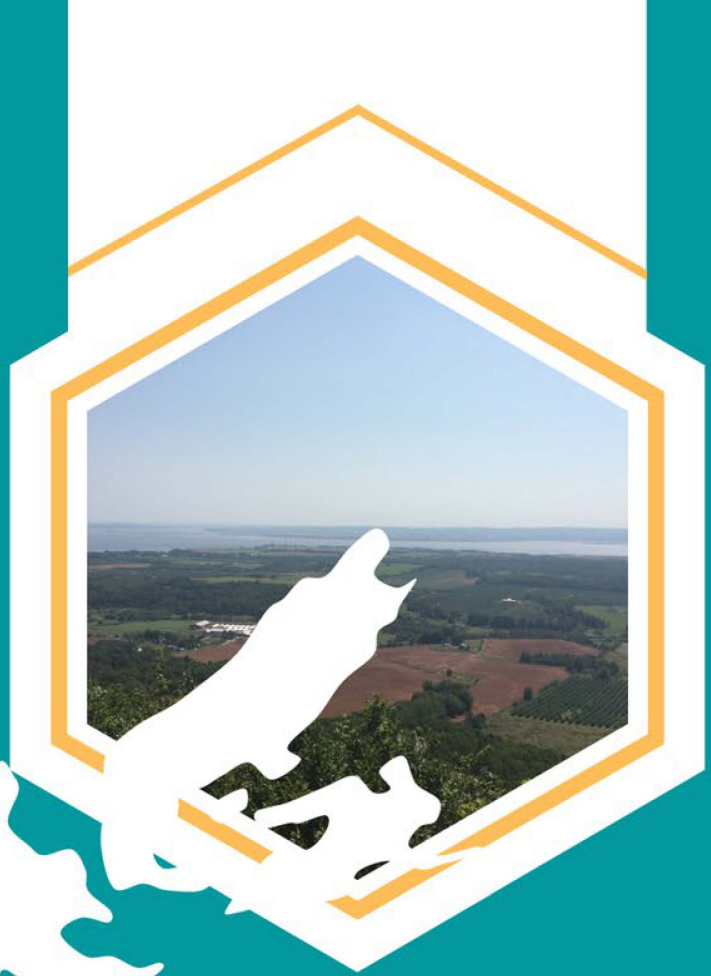
Community Support and Service-Based Counts Exposing Rural Homelessness in Nova Scotia

Acadia University in partnerhsip the Homeless No More Initiative
Dr.Mary Sweatman and Alisha Christie

Land Acknowlodgement

Homeless No More is located and operates in Mi'kma'ki the ancestral and unceded territory of the Mi'kmaq People.

Wela'lin



When we speak to rural homelessness, we are speaking of all the interconnected factors that contribute to experiencing precarious housing and homelessness

Housing is Healthcare

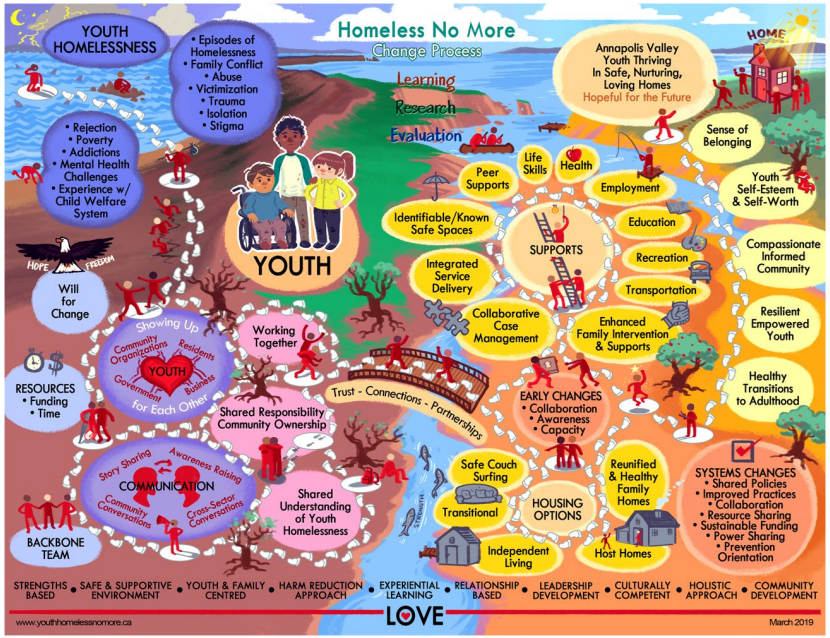
Housing is a Human Right

We no longer want to accept a structure that links one's ability to access income to their ability to access housing

The Homeless No More Initiative

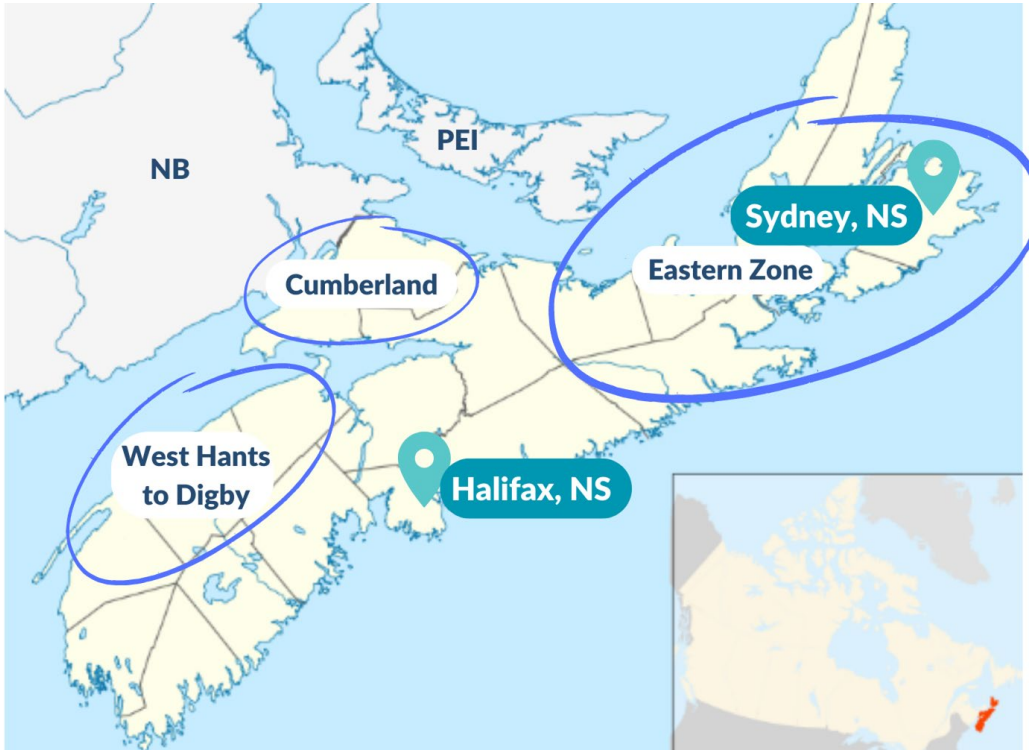
The Homeless No More Initiative brings community organizations, service providers and government together for collective action to end homelessness across the region

HOMELESS NO MORE
Annapolis Valley



Nova Scotia Context

- Rural, coastal and small town communities
- Rural homelessness is often invisible and presents itself differently compared to urban areas
- 3 service-based count research initiatives across the province
- Our study was conducted between West Hants to Digby, NS



What is a Community-Support and Service-Based count?

The Count offers a best practice estimation of homelessness by collecting information from knowledgeable service providers and key community informants on the number of people experiencing homelessness and accessing services in a given area within a set time frame.

Controls: time and area
Location: an individual must access a service or be known to an organization

How does it work?

An overview of the Count data collection process

- **Connect** with organizations
- **Prepare** count participants
- **Administer** online survey
- **Analyze data** and create reports
- **Data sharing** with participants then communities and partners

Client Screening Process

The client is located or residing within the study site

Client is 16 years or older

Client fits at least one of the categories of homelessness

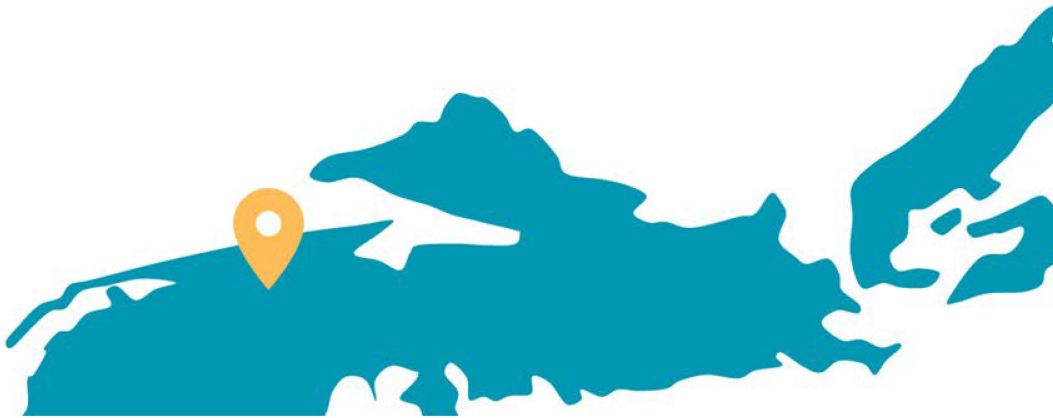
Definition of Homelessness from the Canadian Observatory on Homelessness

- **Unsheltered**, living on the streets or in places not intended for human habitation
- **Emergency Sheltered**, including those staying in overnight shelters for people who are homeless, as well as shelters for those impacted by family violence
- **Provisionally Accommodated** refers to those whose accommodation is temporary or lacks the security of tenure
- **At Risk of Homelessness** refers to people who are not homeless but whose current economic and/ or housing situation is precarious or does not meet public health and safety standards. It should be noted that for many people, homelessness is not a static state but rather a fluid experience, where one's shelter circumstances and options may shift and change quite dramatically and with frequency

Let's review the data!

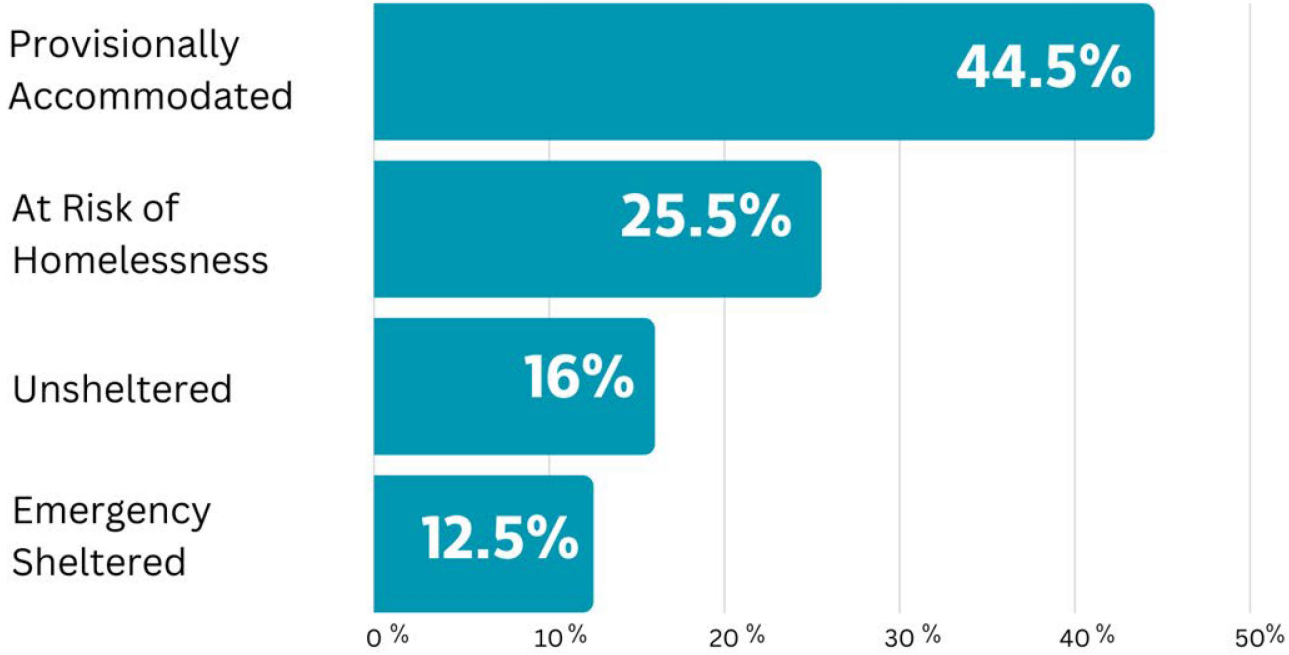
231 Individuals were experiencing homelessness between West Hants to Digby

75 Children under the age of 18 were under the care of an individual identified to be experiencing homelessness



Regional Data - Housing Situations

Types of homelessness are defined by the Canadian Observatory on Homelessness - COH Homeless Definition PDF



Gender Identity

- 52.4% Female
- 46% Male
- Less than 5% non-binary
- Less than 5% unknown

they/them

she/her

he/him

Etc.

9% were identified as Indigenous

Less than 5% Black/African Nova Scotia

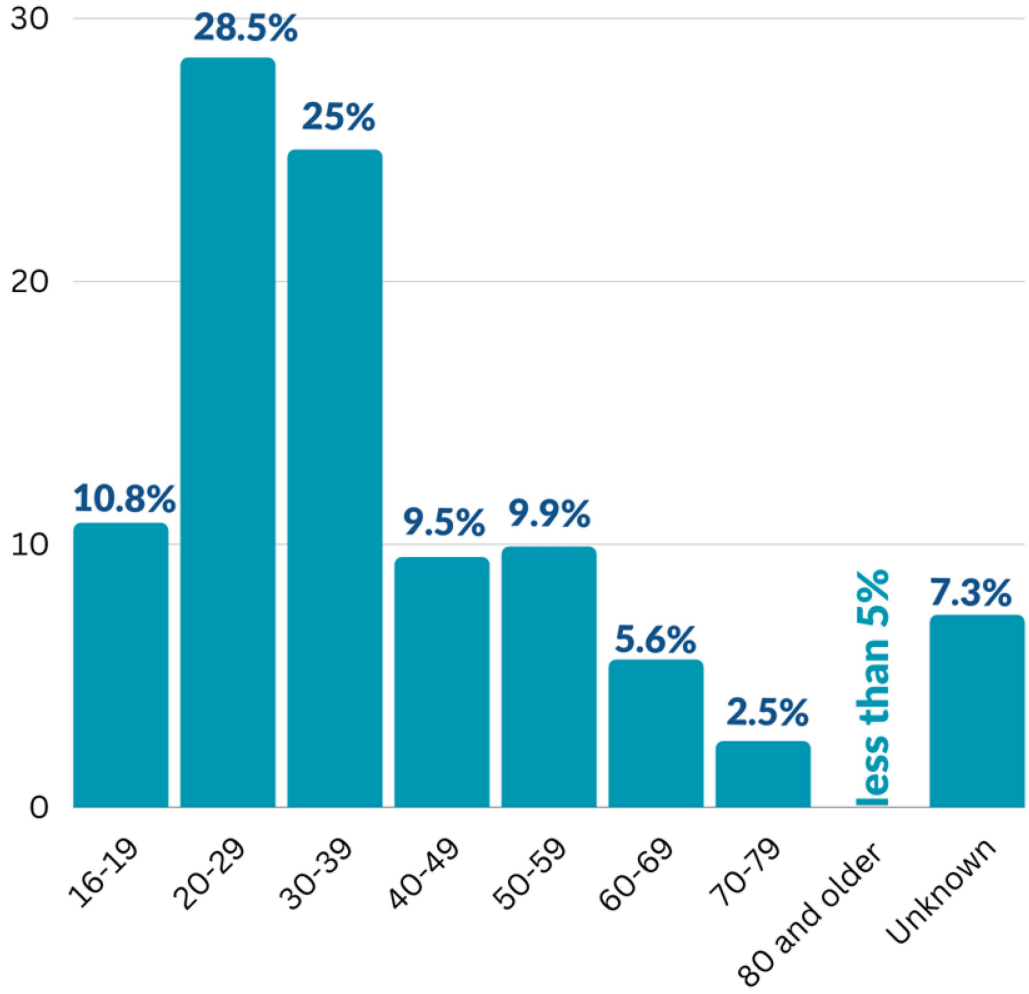
Less than 5% 2SLGBTQIA+

9.5% Living with a physical disability

Age demographics of those experiencing homelessness between West Hants to Digby

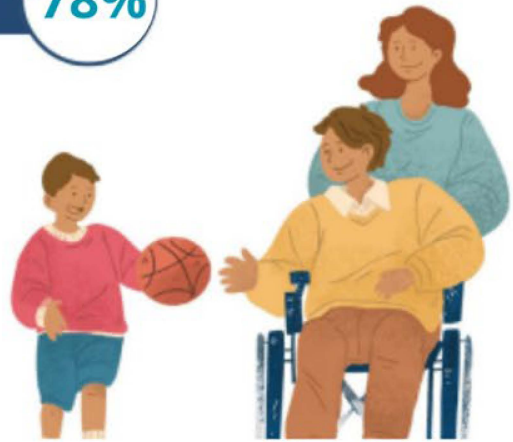
58% of the individuals are between the age of 20 -29

28 is the average age of someone experiencing homelessness between West Hants to Digby



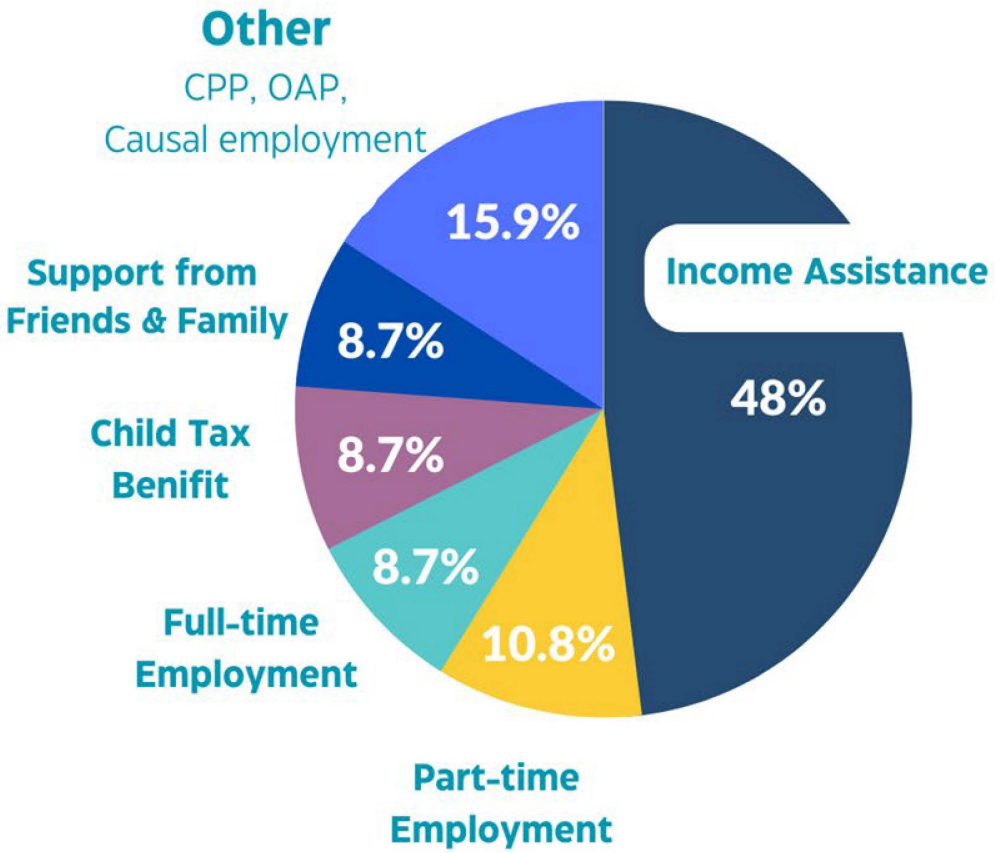
Based on your knowledge of the individual, what is keeping them from finding housing on their own? Check all that apply.

- Rents are too high — 83%
- Low income — 78%
- Poor Housing Options/conditions available — 74%
- Mental Illness — 39%
- Family Conflict — 32%



Income Statistics

Individuals experiencing homelessness across the region are not all without forms of income. This statistic represents a greater issue that income or income assistance is currently not sufficient when it comes to securing housing



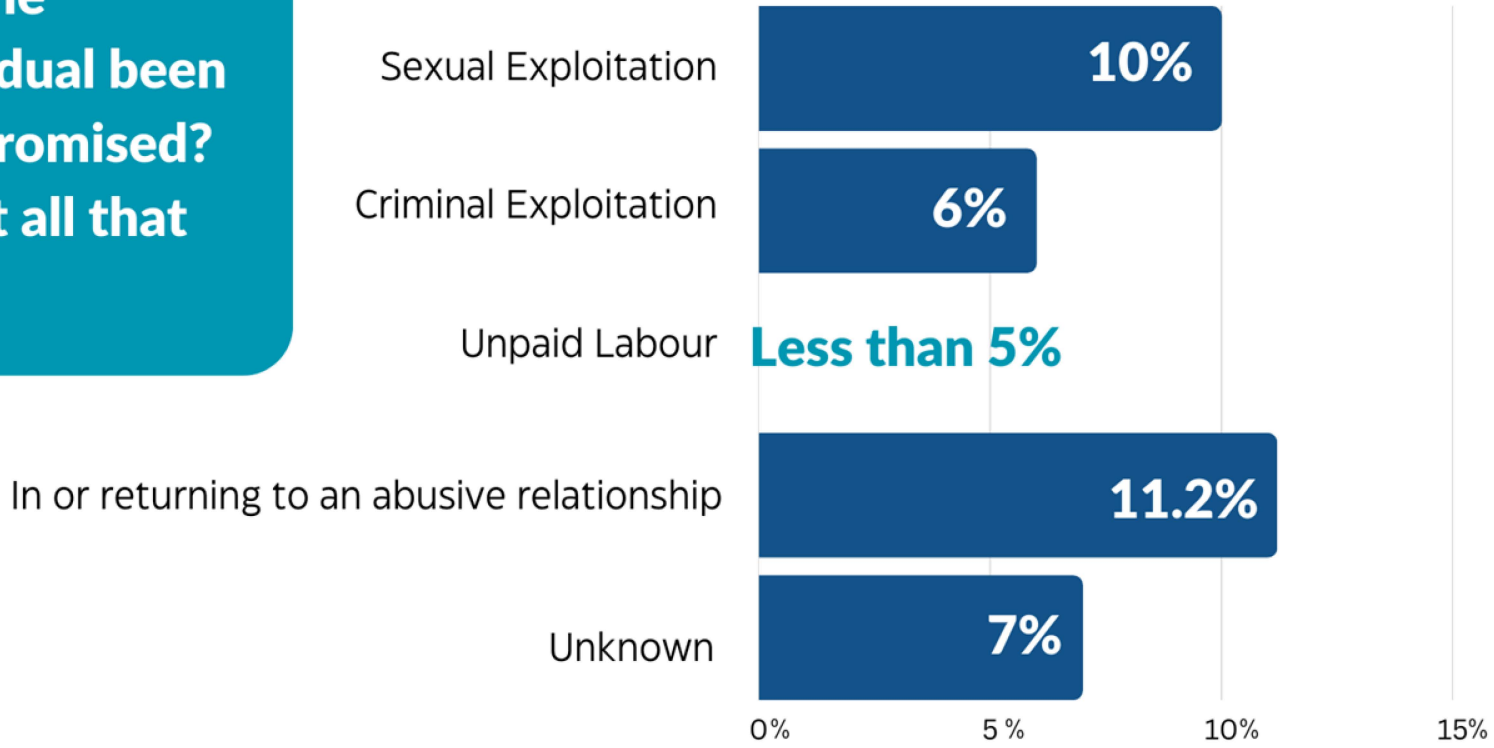
How long has the individual been experiencing or at risk of homelessness?

Of those known (N=151)

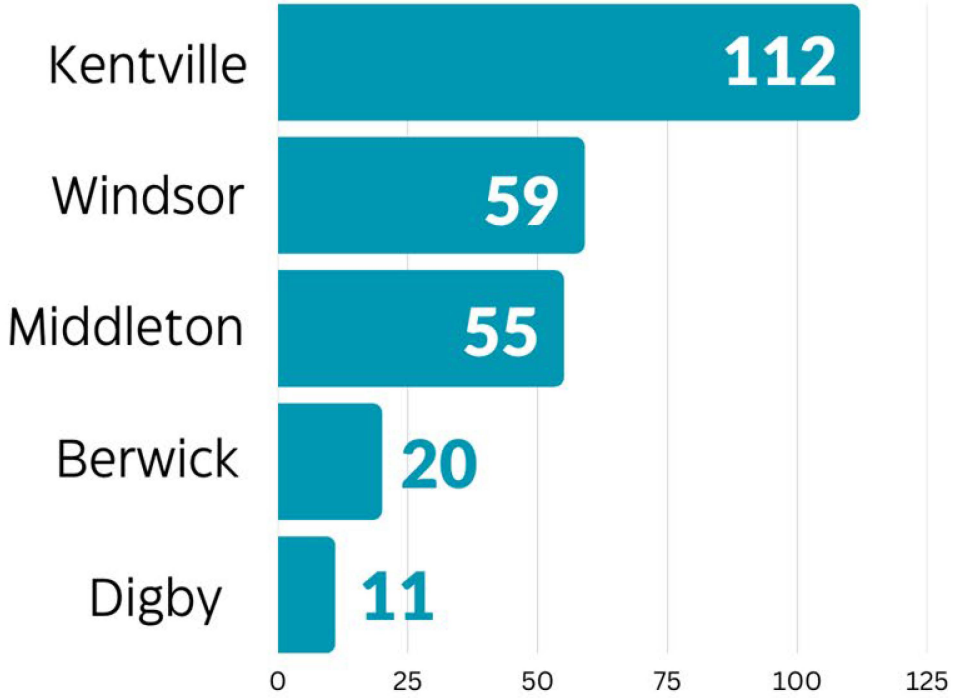
36% for 2 years or more

43% 1 year or less

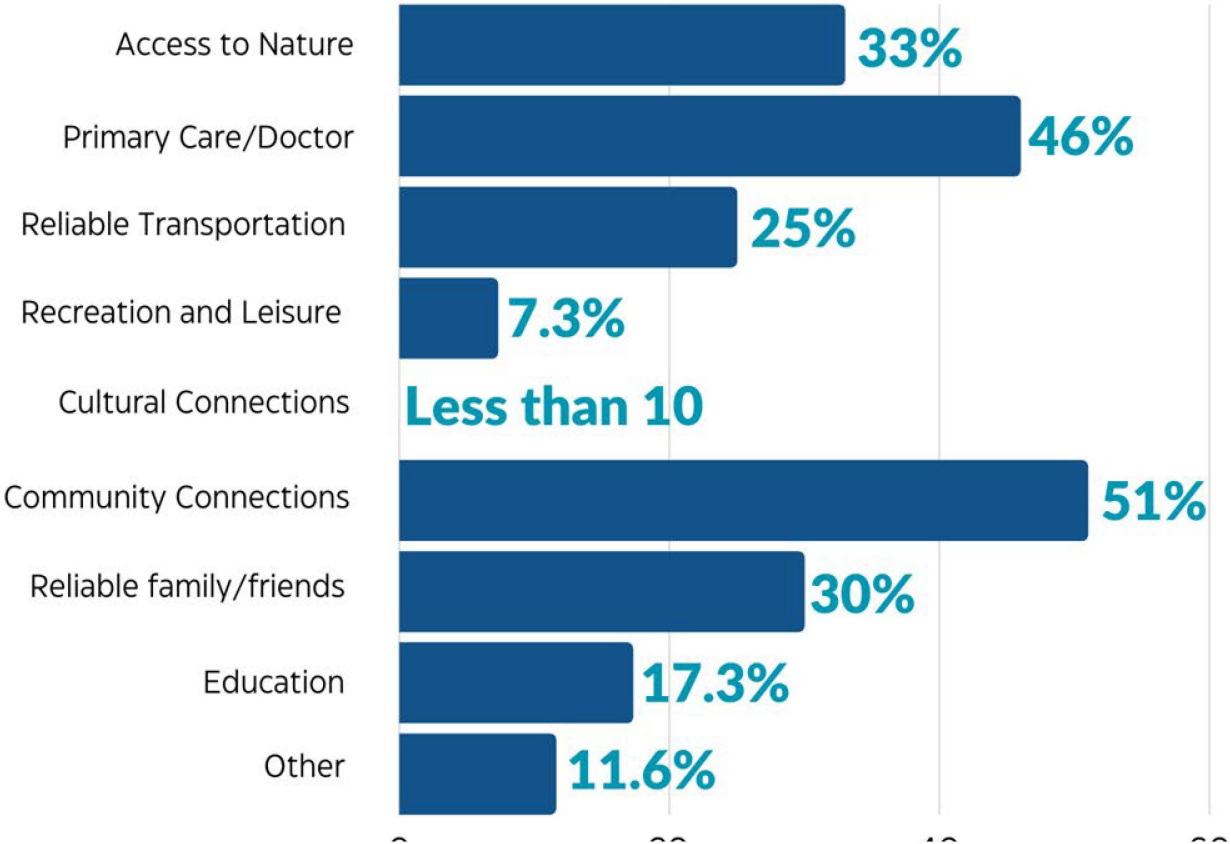
Has the individual been compromised? Select all that apply



The top five communities where individuals are accessing support:



What are some of the assets and supports the individual has in their community? Select all that apply



West Hants

something inspiring awaits

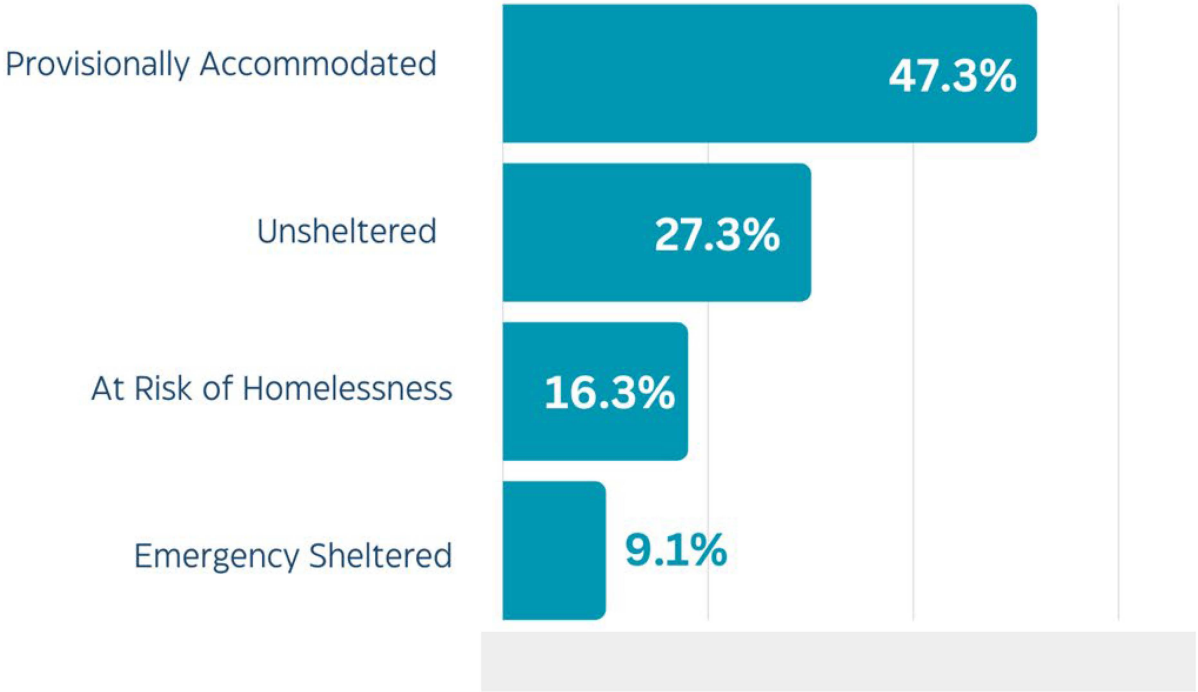
Windsor West Hants

55 individuals were documented in Windsor West Hants

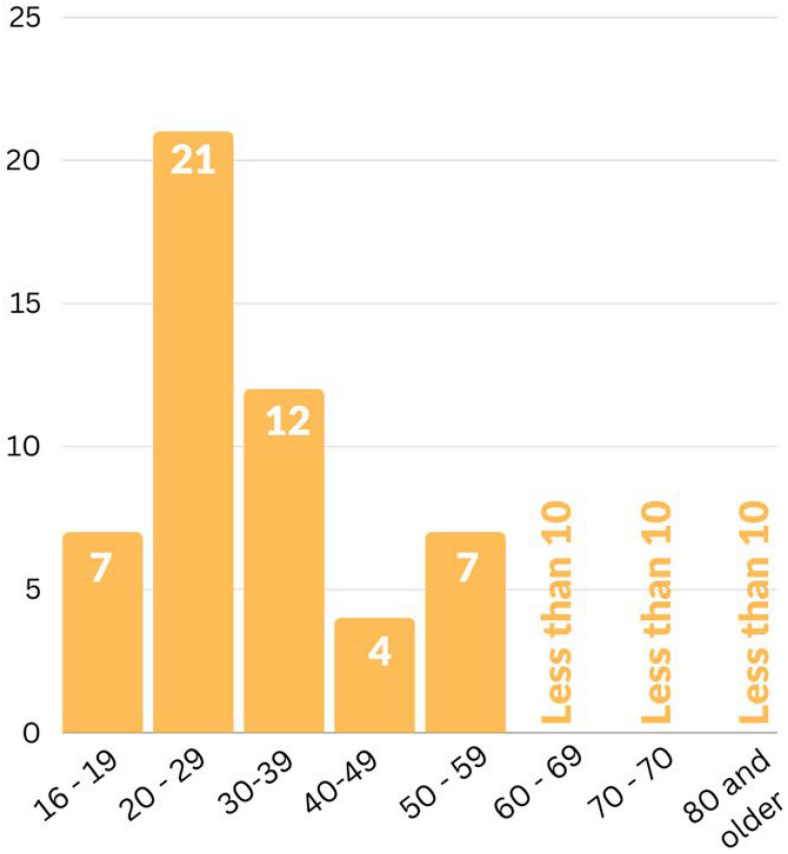
36 **reside in Windsor**

All of which are accessing supports in Windsor West Hants with approximately less than 10 accessing supports in other communities

Experience of Homelessness in Windsor West Hants



Age of the individuals experiencing Homelessness in Windsor West Hants



17 individuals have children under the age of 18

7 have full-time care of their children, which accounts for 12 children

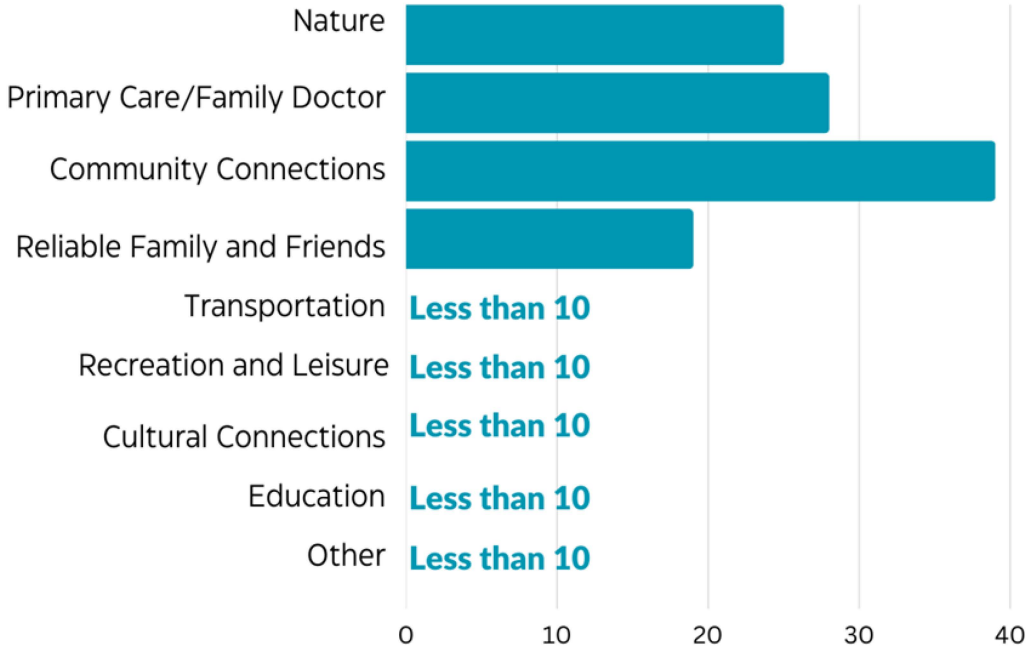
How long has the individual been experiencing homleessness?

1 year or less - 34%

2 years or more - 20%

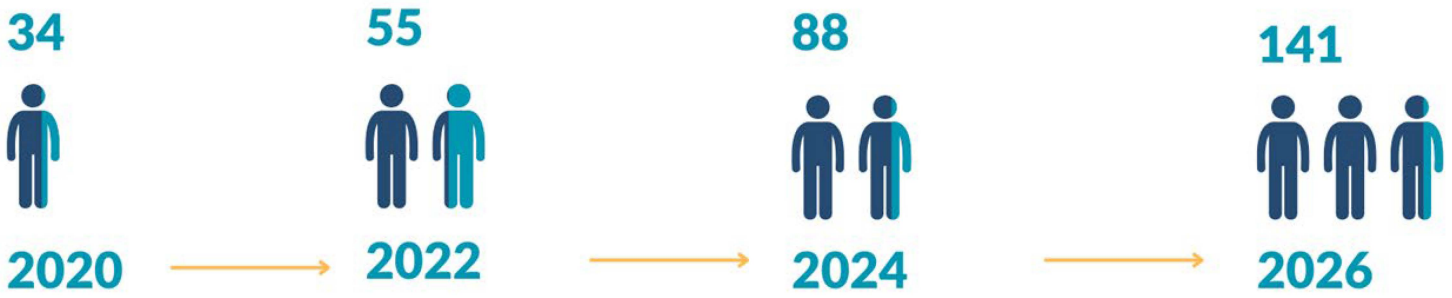
What are some of the assets and supports the individuals has in their community?

Windsor West Hants



The best available data from **2022** puts homelessness in Windsor West Hants at **1.6 times higher** than in **2020**

when we use the data as tool for projection:



The results of this study call for immediate and collective action in community and government for more affordable and safe housing across the region.

May 25th, 2023
Sector and Government Engagement

- Hosted the Homeless No More: Calls to Action Event
- The best available data and sector engagements informed policy priorities
- Building reciprocity between sector and government

Policy Priority Ask Overview

Municipal - Non-Market land for housing and affordable housing development incentives

Provincial - Incentives to generating movement in the housing market and municipal partnerships to develop non-market housing

Federal - To support Universal Basic Income and prioritize the housing and support sector when determining the recipients of long-term funding

Thank you

Wela'lioq | Merci

You're now invited to ask questions

ACADIA UNIVERSITY

Newport and District Rink Commission

GFL Newport Recreation Centre

Diagnostic Assessment

Final Report – Submitted on 28 March 2023 by

Andy Horsnell Consulting
www.socialenterprisesolutions.ca

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Background

This report seeks to address concerns expressed by the board of the Newport and District Rink Commission about how they might improve the long-term financial sustainability of the GFL Newport Recreation Centre (the GFL Centre).

The Board's Concerns

The driving concern expressed by the board is ensuring that they are able to finance the refurbishment of their ageing ice plant, which is essential infrastructure for the GFL Centre. Other concerns include: recovering from the impacts of the ongoing pandemic, adjusting to changing community demographics, and a desire to reduce energy costs through investments in green energy. Board members expressed a concern that community members lack awareness about the many benefits that the GFL Centre currently provides, and that this may be negatively impacting financial support. They also want to explore the potential for new, enhanced, and expanded services. Finally, by addressing these concerns, they see an opportunity to engage funders, donors, and other financial supporters in a way that will enhance the GFL Centre's long-term financial sustainability.

A Report in 5 Sections

This final report presents an assessment of the GFL Centre from three perspectives, each with their own section:

1. Overall Assessment
2. Focusing on the Ice Season
3. Focusing on the Off Season

We use this assessment to make recommendations, which are presented in separate sections:

4. Enhancing Operating Revenue
5. Financing Needed Capital Improvements.

Source Material for the Assessment

Interviewees

Interviewees have provided much of the content for this interim report. They include the following people:

1. Bobby Best – manager of the Kings Mutual Century Centre in Berwick (kmccberwick.ca/)
2. Jeff Connors, organiser of men's shinny
3. Ray Croft, president of West Hants Minor Hockey (www.westhantswarriors.com)
4. Brendan Doyle – manager of the Antigonish Arena (www.antigonisharena.com)

5. Jennie Greencorn – president of the Recreation Facility Association of Nova Scotia (www.rfans.com)
6. Kristi Haliburton, acting president of the Riverview Skating Club (www.riverviewskatingclub.ca)
7. Ryan Hillier, athletics director and boys hockey head coach, Kings Edgehill School (www.kes.ns.ca/athletics)
8. Greg Kelly – board member of the Newport and District Rink Commission
9. Mark Phillips – chief administrative officer of the West Hants Regional Municipality (www.westhants.ca)
10. Shane Rogers, manager of the GFL Newport Recreation Centre
11. Brandyn Ross, athletics director of West Hants Middle School (https://sites.google.com/gnspes.ca/westhantsmiddleschool/home)

Internal Documentation

In addition to these interviews, Shane Rogers and various board members provided internal documentation on facility usage, financial statements, and planned capital improvements.

Other Sources

Various other sources were used to inform this assessment, including: Statistics Canada, web research by the consultant, and numerous informal conversations and emails with the staff and board of the GFL Centre.

1 Overall Assessment of the GFL Centre

Community Impact

Drawing upon the GFL Centre's usage statistics, Shane Rogers was able to estimate that the Centre touches about 500 households. This amounts to a significant scope and scale of impact in a community with only 2200 households and population of just over 5300. This impact is explored in qualitative terms in section 2, but the following quote from a representative of one of the Centre's user groups captures its significance to the community:

> "I can't stress enough the importance of hockey. It's the cornerstone of our community. It would tear this community apart if we didn't have the GFL Centre."

Potential Improvements

Operational

Shane Rogers stressed the urgent need for another employee. This would allow Shane to work on things like revenue generation (daytime ice rentals, advertising, fundraising, summer use), while maintaining the Centre's reputation for being a clean, welcoming facility.

Capital

- The GFL Centre has an urgent need to upgrade its ice plant. The current plant dates back to the original (and smaller) facility. Through careful maintenance and operation, the staff have been able to get by with the ageing ice plant, but it is coming to the end of its useful life, at least in its current configuration, and a comprehensive upgrade is need – $700,000
- Solar power system – $257,580. Could help reduce the monthly utility bill during the ice season, which, at $10-$11k per month, represents one of the GFL Centre's primary operating costs.
- A mini-scrubber would make floor cleaning better and quicker, for a capital investment of approximately $7k.
- Air conditioning is not on the list. Shane indicated that the GFL Centre "used to host women's roller derby in the summer, until COVID hit, and used the dehumidifiers to keep the building cool. They're expensive to run, but they worked."

Potential for Increased Operating Revenue

See section 4 for a quick financial assessment of the potential for new operating revenue.

Increased Ice Rentals

Shane indicated that the current schedule contains about 7 hours of unrented ice time. At an average rate of $230 per hour, this represents a significant potential source of additional revenue.

Off-Season Rentals

Use of the GFL Centre drops off considerably in the off season (mid-April to late August). The interviews with current GFL Centre users and with managers of other facilities revealed significant potential for off-season rentals such as: large-scale, non-sporting events (concerts, trade shows) and non-ice sports such as pickleball, lacrosse, and basketball.

Advertising

One rink manager interviewed indicated that indoor advertising was a significant source of revenue – "We did $40,000 last year, and could go as high as $75,000." This assessment was confirmed by Shane Rogers, indicating that there was room for improvement at the GFL Centre, which is presented in section 4.

Fundraising

Shane and two of the other rink managers all stressed the importance and potential for fundraising at the GFL Centre. Community support for funding the new facility supports this assessment. The manager of the Kings Mutual Century Centre in Berwick illustrated the critical role that fundraising plays for his facility:

> "You've got to do fundraising. We've raised over $8m since we started, and have no debt as a result. We run an annual dinner auction and a golf tournament that, combined, generates $100k."

Earned Income

A review of the GFL Centre's financials and the service offerings of other facilities (listed below), revealed a number of opportunities to boost the Centre's operating revenues, which are presented in section 4.

Service offerings of other facilities (for comparison):

- North Shore Recreation Centre: https://colchesterrfa.ca/northshore/rental-rates/
- St. Mary's Recplex: https://www.saint-marys.ca/facilities.html

Summary

While there is clearly potential for increased operating revenue for the GFL Centre, the work to generate it requires an ongoing investment of time which the short-staffed manager currently does not have. Moreover, fundraising is generally an area where board members play a strong role and there isn't currently a person (or people) on the board who is prepared to take this on.

Potential Capital Financing

A range of funders was explored through this assessment, as presented below.

Municipal

West Hants CAO (Mark Phillips) indicated that he'd rather be presented with a schedule of improvements and a request for annual support, versus ad hoc requests every year. And he'd rather fund improvements and upgrades than repairs. He said more than once that the Municipality has "healthy reserves", and is in a position to support the GFL Centre.

Provincial

"Pay attention to what's going on with the Province regarding funding." (Jennie Greencorn)

The Recreation Facility Development Grant, which includes the Rink Revitalization Fund, is provided by the Nova Scotia Department of Communities, Culture, Tourism, and Heritage (CCTH). See https://cch.novascotia.ca/sites/default/files/inline/2023-2024_rfd_guidelines.pdf for details about this funding program. CCTH contacts are Tracey Roberts and Anna Sherwood.

Eligible activities under the Recreation Facility Development Grant include:

- Purchase of large permanent furnishings and equipment integral to the functioning/operation of a facility. (i.e. soccer goals, ice re-surfacer, ice plant components)
- Construction of community centres, pools, rinks, athletic fields, parks, playgrounds, and enhancements to schools for community use and other recreation facilities that promote active living.
- Capital conservation work involving repair and/or replacement needs of any major components directly related to a facility's structural or operational integrity.

Projects are eligible to apply for up to one-third (1/3) of the total capital cost of the project to a maximum of $150,000.00. The 2023 application deadline has passed.

Federal

Atlantic Canada Opportunities Agency (ACOA) may offer some potential for grants, especially for green and solar retrofits.

Innovative Communities Fund

The fund provides non-repayable contributions to enable communities to: develop thriving industry sectors; strengthen infrastructure in rural areas; and invest in projects to help communities overcome economic issues and take advantage of new opportunities.

To be considered for ICF funding, project proposals must:

- Clearly explain links and partnerships within the community;
- Address challenges and opportunities in the applicant's area;
- Have the potential to lead to economic growth;
- Be over and above the applicant's regular activities;
- Have a clear end date; and
- Show that the applicant has the skills and resources needed to manage related activities

See https://www.canada.ca/en/atlantic-canada-opportunities/services/innovative-communities-fund.html for details of this funding program.

Tourism Relief Fund

The Tourism Relief fund can provide non-repayable contributions up not more than $500,000 to nonprofits toward the following activities:

- Product development: For example, projects that enhance tourism experiences; help tourism businesses adapt to the "new normal," to modernise their offerings; and, encourage the adoption of more environmentally sustainable and inclusive practices.
- Destination development: For example, projects that position communities to take advantage of post-pandemic opportunities through strategic planning for medium- to long-term investments, as well as supporting destination development prospects in line with objectives set out in the Federal Tourism Growth Strategy.

See https://www.canada.ca/en/atlantic-canada-opportunities/campaigns/covid19/tourism-relief-fund.html for full details on this funding program.

Corporate Sponsorship

GFL provided $200k in 2018 and received 20-year facility naming rights. (In a separate conversation with Gary McLean, Gary indicated that GFL is very pleased with the arrangement with the GFL Centre, and that they'd be open to future sponsorship requests.) Greg indicated that there may be opportunities to secure sponsors for rooms and other resources within the facility.

The potential for these various funding sources is presented in section 5.

On the Relationship with the West Hants Sport Complex

Past and Current Challenges

In 2022, the West Hants Sports Complex broke with tradition and put ice in in September (instead of October) without consulting with Shane, which in turn impacted the GFL Centre's revenue for September. Moreover, the West Hants Sports Complex set their ice rate for the 2022 season to the GFL Centre's 2021 prices without consulting with Shane. This rate was lower than what Shane had planned for the 2022 season, forcing the GFL Centre to stay with their 2021 rate, resulting in a drop in planned revenue. These issues have taken a toll on the working relationship between the two facilities, and point to the need for better communication.

Future Potential for Collaboration

West Hants CAO (Mark Phillips) expressed support for the idea of the GFL Centre running non-ice events in the off-season, in coordination with the Municipality. He suggested that he'd be interested in marketing for larger regional events, which would include both rinks and the exhibition grounds. Shane expressed some concern about doing joint marketing with Windsor, which is much more of a multi-use facility than the GFL Centre.

Financial Analysis of the GFL Centre

Comparative Analysis of Statements of Financial Position

As indicated in Appendix A, there has been a steady decrease in the net assets (equity) of the organisation over the last three years, owing primarily to the operating losses sustained during the pandemic. The cash position and liquidity ratios would all appear to be greatly improved. This is misleading, however, as the cash on hand as of year end (31 December) has since been spent on a new (and much needed) Zamboni. The GFL Centre needs to move back into operating surpluses to shore up its net assets and liquidity over the long term.

Comparative Analysis of Statements of Operations and Net Assets

The comparison presented in Appendix A indicates an organisation that has managed to offset its declining revenues through disciplined control of its operating expenses, with 2022's deficit being reduced by over $38k from the previous year. This cost-control strategy has its limits, however. Three of the primary cost drivers (power, repairs and maintenance, and wages and benefits) cannot be reduced indefinitely. Rather, they will likely increase in the coming years, as the cost of utilities continues to increase and the ongoing need to add staff needs to be addressed. Capital improvements (to keep repairs and maintenance manageable), moving to cheaper energy (e.g. solar), and increasing operating revenue will be the necessary strategies going forward.

Other Insights

Jennie Greencorn, president of the Recreation Facility Association of Nova Scotia, stressed the importance of facility safety, for both patrons and staff. This requires preventative maintenance, and clear occupational health and safety policies and procedures.

Jennie also stressed the importance of relationship management (with patrons and tenants). “You need a leader who values the staff and can be hands-on.” This would certainly seem to describe the GFL Centre’s manager.

2 Focusing on the Ice Season – September 5 to April 15

The Current Schedule

The current schedule, presented below, illustrates that the GFL Centre is solidly booked on weekday afternoons and evenings and weekends. It does, however, have about 7 hours of regularly-available ice time, mostly on weekday mornings.

GFL Newport Recreation Centre

Rink Schedule

			Mon	Tue	Wed	Thu	Fri	Sat	Sun
7:00	to	7:30							
7:30	to	8:00					WH Middle School Intramural League (7:20 to 8:10)		
8:00	to	8:30							West Hants Minor Hockey
8:30	to	9:00							
9:00	to	9:30							
9:30	to	10:00							
10:00	to	10:30	Parent n Tots / Seniors Skate		Parent n Tots / Seniors Skate				
10:30	to	11:00							
11:00	to	11:30						West Hants Minor Hockey	
11:30	to	12:00							
12:00	to	12:30	Peter Francis' Group				Peter Francis' Group		
12:30	to	1:00							
1:00	to	1:30							
1:30	to	2:00							
2:00	to	2:30							
2:30	to	3:00							
3:00	to	3:30		Kings Edgehill School	Kings Edgehill School				
3:30	to	4:00	Kings Edgehill School			Kings Edgehill School	Kings Edgehill School		
4:00	to	4:30							
4:30	to	5:00			Riverview Skating Club				Senior Women's League
5:00	to	5:30		JV Girls		Sportswheels Intro to Hockey	Riverview Skating Club	Broomball	
5:30	to	6:00							
6:00	to	6:30	West Hants Minor Hockey	West Hants Minor Hockey		West Hants Minor Hockey			Jeff Connors' Group
6:30	to	7:00						Liam's Group	
7:00	to	7:30							
7:30	to	8:00							
8:00	to	8:30			Jeff Connors' Group (8:20 to 9:15)		Rec League		Rec League
8:30	to	9:00							
9:00	to	9:30	Jeff Connors' Group		George Armstrong's Group	Men's League			
9:30	to	10:00							
10:00	to	10:30							
10:30	to	11:00							

Current Participation

GFL Newport Recreation Centre			
Participant Numbers			
	On Ice Participants	Volunteers / Spectators	Total
West Hants Minor Hockey (www.westhantswarriors.com)	260	120	380
Riverview Skating Club (www.riverviewskatingclub.ca)	70	150	220
West Hants Middle School intramural league	48	10	58
Kings Edgehill School	21	30	51
Sportwheels Intro to Hockey	25	25	50
Broomball	36	0	36
Recreational League	16	10	26
Jeff Connors' Group (men's shinny)	22	0	22
George Armstrong / Peter Francis group	22	0	22
JV Girls	20	1	21
Liam's Group (men's shinny)	20	0	20
Men's League	16	0	16
Totals	576	346	922

Overall Assessment of the GFL Centre During Ice Season

Users of the GFL Centre during the ice season were strongly and consistently positive in their overall assessment of the facility during the ice season, as evidenced by this sampling of comments:

- "We love it. Riverview Skating Club has called it home for 50 years. I myself have been there, many hours a week, for the past 13 years. It is great to have a facility close to home."
- "I rate it 5/5 - completely satisfied."
- "Whatever the highest rank is (is what I give to the GFL Centre). It's so clean, the staff are great, especially at receiving our kids."
- "A+ – the relationship is perfect. They treat us like gold. We are in constant conversation and partnership. We're the #1 customer and are treated like it. It's like night and day, compared to the West Hants facility. I'll go through hell or high water to support that Rink."
- "Very satisfied. We don't plan on going anywhere."
- "The facility is perfect for a hockey community."

Key Strengths

The Staff

Shane and Tyler received consistent high praise from the users interviewed. When asked to identify what they like best about the GFL Centre, the staff were invariably mentioned, as evidenced by the following sample of comments:

- "The staff, definitely! They are all awesome and personable. You always get a friendly hello."
- "They greet many people by name and always have a wave or honk of the Zamboni for the kids at the boards."
- "Riverview has always had a home here, with a designated storage area for club property. This makes running our programs very easy. Users are included in everything."
- "The working relationship with Shane and Tyler. Everyone's been very accommodating, especially during the pandemic."
- "Shane and Tyler are so good. They do whatever they can. They are the heart and soul of the Rink."
- "What makes the Brooklyn Rink work is Shane and Tyler."

The Facility

Second only to the staff is the facility. It was generally assessed as being an ideal location for ice skating and hockey.

- It's big, well lit, comfortable, the warm room is great for seniors and others who want to watch in comfort, we have a great PA system, and the facility is clean (floors, washrooms, etc.)."
- "It has to be the cleanest rink I've been in. We really like being able to leave their stuff at the dressing room; it feels like an extension of our campus."
- "For a middle school, location is key (as the kids can't drive). It's nice having hockey events that the whole school can go to. It's our re-locate site in case of an emergency."

What is less clear is the assessment of the facility as an off-season venue.

User Suggestions for Potential Improvements

All users indicated that there really wasn't anything that could substantially improve their already excellent experience at the GFL Centre. That said, they did offer a few minor suggestions:

- "Having a consistently open canteen would be fabulous."
- "The general cleanliness of the common areas and dressing rooms is great, however the upstairs washrooms and the main floor ladies washroom are at times not great."

Two users suggested that a lower ice rate would be great, but they both recognised that this would not likely be possible.

If The Rink Were to Close...

To get a better sense of the impact that the GFL Centre has on its community, user-interviewees were asked, "If you didn't have access to the GFL Centre, what would you do? Where might you go?" Their responses pointed to the critical importance of the GFL Centre:

- "When we lost our rink in April 2015 we moved to Windsor, so I suppose we would have to go back there. It definitely was not the same."
- "The Windsor Rink is pretty much sold out, so there's really no alternative."
- "Our intramural program wouldn't happen. Competitive teams would have to play out of Windsor. It would make it very difficult. We'd declare a team, but it wouldn't look like what we have now."
- "I'd have to tell kids that they don't have a place to play hockey. It would cripple our program / cut it in half, and WH Minor Hockey involves 260 athletes and 120 volunteers, so 380 people."
- "We'd have to go to the Windsor Rink. Not sure if they could accommodate us. We use daytime hours (3-5pm), which gives us better access."
- "I can't stress enough the importance of hockey. It's the cornerstone of our community. It would tear this community apart if we didn't have the GFL Centre."

Potential Ice Season Opportunities

Interviewees were able to offer a range of additional ice-season uses and improvements for the GFL Centre, outlined below.

Curling

Jennie Greencorn indicated that the St. Mary's Recplex in Sherbrooke and the North Shore Recreation Centre both offer curling on their ice surfaces. (In a separate conversation, Shane mentioned that the East Hants Sportsplex had done a trial with curling.) While this would require additional work on the part of the staff to prepare the ice surface for curling (and then back to hockey), and this could be disruptive for the hockey and skating users, it could be nonetheless possible to experiment with.

On-site Catering

Maybe have the PetroCan folks come in to provide food service on site.

More "Learn-to-Play Hockey" Programs and Hockey Schools

While the GFL Centre does currently host the Sportwheels "Intro to Hockey" program, two different users (who may not be aware of this current program) suggested offering "Learn to Play Hockey" during off-peak times during the ice season. One user, Ray Croft, has been running a "Learn to Play Hockey" program in Windsor with over 50 kids / 14 weeks @ $150 per person. He indicated that the challenge is having the people to run the program, not the ice time. "We could fill it; we'd only need 25 kids." This may point to an opportunity to grow the current "Intro to Hockey" program.

Hockey schools were mentioned by two different interviewees as being a good potential opportunity to be offered in advance of the regular ice season.

Sell More Day Ice Time

As indicated in the "The Current Schedule" section above, there is about 7 hours of regularly-available ice time, mostly during weekday mornings, which could be made available to the community. Finding users for this available time would require a marketing effort on Shane's part – time that he doesn't currently have. An additional employee could free him up to do this and other revenue-generating activities.

Other Comments

- "To be honest, my biggest concern is the need for this assessment. The community of Newport, and users from West Hants, East Hants and beyond, rallied and rebuilt our current facility in just a couple of years after the 2015 collapse. I'm sure the general public would be saddened and likely surprised to hear we need more revenue. I also believe that they would once again rally to save it. I strongly feel that with off season programs, and communication to the community about what is being offered, our facility will thrive."
- "While we don't need to have a seat on the Rink Commission board, it might be nice to be able to come in for 15 minutes at the beginning of a board meeting to share how we're doing."
- Jeff Connors expressed an openness to discussing joining the board along with his wife.

3 Focusing on the Off-Season (mid-April to end of August)

Potential Off-Season Uses

Interviewees identify a range of potential off-season uses of the GFL Centre:

- Pickleball was mentioned by four different interviewees.
  - "If you had turf, you could do lawn bowling and pickleball; if it was set up, it would draw people in." (Jeff Connors)
  - Shane indicated that he's going to look into it. It needs time to prepare the facility (set up free-standing nets, etc.), then to market and organise.
- Three different interviewees mention lacrosse:
  - The Kings Mutual Centre Centre hosts the Valley Lacrosse League.
  - Jeff Connors offered, "If you had an air conditioner for summer use, you could start a ball hockey, lacrosse, and/or soccer league. It would take a few years, and you'd only get a few rentals per week to start. Windsor only offers soccer."
  - Shane offered, "We did a trial, which went well. There was lots of demand, but we couldn't find an organiser."
- Basketball – The Kings Mutual Century Centre is hosting 14 games for the East Coast Basketball League, who bring their own playing surface and baskets.
- Ball hockey, soccer, and lawn bowling were all mentioned once.
- Graduations, weddings, dances, concerts, comedy nights, and other events were mentioned by several interviewees as potential opportunities to generate off season income.
- Kristi Haliburon offered: "As a rural area, many families do not have a paved/cement driveway or spot in their yard suitable for activities such as roller skating, tennis, badminton, or even basketball. If there was enough interest, the arena could even invest in rental equipment. There could be the possibility for grants for recreation programs and charge a drop in fee/season pass option. Most nets/equipment for the programs would be easily moved when not in use."
- 4H and other clubs

Cautions About Off-Season Use

Interviewees offered a number of cautions about off-season uses of the GFL Centre:

- "Off-season use has just disappeared in recent years. It's hard to get ball hockey or roller hockey going."
- "West Hants has tried pickleball, with little success."
- "The GFL Centre tried ball hockey, but the demand was low."
- "We could never get enough people for roller hockey to run."
- "Pickleball, lawn bowling, soccer - People want to play outside."

4 Enhancing Operating Revenue

The following calculations present how the GFL Centre could increase its annual operating revenue by over $100,000 – $55,660 from increased fees and $49,000 from fundraising activities. This level of increased revenue would be sufficient to cover the cost of a new and badly needed staff member and generate a modest operating surplus.

Potential Revenue from Increased Fees

Increasing fee revenue would largely be the responsibility of the facility manager, Shane Rogers. Doing so would require the addition of an additional staff member to free up Shane's time for marketing and sales.

Increased Sign Rentals:		
Number of available signs	15	
Average annual rental per sign	$400	
Total potential increase sign rentals		$6,000
Increased Ice Rentals:		
Available weekly hours	7	
Hourly ice rental	$230	
Number of weeks in ice season	26	
Total potential increase in ice rentals		$41,860
Summer Facility Rentals:		
Rink area only:		
Projected number of daily rentals (over the course of the summer)	4	
Average price per rental	$500	
Total potential rentals		$2,000
Entire facility:		
Projected number of daily rentals (over the course of the summer)	4	
Average price per rental	$1,000	
Total potential rentals		$4,000
Warm Room Rentals:		
Half-day warm room rentals:		
Number of rentals	12	
Average price per rental	$50	
Total potential rentals		$600
Full-day warm room rentals:		
Number of rentals	12	
Average price per rental	$100	
Total potential rentals		$1,200
Total potential increased fees		**$55,660**

Potential Revenue from Fundraising

Fundraising activities are generally led by one or more board members. The Newport and District Rink Commission board would need to recruit at least one person to take the lead.

Monthly Donations:		
Number of monthly donors	100	
Average monthly donation	$20	
Total annual donations		$24,000
Annual Memberships:		
Number of potential members	500	
Proposed annual membership fee	$10	
Total annual membership fees		$5,000
Annual Fundraising Dinner:		
Projected tickets	200	
Contribution per ticket (net of food cost)	$25	
Total net proceeds		$5,000
Annual Golf Tournament:		
Number of potential teams	20	
Contribution per team, net of green fees & lunch	$200	
Total registration fees	$4,000	
Sponsorships (see https://charityvillage.com/hosting_a_profitable_golf_tournament/ for ideas)	5,000	
Total contribution		$9,000
50/50 Draw:		
Price per ticket	$10	
Average monthly ticket sales	100	
Average monthly ticket sales	$1,000	
Net monthly proceeds to Rink	$500	
Total potential annual proceeds		$6,000
Total potential fundraising revenue		**$49,000**

5 Financing Needed Capital Improvements

In consultation with the manager and board, the consultant has prepared the following schedule of capital improvements:

Capital Improvements:	2023	2024	2025	2026	2027	Total	
Ice plant:							
Phase 1		$250,000				$250,000	
Phase 2			$250,000			250,000	
Phase 3				$250,000		250,000	
Equipment for summer use (tables, chairs, equipment for summer sport, storage space)	$60,000					60,000	
Solar power:							
Site preparation				50,000		50,000	
Installation of system					250,000	250,000	
Exterior upgrades (expand parking area, new signage, improved area to dump snow from Zamboni)	50,000					50,000	
Compressor refit	28,000					28,000	
Floor scrubber	7,000					7,000	
Information technology upgrades	5,000					5,000	
Other						0	
Total improvements	$150,000	$250,000	$250,000	$300,000	$250,000	$1,200,000	
Funding:							
West Hants Regional Municipality	$150,000	$150,000	$150,000	$150,000	$150,000	$750,000	62.5%
Recreation Facility Development Grant		75,000	75,000			150,000	12.5%
Innovative Communities Fund / Tourism Relief Fund				125,000	75,000	200,000	16.7%
Newport and District Rink Commission (fundraising)		25,000	25,000	25,000	25,000	100,000	8.3%
Total funding	$150,000	$250,000	$250,000	$300,000	$250,000	$1,200,000	100.0%

These figures will most certainly be updated as the GFL Centre's leadership team begins engaging with its prospective funders, but this schedule should provide a good starting point for planning.

Appendix A – Financial Statement Analysis

Comparative Analysis of Statements of Financial Position

As indicated below, there has been a steady decrease in the net assets (equity) of the organisation over the last three years, owing primarily to the operating losses sustained during the pandemic. The cash position and liquidity ratios would all appear to be greatly improved. This is misleading, however, as the cash on hand as of year end (31 December) has since been spent on a new (and much needed) Zamboni.

Please note: Figures in red indicate a negative change in financial position, whereas figures in green indicate a positive change.

	2022	Change from 2021	Change from 2020	2021	Change from 2020	2020
Current assets:						
Bank and cash	$110,500	$56,125	$55,991	$54,375	-$134	$54,509
Accounts receivable	32,478	5,921	12,378	26,557	6,457	20,100
Short term investments	21,517	-43,219	-36,484	64,736	6,735	58,001
Total current assets	164,496	$18,828	$31,886	$145,668	$13,058	$132,610
Capital assets:						
Building, at cost	$5,997,388	$0	$0	$5,997,388	$0	$5,997,388
Zamboni, at cost	85,390	0	0	85,390	0	85,390
Less: accumulated amortization	-527,565	-96,056	-192,112	-431,509	-96,056	-335,453
Total capital assets	$5,555,213	-$96,056	-$192,112	$5,651,269	-$96,056	$5,747,325
Total assets	$5,719,709	-$77,228	-$160,226	$5,796,937	-$82,998	$5,879,935
Liabilities:						
Payables and accruals	247	-$34,105	$247	$34,352	$34,352	$0
Government remittances	8,934	7,534	849	1,400	-6,685	8,085
Credit union loan at 4.2%	-1	-207	-22,194	206	-21,987	22,193
Total liabilities	$9,180	-$26,778	-$21,098	$35,958	$5,680	$30,278
Net assets						
Net assets invested in capital assets				$5,650,629	-$74,506	$5,725,135
Unrestricted net assets				110,350	-14,172	124,522
Total net assets	$5,710,530	-$50,449	-$139,127	$5,760,979	-$88,678	$5,849,657
Total liabilities and net assets	$5,719,710	-$77,227	-$160,225	$5,796,937	-$82,998	$5,879,935
Key Ratios:						
Current ratio (higher is better)	18			4		4
Cash ratio (higher is better)	14			3		4
Debt ratio (lower is better)	0.002			0.006		0.005
Debt to equity ratio (lower is better)	0.002			0.006		0.005

Comparative Analysis of Statements of Operations and Net Assets

The comparison presented below indicates an organisation that has managed to offset its declining revenues through disciplined control of its operating expenses, with 2022's deficit being reduced by over $38k from the previous year. This cost-control strategy has its limits, however. Three of the primary cost drivers (power, repairs and maintenance, and wages and benefits) cannot be reduced indefinitely. Rather, they will likely increase in the coming years, as the cost of utilities continues to increase and the ongoing need to add staff needs to be addressed. Capital improvements (to keep repairs and maintenance manageable), moving to cheaper energy (e.g. solar), and increasing operating revenue will be the necessary strategies going forward.

Please note: Figures in red indicate a negative change in operations and net assets, whereas figures in green indicate a positive change.

		2022				2021			2020	
Income				Change from 2021	Change from 2020			Change from 2020		
	Ice rentals	$249,433	65.9%	-$22,813	$421	$272,246	61.9%	$23,234	$249,012	62.1%
	Government assistance	110,250	29.1%	-27,772	-$12,616	138,022	31.4%	15,156	122,866	30.6%
	HST recoveries	6,838	1.8%	-9,904	-$8,983	16,742	3.8%	921	15,821	3.9%
	Sign rentals	9,957	2.6%	-1,939	-$1,391	11,896	2.7%	548	11,348	2.8%
	Interest	19	0.0%	-983	-$619	1,002	0.2%	364	638	0.2%
	Miscellaneous	1,785	0.5%	1,612	$341	173	0.0%	-1,271	1,444	0.4%
	Total income	$378,283	100.0%	-$61,798	-$22,846	$440,081	100.0%	$38,952	$401,129	100.0%
Expenses:										
	Amortization	$96,056	25.4%	$0	$0	$96,056	21.8%	$0	$96,056	23.9%
	Garbage removal	4,107	1.1%	194	$1,860	3,913	0.9%	1,666	2,247	0.6%
	Insurance	22,049	5.8%	1,213	$1,671	20,836	4.7%	458	20,378	5.1%
	Interest and bank charges	703	0.2%	-558	-$1,149	1,261	0.3%	-591	1,852	0.5%
	Miscellaneous	11,998	3.2%	10,577	$6,717	1,421	0.3%	-3,860	5,281	1.3%
	Non-recoverable HST	9,005	2.4%	-12,531	-$3,879	21,536	4.9%	8,652	12,884	3.2%
	Office	1,230	0.3%	-210	-$2,555	1,440	0.3%	-2,345	3,785	0.9%
	Oil	152	0.0%	75	-$12,780	77	0.0%	-12,855	12,932	3.2%
	Power	96,454	25.5%	2,751	$15,604	93,703	21.3%	12,853	80,850	20.2%
	Professional fees	0	0.0%	-590	$0	590	0.1%	590	0	0.0%
	Propane	4,803	1.3%	-225	$813	5,028	1.1%	1,038	3,990	1.0%
	Repairs and maintenance	91,004	24.1%	-83,570	$43,955	174,574	39.7%	127,525	47,049	11.7%
	Snow removal	5,835	1.5%	2,905	$1,625	2,930	0.7%	-1,280	4,210	1.0%
	Telephone	3,808	1.0%	-33	-$701	3,841	0.9%	-668	4,509	1.1%
	Wages and benefits	81,528.13	21.6%	-20,025	-$34,033	101,553	23.1%	-14,008	115,561	28.8%
	Total expenses	$428,732	113.3%	-$100,027	$17,148	$528,759	120.2%	$117,175	$411,584	102.6%
Excess of income over expenses		-$50,449	-13.3%	$38,229	-$39,994	-$88,678	-20.2%	-$78,223	-$10,455	-2.6%
Net assets, beginning of year		$5,760,979		-$88,678	-$99,133	$5,849,657		-$10,455	$5,860,112	
Net assets, end of year		$5,710,530		-$50,449	-$139,127	$5,760,979		-$88,678	$5,849,657	

Appendix B: Demographic Profile of Newport and District

The consultant compiled the following demographic profile of the Newport and District area from Statistics Canada profiles for Brooklyn and surrounding communities[1].

2020 Census for Newport and District

Characteristic	Total		Men		Women	
Population, 2021	5,313					
Land area in square kilometres	477					
Total population	5,310	100.0%	2,675	100.0%	2,645	100.0%
0 to 14 years	840	15.8%	455	17.0%	380	14.4%
15 to 64 years	3,385	63.7%	1,650	61.7%	1,720	65.0%
65 years and over	1,105	20.8%	565	21.1%	540	20.4%
Average age of the population	44.1		43.9		44.4	
Median age of the population	47.0		46.9		46.7	
Average size of census families	2.7					
Average number of children in census families with children	1.7					
Children	1,400		755		650	
In a two-parent family	1,050		580		465	
In a one-parent family	355		175		185	
Living alone	540		295		225	
Living with other relatives	110		35		55	
Living with non-relatives only	150		75		70	
Total number of households	2,235					
Couple-family households	1,330					
One-parent-family households	160					
Median total income in 2020 among recipients ($)	$35,380		$41,260		$29,820	
Median after-tax income of household in 2020 ($)	$61,290					
Prevalence of low income based on the Low-income measure, after tax (LIM-AT) (%)	16.81%		16.00%		17.37%	

[1] This profile includes data from the Statistics Canada "dissemination areas" of: 12080084, 12080086, 12080106, 12080107, 12080108, 12080109, 12080114, 12080115, and 12080116. This area roughly extends from Walton-Stanley-Ardoise-Newport Landing, and the communities enclosed therein.

WEST HANTS REGIONAL MUNICIPALITY
Presenter/Presentation Overview

Date: June 13, 2023

Name of Presenters & Organization:

Windsor Agricultural Society
Jonathan Strum, Chair, Finance Committee
Barb Rockwell, Facility Manager

Presentation Outline/Summary (Matter): Financial relief in relation to Sewer Bill

Our water consumption is for the most part due to animals being on our grounds for weekend shows and in particular during the two weekends of the Hants County Exhibition. The average water consumption of a cow is 30 gallons per day and of a horse is 20-25 gallons. During the exhibition we have approximately 620 animals on the grounds over the two weekends. Over the summer we have rentals all but a few weekends with the average show having 100 animals. Not only do the animals drink the water but they are usually bathed or rinsed several times at our outdoor wash stands. Also, normally the arena and the Mary Henry building (warm up ring) needs to be watered at least once each week to ensure safe useable footing. In addition, because of bio-security, all of the stalls that are used each weekend are required to be sprayed with a disinfectant/water solution. All of the above water use does not go into our sewer system.

To be clear we; we are not requesting assistance with the cost of the water but just for assistance with the sewer charges.

Request of WHRM Council:

We are asking for a grant in the amount of $4,000 in 2023 which would cover the cost of the sewage charges that we do not use. Also, we would ask the Mayor and Council to add this as a Line Item with appropriate increases to the next budget as this is on ongoing cost that will need to be addressed each year.

Thank you for providing this information & a full copy of your presentation one full week ***BEFORE*** *the date you are scheduled to present to West Hants Regional Council to dsnair@westhants.ca !*

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation X	Decision Request ☐	Councillor Activity ☐

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

Submitted by: _____
John Ogilvie, Climate Action Coordinator

Date: 2023-06-13

Subject: Nova Scotia Low Carbon Communities Fund

LEGISLATIVE AUTHORITY

West Hants Regional Municipality (WHRM) Greenhouse Gas (GHG) Emission Local Action Plan: Action Items 2.2, 2.3, 2.4, and 2.5.

WHRM Municipal Climate Change Action Plan (MCCAP) Committee 2023 Workplan

RECOMMENDATION or DECISION REQUEST

…that Committee of the Whole recommend that Council approve in principle funding 25% as the Municipal contribution of an application to the Nova Scotia Low Carbon Communities program to support a solar energy feasibility study, up to a maximum Council contribution of $25,000, to be funded through the Regional Operating Reserve.

BACKGROUND

Property X	Public Opinion ☐	Environment X	Social ☐	Economic X	Councillor Activity ☐

The NS Low Carbon Communities Fund is administered by the Provincial Department of Natural Resources and Renewables. It is intended to help communities perform preparatory work for projects, advance community led solutions, support learning, and contribute to social and equitable investments for Nova Scotian communities. Projects must be feasibility studies, designs, strategies/plans, engagement/education activities, and should demonstrate innovative

low carbon solutions. The Fund will provide up to 75% of eligible costs, to a maximum of $75,000 for clean electricity projects. Projects must be completed by August 1, 2024.

DISCUSSION

Action items 2.2-2.5 in the WHRM GHG Emission Local Action Plan pertain to developing solar energy in West Hants; it is also a stated priority in the 2023 workplan of the MCCAP Committee to develop a solar energy project.

In December 2022, and an application was made to the Nova Scotia (NS) Sustainable Communities Challenge Fund for capital funding to develop a solar energy project. That application was unsuccessful, but various other capital funding opportunities will be available in the future. A feasibility study will reinforce an application for capital funding and help the Committee select a location on existing Municipal lands.

Action item 2.2 is to "consider green power purchasing", which will serve to offset emissions produced from electricity used for Municipal operations. Action item 2.3 is to "investigate partnerships for renewable energy provisions", so the Municipality can work with relevant organizations to advance renewable energy opportunities. A solar energy installation will allow the Municipality to offset its electricity consumption and reduce corporate emissions, while providing a clear example of the benefits of solar energy. Typically, to purchase green power, the Municipality would seek a green power producer to purchase electricity they generate for the Nova Scotia Power grid – such as a wind farm operator. By installing Municipally owned solar energy capacity, WHRM may not need to purchase green power from other sources.

Action item 2.4 is a wish list item, which is to "investigate solar PV for water and wastewater treatment plants". Available space at the Windsor Water Treatment Plant (786 Windsor Back Rd.), new Windsor Wastewater Treatment Plant (293 Wentworth Rd.), and Falmouth Wastewater Treatment Plant (48 Falmouth Conn.) may be investigated within the feasibility study pending budget allocation. Lastly, action item 2.5 is to "update the asset management plan to include solar". WHRM Public Works is adding Municipal assets and relevant information to the asset management software over time, including new solar powered assets such as crosswalk lights.

The sites recommended for the feasibility study to focus on are listed below:

1) Former West Hants Landfill in Cogmagun (near 1569 Walton Woods Rd.)
    - Estimated 598,000 sq. ft. of ground space available
2) New Windsor Wastewater Treatment Plant (293 Wentworth Rd.)
    - Estimated 260,000 sq. ft. of ground space available
3) Falmouth Wastewater Treatment Plant (48 Falmouth Conn.)

- Estimated 186,000 sq. ft. of ground space available

4) Windsor Water Treatment Plant (786 Windsor Back Rd.)
    - Estimated 23,000 sq. ft. of ground space, 2,800 sq. ft. of roof space available

Subject to budget constraints within a feasibility study, three of the Municipal water utility facilities have been added to the list. They are the highest emitting facilities in the corporate portfolio and provide large amounts of open space for solar panels. The former landfill has been selected as the open space it provides cannot otherwise be developed or planted with trees, and the Municipality must safely upkeep the site in perpetuity. This funding opportunity was awarded to Halifax Regional Municipality in 2021-22 to perform a feasibility study for solar generation at the closed Sackville landfill.

As stated in the Nova Scotia Power (NSP) Regulations, Section 3.6.2(b), net metering for solar energy is currently not available to unmetered locations. This eliminates the ability to use the former Municipal landfill in Cogmagun, but the unused open space it provides cannot be ignored. The Province is currently updating solar energy regulations to include provisions for community solar, which would allow for larger installations in places such as the former landfill. This could be similar to the Municipally owned solar gardens in Antigonish, Berwick, and Mahone Bay, and the NSP owned trial in Amherst. More information about these projects can be found online at CBC News: Amherst, Mahone Bay, and Berwick Solar Gardens and NSP Solar Garden Pilot. Performing a feasibility study on the former landfill site will prepare the Municipality for when Provincial regulations are updated.

Solar energy is an important component of Municipal action to mitigate and adapt to climate change. Electrification of existing processes will enhance efficiency but increase electricity demand, requiring greater amounts of green electricity to continue to drive down emissions. Solar energy cannot be the Municipality's only method for enhanced sustainability, but it will decarbonise corporate electricity consumption. The WHRM goal is to reduce corporate emissions by 45% by 2030; business as usual will result in a 44% reduction based on greening of the NSP grid, leaving WHRM to reduce an additional 1% (35.3 tonnes of GHG emissions). If WHRM were to install a solar energy installation large enough to meet the targeted 45% reduction in corporate emissions by 2030, the Municipality would likely need a 48-kW system. These calculations are based on average panel production and electrical grid emissions intensity for Nova Scotia, to give Council an idea of what is needed. All recommended locations in the list above have more than enough open space for a solar installation that will have measurable impacts and could exceed the corporate emissions reduction target. Detailed size and energy requirements would be determined as part of the feasibility study.

Other Municipal locations will continue to be investigated for solar energy, such as facilities included in an application for a feasibility study through the Federation of Canadian

Municipalities (FCM) Community Building Retrofit Program. The water utility facilities to be included in the NS Low Carbon Communities application are also on the list for the FCM Community Building Retrofit Program. If the Municipality receives funding from this Provincial application, and a consultant can accommodate those facilities, they will be replaced in the FCM application with other Municipal buildings.

NEXT STEPS

1) Motion and recommendation from Committee of the Whole to Council for June 27, 2023.
2) If the motion is approved by Council, staff will submit a full application to the Low Carbon Communities Fund before the deadline of June 29, 2023.
3) Funding decision from the Provincial Department of Natural Resources and Renewables.

FINANCIAL IMPLICATIONS

If Council approves the recommendation, an application will be made to this funding opportunity. If possible, quotes for feasibility studies may be obtained to be included in the application. With a conditional Municipal contribution of $25,000, the maximum available grant is $75,000, up to 75% of the study costs.

Within the 2023-24 Capital Budget, Council approved $20,000 for the small-scale solar project to come from the Regional Operating Reserve, with the funding application to Nova Scotia (NS) Sustainable Communities Challenge Fund unsuccessful, this $20,000 could be used for the feasibility study. This would mean that Council would need to fund an additional $5,000 to reach the $25,000 maximum request. The Regional Operating Reserve has a March 31, 2024 expected balance of $3,338,146 and can support the additional $5,000.

ALTERNATIVES

The Committee of the Whole may:

- recommend that Council approve in principle funding 25% as the Municipal contribution of an application to the Nova Scotia Low Carbon Communities Fund to support a solar feasibility study; or
- provide alternative directions such as requesting further information on a specific topic.

ATTACHMENTS

There are no attachments to this report.

CHIEF ADMINISTRATIVE OFFICER REVIEW

The report is very thorough and aligns with the goals and action plan of the MCCAP Committee. As noted in the report $20,000 of the total $25,000 request can be reutilized. The balance if approved by Council is affordable in relation to the reserve balance. If approved by Council and then the province the execution of a feasibility study would be an excellent foundation for a future project. Site selection can be further reviewed pending the study.

I support the recommendation.

Report Prepared by: _____
John Ogilvie, Climate Action Coordinator

Report Reviewed by: _____
Sara Poirier, Director of Planning and Development

Report Reviewed by: _____
Diana Gibson, Acting Director of Financial Services

Report Approved by: _____
Mark Phillips, Chief Administrative Officer

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☐	Decision Request ☐	Councillor Activity ☐

To: **Committee of the Whole**

Submitted by: **Mayor Abraham Zebian**

Date: **June 13, 2023**

Subject: **Update KMK Meeting**

LEGISLATIVE AUTHORITY

Municipal Government Act

RECOMMENDATION or DECISION REQUEST

N/A

BACKGROUND

Property ☐	Public Opinion ☐	Environment ☐	Social ☐	Economic ☐	Councillor Activity ☐

I have attempted to contact the representatives of the KMK through email, phone, and text messaging to follow up as per Councils directions for a joint meeting. I have yet to receive a response. I just wanted to update Council on this for informational purposes only.

DISCUSSION

N/A

NEXT STEPS

N/A

FINANCIAL IMPLICATIONS

N/A

ALTERNATIVES

N/A

ATTACHMENTS

None

CHIEF ADMINISTRATIVE OFFICER REVIEW

N/A

Report Prepared by: Abraham Zebian, Mayor

Report Reviewed by: _____

Mark Phillips, Chief Administrative Officer

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☒	Recommendation ☐	Decision Request ☐	Councillor Activity ☐

To: Committee of the Whole

Submitted by: _____

Shelleena Thornton, Municipal Operations Supervisor

Date: June 14, 2023

Subject: Fire Services Analysis – Information Report

LEGISLATIVE AUTHORITY

Municipal Government Act, Part X, Fire and Emergency Services

Fire and Emergency Service Policy, COGE-007.00

RECOMMENDATION

N/A as this is an information report.

BACKGROUND

At the January 24, 2023 Council meeting, discussion was held and staff asked to take a deeper look into the regional fire service.

At the January 26, 2023 Budget overview workshop, staff was asked to research other municipal fire services as well as WHRM's. Key focus areas include:

- Honourarium amounts.
- Apparatus / fleet sizes.
- Budgets.
- Funding sources.
- Assessment numbers.
- Membership numbers.
- Incident volume (and more specifically, medical calls).

DISCUSSION

Provision of fire services within municipalities is diverse. No two municipalities are alike in how they work with, manage, and/or support their local fire departments. Research demonstrates that it is very unique and not apples-to-apples. This said, all municipalities were asked the same questions. In some cases, 2021 Statistics Canada information was obtained.

- Five Municipalities were considered in the research.
    - Municipality of the County of King's
    - Municipality of Cumberland
    - Region of Queens Municipality
    - West Hants Regional Municipality
    - Municipality of East Hants
- Municipal support levels to fire services – varies significantly.
- Honorarium amounts/disbursement - varies significantly.
- Fleet - varies significantly. (Fleet is not just large apparatus, but includes all of a fire service's fleet that would be put into services for incidences (e.g. ATVs, boats, etc). (Staff was unable to get fleet ages in a consistent manner).
- Fire operating budgets in relation to its municipality's operating budget range from 4.52% to 8.82%. (WHRM's fire service operating budget is 5.96% of the Municipality's Budget).
- Fire capital budgets in relation to its municipality's capital budget range from 0% (capital is not supported) to 36.96%. (WHRM's fire service capital budget is 36.96% of the Municipality's (WHRM)). Some general rate capital expenditures; some area rate capital expenditures.

The attached pie charts reflect each Municipality's percentage in-relation to the total of the specific criteria of all municipalities (e.g. WHRM's population percentage compared to the total population of all analyzed municipalities; WHRM's fleet size percentage in relation to the total fleet figures of all analyzed municipalities, etc).

NEXT STEPS – Council requested this information for its consideration and discussion.

ALTERNATIVES – N/A as this is an informational report.

ATTACHMENTS

- Municipal Fire Services comparison analysis spreadsheet.
- Municipal Fire Services pie chart
- Fire and Emergency Service Policy, COGE-007.00
- Reg Fire Study - FIRE - CCWWHMUN1906_FSR_FINAL_1

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS

The report has been prepared to provide Council with an overview of Fire Services within the WHRM. This report should be viewed in addition to the 2019 Fire Study commissioned during the consolidation process as that study was far more comprehensive and detailed. This report aims to provide high level comparisons to other municipal units and fire service provision within those units. The report is an indication of areas and populations served, service demands and resources provided. This is a very difficult exercise to complete and to have an end product that reflects "apples to apples". Volunteer Fire Departments can have minor to major differences between their operations just as there are differences between the levels of support and engagement from municipalities with the fire services. Factors such as rural vs urban, community remoteness, historic community support and fundraising, community pride, unique community risks, building and fleet replacement schedules, government funding levels, fire service independence from municipalities and other factors influence the size and scale of departments. This Council has the role of ensuring adequate fire protection is provided to the community and plays a major role in providing the financial resources to those services.

When considering the 2019 Fire Study, the data reflected in this report and the improved level of coordinated fire service delivery by all WHRM Fire Departments, it can be concluded that the region is appropriately serviced and resourced. Fire Services now operate more regionally and with improved efficiencies within West Hants to the benefit of all residents. In addition to the current service levels both the fire services and the municipality are looking towards the future and the anticipated development within the WHRM. Not only looking at the number of housing units but the type of development (houses / town houses and apartment buildings). These are factors that will influence the need for more efficiency and how existing resources are utilized.

There continue to be areas of improvement initiated by the Fire Services, municipal, staff and Council. These are areas such as apparatus replacement scheduling, improved apparatus procurement oversight, honorarium uniformity, regional training exercises and joint insurance policies. These items are currently being worked on.

This report has been provided for Council's consideration. Staff will take direction if Council seeks further information.

Report Prepared by: _____

Shelleena Thornton, Municipal Operations Supervisor

Report Approved by: _____

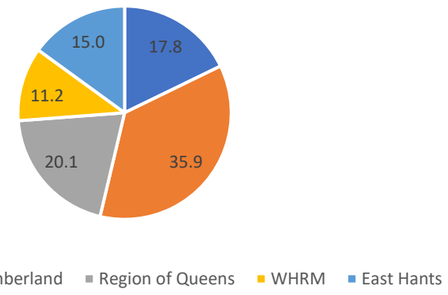
Mark Phillips, CAO

Fire Service Comparison Analysis 2023

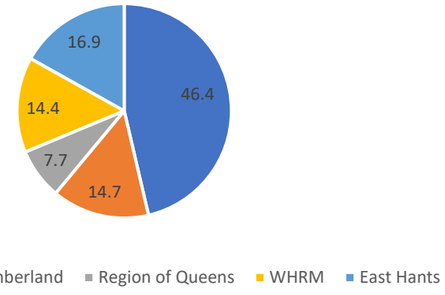
Municipality	Geographic Area (Sq. Kms)	2021 Population*	# Assessed Units Residential Commercial	# Fire Depts	# Fire Stns	# Fire Members	2022 Incidences	# Fleet	Fire District Areas (Sq Kms)	2022 or 2023 Fire Op Budget	2022 or 2023 Mun. Op Budget	% of Fire Budget of Mun Op Budget	2022 or 2023 Fire Cap Budget	2022 or 2023 Mun. Cap Budget	% of Fire Budget of Mun Cap Budget	Honourariums	Area or Gen Tax Rate	Notes
King's County	2120.3	62,914	24,140 res. N/A comm.	13	11+***	400-450	2078 (179 were medical)	88**	24-496	$ 2,577,730.00	$ 54,054,230.00	4.77%	$ 2,135,700.00	$ 21,222,958.00	10.06%	$264,788	Operations in Gen Rate; Capital is area rated	Been advised that capital allocations is very complex
	17.8%	46.4%		25.5%	31.4%	29.0%	28.8%	28.2%		$ 2,689,555.00	$ 59,447,750.00	4.52%	N/A for 2023/24	N/A for 2023/24	N/A for 2023/24			
										22.5%	31.3%	14.7%	15.4%	33.0%				
Cumberland	4275.8	19,964*	13,495 res. N/A comm.	16	16	342	1167 (397 were medical)	92	90 - 280	$ 2,500,000.00	$36,406,661	6.87%	$ 5,020,570.00	$16,740,708	29.99%	32,000.00	Gen rated. Some fundraise for special purchases	Capital budget excl. water capital. Honourariums - $2,000 per dept and fire depts determine how dispersed.
	35.9%	14.7%		31.4%	0.0%	23.3%	16.2%	29.5%		20.9%	19.2%	21.2%	36.2%	26.0%				
Region of Queens	2387.5*	10,422*	8,187 res. 737 comm.	5	5	165	803 (N/A re. medical)	36	42 - 1,496	$ 1,378,135.00	$ 23,185,371.00	5.94%	$ 201,374.00	$ 8,701,527.00	2.31%	Incl. in their honourarium budget and Municipality does not know how much or how dispersed.	Gen rated and individual Depts fundraising	Capital budget is more complex than it looks.
	20.1%	7.7%		9.8%	14.3%	11.3%	11.1%	11.5%		11.5%	12.2%	18.4%	1.5%	13.5%				
WHRM	1335.8	19,509*	10,476 res. 779 comm.	4	6	203	1085 (299 were medical)	30	43.2 - 377	$ 1,713,771.00	$ 28,770,426.00	5.96%	$ 6,511,148.00	$17,614,640.00	36.96%	122,129.94	Gen. rated. Some fundraising for special purchases/support	Honourariums are within each Depts annual budgeted amount. Depts disperse based on their own formulas
	11.2%	14.4%		7.8%	17.1%	13.9%	15.0%	9.6%		14.3%	15.2%	18.4%	46.9%	27.4%				
East Hants	1786.5	22,892*	10,666 res. 578 comm.	13	13	330	2090 (N/A re medical)	66	N/A	$ 3,698,648.00	$ 41,940,884.00	8.82%	$ -	$ 59,648.65	0.00%	Two Depts have paid members; and Dept looks after honourariums for rest of members (East Hants is not involved at all)	Area Rated	Capital budget excl. water capital. Fire Depts are soley responsible for any capital purchases (either save money or get their own loans). EH may do occassional one-on requests for capital (i.e. reg. training facility). Six depts also get an additional annual grant of $9,821 toward anything they wish
	15.0%	16.9%		25.5%	37.1%	22.5%	28.9%	21.2%		30.9%	22.1%	27.3%	0.0%	0.1%				
NOTES:																		
*Stats Canada data																		
** does not incl. Hantsport, Springfield, or 14 Wing Greenwood																		
*** 11 main stations, 4 substations, plus Hantsport and Springfield main station																		
Cumberland Pop. And Fire excludes Amherst and Oxford as they have their own fire service.																		
"Dwelling Units" include both stand-alone dwellings/homes, plus each apartment within multi-res buildings, plus any residential dwellings within mixed-use commercial buildings, and those exempt																		
Geographic Area provided by Municipality's staff																		
2023 data																		
	11905.88	135,701		51	35	1465	7223	312		$ 11,980,109.00	$ 189,751,092.00	32.36%	$ 13,868,792.00	$ 64,339,481.65				

Municipal and Fire Service Comparative Analysis Summary 2023 (conducted by WHRM)

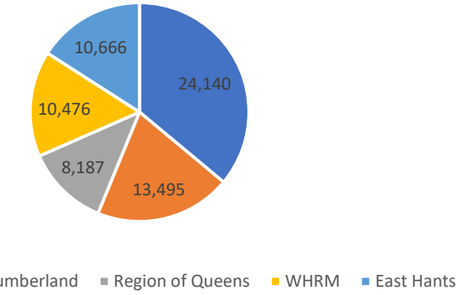
Geographic Area (Sq.Kms)



2021 Population



Assessed Units Residential



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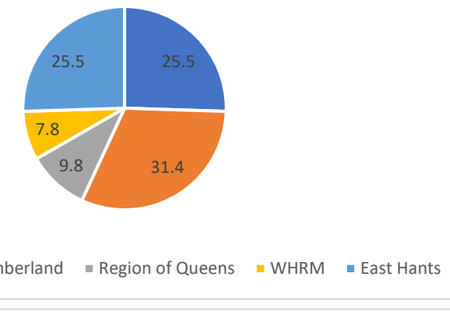

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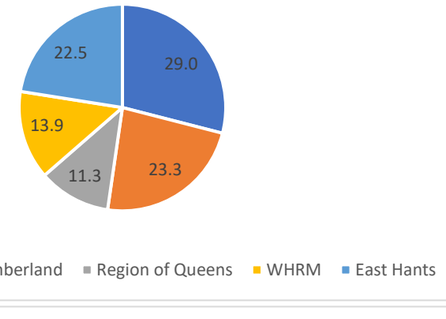

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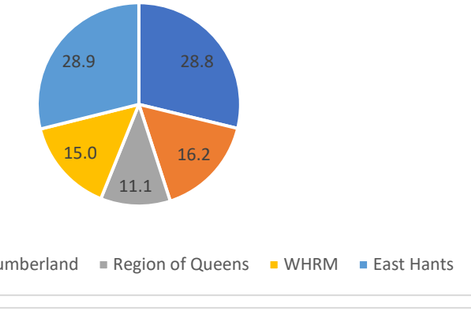

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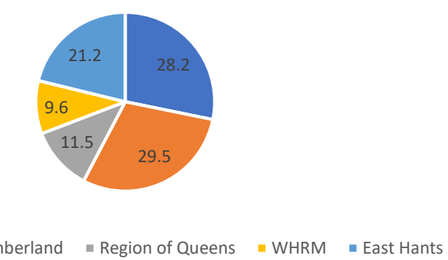

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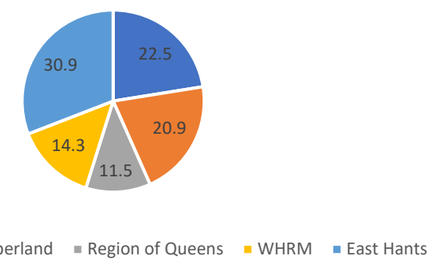

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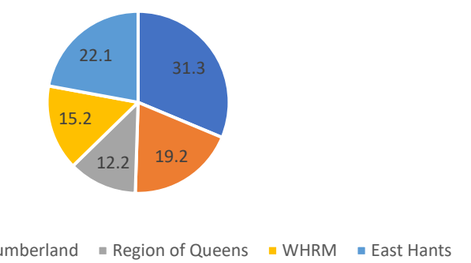

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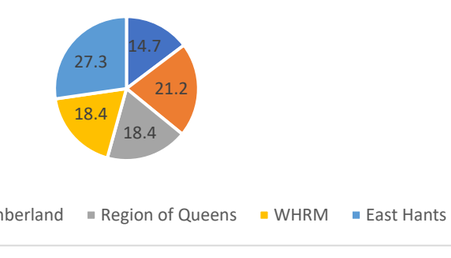

MUNICIPALITY OF THE DISTRICT OF WEST HANTS
Fire and Emergency Service Policy

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1. Purpose Statement

The purpose of this Policy is:

a) To establish requirements and procedures for Registration;

b) To provide for an annual public meeting for Registered Fire Service providers;

c) To establish a framework for accountability to Council from Registered Service Providers for the use of Municipal funds;

d) To provide for other matters necessary and expedient for the provision of fire and emergency services, including:

(1) To establish a framework for determining appropriate levels of fire and non-fire emergency services throughout the Municipality of West Hants;

(2) To establish policies for setting minimum service standards for the delivery of fire and non-fire emergency services to a level which reasonably protects human life and well-being, property and the environment through education, leadership and effective response to emergencies, to the extent consistent with the Council's budgetary priorities;

(3) To create the framework by which the participating Service Providers and the Municipality can explore opportunities to standardize the delivery of fire and non-fire emergency services including fire prevention activities such as promoting awareness and providing education, and centralization of services and associated costs where it improves efficiency and effectiveness such as by purchase of bulk materials, sharing of specialized equipment and other means;

2. Applicability

This policy shall apply to all Service Providers providing fire and non-fire emergency services within the boundaries of West Hants.

3. Definitions

a) "Active Volunteers" are defined as volunteers with a Registered Service Provider who maintain good standing by attending training, meetings and responding to calls, to the levels required by their respective Registered Service Provider bylaws, and, for greater certainty, includes volunteer first responders who assist with non-fire emergency services.

b) "Capital Assets" means a non-financial asset with a value greater than $2500 that is purchased, constructed or developed and

(1) is held for use in the production or supply of goods and services, for rental to others, for administrative purposes or for the development, construction, maintenance or repair of other tangible capital assets;

(2) requires operating and maintenance expenditures and may need to be replaced in the future

(3) has a useful life extending beyond an accounting period;

(4) can be used on a continuing basis;

(5) and is not for sale in the ordinary course of operations.

c) "Chief Administrative Officer" or "CAO" is the senior administrative official for the municipality, and includes any Municipal employee to whom the CAO delegates authority.

d) "Fire Response and Emergency Services Provider" or "Service(s) Provider(s)" includes organizations which provide one or more fire response and/or non-fire emergency response services, including Mutual Aid Providers.

e) "Mutual Aid Provider" means a Service Provider which may be called for assistance and support at the request of a Primary Service Provider, and includes both (a) Registered Service Providers providing services outside the zone and/or service type for which they are Registered as Primary Service Providers, and (b) Service Providers who are not Registered with the Municipality but who are called upon to attend an event in response to a mutual aid call.

f) "Municipality" refers to the Municipality of the District of West Hants and its successors, and "Council" refers to that Municipality's Council.

g) "Primary Fire Response and Emergency Services Provider" or "Primary Service Provider" means a fire response and emergency services provider which is intended to be called by emergency services dispatchers for the primary provision of a service or services in a defined zone within the Municipality of the District of West Hants, and to which Mutual Aid Providers are subordinate once the Primary Service Provider has arrived on the scene.

h) "Registered" means registered by the Municipality of West Hants in accordance with Part X of the Municipal Government Act and the provisions of this Policy and "Registered Service Providers" excludes Mutual Aid Providers who are not registered as Primary Service Providers for any fire or emergency services in any zone of the Municipality.

i) "Zone" or "fire zone" are geographically described areas of response located in the Municipality of the District of West Hants which have been formally assigned to a primary services provider.

j) "Regional Services" means the collective efforts of Registered Service Providers and, by invitation, Service Providers in neighbouring areas, working in a collaborative environment for the planning against, preparing for, responding to and recovering from fire and other emergencies in an efficient and effective manner; and to pursue collectively, opportunities for the betterment of Active Volunteer Fire fighters.

4. Acknowledgement of Service

The Municipality of the District of West Hants acknowledges the dedicated and community minded services it receives through the provision of fire response and emergency services by volunteer fire departments and/or other volunteer entities.

5. Beneficial Ownership

a) The Municipality has in the past funded operating and capital expenses for various Service Providers, including capital expenses for fire and/or other emergency services equipment ("Equipment"), and plans to continue to do so for its Registered Service Providers to the extent authorized from time to time by Council.

b) In consideration of such funding, Registered Service Providers agree to acknowledge beneficial ownership, to the extent of the Municipality's capital funding contribution, of equipment funded in the past, present or future by the Municipality through the signing of the Beneficial Ownership Agreement, attached as Schedule 1, or such amended Agreement as may be specified from time to time by the Municipality as a condition for Registration.

c) Use of Equipment for Non-Emergency Activities

Except as agreed to in writing by the Municipality, the use of equipment and apparatus funded in whole or in part by the Municipality is restricted to the emergency use within the Municipality and outside the Municipality as outlined in formal mutual aid agreements to which the Municipality has agreed in writing. Non-emergency use of such equipment and apparatus is restricted to Hants West and Mutual Aid Provider's areas for fund-raising, community events, and training activities. The Municipality's written permission must be given for movement of such equipment and apparatus outside of the Hants West and Mutual Aid Provider's boundaries except for responding to mutual aid calls, servicing needs, and for the sale or gift of such equipment or apparatus.

6. Governance and Oversight of Policy and Service

a) The Municipality of the District of West Hants shall determine levels and standards of services to be provided to its residents through the operating and capital funding approval process

b) The Chief Administrative Officer has oversight responsibility and will act as the liaison between the Municipality and the Registered Service Providers. The Chief Administrative Officer is responsible for monitoring and reporting upon the Municipality's receipt of services and standards to the level agreed to by all parties through the annual registration process, including the review of finances, call volume and method of responses, zone definition and service type definition, apparatus and equipment requirements, and other matters as they arise.

c) The Municipality shall establish a Fire Chiefs Advisory Committee (FCAC), consisting of one representative from each Registered Service Provider, the CAO and if established the Fire Services and/or Emergency Coordinator. The purpose of the committee is to provide information and advice to Council on operational issues such as capital asset management, communications, planning, costs of service, impediments to efficient and effective service, and feedback on proposed amendments to this Policy, for consideration of Council.

d) Each Registered Service Provider is responsible to deliver the services to the minimum standards accepted, and to:

(i) Reasonably protect and preserve human life and property from fire, threat of fire and/or other emergency to the best of its ability;

(ii) Promote and encourage fire prevention;

(iii) Through mutual aid agreements, support and assist other service providers.

7. Registration Process and Procedure

The Municipality shall register a Fire Response and Emergency Services Provider, with or without conditions, that complies with the requirements of the Municipal Government Act if:

a) The Municipality is satisfied based on a review of the application that services being offered can be provided and the Municipality is willing to accept;

b) It carries a minimum of $5,000,000 in liability insurance for the vehicles it owns or operates and a minimum of $5,000,000 in liability for insurance for claims brought against it for wrongful acts or omissions respecting the fire response and emergency services which it provides;

c) It does not provide fire response and/or emergency services for profit;

d) the Municipality does not otherwise provide or support others to provide the same primary service for the same zone unless the Municipality and two or more Service providers have expressly agreed to have overlapping primary service providers;

e) It has completed and signed an application in the form provided by the Municipality (Schedule 2);

f) It has provided a list of its Active Volunteers and their training record in a format acceptable to the Municipality (Example of format is provided in Schedule 2A);

g) It has provided a schedule of mutual aid agreements with identification of approval details from the Municipality;

h) In subsequent years, following initial acceptance of a Service Provider as a Registered Service Provider, the Service Provider must file an annual form, on a form suitable to the Municipality, outlining the services to be provided in the upcoming year, by April 1 of each year;

i) Registration is effective upon receipt and signoff of the application form by the CAO or designate which shall be for the services outlined in the application form, up to the levels of services previously established by Council, unless amended by the Municipality during acceptance of the form and subject to any conditions imposed by the Municipality during the registration process. A copy of the signed unamended or amended application form shall be provided to the fire department on or before April 30th. In the event a Service Provider is dissatisfied with a decision of the CAO to refuse registration, or registration renewal, or to impose conditions or amendments upon the registration, the service provider may appeal to Council by written notice to the Municipality's Clerk given on or before May 15th of the same year; and

j) In addition to any other just cause for revoking registration, non-compliance with any conditions of registration, or with the terms of this Policy, or failure or inability to perform the services to the standards established pursuant to this Policy or otherwise mandated by Council or other regulatory authorities shall be just cause for revocation of registration as a Service Provider, or for imposing additional conditions upon the registration.

8. Financial Matters

a) Council, through the annual budgeting process, may provide capital and operating funding to Registered Service Providers following the submission of a budget request through the CAO who will review and forward to Council. Representatives from each Registered Service Provider shall attend budget meetings to inform Council of operational matters and answer questions regarding service response.

Registered Service Providers shall use all funds provided by the Municipality for services responsive to their registration as a service provider to the Municipality and not for other activities nor for services for other Municipalities except as authorized in writing by the CAO or Council.

Council may require proof of compliance with its policies before advancing any funds.

A budgetary allocation for funding shall be provisional in the event that the Registration process has not been completed as at the budget approval date.

b) Operating Budget – Operating budget submissions shall be submitted within the time frame set by the Municipality and on a form suitable to the Municipality and include, at minimum:

(i) The actual or projected actual operating expenditures of the current budget period, categorized as determined by the Municipality;

(ii) The current year budget;

(iii) The proposed budget request;

(iv) A description supporting any significant (greater than 5%) change from the prior year.

c) Operating deficits incurred at the end of a given year are to be included in the estimates of the next budget year unless otherwise provided for from reserves or other external sources.

d) Capital Budget – Each Service Provider will file capital apparatus and equipment schedules on a form acceptable to the Municipality. The Municipality's acceptance of the form is not agreement or approval of projected capital expenditures in future years but a document to be used for planning purposes.

Each Registered Service Provider will provide an annual update of the capital apparatus and equipment schedules as part of the budget process.

e) Emergency Funding – Council may provide funding outside of the annual budgeting process, upon request of the Registered Service Provider. Emergency funding normally would be considered only where the Registered Service Provider has experienced unexpected costs requiring immediate action by the Registered Service Provider.

A request for Emergency Funding must be made to the Chief Administrative Officer who will review the circumstances and make a recommendation to Council.

f) Reserve Funds – Council may establish reserve fund (s) for fire and emergency purposes such as for the capital cost of equipment or apparatus and training, as recommended by the Director of Finance and accepted by Council. The Municipality, Registered Service Providers or both may hold the reserved funds which:

(i) May be funded by operating surpluses or other funding sources, upon recommendation of the CAO and approval of Council.

(ii) Must be drawn down to offset operating deficits, as repayment in the current year, or else must be included in the budget estimates for the upcoming year.

(iii) May be used to fund the purchase of fire and emergency equipment or apparatus if the use of the reserve funds for that purpose is approved by the Municipality.

g) It is a policy of the Municipality to use the most cost-effective method of funding for capital equipment and apparatus purchases at the best value and lowest cost to the Municipality, and all Registered Service Providers are required to conform to that policy.

h) Council may, at its discretion grant or loan money or assets or guarantee loans for Registered Service Providers, subject to section 8(f) of this Policy.

i) Financial Statements – Each Registered Service Provider shall provide to a review engagement standard, independently reviewed financial statements for the period April 1st to March 31st, in keeping with the approved budget period by July 31st of the new fiscal year. Registered Service Providers are encouraged to establish a fiscal year congruent with the Municipality, namely April 1st to March 31st.

Where the Municipality does require audited financial statements of a Service Provider, the Municipality shall pay the cost.

j) Funds received through volunteer efforts, donations, bequests or endowments (intended specifically for the furthering of incorporated purposes) are not subject to the Municipality's determination of operating or capital budgets.

9. Procurement Practices

Except to the extent of any written waiver from the Municipality, any Registered Service Provider receiving funding of $25,000 or higher from the Municipality of the District of West Hants for any single capital project must use a procurement practice which meets or exceeds those used by the Municipality. Service providers receiving funding agree to provide documentation of expenses or other financial information upon request.

Grants under the $25,000 threshold for any single capital project will be evaluated on a per application basis. If deemed necessary for the nature of the project, the Registered Service Provider may be required by the Municipality to meet the minimum procurement standards of the Municipality.

10. Public Meeting Requirements

As under the Municipal Government Act, Section 296(2)(d), each Registered Services Provider shall hold an annual meeting within the zone for which it is registered as a Primary Service Provider to report to, and answer questions from, the public concerning the fire and non-fire emergency services for which they are registered to provide.

Notice of such annual meetings shall be advertised in the local newspaper, posted on appropriate social media sites and posted in at least three conspicuous places within the applicable zone. The annual public meeting may be held concurrently with the service provider's own annual meeting.

11. Training

The health and safety of volunteer Service Providers is very important to the Municipality. The Municipality will support minimum training levels for Active Volunteers, officers and chiefs to a qualified level and encourages training levels as outlined and amended from time to time by the Fire Services Association of Nova Scotia in conjunction with the Fire Marshall's Office of the Province of Nova Scotia. Registered Service Providers agree to train volunteers to this minimum level.

At no time will a Service Provider knowingly place a volunteer in a position for which he or she is not qualified or competent to act with an appropriate level of skill, fitness, training and judgement. The Municipality acknowledges the likelihood of fluctuations in training budgets due to attrition of volunteer members. Service Providers acknowledge that the annual funding levels in place at the time of adoption of this Policy includes sufficient funding for a volunteer attrition or turnover rate of 10%.

12. Mutual Aid Agreements

a) The Municipality of the District of West Hants acknowledges mutual aid or support services provided by or to Registered Services Providers who have signed a Mutual Aid Agreement approved by the Municipality. The Municipality of the District of West Hants authorizes Primary Service Providers to request and obtain assistance where reasonably necessary from other Service Providers which are lawfully authorized Primary Service Providers in other geographic areas, municipal units or jurisdictions provided that a Mutual Aid Agreement is in force, or with written approval by the Municipality in response to an *ad hoc* request.

b) Notwithstanding any other provision herein, the Municipality adopts as a mutual aid agreement of the Municipality of the District of West Hants for the purposes of s.302 of the Municipal Government Act:

(i) Each standing mutual aid agreement entered into by a Registered Service Provider with Municipality's approval;

(ii) Each *ad hoc* request made by a Registered Service Provider for assistance at fires, rescues and other emergencies which results in another Service Provider responding to the event; and

(iii) Each *ad hoc* request made to a Registered Service Provider for assistance at fires, rescues and other emergencies which results in a Registered Service Provider responding or attempting to respond to the event.

c) Nothing in this Policy authorizes a Primary Service Provider to obligate or purport to obligate the Municipality of the District of West Hants to make cash payments for aid or assistance received from other Service Providers or to require or take cash payments for aid or assistance given to other Service Providers.

13. Service Levels

In this section, the Municipality sets out the minimum service level standards acceptable through the registration process for the specified activity and zone. Where the Municipality or a Registered Service Provider does not currently meet the minimum service standard, Council will endeavor to provide funding, as budgetary limitations allow, to bring the service up to the level adopted under this Policy and/or to create additional service for West Hants.

Medical and Emergency Medical Response

The Municipality recognizes that the provision of medical and emergency medical services is the responsibility of the Province of Nova Scotia. Funding provided to Registered Service Providers is not an admission of responsibility for medical services within the jurisdiction of West Hants, nor is it a commitment to continue funding this service from year to year. For purposes of establishing medical services levels accepted by West Hants the guideline as set out in Schedule 3 will be applied.

Fire and Rescue Services

The Municipality adopts the Minimum Service Level Standards described in the Table below for fire and rescue services.

For purposes of establishing service standards, a "Serviced" area is defined as a geographic area of the Municipality served by hydrant fire protection. An "Unserviced" area is defined as a geographic area which is not served by hydrant fire protection.

Minimum Service Level Standards Table:

Minimum Service and Level Standards	Per Station	Per Station2	Per Region	Outside Suppor
	Serviced	Unserviced		
Fire - Structure	yes	yes		
Fire - Defensive	yes	yes		
Medical - Reg First Responder (level 4)		yes		
Medical - Medical Assistance (level 1-3,5,6)	yes			
Veh Rescue-Technician	NA	NA		
Veh Rescue Operational	yes	yes		
Veh Rescue Awareness	NA	NA		
Water Rescue - Technician	NA	NA		
Water Rescue Operational	yes	yes		
Water Rescue Awareness	yes	yes		
Ice Rescue Technician	NA	NA		
Ice Rescue Operational	yes	yes		
Ice Rescue Awareness	yes	yes		
Structural/Excavation Collapse Technician				
Structural/Excavation Collapse Operational			1	HRM
Structural/Excavation Collapse Awareness	NA	NA		
High Angle Rescue Technician			1	1
Hig Angle Rescue Operational			1	
High Angle Rescue Awareness	NA	NA	1	
Hax Mat Technician				1
Haz Mat Operational	yes	yes	1	
Haz Mat Awareness	NA	NA		
Ground Search and Rescue Provider	no	no		
Ground Search and Rescue Assistance	yes	yes		

14. General Service (or Operating) Guidelines

a) The Municipality and Registered Service Providers recognize the fundamental principle that each Registered Service Provider and volunteer will, to the best of their ability and judgment, refrain from undertaking any activity unless the benefit of the activity appears at the time to outweigh the risks of the activity, including any risks arising from deficiencies or limitations of trained personnel, command/management expertise and equipment available at the site.

b) The Municipality and Registered Service Providers acknowledge the operational response protocol to be used within West Hants as the Incident Command System (ICS) which is a standard on site management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. Registered Service Providers agree

to develop operational guidelines that allow for the safe and efficient operation of their own department during emergency and day to day operations which complements the ICS. Once established, the authority to deviate from the established guidelines rests with the Incident Commander who is solely responsible for the results of the deviation.

c) The operational practices and guidelines established by each Registered Service Provider shall attempt to meet or exceed National Fire Protection Association (NFPA) standards, Maritime Fire Chiefs Association, the Office of the Fire Marshal, Provincial laws, and recognized fire fighting and emergency response practices.

d) Alternatively, Registered Services Providers may choose to establish one uniform operational guideline to apply across the Municipality which shall meet the principles outlined in this Section.

15. Automatic Aid Protocols

Call Response Standards

The Municipality hereby adopts an automatic aid protocol based on closest available service provider to a call within a travel-distance of 3 km for commercial/industrial areas, 5 km to a primarily residential serviced areas and 8 km for unserviced areas. Numbers and type of equipment called out will be based on the nature or type of call. The first Registered Service Provider to be called is the Registered Service Provider closest to the call, with the subsequent service providers called in order of closeness to the call location.

Automatic Aid protocols, as established by the Registered Service Providers, for the dispatching of additional resources outside of a Registered Service Provider's own department will be designed in the most efficient and effective manner for the service levels accepted by the Municipality and will consider availability of sufficient first responders to meet:

a) Service Delivery level and standard – Activation response times for nature of emergency based on time of day, day of week, etc.

b) Specialized equipment and training outside of departments' registered service level.

c) Additional resources necessary to respond to expected or observed conditions including onsite, environmental and geography.

d) Ability of communications/dispatcher to meet protocol requirements.

16. Personal Protection Equipment

a) Following appropriate orientation, probationary period and training, each Active Volunteer will be outfitted with the appropriate Personal Protection Equipment sufficient for the duties for the services provided, and which will be replaced on an "as needed" basis.

b) Active Volunteers are responsible for the proper care and keeping of fire fighting equipment provided to them until they retire or resign from the fire department.

17. Apparatus right sizing for the region- local availability

The Municipality reserves the right to adopt a fire services capital asset management strategy for future needs of fire apparatus and operational support equipment which may be scheduled for replacement, in responding to and mitigating fire and emergency incidents. The development and adoption of a fire services capital asset management strategy will consider best practices in fire protection which considers, for example:

- Operational performance
- Fire Service Delivery objectives
- Water Supply
- Automatic Aid, mutual aid and service agreements
- Emergency call volumes and types of incidents
- Existing apparatus inventory

The Municipality will consult with the Fire Chiefs Advisory Committee in the development of a fire services capital asset management strategy prior to adoption.

18. Facility/building – right sizing

The Municipality will provide operating and capital funding for fire station costs proportionate to the support of services accepted by and delivered to the Municipality.

19. Honorarium

An honorarium is a voluntary payment that is given to an Active Volunteer for services for which fees are not legally required.

a) The Municipality shall establish and fund annual honorarium budgets for each Registered Service Provider. The method of distribution of a Registered Service Provider's annual honorarium allotment shall be established by the Registered Service Provider, who may, based on funds from sources other than the Municipality being available to fund it, award an honorarium greater than the total value of the amount awarded by Council.

b) Registered Service Providers agree to comply with all applicable income tax requirements in the distribution of the honorarium to individual personnel.

20. Custodial and Fire Support

The Municipality acknowledges that the services provided by Active Volunteers in response to fire and emergency events takes them away from their families, friends and sometimes their jobs. Maintenance and care of the fire equipment and apparatus following its use is critical to the health and safety of the volunteers who use the asset, as well as the longevity of the asset.

a) The Municipality will provide funding for some custodial/fire support positions. The role of the Custodial and Fire Support position is defined in Schedule 4.

b) The Municipality is committed to efficiency and effectiveness in all the services it provides. Therefore, the pooling of custodial resources and services is an expectation of Registered Service Providers, where feasible.

c) Nothing in this section is intended to relieve Active Volunteers from taking reasonable care of equipment, apparatus, and personal protection equipment and clothing.

21. Motor Vehicle Safety

Registered Service Providers agree to comply with all federal, provincial and municipal regulations with respect to vehicle apparatus usage, registration, insurance and maintenance.

Active Volunteers will comply with all regulations pertaining to the operation of emergency vehicles/equipment and apparatus on highways as defined in the *Motor Vehicle Act* and, specifically, will stop at all stop signs and obey all traffic control signals when responding to a call, and only continue when it is safe to do so.

Registered Service Providers may adopt more stringent operational standards and specifications that exceed the *Motor Vehicle Act* and Regulations, but such additional standards and specifications must not conflict with the *Motor Vehicle Act* and Regulations.

22. Volunteer Complement

The Municipality recognizes and agrees to support up to the maximum complement of trained Active Volunteers for the services accepted, as determined in Schedule 5, as of the adoption of this Policy. Changes in volunteer complement may be considered periodically, including changes arising from changes in fire zone boundaries.

23. Municipal Fire Zones

The Municipality, through the Fire Chiefs' Advisory Committee will review existing fire zones and confirm or amend fire zones at least once every five years. More frequent review may occur where significant changes occur before the next scheduled review.

24. Disputes with Interpretation of this Policy

Any dispute, controversy or claim between the Municipality and a Registered Service Provider, or between two or more Registered Service Providers regarding the interpretation or application of this Policy will first be discussed between the parties in an effort to find an amicable solution.

If over a period of up to 60 days direct discussions between the parties the dispute is not resolved, it shall be the subject of mediation (if agreed to between the parties) and/or arbitration by a single Arbitrator, consensually selected or appointed by the Nova Scotia Supreme Court in the absence of consent, without right of appeal on questions of fact or law or mixed fact and law, with jurisdiction of the Arbitrator to determine procedural and jurisdictional issues and otherwise conforming with the *Commercial Arbitration Act* or successor legislation. By applying for Registration under Part X of the Municipal Government Act, and by the Municipality's Registration of a service provider, Service Providers and the Municipality mutually acknowledge that this clause constitutes an arbitration agreement precluding access to the Courts prior to Arbitration.

25. Limitation Period

Any decisions or actions taken by the Municipality pursuant to this Policy, including registration, conditional registration, suspension or revocation of registration, may be discussed with the Municipality for a period of 30 days and after which shall be deemed final and beyond dispute unless Notice of Arbitration is served within 60 days of receiving notice of the impugned decision or action.

26. Morals Clause

Registered Service Providers and its members shall not commit any act or do any thing which might reasonably be considered: (i) to be immoral, deceptive, scandalous or obscene; or (ii) to injure, tarnish, damage or otherwise negatively affect the reputation and goodwill associated with the Municipality of West Hants.

27. Internal Disciplinary Matters

Registered Service Providers are responsible for dealing with disciplinary matters regarding their Active Volunteers and their officers. The Municipality shall not be a party to a dispute between a Registered Service Provider and its members or officers for discipline, seniority, promotion or entitlement to individual honorariums for volunteers, nor to any dispute between members or between members and officers or between officers. Nor shall any funding provided by the Municipality be used by a

Registered Service provider to hire legal counsel or other professionals to deal with such matters, except with the express written permission of the Municipality.

Schedule 1 – Beneficial Ownership Agreement

Between:

Municipality of the District of West Hants ("the Municipality")

-and-

XX Department ("Fire Service Provider")

Beneficial Ownership Agreement

Whereas the Municipality has funded operating expenses of the Fire Service Provider and capital expenses for the Fire Service Provider, including capital expenses for fire and/or other emergency services equipment (''Equipment'') and plans to continue to do so as authorized from time to time by its Council;

Whereas in consideration of such funding, Fire Service Provider agrees to acknowledge beneficial ownership of equipment funded in the past, present or future by the Municipality as provided for herein;

NOW THEREFORE IT IS AGREED:

1. Fire Services Provider acknowledges that capital funding for Equipment has been and is being prospectively provided by the Municipality so that the Equipment will be available for use of the Fire Service Provider and other Fire Departments in providing fire and/or other emergency services to the Municipality.

2. Fire Services Provider acknowledges that while it shall continue to be the legal owner of the Equipment, the Municipality is a beneficial owner of all the Equipment owned by the Fire Services Provider in proportion to its funding contribution (if other municipal units or donors have or will contribute), notwithstanding that its use shall be under the control and direction of Fire Services Provider, and shall be maintained, insured and fitted-out by Fire Services Provider, for as long as Fire Services Provider uses it as a fire and/or other emergency services responder for the Municipality.

3. In the event that Fire Services Provider ceases for any reason to continue to provide fire and/or other emergency services for the Municipality, Fire Services Provider shall execute any documents reasonably requested by the Municipality for the legal title to the Equipment to be transferred to the Municipality, should the Municipality have provided the majority (51%) of the capital funding for the Equipment. If the Municipality has provided less than the majority of the capital funding for the Equipment, then the Fire Service Provider shall submit to the Municipality the greater

of the book value or sale value received for the Equipment which will be proportionate to the capital funding provided by the Municipality.

4. In the event the Equipment becomes obsolete or surplus, Fire Services provider shall consult with the Municipality regarding its disposition and the use of any proceeds of disposition, should the Municipality have provided the majority of capital funding for the equipment.

5. Should the Municipality have provided the majority of capital funding, Fire Services Provider shall maintain insurance for the Equipment and shall have the Municipality named as an additional named insured in the Equipment's insurance policy or provide other coverage satisfactory to the Municipality to protect its property and liability interests, and shall provide proof of coverage to the Municipality upon request from time to time.

DATED at , Nova Scotia, this day of XX, 20XX.

Municipality of the District of West Hants

_____ **Per:** _____

Witness

XX Fire Department

_____ **Per:** _____

Witness

Schedule 2 – Service Registration Form

Application for Registration as a Fire Department or Emergency Provider
under the Municipal Government Act

Municipal Unit:_____

Department Name:_____

Contact/Address:_____

Incorporated body under:_____

Required Insurance Held:_____

Communities or areas protected by this Registration: _____

Please indicate the service that the department will endeavor to provide and the level of service by placing an X in the appropriate box.

	Structural	Defensive		N/A
1. Fire and Fire Related Emergencies				
	Registered First Responder	Medical Assistance		N/A
2. Medical Emergencies				
	Technician	Operational	Awareness	N/A
3. Vehicle Rescue				
4. Water Rescue				
5. Ice Rescue				
6. Structural/Excavation Collapse				
7. High Angle Rescue				

	Technician	Operational	Awareness	N/A
8. Hazardous Material				
	Provider	Assistance		N/A
9. Ground Search and Rescue				

10. Other: Man made and natural disasters for which the service has the training, equipment and command system to undertake.

Please refer to the "Evaluation of Services Provided and Level of Service Information" attached in Appendix A, in answering the following questions.

11. Are there limits on the level of service that will be provided in respect to any of the services checked above? If so, please indicate:

12. Does the department have the equipment to perform the services checked?

13. Does the department have the training or experience necessary to perform the services checked above?

Date: _____

_____

_____ _____

Signature of Department Representative Signature of Municipal Representative

Signature of Related Body Representative (such as rural fire district, Town, village, if applicable)

Please Note: Explanation of the terminology used in this registration form is provided in the attached message from the Fire Marshal (Appendix A). To register, a department must be incorporated and hold any valid liability insurance that is required by Municipal policy. The department must operate on a not-for-profit basis. The registration does not make the department an agent of the Municipality. This registration may be modified by notifying the Municipality thirty (30) days in advance. The Municipality may revoke this registration for cause.

APPENDIX A

Evaluation of Services Provided and Level of Service for Use with Application for Registration as a Fire Department or Emergency Services Provider under the Municipal Government Act

Information from the Office of the Fire Marshal

The registration of a fire department or emergency services provider is a replacement for the fire ward system. The process recognizes that fire departments may carry on a wider variety of services then under the previous Act.

The following is a direct quote from National Fire Protection Association Standard 1500:

Spelling out the specific parameters of services to be provided allows fire department to plan, staff, equip, train and deploy members to perform these duties. It also gives the governing body an accounting of the costs of services and allows it to select those services they can afford to provide. Likewise, the governing body should identify services it cannot afford to provide and that it cannot register the department to deliver.

There are a number of fire departments who have expressed concern that they could be prevented from attending at emergencies in their communities. The registration should not therefore be an all or nothing situation. The responding department may not have the training, equipment or command system to fully handle the situation. The department may, however, be able to provide assistance to the victims until more qualified help does arrive. This level of service can be indicated upon registering, in a letter form or on the registration form, by a note indicating a limit on the level of service to be provided, or by a note stating what, in the definitions provided below will not be provided.

To assist the fire service and the municipal units, the Office of the Fire Marshal has developed a registration form that includes a check list for services and level of abilities. This check list was developed with the assistance of the Fire Officers Association directors. The use of this form is not compulsory. Each municipality may develop its own registration process in accordance with the *Municipal Government Act*, although it is noted that it is the desire of the fire service advisory group that there should be one common system rather than 55.

The Office of the Fire Marshal will not be evaluating the fire departments; the registration process is between the municipality and the fire department.

The standards selected are from the National Fire Protection Association 1500 standard for Firefighter Occupational Health and Safety. The key to this standard is that, "no activity is undertaken unless the benefit out weights the risk", for example, items such as a minimum four-person crew for interior attack should be followed except where a rescue of someone inside the building is possible. The NFPA 1500 document should be the corner stone upon which each fire department attempts to meet the highest standard of safety. There are sections such as physical fitness requirements and recruiting that may require a different approach by the fire department.

Definitions of Terms Used in the Registration Form

1. Fire and Fire Related Emergencies

a. **Structural:** means the activities of rescue, fire suppression, and property conservation in buildings, enclosed structures, vehicles, vessels, or like properties that are involved in a fire or emergency situation. Departments should have firefighters trained to NFPA 1001, protective personal equipment, down alarms, accountability system, adequate water supply, pumping capacity and an incident command system. Departments should also have the proper training and protective clothing for wild land fires in accordance with the Department of Natural Resources' provincial standard. Shipboard firefighting, if provided, should be carried out following the NFAP standard 1405 1996 Edition Guide for Land Based Fire Fighters Who Respond to Marine Vessel Fires. Protection of Aircraft at airports by volunteers, if provided, should be in accordance with Transport Canada guidelines.

b. **Defensive:** means actions that are intended to control a fire by limiting its spread to a defined area, avoiding the commitment of personnel and equipment to dangerous areas. Defensive operations are generally performed from the exterior of structure and are based on a determination that the risk to personnel exceeds the potential benefits of offensive actions. Fire departments without the ability to carry out structural firefighting may register as providing property protection through defensive strategies. Rescue may be undertaken if the benefit warrants the risk. Departments should have proper training and protective clothing for wild land fires in accordance with the Department of Natural Resources' provincial standard.

c. **N/A**: means the department does not respond to these calls.

2. **Medical Emergencies**: response to known medical emergencies

a. **Registered First Responder**: means responders registered with the Department of Health through EHS first responder program and responds to medical calls or provide medical assistance at the scene of an incident.

b. **Medical Assistance**: means responders who have standard or emergency first aid and respond to medical emergencies or provide medical assistance at a response incident. Equipment includes a first aid kit.

3. to 7. The following terminology is used in respect to vehicle rescue, water rescue, ice rescue, structural/excavation collapse and high angle rescue:

These activities should be carried out in accordance with NFPA 1670 Standard for Rescue, 1999. Generally, these terms mean:

Technician: First responders at the technician level are those persons who respond, as either initial call out or as a mutual aid response to contain and

control the incident. The level of service usually will provide a high degree of intervention.

Operations: First responders at the operations level are those persons who respond as the initial response to an incident for the purpose of protecting nearby persons, the environment, or property from the effects of the incident. First responders at the operations level are expected to respond in a defensive fashion to control, prevent a worsening of the incident and provide services within their capabilities.

Awareness: First responders at the awareness level are those persons who, in the course of their normal duties, could be the first on the scene of an emergency. First responders at the awareness level are expected to recognize the situation, call for trained personnel, secure the area and provided minimum intervention.

Refer to Standard 1670, but, for example, these terms mean:

3. **Vehicle Rescue:** means removal of victims from a vehicle following an accident. This may require elaborate or simple tools and knowledge depending on the incident. The first responder should be aware of the departments abilities and when it is necessary to request a higher level of service.

    a. **Technician:** properly maintain complete set of heavy hydraulic extrication equipment and associated spreaders, cutters, rams, chains, cribbing etc. and trained as a team to use the equipment, recognize hazards and protect the victim.

    b. **Operations:** properly maintained hand tools, manual hydraulic tools, air tools and trained as a team to use the equipment, recognize hazards and protect the victim.

    c. **Awareness:** does not have the equipment for extrication but does respond to motor vehicle accidents.

4. **Water Rescue:** means rescue of individuals from rivers, lakes, ponds, and may include body retrieval.

    a. **Technician:** survival suits, water rescue kit, if diving is provided – appropriate equipment for conditions, a boat including life jackets. Training to a level for the service provided, either surface or diving. Ropes and other similar equipment should meet NFPA 1983 Standard on Fire Life Safety Rope and System Components 1995 Edition.

    b. **Operations:** approved life jackets for each rescuer, throw ropes, life ring with rope, a boat. Training should include boating safety. Ropes and other similar equipment should meet NFPA 1983 Standard on Fire Service Life Safety Rope and System Components 1995 Edition.

c. **Awareness:** responds but does not have the equipment or training.

5. **Ice Rescue:** Rescue of individuals from extremely cold water or ice.

   a. **Technician:** full ice rescue kit including floatation suit and ice board or equivalent. Training for cold water rescue. Ropes and other similar equipment should meet NFPA 1983 Standard on Fire Service Life Safety Rope and System Components 1995 Edition.

   b. **Operations:** approved life jackets for each rescuer, throw ropes, life ring with rope. Trained respecting safety of rescuer and victim. Ropes and other similar equipment should meet NFPA 1983 Standard on Fire Service Life Safety Rope and System Components 1995 Edition.

   c. **Awareness:** responds but does not have the equipment or training.

6. **Structural/Excavation Collapse:** rescue of persons for collapsed ditches, etc. or collapsed structures. There are five levels of service – each department should examine the document to determine their own level of ability.

   a. **Technician:** providing this service should meet the full requirements of NFPA 1670.

   b. **Operations:** provides a medium level of service in accordance to NFPA 1670.

   c. **Awareness:** assists visible victims; prevents further collapse.

7. **High Angle Rescue:** Rescue of persons from building faces, cliffs trees or other locations where individuals must be lowered or raised by the rescuer.

   a. **Technician:** equipment recommended by and training provided by a recognized high angle rescue organization.

   b. **Operations:** Ropes and other similar equipment should meet NFPA Standard, gloves, protective clothing required for the particular incident. Training on knot tying.

   c. **Awareness:** secures the scene, stabilizes the incident.

8. **Hazardous Material:** Response to chemical incidents. All levels should be in accordance with NFPA 472 1997 Edition Standard on Professional Competence of Responders to Hazardous Materials Incidents. Fuel spills such as oil, gas and diesel may be handled by all three levels if the spill is minor and stabilized. The important fact is knowing the departments limitations.

   a. **Technician:** hazardous materials technicians are those persons who respond to releases or potential releases of hazardous materials for the purpose of

controlling the release. Hazardous materials technicians are expected to use specialized chemical protective clothing and specialized control equipment.

b. **Operations:** first responders at the operations level are expected to respond in a defensive fashion to control the release from a safe distance and keep it from spreading.

c. **Awareness:** first responders at the awareness level are those persons who, in the course of their normal duties, could be the first on the scene of an emergency involving hazardous materials. First responders at the awareness level are expected to recognize the presence of hazardous materials, protect themselves, call for trained personnel and secure the area.

9. **Ground Search and Rescue:** self-explanatory

a. **Provider:** meets the Nova Scotia Emergency Measures Organization's provincial standard for SAR teams.

b. **Assistance:** members are under control of a SAR team.

Schedule 2A – Example of Training Record Format

Summary of Active Fire Fighters Training Records

			Training (Please check all applicable training)								
Name	Rank	Year of Service	Level 1 Qualified	Level 1 Certified	Incident Command	Strategy & Tactics	Fire Safety Officer	Fire Prevention Educator	Fire Investigation	MFR	Other (Specify)

Schedule 3 – Medical Service Levels

Medical Response	Level	Description of Service Response
Medical Assistance	1	Do not Notify for medical calls. First Responder for Vehicle Fires
Medical Assistance	2	Only notify if requested by paramedics
Medical Assistance	3	Notify for "Time Critical" Emergency calls as determined by EHS
Medical Registered First Responder	4	Notify for all emergency calls
Medical Assistance	5	Notify for cardiac arrests, motor vehicle collisions and lift assists only.
Medical Assistance	6	Notify if requested by paramedics for all cardiac arrests and motor vehicle collisions

Schedule 4– Role of Custodial and Fire Support Position

Purpose

The purpose of the Fire Department Custodian (Custodian) is anticipated to be a paid position to provide for the cleaning and maintenance of fire department facilities, equipment and apparatus, to ensure the health and safety of volunteers after its use. The Fire Department Custodian may also be of assistance by ensuring a qualified operator is available during working hours.

Position Summary

The Custodian will be responsible for the operation and maintenance of fire apparatus and facilities, under the supervision of the Fire Chief or Executive Committee. Responsibilities may include janitorial, carpentry, painting and light mechanical functions. Hours of work are dependent on need of the Fire Department and may range from 16 to 40 hours per week.

Expectations

1. Keep the fire station clean inside and out, including all rooms in the fire station, associated kitchens and reception halls (as required). Maintenance outside may include but is not limited to mowing, snow removal, and salting.

2. Cleaning and maintenance of fire apparatus and equipment after a fire call.

3. Set up fire station for all functions requested.

4. Respond to emergency calls by being qualified to drive and operate equipment and apparatus and acting as Incident Commander at emergency sites until a senior officer relieves them of duty.

5. Obtain sufficient knowledge of radio and communication equipment.

6. Willing to work with all members of the Fire Department including training with and providing assistance to training staff.

7. Maintain suitable training and licensing certification levels to ensure proper and safe operation of equipment and apparatus, and maintenance thereof.

8. Report suggestions or improvement to the Fire Chief or Executive Committee.

9. Perform any other duty as assigned by the Fire Chief or Executive Committee.

Schedule 5 – Maximum Complement of Trained Service Providers

Station Complement	Total Maximum
Brooklyn 1	60
Brooklyn 2	40
Hantsport	50
Southwest Hants	20
Summerville	46
Mt. Uniacke	45
Walton	60
Windsor	50
Totals	371

I, Rhonda Brown, Municipal Clerk of the Municipality of the District of West Hants, the Province of Nova Scotia, do hereby certify that this is a true copy of the Policy as adopted by the Council of the Municipality of the District of West Hants at a meeting duly called and held on the **9th** day of **October, 2018**.

_____
R. N. Brown
Municipal Clerk

Adoption	
Notice to Council:	October 2, 2018
Approval:	October 9, 2018
Description: Initial approval of Fire and Emergency Service Policy COGE-007.00.	

The Region of Windsor and West Hants Municipality

Regional Fire Services Review

November, 2019

DISCLAIMER

This Report is prepared by Goudreault Associates on behalf of The Region of Windsor and West Hants Municipality (The Client). The report along with its findings and conclusions contained herein, is intended for the sole use to assist in the fire protection planning needs of the municipality. Judgements about the conclusions drawn and opinions presented in this report should only be made after considering the report in its entirety. This report is confidential and is intended for the exclusive use of the Client.

The Report is not intended to and should not be used or relied upon by anyone else. Goudreault Associates does not accept any duty of care, to any other person or entity other than The Client. The Report has been prepared for the purpose set out in the Goudreault Associates Proposal dated June 21, 2019.

Goudreault Associates reports are prepared incompliance with commonly accepted fire service and insurance industry standards at the time services were rendered. While Goudreault Associates have made every attempt to ensure that the information contained in this report is accurate, it was the responsibility of The Client and its departments to provide accurate data as requested by Goudreault Associates. Goudreault Associates is not responsible for any errors or omissions, or for the results obtained from the use of this information.

Cost contained within this report are estimates only, based upon current data and are not intended to be relied upon by any person for accuracy. The Client should obtain written bids from qualified businesses and or contractors in order to determine the actual costs.

Information contained in the Report is current as at the date of the Report, and may not reflect any event or circumstances which occur after the date of the Report.

Goudreault Associates will not be responsible to the Client for any losses or damages, whether consequential or other, however caused, incurred or suffered as a result of services provided.

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INTRODUCTION

The following report and recommendations are a result of extensive review and research. This was made possible due to the efforts and guidance of numerous municipal staff, and the fire service personnel and supportive agencies.

Goudreault Associates would like to recognize and thank the following persons for their assistance.

- Mark Phillips, CAO, Region of Windsor and West Hants Municipality
- Martin Laycock, CAO Municipality of West Hants
- Louis Coutinho, former CAO Town of Windsor
- Todd Richard, Acting CAO, Town of Windsor
- The Region's Fire Chiefs and Deputy Chiefs
- Region's Firefighters

The information and data requested was extensive and onerous on all, and we greatly appreciated the effort. If it were not for the effort of those all involved the resulting report and recommendations would not have been possible.

The RFP requested a Regional Fire Services Review of the current Fire Services and, based upon those findings, create a plan for a new Regional Fire Services for the New Regional Municipality

The following report is an accumulation of local information measured against current legislation, regulations, recognized standards and guidelines.

The report and its recommendations will achieve the overall objective of a standardized delivery of service for the new Regional Municipality.

EXECUTIVE SUMMARY

On April 1, 2020 the consolidation of the Town of Windsor and the Municipality of the District of West Hants will occur. Goudreault Associates (GA) was retained to conduct this Fire Services Review; with an intent to propose a plan for a more regionalized approach to fire and rescue services in the new municipality.

There are currently six fire departments providing fire and rescue services in Windsor/West Hants (W/WH). These include the four W/WH departments (Windsor, Hantsport, Brooklyn and Summerville). Hantsport administers a second station in Vaughan (called South West) and Brooklyn manages a second station in Garlands Crossing (called Three Mile Plains).

Two East Hants Regional Municipality departments also provide services in bordering areas of West Hants; the Walton Shore Volunteer Fire Department and the Uniacke and District Volunteer Fire Department.

Hantsport/South West are currently municipal services, while the remainder operate as corporate bodies under the NS Societies Act. The Windsor department has been for quite a few years a quasi-municipal department, with a full-time fire chief (an employee of the Town) up until fairly recently. Several casual employees work in the fire stations with all but one being compensated (directly or indirectly) by the municipalities. Almost all the departments do fund raising.

For the W/WH departments, the municipalities own most of the major fire equipment and fire apparatus and have largely or completely financed new fire stations and annually contribute to station upkeep, and many other expenses. Financial contribution to Walton/Uniacke is proportionally provided also. Collectively the W/WH municipal governments have annually granted in each of the past three years about $2.75m towards operational and capital costs, representing approximately 13% of the municipalities' annual combined budgets.

Municipal concerns appear to center around a few issues; accountability and transparency for the use of municipal funds, adherence to municipal purchasing and spending practices, unnecessary duplication of resources, fiscal economy, region-wide cooperation to improve effectiveness and

efficiency, response districts, and the inconsistencies arising from the various and different service agreements.

The concept of a regional fire service means the collective efforts of Registered Service Providers working in a collaborative environment for the planning/preparing for responding to fires and other emergencies. All that, done in an efficient and effective manner while collectively pursuing opportunities for improving services, bettering the health and safety of volunteer firefighters, and maintaining a local community volunteer fire services identity.

The concept of regionalization in the fire service has been around for a number of years, but more recently the drive towards higher municipal efficiency, even survival, has accelerated regionalization efforts. The W/WH consolidation is seen by the provincial government as a test case with future consolidations on the horizon. Regionalization can yield some strong end results for those that navigate the process successfully.

With regionalization of services, the main goals are cost efficiencies, elimination of duplication of services, better utilization of resources, better cooperation in service delivery, consistency of equipment and procedures, enhanced firefighter safety and benefits, uniform training and performance standards, and adequate qualifications and staffing levels.

The goal of the fire service should be to safely provide the maximum amount of service to the population served while maintaining operational effectiveness and cost efficiencies and with due regard for the safety and wellbeing of the responders.

This review encompassed three major areas of study;

Emergency Response Program

The review goal was to develop a service delivery excellence program for the regional communities.

Governance and Organizational Structure

The first objective of this Part was to recommend an appropriate Governance model for the fire service, to ensure that the goals and objectives identified in the project's recommendations are achieved.

The second objective was to recommend an appropriate organizational structure and areas of responsibility within the organization; i.e., Operations (emergency response), Fire Prevention, Training, Health and Safety, and Administration.

The third objective was to determine appropriate service delivery expectations.

Administration and Program Implementation

The first objective was to review and identify any deterrents that may impede the overall success of the initiative to move forward with a more Regional fire service and to develop appropriate programs to ensure its success.

The second objective was to determine costs over a ten-year period for the provision of fire/rescue services.

The third objective was to develop an implementation plan that achieved the overall goals identified in the other parts of the Review.

METHODOLOGY

The Review included several approaches to obtaining a picture of the current service. These included;

- stakeholder meetings and interviews,
- the completion by fire chiefs of survey forms/charts,
- the completion of data worksheets,
- reviews of previous reports,
- the study of provincial acts and regulations,
- a review of current municipal and fire department policies, procedures,
- identification of applicable organizational/governance standards,
- identification of applicable standards, guidelines and related best practices.

During the Review, data validity was a concern, and fact checking was a major component of ensuring that conclusions and recommendations were based on correct information. Most of the data used was provided by the client (as required under the terms of the contract) and through the stakeholder process, and solicited through the data queries. It was apparent that not all requested data existed or was available. Conclusions were reached that acknowledged some gaps in understanding.

A general finding from the Review of the current fire services is that there are substantial silos between the six fire departments that provide fire emergency response in W/WH. There is no standardization of major or minor equipment purchases, including personal protective equipment, fire apparatus, tools, or supplies. Standards and service levels are not the same, the organizational structures differ, policies and procedures are substantially different. Each fire department, even the municipal ones, operates at arm's length and substantially independently from each other and from the municipal governments. For many, the only interaction occurs at budget time.

Some efforts have been made between fire departments over the past couple of years to improve cooperation in the areas of training and emergency responses. The training effort has been virtually unsuccessful, although there is a past history of cooperation being achieved in this area.

Emergency response issues currently exist where the fire districts are not established with the concept of a region-wide closest appropriate resource allocation to an incident. The current district map was redrawn in late October 2015 after the Windsor fire department withdrew fire protection services for proximate areas of West Hants, a contract that had been in place for approximately 65 years. More mutual-aid is now being utilized between the W/WH fire departments (than was immediately after the Windsor issue) as the fire chiefs have recognized the need.

There is currently substantial variability in benefits and honourariums for the volunteer firefighters. Although W/WH municipalities provide funding to the societies for this purpose, there is no mandate that minimum or uniform levels of insurance, WCB, EAP, or stipend be paid. There is no apparent effort this way either. This fact is well known amongst the volunteer

firefighters as a whole, and has precipitated distortions of fact, exacerbating for some feelings of unfairness around the issue.

GA has identified three organizational options; the status quo, a regional municipal service, and the recommended hybrid regional service.

GA recommends the hybrid model because it is the best compromise in providing regional coordination and efficiencies yet maintains the local volunteer character of the fire department.

GA recommends providing centralized administration support, management and leadership. A full-time Director of Public Safety Services – Regional Fire Chief, and a full time Assistant Fire Chief with primary responsibilities for fire prevention are recommended. A part-time Divisional Chief is also recommended to take responsibility for developing and coordinating of firefighter qualifications and training.

GA recommends a District Fire Chief management committee as a key recommendation, to bring together all the local fire district management personnel; so that plans and decisions on common issues of concern and service delivery can be made.

GA recommends better accountability and standardization of policies, procedures, major equipment, training and qualification standards, and levels of service. Accompanying this is revised response districts that minimize travel times to all portions of W/WH. To help ensure maximum efficiency and effectiveness of resource utilization, recommendation are made to develop response scenarios where all resources are available to respond as needed and are not bounded by fire department district silos.

GA recommends the benchmark annual operating budget as a starting point going forward.

GA recommends the proposed 20-year capitalization plan, primarily for fire apparatus replacements, using a standardized approach to specification and group purchasing.

GA recommends that all purchasing of significant-cost items be coordinated.

GA recommends minimum standards for training and qualifications of firefighters; in order to achieve a consistent service level throughout the new municipality that meets public

expectations. Also recommended is a benefits package for the volunteer firefighters that recognizes the long term physical and mental health risks that fire/rescue first-responders are exposed to. Recommendations include a fair and uniform honourarium system.

GA recommends that all fire prevention activities, including fire-inspection, fire-investigation, and fire-safety education be brought inhouse. These are mandated services and require coordination, proper execution, and prioritizing in order to meet legislative mandates. For this purpose,

GA recommends that the current 1.5 FTE fire-inspectors in Planning and Development be reassigned to the regional fire service.

GA recommends that four on-call fire-investigators be trained and equipped to investigate all fires and to gather necessary information on origin, cause and circumstances, and to liaise with the office of the Fire Marshal and RCMP in securing evidence as necessary.

GA recommends that better coordination and support of local fire department efforts in fire-safety education be provided, including the possible involvement of non-firefighting personnel from the community in this activity.

There are many more detailed recommendations in the accompanying report. Collectively, implementation of all recommendations will likely take several years. The outcome should be a much more robust fire service that provides improved fire and rescue services, that meets municipal mandates for accountability and transparency, that meets legislative service mandates, that provides better protections for volunteer firefighters, and that maintains that essential local flavour of the volunteer fire department.

Costs for most recommendations are included in the benchmark budget estimates.

DEFINITIONS

Aerial Device – Ladder	A mobile truck with a mounted hydraulically operated ladder
Aerial Device – Platform	A mobile truck with a mounted hydraulically operated boom or ladder with an enclosed bucket platform device.
ALI	Automatic Location Identification is part of the E-911 technology which is provided by telephone service providers to determine the location of the caller. If the caller is using a landline it will provide the street address. If the call is by cellular technology, it will provide the location of the closest cellular tower.
ANI	Automatic Number Identification is part of the E-911 technology which is provided by telephone service providers to which determines the telephone number of the caller, landline or cellular.
APCO	Association of Public Safety Communication Officials.
Automatic Aid	Is apparatus from another department that always responds by written SOP on first alarm structure fires.
Fire Apparatus	As per NFPA1901 Standard for Automotive Fire Apparatus 2016 - A vehicle designed to be used under emergency conditions to transport personnel and equipment or to support the suppression of fires or mitigation of other hazardous situations.
First Due Assignment	The number of and types of fire apparatus required to respond on the initial alarm of fire.
Front Line Apparatus	Fire vehicles those are ready to respond to any emergency either as First Due assignment or subsequent assignments. Opposite of Reserve Apparatus

FUS	Fire Underwriters Surveys.
GPM	Water flow rate measured in American gallons per minute.
Heavy Rescue	Is a type of specialty firefighting apparatus. They are primarily designed to provide the specialized equipment necessary for technical rescue situations such as traffic collisions requiring vehicle extrication, building collapses, confined space rescue, rope rescues and swift water rescues. They carry an array of special equipment such as the Jaws of life, wooden cribbing, generators, winches, hi-lift jacks, cutting torches, circular saws and other forms of heavy equipment unavailable on standard trucks.
Igpm	Water flow rate measured in imperial gallons per minute.
Initial Attack Apparatus	Aka (Quick Attack) Fire apparatus with a fire pump of at least 250 gpm (1000 L/min) capacity, water tank, and hose body whose primary purpose is to initiate a fire suppression attack on structural, vehicular, or vegetation fires, and to support associated fire department operations.
Midi Pumper	Similar to a pumper with a smaller pump and smaller water tank but with a bigger pump and larger water tank than a mini pumper.
Midi Rescue	Is similar to a heavy rescue other than it typically carries less similar equipment, but more task specific. The vehicle is smaller than the heavier rescue.
MFR	Medical First Responder program sponsored by the Province of Nova Scotia's Emergency Health Services, provided by trained local fire fighters.

Mutual-aid	Fire Underwriters define Mutual-aid as anything requested after a unit arrives on scene needed during the fire or and is not part of the first alarm assignment, or outside aid. NFPA-1201 Standard for Providing Fire and Emergency Services to the Public, 2015 Edition defines mutual-aid as a reciprocal assistance by emergency services under a prearranged plan.
NFPA	National Fire Prevention Association
Quint	Fire apparatus with a permanently mounted fire pump, a water tank, a hose storage area, an aerial ladder or elevating platform with a permanently mounted waterway, and a complement of ground ladders.
Pumper	Is a vehicle that is primarily designed to carry hose, a small water tank, some cases a foam tank, a fire pump, foam pump, miscellaneous tools and manpower, for the purpose of pumping water onto a fire
Pumper Tanker	Is similar to a pumper other than the water tank capacity is larger than 800 imperial gallons of water.
Rehab	NFPA-1500 Fire Fighter Safety, requires on-scene rehabilitation which shall include at least rest, hydration, active cooling where required, basic life support care, food where required, and protection from extreme elements.
Relay	The method of moving fire water over long distances employing fire pumpers and large diameter hose.
RFF	The amount of water flow required measured in imperial gallons per minute to control and mitigate a fire.

Reserve Apparatus	A fire apparatus retained as a backup apparatus and used to replace a primary (front line) apparatus when the primary (Front Line) apparatus is out of service.
Shuttle	A method of transporting water to a fire scene from a water source, employing pumps and mobile water tankers.
SOC	Span of Control, this is the number of persons ideally that a supervisor can effectively manage in the work environment. In the fire service the general guideline, depending upon job function is one (1) supervisor to every five (5) direct reports.
Special Services Vehicles	A multipurpose vehicle that primarily provides support services at emergency scenes. These services could be rescue, command, hazardous material containment, air supply, electrical generation and floodlighting, or transportation of support equipment and personnel.
TMR	Is a digital (P25) two-way radio system that uses a digital control channel to automatically share frequencies/channels with groups of users. The Trunked Mobile Radio System (aka TMR2 in Nova Scotia) is used by multiple Public Agencies across the Maritime provinces. The system is shared between NS/PEI/NB. The TMR2 system operates in the 700 MHz range of frequencies. TMR and VHF radios are discrete and cannot share systems.
ULC	Underwriters Laboratory of Canada
VHF	A radio frequency range used by certain emergency responders and private companies. Very-high frequency (VHF) is the designation for radio frequencies in the range between 30 megahertz (MHz) and 300 megahertz, with wavelengths ranging from ten meters to one meter. Fire Departments generally use radios in frequency

ranges between 138 and 158 MHz. VHF marine radio is 156-158 MHz. TMR and VHF radios are discrete and cannot share systems.

STAKEHOLDERS & CONSULTATIONS

STAKEHOLDERS AND CONSULTATIONS

The early focus for this study was to speak to stakeholders. Eighty-four stakeholders were interviewed, as follows:

- Firefighters from all West Hants and Windsor stations,
- Chief Fire Officers from all West Hants and Windsor stations, as well as Uniacke and Walton Shore FDs,
- The former West Hants REMO/Fire Service Coordinator,
- Municipal CAOs,
- West Hants Chief Building Official,
- EHS (as a coordinating service provider),
- RCMP (as a coordinating service provider),
- Valley Communications (who in addition to providing paging services, is one of four provincial Public Safety Answering Points for 9-1-1. In addition, Valley Comms provides Emergency dispatching services for 86 fire departments including all the West Hants departments and the Windsor fire department.),
- A member of the NS Critical Incident Stress Debriefing (CISD),
- The DNR Chief Fire Technician for the area (as a coordinating service provider), and the
- Municipality of East Hants, (to review methodology for their mutual-aid agreements and contracting of fire services with the Brooklyn Volunteer Fire Department)

All the stakeholders and reference sources were open with their thoughts and opinions and were appreciative of the fact that they had an opportunity to meet with us. They all understood the value of contributing to the process.

WHAT WAS HEARD

For the Windsor/West Hants (W/WH) firefighters, there is a common concern over the possible outcome of this study, especially as it relates to whether Council will accept the recommendations. In particular, there is concern over the place of the fire services in the new municipality, especially with regards to support by Council for the budgetary needs of the fire services and support from municipal administration.

In general, there are some positive themes. Many firefighters and chief officers have expressed that there is a need for change. This is encouraging as it means there appears to be a strong basis

for closer cooperation in the future. These themes are in addition to the aforementioned budgetary concerns and include ideas that have the potential to improve the relationship with the municipality and should improve the delivery of services to the communities.

On the whole the firefighters appear to be open to change and agree on the need to work more cooperatively with each other. They do have some fears, but those are generally in line with not being in control of an evolving process of municipal consolidation.

Although there is an expressed desire for improvement, that is not to say that everything will be completely smooth moving forward. There are signs that there is the need for some strong central direction and support, and there is the also the need to ensure that past service level gains are not lost. There is also the need for effective and sensitive handling of stakeholder concerns. concerns.

THE PROCESS

In order to solicit feedback from the fire chiefs, a user-friendly Responsible-Accountable-Communicate-Inform (RACI) questionnaire was distributed. This questionnaire included most if not all areas that accompany managing and operating a fire/rescue service. The objective was to obtain an initial snapshot of what the chief officers perceived as their responsibilities, and what they were actually doing in terms of best practices from a management perspective.

At the same time a Strengths-Weaknesses-Opportunities-Threats (SWOT) exercise was initiated with the fire chefs. This was an opportunity for them to express their vision for a future fire service in the consolidated municipality.

All four W/WH fire departments were issued a workbook to collect various critical data related to this study. The requested information covered a number of service delivery areas.

CHALLENGES

A review of existing and future fire services, such as this study, is very heavily dependent upon data. Data is required to analyze, as well as report, key elements of an organization's performance, challenges, and successes as well as the community's risks and demands for

services. Data quality is essential for a "complete picture" and helps to ensure the accuracy of conclusions. The timely availability of data is also important, as study timelines are finite.

Expert analysis of data can lead to insights and recommendations that have the potential to improve service delivery, efficiency, and firefighter safety. It can also contribute, (for the benefit of the municipality, Council and the public) to improved transparency and accountability. Data analysis can identify service gaps and over-servicing; if and where they occur.

In this study, (as with many similar ones); data completeness, the relevance of what has been collected, and even the existence of needed data, has all been challenges. As a result, there will need to be more reliance on best-practices and our professional insights to fill in data deficiencies.

The timeliness for obtaining the existing data was challenging. There are several reasons for this, not the least of which is likely the stresses of managing organizations through these times of change. We cannot thank enough the assistance we have received from municipal staff.

CONSULTATIONS

Consultations with a number of reference sources for best practices in the areas of volunteer recruitment, retention, training, governance and communications, to name some of the areas, as well as in pursuit of verifying matters and interpretive intent relating to legislation were conducted.

Some of the organizations and Agencies consulted were;

- Kennebecasis Valley Regional Fire Department, Kennebecasis Valley, NB
- Town of Sussex, NB Volunteer Fire Service.
- Charlottetown, PEI, Regional Fire Service
- HRM Fire & Emergency Services, Senior Staff
- Town of Wolfville Volunteer Fire Department
- Enfield volunteer Fire Department
- DNR, NS Windsor Office
- Fire Services Association of Nova Scotia Committee Chair, Fire Service Communications and Dispatch.

- NS Emergency Health Services
- NS Fire Service Critical Incident Stress Committee Member
- Office of the Provincial Fire Marshal
- Department of Municipal Affairs Policy Group
- Municipality of East Hants
- Various Regional Fire Services Coordinators from across the province
- Insurance Bureau of Canada, Atlantic
- Workers Compensation Board, Office of Policy
- Volunteer Fireman's Fund Insurance Services
- NS Department of OH&S
- NS E-911 Assistant Manager

All municipal personnel, Windsor//West Hants fire personnel and persons of the above government departments, agencies, volunteer organizations and businesses have in one way or another contributed to this Regional Fire Services Review.

LIABILITY, REGISTRATIONS, SERVICE AGREEMENTS & POLICIES

LIABILITY

A big question for any municipality/fire department/firefighter is their exposure to liability claims. The MGA does provide some protection from litigation related to mutual-aid in §302, and more generally in §300 and §301.

However, the MGA also allows that claims are possible against both the fire department and or the municipality in cases of gross negligence or through vicarious liability (actions of employees/agents/members).

Litigation against municipalities for the actions or omissions of their fire departments and emergency personnel is a real concern. Liability concerns can arise from virtually every aspect of the fire service. Fire service delivery actions that present opportunities for liability risk are those surrounding fire-inspections, fire-investigations, emergency response (e.g. rescue), and all fire suppression activities.

The majority of claims surround the failure on the part of the municipality/fire department to implement appropriate policies, procedures, guidelines, training; and usually start with the failure to act or the alleged actions of firefighters/officers in the execution of their duties. Allegations could include negligence, gross negligence, breach of duty, and generally not meeting the standard of care.

Defending against such law suits requires proving that actions and preparations met the standard of care; i.e. of a similarly situated fire department/municipality/firefighter in a similar situation.

Some Canadian cases demonstrate that liability concerns are real, and appear to be occurring more frequently. Note that not all are emergency response related.

LITIGATION REGARDING FIRE SERVICES

Year	Case	Alleged	Situation
1984	Riverscourt Farms Ltd v. Niagara-on-the-Lake	Negligence, inadequate water supply, failure to attack fire, failure to secure additional water supply in timely manner	Fire at farm, hydrants/water system were not able to provide adequate flows for fire protection, hazards in building
1988	Halabura v. Fraserwood Fire Dept.	Negligence; failure to extinguish previous days wildland fire	Wildland rekindle next day, loss of building
1989	Ennis-Paikin Steel v. City of Hamilton	Negligence; Failure to establish fire watch from previous incident led to later fire	Large Fire after 5-6 hours earlier overheated fan incident
1991	Smith v. Jacklin (Parry Sound)	Breach of duty, failure to enforce Fire Code and By-law; violations directly led leading to injuries to resident when fire occurred	Fire in tenement, enforcement action not taken against owner who was given grace period
1993	Bayus v. Coquitlam	Breach of Duty, outdated maps lead to delayed response	Fire in tenement, firefighters could not find dead-end street
1999	Schouten v. Rideau Township	Negligence (acts and omissions); failure to establish proper size-up and tactics	Feedlot fire, loss of barn and storage silos with feed
2009	Healy et al v. Halifax Regional Municipality et al	negligence, gross negligence; failure to mop-up and establish fire-watch caused rekindle	Large wildland fire, multiple homes lost
2009	Ontario (Ministry of Labour) v. Town of Meaford	Failure to take reasonable measure to ensure safety of firefighters, firefighter injured	Restaurant fire, firefighter became lost, ran out of air
2010	Univar Canada v. City of Kelowna	Negligence and breach of duty, failure to stop the fire from entering building and failure to pre-plan, failure to inspect	Strip mall fire with internal exposures that spread to chemical storage causing environmental cleanup
2011	Schulz v. City of Mississauga	Negligence, breach of duty, bad faith	Fire truck collision, killed driver of car
2013	Promutuel Insurance et al v. Ie-Verte	Negligence; slow to arrive, no pre/emergency plan, improperly equipped, slow to call for assistance	Multi-fatality (32) care-home fire
2016	Stringer v. Town of Oakville	Negligence; fire in roof not extinguished completely	Rekindled house fire,
2017	Robertson et al v. Town of the Pas	Breach of duty and negligence; fire not completely extinguished first time	Rekindle hotel fire, large loss

One aspect of standard of care is the level of service delivery. This involves several aspects, including qualifications of personnel and benchmarks and/or best practices in service delivery. An often referred to set of such standards for both service delivery and qualifications is the National Fire Protection Association's set of consensus standards. The following will help understand the place for these standards in Nova Scotia's fire departments.

NATIONAL FIRE PROTECTION ASSOCIATION (NFPA)

References to NFPA standards will made numerous times in this report. There are no requirements for the general adoption of NFPA firefighting standards in Nova Scotia or indeed in Canada. However, NFPA qualification standards are referenced by the Nova Scotia Fire Marshal's office (NSFMO) and in firefighter standards setting organizations in NS that are supported by the NSFMO.

Numerous NFPA standards are the basis for requirements under several NS regulations, a few examples of which follow, (restricted to references that pertain to fire services);

Required by Legislation	Section	NFPA Std	Reference
NS Reg 52/2013; Workplace Health and Safety	§23.13(2)(a)	NFPA-1901	Aerial apparatus
NS Reg 52/2013; Workplace Health and Safety	§23.13(2)(b)	NFPA-1911	Aerial apparatus
NS Reg 44/99; Occupational Safety General Regulations	§191	NFPA-1971	Firefighter helmets
NS Reg 44/99; Occupational Safety General Regulations	§192	NFPA-1971	Firefighter boots
NS Reg 44/99; Occupational Safety General Regulations	§193	NFPA-1971	Firefighter gloves
NS Reg 44/99; Occupational Safety General Regulations	§194	NFPA-1971	Firefighter protective coat and trousers
NS Reg 44/99; Occupational Safety General Regulations	§195(1)	NFPA-1981	Firefighter SCBA (respiratory protective equipment
NS Reg 44/99; Occupational Safety General Regulations	§195(1)	NFPA-1981	Firefighter hood (balaclava)
NS Reg 44/99; Occupational Safety General Regulations	§195(2)	NFPA-1981	Firefighter buddy system
NS Reg 44/99; Occupational Safety General Regulations	§195(3)	NFPA-1982	Firefighter PASS (man-down alarm)
NS Reg 44/99; Occupational Safety General Regulations	§198	NFPA-1983	Firefighter body harness, ropes, hardware
NS Reg 44/99; Occupational Safety General Regulations	§200	NFPA-1931	Ground ladder purchasing
NS Reg 44/99; Occupational Safety General Regulations	§200	NFPA-1932	Ground ladder maintenance and inspection
NS Reg 44/99; Occupational Safety General Regulations	§201	NFPA-1914	Testing of aerial ladder devices
NS Reg 38/97; Nova Scotia Building Code	Numerous	Numerous	Apply to fire safety systems
NS Reg 160/96; Automatic Sprinkler System Maintenance	§4	NFPA-25	Inspection testing and maintenance of water-based sprinkler system
National Fire Code (adopted by the Fire Safety Act)	Numerous	Numerous	Apply to fire safety systems

The NFPA is a USA based organization[1] that has been involved with fire safety for a long time. It has international participation in establishing its standards. According to its webpage; [2]

> "The National Fire Protection Association (NFPA) is a global self-funded nonprofit {sic} organization, established in 1896, devoted to eliminating death, injury, property and economic loss due to fire, electrical and related hazards.

[1] The National Fire Protection Association, 1 Batterymarch Park, Quincy, Massachusetts, USA 02169-7471.

[2] https://www.nfpa.org/overview

> NFPA delivers information and knowledge through more than 300 consensus codes and standards, research, training, education, outreach and advocacy; and by partnering with others who share an interest in furthering our mission. Our mission is to help save lives and reduce loss with information, knowledge and passion."

NFPA develops consensus[3] standards and codes[4] in the field of fire safety, which includes most notably building and occupant fire safety codes that are widely adopted in the USA. In Canada, NFPA fire protection standards are also widely adopted for fire prevention and firefighter equipment purposes, often incorporated into building codes and fire codes, and into provincial regulation.

NFPA also develops standards on qualifications and processes for the provision of municipal firefighting services. In Nova Scotia, NFPA standards relating to municipal firefighting are sometimes recognized as guidelines (not necessarily as standards) and only for specific and generally narrow purposes. This is typical for all of Canada.

The Nova Scotia Fire Services Professional Qualifications Board (NSFSPQB) produces voluntary certification standards, and some of the NFPA standards are specified as part of an individual's voluntary certification process. This usage of the NFPA standards is not an adoption per se of the standards, but more properly falls under the adage of "why reinvent the wheel" and a further recognition of a consensus process of the standard's development; i.e. a best practice.

[3] "Important Notices and Disclaimers Concerning NFPA Documents…" colophon page of NFPA-1001, 2013 edition, "NFPA® codes, standards, … are developed through a consensus standards development process approved by the American National Standards Institute. This process brings together volunteers representing varied viewpoints and interests to achieve consensus on fire and other safety issues. While the NFPA administers the process and establishes rules to promote fairness in the development of consensus, it does not independently test, evaluate, or verify the accuracy of any information or the soundness of any judgments contained in NFPA Documents."

Note: To See more on the *NFPA* process; https://www.nfpa.org/Codes-and-Standards/Standards-development-process/How-the-process-works

[4] List of available *NFPA* codes and standards; https://www.nfpa.org/Codes-and-Standards/All-Codes-and-Standards/List-of-Codes-and-Standards

SOCIETY REGISTRATIONS

As reviewed in the **Appendix IV; Provincial Legislation**, the *Municipal Government Act* (MGA) Part X contains the provisions for "*Fire and Emergency Services.*" §293 allows the Municipality to:

> "Maintain and provide fire and emergency services by providing the service, **assisting others to provide the service**, working with others to provide the service or a combination of means, *1998, c, 18, s. 293"* {emphasis added}

The MGA provides for a corporate body (society fire department) to register as a fire department under the provisions of §294. Essentially, the municipality does not have the right to refuse registration, provided the fire department meets the municipality's conditions.

In consultation with the Provincial Department of Municipal Affairs, Policy Office and the Office of the Fire Marshal, it is highly recommended that in addition to the registration of the corporate body, that a service agreement between the corporate body and the municipality be established to clarify and agree to expectations of service provision.

Currently, all of the corporate bodies (fire departments) that provide fire and emergency services in West Hants are registered with the municipality. This includes the Brooklyn Volunteer Fire Department (two stations), the Summerville and District Volunteer Fire Department, the Uniacke and District Volunteer Fire Department, and the Walton Shore (volunteer) Fire Department.

Hantsport is a fully municipal service (two stations) and is not registered with West Hants. The Windsor Fire Department is not a registered Fire Department with West Hants or with Windsor.

GA recommends that when the new regional municipality officially comes into being April 1, 2020, that all the fire departments, municipal[5] or otherwise, providing fire and rescue services

[5] The MGA §294(3) says "(3) A fire department, including a fire department of a municipality, village or fire protection district, shall register in each municipality in which it provides emergency services."

This is echoed in the MGA Fire and Emergency Services Guide (1999) which says "Every fire department must register in every municipality in which it provides emergency services on a regular basis. This provision covers all volunteer fire departments as well as fire departments of municipalities, villages and fire commissions such as rural fire districts." {emphasis added}

within the region, including those that are contracted by the municipality, register with the new municipality on an annual basis.

GA recommends that the municipality include a multi-lateral automatic aid provision in their service agreement with each of the society fire departments. This provision will simplify utilizing the closest, appropriate, and adequate resources to incidents in all of the geographic area of the Region, irrespective of registered protection area (aka fire districts). This will accomplish a number of things;

- Permit the development of Region-wide Run-Cards designating pre-planned resource deployment for identified risks,
- Recognition that the services provided are not just within their first response districts,
- Authority to provide appropriate resources wherever needed in accordance with the mantra of the closest appropriate resources,
- Reinforce and facilitate the principal of resource dispatching and not just station dispatching,
- Generate closer working ties between departments,
- Help ensure that standardized guidelines and operating procedures prevail in the Region,
- Assist with better statistics in that multiple resource allocations are not mutual-aid and can be coded for their actual nature.

GA recommends that a review of the current registration form used by the Municipality of West Hants be used as the base registration document, and that it be amended to reflect the new regional municipality and its needs.

Attached as **Appendix 1** to this report is a Model Fire Service Registration Policy Document, provided by the NS Joint Municipal Fire Services Committee. This document may aid in the development of a new registration policy and format.

FIRE SERVICE AGREEMENTS

Municipality of the County of Kings and the Municipality of West Hants

Currently, the Municipality of West Hants, provides fire services to the Hantsborder, Bishopville, Lockhartville, West Brooklyn, Avonport, and Black River Lake communities and to the Glooscap First Nations reserve located within the boundaries of the Municipality of the County of Kings. The signed fire service agreement between the Municipality of the County of Kings expires March 31, 2020

Concerns with Municipality of the County of Kings Fire Services Agreement

In the Municipality of the County of Kings and the Municipality of West Hants Fire Services agreement, Section 3 outlines a number of obligations on West Hants/Hantsport Fire Department. There are two specific clauses and one fire district that are of particular concern.

> *"3.c. Conduct and sponsor research into the cause of fires and methods of preventing fire losses;"*

There is no clarifying editorial explaining the intent or the meaning of this clause. On face value this is a very huge undertaking complete with a very heavy financial burden especially for any fire service not alone a small volunteer fire service.

Multimillion-dollar organizations, like the National Research Council of Canada, Factory Mutual and Warnock Hersey are primary fire research organizations that provide the type of research indicated in clause 3c of the agreement.

GA recommends the Kings County registration, clause 3.c. be edited for clarity. If the intention here is simply to require fires to be investigated then that should be stated clearly.

The next clause of concern is as follows;

> *"3.d. Endeavor to educate and instruct the citizens in methods of fire prevention and fire 'suppression';"*

GA recommends that in the Kings County registration; either a) replace the term "*fire suppression*" with "*fire extinguisher training*" or b) delete the reference to "*fire suppression.*" Again, without clarity it is challenging to understand the meaning or intent of the term "*fire suppression*".

One must ask why would any fire service educate non-fire service citizens in fire suppression. If the intent is to teach citizens how to use a fire extinguisher, then that is typically part of fire prevention (fire-safety education) activities.

Another clause that should be reviewed and edited is;

> *"7 c. Review and amend, as required to make consistent with this agreement, the Hantsport Fire Department's by-laws and regulations."*

GA recommends in the Kings County registration, one of two options; a) delete cause 7.c. or b) reword the clause to reflect the following;

"The municipality and the Hantsport fire station will endeavour to amend its operating procedures and guidelines to meet the objectives of the Regional Municipality of Windsor -West Hants and Municipality of the County of Kings Fire service agreement"

Whereas the Hantsport fire department is now a municipal department of the Municipality of West Hants and no longer a society, one must ask what the probative value is of this clause.

Also in the agreement, there is a definitions section that defines "Fire District"

> *"f. "Fire District" means the area which the Fire and Emergency Services will be provided, consistent with the Hantsport Fire Department Registrations with Kings and West Hants pursuant to Section 294 (4) of the Act;"*

There is an area within Kings County (Duck Pond Road/Black River Lake) that originally was serviced by the Greenwich Volunteer Fire Department. However, this area is not accessible by road from Kings County, so the Duck Pond Road area which consists of dirt, likely seasonal, roads and cottage like development is currently the responsibility of the Hantsport fire department.

In reviewing the Hantsport Fire Department Fire Services Registration with the County of Kings, the Duck Pond Road/Black River Lake area is not referenced in their Registration, however, Kings County does show this area as Hantsport fire department protected on their county road map.

GA recommends that Duck Pond Road area of Kings County, as indicated on the map noted as Schedule 'A' of the Kings County agreement, be serviced by Southwest Hants. The Southwest Hants fire station is the closest station and the Duck Pond Road will fall within their recommended fire response district.

Glooscap First Nations

Glooscap First Nations provides an annual fee for fire service delivery in the amount of $7,065 (2019). This service fee has only increased by $1.00 over the past four years. Unfortunately, no fire service agreement was provided for review. Whereas it is apparent that there is a contractual arrangement, probably unwritten.

GA recommends that the arrangement with Glooscap FN be formalized through a service agreement between the two entities to establish the fire service programs and service levels that will be provided by W/WH.

The Municipality of East Hants Contracted Fire Services

To provide coverage for the extreme boundary areas of the municipality, West Hants receives fire services in its north-westerly boundary area from Walton Shores (volunteer) Fire Department and in the east from the Uniacke and District Volunteer Fire Department. There are currently no fire service agreements in place for either coverage area. The provision for the contract services are solely reliant on the required annual fire department registrations as outlined in Chapter X section 294 of the MGA.

GA recommends that a formal service agreement be established with the Walton Shore Volunteer Fire Department that specifies the services and service levels and other expectations that the Regional municipality has. As noted in the section on ***Fire District Revisions*** starting on

page **191**, the continued receipt of services from Uniacke and District Volunteer Fire Department is not recommended.

Municipality of East Hants and the Brooklyn Volunteer Fire Dept.

The Brooklyn Fire Department Society is a registered body with the Municipality of East Hants for the provisions of Fire and Emergency Services to the South Rawdon area of the Municipality of East Hants. There is no additional Fire Service agreement between the two parties. The service is provided solely based upon the fact that Brooklyn is a party to the Mutual-aid agreement between the Municipality of East Hants and the East Hants Fire Services Association. The last fully executed mutual-aid agreement that was provided for inclusion in this Review was dated 2012.

The Brooklyn Fire Department receives funding for those services from the Municipality of East Hants for the designated response area of East Hants, based upon an area assessment and area fire rate. For the three years between 2017 and 2019 East Hants paid $143,768 for these services.

Beneficial Ownership Agreement

The Municipality of West Hants signed with the Summerville and District Volunteer Fire Department a Beneficial Ownership Agreement dated April 30, 2019 outlining apparatus ownership in the event Summerville and District volunteer fire department ceases to provide fire and/or other emergency services, or on the sale of assets that the municipality has contributed funds for.

MUTUAL-AID AGREEMENTS

The Municipal Government Act §302 provides the municipality the authority to enter into Mutual-aid Agreements.

Mutual-aid agreements are important because they set out the expectations of each party to the agreement, and also provides some liability protection. See **The Municipal Government Act** section starting on page **328** in **Appendix IV**.

These expectations should include the type and standard of service that will be exchanged, or any limitations thereto. The agreement should set out who has the authority to request or to provide the aid. It should set out any cost recovery expectations. It should set out any conditions under which the aid may be reasonably refused. It may also set out certain rules related to chain of command and responsibility at the incident, personnel safety, and other stipulations similar to operating guidelines, and so forth.

Although the MGA is not explicit in requiring a mutual-aid agreement, the gist of this section of the MGA is the protections that come with a mutual-aid agreement. Specifically the protections from liability.

Municipality of West Hants.

The current Mutual-aid Agreement in effect with the Municipality of West Hants includes the following West Hants departments; Summerville, Brooklyn and its substation station located in Garlands Crossing, Hantsport and its substation located in Vaughan. In addition, the two East Hants departments that provide service to the municipality of West Hants, Walton Shores and Mount Uniacke and District volunteer fire department are signatories to the agreement and the Town of Windsor fire department signed onto the mutual-aid agreement, February 28, 2019.

The mutual-aid agreement is a standard mutual-aid agreement used throughout the Annapolis valley.

One section of the West Hants mutual-aid agreement, or any mutual-aid agreement the municipality is a signatory to, that should be reviewed is exemplified by §6 *"Mutual Assistance Reciprocal"* of the agreement. Which is dated 28 February 2019. This clause states

> *"All Fire Departments hereto agree that mutual assistance at emergency scene is reciprocal and that no demand will be made by any Fire Department for monetary reward".*

This clause is fairly clear that a mutual-aid department cannot levy against the department receiving the aid any charges that would be interpreted as monetary reward.

What is missing in this agreement is a reciprocal clause that affords a participating Fire Department the ability to charge for reasonable consumables. It is not uncommon for mutual-aid agreements to have a clause that reimbursing assisting fire departments for fuel consumed at scene, any consumables (e.g. firefighting foam used), and if required sustenance and accommodation for fire personnel at scene.

GA recommends that a consumables cost recovery clause be developed and considered for inclusion in any mutual-aid agreement.

Impact of Consolidation on current West Hants Mutual-Aid agreement.

If Council selects the integrated municipal fire department (i.e. Model 2), there will not be a requirement for mutual-aid or auto-aid agreements between the six regional fire stations or with the municipality. The reason for this is that the fire services under that model will operate as a single fire department within the region.

GA recommends that any model the Council chooses that maintains the existence of individual incorporated fire departments (i.e. Status Quo model-1 or Hybrid model-3) should have a multi-lateral mutual-aid agreement in place between the municipality and each fire department, as well as with all other municipalities that the fire department might provide assistance to if they are to enjoy all the protections provided under §302 of the MGA. This would likely include Kings County, The Municipal District of East Hants, the District of Chester (Lunenburg County), and Halifax Regional Municipality.

GA recommends that the East Hants fire departments of Walton Shores and Uniacke should execute a Mutual-aid Agreement with the Regional Municipality. By virtue of being a Regional Municipality and employing a Regional fire service model if so chosen, the municipality will be signing mutual-aid agreements with other parties on behalf of all of the Regional fire stations.

East Hants Fire Services Association and Brooklyn Volunteer Fire Department

The Brooklyn Volunteer Fire department is party to the Mutual-aid Agreement between the Municipality of East Hants and the East Hants Fire Services Association. There were several Agreements provided. However, none of the agreements provided had complete sign off by all parties named in the agreement other than the 2012 agreement.

Hantsport and Kings County

The Hantsport Fire Department is a signatory to the Municipality of the County of Kings mutual-aid agreement. The agreement is a standard mutual-aid agreement and basically mirrors other agreements mentioned in this report.

GA recommends that the Kings County mutual-aid agreement should be reviewed and updated with any required amendments since the last update for this agreement is from 2001, and include execution by W/WH.

Southwest and Lunenburg County

GA recommends that the new Regional municipality enter into a mutual-aid agreement with the Municipality of the District of Chester (MDC) in Lunenburg County and the New Ross and Chester Volunteer Fire Departments. MDC shares a border with the Region and with the fire districts of the New Ross Fire Department and the Chester Fire Department.

Mutual-aid Summary

GA recommends that all mutual-aid agreements be signed by the municipalities involved, not only by the individual fire departments. The mutual-aid agreements currently in force are standard across the region. The main difference is who are the signatories to the agreements.

Whereas the municipality has ownership of the majority of the capital investment of the regional fire services then the municipality has significant responsibility in providing mutual-aid services. Whereas there will be a new regional municipality commencing April 2020 all the mutual-aid agreements will require amending to reflect the new regional municipality.

FIRE DEPARTMENT OPERATING POLICES AND PROCEDURES

The Review requested a review of policies and guidelines of the municipalities and the various fire departments to identify any gaps in relation to legislative requirements, and inconsistencies between the fire departments.

As a result of a lack of information provided by some departments, a complete and thorough review of policies and operating guidelines including all departments was not possible.

However, the review that was conducted, and did reveal non standardized practices in the selection of volunteers, promotion processes, rank structure and qualifications, membership classifications and policies in dealing with honorariums across the region.

The limited review on operational procedures and policies is augmented by comments made by stakeholders during the many stakeholder meetings. Comments made during those sessions strongly confirm our understanding of inconsistencies in some operating procedures and guidelines amongst the various fire departments. Review of promotional procedures and recruitment practices as well as areas of operations and human resource management are varied across the region's fire stations.

GA recommends that regardless of the organizational model chosen by council, that a review and standardization of all policies, procedures, and guidelines of all types, that apply to the fire departments is undertaken quickly. The goal should be to produce consistency and fairness, and to meet the best practices of a collaborative fire and emergency service delivery program for the Region.

West Hants Policy COGE-007.00

The above refenced policy was approved by Municipal Council October 09, 2018. The policy (COGE007) is a well thought out document and attempts consistency in service delivery across the region by the individual service providers.

There are a couple of areas that require review and amending, one in particular, may pose a risk to not only the department providing the service but the municipality itself.

Schedule 4 of COGE007, addresses the duties and responsibilities of the "*Custodial Fire Support Position*" under role expectations. Sentence 4 states;

> *"Respond to emergency calls by being qualified to drive and operate equipment and apparatus and acting as Incident Commander at emergency sites until a senior officer relieves them of duty."*

Sentence 6 states;

> *"Willing to work with all members of the Fire Department including training with and providing assistance to training staff."*

Individual fire departments have policies that determine qualifications for individuals, particularly officers, in order for them to be able to perform in an incident command role. The reasons for requiring such qualifications are sound and necessary. The role of the incident commander carries much responsibility and liability.

Policy COGE007 provides for an individual who does not even have to be a firefighter to perform in an Incident Command role. Further, there is no mandatory requirement for the individual in this position to participate in firefighter training. The policy suggests they "*be willing to train with*" but there are no stipulated requirements on what subjects or skills to be trained in. This equates to having a passerby run the emergency scene until such time a senior officer arrives on scene.

In the policy, there is no definition for "*Senior Officer*." The senior officer term in many organizations refers to only those that have the word "chief" in their rank title, others define it as an officer position higher than an individual's current rank within the organization. However, it must be assumed that the term in this clause refers to anyone who is a firefighter.

It is understood that in one station the custodian is a volunteer Deputy Chief of that station, so at that location the issue does not exist. However, in another station, the custodian is not even a firefighter, yet under this policy they could be the Incident Commander.

GA recommends that policy COGE007 be amended to more appropriately place responsibilities on station custodial staff. Sentence 4 of the policy has the potential to place a number of people and organizations at risk, not to mention the responders themselves.

Fire Related Bylaws

A review of the following Municipal Fire related bylaws was conducted.

Town of Windsor:

Bylaw 18, March 05, 1997, Prevention of Fire Bylaw (This is basically a bylaw requiring a permit to burn)

Bylaw 39, December 03, 2010, Outdoor Fires Bylaw.

GA's recommendation of these by-laws are in the next sub-section.

Municipality of West Hants:

False Alarm Bylaw, March 16, 2011, (This Bylaw permits fining property owners who experience multiple false alarms).

Fire Protection Bylaw, September 22, 2004. (This Bylaw is basically an out of doors burning bylaw).

GA recommends that the Windsor and West Hants false alarm, fire protection, burn permit and outdoor fires by-laws be reviewed and harmonized. The Bylaws relating to out of doors burning may need to address differing needs by area due to the rural nature of the Municipality of West Hants vs the very urban nature of Windsor.

West Hants' False Alarm Bylaw is an admirable bylaw in an effort to reduce unnecessary fire responses, especially to those occupancies who have ongoing issues with their fire alarm systems or occupancies whose operating conditions or maintenance lapses manifest into accidental alarms and owners fail to take appropriate measures to address issues causing the unnecessary

alarms and unneeded fire department responses. GA understands that the bylaw has not been enforced.

Unless the Bylaw is enforced there are two scenarios that could lead to negative consequences and possible civil action against the municipality. The first challenge to those occupancies in which fire alarms are not uncommon, responders become complacent and do not respond as per standing operating procedures, and the noncompliant typical standard response causes either a delay in response or a lack of resources responding and upon arrival there is a working structure fire. This could possibly result in a litigation against the fire department and the municipality.

The second scenario is where occupants fail to evacuate the building as they should when the alarm sounds, since they have become acclimatized to alarms sounding as an annoying but otherwise nonconsequential event. In a real fire scenario these residents could be in jeopardy for their lives and the expectations on the fire department will be to rescue them, which may not be feasible and/or could result in injury and death to firefighter and residents.

GA recommends that if the false fire-alarm by-law is not enforced, that the by-law should be repealed.

HUMAN RESOURCES

RECRUITMENT AND RETENTION

Traditional volunteer firefighter recruit sources have changed. The old model of neighbors helping neighbors is all but gone in most places, as many people don't have strong ties to or even know their neighbors anymore. We have always relied on multigenerational families passing down the tradition of joining the local fire department, but that is also becoming a thing of the past. As with many other industries, as the baby boomers retire en masse on the back end, they need to be replaced with young people on the front end.

In sheer number, there aren't enough millennials and iGens to replace the baby boomers, and worse for us, those two younger generations aren't trending toward the fire service. With many young people needing two jobs to survive, plus other obligations, the free time necessary to be part of the emergency sector is a luxury few can afford. In addition, the number of non-profit organizations recruiting the same volunteers is at an all-time high, and frankly, our fire service, as it exists with its current culture, is not an attractive option for younger generations who value flexibility, creativity, and inclusivity.

The ability to attract/recruit and retain volunteer firefighters is in part a demographic challenge. Prospective volunteers must be fit enough and available. Generally, fit means a healthy adult who is not too young nor too old. The aging population means there are fewer younger persons in the community, and current volunteers eventually get too old to withstand the rigours of being a firefighter.

A secondary demographic problem is local employment. Volunteer firefighters with jobs that are distant from their fire station are less likely to remain volunteer firefighters. They are not able to effectively respond to incidents while at work; and they spend more time commuting and therefore have less time available for volunteer firefighting. A volunteer firefighter should expect to contribute between 100 and 300 hours per year in scheduled activities; training, equipment maintenance, fund-raising, meetings, and in going to incidents.

Management of fire departments need to be skilled, understand, and have effective strategies for dealing with the challenges.

Recruitment

There is an inextricable link between recruitment and retention. Often non-profit volunteer managers have a tendency to focus their time and attention on recruitment only to be stuck in a holding pattern of perpetual recruitment in part due to increasing competition among non-profits and everyday life. High turnover rates within a volunteer organization, creates an urgent and ongoing need for new bodies to fill the positions. The time, effort and costs for recruitment can severely impact negatively on service delivery, especially for the volunteer fire service and burnout for those involved with the recruitment process.

Volunteer energy is a natural resource which is a "human-made, renewable/recyclable resource that can be grown." In their conceptualization, if organizations use the volunteer energy responsibly and positively then it will be sustainable but if it is used inappropriately then the volunteer energy risks exhaustion and depletion. When an organization exploits this resource through overuse or neglect there is a high risk of drop-out or burn-out, which not only leads to being in perpetual recruitment mode but also contributes to the depletion of the total pool of volunteer energy.

When people think of volunteer work, they tend to evaluate it in terms of sacrifice and reward. The sacrifice part is easier to understand. Volunteers are using their time, energy and, at times, knowledge for the benefit of the organization and for the most part with little or no monetary compensation.

Understanding why a particular volunteer has chosen to serve can help the volunteer manager use appropriate rewards to encourage the volunteer which will raise their satisfaction level and lead to higher rates of retention.

The sacrifice and rewards involved in a particular volunteer relationship are part of a larger concept central to volunteer management, the contract. The contract is an individual's beliefs regarding the terms and conditions of a reciprocal exchange agreement between the volunteer and the organization. When a volunteer signs on to work with an organization they bring their own individual perspective on what promises, conditions and agreements have been made. Each

party has their own idea and expectation of their reciprocal obligations based on their own intention, interpretation and perception of implicit and explicit messages.

In the context of volunteer relationships, when there are perceived breaches in the contract (which can occur at any stage in the relationship) there can be consequences such as dissatisfaction, lowered level of participation in the organization, or actual withdrawal from the organization. Fulfillment of the contract can occur through organizational efforts to express recognition of the volunteer and show that they value the relationship and care about the well-being of the volunteer.

In one study conducted by Farmer and Fedor (1999),[6] Volunteers who reported their expectations were met, and they perceived organizational support and care was there; they were shown to have increased attendance and intentions to remain. This study found that organizations were perceived to be better at meeting expectations of ongoing support than they are at matching expectations that volunteers had upon entry. However, the study also showed that when volunteers sense the organization cares about their general *well-being,* they are more willing to overlook particular unmet expectations.

How to achieve and meet expectations/needs of both the volunteer and the organization is a time-consuming challenge to any organization. Volunteers bring their own expectations to the organization based upon perceived knowledge, information passed on by current volunteers, who may over sell the position or organization, and in today's world, on social media.

Retention all Starts with Recruitment!

Recruitment should start with a needs assessment of the organization. Each community's demographics are different, especially in rural and smaller urban communities where the population is aging, local manufacturing is closing, and the younger citizens are moving to more urban settings. There is often competition amongst volunteer organizations.

[6] Farmer, S. M., & Fedor, D. B. (1999). Volunteer Participation and Withdrawal: A Psychological Contract Perspective on the Role of Expectations and Organizational Support. Non-profit Management & Leadership, 9 (4), 349-367.

A review of the fire service needs may reveal that there are positions that do not require young, physically fit, gung-ho individuals. Positions such as in public fire-safety education, administration, radio operators, traffic control persons, occupational health and safety opportunities, truck drivers. There may be seniors or retired firefighters who are looking to keep active and are willing to provide some time, a skill set, and experience that can fill a void within the organization.

In today's volunteer services there are two groups of functions that are needed in the delivery of fire and emergency services, line and staff. Line is the most labour intensive and on the front-line of the service delivery. Staff positions are the folks that support the front-line responders.

Traditionally, the majority of volunteer fire services required any and all members of their respective departments to be firefighters. They were then trained in all services offered by the department. This has caused some issues, as not all members wanted to respond to, for examples: medicals incidents, or high angle rope rescue, or possibly water rescue, and etc. Some volunteer firefighters just wanted to fight fires.

The challenges facing the recruitment of volunteers firefighters today requires a change in recruitment practices and a reconsideration of the past the standard requirement of being a firefighter first.

This begs the question, *"Do all volunteer fire department members have to be fire trained"?* The answer is no.

Volunteer fire departments do need the majority of their membership to be fire trained so as to be able to deliver the department's core services; i.e. responding to and rescuing people from danger and extinguishing fires.

Positions for Non-Firefighter Members

What types of functions/positions are required at the scene of a structure fire that are required to be firefighter qualified?

- Firefighters
- Fire Officers

- Fire Incident Safety officer
- Accountability Officer

What are some of the functions/positions that are required at the scene of a structure fire that ***do not*** require being a trained firefighter?

- Apparatus driver/operator
- Air/SCBA support person
- Command Post - radio communicator/scribe
- Firefighter rehabilitation support personnel
- EMS
- Traffic Safety Control
- Logistics

What are some of the other types of emergency services do some fire departments provide that ***do no***t require volunteer members to be firefighter trained?

- Water rescue, (Boat enthusiasts, SCUBA Drivers)
- Ice Rescue
- High angle rescue service
- Medical First Responders (MFR)

Additional non-emergency Staff functions in which volunteers do not need to be firefighter trained but could be most beneficial to the fire department.

- Administration, Mgt of Records (data) and reports, budget, inter-government relations)
- Fire Prevention (fire-inspection)
- Fire Prevention (fire-safety educator)
- Fire Prevention (fire-investigator)
- Maintenance of equipment
- Communications
- Research & Planning
- Community Relations/Public Information
- Financial Management
- Personnel Management

Regardless of the function/role of the volunteer, all volunteers will require specific subject/service training, skills, maintenance of skills, and fire department orientation.

The use of non-trained firefighters in non-active firefighter roles will lessen the burden on the firefighting volunteers and help prevent early burnout and the potential of member loss to the organization.

Review Needs

GA recommends that the new fire department administration conduct a human resource needs assessment of the fire service in the Region. The recommendations on active front-line firefighter numbers is contained in **Recommended Front-Line Staffing and** Equipment starting on page **210** of this report, but there are numerous support (staff) positions not identified there.

GA recommends a review of the current recruitment and selection process, including currency with best practices, modifications required to meet the real needs of the organization, compliance with current Human Rights requirements, and alignment with corporate human resource policies.

GA recommends a review of fire department job descriptions, ensuring there is a job description for every position, volunteer or otherwise. Job descriptions should be complete with expectations and rewards. They outline necessary qualifications, time commitments (frequency and length), responsibilities and activities involved, the organization's accountability structure, and the performance evaluation methods.

It is important to match volunteer interests and talents with organizational needs, not only for recruitment purposes but also for long term retention.

Caution in selecting volunteer applicants.

It may be tempting for the fire service to accept any help that is offered; after all the fire service is resource dependent and volunteers could be viewed as free labour. Though seemingly correct, this logic is based on false assumptions and understandings. A volunteer firefighter is not the equivalent of free labour. If the recruitment and retention of volunteer firefighters is to be

effective it will require some expenditure in the areas of orientation, training, promotion, and materials.

At the front end the fire service must pour a lot into the volunteer firefighter candidate in order to bring them to a point where they will be capable and effective. Cost-effectiveness is achieved when a volunteer can exemplify the established level and quality of services offered to the public. When this occurs then the volunteer firefighter acts as an expansion of resources, i.e. is no longer a burden. In order to get to that point, the fire service must first devote time, energy and resources in growing the volunteer firefighter.

Therefore, it will serve the organization well to be selective in choosing volunteers who have the skills and abilities necessary to fulfill the role requirements. The organization must conduct proper vetting in advance in order to uncover any conflicts or contradictions. Valuable resources will be wasted unnecessarily if the organization indiscriminately signs on volunteers and pours resources into them only to find out later that the volunteers are unable or unwilling to fulfill their role. This is a real danger because people experience a euphoric feeling about signing on to do good but at this juncture that feeling is based on a romantic idealism of how things will be and coupled with both a low commitment and sense of loyalty to the service.

In a volunteer service, volunteer firefighters are required in each of its fire districts/communities. Some districts are in need of volunteers more than others. Some of the reasons are demographics. There is a current practice of volunteers living in one fire district and yet belonging to a different fire district, thus depleting a potential resource to the district in which they reside. Anecdotally, there are reports of some volunteers that respond from their home in one district, through other fire districts, so as to attend an incident in the fire station district that they have chosen (and been accepted) to be a member of.

GA recommends that membership in a fire department be restricted to those volunteer firefighters who actual reside in the fire district. Moving forward, the current practice of selectively choosing the fire department you prefer should no longer be permitted. As this practice robs the community of which a volunteer resides of a valuable resource. It also increases

the risk of an accident as the volunteer rushes longer than necessary distances to attend the fire station when the pager goes off.

With a properly constructed recruitment policy in place and followed, the end result will be a contract between the volunteer and the fire service that meets the needs of both.

Recruitment Process.

GA recommends that volunteer firefighter recruitment be a region-wide program for the regional fire service and that successful applicants be assigned to a regional station, based upon the closest station (i.e. fire district) to their residence.

GA recommends that the recruitment process commence with a properly designed marketing program throughout the region. This coordinated approach to recruiting will help to ensure standards are met and will ease the burden on individual stations. Turnover in volunteer fire departments is typically as much as 20% annually, but GA does not have the actual figures for WWH. It is likely that there is a need for an annual recruitment process, managed regionally with direct input and assistance from each of the stations.

See Appendix V, **; Model; Volunteer Recruitment and Selection** Process starting on page **346** of this report.

Retention

Retention is a difficult management task, with challenges requiring a continuous effort on behalf of management. Officers and managers in each station must have the requisite human resource and soft skills, leadership training, and acumen (emotional intelligence) to be able to manage and address the complex nature of not only the current volunteers but newer younger volunteers who reside and live within a world environment that may be foreign to the individual officers and the organization as a whole. Station leadership is crucial in managing retention.

Retention is the maintenance phase of the volunteer/organization relationship. This phase focuses on communication, individualized feedback, and the need to provide recognition and appreciation for volunteer efforts. A simple coffee card or a department t-shirt for performance

little above and beyond expectations can go a long way. As the old saying goes, “little hinges swing big doors”.

People often volunteer for differing reasons. Some believe that they possess certain skills and traits that the organization can take value from. For others it’s the desire to help others, and for others it is simply a desire to have an affiliation with a social entity.

Volunteers often tend to stay because of the rewards experienced such as opportunities for socializing and enjoyment of the tasks with which they are assigned. In other words, for personal reasons.

If the station’s District Fire Chief or other officer recognizes a volunteer’s lack of engagement there are a couple of paths to assist in the retention of the volunteer who is a valuable asset to the organization. It is vital that the reasons for the loss of engagement is diagnosed, if it is possibly medical or related to family or work stresses, then the appropriate course of action is to seek appropriate care.

Sometimes it is necessary to, if possible, redefine their role or provide opportunities that meet their motivational change and still meet the needs of the organization. Sometimes it’s to permit a restorative break, (leave of absence), so that the volunteer can deal with his/her issues.

It is important during the restorative break; the manager should stay in contact and check-in on them during their away time. This will allow for easier re-entry and will send the message that the organization cares about the volunteer as a person and not just because of what they do for the organization. This is an important distinction in being able to protect volunteer energy and keep it as a renewable, sustainable resource. This should be done even if there is no guarantee that the volunteer will return.

The Critical Role of the volunteer Fire Chief

Potential volunteers have many choices as to where to spend their time. Time is valuable and limited, and how fire chief uses a volunteer’s time in the fire department is key to retaining active volunteers.

Capable volunteer fire chiefs know how to focus volunteer firefighters' time and energy on activities that have the greatest impact on the department's mission, its service to the community, and the life safety of its members and citizens. Much of this comes down to understanding the volunteer chiefs' role and how they can use their skills to support their members.

The Volunteer Fire Chief's Responsibilities

Today's volunteer fire chief has one foot in the organization and one foot in the community. Chiefs must work to expand the quality and quantity of services to the citizens by integrating the community with fire department staff. Chiefs initiate projects and ideas with the support of volunteers, but must realize their ideas are likely to succeed only when the volunteers actually buy in. Volunteer chiefs have several additional responsibilities:

- Clarify volunteer-related issues in order to reduce confusion and resolve conflict.
- Document the various ways the volunteers impact the quality of life in their community, telling their stories when necessary.
- Think about new ways to do the things that the fire service does and why they do what they do.
- Coach volunteers by providing training, guiding and counseling.

A volunteer fire chief's general role and responsibilities have more to do with people skills than with emergency response roles. The chief must serve as a leader, manager, coordinator, enabler, change agent, capacity-builder, role model, human resource manager, facilitator, volunteer advocate, visionary and planner. A District Fire Chief who is an excellent emergency leader may be a poor choice as a personnel manager. Personnel management is the key role that will make or break the retention of volunteer firefighters.

Increasingly, advanced skills will be required of fire chiefs, whether paid or not. Chiefs should create a professional development plan and make the time to develop their own leadership and management skills.

GA recommends that the Regional Municipality invest in developing the leadership and management skills in the officers of all fire departments in the Region, as appropriate to their respective roles.

Valuing Volunteers

The most significant asset in any volunteer fire department organization, is the volunteers themselves. Stations, equipment and apparatus are indeed valuable, but really serve no purpose without competent staff to operate them.

Fire chiefs who manage volunteers must ensure that a motivational climate within the fire department creates a friendly and healthy environment. General praise is critical to team success. Chiefs must realize that they are a cheerleader for the department and the volunteers by maintaining their own enthusiasm for the efforts of volunteers.

Further, chiefs should look for additional talent and skills that volunteer members bring to the department that can help build a successful organization, as well as deliver quality services that meet expectations.

Contributing, satisfied, and well-managed volunteer firefighters will remain active longer. A successful fire chief will allow more people to be engaged in managing the organization. Volunteers will want to make contributions if leadership will allow it. A good organization has leaders at all levels in the organization.

Reasons most often heard why volunteers quit: It's not fun, I'm not appreciated, it's a waste of time, there were unrealistic expectations, there was too much organizational drama, people were resistant to my ideas, and I do not feel important. These are more than likely the symptoms of a larger problem within the department related to a lack of leadership.

Everyone has value. There are different levels of value based upon personality, attitude and activity level. Effective leaders make volunteers feel that they are high-priority, valued members, and show respect for their individuality.

Never take volunteers for granted. Managing volunteers is a REAL job. It is not about being compensated; it is about the personal determination to accept the duties and responsibilities – and do the job. Compensation (or lack of) is not an excuse for success or failure.

Volunteer retention studies and information received from GA's station tours and meetings with the regional volunteers highlight a number of key expectations of the volunteer. All stated financial gain was not the reason for becoming a volunteer. However, in a regional setting they all expect the region to provide the following.

- Their wellbeing looked after
- Inclusiveness
- Open two-way communications, they too have things to contribute
- Fair and equitable treatment across the Region
- Recognize and value the volunteer's knowledge, skills and time

Points to Consider in volunteer valuation

- Most firefighters said a simple "thank you" from superiors would motivate them.
- Celebrate department successes.
- Recognition can be as small as a social media post.
- Officers need improved people skills.
- Research and implement recognition and benefit practices that are personalized to your department and are scalable.
- Evaluate the effectiveness of the practices you implement.
- Include your members' families in recognitions.
- Focus on both tangible and intangible benefits.
- Recognize administrative members for their contributions, not just firefighters.
- Make sure recognition not only comes from the top but also from peers.

Recruiting and Retention Summary

The objectives of volunteer recruitment and retention are inextricably linked. A volunteer manager must consider the reciprocal impact of the one on the other in order to successfully build and maintain a volunteer work force. Volunteers have a complex and an innumerable assortment of motivations and expectations that can cause difficulties in facilitating long term commitments. The most important activity a volunteer manager can attend to in attempting to retain volunteers is building relationships. The relationships built should be between the

volunteer and the volunteer manager as well as between the volunteer and the volunteer community. An individual who feels genuinely cared for and has a strong sense of belonging is willing to overlook other unmet expectations and will demonstrate higher levels of commitment and loyalty.

Current Retention Program

Currently, across the Region there are differences amongst the various stations as to how they recruit, and provide for the wellbeing and recognition of their volunteers. In some cases we were told, areas of difference were dependent upon the financial resources of the individual station. Volunteers compare, and are aware of differences, which was expressed as dissatisfaction. In one case another station was disparaged for spending money on annual banquets, and a few minutes later it was asked why they themselves don't have the funds to do it. The risk here is that unequal treatment can lead to the perception that some are less appreciated by the organization.

Currently there are some stations covered by worker's compensation benefits (WCB), while others are not. Those stations that are not covered by WCB pay for accident and sickness insurance coverage for their personnel. WCB can cover the volunteer firefighter when their fire department responds to an emergency incident either within their community or on mutual-aid as a result of a request by another department.

Mutual aid causes issues when one department has WCB coverage and another does not. It is possible to have covered and non-covered volunteer firefighters working side by side; one firefighter with protection and one without. The practice of firefighters belonging to more than one station, so called "mutual-aid firefighters," gets complicated when one of the stations they belong to has coverage and the other does not.

However, in mid-October, 2019, the Nova Scotia Provincial Government announced changes were forthcoming to legislation that will require all municipalities in the province to register their volunteer firefighters with WCB and pay for the coverage. This will eliminate the issue previously reported. However, the regulations are not expected to come in force until late 2020.

GA recommends that the Regional municipality register their volunteer firefighters with WCB before the eventual requirement for such registration occurs. Such registration will address the issues of concern mentioned above sooner.

All of the fire departments currently subscribe to some level of coverage by VFIS[7] insurance, with the lowest coverage of $50,000 and the highest at $250,000 principal amount. The Windsor and Hantsport/South West firefighters are currently covered under WCB and have access to EAP. All others do not.

With municipal WCB coverage, the volunteers are covered by the provincial Presumptive Cancer regulations[8]. However, those stations that do not have WCB coverage do not have access to the benefits of this coverage.

Individual departments provide their membership with an annual Banquets and awards program. Some are individual station and some are combined station banquets.

Typically, volunteers are issued some form of a uniform at no cost and are exempt from paying provincial vehicle registration for their personal vehicle.

Each station provides for annual Honorariums. Again, there is no uniformity across the region. This particular issue causes organizational stressors. Some stations issues T4s as required by federal CRA rules with others pay honorariums by cash and do not issue the required T4s. This last method of payment does not provide for transparency, is in violation of CRA rules and prevents the volunteer from accessing tax credits both federally and provincially. During GA's stakeholder interviews it was discovered that many of the volunteer firefighters were not well informed on CRA exemptions and reporting limits and deductions.

Retention Program Recommendations

As with any organization, it is often a challenge to develop a program that will meet the need and desires of all participants. However, if there is a standard program paid for by the municipality

[7] See **Appendix VI**, starting on page **351** for details of all recommended VFIS coverage plans.

[8] Firefighters' Compensation Regulations, N.S. Reg. 140/2003

and is seen as being fair and equitable across the region it will go a long way to minimize any negativity and will enhance the relationship between the various stations across the region.

GA recommends the following recruitment and retention initiatives be implemented as part of a Region-wide program aimed at volunteer firefighter retention and in recognition of the special needs of volunteer firefighters;

- The Regional Municipality Fire Service develop a volunteer retention policy and program, that includes providing managers and officers with the appropriate skills to lead and manage the volunteer firefighters. There are resources[9] available to assist with developing such a program.
- The Regional Municipality provide the following wellbeing coverages for all fire department members;
    - WCB coverage at the maximum coverage rate
    - VFIS[10] programs; on-duty Accident and Sickness (AD&D) at $200,000 principal amount and $300/$700 weekly payment; off-duty AD&D coverage for the member and family as a co-pay program; Member and Family Assistance Program (MFAP),
    - Group life insurance coverage at the principal amount of $100,000
    - Liability insurance for errors and omissions associated with on-duty activities
- The Regional Municipality provide for an annual awards banquets
- The Regional Municipality manage and administer a Regional Fire Service Honorarium program
- All Honourariums be issued by Municipal cheques addressed to each recipient
- All Honourarium recipients be issued CRA T4s as required by legislation and CRA policy.

Recruitment and Retention Conclusion

Recruitment and retention are a business the fire service needs to corner the market on volunteer availability. The business needs to promote programs that will invigorate and inspire community minded citizens to not only become a part of, but feel needed and appreciated. Programs of recognition and programs that enhance individual self-satisfaction are important to assist in the retention of volunteers. Recruitment and retention are continuous year-long endeavors.

[9] Consider; Recruitment and Retention Guide released in 2009, by the Office of the Fire Marshal and the Fire Service Association of Nova Scotia; Recruitment and Retention Toolkit by the Office of the Fire Marshal, NWT, 2014.

[10] Reference details of these program coverages at **Appendix VI** starting on page **351** of this report.

HONOURARIUM

Intent of the Volunteer Honoraria

The client's request for proposal required the consultant to review the current honourarium program in place across the Region. This required; reviewing Canada Revenue Agency's regulations pertaining to Volunteer Renumeration/Honourarium, Provincial Regulations as to the definition of a volunteer firefighter and the many Society related bylaws and departmental programs and procedures as well as other jurisdictions that offer renumeration programs for their volunteers.

One of the issues in reviewing the current situation was the availability of information as to what actually was paid out in previous years. One department did actually provide this information. The combined municipal budget estimate in fiscal year 2019/20 for pay-out to the fire departments for honourariums was $200,100.

A high-level review of the available information for the current situation reveals the following (not all inclusive):

- The rules governing the payments of the departments honourarium are contained within their operational procedures or guidelines.
- Lack of standardization across the region either in funding the program, the eligibility requirements to receive an Honourarium, and who actually qualifies to receive renumeration.
- The review indicated that one department is paying Honourarium bonuses for certain department positions with a rate difference of 56% when compared to another department.
- Over the course of the review, it was learned that one department would pay a bonus based upon the type of fire department vehicle one drives. This included any vehicle from a half ton truck to an aerial apparatus, while others do not.
- Some departments provide non-firefighting volunteers that assist with fund raising for the department an honourarium, although these are minimal amounts.
- Base honourarium rates for a department Fire Chief range from $900 per annum to $5,000 per annum.
- One department pays in cash, with no T4s issued.

Honourarium Expectations

Honorarium is a component of the volunteer firefighters' satisfaction. When speaking with volunteers at the several meetings during this Review, many volunteer firefighters spoke to the fact that "*it is not the money why they volunteer.*" However, they are very aware of the differing honourarium programs between the fire departments across the region. This is a stressor relating to the topic; the volunteers expect the honourarium will recognize value and be fair and equitable region-wide. One of the reported issues is that each station has a different ability to fund the honoraria. Seeing as the majority[11] of honourarium comes from the municipal budget, equity and fairness should be achievable.

Honourarium Definition and Intent.

What actually is the definition of Honourarium? An honourarium is a voluntary payment that is given to a person for services for which fees are not legally or traditionally required. Honoraria are under CRA and provincial rules, and are intended to assist in covering expenses incurred by the individual volunteers during their volunteer activity. Some often refer to it as renumeration.

Renumeration is defined as compensation for work done and includes honourarium, wages, salary and other payments. In other words, not much difference between the term renumeration and honourarium.

The initial intent and objective of honoraria in the volunteer fire service for the volunteer was to cover out of pocket expenses for those individuals who actively participate in an emergency role; i.e. firefighting, rescue, medical, environmental, or in an incident support role. However, over the years it has become a tool to assist with recruitment and retention as well as recognition for the volunteer's time and dedication to the community and is expected as renumeration for individuals volunteering their time.

[11] West Hants policy COGE-007.00 states the following in this regard: "The Municipality shall establish and fund annual honorarium budgets for each Registered Service Provider. The method of distribution of a Registered Service Provider's annual honorarium allotment shall be established by the Registered Service Provider, who may, based on funds from sources other than the Municipality being available to fund it, award an honorarium greater than the total value of the amount awarded by Council.

The *Volunteer Fire and Ground Search and Rescue Services Act* of Nova Scotia, §3(d) defines a volunteer fire fighter as;

> ""volunteer firefighter" means an individual performing services for a volunteer fire department who does not receive in respect of those services
>
> (i)compensation, other than reasonable reimbursement or allowance for expenses actually incurred, or
>
> (ii)money or other thing of value in lieu of compensation in excess of five hundred dollars per year or such other amount as prescribed by the regulations."

Honourariums are for compensating volunteers who meet minimum criteria for out of pocket expenses, nothing more, nothing less. GA's review of the various department's procedures and protocols to determine how much an individual will be entitled to receive for any given fiscal year, some of those policies and procedures do not necessarily comply with the intent of or definition of honourarium as defined by provincial and federal regulations.

Examples:

- A fire department has a travel and meal policy in addition an honourarium policy
- Bonus payment based upon size and type of vehicle being operated by a volunteer.
- Active firefighters in one department can earn extra credits (points) depending on how long the incident is in duration and they remain on scene. The points turn into a dollar value.
- Honourarium bonuses for attendance at certain types of department functions other than those outlined in the regulations.
- Honourariums plus position pay based upon rank

Honourarium Complexities

Given the many differences in roles, positions, duties and responsibilities as well as expectations across the many fire stations, creates many challenges. There are a number of factors that need to be considered in defining and developing a fair and equitable Regional Volunteer Fire Service Honourarium Program that complies with the intent of the CRA and Provincial regulations such as:

- Position Role and Responsibilities
- On Call periods

- In House Training
- Out of Municipality Training
- Fire Department Related Communication meetings (i.e. not Society related)
- Public Events
- Fund Raising
- Committee service
- Use of Personal Vehicle for Emergency response and station activities.
- Part time department employees who also serve as volunteers
- Manageability of the program
- Municipal Affordability.
- Provincial rules
- Federal CRA rules

Municipality of West Hants Honourarium Policy

West Hants Fire and Emergency Services Policy COGE-007-00 establishes the funding of an Honourarium Program for Registered providers. The above policy was approved by Municipal Council October 2018.

Section 19, page 14/15 of the policy address Honourariums and states:

> "An honorarium is a voluntary payment that is given to an Active Volunteer for **services** for which fees are not legally required". (Note: Honourariums for volunteer firefighters by definition and regulations **cannot** be paid for services).
>
> a) The Municipality shall establish and fund annual honorarium budgets for each Registered Service Provider. The method of distribution of a Registered Service Provider's annual honorarium allotment shall be established by the Registered Service Provider, who may, based on funds from sources other than the Municipality being available to fund it, award an honorarium greater than the total value of the amount awarded by Council.
> b) Registered Service Providers agree to comply with all applicable income tax requirements in the distribution of the honorarium to individual personnel."

The policy attempts to recognize fire and emergency services responders for their contribution of time and expenses towards protecting the municipality by establishing a fund and requiring the registered providers to comply with Canadian Revenue Agency requirements for the issuing of T4s.

The policy although admirable, has some short comings. The policy has actually established a means for affluent registered providers to provide a higher honourarium payout then other providers across the municipality. The policy does not establish criteria for honourarium payments, permitting variances in volunteer honourarium payment across the municipality for the same level of commitment.

The policy does not provide direction as to the method of payment nor any procedures for tracking and accounting for monies received and paid out by the registered provider.

Issues pertaining to Honourariums were aired during some of the meetings held with the firefighters across the region as a contentious item.

The Municipality's policy requires an amendment as to the purpose of the honourarium as Honourariums by federal and provincial regulations are for expenses incurred not for services.

Nova Scotia Volunteer Firefighter Tax Credit

The Nova Scotia Department of Finance and Treasury Board provides a five-hundred-dollar provincial Tax credit for eligible volunteer firefighters. To be eligible the individual had to serve a minimum of six months within the taxation year, attended 20% each of all training, emergency calls and meetings. And have **not received** any payments (salary, wages, compensation or anything in lieu of salary) outside of reasonable reimbursements or allowances for expenses, in respect of firefighting or ground search and rescue services.

The department Fire Chief must complete the required forms and submit by January 31 of each year. On the form it asks the question did the volunteer receive any compensation, if the volunteer received any honourarium, then the answer is "YES". In addition, the volunteer firefighter also qualifies for vehicle registration cost exemption.

In Canada, honoraria are considered salary and thus, taxable income under the *Income Tax Act*. In the case where a gift is substituted for honorarium (gift in lieu of money), it is still classified as a taxable benefit by Canada Revenue Agency. These rules must be taken into consideration in creating an honourarium program.

Emergency Services Volunteers - CRA

Under the Income Tax Act, a government, municipality, or public authority may exclude reporting as income up to $1,000 from amounts paid to any of the following individuals:

- volunteer firefighters
- volunteer ambulance technicians
- emergency service volunteers who help in the search or rescue of individuals, or in other emergency situations and disasters

The $1,000 exemption only applies if the amount paid for the duties that the individual performs is a nominal amount compared with what it would have cost in the same circumstances to have the same duties performed by a regular full-time or part-time individual.

The $1,000 exemption does not apply if the individual was employed in the year by the **same** public authority for the same or similar duties (such as a full-time firefighter who, from time to time, acts as a volunteer firefighter or rescue worker for their employer), or a part-time station maintenance person who is also a volunteer firefighters for that same organization.

Individuals who receive a T4 slip may also qualify for the volunteer firefighters' tax credit or the search and rescue volunteers' tax credit. When eligible individuals file their income tax and benefit return, they can choose to either receive an income exemption or claim a tax credit.

Honourarium – Canadian Revenue Agency Rules.

A volunteer fire fighter is eligible (in addition to the provincial tax credit) to claim $3,000 for the volunteer firefighters' amount (VFA) or the search and rescue volunteers' amount (SRVA), but not both, if the volunteer meets all of the following conditions:

- A person was a volunteer firefighter or a search and rescue volunteer during the year.
- They completed at least **200 hours** of eligible volunteer firefighting services or eligible search and rescue volunteer services in the year.

The volunteer firefighter can combine the hours they volunteered for both search and rescue and firefighter activities to claim either the VFA or the SRVA. However, if you were also employed by the same organization, other than as a volunteer, for the same or similar duties, you cannot

include any hours related to that organization in determining if you have met the 200-hour threshold.

Eligible services

Eligible volunteer firefighting services with a fire department include:

- responding to and being on call for firefighting and related emergency calls as a firefighter
- attending meetings held by the fire department
- participating in required training related to preventing or suppressing fires

Pensionable and Insurable Rescue or Volunteer Firefighter Income

The Canada Revenue Agency has rules that specify when income earned from search and rescue or volunteer firefighting organizations is pensionable or insurable. As a general rule, volunteer firefighters are not employees and would not be considered engaged in insurable or pensionable employment. If, however, the volunteer is being paid to perform services, the firefighter would not be considered a volunteer.

Regional Honourarium Program Recommendations

GA recommends that the new Regional Municipality strike a committee of the appropriate fire service and municipal personnel, including finance personnel, to establish a fair, equitable and affordable honourarium program across the region. The program should meet the following points;

1. The objective is to promote an active volunteer program and appropriately recognize the service through the honourarium.
2. The program should be applied to the volunteer firefighters who have reached the Age of Majority for the Province of Nova Scotia, and who are eligible for renumeration.
3. The program should establish participation standards for attendance at training, emergency incidents, and department operational communication meetings (i.e. not Society business or other meetings).
4. The program should develop an annual honourarium base amount for each volunteer within the organization regardless of position and regardless of incident volumes of that station, then further identify and define what is reasonable bonuses based upon position, and services (e.g. emergency responses) provided by the volunteer.
5. Procedures for the distribution and payment should also be established, especially surrounding payment method, i.e. individual cheques and the issuance of T4s by the municipality.

Honourarium Conclusion

The original intent of the honourarium was to replace expenses incurred by the volunteer in their performing of a volunteer service. Over the many years it has grown into renumeration for volunteer services provided; which is not in compliance with current federal and provincial regulations. It can be used as a tool for recruitment and retention, unfortunately if not managed properly it can become a source of frustration and discontent. Volunteers for the most part accept they do not get paid for service. However, like most employees in a work place they want to be treated fairly and equitably.

The challenge for the municipality is to ensure that the program is fair and recognizes equal contributions by all, and meets the requirements of both the Provincial and Federal legislation and policies.

FIRE SERVICE PROMOTIONS

According to General Colin Powell,[12] "*Ultimately, it is people-not plans, systems, structures, or budgets-who make the difference between organizational success and organizational failure*". For this reason, it is important that fire departments take the time to identify reliable and valid processes to select personnel for promotion; processes that will help ensure the most qualified person meeting the needs of the organization effectively is chosen.

In general, promotion practices in the volunteer fire service can be contentious and are often based on ancient practices. In the context of modern expectation of fairness and promotional competence, there can be some glaring gaps between existing practice and good HR policy/practice.

Fire Lieutenants and Fire Captains probably have more influence on retention, morale of the fire volunteers, and cost reduction than any other group or position within the fire station.

Being a front-line volunteer fire officer is one of the most difficult, demanding, and challenging jobs in any organization. It is also very rewarding even at the first level; a supervisor must be able to think and act in terms of the total system of operation. This includes defining and assigning priorities, planning and organizing, and programming and coordinating the operating tasks of a department so that the objectives of both the department and the community as a whole are achieved.

The front-line fire officer must excel in interpersonal skills. More and more, the trend is for volunteers to be a heterogeneous group of individuals, many of whom are not especially dedicated to their jobs, or their departments. Handling the variety of attitudes and values in this multiple-generation base has become extremely difficult.

It is the front-line fire officer who must cope with volunteers face to face and day to day. Being able to communicate effectively is vital. Being able to work with people is the most important characteristic a front-line fire officer can have.

[12] Harari, O (2002). The Leadership Secrets of Colin Powell. New York, NY: Mc Graw-Hill, p.24

Frontline officers must have technical competence in their role. Frontline officers must be able to themselves perform the specific tasks they ask their assigned personnel to do, and must understand the equipment used.

Having good technical skills allows supervisors to deal with the many challenges that firefighters face in accomplishing their assigned objectives/tasks, and facilitates their ability to mentor and train their subordinates.

A fire officer is always accountable and responsible for the outcomes associated with the assigned tasks and roles of the position. There are various fire officer ranks, and the main difference between them is the amount of accountability and responsibility as well as the expected technical competence.

For a specific example; a fire lieutenant (which is the entry level officer position) is a front-line and hands-on fire officer. Lieutenants are required to have good technical competence in operating forceable-entry tools (axe, sledge hammer, Haligan bar, power saws, etc.). He/she is responsible for mentoring and training the crew members to also have effective forceable-entry skills, and to work successfully together as a team; such that they achieve assigned or needed objectives.

On the other hand, the Fire Chief, who no doubt had good hands-on skills at one time when he was a Lieutenant, is no longer expected to maintain his/her task skills in this particular area. However, the Fire Chief does have a part to play in forceable-entry. It is the Fire Chief's responsibility to ensure that the Lieutenant and her/his crew have the required tools to achieve forceable-entry and to ensure that the rules of engagement (e.g. as to when forceable-entry is appropriate) are developed and clear to everyone in the fire department, and to address when the rules are violated. The Fire Chief is accountable for the service being provided. He is responsible for ensuring that the fire service operates within best practices and that it meets public expectations.

Review of current Practices

Following is a high-level overview of current promotional practices within the region. It should be noted that entire details of each department's process are not included in the overview. However, terms of office, eligibility and qualification criteria are different for each department.

Summerville Volunteer Fire Department:

Summerville has a subjective annual process where a nominating committee receives attendance and credential records of all members, and presents a selection of nominees for the general membership to vote on. If during the year there is a vacancy it will be filled by special resolution of the membership. If there is no nomination the chair (Fire Chief) may appoint.

Brooklyn Volunteer Fire Department:

Brooklyn chiefs and front-line officers are appointed subject to an application and interview by the Society's executive committee. Each position has a set service term and perquisite of qualifications required to be met before a candidate is eligible to submit their application.

Windsor Fire Department:

Windsor chief and front-line officers are appointed subject to an application and interview process. Each position has a set service term and prerequisite of qualifications required to be met before a candidate is eligible to submit their application.

Hantsport Fire Department:

The chief officers are elected every two years. The front-line officers, Captains and Lieutenants are appointed by the Chief officers, subject to eligibility and qualification criteria.

Promotion Recommendations

There are a number of agencies, associations and organizations that provide qualification recommendations for each of the positions within a fire department. These recommendations are general in nature in an attempt to cover a broad spectrum of communities and fire service

organizations. The base line for any trained firefighter is NFPA-1001,[13] Level I. For fire officers it is NFPA-1021.[14]

The Fire Services Association of Nova Scotia has produced a set of recommendations for various volunteer firefighter and officer qualifications according to position within the department. These standards reference NFPA-1001 Level I, and indirectly several other NFPA standards since available training is through the Nova Scotia Firefighters School which trains to NFPA standards.

The following recommendations are based upon an organization having separate and identified Incident Safety and Health and Safety officer positions as well as the usual line officers. It is in accordance with the general theme of current practices within the region. The recommended qualifications standardized across the many stations has many benefits for the organization, not only in knowing the volunteers of similar rank regardless of station can fulfill the same position at another station or at an incident in time of need.

KSAs

Any and all training has three basic components comprised of Knowledge, Skills and Abilities (KSA). Any person who attends a quality training program will attain Knowledge and Skills; Abilities will be attained to a degree. However, abilities require as the fire term suggests *"Time In"*, in other words experience. Certain positions regardless of the training and education received will require a certain amount of time-in, and experiences to be able to fulfill the mandate of the position. Thus, the reason for years of service requirements for the certain positions. Typically, the higher the position the more time-in is required.

Incumbents

If the recommendations are accepted, the incumbents who may not meet all of the qualifications in their current position should remain in their current position until their current term expires or until such time as there are candidates available that meet the minimum eligibility and

[13] National Fire Protection Association; NFPA-1001, Standard for Fire Fighter Professional Qualifications

[14] National Fire Protection Association; NFPA-1021, Standard for Fire Officer Professional Qualifications

qualification requirements. Incumbents who do not meet the minimum qualifications should be afforded every opportunity during their remaining term, to acquire any necessary qualifications so as to maintain their position/rank, if they desire to do so.

Recommended Position Qualifications

GA recommends that the following table of qualifications be implemented as a standard baseline for officer promotions in all fire departments in the Region.

Position	**Term (years)**	**Probation Period (years)**	**Min. Years Service Eligibility**	**Minimum Qualifications**
Health and Safety Officer (HSO)[15]	Indefinite	1	4	- Have thorough knowledge of the NFPA standard on Fire Department Occupational Safety, Health, and Wellness Program (NFPA-1500) - Familiarity with NS OH&S regulations (training by recognized provider)
Incident Safety Officer (ISO)	2	1	Minimum 1 term as a Fire Captain	- Pro Board-Certified Fire Safety Officer as per NFPA-1521 - Completed Fire Officer Level II (NFPA-1021 qualified) - Incident Command, ICS 200 (NSFS course 4042) - All the requirements of a Fire Captain
Fire Lieutenant	2	1	Minimum 4 years as a FF	- MFR (EHS recognized program) - Incident Command, ICS 100 (NSFS course 4041) - Managing Company Tactical Operations (NSFS course 4030) - Any requirements of a firefighter for the district station assigned - NFPA-1001 Level I with NFPA-1072 Haz Mat Ops sect. 6.2 & 6.6 (NSFS courses 1001-1023) - Level II FF by end of term (NFPA-1001 qualified) - Fire Officer Level I by end of term (NFPA-102 qualified) - Fire Service Instructor Level I, by end of term (NFPA-1041, qualified)
Fire Captain	2	1	Minimum 1 term as a Lieutenant	- Certified Fire Service Instructor Level I - Fire Officer Level I - Fire Investigation Fundamentals (NSFS course 3200) - ICS 200 (NSFS course 4042) - Any requirements of a firefighter for the district station assigned - Completed Fire Officer Level II by end of term (NFPA-1021 qualified)
Deputy District Fire Chief	3	1	1 term as a Fire Captain in the respective District Station	- All qualifications of a Fire Captain - Completed FMO Course on Roles and Responsibilities of a Local Assistant to the Fire Marshal - Risk Hazard Analysis - Individual communications skills course - Respect in the Workplace course (corporate HR course) - Fire Service Personnel Leadership course - ICS 300 by end of term - NFPA-1021 Fire Officer II (NSFS course 4060) by end of term
District Fire Chief	3	1	1 Term as a Deputy in the Regional fire service	- All of the requirements of the District Deputy Fire Chief - Certified Fire and Explosion Investigator, CFEI (current) - Budgeting (corporate Finance training) - Dalhousie University Certificate in Fire Service Leadership - Strategic planning (corporate management training) - Risk Management (corporate management training)

[15] As per the NS fire Services OHS Guide of 2003, this is an appointed position by the District fire Chief. However, the recommendations listed in the table above are guidance to the District Fire Chief in their selection of the HSO.

Recommended Promotional Process

GA recommends the following promotional process.

- Annually the promotional cycle for all districts shall be completed by December 01 of each calendar year.
- The process should commence with each District Station adhering to the annual completion date and their respective Bylaws/procedures for the establishment of a nominating committee(s).
- The committee should complete their internal processes in the developing of a promotional list each year for the filling of fifty per cent of the Lieutenants, Fire Captains and Incident Safety officer positions based upon the incumbent's term; i.e. staggered terms for each rank category. For the Deputy District Chiefs and the District Fire Chiefs this too should be staggered on a three (3) year cycle.
- All Candidates under consideration by the District committees, should produce a current driver abstract, a criminal/vulnerability background check, a medical health report, and proof of qualifications, all as part of the selection process.
- Once the District has completed their process for the positions of Incident Safety Officer, Lieutenant, and Captain, the list with Candidate qualifications should be submitted to the District Fire Chief who will review the Candidates with the Director of Public Safety/Fire Chief (DPS), before proceeding to interview the Candidates.
- The District Fire Chief should seek the agreement of the DPS before offering any position to a selected Candidate.
- Successful Candidates will be notified in writing by the DPS/FC and will commence their duties effective January 01 of the next calendar year.

For the positions of District Deputy Chief and District Fire Chief, the entire process should commence one month earlier than the other ranks process, so that the new chief officers can participate in the selection process of lower ranks.

- Candidates recommended by the nomination committee(s) should be submitted to the DPS/FC, who will meet with the committee to review the process and qualifications, including previous experience.
- Once the Candidates are selected by the DPS/FC, they should be notified in writing by the DPS/FC and will commence their duties effective January 01 of the next calendar year.

GA recommends that performance evaluations be done by the immediate supervisor annually.

- Captain and Lieutenant evaluations should be performed by the District Deputy & the evaluation confirmed by the District Fire Chief.
- The ISO and HSO should be reviewed by the District Deputy Chief and the evaluation confirmed by the District Fire Chief.
- The Deputy District Chief should be reviewed by the District Fire Chief and confirmed by the Director of Public Safety/Fire Chief (DPS).

- The District Fire Chief should be reviewed by the DPS.

DPS/Fire Chief has the authority to remove any officer from any position for cause and with due process in accordance with Corporate HR procedure and process.

HEALTH AND SAFETY POLICIES REVIEW.

Introduction

A review of Health and Safety Policies was asked to be conducted as part of the Fire Service Review contract. The basis for the review was the Nova Scotia *Occupational Health and Safety Act* and associated Regulations along with the Nova Scotia Fire Services Occupational Health & Safety Reference Guide; which is based upon NFPA-1500 *Standard on Fire Department Occupational Safety and Health Program*.

A fire service safety program is mission critical to any organization, even more critical for the fire service. Any injury that involves lost time for a volunteer or even death is costly not only in financial terms, and quality of life but the possible degradation of department morale and the negative psychological impact on members of the department and the community. A fire service safety program includes two distinct functions, a staff function, "*Occupational Health and Safety* and a Line function "*Incident Safety Officer.*" Although these roles have safety as their base responsibility, the roles have very different responsibilities and skill sets.

The objective and goals of any fire service safety program is to identify problems in wait and develop methods, procedures, and control measures to address prevention, then train personnel in those measures to lessen the risk to all department members and ultimately the municipality.

The Review

There are no less than ten (10) NFPA standards addressing firefighter safety. This review focused on only two of those standards NFPA-1500; *Standard on Fire Department Occupational Safety and Health Program* and NFPA-1521; *Standard for Fire Department Safety Officer*.

In addition to reviewing the provided fire department procedures and operating guidelines, two surveys were used covering eight (8) targeted subject areas, including 44 topics.

Targeted subject areas included:

- Occupational Health & Safety officers, numbers of, and qualifications
- Incident Safety Officers numbers of, and qualifications

- Emergency response vehicles
- Targeted fire equipment, i.e. ladders and hose
- Personal Protective Ensembles (PPE)
- Rescue rope
- Respiratory Protection (SCBA)
- Fire extinguishers

Based upon the survey results; regionally the compliance-average was 71%.

Firefighter Rehabilitation

In an additional area, the review of the provided departments' standard operating procedures, guidelines, policies and administration procedures, showed no reference to firefighter rehabilitation either at the emergency scene or in training exercises. (Rehabilitation was not specifically included in the safety survey).

As part of firefighters' health and wellbeing there is a need during emergency operations and training exercises to monitor their physical condition. This is normally done to help identify any issues that may lead to serious medical conditions that would require medical attention, or even worse, hospitalization.

NFPA-1584; *Standard on the Rehabilitation Process for Members During Emergency Operations and Training Exercises*, establishes protocols and requirements for emergency responder at scene rehabilitation. The NFPA Standard identifies rehabilitation preparedness, criteria for rehabilitation area responsibilities and characteristics, and outlines the procedures for emergency scene and training rehabilitation.

GA recommends that standard operating procedures/guidelines (SOP/Gs) be developed that outline a systematic approach for the rehabilitation of members operating at incidents and training exercises; in accordance with NFPA-1584. The procedures need to address cooling and warming, medical monitoring, Emergency Medical Care, member accountability, and documentation.

The Occupational Health and Safety officer and the Incident Safety Officer.

A review of department positions appeared, in some cases, not to differentiate the role of the department Safety Officer into its two safety functions. What is the difference between a fire department Occupational Health and Safety Officer (HSO) and that of the Incident Safety Officer (ISO), which are distinct and separate roles?

Both roles are responsible for identifying risks and putting into place, practices, policies and procedures to prevent injury to fire department personnel. Their roles differ as one position, the ISO is part of an incident Command Team during an incident and addresses acute dangers present during an emergency incident.

ISO ROLE

The role of the ISO is one of a formidable task and includes but not limited to;

- Assists in the development of the Incident Action Plan.
- Conducts ongoing risk assessments.
- Assists in the management of risks at the incident.
- Assists in the development of the Incident Action Plan.
- Co-approves with the Incident Commander the Incident Action Plan.
- Monitors the Incident Action Plan throughout the incident.
- Checks for unsafe acts.
- Checks to unsafe conditions.
- Checks for unsafe behaviours.
- Has authority to alter or terminate operations to prevent injury
- Conducts at scene Accident Investigations
- Prepares documentation for required HSO investigation
- Conducts Posit Incident Analysis

ISO SKILL SET

The ISO position must have the necessary background, training and experience such as,

- Comprehensive knowledge of incident hazards
- Risk management criteria, including what constitutes unacceptable level of risk;

- Ability to apply knowledge of fire behavior and fire dynamics and their impact on conditions, building construction, hazardous energy, reading smoke,
- Experience as a fire ground officer

HSO ROLE

The HSO is responsible for programs and polices relating to chronic illnesses that could result from an event or accumulation of events that can occur prior to and post an emergency incident, or of a training event, or from station conditions. These include exposure to the effects of fire or an environmental incident, or around the fire station. The HSO ensures that proper protocols are carried out as per provincial legislation and best practice standards for certain types of equipment.

The role of the HSO is labour intensive and includes but not limited to;

- Development of and implementation of the OHS organizational risk management plan dealing with chronic issues.
- Identify risks; develop goals, objectives, and action plans to manage those risks; analyze data; perform cost-benefit analysis.
- Develop a plan for the treatment and transport of an injured or ill member.
- Conducts Facilities inspection.
- Develops, implements and manages the organization's Accident prevention program.
- Conducts safety and health investigations.
- Manage the collection and analysis of data related to accidents, occupational deaths, injuries, illnesses, and exposures to infectious agents and communicable diseases.
- Recommend safety-related specifications for fire apparatus and fire equipment, given new or existing fire apparatus and fire equipment specifications.
- Analyzes the fire department health maintenance program and makes recommendations if required.
- Develop, implement and manage the fire department's infection control program.

HSO SKILL SET

The HSO position must have the necessary background and experience in

- Occupational Health and Safety
- Understanding the intent of applicable Acts, regulations and standards
- Ability to assess, classify and determine risks and implement appropriate control measures.
- Ability to identify risks, develop goals, objectives, and action plans to manage those risks; perform cost-benefit analysis; compile and analyze data,

- Ability to conduct investigations and write comprehensive legal reports.
- Ability to manage the collection and analysis of data.

GA recommends that separate roles for ISO and OHS be established at each fire station.

TRAINING, and CERTIFICATION vs QUALIFICATION

Training of ISOs and HSOs as well as the difference between Certification and Qualification and its potential impact on the fire service will be discussed in the Training section of this Fire Services Review report. However in brief, the ISO should be certified, while the HSO should be qualified.

OH&S SUMMARY

A fire services organization strives to improve operational excellence while keeping firefighters and the community safe. If the organization is relying on inconsistent, out-of-date or incomplete policies for guidance, then the organization is at increased risk of experiencing an adverse event, and the potential for significant legal liability, and specifically in the area of OH&S there is a possibility of the laying of criminal charges.

It is the utmost importance to ensure that the regulations and standards for personnel safety and the maintenance of fire equipment are adhered to.

GA recommends that; as required by regulations and standards that an official written occupational safety, health, and wellness policy be developed for the Regional Fire Services that that identifies specific goals and objectives;

- The prevention and elimination of accidents and occupational injuries,
- The management of exposure to communicable diseases,
- The management of exposure to products of combustion (carcinogens, fireground contaminants, and other incident-related health hazards),
- The elimination of preventable illnesses, and fatalities.

This policy must be in compliance with and meet the intent of applicable regulations and applicable best practice standards. The situation for volunteer firefighters vis-à-vis the applicability of the *Occupational Health and Safety Act* and Regulations in Nova Scotia is

currently in flux. However, the general duty clause (§13) of the *Act* clearly lays out an employers' responsibility towards everyone when it states "*Every employer shall take every precaution that is reasonable in the circumstances to…ensure the health and safety of persons at or near the workplace…*" This provision clearly includes volunteer firefighters, and this was confirmed by NS's Occupational Health and Safety Division.

There are ample best practices and standards to demonstrate what these precautions should be for volunteer firefighters, including the provincial government's own *Occupational Health and Safety Reference Guide* developed for the Nova Scotia Fire Services. A failure to follow these clear directions could have serious consequences.

GA recommends that the fire service evaluate the effectiveness of the occupational safety, health, and wellness program at least once every 3 years and submit an audited report of the findings to the DPS/FC and corporate CAO.

Overall the current fire departments are managing health and safety fairly well but there are a number of areas that require further review, positive action, and corporate assistance.

PROFESSIONAL QUALIFICATIONS AND STANDARDS (TRAINING)

Training Principles

The Reginal Fire Services Review was requested to look into professional qualifications and training standards; more specifically to assess standards of existing department personnel in order to determine current and future training needs (gaps), and with consideration to documentation requirements, and succession planning.

Training and Learning

What is the difference between Training and Learning?

Albert Einstein once said, "Education is not about learning of the facts, but the training of the mind to think."

According to TalentLMS;[16]

> *"It's important to understand the difference between learning and training. Both assist in leading individuals into expected performances. Of course, they are **inextricably linked**, but they are **unique aspects of any educational process**. Training is the giving of information and knowledge, through speech, the written word, or other methods of demonstration in a manner that instructs the trainee. Learning is the process of absorbing that information in order to increase skills and abilities and make use of it under a variety of contexts.*
>
> *Whatever the goals, the quality of the learning will rely largely on the quality of the training, and so the role of trainer is very important as it can have a huge effect on the outcome of learning for the student.*
>
> *The Characteristics of Learning*
>
> *As mentioned above, learning is the process of absorbing information and retaining it with the goal of increasing skills and abilities in order to achieve goals – but it's more than that. Learning is what we go through when we want to be equipped for non-specific and unexpected situations; and the two are not mutually exclusive. While you*

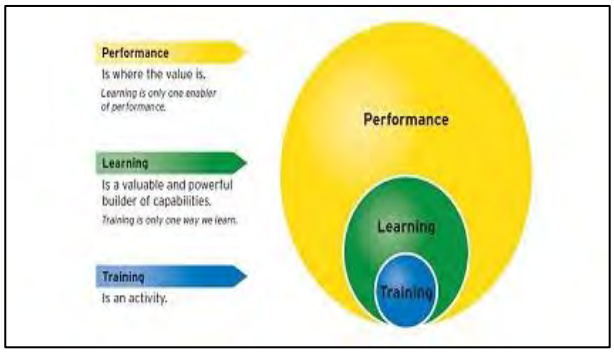
[16] https://www.talentlms.com/elearning/learning-vs-training

do learn to do something specific, you are also inadvertently equipped with the knowledge and/or skills to face future challenges. In essence, ***learning is all about equipping a person to tackle not just today's issues, but preparing him/her to creatively come up with ways to tackle tomorrow's issues****.*

The Characteristics of Training

Training, on the other hand, ***focuses more on the development of new skills or skill sets that will be used****. Training is the process each new employee goes through when joining a new organization to learn how to carry out the day-to-day operations, know how their department works and how job-specific tools operate in order to carry out their responsibilities. In essence, through training, we are not looking to reshape the behavior of an individual rather the point is to teach the employee or learner how things are done so that they can then carry out a process on their own."*

In summary; Training is how to do something and is also for compliance purposes. Learning is understanding the; knowing how, experience, and the why. The desired outcome is improved Performance. The accompanying diagram[17] shows this very well.



Fire Service Needs

The fire service needs both training and learning, as they complement each other. Certain aspects of the firefighter's role will require more on the training equation than that of learning; i.e. the things they need to do even if they do not fully understand why. Other skill sets, depending upon the fire service role, will rely more heavily on learning; i.e. the ability of apply skills to new situations. But all fire service job functions and skill sets require a little of both to enable the firefighter to fulfill their mandate and community expectations. The community expectations, (regardless of whether the firefighters is career or volunteer), are that a professionally trained and qualified person will attend to their emergency.

The fire service needs to be risk averse. In the fire service, whether career or volunteer, training is required to minimize the fire service's, and by vicarious liability the municipality's, exposure

[17] Dr. Rhonda Dubec, 2019, ePost to Lakehead University Teaching Commons

to possible civil litigation. Certain types of training are specifically designed and needed to minimize the risk to workers and the organization in terms of accidents, safety code violations, lawsuits and citizen complaints. In today's modern environment, organizations require diversity training, training about sexual harassment, workplace safety training, customer/taxpayer service training, and other quality initiatives can all help develop better work environments and services while minimizing any hazards along the way.

Traditionally fire service personnel trained only on how to respond, to emergencies, operate, and maintain equipment. Now they must have the required skill sets to write training syllabus, policies, procedures, reports, and to read, understand, and develop complex budgets and financial reports. In some roles to read and understand legislation and legal documents.

Fire Service Qualifications versus Certifications

Credential Creep is a term that means a tendency over time to focus on credentials which in turn leads to an inflation of minimum requirements for a specific task. This is pervasive in the health care industry and has been creeping into the fire service for years. A mass move towards certification requirements has led to significant business opportunities for institutions and private organizations. The move towards certifications are arising in part as a result of litigation against the fire service; i.e. the focus on proven qualifications.

To maintain and retain volunteer firefighters who in today's society are often working more than one jobs to make ends meet, and are raising families is a challenge. The competing needs amongst school, sporting, church activities, and competition with other community volunteer organizations, who do not have the same levels of demands on personal time as the fire department increases the challenge to maintain qualified, not alone certified, community minded volunteers.

If a volunteer knows how to operate a pump, then he/she knows how to operate a pump. In a volunteer world what is the difference whether they are qualified or certified? As long as they have been trained to the standards of pump operation and tested to the Job Performance Requirements (JPRs) of pump operation, and there are standardized records of training, and there is continuous training to maintain skills, there should be no issue.

During GA's stakeholder meetings the issue surrounding qualification versus certification was raised numerous times. The concern was the extra time and costs for certification. To assist in making a decision on which level of training should be accepted by the Region's fire services, i.e. whether all volunteer emergency services courses should be certified, or not, is the answer to the question "*is certification really required and what is the beneficial difference between qualification and certification to the organization?*"

Within the fire service there are two certifying and accreditation bodies, Pro Board® and The International Fire Service Accreditation Congress (IFSAC). IFSAC is a not-for-profit, peer-driven, self-governing system of both fire service certifying entities. The IFSAC Certificate Assembly provides accreditation to entities that certify the competency of and issue certificates to individuals who pass examinations based on National Fire Protection Association (NFPA) fire service professional qualifications, and other standards approved by the Assembly. The accreditation is made at the provincial, federal government, or territorial level for fire fighter certification programs. The IFSAC Certificate Assembly accredits the certification (examination) process of certifying entities. This includes evaluation of various elements of knowledge (written) and practical skills examinations,

Pro Board Accredits those public sector organizations (generally governmental or educational) that certify emergency services responders against the requirements of the Standards of the National Professional Qualifications System. Those Standards are promulgated by the NFPA. They do not accredit training systems, programs, or curriculum. Their focus is directed at the testing process used by an eligible agency. They do not accredit for profit companies or concerns. Pro Board accredits organizations that use the NFPA professional qualification standards.

WHAT ARE THE BENEFITS OF CERTIFICATION?

Professionalism has long been a goal sought by members of the fire service. It has only been within the past 25 years that a system has evolved to produce national professional qualifications standards that an agency can use to establish performance measures for personnel. Agencies that achieve either IFSAC or Pro Board accreditation are recognized as having met the rigors of

review by an independent organization. This third-party independent review is the best way to assure firefighters and governance bodies that the agency's program meets the national standards.

The term "*Professional*" does not differentiate between career or volunteer, it refers to a person formally certified by a professional body of belonging to a specific profession by virtue of having completed a required course of studies and/or practice; whose competence can usually be measured against an established set of standards.

WHAT IS CERTIFICATION?

Certification is a voluntary program administered by a non-governmental organization. Depending upon the subject It grants the use of a credential to individuals for a specific period of time. Certification is available to those who meet predetermined and standardized criteria for knowledge, skills, or competencies. Testing is by a third party. Depending on the field of study, recertification after a prescribed period of time may be required.

WHAT IS QUALIFICATION?

Qualification is awarded for achievement of a narrow body of knowledge with very specific learning objectives. This type of program often takes the form of a classroom learning experience and some practical exercises, followed by an assessment to determine if the desired learning goals and objectives for the training have been met. Testing is typically administered by the course instructor or course agency. Qualifications typically have no recertification component.

WHAT IS TRAINED TO?

"*Trained to*" is a term in the fire service the means an instructor in a specific subject has trained students to a certain standard. However, there was no method of ensuring the students in attendance acquired the specific knowledge or skills of that standard, or associated with the course attended. In other words, there was no testing or validation that either the instructor provided the required information or that the student absorbed or acquired the taught knowledge and skills. The student ends up with, basically, a certificate or record of attendance.

Certification Needs

The Review required the fire departments to provide current training records and to complete a training survey indicating the various training received by its members; identifying whether the training was a qualification or a certification. Unfortunately, as a result of lacking and conflicting data, the review was not able to verify results. However, even though meaningful analytics was problematic, it was obvious training was conducted across the region in several areas.

The second part of the Review was to determine what training courses needed to be certified if any. As a result of previous fire industry litigations and the potential for litigation and the need for stringent technical knowledge, it has been determined that there are four (4) identified fire service positions that require certification;

- Training Officers,
- Fire Department Incident Safety Officers, and
- Fire Inspector
- Fire Investigators.

The following certification courses are available through the Nova Scotia Firefighters School, who are able to provide the training locally within the Region.

- Fire Inspector I NFPA-1031
- Fire Investigator NFPA-1033
- Fire Instructor I & II NFPA-1041

Unfortunately, the Incident Safety Officer certification is not available in eastern Canada. There are a number of locations throughout the United States, the most notable being the Fire Department Safety Officer Association programs, in New York.

For individuals interested in becoming a fire inspector or investigator, the Fire Prevention Officers Association of British Columbia offer a Pro Board certification 100% on line program that is available to fire personnel all across Canada. The written and practical exams are conducted by Trained Evaluators across Canada.

A review of the fire service needs, and skill sets required for those needs, may reveal that there are positions that do not require young, physically fit, gung-ho individuals. Positions such as Public Education, administration, radio operators, traffic control persons, occupational health and safety opportunities, truck drivers. There may be seniors who are looking to keep active and are willing to provide some time to a volunteer organization with previous skill sets and experience that can fill a void within the organization.

Traditionally, the majority of volunteer fire services required any and all members of their respective departments to be firefighters, who were trained in additional services offered by the department. This means answering the question, *"Do all volunteer fire department members have to be fire trained"?* The answer is no.

Volunteer fire departments do need the majority of their membership to be fire trained so as to be able to deliver the department's core services; responding to, rescuing people from and extinguishing fires.

Qualification Needs

What types of functions/positions are required at the scene of a structure fire that are required to be firefighter qualified?

- Firefighters
- Fire Officers
- Incident Safety Officer
- Accountability Officer
- Incident Commander

What are some of the functions/positions that are required at the scene of a structure fire that ***do not*** need to be a trained firefighter?

- Apparatus Driver/operator
- Air/SCBA support person
- Command Post - radio communicator/scribe
- Firefighter rehabilitation support personnel
- EMS
- Traffic Safety Control

- Logistics

What are some of the other types of emergency services that some fire departments provide that ***do not*** require volunteer members to be firefighter trained?

- Water rescue, (Boat enthusiasts, SCUBA Drivers)
- Ice Rescue
- High angle rescue service
- Medical First Responders

Additional non-emergency Staff functions in which volunteers do not need to be firefighter trained but could be most beneficial to the fire department.

- Administration, Mgt of Records (data) and reports, budget, inter-government relations)
- Fire Prevention (fire-safety education, fire-investigation, fire-inspection/enforcement)
- Maintenance
- Communications
- Research & Planning
- Community Relations/Public Information
- Financial Management
- Personnel Management

Regardless of the function/role of the volunteer, all volunteers will require specific subject/service training, skills maintenance, and fire department orientation. All persons in their specifically assigned role will need to trained and qualified for their assigned role. However, taking the specific assigned role approach to training and learning, some of the traditional basic firefighting courses would not be required and thus make more effective use of allotted training funds and perhaps aid in department recruitment.

Observations

Documentation

The first observation related to the review of Professional Qualification and Standards is the lack of appropriate training documentation. The training records that were provided and the training survey data, proved to be challenging in that there were variations and discrepancies. This resulted in the inability to conduct a proper and thorough analytical review.

GA recommends acquiring a proper records management system (RMS). If related recommendations throughout this report are accepted, then an RMS training module adhering to NFPA-1401; *Recommended Practice for Fire Service Training Reports and Records* can be acquired as part of an overall Records Management System.

The Municipality of West Hants as part of their Fire Services Policy COGE-0700.00, Dated 2018, provides the basis for a standard training record table. The table only captures one of many required elements required of a proper training record. It is believed this record of training, has more to do with identifying a registered fire department's ability to provide the level of services in the department's Fire Service registration filed with the municipality, than a proper recording and tracking of a department's training program. However, it appears that the form has become the record of choice.

The National Fire Protection Association's standard, requires training reports and records that are comprised of eight (8) sections, totaling thirty-five (35) recording elements.

The majority of required minimal records for training reports and training records can be found in canned Fire Records Management Systems.

Schedule 2A – Example of Training Record Format

Summary of Active Fire Fighters Training Records

			Training (Please check all applicable training)								
Name	Rank	Year of Service	Level I Qualified	Level I Certified	Incident Command	Strategy & Tactics	Fire Safety Officer	Fire Prevention Educator	Fire Investigation	MFR	Other (Specify)

West Hants Training Standards

The Municipality of West Hants as part of their Fire Services Policy COGE-007.00, Dated 2018, provides a *Minimum Service Level Standards Table*. The table lays out what service level is required. Indirectly this forms the basis, to a point, for the required training standards needed to meet the service delivery standard.

This form raises a couple of questions as it relates to training and standards.

WEST HANTS
NOVA SCOTIA

POLICY COGE-007.00

Minimum Service Level Standards Table:

Minimum Service and Level Standards	Per Station	Per Station2	Per Region	Outside Suppor
	Serviced	Unserviced		
Fire - Structure	yes	yes		
Fire - Defensive	yes	yes		
Medical - Reg First Responder (level 4)		yes		
Medical - Medical Assistance (level 1-3,5,6)	yes			
Veh Rescue-Technician	NA	NA		
Veh Rescue Operational	yes	yes		
Veh Rescue Awareness	NA	NA		
Water Rescue - Technician	NA	NA		
Water Rescue Operational	yes	yes		
Water Rescue Awareness	yes	yes		
Ice Rescue Technician	NA	NA		
Ice Rescue Operational	yes	yes		
Ice Rescue Awareness	yes	yes		
Structural/Excavation Collapse Technician				
Structural/Excavation Collapse Operational			1	HRM
Structural/Excavation Collapse Awareness	NA	NA		
High Angle Rescue Technician			1	1
Hig Angle Rescue Operational			1	
High Angle Rescue Awareness	NA	NA	1	
Hax Mat Technician				1
Haz Mat Operational	yes	yes	1	
Haz Mat Awareness	NA	NA		
Ground Search and Rescue Provider	no	no		
Ground Search and Rescue Assistance	yes	yes		

NFPA Standards versus Service Standards Table

As part of the Service Standards Table is the Appendix A, Definitions. In the definition section it makes references to a few NFPA standards and editions of those particular standards. Some of the standards refenced have had several updates from the year referenced in the policy. One referenced standard edition is 1995, making the edition out of date by twenty-four years.

Examples:

- NFPA-472; Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents, 1997 edition; the Current Edition is 2018.
- NFPA-1983; Standard on Fire Life Safety Rope and System Components 1995 edition. The Current is 2017
- NFPA-1670; Standard on Operations and Training for Technical Search and Rescue Incidents. No version referenced, the most current is 2017.

Other notable observations include the fact that within the policy it makes reference to various specialized rescue services, such as ice rescue and water rescue. The table references NFPA-1670 as noted above. This standard provides outlines as an aid to the user of the standard in developing training for personnel who will be involved in the various levels of the search and rescue disciplines. The standard it is not a competency standard, it is an operational methods standard. The competency Standard that should be referenced is NFPA-1006; *Standard for Technical Rescue Personnel Professional Qualifications*, 2017 edition.

The Service Standards table provides levels of service/training for various specialized services and makes reference to an appropriate level of training for that service based upon NFPA training levels. NFPA levels of competency are hierarchical, meaning you shall be trained and qualified in the very basic level, (Awareness) before you are eligible to move up to the next level (Operations) and you shall be trained in the Operations level before one can move onward to the Technician level.

What is interesting in the COGE-007 policy is that in the table, for some services, Awareness level and Operations level are required but for other services only Operations level is required and Awareness level is marked "*Not Applicable*." Referencing the previous paragraph, Awareness level is required before one is eligible to acquire an Operational level qualification or certification.

Haz Mat Operations

In speaking with fire service stakeholders there is much confusion and lack of understanding as it relates to the service and training requirements for Hazardous Materials Operations as identified in the COGE-007 Policy table.

The Policy references NFPA-472; *Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents*, 1997 edition. However, NFPA had already released a new personnel qualifications standard for Haz Mat responses; i.e. NFPA-1072; *Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications*, 2017 edition.

NFPA, in the nineties, amended NFPA-1001 Level I competencies/qualifications/certifications to include skills and knowledge contained within NFPA-1072, Operations (sections 6.2 and 6.6 only). The competencies defined will provide firefighter responders who respond to motor vehicle accidents with the requisite skill sets (as required in the referenced sections) so as to minimize hazards while protecting themselves from potential harm from fluid leaks and spills while wearing only their bunker gear.

Basically, the Haz Mat Operations sections 6.2 and 6.6 requirements provides one with the necessary skills to control fuel spills or anything that can be done in firefighting bunker gear. There is no plugging, no patching skills required as these are required competencies of a full Haz Mat Operational training program. The competencies in 6.2 and 6.6 include product damming, diking, and motor vehicle accident clean up.

Whereas only two sections of the NFPA-1072 training standard are required to complete NFPA-1001 Level I firefighter program, any so called Haz Mat Operation courses solely provided to address sections 6.2 and 6.6 are non-core and non-accredited courses. However, they are required to obtain Firefighter Level I Qualification or Certification. These sections of Haz Mat training do require the participant to obtain either the NFPA-472 or 1072 Awareness level training.

The Nova Scotia Firefighters school's thirty-two-hour Haz Mat Course, for Level I Firefighter includes Awareness Level training as well as Haz Mat Ops Core training which only covers 6.2 and 6.6 sections. The Haz Mat course referenced here does not qualify anyone to be a Core Hazardous Material Responder as per the intent of the NFPA-full 472 or 1072 standards.

Training/Courses Required by Fire Department Position

Due to the mere fact that the Region's firefighters are volunteers and their time commitment is strained, training requirements must be very judicious and only required on a "as needed" basis. Often the term "minimum" is used. This term must be used in the context of the actual training required to meet the need of the skill sets in order to perform the duties and tasks required of the particular volunteer's position and responsibilities within his/her organization.

A basic Level I firefighter qualification course requires a time commitment of 168 hours plus an additional 32 hours for Haz Mat Operations section 6.2 and 6.6 for a total of 200 hours of volunteer time. If the course was spread out over several sixteen (16) hour weekends this would equate to approximately twelve (12) weekends.

Such a time requirement is very onerous for the volunteer recruit. What is a reasonable interval for a volunteer to acquire their Level I firefighter complete with NFPA-1072, Haz Mat Ops section 6.2 and 6.6? If the interval requirement is too restrictive, a department may lose volunteers, if there is too long of a period of time to meet the qualification, standards can change and the ability for the department to meet it needs may not be met if ever.

GA recommends that a three-year period be considered a reasonable period of time for a new recruit to become NFPA-1001 Level I qualified if that recruit aspires to attain a higher rank.

Once a firefighter has obtained their Level I qualification, they are eligible to acquire a Level II firefighter qualification. This training requires an additional commitment of eighty (80) hours or five (5) weekends.

There are a number of agencies, associations and organizations that provide recommendations for each of the positions within a fire department. These recommendations are general in nature in an attempt to cover a broad spectrum of communities and fire service organizations. The base line for any trained firefighter is the Level I.

In addition to the Level I fire fighter qualification, there will be additional training requirements for the volunteer based upon the services and programs offered by the community fire department.

- Vehicle extrication
- Apparatus operator/driver
- Specialized rescue
- Medical First Responder and associated courses i.e. establishing Helicopter landing zones
- Proper Radio Communication Procedures
- DNR Basic Forest Fire Suppression Course

Fire Officer Training

All fire officers, beyond their response skills, should receive training in the management of personnel (soft skills). These skills can be acquired from recognized and authorized personnel/management programs and should be made available to Fire Officers interested in participating in such programs. Most important aspects of their role will be leading and managing volunteers.

Training Challenges

All positions within a fire organization require continuous skill and knowledge retention after initially obtaining their qualifications. This requirement is the mainstay of weekly training sessions for the volunteer fire services.

There are a number of challenges for the local fire service to conduct training which mostly occurs during a two (2) hour session one evening a week. Keeping all of the attendees engaged, especially with members with a wide range in years of experience, is a challenge.

Firefighters, after completing the specific topic KSAs need to focus on team exercises and developing team skills. Engaging experienced firefighters to assist with less experienced personnel (mentoring) can go a long way in personnel and team development and meeting personal satisfaction needs of those involved.

Based upon a years of service survey, (66.6% return rate) the following table is the combined experience of personnel found in the area fire stations.

Years of Service	0-2	3-5	6-10	11-24	25+
Per Centage	12.23%	21.5%	22.56%	25.5%	15.23%

As one can see, the are challenges in meeting the needs of the various levels of experience throughout the group. The challenge is how best to keep everyone interested and engaged.

Another challenge facing the Regional fire stations is that of the various type of department memberships. In particular those that have veteran, veteran driver, mutual-aid multiple fire department memberships.

With veteran memberships, depending upon the station one belongs to, regular training is not a requirement. For veteran drivers their only requirement is to maintain the appropriate class of driver's license.

GA recommends a minimum mandatory training of six (6) hours per quarter to maintain Veteran driver status, plus an annual 8-hour training day. This is required to maintain skill proficiencies and teamwork skills.

Another challenge on the fireground is knowing who has what training and experience. Especially with so called mutual-aid and multiple-station type memberships, how does the incident commander, or others, know what qualifications that personnel on scene have? Of particular importance is who is a qualified firefighter and who is not.

One department uses a different colour helmet to distinguish the variation; which is a costly way to distinguish the differences. Other departments in other jurisdictions use a more cost-effective method and that is the use of different reflective coloured stickers and or letters.

GA recommends that all stations use the same method, specifically to employ the same colour helmets by rank, and standardize on vinyl reflective qualification stickers.

During GA's stakeholder meetings the issue was raised of firefighters travelling long distances to training, especially for those stations that are considered outside the main stream locations where training is held. The issue is the travel time involved especially after a long day at work, and then having to drive a considerable distance to attend training sessions. The issue can be remedied by having more training delivered at these stations or at alternate locations on a weekly basis or develop more in house capabilities.

Training Officers/Instructors.

The responses to GA's survey suggested that regionally there are a total of nine (9) Level I trained instructors. and nine (9) certified Level 1 instructors.

What is interesting is that none of the stations within their bylaws nor their Honourarium program or department rank structure identify a Training Officer/Instructor position.

In some stations training is managed by committee and it appears the majority of training is station oriented.

GA recommends that there be at last one certified Training Instructor (Minimum Level I Instructor) at each of the region's six stations.

Fire Marshal's Local Assistant Training

Each fire department has at least one if not two or more senior positions within the department appointed by the provincial fire marshal as a Local Assistant under the authority of §14.1 of the *Fire Safety Act*. Their role as Local Assistant is to assist in carrying out the provisions of the *Act* and the Fire Code. To ensure the Local Assistants have basic knowledge of their duties and responsibilities the Office of the Fire Marshal provides cost free training. As a result of changes in polices within the OFM and regulations all Local Assistants are required to attend refresher training in 2020.

Training Methodology/Programs

Delivery of training and education in today's world, is many faceted. Today's educational environment encompasses self-study, online programs, instructor lead classroom sessions, attendance at higher learning institutions such as colleges, accredited fire schools etc.

NFPA-1500; *Standard on Fire Department Occupational Safety, Health, and Wellness Program*, 2018 Edition - requires all departments to:

- Prepare and maintain written policies and standard operating procedures that document training requirements,
- Establish and maintain a training, education, and professional development program with a goal of preventing occupational deaths, injuries, and illnesses.
- Provide training, education, and professional development for all department members commensurate with the duties and functions that they are expected to perform.
- Establish training and education programs that provide new members initial training, proficiency opportunities, and a method of skill and knowledge evaluation for duties assigned to the member prior to engaging in emergency operations.
- Develop a recurring proficiency cycle with the goal of preventing skill degradation and potential for injury and death of members.

- Develop and maintain a system to monitor and measure training progress and activities of its members.
- Provide an annual skill check to verify minimum professional qualifications of its members.

In today's environment there are a number of courses available on line including courses that one can lead to certification. The programs still require time commitment for the students. However, depending upon the course or program the student is able to proceed at their own pace and in the comfort of their home, so long as they have a computer and internet.

As stated previously, a good portion of training is conducted in the local fire station delivered by experienced firefighters with a training background. However, due to the nature of the business, field training exercises and out of classroom training experiences are essential to maintain skillsets. It appears that a majority of the training involving live burning occurs at the Nova Scotia Firefighters School in Waverley, Nova Scotia. For the student this involves time away from home and travel.

There are two options to address this issue. One is to develop a centrally located training facility that has the ability for live fire training or the other is to use the fire school's mobile burn unit. Previously there were scheduling issues for booking the mobile burn unit, those issues have now been addressed. The school is also in the midst of acquiring a mobile vehicle burn unit, to provide programs involving live vehicle fire extinguishing techniques.

A centrally located training area for the region is needed to provide many of the practical skill sets required not only for the individual firefighter, but also for team skill sets, and inter-station and mutual-aid departments to practice joint operating procedures and inter-departmental taskings together.

GE recommends that the Region invest in construction of a properly designed, central training facility can meet most of the training needs of the Regional fire service.

GA does not recommend the inclusion of a live fire training facility. Due to the high risk of firefighter injury and liability associated with live burn scenarios, and given the associated costs of building and maintaining a live fire facility (that must be built, maintained and operated in accordance with NFPA-1403; *Standard on Live Fire Evolutions*) and with the availability of the

Fire School's mobile unit to travel to the Windsor – West Hants region, the Region should take advantage of the school's mobile burn units. Use of the mobile burn units will meet the needs of the local fire services, will be more cost effective and reduce risk to the department or municipality.

IN addition, the Nova Scotia Fire School offers a number of non-accredited but free courses at their facility. The courses available (2019) at no charge are as follows:

- Introduction to Haz Mat
- Operations at Haz Mat incidents
- Vehicle Extrication
- Incident Scene Safety Officer
- Emergency Vehicle Driver Training
- Managing Company Tactical Operations
- Emergency Responders Traffic Management Guidelines
- Incident Command System, (ICS 100 & ICS 200).

In conversation with the fire school management, almost any and all courses can be delivered locally. In some cases, they are able to fast-track (i.e. compress) courses based upon need. A fast-track course was delivered to a local department within the last couple of years.

Annual Regional Training Weekend.

GA recommends that an annual 3-day Regional Training Weekend be established and organized on an annual basis. Such a weekend could be rotated annually amongst the six station locations, each playing host in turn.

Another tool in the tool box featured by many departments is organizing and developing an annual three-day training and symposium weekend. Such a weekend can involve invited subject matter experts from outside the area and is an opportunity for all of the regional firefighters to attend classroom plenary educational sessions and also practical exercises. Such opportunities may allow for the testing of large operational procedures such as tanker shuttles or long pumper relays that may have not been practiced for a period of time or practical for a single station to test, and permit (especially) newer members to participate who previously may not have had an opportunity to do so.

These weekends promote camaraderie, allow firefighters to intermix, and expose attendees to new and different trainers/instructors and topics. Such weekends are invaluable in building trust amongst fire services team members as well as an opportunity to meet and know newer members. There is an old fire service metaphor "*It is always better to know your neighbor before you need them*."

Medical First Responder

Medical first responders (MFR) must complete MFR training through one of the EHS approved Medical First Responder training agencies; i.e. St. John Ambulance ($400) or Canadian Red Cross ($499). Anyone who is 19 years of age or older, has successfully completed MFR training by an EHS approved MFR training agency, is a current resident of Nova Scotia, and is associated with an EHS MFR response agency is eligible for this training. Each consecutive year, a fully sponsored EHS MFR agency is entitled to receive partial reimbursement for MFR training of two (2) persons at a maximum rate of $150/person.

MFRs are required over a three-year period to maintain their EHS/MFR competencies. Competency training is available free through the EHS/MFR program. The program has the ability to provide to the department a volunteer paramedic, free of charge, to deliver the required maintenance training locally.

Training Summary

Inadequate or deteriorating knowledge and skills due to improper training, or lack of on-going competency assessment, is an issue with any organization. Successful operations require continuing education and skills enhancement training.

All team members must make a commitment to lifelong learning. Periodic competency assessments foster deeper understanding of skills and encourage individual pride through safely completing operational tasks.

The fire services should research available programs to meet the needs of the department so as to meet the needs of the community and take a cost-effective approach to developing individual and

team Knowledge, Skills and Abilities. A cooperative and collaborative approach with others is always recommended. This promotes standardization amongst the many stations.

Each station should have its own assigned training officer with the responsibility to ensure standards and training needs are being met and to coordinate the training and educational activities with the station's training committee if one exits.

GA recommends that an individual, at least on a part time basis, be hired Regionally (Division Chief) to guide and assist in the development and delivery of Region-wide, standardized, focused, and appropriate training and personnel development to the fire departments and firefighters. If the desire is to have a regional single focused fire operational service, then all associated training must also be singularly focused. For this to occur, a regional-wide program, with homogenous training policies and procedures, with common goals, and common objectives needs to be implemented and managed.

SUCCESSION PLANNING

Succession planning is a process for identifying and developing new leaders who can replace old leaders when they leave, retire, or die. Succession planning increases the availability of experienced and capable employees that are prepared to assume these roles as they become available.

The typical succession planning program is achievable in a full-time work place where certain individuals who are considered potential leaders are targeted and placed on a career development path. In an organization in which the top senior positions (District Fire Chief or District Deputy Chief) and the various officer positions are elected every two or three or so years, by the membership, and where there may be minimum requirements to qualify for the chance of being elected, or in some cases no required qualifications, then succession planning in the true sense of the definition is not really achievable in the traditional sense.

What is achievable is to ensure that the organization has programs in place that provide educational opportunities for those individuals with an interest, at some point in the future, to take on a leadership role. With clearly defined organizational goals, objectives, along with defined position requirements and opportunities for training and education to meet those requirements; that is really all of the succession planning that a volunteer organization is able to accomplish. This is especially so in an organization where the more senior positions are elected and have the ability to oversee who receives the training and educational opportunities.

However, depending upon organizational model chosen along with numbers and type of supportive career staff, then at that time a proper succession plan can be evaluated and implemented.

ORGANIZATION AND STAFFING

OVERVIEW OF CURRENT FIRE SERVICES

The fire departments in the regional area of Windsor and West Hants (W/WH) have a very long history of proudly serving the citizens within the area. Windsor fire department was established in 1881, other departments have been providing emergency services to their communities and the surrounding area for over 100 years.

Currently, within the new Region of Windsor and West Hants Municipality there are four independent volunteer fire departments (Summerville, Brooklyn, Windsor and Hantsport) with six fire stations, one is considered a municipal department (Hantsport).

The three departments of the Municipality of West Hants, serve a population of approximately, 15,368 in an area of approximately 1,244 square kilometers. The Windsor Fire Department provides services to a population of 3,068 in an area of 9.11 square kilometers. There are also significant numbers of tourists and the travelling public on the 100 series highway or local road networks.

Brooklyn Volunteer Fire Department operates out of two stations, one located in Brooklyn, the second located in Garland's Crossing. Hantsport volunteer fire department provides and manages fire service operations from the Southwest Hants Society fire station located in Vaughan. The Windsor Fire Department provides fire services to the Town of Windsor.

In order to provide reasonable fire service coverage in the outer reaches of the western and eastern part of the municipal boundary, the Municipality of West Hants has quasi-agreements for response services with two Municipality of East Hants Fire Departments, Walton Shores to the west and Mount Uniacke and District Fire Department to the east.

The Brooklyn Volunteer fire department provides contract response services to the South Rawdon area of the Municipality of East Hants on behalf of that Municipality. The Municipality of West Hants has a service agreement with the Municipality of Kings County for the delivery of fire service to the Hantsborder area of Kings County as well as providing services the First Nations people of Glooscap. Glooscap First Nation is located halfway between the towns of

Wolfville and Windsor, not far from Blomidon Provincial Park. The fire service to that area of Kings County is provided by the Hantsport Volunteer Fire Department.

As shown on the accompanying map, taken from the West Hants municipal website, each fire department currently has their own geographic response district. Also shown are the areas covered by the Windsor Fire Department, Walton Shore VFD and Uniacke and District VFD

Summerville, Brooklyn and Windsor fire departments are managed by registered societies under the Societies Act of Nova Scotia. Hantsport, is solely a municipally operated and managed department.

There is a volunteer Fire Chief with volunteer deputies and corresponding volunteer rank and file for each district/department. Each of the departments have part-time cleaners and some are equipment maintainers, some of whom are also volunteer fire department members.

In 2018, all the fire departments within the Municipality of West Hants signed a mutual-aid response agreement with each other. In 2019, the Windsor Fire Department was added to the agreement. The Brooklyn Volunteer Fire Department signed a mutual-aid agreement with the East Hants Fire Service Association. The Hantsport Fire Department signed a mutual-aid agreement with the Municipality of Kings County in 2001 (before dissolution).

In August, 2019, a draft auto-aid agreement was introduced involving the Windsor, Brooklyn and Hantsport fire services. This agreement established what the departments would send simultaneously to an incident in any of their jurisdictions. It specified what type and number of apparatus which is based on the location and type of incident. Although not formally executed, this draft agreement appears to be operational at this time and helps ensure that the three stations, together, adequately staff incidents.

Services Provided

Fire departments were initially formed to provide what is typically defined as core fire services. Core services are the basic services directly linked to the term fire, such as firefighting, rescuing

people from fires, the provision of regulated fire prevention activities such as fire inspections and Fire Code enforcement, and public fire prevention education activities.

Over the years, the addition of non-core services has expanded the fire department's role and there are now multiple services provided by modern fire services. Currently, departments within the Municipality of West Hants and the Town of Windsor provide core fire services (except for fire inspections and code enforcement) along with responses to environmental incidents, motor vehicle collisions/entrapment, water rescue, ice rescue, and medical first response. It is also usually the fire department that is called to natural disasters and other emergencies, whether or not they are specifically trained and equipped to deal with them

Standardization

A review of the individual fire services within the region has revealed that there is little that is standardized. From recruiting practices, firefighter classifications, promotions, service levels, other areas; each department has their own methodology.

Organizational Design and Staffing Models

To design an organization for the delivery of fire services, a number of questions must be asked and answered.

- What are the organization's core and subsidiary services?
- What will be the staffing profile in the delivery of the services?
- What line and staff functions are required in achieving and in supporting the organization's goal and objectives?
- How will the organization be funded?

Typically fire services are divided into two basic organizational functions, Line and Staff.

A Line function (aka Operations) is one that directly advances the organization in its core work as it interfaces with the customer, i.e. the public. For the modern fire service, the primary core work is emergency response to and mitigation of incidents using appropriately trained and equipped personnel. Property Inspection and Fire Code Enforcement are also core components of

the typical fire services line function. Both emergency response and inspection work are regulated under provincial legislation.

A Staff function supports the achieving of organizational goals by supporting the line functions, as well as overall corporate goals, through specialized advisory and support functions. For example:

- Administration (Mgt of records/data, reports, budget, inter-government relations)
- Fire Prevention education, incident investigation
- Training
- Health & Safety
- Equipment maintenance
- Communications
- Research & Planning
- Community Relations/Public Information
- Financial management
- Human Resources and personnel management

Once line and staff functions are identified, the next question is how should the individual line and staff positions be staffed.

Staffing Models

In the fire service there are many possible combinations for staffing a local department. Staffing combinations include: full-time paid, part-time paid, paid on call, and volunteer, or combinations of these. The choice of how to staff the fire department, what staffing model to use, is determined by the community based on a number of factors. What works well for one community may not work well in another.

There are a number of factors worth considering that may influence the preferred fire department staffing model.

- Financial resources of the municipality.
- Range of fire services expected.
- The availability and skill set of volunteer personnel.

- Frequency of and type of incidents.
- Workload load created by the objectives for Staff functions
- The type of department preferred by the community.

The experience in Windsor-West Hants has been for many generations, emergency response services have been delivered by volunteer firefighters, and citizens. This basic staffing model for line functions seems to work well and we found no suggestions that it be changed. We note that volunteer firefighter skill levels are rising, and they need to, as the type of incidents continues to evolve, and thereby demands higher level and sometimes different skill sets.

The one main concern is that in today's litigious society it is becoming more common for fire department errors to be challenged in court. One part of a municipality's defense is to ensure that firefighter skills meet best practices, which generally means meeting established standards; one example is NFPA-1001[18] Level I. These standards need to be recognized and established through policy. Firefighters need to achieve the standard skills, and the achievements must be well documented. This is not currently happening in a sufficiently consistent manner even though the fire department registration process with the municipality demands it.

As for staff position, i.e. senior officers, we note that these positions seem to be struggling with the work load imposed on them. Currently, all fire chiefs and deputies are volunteers. In the recent past the fire chief in Windsor was a full-time position, but this has lapsed. Several comments were made by chiefs that more assistance from the municipality is needed.

In the RACI[19] survey that was conducted as part of this Review it was noted that quite a few required programs have either not been introduced or are not being accomplished as expected. Some of this may be due to lack of knowledge but some is due to lack of available time.

During stakeholder meetings with firefighters, line officers, and chief officers, there were several themes. One was that the volunteer firefighters did not want to be responsible for Fire Code

[18] National Fire Protection Association, NFPA-1001; Standard for Firefighter Professional Qualifications. Level I is the basic level. The standard includes a more advanced Level II.

[19] RACI (Responsibility, Accountability, Communicate, Inform) is a means to decipher who is doing what in the establishment, management, review, direction and providing leadership for necessary programs and processes in the fire department. All of these programs/processes are either best practices or established through legislation.

inspections and enforcement in their communities. Inspections and enforcement are currently a function of full-time municipal staff.

Another theme was that the chief officers were desirous of reducing their administrative responsibilities. They required assistance, including the provision of municipal assistance with HR issues.

In our opinion they need assistance in other areas as well where administrative loads can be high and/or where municipal standards demand that a particular process be followed for the expenditure of public funds, for example major purchases.

Current Staffing at Stations

The current staffing levels in the W/WH fire departments are as follows;

Position	Windsor	Hantsport	South-West	Brooklyn	Three Mile Plains	Summerville
Fire Chief	1	1	0	1	0	1
Deputy Chief	2	2	0	1	2	1
Captain	5	4	1	7	3	2
Lieutenant	4	1	1	0	0	2
Firefighter	13	20	10	29	19	18
Safety Officer	0	1	2	1	1	0
Mutual-aid firefighter	0	3	2	0	0	2
Veteran/Driver	6	0	0	0	0	2
Veteran	5	4	0	0	0	7
Dispatcher	0	1	0	0	0	0
Totals: (188)	36	37	16	39	25	35

Veterans are former firefighters who continue to participate in a non-firefighting role, usually as support personnel at major fires, doing odd jobs. Veteran/Drivers are veterans who drive and operate the fire trucks when needed but have no further firefighting role.

FIRE SERVICE LINE FUNCTION STAFFING/POSITIONS; EXISTING AND PROPOSED

Typically, the fire service hierarchy includes senior officers in the positions of Fire Chief and Deputy or Assistant Fire Chief. These positions function as both line and staff positions, having responsibility in both areas. At emergency incidents, typically larger or more complex ones, they are expected to assume overall responsibility for the conduct of operations.

Front line officers typically consist of Captains and Lieutenants. These positions are primarily focused on the preparation for and response to incidents, both emergency and non-emergency. They have first-line supervisory roles at the station as well as at the incident scene. At an emergency incident, a line officer is usually in charge of the response to the incident including all other firefighters, and under legislation of the public also. When relieved by a more senior officer (Chief/Deputy) the line officer retains similar responsibility at the incident, but for a smaller portion of it.

There are other formal staff positions in the fire department than those already mentioned. These positions also have line and staff functions, in varying degrees according to their assignments.

The following section outlines the responsibilities of each formal staff position in the fire department. Except as noted, all are currently filled by volunteer firefighters.

Fire Chief

In the Municipality of West Hants each of the four fire chiefs is responsible for emergency response in their specified response District, as previously noted on the map. The fire chief is responsible for;

- the executive management and direction of a department,
- strategic and master planning,
- budget preparation,
- establishment of legislated and best practice programs,
- personnel and equipment management,
- safety initiatives, and
- incident management, which is hands-on at larger incidents.

The fire chief is appointed as a local Assistant to the Provincial Fire Marshal, which is the fire department's conduit for provincial authority under the Fire Safety Act.

Deputy Fire Chief

The Deputy Fire Chief(s) is the second in command of a fire department. The deputy is responsible for;

- Assisting the Fire Chief in all aspects of department operations and management,
- assuming the role of the Fire Chief in the latter's absence,
- responding to emergencies,
- ensuring proper training is delivered,
- ensuring department policies and procedures are followed, and
- managing line officers as direct reports.

The position includes a combination of administrative work and time spent in the field to keep operations running efficiently in the fire department. A deputy chief may have a specific area of the fire department function that he/she is specifically responsible for; for example, administrative functions like fire reports.

Assistant Chief

Some fire organizations use the title Assistant Chief in lieu of Deputy Chief. Typically, they are assigned to oversee and manage particular function such as the firefighter training program or administrative duties.

Similar to the deputy fire chief, an assistant fire chief may act as the Fire Chief in the absence of the Fire Chief, assuming the Fire Chief's roles, responsibilities and authorities. There are currently no Assistant Chiefs in Windsor-West Hants.

Division Chief

This position is one that is between the rank of Captain and that of either, an Assistant Chief or Deputy Chief. The role of the Division Chief is specific to his Division; and includes the administration, management, planning, organizing and implementing of specified programs.

Some typical assignments for a Division Chief include the Training and Safety Division, Communications Division, Fire Prevention Division, and Maintenance Division.

There are currently no Division Chiefs in Windsor-West Hants.

Fire Inspector

The Nova Scotia *Fire Safety Act* §19 requires all municipalities to appoint at least one fire-inspector and to "*establish a system of fire-safety inspections…*" Also, in the *Act*, are stipulated requirements for record keeping and minimum inspection schedules.

The *Act* does not specifically stipulate that municipally appointed fire-inspectors be qualified, but elsewhere in the *Act* such a stipulation is there for the Fire Marshal's appointed fire-inspectors and for local assistants who also have the powers of fire-inspectors.

In the *Act*, §3(ad) *"'qualified' means acceptable to the Fire Marshal.*" This suggests that fire-inspectors in Nova Scotia should meet the requirements of NFPA-1031[20] as detailed by the Nova Scotia Professional Qualifications Board.[21] The Fire Inspectors Association of Nova Scotia (FIANS) offers, in cooperation with the Nova Scotia Fire Marshal's office, a Fire Inspector Certification Program.

In the Windsor-West Hants region the responsibility for providing a municipal fire-inspector has varied, but is currently undertaken by building officials in the West Hants Planning and Development Department. The building officials split building and fire inspection tasks amongst their qualified staff. Fire inspection is a secondary responsibility. Personnel assigned fire-inspection duties have taken the FIANS course.

A fire-inspector is responsible for inspection of properties and determining if the properties meet the minimum requirements of the National Fire Code, as required by the provincial *Fire Safety*

[20] National Fire Protection Association; NFPA-1031, Standard for Qualifications for Fire Inspector and Plan Examiner.

[21] Minimum competencies are laid out by the Nova Scotia Fire Service Professional Qualifications Board (NSFSPQB), an organization that is sponsored by the Fire Marshal's office.

Act and associated Regulations and according to the municipal policy on fire inspection schedules.

Some of the specific responsibilities of a fire-inspector are;

- to inspect buildings to locate hazardous conditions and Fire Code violations,
- inform the owner/occupant the corrective actions necessary to bring properties into compliance with the Fire Code,
- conduct follow-up inspections to ensure that corrective actions have been taken,
- make and keep records of every fire inspection performed,
- review and approve fire emergency plans, and
- lay charges for offenses contained in the *Act* pertaining to fire-inspections and Fire Code violations, and support the charges through the court system as might be required.

This position ideally will have a firefighting background or experience to better inform the fire-inspector to issues relating to firefighting access and operations, especially where interpretation of fire department issues is stipulated in the Fire Code.

Fire Investigator

The Nova Scotia *Fire Safety Act*[22] §32 requires that the *Local Assistant* to the fire marshal;

> *"immediately, and in no case later than twenty-four hours following a fire, investigate, or cause to be investigated, the cause, origin and circumstances of every fire by which property has been destroyed or damaged…"*

Under §14 of the *Act*, the Local Assistant is "*a qualified fire chief or, with the consent of the fire chief, another qualified member of the fire chief's fire department."* In Windsor-West Hants each fire department's fire chief is the local assistant within their response jurisdiction. We have been advised the fire chief, and in some cases the deputy fire chief(s) conduct the required fire investigations.

[22] Nova Scotia *Fire Safety Act*. 2002, c. 6, s.1.

As stated in the *Act*, fire investigation should be conducted by qualified[23] personnel. This means persons who meet the job performance requirements of NFPA-1033.[24] Fire investigation is a highly sophisticated process and must follow another recognized standard, NFPA-921,[25] for the results of the investigation to be valid and defensible. Qualified fire and explosion investigators are designated as a Certified Fire and Explosion Investigator (CFEI).

Fire Training Officers

Currently there are no dedicated training officers in the Windsor-West Hants fire services organizational charts, as such. However, Captains have been tasked with the delivery of training and there are a number of training committees.

Typically, training officers research training needs, identify resources, and developing training programs as required to meet the needs of emergency services delivery. Training is a critical component of the delivery of fire services. It helps to ensure the effectiveness, and efficiency of the service, and is key component in firefighters' safety.

The Nova Scotia Fire Service Professional Qualifications Board has established a qualification standard for fire service instructors that is based on NFPA-1041[26], levels I and II. In the standard, level I is a person who delivers instruction to firefighters, and level II is someone who is responsible for "*The management of instructional resources, staff, facilities, and records and reports.*"

In W/WH the level of training officer qualifications is inconsistent; with two department reporting persons qualified to level I and no departments reporting persons qualified to level II.

Typically, the station training officer, qualified to level I would;

- provide advice to the Fire Chief regarding training needs,

[23] According to the *Act* the incumbent must meet the Fire Marshal's requirements for competence. Minimum competencies are laid out by the Nova Scotia Fire Service Professional Qualifications Board (NSFSPQB), an organization that is sponsored by the Fire Marshal's office.

[24] National Fire Protection Association, NFPA-1033, Standard for Professional Qualifications for Fire Investigators

[25] National Fire Protection Association, NFPA-921, Guide for Fire and Explosion Investigations

[26] National Fire protection Association, NFPA-1041, Standard for Fire Service Instructor Professional Qualifications

- coordinate weekly training sessions at the station and/or assist the line-officers in the conduct of training,
- provide logistical coordination for local training,
- resource and/or develop lesson plans,
- maintain the training data base of all training, and
- prepare training safety-plans for all hands-on training sessions.

The last two bullet items are particularly critical.

Captain

Currently in W/WH, the fire Captain position is the senior operational officer. Every station has at least one Captain. There is currently a total of 22 Captains in W/WH departments.

At an emergency incident there must be enough Captains at the scene to maintain an effective span-of-control (SOC). Ideally this means that each Captain has three to no more than five direct reports. There is insufficient data to determine the current situation re SOC at emergency incidents in W/WH. However, looking at the station staffing numbers we can make some reasonable assumptions that the ratios seen in the station will also be seen at incidents.

The SOC ratio is inconsistent in W/WH, with current station staffing numbers suggesting that the SOC for Captains varies significantly between as low as 3:1 to as high as 10:1. Numbers exceeding 5 are undesirable and suggest that coordination and control of firefighting actions at incidents will suffer. Some stations need to train and appoint more Captains.

The Captain is responsible for the direct supervision of firefighters and other duties, as follows;

- the welfare and performance of their assigned personnel,
- may oversee multiple lieutenants,
- directs a firefighter team at incidents,
- reports to the incident commander on conditions and resource needs,
- firefighter safety at all times,
- is the incident commander unless relieved by a more senior officer,
- participate and/or deliver training to their assigned personnel (company), and
- discipline and conformance to department policies and procedures by subordinates as the first line supervisor.

The Nova Scotia Professional Qualifications Board has established a certification program for fire officers. The standards are based on NFPA-1021[27] and include qualification Levels I through Level IV. Roughly speaking, a Fire Officer Level I is a Lieutenant, a Fire Officer Level II is a Captain, a Fire-Officer Level III is a Deputy/Assistant/Divisional Chief, and a Fire Officer Level IV is a Deputy Chief/Fire Chief.

According to the data we have gathered, in W/WH the qualifications of fire officers is inconsistent. At least one department has certified some of their fire officers at Level I and trained others to that level also (but not yet certified). Another department has trained some of their fire officers to Level I.

Lieutenant

A Lieutenant is a rank between that of a firefighter and Captain. It is the entry level officer position. Lieutenant is a rank that is present in all W/WH fire departments, except Brooklyn and consequently in Three Mile Plains station.

- The Lieutenant is a transition role between that of an experienced/senior firefighter and a Captain. It provides an opportunity for the person in this position to learn new skills and the role of fire officer through one-on-one mentoring and coaching by a Captain, to ready them for their future role as a Captain.
- In the absence of Captain, the Lieutenant assumes the Captain's responsibilities and duties.
- A Lieutenant can also participate in training firefighters and assist the Captain in completing their assigned duties.
- At an incident scene, a Lieutenant is expected to be a team leader and helps maintain a manageable span-of-control.

Incident Safety officer (ISO)

An Incident Safety Officer (ISO) is not a line-officer per se although this position is most prominent at the scene of emergency incidents. The main function is as an extra pair of eyes and ears for the incident commander, with a specific focus on mitigating hazards to firefighters.

In W/WH the formal recognition of the ISO as an organizational position is inconsistent. Regardless, at all major emergencies there is a high likelihood of a senior firefighter or officer

[27] National Fire Protection Association, NFPA-1021, Standard for Fire Officer Professional Qualifications

acting in the capacity of ISO and assisting the incident commander. Almost all of the W/WH fire departments reported that they had numbers of firefighters trained (not certified) as ISOs. All departments should have enough officers or senior firefighters trained/qualified such that there is a high probability that a qualified ISO will be in attendance at every incident.

Typically, this position is a well experienced Captain who has both extensive emergency response experience and experience as an incident commander. It is also advantageous that the ISO has building construction knowledge.

The ISO monitors incident operations and advises the incident commander on all matters relating to safety and health of all responders at the emergency. In particular the ISO;

- is responsible to the incident commander for the operations of systems and procedures necessary to ensure ongoing assessment of hazardous environments, including development of the incident safety plan, and the coordination of multi-agency safety efforts,
- exercises emergency authority during an incident to stop and/or prevent unsafe acts,
- initiates preliminary investigation of accidents within the incident area, and
- assists in the development of department safety standards.

There is a recognized standard for the ISO position, NFPA-1521.[28] However, certification as a safety officer is not currently available in Nova Scotia. The Nova Scotia Firefighters School, in Waverley, does offer their Incident Scene Safety Officer course free of charge to volunteer firefighters. This course is based on NFPA-1521 and provides a qualification certificate for successful completion. The next step would be to the Firefighters School achieve accreditation for the course so that participants could apply for certification.

[28] National Fire Protection Association, NFPA-1521, Fire Department Safety Officer Professional Qualifications

Occupational Health & Safety Officer (HSO)[29]

This position is different than the Incident Safety Officer and is an organizational appointment in accordance with best practices. This appointment can be any individual with an interest in occupational health & safety and who is adequately trained in this field.

This position addresses;

- the day to day health and safety of the individual firefighters,
- recognizes and takes action to control occupational health and safety issues that impact firefighters, such as unsafe conditions in the fire station,
- insures and plans that required testing and inspections of apparatus, PPE, SCBA, ladders, fire extinguishers, and etc. are completed,
- conducts facility and equipment inspections, maintains records and takes corrective action to minimize risks and exposure of firefighters and staff to hazards,
- chairs station OH&S committee,
- monitors OH&S programs, and
- instructs/monitors firefighters in OH&S issues and procedures, i.e. proper cleaning of PPE after an event.

The basis of the recommended occupational safety and health program is NFPA-1500[30] and applicable provincial legislation. Firefighter safety and health must be a strong focus for fire department management. There is currently some inconsistency in how this is interpreted and understood across the W/WH fire departments.

Firefighter

The firefighter position is, on the one hand, the entry level to firefighting and, on the other hand, also can be the most senior and experience person in the fire department. There are consequently many practical levels of firefighters, reflecting the training, skills, and experience of each person.

[29] The Nova Scotia Fire Services Occupational Health and Safety Reference Guide, 2003, recommends the appointment of a Health and Safety Officer "*that performs the duties and responsibilities as stated in section 29 of the Nova Scotia Health and Safety Act.*" This guide is a consensus guide (participation of career, volunteer, composite fire services and the OFM) that was developed and "recommended to be considered a minimum standard for safe operations."

[30] National Fire Protection Association; NFPA-1500, Standard on Fire Department Occupational Safety and Health Program

The widely accepted standard for firefighter qualifications is NFPA-1001[31]. The Nova Scotia Fire Service Professional Qualifications Board has recognized certification levels as a Firefighter I and Firefighter II, which matches the NFPA-1001 job performance requirements.

In W/WH every fire department has persons in the firefighter ranks. The current total is approximately 110 with that specific designation. Some of these firefighters have designations in accordance with their skills and knowledge and responsibilities, as follows;

- Probationary or Recruit firefighter (not fully qualified)
- Driver/Operator (of specified heavy vehicles)
- Veteran and/or Veteran Driver (semi-retired former firefighters, not in the 110 total)
- Junior/cadet firefighter (young people learning to be firefighters not in the 110 total)

More generally a firefighter;

- follows the directions and orders of department officers
- is the principal hands-on working member of the fire department at incidents,
- uses all available tools, machines, and equipment to achieve objectives,
- administers emergency medical care and saves lives.
- applies knowledge of numerous technologies and methodologies,
- does search and rescue activities in burning buildings or hazardous conditions.

Driver/Operator, Engineer

A driver/operator, sometimes called a fire department engineer (a hangover from early days of fire service nomenclature), is a firefighter who mainly drives and operates the fire apparatus' water pumps, aerial devices, and in a volunteer, department is not always required to be a trained firefighter. Their main role is to;

- do minor maintenance on the apparatus and equipment,
- do the daily or pre-trip safety inspection,
- bring any safety issue to the OH&S officer or company officer,
- drive the apparatus in a safe manner,
- respond to incidents with their assigned vehicle, and

[31] National Fire Protection Association; NFPA-1001, Standard for Fire Fighter Professional Qualifications

- operate the fire pump and other vehicle-based devices as required.

Fire Service Coordinator

A review of this position was conducted for its role and value to the fire service within the new Regional Municipality. This position is not a regulated/required position in NS.

Several interviews were conducted with Fire Service Coordinators from across the province and from these it was learned that none had any authority within their fire departments. The coordinators' roles and responsibilities greatly varied and in some cases the role of coordinator was not accepted by the volunteer chiefs and the position was really only of any value to the municipal administration, presumably.

We conclude that was there was little to no real value going forward to propose a fire coordinator position within the organizational structure for the new regional municipality.

Administrative Assistant

The Administrative Assistant is primarily responsible for administrative support to assist the Director of Protective Services/Fire Chief and Assistant Fire Chief. The position will also assist the Divisional Chief and the District Chiefs in carrying out their respective administrative responsibilities

The Administrative Assistant assists senior management with a wide variety of complex administrative duties. Key responsibilities include planning, coordinating and reviewing assigned activities, administrative programs and functions, including data management and reporting; budget preparation and monitoring; fiscal and expenditure auditing; submitting payroll information and processing accounts payable, accounts receivable, deposits and petty cash for the Fire Department. Other responsibilities include administering and customizing Records Management Systems; liaising with inside/outside contacts on behalf of the Fire Chief; creating/typing/formatting reports, presentations, correspondence; facilitating prompt attention to telephone/visitor/email inquiries and complaints; participating on project teams; and other duties as assigned.

Rotational ON-CALL Opportunities

There are certain services that the fire departments throughout the region provide that can lead to volunteer burnout, unnecessary overstaffing for certain types of incidents and inappropriate use of qualified firefighting personnel. A way to manage these issues is to provide an on-call rotational period for each of the targeted services so as to address the current and ongoing issues.

Currently the three services recommended for the possibility of rotational on-call program are:

- Medical First Responder (MFR)
- Fire Investigations
- Incident Traffic Control

Medical First Responder

During the many stakeholder meetings, many raised the issue of volunteer burnout, especially with regards to Medical First Responder (MFR) calls. The majority of the MFR incidents can be responded to and managed with no more than three responders. There have been call reports which indicated six or ten volunteers responded to the fire hall for a two or three responder event, where the excess personnel are left standing in the fire station. Doing this hundreds of times annually can lead to dissatisfaction.

There are two methodologies to reduce the potential for MFR burnout, one is reducing the call volume by changing the level of service offered or offer an alternative to the current method of responding.

The reason for high number of responders is that at certain times no one really knows who is available at any given moment. To lessen the burden on volunteers and the potential for burnout, a rotational system of three-four volunteers per a shift period, (to be determined), per station would be on call and if an MFR response is required, only the on-call group would be the volunteers to respond.

Investigations

During the many meetings others were concerned over fire investigations and the lack of support from the Fire Marshal's office and the length of time some investigations can absorb from a

volunteer's day or days. In review of available training data, for those who have been trained as a fire investigator, the majority are also the same individuals who have active roles in commanding the fire scene. One cannot perform both at the same time. Investigations should start during the incident.

As part of the hybrid model, it allows for a group of volunteers on a regional basis to be placed on rotational call periods. The on-call investigators would be on call for the entire regional municipality. On-call staffing requires only one investigator to be on-call per shift. (Rotational Shift period to be determined). If a confirmed detailed fire investigation is needed, then an additional fire-investigator(s) would also be called to assist as necessary.

Incident Traffic Control

Other than residential MFR calls, every incident, especially motor vehicle collisions along the 101 and higher speed secondary highways, require traffic control to protect the emergency responders. This traffic control requirement for the most part is provided by frontline volunteer firefighters. In conversation with the RCMP they are simply too under staffed to provide traffic control services and look towards the fire service to provide. Whereas scene safety is a priority function of the fire service, they have taken this role on. The Nova Scotia Government in cooperation with policing services and fire have developed a Traffic Management Training Program and Guide.

The real issue is how to appropriately staff this service. Currently it is the front-line firefighting personnel that provide this service using very expensive frontline fire apparatus. The other issue, as witnessed during the review, a structure fire had a qualified frontline fire captain directing traffic, instead of working at the fire incident.

There is an opportunity to provide this safety service on a regional basis, operating out of two stations. It is recommended that Windsor and Brooklyn stations be the ideal location for the provision of this safety service. Their communities may have the best opportunity to be able to recruit non-firefighting volunteers to provide this service. Each traffic control unit only requires two to three volunteer staff and each incident would require responses by both units.

To ease in the staffing issue and volunteer burnout, this is another service that could benefit from the on call rotational program.

FIRE PREVENTION

Overview of Services Provided

Fire departments were initially formed to provide what is typically defined as *core fire services.* Thus, the reason for inclusion in Model 3; Hybrid Regional Fire Services. Core services are the basic services directly linked to the term *fire*, such as firefighting, rescuing people from fires, and fire prevention. The provision of regulated fire prevention activities such as fire-inspections, Fire Code enforcement, fire-investigation, and public fire-safety education activities are now collectively called fire prevention.

Fire prevention consists of the three focus areas

- Public fire-safety education,
- Post-fire investigations to determine cause, origin, and circumstances, and
- Fire-inspection/enforcement of the Fire Code;

Fire-safety education to the public is intended to warn persons of potentially hazardous conditions, what to look for. It is also intended to encourage changes in behaviour, behaviours that are known to cause fires. Fire-safety education usually includes training, often of children and other particularly vulnerable groups, on how to behave in a fire emergency. The *Fire Safety Act* §16 expands on these concepts.

The consequences of fires can be devastating, including loss of irreplaceable personal items, loss of home, loss of employment, loss of life and serious injury to self and others. There are many standardized programs in existence, through several sources, to assist in the development of programs that are properly targeted to the community's fire safety challenges. If these challenges are known. One big component of a successful fire-safety education program is to determine the community fire risks.

Post-fire incident investigation is a mandated[32] service under the NS *Fire Safety Act*. All fires must be investigated immediately after the fire but in no case later than 24-hours after. Completed reports of the fires must be filed with the NS Fire Marshal's office no later than seven days after the fire. It is the responsibility of every fire chief and/or other appointed Local Assistant to the Fire Marshal to investigate fires.

The objective of the investigation is to discover the area of origin of the fire and what caused it, and the circumstances under which that combination started a fire. The intention is to discover if the fire was caused by;

- Nature (e.g. lightning);
- Human caused: accidental, deliberate, criminal, negligent, malicious, etc.;
- Equipment malfunction: used incorrectly, neglected, overheated, etc.;
- Caused by another fire: sparks, radiation, conduction, convection;
- Or other combination.

The investigation also determines if there is contribution to economic or life loss/injury because the occupancy did not meet Fire Code requirements at the time. For example; in a hotel the doors at the top and bottom of the stairs are part of a fire separation and are required to be closed at all times (that someone is not walking through them) to prevent the spread of smoke and heated gasses/flame. If a fire occurred on the first floor, trapping persons on the second floor because smoke and fire travelled through these stairwell doors that were blocked open with wedges, then the secondary cause of any deaths or injury, and fire/smoke damage to the second floor was Fire Code violations.

Discovery of these circumstances would be cause for further investigation into similar occupancies in the community that are equipped with stairwell doors. This provides an appropriate focus for resources. Proper investigations apportion responsibility properly.

[32] Fire Safety Act, 2002, c. 6, s. 1., as amended, see §32

Property fire-safety inspection and Fire Code enforcement are also mandated[33] by the NS *Fire Safety Act*. All municipalities are required to appoint a fire-inspector. Municipalities are required to keep records of the inspections made by the inspector.

The *Act's* associated Regulations[34] require inspections every three years for all assembly occupancies (Group A). The municipality must also carry out a scheduled program of inspection in all buildings containing residential occupancies of more than three-units, and in business, personal services, mercantile, and industrial occupancies. The implication is the schedule be based on the results of the fire-inspections, and the risk of fire in the community.

Money spent on fire prevention is well spent on many levels. Effective fire prevention can avoid some fire-response costs by lowering emergency incident volumes (i.e. fires) and their severity/impact on the property owner, and on the economy and social fabric of the community. It can also lower insurance rates community wide.

Fire-Inspection

GA was able to manually determine the occupancy classifications for some of the approximately 13,300 properties in the Region. Sorted by current fire station district the following table shows this distribution. It is very likely that this information is not complete.

The C classifications shown are for multi-unit buildings and do not include any single-family residences. They are not parsed for greater or lesser than 3-unit buildings, because that data was not known or provided.

[33] Fire Safety Act, 2002, c. 6, s. 1., as amended, see §19

[34] Fire Safety Regulations, N.S. Reg.48/2003

FIGURE: DISTRIBUTION OF IDENTIFIED OCCUPANCIES

Station	A	B	C	D	E	F
Windsor	30	8	33	11	8	6
Hantsport	25	2	20	4	1	17
South West	9				1	1
Brooklyn	28		8	3	6	14
Three Mile Plains	18	1	8	3	8	28
Summerville	9		1	1		3
Uniacke						
Walton Shore	3					2
Totals:	**107**	**11**	**62**	**22**	**21**	**57**

West Hants introduced the *Policy Respecting a System of Municipal Fire Inspections* in 2010. In that policy they set out the following fire-inspections schedule.

- Assembly occupancies (Group A) will be inspected every three years.
- Residential occupancies (Group C) with more than three units will be inspected every three years unless the fire-inspector deems risk of fire and loss of life requires a more frequent inspection of one or more buildings.
- Mercantile occupancies (Group E) will be inspected every five years unless the fire-inspector deems risk of fire and loss of life requires a more frequent inspection of one or more buildings.
- Business and Personnel service occupancies (Group D) will be inspected every five years unless the fire-inspector deems risk of fire and loss of life requires a more frequent inspection of one or more buildings.
- Industrial occupancies (Group F) will be inspected every five years unless the fire-inspector deems risk of fire and loss of life requires a more frequent inspection of one or more buildings.

West Hants fire-inspectors inspected a total of 56 assembly occupancies in 2017 and 2018. Assembly occupancies appear to be the focus and the work is likely approaching the three-year required cycle. For other occupancy types the inspection numbers suggest that they will not meet the minimum 5-year cycle in the policy. According to fire incident records and Provincial/National statistics the most fires/injuries/deaths occur in residential (Group C) occupancies and not Group A.

In 2017 the Windsor fire-inspector inspected 7 assembly occupancies. Based on the incomplete data for number of occupancies of various Groups inspected, in Windsor the 2017 inspection rate for A occupancies appears to fall significantly short of producing the required inspections every three years. GA does not have sufficiently complete data to draw any other conclusions.

The provision of fire-inspection services has been dynamic over the past few years. Both Windsor and West Hants have had their own inspectors, but combined with other responsibilities. Windsor once shared with Wolfville, and then with a split role as part-time fire chief, part-time inspector. West Hants shares building and fire inspection duties distributed amongst several staff, and currently provides these services to Windsor also. Fire-inspection is a secondary priority for the building officials in West Hants, and currently they have one vacant position.

Enforcement

For every building owner or occupant, failure to be in compliance with the *Fire Safety Act*, by currently having violations of the National Fire Code is a summary offence in Nova Scotia. Under §17 of the *Act*,

> "…every owner of land or premises, or a part thereof, and every person shall take every precaution that is reasonable in the circumstances to achieve fire safety and to carry out the provisions of this Act, the regulations and the Fire Code."

Furthermore, under §44(1) of the *Act*;

> " Every person who …
>
> (g) fails to comply with an order made pursuant to this Act, the regulations or the Fire Code; or
>
> (h) otherwise contravenes this Act, the regulations or the Fire Code,
>
> is guilty of an offence."

What the above means is that, under the law, any owner or occupant of a building where there are Fire Code violations has already broken the law and is subject to summary offense proceedings. This is similar to speeding on a town street. If you are caught, you will in all likelihood get a speeding ticket, unless the infraction was trivial, and then you were lucky.

The fire-inspection practice in W/WH is probably similar to most jurisdictions in NS, but is potentially flawed. As GA understands the currently practiced process in W/WH; upon a fire-inspection being conducted in an occupancy, violations are noted by the fire-inspector and submitted in writing to the owner/occupant with a demand that the violations be rectified within a specified time-period.

The fire-inspector should be immediately issuing an Order under the provisions of the *Act.* An Order lists the offences and stipulates their correction, and can include a period of time to accomplish the correction. Such Orders are required to be filed with the Fire Marshal's office, and are appealable.

Furthermore, in circumstances where a fire-inspector;

> "…determines that there is a significant risk that a fire will occur, or a likelihood that a person will be killed or injured if a fire does occur, the fire official, with the approval of the Fire Marshal, and upon such terms and conditions as the Fire Marshal considers proper, may
>
> *(a) order that an owner of the land or premises close the land or premises and prevent persons from entering until the corrective actions ordered … are completed;*"

It is important to note that the *Act* requires the issuance of an Order according to the rules under §25, and §26. According to the *Act*, the owner/occupant has already broken the law. The *Act* stipulates the offenses and refers the fire-inspector to the *Summary Offenses Act* for process.

The *Act* provides the Order process, which is part of a legal process, and is the means to commence the process of correcting offences. Orders are not a substitute for prosecution, they are a parallel step along the way.

It's GA's understanding that few if any owners or occupants have been prosecuted for violations of the *Fire Safety Act* - Fire Code. We note in the Fire Inspection Report for the Year 2017 various inspections with the dates of the inspections and the dates for follow-up inspections. Follow-up inspections means that there were violations noted at the original inspection and that the owner was instructed to fix them. Most of these follow-up dates are about six weeks after the original inspection, but some were 12 weeks, and one was just shy of eight months.

GA does not know if any Orders under the *Act* were issued, but suspects not many were. There should have been Orders issued in every inspection where violations were found. Failing to use the tools in the *Act* to issue Orders and prosecute owners for violations can incur negligence liability for the municipality and for the fire-inspector. If a deadly fire occurred within the grace period, the fire-inspector provided the owner, between inspection and re-inspection(s) the fire-inspector would be held proportionately liable if the condition in violation was material to the

loss/death. This liability is vicariously shared with the municipality and the municipalities liability insurance carrier.

GA recommends that a thorough evaluation of current fire-inspection practices and procedures be conducted to determine compliance with the *Act*. Changes should be immediately made where discrepancies are found or practices open up the municipality to avoidable liability.

Fire Investigation

Fire investigation, as mentioned, is a mandated activity after every fire. The person currently responsible for doing the investigation is the district fire chief, who is generally automatically appointed as a *Local Assistant to the Fire Marshal*. The *Act* allows other members of the fire department to be delegated as Local Assistants and to do fire investigations.

GA interviewed the district fire chiefs and they do own the responsibility for investigations. However, they also expressed that with time and energy expended fighting the fire, and with being responsible for the department during and after the fire; often they are not well motivated to spend more time the next day at a fire doing a detailed investigation. They lean on the Fire Marshal's office (OFM), and in several noted cases have leaned on an insurance company adjuster to provide investigation of the fire.

The Fire Marshal's fire investigators will investigate fires, but only do a fraction of the province number of fires every year. There must be a death, serious injury, very large loss, or suspicion there is something of provincial interest, for the OFM to accept doing an investigation. The catch is, in order to know if these triggers are present, some investigation needs to be done locally first.

Insurance companies are motivated to avoid paying out dubious or fraudulent claims; which is understandable. Unfortunately, this makes them an inherently biased source for fire investigation services. Most use contracted services, who are hopefully competent. GA was told of one prominent case in the area where two insurance companies were in dispute over the cause of a fire, and the apportioning of responsibility. Fire investigation is a science, and must be conducted accordance to forensic investigation rules. Conclusions must be supportable in court.

The RCMP is responsible for prosecuting Criminal Code offenders for arson. To do this they need evidence from a fire to build a case for prosecution. Usually, the RCMP work with the OFM in obtaining this evidence, if OFM accepted the fire for investigation.

Under the rules of the *Canada Evidence Act*, the police need probable cause to obtain a warrant before they can start taking physical evidence from the fire scene in a criminal investigation. If the OFM is not involved in an investigation, then the probable cause must come from the fire department's investigator. Probable cause is most effective when it comes early in a case, and not 24-36 hours later after potential evidence is lost, destroyed or altered. It is also more valuable, and secure, if it comes from a credible source; i.e. a qualified fire-investigator. It is GA's experience that a successful fire investigation should start while the fire is still in progress.

Fire investigation is a professional skill, and takes considerable training and experience to become competent. This is a deterrent for Local Assistants (fire chiefs) to take on the role that they have forced on them, and is a deterrent to getting a well processed and informed investigation that will withstand scrutiny. For the average citizen who experiences a fire loss, the value is the insurance company will more likely pay-out the loss. For the municipality, the value of an opportunity to focus fire-safety education and inspection programs appropriately.

GA recommends that qualified fire-investigators be retained by the Regional fire service for the purposes of investigating all fires for their origin, cause, and circumstances.

Fire-Safety Education

The local fire departments currently do some fire-safety education in their communities. Some of these activities include open houses where children and parents have the opportunity to visit the fire station and fire trucks and possibly pick up a smoke alarm pamphlet. For a number of years one station went out into the community once a year and did home smoke alarm checks and friendly home risk inspections. This initiative eventually morphed into a fund-raising activity and so was dropped.

Anecdotally, GA heard the following comments on station based "fire prevention." Many firefighters do not enjoy participating in fire prevention (i.e. fire-safety education) activities.

Those that do, do so as time permits, often as an individual initiative. Some stations have firefighters go to schools and nursing homes. Some stations are against doing a smoke alarm program where the firefighters go out into the community and visit homes. One group mentioned a possible partnership with ground search and rescue where GSAR could get fundraising support in exchange for assistance with fire-safety education assistance.

GA saw no evidence that there is any Regional coordination and resourcing for these activities, although there are modest funds in the budget for this purpose. West Hants Policy COGE-007.00, under which the local fire departments are registered to provide their services, expressly states a desire for the above to happen, as follows;

> *"The purpose of this policy is:*
>
> *d) To provide for other matters necessary and expedient for the provision of fire and emergency services, including: …*
>
> *(3) To create the framework by which the participating Service Providers and the Municipality can explore opportunities to **standardize the delivery** of fire and non-fire emergency services including **fire prevention activities** such as promoting awareness and providing education, …*" {emphasis added}

GA recommends that more resources, coordination, and emphasis be placed on fire-safety education activities. These activities should be delivered locally but coordinated regionally and in accordance with risks in the community.

THE FIRE SERVICES ORGANIZATIONAL REVIEW OBJECTIVE

The Review was intended to determine a cost effective and efficient organization for the delivery of fire services throughout the new Regional Municipality.

The Review included all of the current services being offered, current service levels, staffing, staffing types and staff functions. Recommendations were requested that would enable the new regional municipality to establish a fire protection service delivery program that would be homogeneous across the entire regional municipality. Part of the goal was to consider the valued history and individuality of the local community culture of each of the current fire departments.

Change is implied when a fire service is reviewed as a result of municipal evolution. Sometimes it is hard to accept the changes needed to provide better fire and emergency services. Although the status quo may need to change, change is never easy and is not universally acceptable, especially to those who are heavily invested in the present.

However, sometimes the expectations of the public, who receive and pay for the services, will push the need for change. In that case it is better for those who provide the services to understand the need for progress and to embrace and become part of the change. The service providers contributions past and present are appreciated.

In general, the fire services have believed that the solution to new and developing challenges was to apply more resources; i.e. more money, more staff, more equipment, and etc. A study of the true needs to meet new demands for service can show in some cases that the *need more resources* approach is not the only solution, and may in fact not be the appropriate solution as there are inherent challenges for the organization in adding resources, not to mention the financial strain on taxpayers.

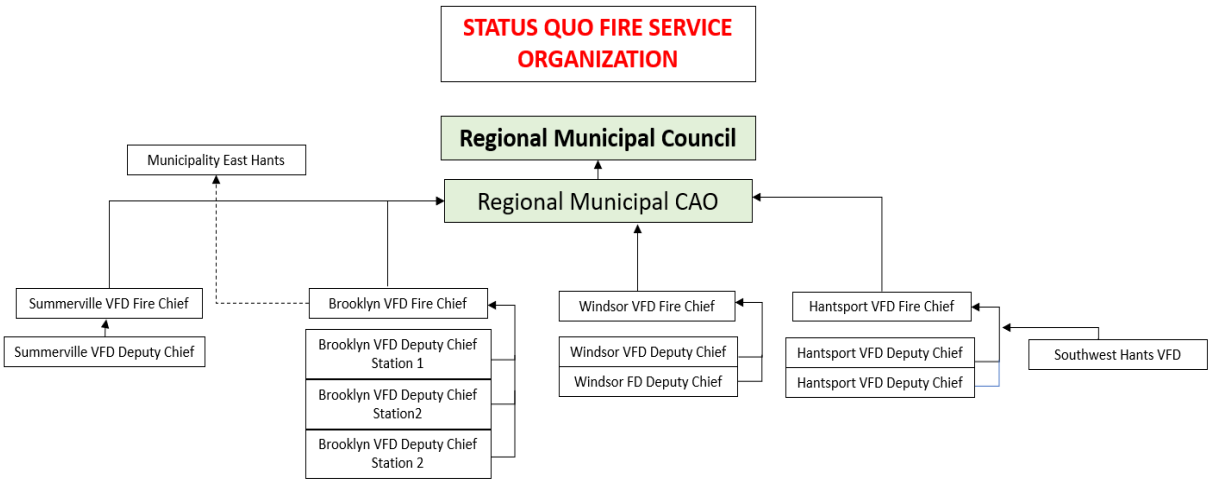
One of the fundamental questions posed as part of this Fire Services Review was whether or not the current fire department resourcing was sufficient to meet service demands. In our opinion the resources are adequate, but should be considered within the context of optimizing their access for use. In other words, current resources should be used more efficiently, as part of a better coordinated system of service delivery.

To that end, three organizational models were evaluated to determine if they would meet the stated objectives and goals of the Review. In any organizational structure it takes great collaborative leaders and support from within the organization to meet the organization's objectives. With the caveat that it is most unlikely that any proposed organization will work without the right leadership, GA has developed for consideration the following three organizational models.

***Model 1**: The Status Quo*

One of the main goals of this Review was to propose how to provide a more homogeneous service. The evidence of the past and current procedures, policies, interdepartmental relationships, and department competitiveness distracts from any true standardized service delivery. There have been steps taken to address a few of the issues, but much more needs to be done, if there is to be any real progress.

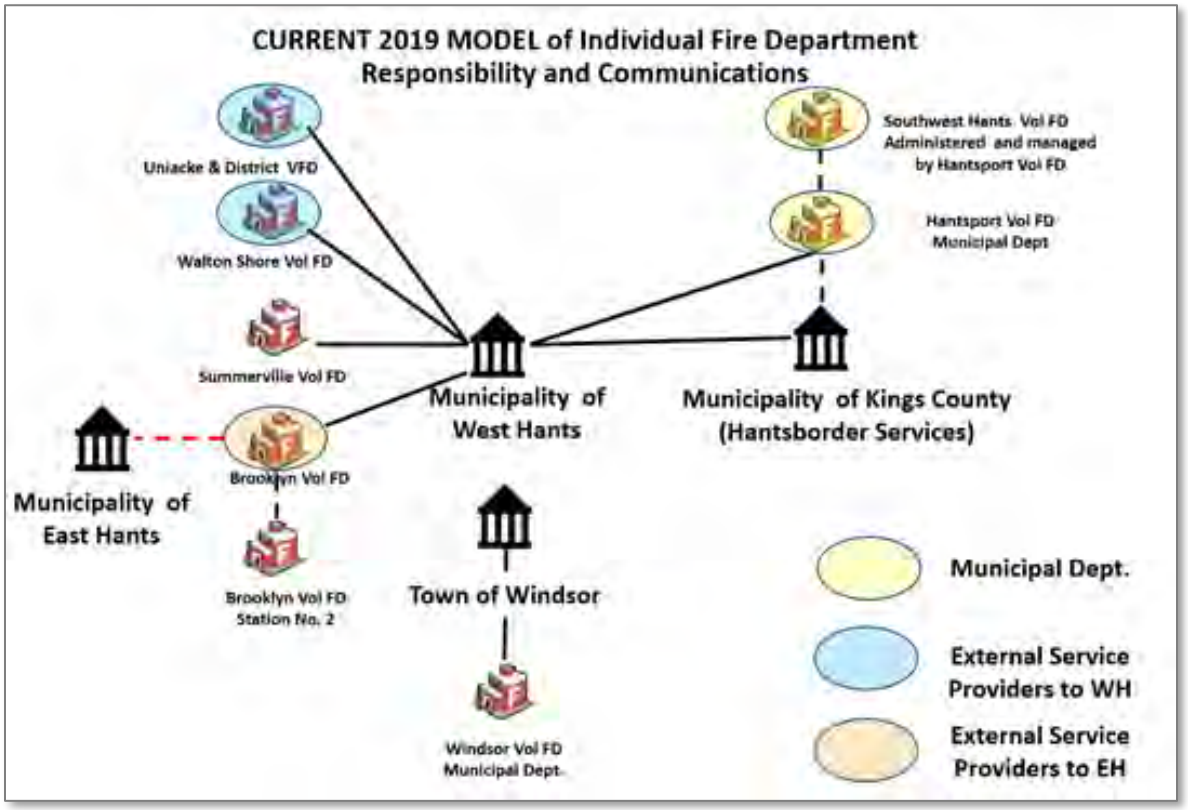
In the current situation, all but one department is managed by a registered society. The following represents the current/existing organizational model



The reporting relationships of this model are complex and largely tenuous. Many relationships are at arms-length from the municipality, and indeed may not be known to the administration and

may not be formalized although they likely carry liability. The following diagram illustrates these relationships.

***Model 1**; Relationship Diagram*



An analysis helps to clarify the pros/cons of this model. The results are captured in a S.W.O.T. (Strengths, Weakness, Opportunities, Threats) analysis chart, as follows on the next page:

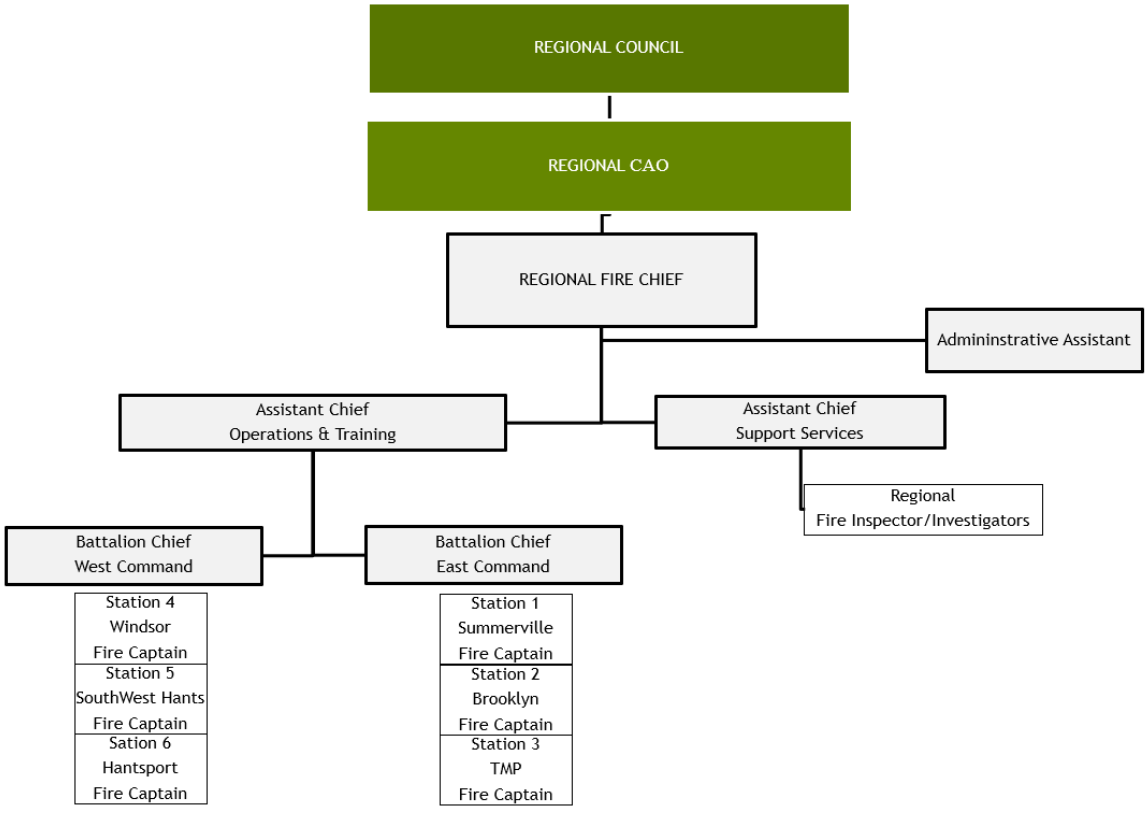
***Model 1**; S.W.O.T. Analysis*

	STRENGTHS		WEAKNESSES
1	Because Societies have responsibility for the administration, management, and operation of their departments, within municipal set rules, there is little municipal overhead required on a day to day basis	1	Lack of Municipal oversight for those that are Society Departments, and who are accountable to their society and local community residents
2	The current model has provided 60 plus years of service to the communities.	2	Lack of complete Accountability & Transparency Funding issues are problematic
3		3	Perpetuates the possibility of self-serving interests
4		4	Lack of Collaborative Leadership
5		5	Often big picture of service delivery is lost
6		6	Possibility of differing service levels throughout the Regional Municipality
7		7	Could possibly create an over or under funded department, exceeding or not meeting needs of the local community
8		8	Lack of overall Regional strategic focus
		9	Only responsible to deliver a service level to local area.
9		10	Not all polices and procedures between departments are compatible; possibly causing operational challenges and personnel issues
	OPPORTUNITIES		**THREATS**
1	Opportunity for change to permit effective collaboration so as to meet the needs of the Regional Municipality	1	Liability Risk to Regional Municipality is high
2		2	Must negotiate with service provider on any proposed changes to service delivery methodology and accountability
3		3	Often suggested alterations to current conditions are perceived as a threat to individual organization's viability and possibly impact business relationship and political fallout
4		4	Major disagreement may threaten provision of services and municipality may have to scramble to find alternative solution
5		5	Costs to municipality may continue to increase with little ability to find alternative cost model due to lack of true insight into needs

***Model 2**: Integrated Regional Service*

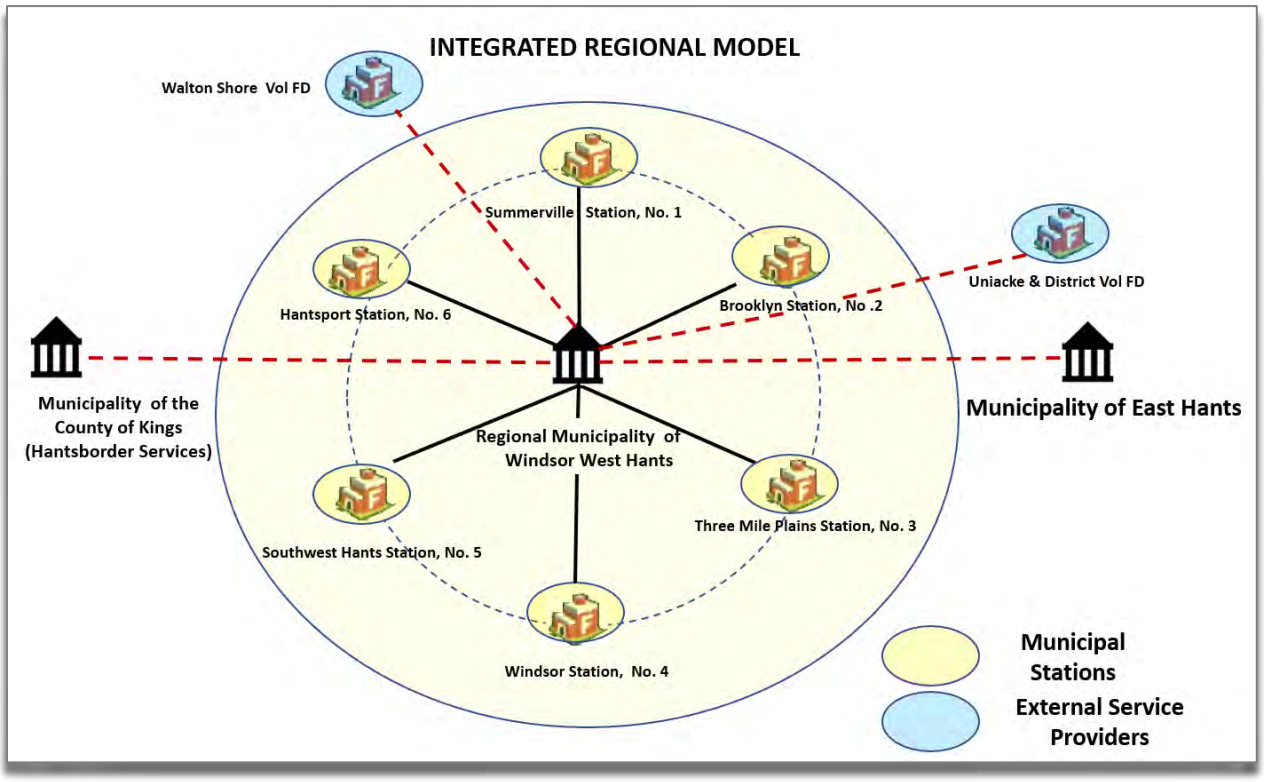
This model is similar to the HRM (Halifax Regional Municipality) Model. It is a fully integrated municipal fire service model featuring a single management group that is part of the municipal management structure; supported by line and staff positions, and with each station having a senior Fire Captain in charge, reporting to the consolidated management group.

Complete and full responsibility, accountability, and funding for the service rests solely with the Regional Municipality. Establishing this model would require the Municipality to buy-out or displace the existing Society run services.



The reporting relationships of this model are well known and defined. All relationships are direct to the municipal management team, with each municipal department contributing its expertise as with any other municipal operational department. Accountability and transparency are subject to administration and Council oversight. The following diagram illustrates these relationships.

***Model 2**; Relationship Diagram*



An analysis helps to clarify the pros/cons of this model. Analysis results are captured in a S.W.O.T. (Strengths, Weakness, Opportunities, Threats) analysis chart, as follows on the next page:

***Model 2**; S.W.O.T. Analysis*

	STRENGTHS		WEAKNESSES
1	Provides Municipal oversight	1	Drastic change will put exteme stress on volunteer/Corporate relationship
2	Provides Accountability & Transparency	2	Lacks recognition of individual department history and contribution to their local residents and the community at large.
3	Accountability to all regions and citizens of the municipality	3	Lacks redundancy with in the operating function of the organization
4	All departments provide service, without mutual aid or auto-aid agreements, to all areas of the Regional Municipality	4	Potential impact on volunteer recruitment and retention as there are few promotional positions/opportunities with the service
5	Provides for big picture overview of entire fire and emergency service delivery. Stronger Corporate understanding of issues and challenges	5	
6	Provides one Regional strategic focus in service delivery	6	
7	Standardizes, administrative, management and operational policies, including , training, safety, service delivery, HR and volunteer benefits	7	
8	Reduces Municipality's liability in service provision	8	
	OPPORTUNITIES		**THREATS**
1	Opportunity for change to permit effective administration and management of the fire service so as to meet the needs of the Regional Municipality	1	Remote management could lead to mass resignations of volunteers
2		2	Negative Political impact likely in near term
3		3	Potential lessening of integration with the local community

***Model 3**: Hybrid Regional Fire Service*

This model is a blend of the current (status quo) and the integrated regional model. It is a partially integrated municipal service featuring a distributed management group that includes; a Director of Protective Services/Fire Chief (DPS/FC) who is part of the municipal management structure, some regional staff positions to support administration and regional priorities, and a management committee of district fire chiefs representing local fire station management.

The role of the Director of Protective Services also includes responsibility for the Region's Emergency Management Program and will act as its Regional Emergency Management Officer when called upon. In addition, the role of Protective Services Director, on behalf of the CAO/Council, is the main liaison between the Region and Emergency Health Services and Policing.

This model provides better responsibility and accountability to the Regional Municipality than the status quo while still recognizing a semi-autonomous role for local management of fire stations.

Individual district fire chiefs, within their respective response districts, will have responsibility for local issues and will ensure that their station and volunteer firefighter staff are ready and able to respond to incidents as required. The regional DPS/FC will have responsibility for the overall fire services delivery, including operational and financial management of the fire services and responsibility for implementing Council's directives on standards and levels of service. His/her responsibility will be to ensure the provision of an effective, efficient, and safe emergency response service that meets best practices and that is accountable to the municipality's Chief Administrative Officer and Council.

It is recommended that individual fire stations maintain their individual community names in order to maintain that local connection to the community. For this reason, we are also recommending that all six W/WH stations operate as individual entities within their communities, not as substations.

This model features a District Fire Chiefs' Management committee that meets with and reports to the Director of Protective Services/Fire Chief. This committee is recommended to not only improve communications throughout the W/WH fire service, but to also achieve consensus on issues of importance.

This model is anticipated to provide full accountability and transparency, and will take advantage of the benefits of standardization of service, equipment, training, and response procedures. One of the benefits will be cost-efficiencies in region-wide purchasing of equipment and also the better use of unique equipment region-wide.

The recommendation is to include a part-time Divisional Chief of Training, Safety and Communications. The role of this part-time position is to develop standardize programs, and to implement and manage those programs across the regional fire service.

This organizational model also proposes to enhance the current positions of part-time station maintenance and cleaning personnel to include the duties of a firefighter/driver. This will enhance response during those times of the day and days of the week where volunteer response is low.

This model provides for an Assistant Chief position that, in addition to filling in for the Director of Protective Services/Fire Chief his during absences, is also responsible for the Regional Municipality's Fire Prevention initiatives; i.e. fire safety-education, and regulated fire-inspection, and fire-investigation services.

It is proposed that the current practice of fire-safety education, delivered to the public by their local stations, continue. What we have heard during this study is that this initiative is in need of coordination across the Region and better support. It is not essential that active firefighters provide this service. Interested civilians, seniors, or retired firefighters are often interested in participating in these programs, and this model improves that opportunity.

Currently fire-inspection services are being performed by the West Hants building inspection personnel. There are currently insufficient resources assigned to this task to meet legislated and bylaw requirements for fire-inspection. Fire-inspection is a secondary priority for the busy

building inspectors and there needs to be more focus on what is in fact a potentially life-saving service and overall cost saving program. For this reason, we are proposing that fire-inspection and Fire Code enforcement services be delivered by the Regional fire services. Effective communications with building and planning staff is required to continue. GA has worked with the proposed model in several jurisdictions and it does work well.

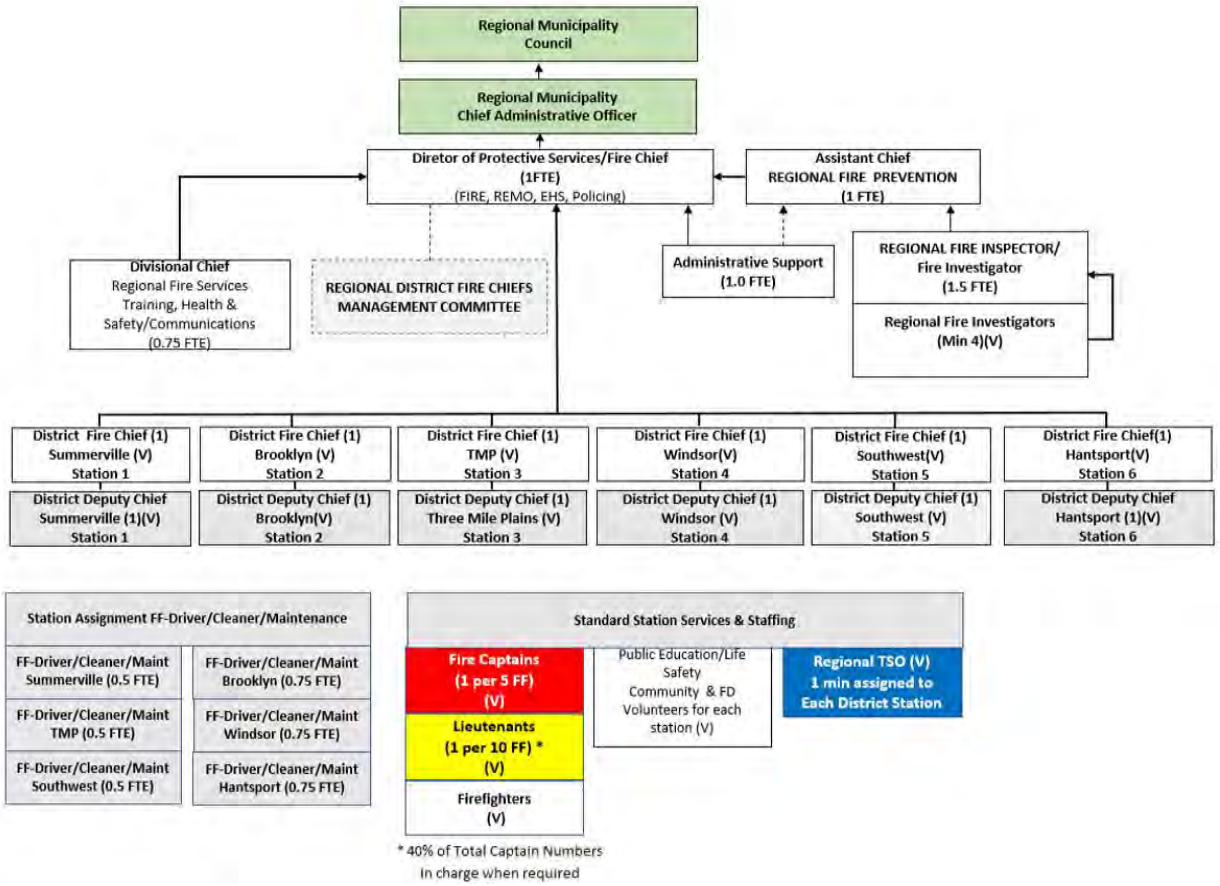
The model provides for 1.5 FTE fire-inspectors. The inspectors will also have a role to play in fire-investigations. Very often Fire Code violations become evident during a fire investigation to those who know the requirements well, i.e. fire-inspectors. These violations are often contributory to loss and injury suffered during the fire.

Currently, fire-investigations are not meeting best practices nor the requirements of legislation. Adequate numbers of properly trained staff are required to ensure that every fire is investigated within the legislated time-lines, and that the required fire incident reports are completed and filed with the Fire Marshal's office, also within the legislated time-lines. We are proposing that a small cadre of interested volunteers be trained as part-time fire-investigators, and that they be deployed region-wide, on an on-call basis, and as-needed to support the incident commander by providing effective fire investigation resources in a timely manner.

We are suggesting that for radio communication effectiveness and personnel safety that the stations and assigned apparatus be assigned a unique number/ID. That concept is incorporated in the proposed model.

The following diagram shows the basic features of the proposed organization model.

***Model 3**; Organization Chart*

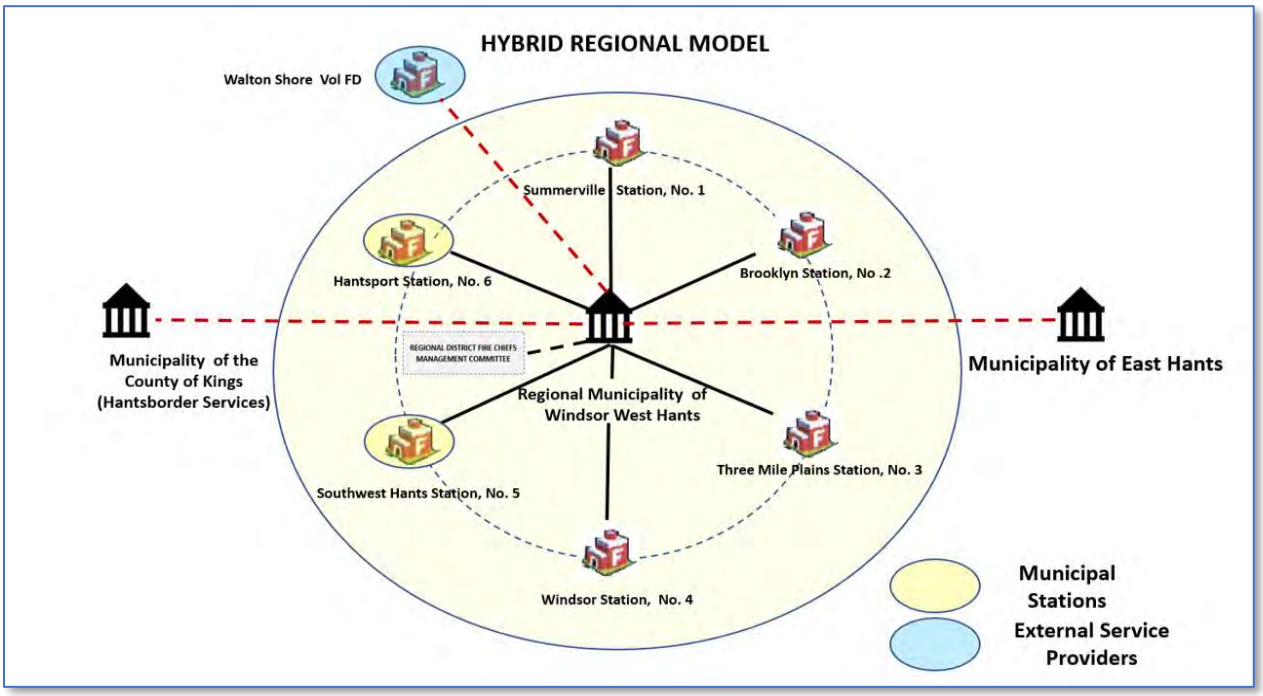


The reporting relationships of this proposed model are well known and defined. All relationships are direct to the municipal management team through the DPS/FC. Each municipal department will be able to contribute its expertise as with any other municipal operational department. Accountability and transparency are subject to administration and Council oversight. The following diagram illustrates these relationships. With this model, the part time contract position of REMO will become the responsibility of the Regional Fire Services most senior position.

In addition, an Assistant Chief of Fire Prevention will also be required to carry out the responsibilities of the Fire Safety Act/Regulations but also act as the Director during the Director's absences.

This model requires an administrative support position to support both the Director and the District Fire Chiefs.

***Model 3**; Relationship Diagram*



An analysis helps to clarify the pros/cons of this model. The results of the analysis are captured in a S.W.O.T. (Strengths, Weakness, Opportunities, Threats) analysis chart, as follows on the next page:

***Model 3**; S.W.O.T. Analysis*

	STRENGTHS		WEAKNESSES
1	Provides Municipal oversight by the CAO and Director of Protective Services	1	Not being able to fill the positions with persons having the correct skill set and willingness to accept role responsibilities.
2	Provides protective services, i.e. fire, REMO, fire inspections, fire prevention , Emergency Communications and liaison with emergency services partners , i.e. EHS, RCMP under one roof.	2	Certain positions identified as requiring Certifications may not being accepted.
3	Retains, department individuality & Recognizes within current department districts the role of District Fire Chief	3	Initial start up costs
4	Provides District Fire Chiefs direct input to the overall administration and management of the Regional service to the Director of Protective Services and ultimately the CAO; via the District Fire Chiefs Management Committee	4	Time is needed to obtain buy-in and plan implementation.
5	Provides Accountability & Transparency	5	
6	Accountability to all regions and citizens of the municipality	6	
7	Provides for big picture overview of entire fire and emergency service delivery.	7	
8	Provides one Regional strategic focus in service delivery	8	
9	Standardizes, administrative, management and operational policies, including , training, safety, service delivery, HR and volunteer benefits	9	
##	Provides redundancy across fire service positions across the region thereby reducing volunteer stress and burnout. Improving retention rates		
##	Significantly Reduces Municipality's liability in service provision		
	OPPORTUNITIES		**THREATS**
1	Opportunity for change to permit effective administration and management of the fire service so as to meet the needs of the Regional Municipality	1	Often suggested alterations to current conditions are perceived as a threat to their organizations viability and possibly impact department morale and business relationships
2	Provide volunteers and staff growth opportunities within the organization	2	Lack of buy-in
3	Provides the opportunity to provide a best practice , affordable service, meeting the needs of not only the municipality but the needs of the volunteers and staff of the fire service organization.	3	Lack of funding to implement all crucial objectives in a timely manner

Sample Fire Services Job Descriptions

To assist the reader in understanding and appreciating some of the fire services positions more fully, draft sample duties/job descriptions are attached as **Appendix VII; Sample Job Duties and Descriptions** to this report.

The positions included are:

- The Director of Protective Services/Fire Chief
- Assistant Chief of Fire Prevention
- Divisional Chief of Training, OHS, and Communications
- Regional Fire Inspector/Investigator

Organization Conclusion, Recommendations

F. Buckminster Fuller is quoted as saying: "*You never change things by fighting against the existing reality. To change something, build a new model that makes the old one obsolete.*"

Can we use technology to gain efficiencies in service delivery? Can we use existing, not commonly used, resources from varying, sometimes competing, entities to meet the need rather than buying more?

The organization just needs to put things together differently and better. The organization needs to focus on wholistic service delivery. The results/outcomes would possibly achieve the very thing claimed to be desirous in the first place; i.e. a change for the better. Individuals know *what* needs to be done; the deeper question is *how*. If there is one dominant theme which runs through all of today's challenges, it is awareness that the way things have been done is no longer acceptable in today's environment.

Collaborative leadership needs to create a space in which each of the leaders and professionals come together to design and build the new model for systematic program delivery.

Collaborative leadership can be implemented at any time and can resolve the problem of silo-thinking and achieve cost-effective goals and objectives.

Successful change requires time and relationship intensive consensus building with due sensitivity to, and the broad-based participation of, key stakeholders. Highlighting to all stakeholders the need to manage liability and risk issues is an important component of any regionalization/consolidation process. Seasoned leadership and support staff are key success factors to the successful initiation of this strategy and to sustain it over the long run.

There are two key challenges in managing organizational change; developing trust and consensus among key stakeholders, and managing diverse volunteer fire department desires.

GA recommends the implementation of Model 3; Hybrid Regional Fire Service, for all of the reasons discussed starting on page **120** above.

GA recommends the hiring of a full-time Director of Protective Services/Fire Chief.

GA recommends the hiring of a full-time Assistant Fire Chief.

GA recommends the hiring of a part-time Divisional Chief.

GA recommends the hiring of a full-time Administrative Assistant.

GA recommends the hiring of four part-time paid on call fire-investigators.

GA recommends the transfer of 1.5 FTE Fire-Inspectors from Planning & Development, Building, to the regional fire services.

OPERATIONS

EMERGENCY CALL TAKING AND FIRE SERVICE RADIO COMMUNICATIONS

911 CALL TAKING AND ROUTING

The *Emergency "911" Act* was enacted in 1992;

> "The purpose of this Act is to establish the number "911" as the primary emergency telephone number for use in the Province and to implement a Province-wide system for the reporting of emergencies to emergency service agencies. 1992, c. 4, s. 2."

It is useful to pull some definitions out of the Act for our discussion, as follows;;

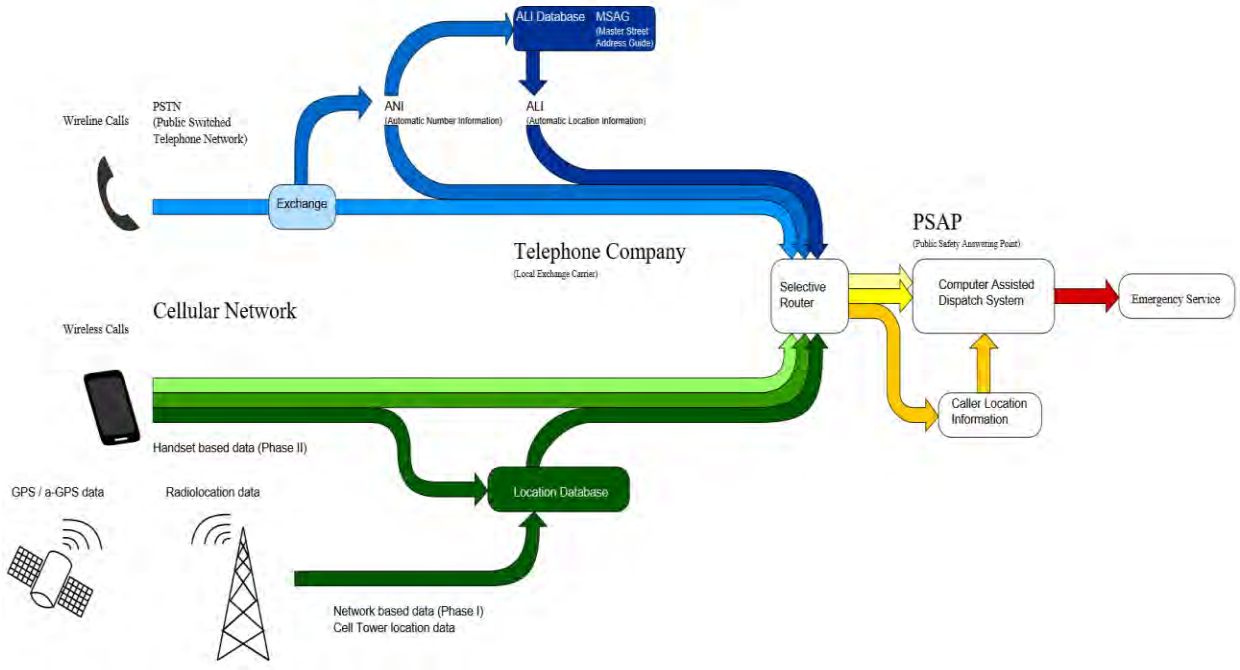
> "3 In this Act,
>
> (h) "primary public safety answering point" a primary public safety answering point means a communication centre that is normally the first point of reception of emergency calls;
>
> (i) "public safety answering point" means a communication centre that functions to receive emergency calls and to dispatch such calls to the appropriate emergency service agency;
>
> …
>
> (k) "secondary public safety answering point" means a communication centre to which emergency calls are transferred from a primary public safety answering point that is normally the agency responsible for dispatching emergency personnel;"

Windsor/West Hants 911 Service

The 911 system (E-911) service for the Windsor/West Hants fire departments commences with a caller in need dialing 911. This 911 call is routed to the Primary Public Safety Answering Point (PSAP). The PSAP for Windsor/West Hants is Truro RCMP in Truro, NS. If they are too busy then Valley Communications picks up the overflow, followed by HRM, and finally CBRM.

Due to the technology of telephone and cellular service providers and the capabilities of the E-911 system, two key pieces of information are immediately provided, the telephone number from the caller's telephone (called an ANI, Automated Number Identification) and the address and/or location (either the civic address if call is made by landline or the closest cellular tower if by cellular phone) from which the call is being made (called an ALI, Automated Location Identifier).

These two very important pieces of automated information assists the E-911 operator in determining to which emergency service the call should be transferred to, in a timelier fashion.

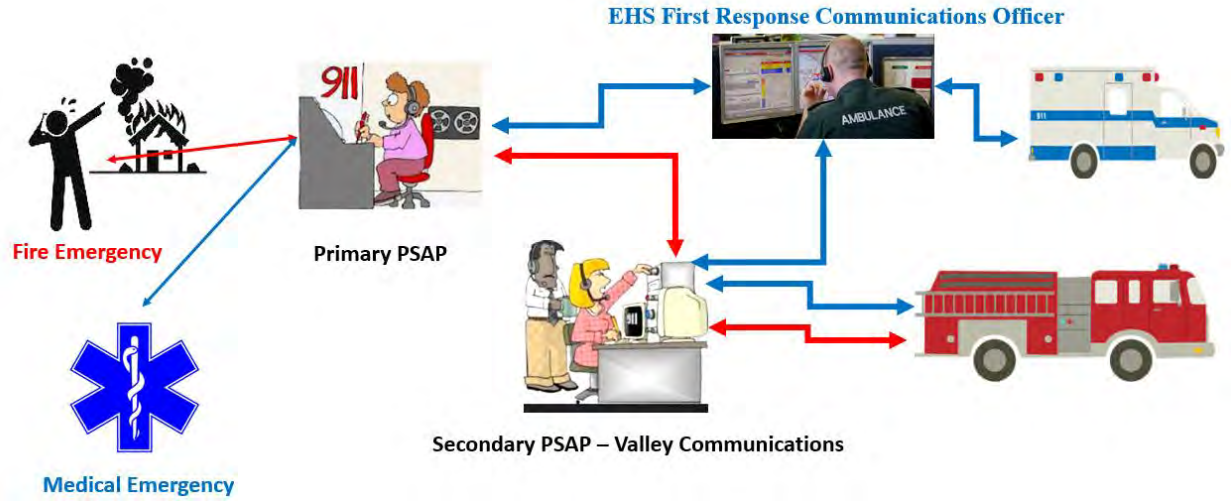


For fire incidents, once the Primary PSAP call taker determines the nature of the emergency (police/fire/ambulance) and confirms the location against the ALI information, the call taker then transfers the call to the Secondary PSAP/Dispatch centre for fire services in that area. The above graphic from Wikipedia[35] illustrates the process.

In the Windsor/West Hants region the fire dispatch service is operated by Valley Communications. For medical emergencies, medical calls received by 911 Primary PSAP are transferred to an EHS First Response Communications Officer (FRCO) located in their communications center in Dartmouth. EHS then triages the nature of the medical emergency, and will dispatch the closest ambulance and contact a secondary PSAP to dispatch the closest fire department; in accordance with provincial EHS and local Fire Department Medical First Responder protocols.

[35] https://en.wikipedia.org/wiki/9-1-1

Once Valley Communications determines the nature of the service required, i.e. Medical First Responder, fire, rescue, and etc., they will dispatch the appropriate fire department(s).



VALLEY COMMUNICATIONS

Valley Communications (VComms) was established in 1959, then known as the 'Kentville Telephone Answering Service', to provide emergency call taking with dispatch service to the Kentville Volunteer Fire Department. Other areas of the business developed to provide service to other agencies that required around the clock coverage.

At present, Valley Communications operate as one of four 911 PSAP's (Public Safety Answering Points) in the province of Nova Scotia. They act as a Primary PSAP for the town of Kentville and the surrounding area cellular towers and act as a Secondary PSAP for the Town of Windsor and the Municipality of West Hants. They also provide fire dispatch for about 94 fire departments in the counties of Kings, Annapolis, Hants, Lunenburg, Queens, Colchester and Cumberland, and act as a secondary 911 answering point for these areas. This translates to 8,000 fire calls per year or 20 to 30 calls per day. Valley Communications also provides telephone answering service to over 100 clients and monitors over 2,000 security alarms province wide.

The Town of Windsor and the Municipality of West Hants both have active service contracts with Valley Communications. Both of which expire June 30, 2020. (Ref. Appendices II and III). The contracts, although for basically the same services, are different.

Communications/Dispatch Service Contract Notes

The following are some observations related to the service level agreements reviewed between the municipalities and the supplier that should be addressed to ensure an appropriate level of service is maintained. The contracts differ between the two municipalities. One references the provision of dispatch services, the other communication services.

GA recommends that future communications/dispatching contracts reference all services required, for example; "*provision of fire department dispatching and emergency communication services*".

The following notes are for the current services being provided;

- There is no clarification on how Valley Communications are to keep the records, who has access, who does the auditing of the records and who manages quality control related to records management.
- There are no service level performance requirements,[36] such as time required to process receipt of a 911 call to time of dispatching the appropriate services.
- No required level of training and or qualification of operators.
- There is no record or copy of a signed Non-Disclosure agreement.
- The recording of all emergency calls with accurate time and date is required "*when at all possible*". (West Hants Contract). Question why would it not be possible?
- A copy of digital recordings, "*if available*", are to be kept on site for the duration of the Agreement. (West Hants Contract) Why would the digital recordings not be available?
- The West Hants contract permits the Municipality to periodically review Standard Operating Guidelines and update from time to time. The term periodically is not defined.

[36] Fire Service Association of Nova Scotia (FSANS) Fire Dispatch Standards requires that the number of Call-Taker/Dispatchers on duty to be determined by the following performance benchmarks: C(i) 95% of emergency calls shall be answered within 15 seconds and 99% within 40 seconds. C(ii) 95% of emergency dispatching shall be completed within 60 seconds.

Valley Communications Operations

Communication Facility

The most recognized standard for communications facilities is NFPA-1221; *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*. This is a very stringent standard. In 2017, the Fire Services Association of Nova Scotia (FSANS) produced a *Fire Dispatch Minimum Standards* document that is based upon the NFPA-1221 standard, while recognizing modified requirements for existing structures.

The current facility is a vintage converted residential above ground structure, featuring offices and the communications center, complete with a backup power generator for the comms center. It is located at 218 Belcher Street in Kentville, NS.

Staffing

Day time hours (8:00 am to 4:00 pm) there are three (3) to five (5) staff on duty, if the center gets extremely busy some of the office administration staff are able to assist. The 4:00 pm to 8:00 pm shift, three (3) staff are on duty and the 8:00 pm to 8:00 am shift two (2) staff are on duty.

The minimum staff on duty are still required to provide primary and secondary PSAP services as well as being the backup Primary PSAP for Truro and Cape Breton Regional Municipality as well as process and dispatch fire calls on behalf of 94 fire departments (20 to 30 calls per day), acknowledge security alarms, and do client paging services. Depending upon time of day and work volume, off-hour staffing could become very challenged to meet demand in an effective and efficient manner.

Call Taker/Dispatcher Training

Training is all done internally and features a six (6) month mentorship program with a competent dispatcher, 911 is the last part of the training program. All new personnel start off as part-time staff.

Valley Communications (VComms) has developed their own training manual; employing a lot of the Halifax Regional Municipality information. Training includes seven (7) days of PSAP training conducted by provincial EMO staff at their Dartmouth PSAP. Local training includes operation of communications equipment and related software. Every Two (2) years refresher training for all staff is required with E-911 for PSAP operations. PSAP operation follows provincial operating procedures.

GA recommends that Valley Communications have one or two staff attend a recognized certification program such as offered by the Association of Public-Safety Communications Officials (APCO). Such courses are offered in a number of colleges in Ontario. Extensive training is also available through APCO online.[37]

The FSANS Dispatch Service Standards (2017) requires the following;

> "9) Trainee Call Taker/Dispatchers shall successfully complete a Call Takers/Dispatchers training program recognized by APCO or other authority"

NFPA-1061[38] also establishes qualification requirements for "*Telecommunications*" personnel, and is a good resource for additional training needs and programs.

Dispatch Facility

Standards for Dispatch Facilities are provided in the Fire Services Association of Nova Scotia (FSANS) Dispatch Service Standards and some of which are highlighted below.

[37] https://www.apcointl.org/training-and-certification/course-options/institute-online/

[38] National Fire Protection Association; NFPA-1061, Standard for Professional Qualifications for Public Safety Telecommunications Personnel

BACKUP FACILITY

FSANS Fire Dispatch Standard requires;

> 1) Every Comm Centre providing emergency dispatch or notification services shall have a reliable, fully functional backup facility sufficiently geographically separated from the primary facility so as to minimize dependence on the same electrical distribution, sanitation and transportation infrastructure.
>
> 2) A backup facility shall be maintained in full standby mode such that dispatchers can be relocated to it on short notice and immediately resume full service to clientele.
>
> 3)The backup facility communications equipment shall be tested at least once a month. At least once every six months the backup facility shall be operated for one full shift.

Valley Communications has a backup facility located in the Kentville Fire Station. According to the supplier, the facility has never been tested.

GA recommends that the backup dispatch/communications facility's communications equipment be tested at least monthly.

GA recommends that at least once every six months the communications/dispatch backup facility shall be operated for one full shift as per FSANS standard and that records of all testing and operations of the backup facility be created and maintained, including all maintenance provided.

BUSINESS CONTINUITY-SUCCESSION PLANNING

> 1) The owner or manager of a Comm Centre providing emergency call taking, dispatching, or notification shall develop and maintain a business continuity plan to acknowledge the possibility of catastrophic events either physical or human.
>
> 2) The owner or manager of a Comm Centre shall develop and maintain a succession plan for continuation of service for a reasonable period of time in the event of a loss of any key personnel from the organization.

GA recommends that the dispatch/communications service provider undertake the development and implementation of business continuity plans and successions plans, if they have not already been made, as soon as possible.

Call Taking and Dispatching Operational Issues

An operational review was conducted of the Valley Communications Services (VComms) and their interaction with the fire services within the Region of Windsor and West Hants Municipality. A total of twenty-seven areas of service topics were reviewed. Both the fire services and VComms raised issues during the Review that impact efficient and effective services. Both had an equal part in some of the deficiencies. The good news is with collaborative efforts between all the parties involved, the Municipality, Valley Communications and the fire services the issues are all fixable.

Some of the findings of the review include the following.

- Quality Control of incident reports and data appears to be inconsistent
- Data entry errors, missing data. Some of the missing data can be attributed to the fire departments not reporting properly, or completely, or in a timely manner to Valley Communications (VComms).
- VComms time data entry is occasionally wrong (i.e. "*Depart Time*" and "*Time at Scene*" times reversed) & other time recording issues. These appear to be human operator errors, but a good CAD system would not permit such anomalies to occur, i.e. error trapping.
- Use of nonstandard time terms in the electronic CAD system; i.e. "*Time at Scene*" instead of "*Arrival Time*." In the majority of FD CAD/reporting systems "*Time at Scene*" is total elapsed time the FD actually spent at the scene. "*Depart*" time is the term used by VComms for the industry standard "*Enroute*" term, and etc. Although not fatal flaws, they are disconcerting because they do not meet standard understandings.
- Incident call classifications are non-industry standard. In some cases they do not allow a fine enough understanding on the part of the responder, and later the reviewer, into the true nature of the incident.
- Incident type dispatched by VComms vs their report tables at times do not match up. This is likely a symptom of the previous bullet point.
- Lack of E-911 automated ANI/ALI information populating the CAD and therefor fire departments' RMS.
- Valley Comms CAD reportedly does not record all 911 calls.
- Reportedly the back up facility is not being tested according to any recognized standard.

VComms has access to language translation services provided by ATT in Toronto; who have the ability to translate 70 languages. The time it takes to connect and translate is unknown, and reportedly has never been measured.

The transfer of calls between PSAPs is all verbal no ANI/ALI data available. Reportedly, VComms does not have the necessary equipment.

Computer Aided Dispatch

VComms uses a Computer Aided Dispatch (CAD) software program, developed in Nelson BC, called Fire Pro2 (FP2). Windsor Fire Department also uses FP2 for their Records Management system (RMS) and call tracking and service analytics. However, reportedly, as a result of VComms inability to receive the E-911 ANI/ALI information, all caller information received from the Primary PSAP is by voice only. This requires the VComms call taker/dispatcher to re-enter the call information manually by typing the information into their CAD system, which has led to many typographical errors, which in turns produces incomplete and erroneous incident data.

The Windsor Fire Department FP2 Records Management System, includes the module that permits downloading all incident data information from the VComms CAD system. This could permit the hands-off automated downloading of the Date, time, dispatch, response times, type of incident, responding units, and etc. This data could then be stored in an incident records module that permits future data mining and analyzing of the information. Data analysis allows the fire service to review and adjust service delivery programs in an effective, efficient manner.

Unfortunately, as a result of manual data manipulation and entry errors the information downloaded in many cases was incorrect and created additional effort on behalf of the fire service to correct the errors. Errors such as misspelling of addresses (e.g. Gray versus Grey) creates duplicate calls to civic addressing that were in fact not duplicate calls. Other data has been corrupted, which had nothing to do with ANI/ALI data, was discovered causing RMS errors that had to be manually corrected. Some examples are apparatus Enroute times were actually apparatus Arrival times and Arrival times being Enroute times. Meaning (nonsensically) the apparatus arrived before being dispatched. As a result of the data entry errors, the automated data download feature was turned off by the fire service.

Analytics in today's fire service delivery is of the utmost importance; but is only effective if it is timely and accurate. Analytics is needed to review fire and rescue trends developing within

communities. With a good understanding of service demands and issues, adjustments in service delivery can be made in real time and budget planning can be more accurate.

Fire RMS also make modules available for almost every aspect of the fire service. These can assist in managing the fire service delivery programs for each station, Modules include incident reports, equipment management/inventory, training records, personnel records, and etc.

There are several Canadian software programs available that integrate with E-911 data, are map based, include CAD capabilities and provide holistic RMS.

GA recommends that the Regional Municipality investigate a cost-effective fully integrated Fire CAD/RMS program. It is recognized that with the large client base of VComms that it may not be possible to reach consensus on a single CAD/RMS system for all fire departments. However, a possible and attainable goal is to have VComms' system operate properly, provide accurate data, and be able to interface and reliably data-dump, with error checking, to the RMS system that the Regional Municipality choses.

The other benefit to this research and acquisition is that depending upon the CAD/RMS program preferred, the other 80+ fire departments that VComms services might be interested in joining a larger client base for acquisition and maintenance of the preferred CAD/RMS and this may provide lower costs to the Regional Municipality.

Municipality Responsibilities

The contract requires the Municipality of West Hants to supply the equipment, tools and software ("Equipment") to the Supplier, or appropriate replacement Equipment, and may provide such additional Equipment as it deems necessary.

The contract requires the Town of Windsor and/or the Windsor Fire Department to supply the transmitters and receivers for the provision of Communication Services and the Town is responsible for all costs and charges for its own telephone linkage and any other costs and charges associated with the installation, repair and upkeep of equipment.

911 Call Taking and Dispatch Recommendations

GA recommends that Valley Communications adhere to FSANS Fire Dispatch Standards

GA recommends that the Regional municipality and Valley Communications acquire the required software and firmware/hardware to enable the capture of any and all ANI/ALI data from the Primary PSAP.

GA recommends that the Regional municipality appoint a single contact person to manage emergency dispatch/records management, radio communications, and be the primary liaison between the municipality and Valley Communications.

GA recommends that Valley Communications test, and time, Language Translation services provided by ATT in Toronto.

GA recommends that the Municipality and Valley Communications implement a proper and ongoing incident call reporting and auditing program.

FIRE SERVICES RADIO COMMUNICATIONS

The various fire stations across the region use two types of radio systems, a) their own private Very High Frequency System (VHF) and the province-wide multiagency Trunk Mobile Radio (TMR) system.

Several issues were raised by Stakeholders, as follows:

- Proper radio etiquette is an issue,
- Overkill on Medical calls. Reportedly, 3 departments paged for one medical incident.
- EHS dispatch lacks information when transferring calls to Valley Comms
- Fire Services switching back and forth between TMR and VHF frequencies during an incident.
- Not all channels being used are recorded
- Fire Services take over full radio control.

Current practice is for the fire departments to use both their VHF paging system, as a fire ground radio, and the TMR system, simultaneously. The fire services switching back and forth between different operating systems is a major safety issue and causes lack of continuity between the Dispatcher and the fire service during an emergency incident. This will be further discussed in the Fire Services Communications Section below.

IamResponding Application/Software

In addition to the radio communications all stations employ a software communications program called IamResponding.[39] This platform is a web-based system which saves critical time for fire departments, when responding to emergencies. When paging firefighters over the radio system, the dispatcher also routes the page to this application. After receiving a dispatch notification through the existing VHF radio system (or through IamResponding to any mobile device), responders simply speed dial one number on any phone, or press a button on IaR's free apps. On a computer screen in the stations (or accessed through any computer or mobile device with internet access), the station, chiefs, team leaders, and dispatchers immediately see who is

[39] https://iamresponding.com/v3/Pages/Default.aspx

responding, their level of certification/qualification, the time that they are responding, and the location where they are responding (station or scene).

IamResponding also provides: supplemental dispatch notifications to members (if data has been previously collected and inputted by the fire department) via app push notifications, text messages, emails and alpha-pagers (all simultaneously, and all managed by the members themselves). The supplemental information available includes; mapping and routing to the scene of the incident, customizable mapping layers showing the real-time location of all of your responding members, hydrant and water source locations, pre-plans, hazards, road closures, AED and FDC locations, and other customized map markers. It also features an internal mass-messaging system for easy and fast communications with all department members, records management tools for certification tracking, training records, incident reporting, and attendance.

GA does not know what if any additional features are being employed by the various stations.

Radio Hardware Inventory.

A review of the current radio inventory of the various stations throughout the region indicates that all stations have a mix of two manufacturers' radio hardware, with a multitude of differing models. Motorola by far outweighs the second supplier Kenwood in volume of product. Pagers are all manufactured by Motorola, and are of two different model versions. The following table provides a summary of the current inventory as provided by the individual fire stations.

			Summerville	Brooklyn	TMP	Windsor	Southwest Hants	Hantsport	
TMR	Motorola	Portables	14	17	0	5	4	13	53
		Mobiles	0	3	1	9	3	6	22
	Kenwood	Portables	0	0	1	0	0	0	1
		Mobiles	0	0	0	0	0	0	0
VHF	Motorola	Portables	16	35	33	22	5	27	138
		Mobiles	0	0	7	13	3	10	33
	Kenwood	Portables	2	7	0	0	0	0	9
		Mobiles	0	6	0	1	0	0	7
		Sub Total	32	68	42	50	15	56	263

Total Portables 201 Total Mobiles= 62. Windsor has 1 Marine Radio, plus 1 VHF Motorola repeater which brings the total radio compliment. 265 being reported.
TMP has 1 mobile base radio included in the VHF mobile number of 7.
NOTE: Summerville reports no base stations nor mobile radios.

In addition to two-way radio hardware all stations use VHF pagers for emergency response notifications. These Motorola pagers are ubiquitous in the fire service and, by necessity, operate on a VHF radio system. There are few, if any, suitable alternatives for firefighter pagers.

Dept Pagers	Freq Type	Manufacturer	Models	Channels	Number	Sub Total
Summerville	VHF	Motorola	Minitor 5		22	
	VHF	Motorola	Minitor 6		10	32
Brooklyn	VHF	Motorola	Minitor 5		27	
	VHF	Motorola	Minitor 6	1	4	
	VHF	Motorola	Minitor 6	5	28	59
TMP	VHF	Motorola	Minitor 5		1	
	VHF	Motorola	Minitor 6	1	1	
	VHF	Motorola	Minitor 6	5	24	26
Windsor	VHF	Motorola	Minitor 5		51	51
Southwest Hants	VHF	Motorola	Minitor V		12	
Hantsport	VHF	Motorola	Minitor V		34	46
					TOTAL	**214**

According to Industry Canada, as a standard rule in Canada, about 85% of radios sold are either in the UHF, or higher frequencies like 700 MHz (for public safety) or 900 MHz. The TMR2 system in Nova Scotia is 700 MHz, P25 compatible (i.e. digital).

The W/WH fire departments each have their own licensed VHF radio channels, as follows;[40]

Municipality of West Hants

Brooklyn

Frequency	License	Type	Tone	Alpha Tag	Description	Mode	Tag
152.30000	XJI515	RM	71.9 PL	Brooklyn FD Ops	Fire Operations	FM	Fire Dispatch
154.62000		M		Brooklyn FD Simp	Fire Simplex	FM	Fire-Tac

Hantsport

Frequency	License	Type	Tone	Alpha Tag	Description	Mode	Tag
150.95000		M		Hantsport PW	Public works	FM	Public Works
154.34000	VAC765	RM	71.9 PL	Hantsport FD	Fire department	FM	Fire Dispatch

Summerville

Frequency	License	Type	Tone	Alpha Tag	Description	Mode	Tag
154.71000	XJI517	M		Summerv. FD	Fire department	FM	Fire Dispatch

Vaughan

Frequency	License	Type	Tone	Alpha Tag	Description	Mode	Tag
152.63000	CFA680	RM	88.5 PL	SW-Hants FD	South West Hants fire department (Hantsport station #2)	FM	Fire Dispatch

Windsor

Frequency	License	Type	Tone	Alpha Tag	Description	Mode	Tag
151.46000	XJW400	RM	107.2 PL	Windsor FD	Fire department	FM	Fire Dispatch
153.98000		M		Windsor PWks	Public works	FM	Public Works

Currently, as a reality check, to meet standards VComms needs the ability to monitor, respond/communicate, and record conversations on all of the above noted VHF channels (six) plus the various TMR channels that the W/WH fire departments could use.

If one station is assisting another, some of a responding trucks' conversation will at some point jump from their own VHF channel to the other station's VHF channel, and very possibly back and forth if they continue to communicate with other trucks or stations that may be still on their own or TMR channels. It is easy to understand why this issue is a concern.

[40] https://www.radioreference.com/apps/db/?ctid=4699 Note: only the scanner frequency is shown. Most of the channels use a pair of frequencies for repeater operation (i.e. unless labelled simplex)

KPIs

To aid in fire service delivery's program performance analysis, Key Performance Indicators (KPIs, aka Fire Ground Bench Marks) must be documented during an incident by announcing and recording the pre-defined KPIs. This process is often referred to as benchmarking. Benchmarking also assists those in command and dispatch as to the status of the incident and helps determine if additional resources or a change in tactics is required.

Some examples of KPIs required during an incident are:

- On Scene, this is the time captured by the Dispatcher, as transmitted, by the first arriving unit of a dispatched call.
- Conditions on arrival (Sit Rep), a brief description of the incident upon arrival of the first unit; e.g. nothing showing, or house fully involved, heavy smoke showing etc. This helps all responding personnel understand what to expect upon arrival and if additional help is required.
- Water on Fire, this is important as it determines the time it took from arrival of the first crew(s) to the time they start minimizing loss. This is important as there are many response time standards and bench marks used in litigation that consider time of call to time of intervention. This equates to service delivery performance standards being met. Internally, this leads to investigating what circumstances led to delays, and whether there are tactics possible to address them for the next time.

There are others such as primary search complete, secondary search complete, under control, loss stopped, all clear, and a few other less common ones.

Why is the foregoing referenced here? The issue is that all of the bench marks should be broadcasted over the radio system as they occur, and should be recorded by the radio recording system along with a time-stamp, be manually noted/recorded by the Dispatcher (in CAD), and thereby entered (dumped) into the incident report.

Times, and sequence of events can be critical to post-incident analysis for fire service managers and personnel. It is a great training tool. However, it serves a larger purpose also if there is litigation over an incident. One of the consultants is currently participating in a post-incident analysis associated with a large lawsuit; and the recorded events and time-stamps are critical pieces of evidence for the defence of the municipal fire service.

Who is Listening?

The main issue that is of concern in W/WH is that the fire departments are using two different radio systems (and possibly up to six VHF channels plus TMR channels) at the scene of an emergency and often alternate their radio transmissions between their individual department's VHF and the province's TMR radio systems. GA has noted fire officers and others carrying and simultaneously using two different radios. Anecdotally, fire officers have related occurrences where halves of conversations occurred on each system. This not only leads to confusion, frustration and missed key information during a fire, it makes recording of radio transmission virtually meaningless, and it is also a serious firefighters safety and efficiency issue.

If a firefighter(s) is in need of urgent assistance and requests immediate assistance over the radio system (Mayday Call), what radio system do they use, will the incident commander and others hear the call for help? Anecdotally, stakeholders have related trying to answer a radio transmission and used the wrong radio and had missed parts of transmissions. In GA's opinion this is a serious issue, that was also expressed as a concern by several officers.

During GA's review of communications systems and procedures/practices, both the VComms and the fire department officers complained about missed information, wrong information being recorded, the Dispatcher not responding to calls on the radio in a timely manner and the VComms complaining that when their Dispatcher attempt to contact the on-scene fire department there is no response.

There appear to be a small number of actions that have led to the issues highlighted. First let's consider the contractual role of Valley Communications for the provision of dispatching and communications services. The contract[41] between West Hants and VComms is for the provision of;

> "Emergency Dispatch Services and shall keep full and complete records of incoming and out-going dispatch communications."

[41] Please see **Appendix II; West Hants /Valley Communications Contract** starting on page **320** for more details of this contract.

The contract between Windsor and VComms is different, and does not speak to any intent to record transmissions. The entire service is contained in the first clause as follows;

> "The Communication Service shall provide communications services for the use and benefit of the Town."

What is the intent of these contracts? GA believes that the intent of the contracts, at least on the part of the fire departments, is to provide full dispatching and emergency communications between VComms and the response firefighting personnel at scene and to maintain records of the communications and the incident. However, the use of multiple radio systems is a serious complication.

Some of the noted anomalies in the use of the communications services are noted below;

- Some incidents, the responding fire department take over full control of radio communications by placing a "dispatcher" in the fire station and using the station's base radio.
- Some departments have designated volunteer radio operators who operate as the main emergency radio communication center for incidents; but only when they are available. There is an inevitable delay in them responding from home/wherever to the fire hall to perform their duties and there is a consequential loss of critical dispatch information. Once they take over control VComms looses continuity in radio traffic as the fire department switches from TMR to VHF radio channels. Important dispatch and communication traffic data may be missing and is needed to properly complete required incident reports.
- Using two radio systems simultaneously causes lack of continuity, and if VComms is busy, the Dispatcher looses track of the incident flow. The Dispatcher is dealing with other fire departments who also need communication services and are not hopping around between systems.
- With the fire departments taking, for some incidents, control of communications during an incident, it make it unclear who has responsibility for those communications. This could have serious consequences if it is necessary to determine responsibility or track the sequence and timing of events in the case of litigation, or even an enquiry; e.g. by the coroner if there is a fire related death.
- Not all communications channels are recorded and time-stamped.

All of the foregoing leads to dysfunctional and missing radio communications that may lead to serious consequences. Not to mention the financial burden of needing to equip, maintain, and train on two operating system at an emergency.

The resolve should be simply to use the contracted services as intended and a single emergency radio system for all dispatching and the TMR system for emergency scene communications.

Radio System Related Recommendations

GA recommends that VComms acquire the necessary radio transmission recording equipment to record all fire department used channels.

GA recommends that the Regional fire departments operate on TMR channel 23 for all incident dispatches and incident operations, and TMR channel 22 for water shuttle and Traffic Control operations, etc.

GA recommends that the Municipality maintain the current VHF system for fire service paging only. The Municipality should strike a committee of the fire services to examine if there are any compelling reasons why the VHF system must be maintained for other than paging use.

GA recommends that the fire departments permit VComms to provide the contracted services for dispatching and communications as required by the service contract, by discontinuing the practice of taking over radio communications from fire stations.

GA recommends that the fire departments and VComms implement the use of industry standard radio transmitted benchmarks (KPIs) for all fire incidents.

GA recommends that dispatch protocols for MFR incidents be revised so that only one MFR capable unit is dispatched to single patient incidents.

GA recommends that the fire departments collectively develop and implement a standardized training program to make all personnel aware of required radio operating procedures, benchmarks, channel usage, and all other aspects critical for effective and efficient radio system usage.

Alternative Service Providers

GA was asked to look at alternatives to the current service provider. Consideration was given to other dispatch/communication opportunities. However, given the combined service costs for services of the two municipalities for the current provider, ($44,443/annum) it was highly unlikely that a more cost-effective service could be found. The other consideration moving forward is that there have been ongoing discussions between the Fire Services Association of Nova Scotia and the Provincial Government for a single province wide fire dispatch and communication system, to include all fire departments except for HRM, and CBRM. It is being suggested to GA that within the next couple of years movement on this possibility will take place.

Given that the issues that require some form of addressing are not insurmountable nor terribly costly, are not unique to any one communications service, and there is currently the ability to make procedural and equipment changes;

GA recommend that the new regional municipality negotiate with VComms in 2020 for a new service agreement. The agreement should address the issues raised in this report. With the province possibly moving forward with fire dispatch services, the idea to seek an alternative provider should be placed on hold for the next while.

FIRE SERVICE RADIO AND UNIT IDENTIFICATION SYSTEM

A system of standardized identification of trucks and personnel is needed to avoid errors in radio communications that could lead to confusion or lack of understanding; and thereby to deadly consequences. To aid in standardization across the Region, fire apparatus unit numbers and radio assignments by rank and position should be established.

A review of neighbouring municipality's unit and radio assignment numbering programs was conducted. From that review, and considering the current methodology within the Windsor/West Hants region, the following program is being recommended.

Fire Station Numbering

The purpose of numbering fire stations is to assist in the associated fire apparatus and personnel radio identification. Ease of communications and a standard structure and is the basis for the program. The numbering system chosen starts with a single digit station number; commencing with the Summerville fire station and moving clockwise. This results in the following station number assignments.

- Summerville Fire Station 1
- Brooklyn Fire Station 2
- Three Mile Plains Fire Station 3
- Windsor Fire Station 4
- Southwest Hants Fire Station 5
- Hantsport Fire Station 6

Fire Apparatus Identification

Each current unit will be assigned a new unit classification/type.

Current Unit Nomenclature	**New Unit Nomenclature**	**Class**	**Unit Numbering Series**
Squad/Engine/Pumper	Engine	Water tank less than 650 Igal	11-15
Squad/Engine/Pumper	Engine	Water tank 651 - 1,000 Igal	15-19
Pumper-Tanker & Tanker	Tanker	Water tank 1,100-2,000 Igal	21-25
Pumper-Tanker & Tanker	Tanker	Water tank 2,100+ Igal	26-29
Rescue	Rescue	Light capacity	31-35
Rescues	Rescue	Medium or Heavy capacity	36-39
Aerial Ladder/Snorkel/Platform, etc.	Aerial	All	41-45
Quint	Quint	All	46-49
Utility	Utility	All	50
ATV/RTV/UTV w/wo trailer	RTV	All	60
Special Vehicles (dedicated purpose only): i.e. Command, Rehab, Tactical	Unit Type + ###	Example; Command 271	70
Boats	Marine	Example; Marine 1 (i.e. Summerville)	Station number

Each unit number will be prefaced by its assigned station number. Please see the following examples.

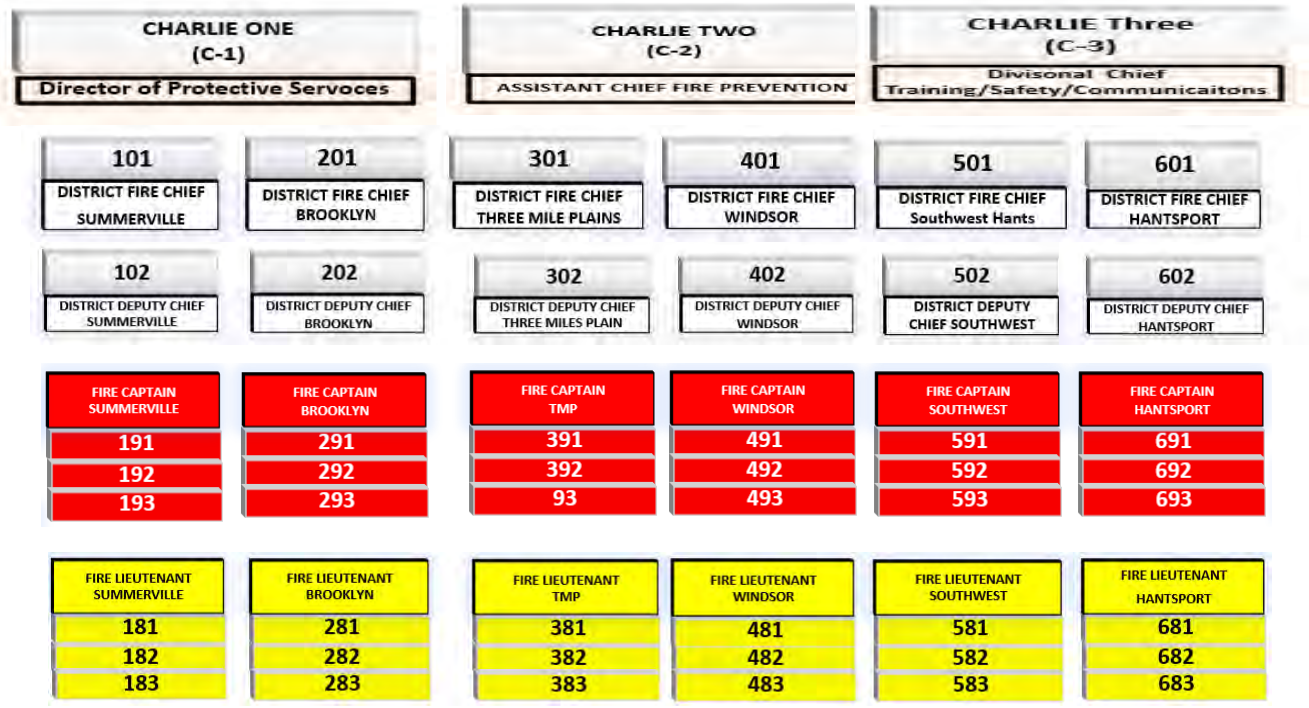
Examples

Station	Old ID	New ID
Hantsport	11	Engine 611
Hantsport	12	Engine 615
Summerville	Truck 1	Engine 115
Brooklyn	Squad 3	Engine 211
Windsor	Aerial 4	Aerial 441
South West	14	Tanker 526

Position Radio Call Signs

As with any fire organizations there are several identifiable positions within the organization, which is especially important at an incident. All positions need to be clearly identified (position ID) and standardized across the region. Whereas the fire service is a hierarchical and paramilitary organization, so must be the radio call signs.

Again, the use of fire station numbers come into play. The following Position IDs are premised upon the selection of the hybrid organizational chart. The use of phonetic lettering and numbers are used jointly in some of the radio identifications.



Firefighters

Firefighters radio identification will be based upon their unit number that they responded on. Under the proposed system of radio identification it might look like the following chart for the particular fire apparatus chosen for the example. The choice of a captain or lieutenant was arbitrary in the examples; just depends who got on the truck. Also, not every seat might be filled. For Aerial 441, it only seats five, and 526 only seats three.

Station	Apparatus ID	Capt.	Lieut.	FF ID	FF ID	FF ID	FF ID	FF ID
Hantsport	Engine 611	691		611-1 (driver/operator)	611-2	611-2	611-2	611-2
Hantsport	Engine 615	692		615-1	615-2	615-3	615-4	615-5
Summerville	Engine 115		181	115-1	115-2	115-3	115-4	115-5
Brooklyn	Engine 211	291		211-1	211-2	211-3	211-4	211-5
Windsor	Aerial 441	493		441-1	441-2	441-3	441-4	
South West	Tanker 526			526-1	526-2	526-3		

Firefighters arriving on scene with personal vehicles will be assigned radio call signs by the Accountability Officer or Command following the radio ID standard.

Other Functional Radio IDs

The following are some standard radio identification protocols that should be adapted for use Region-wide.

Person/Position/Function	Radio ID	Condition, Example
Valley Communications	FIRE CONTROL	
Incident Commander	Location + COMMAND	Example: Burlington Street COMMAND
Accountability Officer	ACCOUNTABILITY	Once the position is established
Entry Control Officer	ENTRY + Location	Example: ENTRY East Side
Incident Safety Officer	SAFETY	Charlie 3 assumes this ID once on-scene as the ISO
Incident Safety Officer, station based	SAFETY + Stn ID+1st, 2nd, etc.	SAFETY 4-1, SAFETY 4-2, SAFETY 3-1, etc.
Water Supply Officers	WATER SUPPLY + Stn ID	WATER SUPPLY 4, WATER SUPPLY 3, etc.
Fire-Investigators	INVESTIGATOR 1, 2, etc.	Investigators are not station based
Fire-Inspectors	INSPECTOR 1, 2, etc.	Inspectors are not station based
Traffic Control	TRAFFIC + Stn ID + 1st, 2nd, etc.	TRAFFIC 4-1, TRAFFIC 4-2
Staging officer	STAGING + Location	Example: STAGING Burlington Street
Planning Officer	PLANNING	Larger incident IMS model
Logistics Officer	LOGISTICS	Larger incident IMS model
Administration Officer	ADMIN	Larger incident IMS model
Sector Officer	Location + SECTOR	Example: BETA SECTOR, ROOF SECTOR

Summary and Recommendation Radio IDs

All requests for emergency services commences with a 911 call. Once the call is placed the expectations of the public are extremely high and demanding. Emergency Call taking, dispatching and radio communications must be efficient, timely and very effective.

If any part of the process goes awry, a multiple chain cascade of events can occur that could cost either a citizen's or a responder's life. A delay in response, or responders sent to an incorrect address, or a responder's missed May-Day call are all possible consequences of not having adequate and reliable equipment, training, procedures, and having people not adhering to them. Effective and efficient communications is the incident commanders' best tool in his/her tool box to manage an incident and to protect citizens and responders alike.

Communications must be a disciplined process right from the time a call is received for service to completion of the event. It is a total collaborative process. In addition to being a tool and process that permits talking and listening, the process, if properly equipped and managed, allows for analytics that permits the organization to establish key performance indicators and adjust service needs and levels according to past history of events. A good quality computer aided dispatch software integrated fire department records management system, permits an efficient means for not only capturing data, analyzing data, but will likely aid in the defense of any civil suit or investigation. If the system, equipment, and processes are not robust, nor meet best practices, it can become a liability.

As a result of the review of the dispatch and communication systems and procedures, a number of recommendations are provided for consideration in addressing some of the issues referenced. They are fixable and relatively inexpensive to address.

GA recommends that fire stations be numbered starting with Summerville as number 1 and going clockwise from there.

GA recommends that a standard system of IDs be utilized for identifying functional positions on the fire-ground, starting with the regional staff and extending down through to all apparatus seat positions and to firefighters who arrive on-scene in a private vehicle.

GA recommends that standard radio protocol titles be established for all regular positions at an incident scene.

INCIDENT RESPONSE OPERATIONS

EXISTING OPERATIONS

Fire Stations, existing

There are currently six fire stations in the Region, as follows;

FIGURE: STATIONS

Station	Location	Apparatus Space	Firefighters[42]
Windsor	King St. Windsor	5,955 sqft	36
Hantsport	5 Oak St. Hantsport	2,338 sqft	37
South West Hants	1870 Highway 14, Vaughan	1,558 sqft	16
Brooklyn	995 Highway 215, Brooklyn	8,000 sqft	39
Three Mile Plains	5984 Highway 14, Garlands Crossing	3,400 sqft	25
Summerville	59 Wharf Rd. Summerville	2,840 sqft	35

Fire Apparatus, existing

In those stations are the following numbers and types of fire apparatus and utility vehicles;

FIGURE: CURRENT APPARATUS INVENTORY

Station	Pumper	Tanker *	Aerial	Rescue	Utility	RTV	Boat
Windsor	3	1	2	1	2	1	1
Hantsport	2	1	0	1	2	0	0
SWH	0	1	0	1	0	0	0
Brooklyn	2	1	1	1	1	1	0
TMP	2♦	1	0	0	1	0	0
Summerville	1	2	0	0	1	1	1
Totals:	**10**	**7**	**3**	**4**	**7**	**3**	**2**

* All current tankers have large pumps, equivalent to that of a pumper
♦ One of these pumpers is currently out of service

Several of the existing vehicles are long past their replacement date, both in age and condition. Both aerials in Windsor should no longer be in the fleet. One has an aerial device failure (structural) and will not pass the aerial device certification inspection. It is not equipped with a pump or water tank. It serves no useful purpose and is almost 31 years old.

[42] Included in the overall total of 188 staff are: 16 veterans, (none firefighting), 1 dispatcher, 7 who respond to more than one station, 8 drivers only.

The other aerial is a Snorkel, an articulating-arm platform design, which is no longer a common aerial device type. This apparatus has a pump that will not pass ULC testing and is no longer certified. The pump was a proprietary design by the apparatus manufacturer, who went out of business in 1985 (one year after this apparatus was built). It is very likely that to rebuild the pump there will need to be custom machined parts made, if a successful and reliable rebuild is even possible. The apparatus is over 35 years old and is obsolete.

FIGURE: CURRENT APPARATUS DETAILS

ID	Type of Apparatus	Seats	Age 2019	Builder Chassis/Body/Aerial	Engine	Built NFPA	Pump Brand	Pump Capy	Tank Volume	Station
A-8	Aerial-Ladder	2	30 ¾	ALF/ALF/ALF	DET 6V-92	Yes	N/A	N/A	0	Windsor/OOS
Twr-6	Aerial-Platform	6	3 ½	Pierce/Pierce/Pierce	CUM ISL	Yes	Waterous	1,750	325	Brooklyn
A-4	Aerial-Platform	5	35 ½	King/King/King	DET 6V-92	Yes	King	1,099	0	Windsor
S-3	Pumper	6	3 ½	Pierce/Pierce	CUM ISL	Yes	Darley	1,250	640	Brooklyn
11	Pumper	6	17 ¾	EOne/EOne	DET DD13	Yes	Hale	1,050	600	Hantsport
12	Pumper	6	4 ¼	Pierce/Pierce	CUM ISM	Yes	Waterous	1,250	662	Hantsport
Tr-1	Pumper	6	3 ¼	Freightliner/Fort Garry	CUM ISL	Yes	Darley	1,319	800	Summerville
S-9	Pumper	6	4	Pierce/Pierce	CUM ISL	Yes	Waterous	1,543	634	TMP
P-1	Pumper	5	32 ½	Ford/Hub	CAT 3208	Yes	Waterous	1,050	800	TMP/OOS
E-1	Pumper	6	26 ½	EOne/Superior	DET 6V-92	Yes	Waterous	1,500	800	Windsor
E-5	Pumper	6	19 ½	EOne/Superior	CUM ISM	Yes	Hale	1,500	800	Windsor
E-11	Pumper, Wildland	5	14 ½	International/Superior	IHC DT570	Yes	Hale	1,050	600	Windsor
P/T-2	Pumper-Tanker	2	17 ¼	Freightliner/LRB	MER MBE4000	Yes	Darley	840	3,200	Brooklyn
P/T-4	Pumper-Tanker	6	15	ALF/ALF	DET DD15	Yes	Hale	1,750	2,000	Brooklyn
21	Pumper-Tanker	2	16 ¼	Peterbilt/Superior	CAT 3126	Yes	Hale	840	2,000	Hantsport
Tr-3	Pumper-Tanker	3	12 ¾	Sterling/Fort Garry	CAT C13	Yes	Darley	1,319	2,350	Summerville
14	Pumper-Tanker	3	4 ¾	Freightliner/Pierce	DET DD13	Yes	Waterous	1,250	2,500	SWH
T-10	Pumper-Tanker	2	4	Freightliner/Pierce	CUM ISL	Yes	Hale	840	2,842	TMP
T-2	Pumper-Tanker	2	16	International/Superior	CUM ISM	Yes	Hale	1,500	2,000	Windsor
Tr-2	Tanker (vacuum)	2	8 ½	International/EOne	IHCMaxxforce13	Yes	Hale	1,099	2,950	Summerville
R-5	Rescue	5	4 ½	Dodge/Lantz	CUM ISB	No	N/A	N/A	N/A	Brooklyn
31	Rescue	6	3 ¼	Freightliner/Lantz	CUM ISB	No	N/A	N/A	N/A	Hantsport
33	Rescue	5	18 ¾	Ford/Lantz	Powerstroke 7.3	No	N/A	N/A	N/A	SWH
R-6	Rescue	2	28 ¾	International/Lantz	IHC DT366	No	N/A	N/A	N/A	Windsor
R-7	Utility	5	5	Dodge Ram	Hemi 5.7	N/A	N/A	N/A	N/A	Brooklyn
32	Utility	2	15 ½	Ford F-150	NR	N/A	N/A	N/A	N/A	Hantsport
51	Utility	5	11 ¾	Dodge Ram	CUM ISB	N/A	N/A	N/A	N/A	Hantsport
Tr-4	Utility	5	16 ¾	Dodge Ram	Powerstroke 6L	No	N/A	N/A	N/A	Summerville
R-11	Utility	5	4 ¼	Dodge Ram	Hemi 5.7	N/A	N/A	N/A	N/A	TMP
U-9	Utility	5	11 ¾	Dodge Ram	CUM ISB	N/A	N/A	N/A	N/A	Windsor

ID	Type of Apparatus	Seats	Age 2019	Builder Chassis/Body/Aerial	Engine	Built NFPA	Pump Brand	Pump Capy	Tank Volume	Station
V-7	Passenger van	8	11 ¾	GMC	Vortec 6L	N/A	N/A	N/A	N/A	Windsor
Boat	Rescue Boat	NR	11 ½	Zodiac	Yamaha 60	N/A	N/A	N/A	N/A	Summerville
Boat	Rescue Boat	9	14 ¾	Zodiac	Yamaha 60	N/A	N/A	N/A	N/A	Windsor
RTV	Rough Terrain	4	8 ¾	Kubota	NR	N/A	N/A	N/A	N/A	Windsor
RTV-8	Rough Terrain	2	4 ½	Polaris	NR	N/A	Honda	250	80	Brooklyn
RTV	Rough Terrain	4	7 ½	Polaris	NR	N/A	N/A	N/A	N/A	Summerville
NR	Trailer	N/A	NR	NR	N/A	N/A	N/A	N/A	N/A	Brooklyn
	Totals:	159						24,049	26,583	

NR = not reported OOS = out of service

Brooklyn has a pumper that is out of service for mechanical reasons (unspecified) and is also 32 years old. It is currently parked at the Three Mile Plains station, and is shown on their inventory.

One of the pumper trucks in Windsor was designed as a wildland/urban interface truck for the Vaughan station. It is unsuited for use in Windsor and of questionable value even in South West Hants due to features making it very difficult to work with.

In total, there are seven fire apparatus that require replacement and/or retirement in 2020 based on their serviceability and/or their age. These include two aerials, three pumpers, one rescue and one rescue/utility. They are yellow highlighted in the above table. Except for the Brooklyn pumper (P-1) and one Windsor aerial (A-4) these are all still in service.

Generally, a standard make and model of fire pump should be specified for all fire apparatus equipped with a pump.

- Servicing a greatly reduced variety of pumps will reduce the need for unique parts and knowledge, peculiar to each make and model. This reduces servicing costs and down-time.
- Generally, standardize on fire pump capacity. Reducing the variety of pump capacities[43] in pumpers and pumper-tankers will facilitate coordination in pumper relays and improve the effectiveness, and therefore value, of this equipment.
- Standardization on the engine, or engine family, used in the heavy vehicles is recommended. Although generational development of engines will continue, standardization will decrease servicing time/costs and down-time.
- Standardization of custom cab/chassis specification will improve the access to proprietary, manufacturer's parts that all custom cabs/chassis use. It will also improve maintenance efficiency, thereby reducing time/costs and down-time.

[43] Typically aerials have larger pumps due to the need to force water through aerial master streams. A pumper of slightly small capacity will usually feed an aerial adequately.

- Standardization of commercial cab/chassis specification will improve the access to proprietary, manufacturer's parts that all commercial cabs/chassis use. It will also improve maintenance efficiency, thereby reducing time/costs and down-time.

The Windsor rescue boat is almost 15 years old. In GA's experience, these inflatable boats are prone to leaking and sudden deflation and/or rupture once they reach a certain age, the fabric rots. This makes them unreliable and even dangerous to use.

GA recommends that fire apparatus specifications be standardized[44] across the region, by type and class of apparatus.

GA recommends that the Windsor boat be professionally inspected to determine its need for replacement.

GA recommends that a standardized, and coordinated, scheme of unique fire apparatus number identifications be established Region-wide, as follows;

- There be established a coordinated apparatus ID scheme between all the W/WH stations/departments. The current uncoordinated approach detrimentally affects coordination at incidents where stations are working together.
- The ID scheme should reveal the apparatus' primary purpose either through including the purpose in the name (e.g. pumper-31) or through a standard format, similar to what Hantsport has done where IDs ending in 1 are pumpers. This will improve coordination at incidents where apparatus from different stations are working together.

Incident Responses

GA was provided, and analysed, incident response data from January 2014 through to December 2018. The provided data was incomplete and many key indicators, valuable for statistical analysis and program development, were missing.

GA recommends that steps be immediately taken to establish a robust internal data collection protocol for all incidents, not just fires, including;

[44] See **The Value of Fire Apparatus Standardization** on page **218**.

- The gathering of all key benchmarks as required by the NS Fire Marshal, and according to best practices,[45] and as needed for fire department's internal programs related to; staffing needs, training needs, apparatus needs, equipment needs, performance times, safety and health, costs and cost recovery, fire safety education, fire investigation, code compliance, liability, and preplanning for performance and business continuity;
- instruction to the Fire Dispatch contractor on data to be benchmarked by their communicators;
- the purchase of a good data records (RMS) software;
- providing firefighters access to computers at every station;
- the training of firefighters in how and what data to collect;
- the maintenance of oversight of data collected for the purposes of ensuring data collection occurs, data error checking, and data analysis;
- the immediately filing of fire reports with the provincial Fire Marshal's office after every fire call, as required by legislation.

GA, attempted an analysis of incident data using the provided incident data, which was largely provided by the fire dispatching contractor Valley Communications. Fire Chiefs were also requested to provide missing data for all incidents reported as fires for the years 2014-2018. Some additional information was provided.

The following tables are summaries of the analysed data on incidents during that time span.

Valley Communications does not separate page-outs for Three Mile Plains from Brooklyn, so the data is largely entangled for both stations. For fire incidents, those that occurred in TMP's home district (based on incident address) are identified in an abbreviated table below. It should be

noted that in the majority of these fire incidents it was a joint Brooklyn/TMP response. This joint use of resources helps ensure sufficient personnel and equipment are provided.

For each station in the tables below, totals are shown for each category line (left side buff cells) and for each year column (buff cells across the top). Pale green cells show the proportional breakdown of incidents.

[45] There are some good benchmarks for data collection. The NFPA 900 series is extremely comprehensive, the Ontario Fire Marshal's *Standard Incident Report* (SIR) addresses all incident types (which is important) and is an excellent example of an effective system.

There appears to be a pretty clear upward trend in total incident numbers across the five years of data that was examined. There is no clear indicator of the driver for this increase, and GA advises caution in deriving too much inference from annual changes, as in our experience annual statistics can be significantly variable year over year. Longer term trends are a better indicator coupled with regression analysis.

What can be clearly seen is the impact on the 2016 decoupling of Windsor from providing fire services into West Hants that shows most clearly in the Windsor, Brooklyn numbers, and to a lesser degree on Hantsport.

At the end of the tables is a summarization for the entire region.

FIGURE: TABLE OF INCIDENT DISPATCHES BY STATION

Category	Totals	2014	2015	2016	2017	2018	By station
WINDSOR	**858**	**251**	**229**	**123**	**136**	**119**	
Fires	**153**	59	42	33	7	12	17.8%
Pre-Fire Conditions	**292**	88	69	39	52	44	34.0%
Rescues	**141**	50	51	12	18	10	16.4%
Hazards	**28**	5	7	5	8	3	3.3%
Assists	**104**	12	9	19	33	31	12.1%
MFR	**125**	33	43	13	18	18	14.6%
N/A	**15**	4	8	2		1	1.7%
HANTSPORT	**825**	**135**	**149**	**165**	**185**	**191**	
Fires	**161**	27	21	45	30	38	19.5%
Pre-Fire Conditions	**116**	11	12	29	34	30	14.1%
Rescues	**144**	16	18	41	35	34	17.5%
Hazards	**22**	3	7	3	4	5	2.7%
Assists	**151**	7	3	24	51	66	18.3%
MFR	**229**	70	88	23	30	18	27.8%
N/A	**2**	1			1		0.1%

Category	Totals	2014	2015	2016	2017	2018	By station
SOUTH WEST	**139**		**6**	**51**	**54**	**28**	
Fires	**35**		2	18	5	10	25.2%
Pre-Fire Conditions	**15**		1	11	1	2	10.8%
Rescues	**16**			6	6	4	11.5%
Hazards	**2**		1	1			1.4%
Assists	**45**		1	4	36	4	32.4%
MFR	**24**		1	9	6	8	17.3%
N/A	**2**			2			1.4%
BROOKLYN	**1,709**	**204**	**213**	**408**	**444**	**442**	
Fires	**298**	37	39	98	65	61	17.4%
Pre-Fire Conditions	**148**	10	17	41	44	36	8.7%
Rescues	**305**	33	29	73	82	88	17.8%
Hazards	**28**	1	2	10	10	5	1.6%
Assists	**244**	5	17	28	96	98	14.3%
MFR	**672**	114	106	152	146	154	39.3%
N/A	**14**	4	3	6	1		0.8%
THREE MILE PLAINS							
Fires	**83**		2	26	25	30	
Pre-Fire Conditions							
Rescues		Remaining data is combined with Brooklyn					
Hazards							
Assists							
MFR							
N/A							
SUMMERVILLE	**401**	**77**	**67**	**80**	**90**	**87**	
Fires	**72**	20	17	13	13	9	18.0%
Pre-Fire Conditions	**14**	5	3	1	3	2	3.5%
Rescues	**22**	3	1	7	6	5	5.5%
Hazards	**2**			2			0.5%
Assists	**55**		10	12	22	11	13.7%
MFR	**231**	46	35	44	46	60	57.6%
N/A	**5**	3	1	1			1.2%

FIGURE: INCIDENT DISPATCHES, ALL WWH STATIONS

WWH All Stations	3,932	667	664	825	909	867	
Fires	**719**	143	121	205	120	130	18.3%
Pre-Fire Conditions	**585**	114	102	121	134	114	14.9%
Rescues	**628**	102	99	139	147	141	16.0%
Hazards	**82**	9	17	21	22	13	2.1%
Assists	**599**	24	40	87	238	210	15.2%
MFR	**1,281**	263	273	241	246	258	32.6%
N/A	**38**	12	12	11	2	1	1.0%
Variation vs. Average:	786.4	-15.2%	-15.6%	+4.9%	+15.6%	+10.2%	

Details on Incident Types

For the sake of convenience, the 61 incident types that Valley Communications uses have been grouped into six groups, as shown in the above tables. The N/A group is not actually a group, but represents incidents that were not categorized; i.e. are of an uncategorized or unknown type. The following is a summary of the incident types that GA has assigned to each group. These type descriptions are as assigned by Valley Communications when they dispatch firefighters to incidents.

FIGURE: INCIDENT TYPE GROUPINGS

Group	Incident Type
Fires	Bales of hay, chimney fires, commercial vehicle fire, flammable liquid fire, grass/brush, passenger vehicle fire-car/van, power lines down/arcing, power pole on fire, structure-barn/warehouse, structure-commercial, structure-industrial/factory, structure-other, structure-residential/house/garage/shed, transformer on fire, trash/garbage bin fire, vehicle fire-other, woods/trees
Pre-Fire Conditions	Commercial fire alarm, electrical, electrical appliance, investigation, other alarm, residential fire alarm, smoke condition
Rescues	Building collapse, commercial/industrial accident, confined space, grain bin/silo, multi-casualty event, MVA-confirmed entrapment/unknown, MVA-no entrapment, off-road vehicle, other rescue, persons trapped, residential accident, vehicle extrication, water/ice rescue, water rescue
Hazards	CO gas-carbon monoxide, CO2 gas, flood, fuel spill-diesel, fuel spill-gas, other gasses-ammonia/chlorine/etc., other response, other spills, propane, public assistance, suspicious odour, toxic chemical spill
Assists	Assistance to another fire department, assistance to other agencies, assistance to police, mutual-aid to the scene, stand-by at another station, stand-by at own station
MFR	Assistance to EHS, lift assist, medical

MFR (medical first response) incidents consist of two contributors; lift assists and medical responses in support of the EHS system (i.e. ambulance). Lift assists are calls to assist residents who have fallen and cannot get up. These are a very small contributor to the total numbers, about 4% of MFR calls overall.

MFR is the most prevalent type of incident that the W/WH fire services attend, at 32.6% overall. That varies from station to station; from as low as 14.6% (Windsor) to as high as 57.6% (Summerville). In large measure these variations are due to the choice of Response Level that the individual fire department has chosen.

EHS defines these response levels as follows;

FIGURE: EHS ASSIGNED RESPONSE LEVELS FOR VOLUNTEER FIRE DEPARTMENTS

Level 1	Do Not Notify my department/agency for medical calls.
Level 2	Only notify my department/agency if requested by the responding paramedics.
Level 3	Notify my department/agency for "Time Critical" emergency calls only, as determined by EHS Communications Officer.
Level 4	Notify my department/agency for all emergency calls in our community.
Level 5	Notify my department/agency for cardiac arrests, motor vehicle collisions and lift assists only.
Level 6	Notify my department/agency if requested by the responding paramedics and for all cardiac arrests and motor vehicle collisions.

The choice of level has an impact on the fire department, the number of incidents generated by MFR calls, and the overall activity level of the station. The following table shows which station is providing what level of MFR service.

FIGURE: CURRENT CHOSEN LEVELS FOR MFR RESPONSE

Station	Level	Description	Incident Number Impacts
Windsor	**5**	Life threatening medical conditions/situations, plus assistance to mostly senior citizens in distress	Lower incident number impact while ensuring notification of life-threatening incidents. Will generate non-emergency incidents for lift assistance of people who have fallen.
Hantsport	**6**	Life threatening medical conditions/situations	Lowest incident number impact while ensuring notification of life-threatening incidents
South West	**4**	Life and not-life threatening medical conditions/situations, plus assistance to mostly senior citizens in distress	Highest incident number impact. If the ambulance is responding then an incident is generated for the fire service. Incidents will be only about 20-30% critical life threatening.
Brooklyn	**4**	Life and not-life threatening medical conditions/situations, plus assistance to mostly senior citizens in distress	Highest incident number impact. If the ambulance is responding then an incident is generated for the fire service. Incidents will be only about 20-30% critical life threatening.
Three Mile Plains	**5**	Life threatening medical conditions/situations, plus assistance to mostly senior citizens in distress	Lower incident number impact while ensuring notification of life-threatening incidents. Will generate non-emergency incidents for lift assistance of people who have fallen.
Summerville	**4**	Life and not-life threatening medical conditions/situations, plus assistance to mostly senior citizens in distress	Highest incident number impact. If the ambulance is responding then an incident is generated for the fire service. Incidents will be only about 20-30% critical life threatening.

From stakeholder interviews there is a range of opinion on the provision of MFR services. Some firefighters do not like them and others feel the contribution to the community is of value. Some chiefs feel it is an essential service and others feel it is burning out their firefighters and changes are needed to avoid alerting more firefighters than necessary for these types of incidents calls. There is undoubtedly some costs associated with these incident calls, integrated into existing budgets.

Fires and Pre-Fire Conditions together represent the largest number of incident types for all stations, collectively (33.2%). This is particularly so in the more urban stations (Windsor,

Hantsport) where the selected lower MFR level generates fewer medical incident calls. South West is the anomaly in this case.

The two incident groups (fire/pre-fire) are lumped together in this analysis because all fires transition through a pre-fire condition before they become a fire, so they are often linked.

One possible exception is false fire alarm incidents. Of the 585 pre-fire conditions incidents in the last five years, 374 (64%) were associated with commercial/residential/other alarm system triggers. It is very likely that a lot of these alarm system incidents were not associated with an actual fire/pre-fire event, but were due to malicious, mistaken, maintenance, and environmental causes. Some alarms would certainly have identified some genuine pre-fire conditions; for example, motorized equipment failing in an HVAC system that triggers a smoke detector connected to an alarm system; undetected a fire would have resulted.

In the GAs' experience the percentage of fire alarm system false alarms is of concern to the fire departments. In Windsor, which has 57.8% (216) of the alarm system generated incidents, there is a false alarm by-law which penalizes owners of buildings where there are excessive false alarms.

GA recommends that a Region-wide False Fire-Alarm by-law be developed and enforced.

Enforcement reduces the number of false alarms and; benefits occupants who can become inured to alarms sounding and ignore them in a real fire, reduces costs for fire departments by reducing incident volumes (by incentivizing the reduction in false alarms), and allows some cost recovery, and reduces frustration/complacency on the part of firefighters.

With a total of 719 fire incidents of all types, fire incidents represent the second largest group of incidents, after MFR. Responding to fires is a core component of a fire department's reason for being. There are a few main drivers of these numbers which the following table identifies. Some types have been combined in the following table since they are, semantically, the same broad type of incident.

FIGURE: PREDOMINANT FIRE INCIDENTS BY TYPE

Type	Number	%
Structure-Residential + Chimney	147+134 = 281	39.1%
Grass/Brush + Woods/Trees (aka Wildland fires)	107+45 = 152	21.1%
Power Lines Down/Arcing + Power Pole on Fire	74+30 = 104	14.5%
Passenger Vehicle Fire/car/van	68	9.5%
All others	114	15.9%
	719	
Breakdown by Fire Station	***Residential/Chimney***	***Wildland***
Windsor	55	24
Hantsport	80	35
South West	18	5
Brooklyn	64	44
Three Mile Plains	28	Inc Brooklyn
Summerville	32	18

The data shows that over the last five years the leading location for fires is in or associated with dwellings. Not all of these incidents likely had an active fire, some would have been reported in error. This includes data potentially includes single family, multi-family, attached, semi-detached homes, apartments, flats, and both owned and rental dwellings. Dwelling fires are the leading type of fires Nationally.

Rescues appears to be a group that is increasing. Almost all rescues are motor vehicle accident (MVA) type related. During this same five-year period there were seven water rescues reported. The following tables shows what might be an upward trend; further years' data is needed to verify.

FIGURE: RESCUE TYPES

Type	2014	2015	2016	2017	2018	Totals
MVA-Confirmed Entrapment/ Unknown	55	45	56	63	71	**290**
MVA-No Entrapment	47	47	79	82	69	**324**
	102	**92**	**135**	**145**	**140**	**614**

FIGURE: MVA RELATED INCIDENT DISTRIBUTIONS (2014-18)

Station	Number	%
Windsor	135	22.0%
Hantsport	141	23.0%
South West	16	2.6%
Brooklyn/Three Mile Plains	302	49.2%
Summerville	20	3.3%
	614	

Assists as a group are almost totally related to mutual-aid between the four-fire departments (and six stations) inside W/WH. About 75 (12.5%) were actually outside the Region. Mutual-aid either involves travelling to the scene of the incident, or providing stand-by at the station of a fire department who has provided resources to the scene. The following table shows the mutual-aid data;

FIGURE: MUTUAL-AID DISTRIBUTION, MUTUAL-AID GIVEN

Station	2014	2015	2016	2017	2018	Totals	%
Windsor	12	7	18	33	30	**100**	17.7%
Hantsport	7	2	21	47	65	**142**	25.1%
South West			4	35	4	**43**	7.6%
Brooklyn/TMP *	5	17	28	93	96	**239**	42.3%
Summerville		7	7	17	10	**41**	7.3%
	24	**33**	**78**	**225**	**205**	**565**	

* Brooklyn station #1 responses into station #2's (TMP) area have been classified as mutual-aid responses.

Assistance incidents that involve intra-regional incidents actually do not represent unique W/WH incidents; they are an appendage to a pre-existing Regional incident. In that sense, they distort the number of actual incidents, and instead they represent the number of fire department page-outs. In other words, over the five-year period of data, the total number of discrete incidents is less than the 3,932-number suggested by the Valley Communications statistics. The total number of discrete incidents is more closely represented as 3,393.[46]

[46] Valley Communications reported they made 3,932 incident pages, minus the 539 internal mutual-aid calls (i.e. 614 -75).

Incident Responses by Community, Growth

Examining incident numbers by community is necessary for the projection of potential changes in incident response demand.

FIGURE: RESPONSES BY COMMUNITY, 2014-18

Community	Station	2014	2015	2016	2017	2018	Totals	%	Properties in Community	Annual[47] Response Rate
Ardoise	Brooklyn	19	11	19	29	35	**113**	**3.3%**	586	3.9
Ashdale	Brooklyn		1	2	7	2	**12**	**0.3%**	48	5.0
Avondale	Brooklyn	3	2	5	13	6	**29**	**0.8%**	167	3.5
Belmont	Brooklyn	4	3	7	3	11	**28**	**0.8%**	131	4.3
Brooklyn	Brooklyn	52	47	46	54	34	**233**	**6.7%**	449	10.4
Ellershouse	Brooklyn	22	18	30	25	25	**120**	**3.5%**	378	6.3
Five Mile Lake	Brooklyn						**0**	**0%**	19	0
Greenhill	Brooklyn	11	10	14	6	8	**49**	**1.4%**	135	7.3
Hillsvale	Brooklyn	5	1	3	6	3	**18**	**0.5%**	121	3.0
Mantua	Brooklyn	1	1	1	11	3	**17**	**0.5%**	37	9.2
McKay Section	Brooklyn	9	3	7	8	4	**31**	**0.9%**	131	4.7
Miller Creek	Brooklyn						**0**	**0%**	1	0
Mosherville	Brooklyn	6	8	3	8	8	**33**	**0.9%**	78	8.5
Newport Corner	Brooklyn	14	19	24	14	23	**94**	**2.7%**	166	11.3
Poplar Grove	Brooklyn	9	2	9	4	11	**35**	**1.0%**	96	7.3
Scotch Village	Brooklyn	9	20	18	16	12	**75**	**2.2%**	252	6
Union Corner	Brooklyn	10	13	20	17	14	**74**	**2.1%**	179	8.3
Upper Burlington	Brooklyn	6	14	10	11	21	**62**	**1.8%**	178	7
Woodville	Brooklyn	4	7	4	2	8	**25**	**0.7%**	90	5.6
Bishopville	Hantsport	14	3	4	9	2	**32**	**0.9%**	58	11
Falmouth	Hantsport	25	48	45	103	63	**284**	**8.2%**	1,195	4.8
Hants Border	Hantsport	25	29	16	15	17	**102**	**2.9%**	100	20.4
Hantsport	Hantsport	43	63	26	28	28	**188**	**5.4%**	595	6.3
Leminster	Hantsport	3	3	8	9	3	**26**	**0.7%**	139	3.7
Mount Denson	Hantsport	13	5	12	27	10	**67**	**1.9%**	355	3.8
Upper Falmouth	Hantsport	2	15	16	21	31	**85**	**2.4%**	469	3.6
Mill Section	South West	4		9		6	**19**	**0.5%**	48	7.9
Panuke Lake	South West						**0**	**0%**	7	0
Upper Vaughan	South West	2	8	19	9	21	**59**	**1.7%**	207	5.7
Vaughan	South West	9	10	33	20	37	**109**	**3.1%**	877	2.5
Wile Settlement	South West	1	1	5	3		**10**	**0.3%**	71	2.8
Bramber	Summerville	18	12	11	5	11	**57**	**1.6%**	308	3.7
Centre Burlington	Summerville	14	8	12	9	14	**57**	**1.6%**	215	5.3
Cheverie	Summerville	9	13	16	20	11	**69**	**2.0%**	333	4.1
Kempt Shore	Summerville	5	7	5	8	12	**37**	**1.1%**	150	4.9
Lower Burlington	Summerville	14	10	8	9	10	**51**	**1.5%**	150	6.8
Riverside	Summerville	1		3	2	5	**11**	**0.3%**	83	2.7
Summerville	Summerville	10	3	12	12	12	**49**	**1.4%**	180	5.4
Garlands Crossing	TMP	8	12	8	18	22	**68**	**2.0%**	445	3.1

[47] This rate is expressed as the average annual number of incidents per 100 properties occurring over the five years of data in the table. The overall average rate for all of W/WH is shown at the bottom of the table, and is 5.2 incidents per 100 properties.

Community	Station	2014	2015	2016	2017	2018	Totals	%	Properties in Community	Annual[47] Response Rate
Gypsum Mines	TMP	2	5	3	3	2	**15**	**0.4%**	62	4.8
Martock	TMP	7	5	6	13	8	**39**	**1.1%**	267	2.9
Newport Station	TMP	3	9	10	9	3	**34**	**1.0%**	239	2.8
St. Croix	TMP	11	16	27	20	30	**104**	**3.0%**	244	8.5
Sweets Corner	TMP	9	6	4	7	7	**33**	**0.9%**	111	5.9
Three Mile Plains	TMP	23	23	24	40	37	**147**	**4.2%**	816	3.6
Wentworth Creek	TMP	4	4	9	3	4	**24**	**0.7%**	99	4.8
Windsor Forks	TMP	7	4	6	16	11	**44**	**1.3%**	239	3.7
Lakelands	Uniacke		1	2			**3**	**0.1%**	2	30
Cambridge	Walton	5	7	1	5	2	**20**	**0.6%**	180	2.2
Cogmagun	Walton	3		15	11	5	**34**	**1.0%**	97	7
Pembroke	Walton	1	2	2	4		**9**	**0.3%**	95	1.9
Walton	Walton	1		3	3	5	**12**	**0.3%**	71	3.4
Curry's Corner	Windsor	7	8	4	10	10	**39**	**1.1%**	146	5.3
Windsor	Windsor	103	78	108	106	95	**490**	**14.1%**	1,436	6.8
	Totals:	**590**	**598**	**714**	**811**	**762**	**3,475**		**13,331**	**Avg. 5.2**

Note: In the above data, strict interpretation of the data as a reliable indicator of fire risk in the community should be undertaken with caution. The incident numbers in the table include responses to all incident types, including responses to motor vehicle accidents (MVA) on transiting highways (e.g. Highway-101) as well as mutual-aid[48] call-outs. In communities with few properties, even a small number of incidents can calculate to a large rate.

SERVICE DEMAND GROWTH

Population

Growth in population and consequently housing growth is usually the largest driver for increases in service demand for fire departments. Service demand means the number of incidents that occur annually. Incident numbers are largely driven by population size, and secondarily by travellers and visitors; in other words, by people.

[48] See the section on mutual-aid responses starting on page **165** of this report.

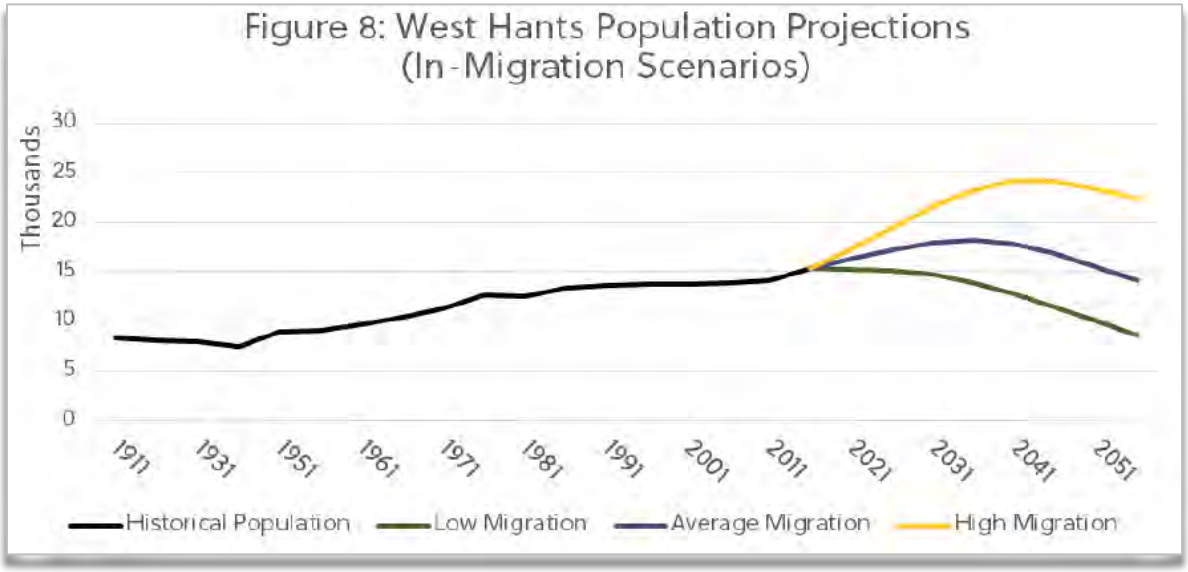
Population projections[49] by West Hants Planning and Development Department show that a significant increase in West Hants population is unlikely over the next 10 years. See the chart from the Population Report that follows on page **168**.

One extreme of the projections actually shows a decline in population by 2031, which is just beyond the threshold of our projection mandate. There is, unfortunately, a several-hundred-% difference between the lower and upper projections.

The chart's "average" projection for 2031 shows a modest population increase to 18,120 which is up almost 2,800 (+18%) from the 15,350 reported by StatsCan in 2016. After 2031 the population is projected, in this version also, to level off and decline.

The most optimistic scenario shows a population increase to as high as 24,166 (+57%) by 2041; before then declining. All three projection scenarios predict a declining population, over the long term, starting at or before 2041.

FIGURE: WEST HANTS POPULATION PROJECTION CHART



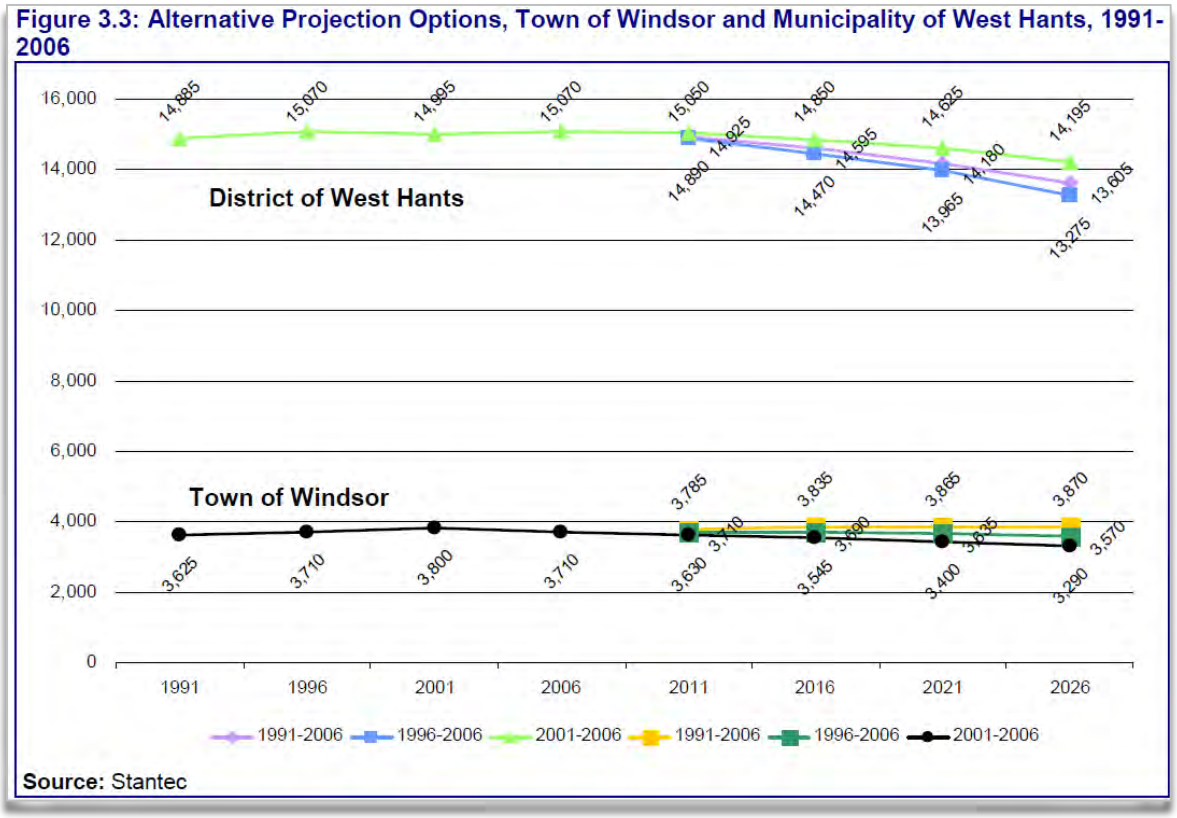
[49] West Hants Planning and Development Department, Background Report: Population, March 2018, page 8.

A further study[50] by Stantec, done in 2010, shows a less optimistic population projection for West Hants, and includes the Town of Windsor as well as West Hants. See the chart on page **169**.

In this chart, the population for West Hants is projected to be below 14,000 by 2026 while the Windsor population holds flat. This Stantec study is relatively consistent with the West Hants study, done 8 years later, in that growth projections for the Region appear to be relatively flat.

For the Town of Windsor, StatsCan[51] reports that between 2011 and 2016 the population of Windsor contracted 3.6%, down from 3,785 in 2011 to 3,648. This actual data corresponds well to the median prediction on the Stantec chart, six years after it was written.

FIGURE: STANTEC POPULATION PROJECTION CHART



[50] Windsor Integrate Community Sustainability Plan, 2010, page 3.21

[51] https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?B1=All&Code1=1208002&Code2=12&Data=Count&Geo1=CSD&Geo2=PR&Lang=E&SearchPR=01&SearchText=Windsor&SearchType=Begins&TABID=1

Planned Growth Areas, West Hants

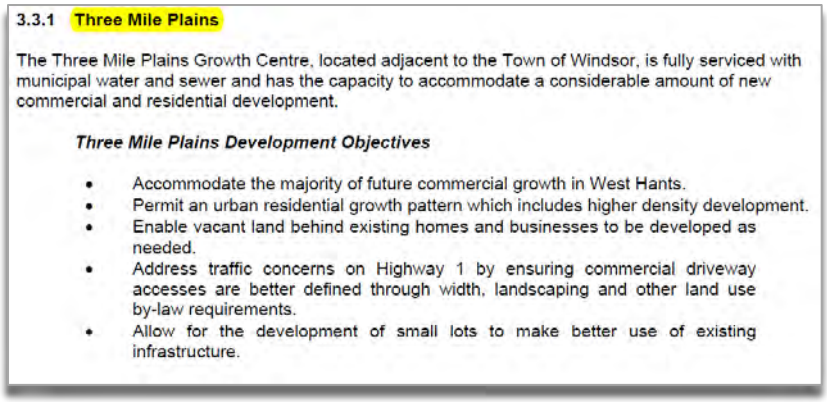
West Hants in their updated Municipal Planning Strategy[52] (WHMPS) has established growth goals for West Hants as follows;

> *"3.3 Growth Centres*
>
> *Growth Centres are intended to accommodate most of the future non-rural development which will occur in West Hants, thereby relieving development pressure from non-renewable resource lands. It is expected that a full range of municipal services, including water and sewer, recreation facilities, street lights and sidewalks, will eventually be provided in these communities as they become necessary. Concentrated development makes the provision of such services more economical. Because of the expense involved in constructing, extending and maintaining municipal water and sewer infrastructure, these services will be provided only in the two existing Growth Centres of* ***Three Mile Plains*** *and* ***Falmouth****, as well as the* ***Windsor-West Hants Joint Industrial Park***." {emphasis added}

Significantly, from a fire protection point of view, these areas of preferred growth are adjacent to the Town of Windsor. Having development in a more concentrated area contributes to fire protection planning efficiency.

Three Mile Plains

For Three Mile Plains, West Hants had identified some specific development goals, as shown in the accompanying snapshot from the WHMPS document;



3.3.1 Three Mile Plains

The Three Mile Plains Growth Centre, located adjacent to the Town of Windsor, is fully serviced with municipal water and sewer and has the capacity to accommodate a considerable amount of new commercial and residential development.

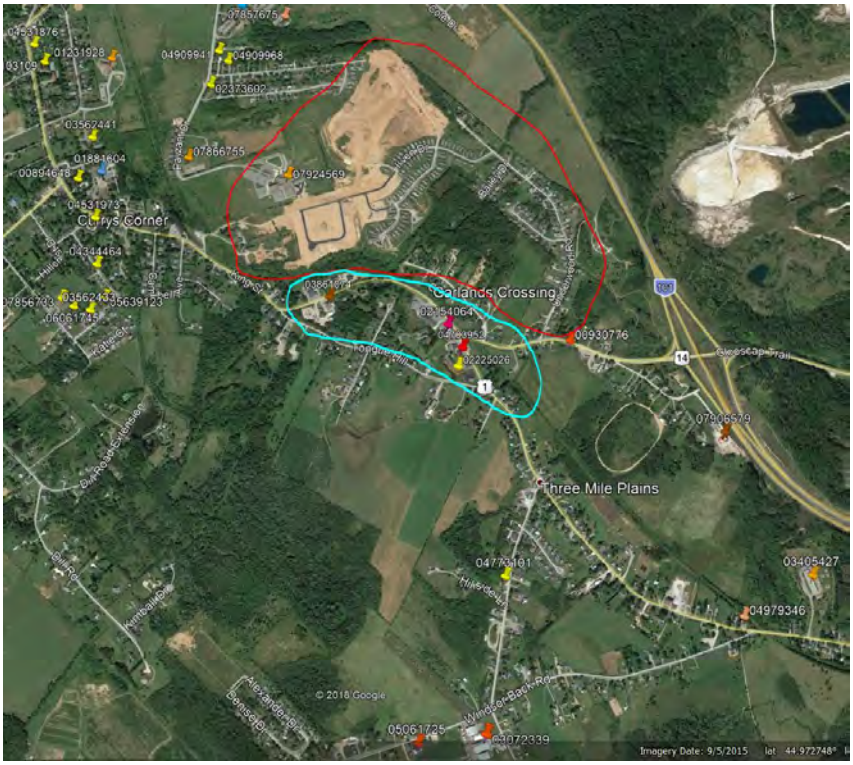
Three Mile Plains Development Objectives

- Accommodate the majority of future commercial growth in West Hants.
- Permit an urban residential growth pattern which includes higher density development.
- Enable vacant land behind existing homes and businesses to be developed as needed.
- Address traffic concerns on Highway 1 by ensuring commercial driveway accesses are better defined through width, landscaping and other land use by-law requirements.
- Allow for the development of small lots to make better use of existing infrastructure.

[52] Municipality of the District of West Hants, Municipal Planning Strategy, May 13, 2008, updated December 25, 2018.

The area where residential development is primarily occurring is called Garlands Crossing. A snapshot of the Garlands Crossing area from Google Earth shows where development is currently occurring. The red circled area is residential development. This image is from 2015 and many more homes have been constructed than the image shows. The teal coloured area is an existing area of commercial buildings.

There is also a new fire station in that area, called the Three Mile Plains (TMP) station throughout this study. The red stick pin, with PIN number ending in 776 is the fire station.



The accompanying graphic from the WHMPS shows the TMP designated commercial core;

Falmouth

In Falmouth, residential growth has also been observed. The WHMPS had identified some specific development goals, as shown in the following snapshot from the report;

Falmouth Development Objectives

- Provide for the development of Falmouth as a predominantly residential community, with a defined growth boundary based on the Municipality's ability to provide necessary services.
- Accommodate rural lifestyle activities to the extent that such activities are compatible with a moderate density of residential development.
- Monitor the extension of services and, when necessary, limit service extension to ensure the capacity of the municipal sewer and water systems is not exceeded.
- Encourage street design in new residential developments that separates local traffic from through traffic.

A 2015 Google Earth snapshot shows some of the Falmouth growth areas. The red circle is current residential development and the teal colour is part of designated commercial area.

This accompanying graphic from the WHMPS more clearly shows the designated Falmouth commercial hub.

If population/residential and accompanying commercial growth does occur in West Hants, it is likely to be in the two designated growth centres as described above.

Windsor

In 2010 Windsor commissioned Stantec to produce the ICSP[53] study. The main focus of recommendations seemed to be the renewal/improvement of infrastructure and services, and the enhancement of lifestyle and natural assets of the Town. Redevelopment of existing vacant industrial lands was a priority as well as enhanced cooperation with West Hants, and others. Regarding municipal population growth, the ICSP made the following comments;

Stantec

TOWN OF WINDSOR INTEGRATED COMMUNITY SUSTAINABILITY PLAN

Potential Municipal Planning Strategy Changes

March 17, 2010

ICSP Goal/Action(s)	MPS Status	Future Considerations
Attract young adults and families 1. Encourage affordable, quality residential development. 2. Maintain related services, particularly schools. 3. Enhance recreation options.	The MPS recognizes that population in Windsor is aging but does not contain any policy directly addressing the encouragement of population growth.	No change.

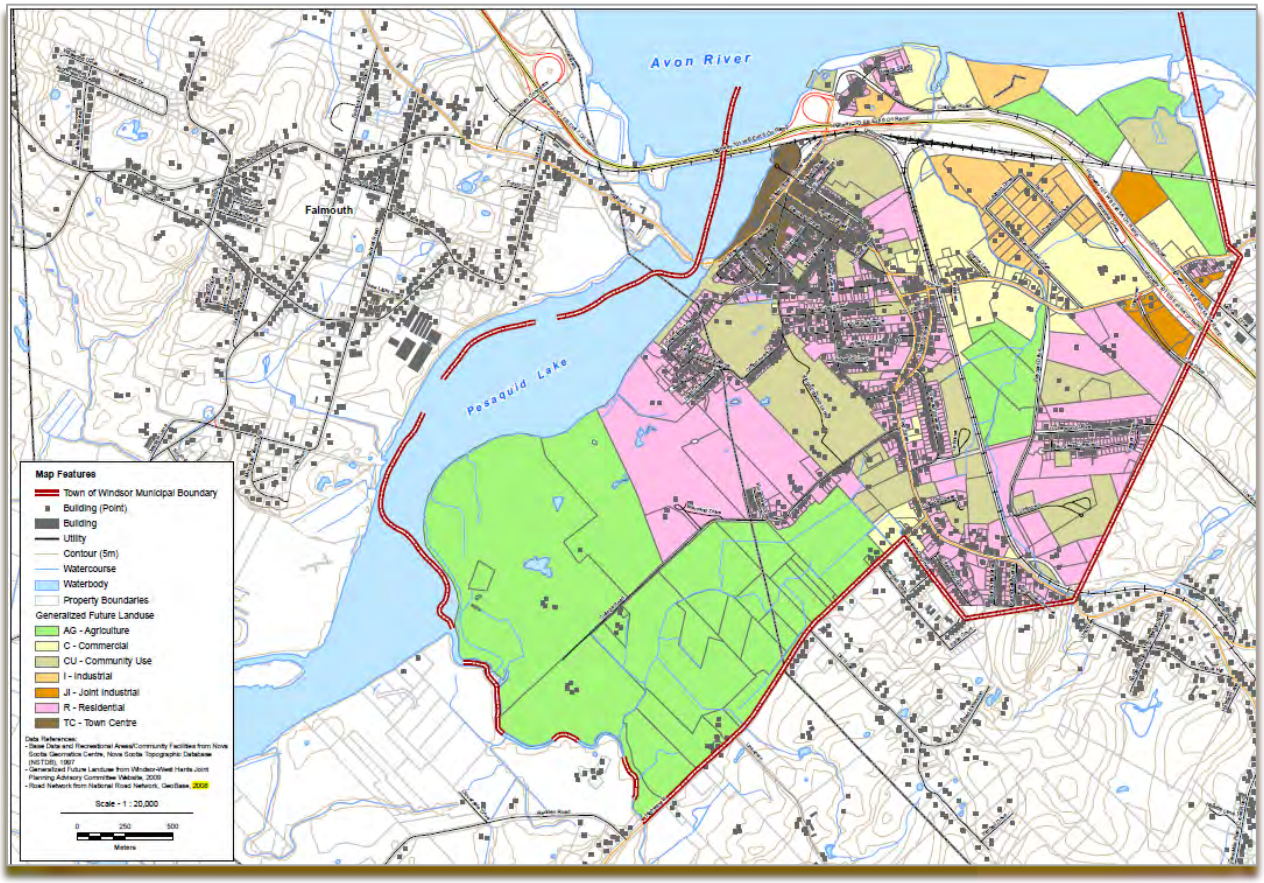
The above does not seem to reflect a focus on the part of the Town of Windsor in 2010 towards residential growth. This idea is supported by several other focus areas in the ICSP.

There are, however, still significant undeveloped and designated residential areas and infill space within the Town boundary that could support significant residential development, if such were to occur.

The space for residential growth is shown in pink on the accompanying land-use planning map snapshot from the ICSP.

[53] Town of Windsor Integrated Community Sustainability Plan, March 17, 2010

FIGURE: WINDSOR LAND USE MAP



Conclusion, Population Growth Service Demands

It is GA's conclusion that there is land available for residential growth. However, population projections do not support any significant long-term population growth. It is therefore likely that population growth will be small within the ten-year span of interest for this fire services review.

However, residential construction may continue as it has for the past few years, but it is likely that this construction will be mainly for rehousing of downsized families, some new to the area, which is a common occurrence in many communities where the average number of persons per household is slowly declining as the population ages and children leave the home, and as senior partners pass-on.

Modern home construction does not attract as many calls for fire services as does older construction. New codes, techniques, and materials are less prone to fire events. However, as the population ages, it can be expected that ambulance service calls will increase. If the fire department continues to support EHS in the provision of pre-hospital emergency health care, then it can be expected that the proportion of medical related calls will continue to climb.

With most of any population increase happening in and around Windsor, the impact of any growth will be felt by the closest fire stations. These are located in Windsor and in Garlands Crossing.

GA recommends that the Windsor and Three Mile Plains stations be appropriately resourced to deal with any population and residential growth that creates increased service demand.

With the "average" projected population[54] increase of 18% applied to the growth areas in West Hants, and also applied to Windsor, the following chart shows potential impacts on annual incident volumes by 2031. An increase for Brooklyn is applied, at 4.5%, as it is a designated Village in the WHMPS with modest growth supported. Hantsport is not included since housing starts there are low and population numbers have been stable/contracting.

FIGURE: SELECTED COMMUNITY HISTORIC INCIDENT NUMBERS AND POTENTIAL RESIDENTIAL GROWTH

Community	2014	2015	2016	2017	2018	Totals	%[55]	2031 (projected annual)
Brooklyn	52	47	46	54	34	**233**	**6.7%**	**36**
Curry's Corner	7	8	4	10	10	**39**	**1.1%**	**12**
Falmouth	25	48	45	103	63	**284**	**8.2%**	**74**
Garlands Crossing	8	12	8	18	22	**68**	**2.0%**	**26**
Three Mile Plains	23	23	24	40	37	**147**	**4.2%**	**44**
Wentworth Creek	4	4	9	3	4	**24**	**0.7%**	**5**
Windsor	103	78	108	106	95	**490**	**14.1%**	**112**
Sub-total:	**222**	**220**	**244**	**334**	**265**	**1,285**	**37.2%**	**313**
W/WH Totals, all communities:	**586**	**598**	**705**	**811**	**756**	**3,456**		

[54] Expressed in the Planning and Development Department Population Background Report.

[55] Percentage of the Region's 3,456 incident volume total for the five years of data shown.

For this projection it is assumed that the increase/growth would occur proportionally to all communities, although in fact this is unlikely. However, with the exception of Brooklyn, all the above communities are closest to the TMP and Windsor fire stations, so fluctuation amongst the growth communities is irrelevant from an impact perspective.

The salmon column titled 2031 shows the increase applied to the 2018 annual totals for each community. It should be noted that the annual projected numbers for 2031 are completely or nearly within the annual variations already seen for each community, and for the annual totals for these communities. This suggests that there is currently the capacity/ability to service these projected incident numbers.

DEVELOPMENT GROWTH, FIRE SERVICE CAPABILITY

The development of large commercial, industrial, and residential facilities can increase the demand for service capability. In this circumstance, service capability means the ability of the fire service to mitigate the incidents that occur in buildings larger or with more complex risks than they are currently equipped to handle.

For example; the development of high-rise[56] apartment buildings can place a high demand on manpower, processes, training, and technology for the fire department. This is especially so if the fire department has no prior experience with such buildings. This would be the case in W/WH where there buildings heights are typically 3-4 stories, and the tallest are churches.

To mitigate fire incidents in new development that is outside of the capability envelop of the fire service requires specialized equipment, specific procedures, diligent fire safety enforcement, and usually higher staffing numbers on-scene at an incident. The municipality does have a significant degree of control over allowing these types of development, and consideration of the impact on the fire services and the costs of increasing capability should be part of municipal development plans.

[56] High-rise buildings are buildings that are 6 stories and above in height.

West Hants Planning and Development Department reports[57] that it is unlikely that big box retailers and power centres[58] will be developing in W/WH, without a larger population to attract them. Such a development would be outside the current capability of the fire departments.

Industrial and resource-based development is reportedly[59] not booming in West Hants. Permits and values have been low. A Windsor-West Hants shared industrial park is the preferred location for industrial development, and there are currently a few industries located there, although none are very large. The number of commercial development permits is trending downward, although the value of these may be upwards.

Growth in the commercial, industrial, and resource sectors is unlikely to increase substantially over the next 10 years. It is therefore unlikely that an increase in fire services capability will be driven by extraordinary development.

GA recommends that the new Regional government carefully consider potential impacts on fire service capability with every new industrial, large commercial, or large residential planning application. The fire service should not be opposed to such developments, but must speak clearly about needs and plan accordingly for any such large-scale development.

[57] West Hants Planning and Development Department, Background Report: Economic Development, March 2018, page 16.

[58] IBID; in 2010 power centres had an average of 25 tenants, including several big-box retailers.

[59] West Hants Planning and Development Department, Background Report: Industry and Resource, March 2018, page 4.

COMMUNITY FIRE RISK FACTORS

Risk can be simply described as a combination of incident frequency and incident consequences. The best predictor of incident frequency is statistics, i.e. the fire experience in the community. The assumption is that unless something is done proactively to change the root causes of fires, then they will continue to occur at a similar frequency.

Incident consequences are often limited to the persons directly involved (i.e. a family's home), but consequences can also impact the community at large. A significant fire in a major employer can result in negative economic consequences to the community through job loss, damage to infrastructure, loss of viability for suppliers, and loss of tax base. These consequences can also be social as the community may lose hope in a secure future, former workers may be forced to seek employment elsewhere, often outside the community, and sadness over the loss of a long-established bastion.

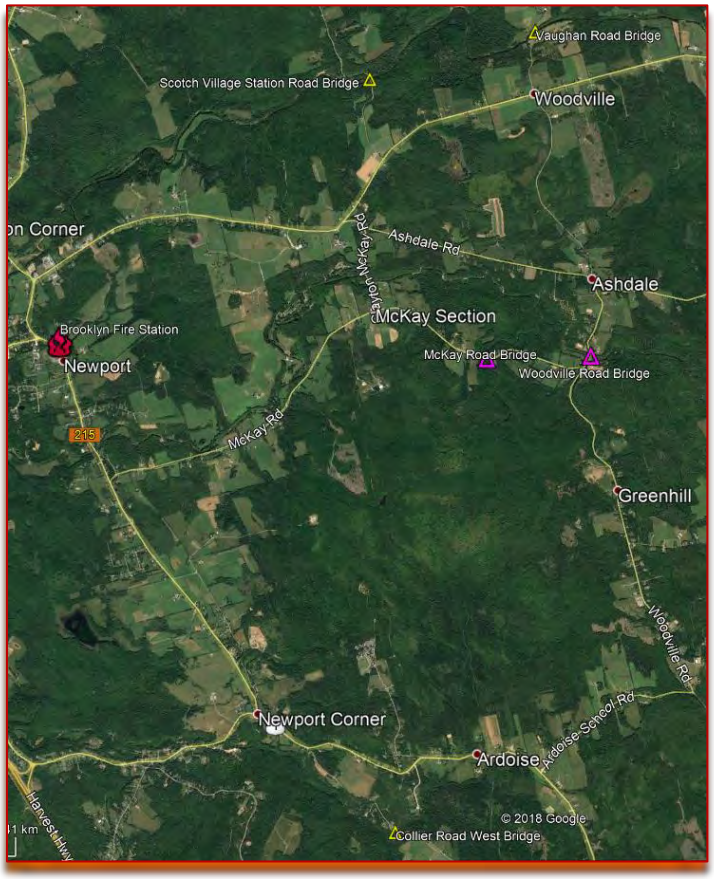
The current role of the Regional fire departments in addressing community fire risk is mainly in responding to incidents and attempting to mitigate the consequences of fires that are already in progress. There are a number of factors that affect the efficiency and effectiveness of this role. These will be addressed in the following section.

Bridges

Access to incidents by the fire department occurs along public roads. Fire apparatus ca be large and heavy, and restrictions in the roads can determine the route used to travel to the incident. Bridges are one difficulty for fire apparatus.

GA issued to the fire departments a request for information on restrictive bridges. The query returned information on seven bridges, as identified by the fire departments, with weight restrictions which might limit transit by the heaviest fire apparatus. Two of these bridges are avoided by the fire departments for that reason. One of theses bridges was noted as a private bridge of unknown capacity.

- Cogmagun Road bridge across the Cogmagun River, not posted but 20 Tonnes advised maximum (Summerville FD).
- Benny Muckle Road, private single lane bridge of unknown capacity (about 5.5 km east of Bramber) (Summerville FD).
- McKay Section Road, single lane bridge posted 20 Tonnes, rated as poor condition, avoided.
- Vaughan Road, Woodville, single lane bridge posed as 20 Tonnes, rated as good condition.



- Scotch Village Station Road, single lane bridge posed as 20 Tonnes, rated as good condition.
- Woodville Road, Ashdale/Greenhill, single lane bridge posed as 20 Tonnes, rated as fair condition, avoided.
- Collier Rd. West, Newport Corner, single lane bridge posed as 20 Tonnes, rated as poor condition, not avoided since it is the only access.

The accompanying Google snapshot shows the bridges in the Brooklyn response district.

GA recommends that there be response plans developed to ensure that all personnel Region-wide are well aware of bridge restrictions where fire apparatus cannot cross. This is particularly important for fire stations in other fire districts who may be contributing pumpers, tankers, or aerial apparatus to assist at a fire in another jurisdiction. A typical pumper weighs 25 Tonnes, a

tanker weighs 30+ Tonnes, and an aerial weighs 35 Tonnes, and an aerial-platform typically weighs over 40 Tonnes.

Rural Water Supply Infrastructure

Rural water supplies are used to provide a source of firefighting water in areas of the Region where there is no public water supply and fire hydrants. These sources can also be significantly useful where there are fire hydrants, during very large fires, where the public water supply is not able to cope with required flow rates or total water demands.

Fire Underwriter Survey recognizes[60] approved alternative water supplies (i.e. not municipal hydrant systems) for properties if the water supply point is within 2.5 km by road for commercial risks and 5 km by road for residential risks. Essentially, this means that dry-hydrants or static drafting locations should be available within those distances to most if not all properties in the Region, according to their type of property.

GA issued a request to the fire departments for information on their established rural water supply sources. The rural water supply query returned information on 18 rural water supply sites;

- seven dry-hydrants on a lake/river/pond,
- one dry-hydrant on a cistern,
- one wet-hydrant gravity fed from a pond,
- two private water systems, and
- seven drafting sites on a lake/pond/river.

All of the identified sites were rated excellent to good, except one that was rated adequate. The information revealed that not every site is tested[61] and flowed/maintained regularly. One site is established in downtown Windsor and will be useful in supplementing the Town's water supply in a large fire or during water interruption.

[60] Fire Underwriters Survey, Alternative Water Supplies for Public Fire Protection, an Informative Reference Guide for use in Insurance Grading.

[61] National Fire Protection Association, NFPA-1142, Standard on Water Supplies for Suburban and Rural Fire Fighting.

NFPA-1142 is the standard for rural water supplies. The standard requires that dry-hydrants be inspected and maintained at least quarterly and flow tested at least annually, and that records be kept of all maintenance and testing. It also requires that all static water sources be equipped with a dry-hydrant.

Although there are a number of rural water sources established, the number is insufficient to provide adequate coverage for all populated areas of the Region.

GA recommends that dry-hydrants be installed at all planned rural water supply points in the Region. Water supply points should be established within 5 kilometers by road to all hamlets and clusters of residential housing, and within 2.5 kilometers to all commercial risks. All dry-hydrants should be developed in accordance with the requirements of NFPA-1142, and should also be maintained in accordance with the standard.

GA recommends that good records of all dry-hydrant maintenance, inspections, and testing should be kept as protection against liability and for reference and pre-planning purposes.

GA recommends that all dry-hydrants or other static water sources that are established on private property be accompanied by an executed agreement defining rights, duties, and liabilities.

Residential Fire Risk

STATISTICS CANADA RESIDENTIAL DATA

Statistics Canada[62] provides the following information for the Region;

line	Item	Windsor		West Hants		W/WH	%		Hantsport[63]	
1	Population 2016	3,648		15,368		**19,016**			1,124	
2	Total private dwellings	2,367		7,175		**9,542**			519	
3	Private Dwellings occupied by usual residents[64]	2,214	93.5%	6,426	89.6%	8,640	90.5%		494	95.2%
4	Population density, persons per km^2	500.0		12.4					528.2	
5	Land area, km^2	10.5	0.8%	1,244	99.2%	1,255			2.13	
6	Single detached homes	1,310	59.3%	5,750	89.4%	7,060	81.7%		385	78.6%
7	Apartment in building five or more stories	5	0.2%	0	0.0%	5	0.1%		0	0.0%
8	Semi-detached house	115	5.2%	65	1.0%	180	2.1%		10	2.0%
9	Row house	45	2.0%	25	0.4%	70	0.8%		10	2.0%
10	Apartment or flat in a duplex	40	1.8%	55	0.9%	95	1.1%		20	4.1%
11	Apartment in a building fewer than five stories	575	26.0%	165	2.6%	740	8.6%		65	13.3%
12	Other single-attached house	15	0.7%	10	0.2%	25	0.3%		0	0.0%
13	Moveable dwelling	105	4.8%	360	5.6%	465	5.4%		0	0.0%
14	Household sizes; 1 person	765	34.5%	1,470	22.9%	2,235	25.9%		140	28.3%
15	2 person	780	35.2%	2,700	42.0%	3,480	40.3%		185	37.4%
16	3 person	320	14.4%	1,035	16.1%	1,355	15.7%		95	19.2%
17	4 person	250	11.3%	865	13.5%	1,115	12.9%		55	11.1%
18	5 or more person	100	4.5%	355	5.5%	455	5.3%		20	4.0%
19	Number persons in private households	4,815	91.7%	15,345	99.9%	**20,160**	97.8%		1,115	99.2%
20	Average household size	2.2		2.4					2.3	
21	Owned dwellings	1,260	56.4%	5,540	86.2%	6,800	78.5%		380	75.2%
22	Condominium dwellings	45	2.0%	30	0.5%	75	0.9%		0	0.0%
23	Rented dwellings	930	41.6%	855	13.3%	1,785	20.6%		125	24.8%
24	Occupied private dwellings by construction period. 1960 or before	835	37.3%	1,910	29.7%	2,745	31.7%		280	55.4%
25	1961 – 1980	535	23.9%	1,860	28.9%	2,395	27.6%		130	25.7%
26	1981 – 1990	335	15.0%	905	14.1%	1,240	14.3%		25	5.0%
27	1991 – 2000	175	7.8%	785	12.2%	960	11.1%		35	6.9%
28	2001 – 2005	50	2.2%	305	4.7%	355	4.1%		25	5.0%
29	2006 – 2010	165	7.4%	375	5.8%	540	6.2%		0	0.0%
30	2011 – May 2016	145	6.5%	290	4.5%	435	5.0%		10	2.0%
31	Occupied private dwellings - major repairs needed	195	8.7%	670	10.4%	865	10.0%		35	6.9%

[62] https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?B1=All&Code1=1208002&Code2=12&Data=Count&Geo1=CSD&Geo2=PR&Lang=E&SearchPR=01&SearchText=Windsor&SearchType=Begins&TABID=1

[63] Hantsport was dissolved on July 1, 2015, after which it became an integral part of West Hants. Hantsport numbers are included in the West Hants and W/WH total numbers. They are shown here for reference.

[64] From StatsCan: "'Private dwelling occupied by usual residents' refers to a private dwelling in which a person or a group of persons is permanently residing."

Dwellings are defined by the National Building Code: "*Dwelling unit means a suite operated as a housekeeping unit, used or intended to be used by one or more persons and usually containing cooking, eating, living, sleeping and sanitary facilities.*"

An examination of the above data leads to a few observations related to fire protection.

- The percentages shown in the salmon coloured analysis column refer to the data (uncoloured cells) to their immediate left, and refer to totals in that column only. For example; line 3 for Windsor, 93.5% of the 2,367 total private dwellings are occupied by usual residents.
- The green total column in the W/WH (Windsor West Hants) column is the sum of the Windsor and West Hants data columns.
- Line 3: Of the 9,542 private dwellings, 9.5% (900 dwellings) are not occupied permanently. These are either seasonal, vacant, or housing transients. The occupancy rates are lower in West Hants than in either Windsor or Hantsport. Vacant buildings are a hazard to the community and firefighters.
- Line 4: The average population density in Windsor and Hantsport is more than 40 times that it is for West Hants. Denser populations are cheaper to service but are more susceptible to devasting fires that affect multiple buildings/occupancies.
- Line 6: The percentage of single detached homes in the region is high at 81.7% overall, but this is very much skewed towards West Hants. In Windsor the percentage is much lower at 59.3%. A fire or similar incident in a home in Windsor is 40% more likely to affect more than one dwelling. Consequently the fire risk is higher.
- Line 7: Although there is apparently one building that is 5-stories or taller in Windsor, all residential buildings in the region are 4-stories or lower. Five stories is classified as a mid-rise building; while 4-stories or less are low-rise buildings and can be laddered by the longest ground ladders.
- Line 23: Region-wide 20.6% of households live in rented accommodation. This is particularly so in Windsor, where 41.6% of households are in rental accommodations. The insurance industry claims that only about half of renters carry fire insurance. Fires in rental dwellings can be even more devastating to residents without insurance.
- Line 25: In Hantsport 55.4% of the occupied residential building stock (505 units) was built in or before 1960. Older buildings are more prone to fires since they have older utilities and systems.
- Lines 28-30: Since 2001 only 35 of these new dwellings have been built in Hantsport.
- Line 31: Shows that region-wide almost 10% of dwellings are in need of major repairs. Fire occurrences can increase in under-maintained structures.

The residential fires are the main risk for fire occurrences in most communities. They are also the main risk for injuries, and deaths, both of civilians and of firefighters.

According to national statistics[65] for Canada;

> *"Fires in residential properties accounted, on average, for 69% of all structural fires and 79% of all structural fire deaths. ... Homes representing one/two family dwellings, apartments and mobile homes accounted for 82% of all fires in residential properties*

[65] Fire Losses in Canada Year 2007 and Selected Years, Wijayasinghe, September 2011, presented to the Canadian Council of Fire Commissioners and Fire Chiefs, http://www.ccfmfc.ca/stats.html

and 83% of all residential fire deaths. …. In Canada, home fires accounted for 30% of all fires and 67% of all fire deaths."

As shown on the chart on page **164**, and partially repeated below, in the Region residential fires are the leading occupancy where fires are occurring. In the Region, according to the statistics received, the occurrence of residential fires (at 39.1% of all fire incidents) is above the national average of 30%.

FIGURES: REGIONAL DWELLING FIRES

Type	Number	%
Structure-Residential + Chimney	147+134 = **281**	39.1%
Breakdown by Fire Station	***Residential/Chimney***	
Windsor	55	
Hantsport	80	
South West	18	
Brooklyn	64	
Three Mile Plains	28	
Summerville	32	

Dwelling Fires	2014	2015	2016	2017	2018	Total
Combined	61	57	69	45	49	281
Chimney	26	17	38	29	24	134
Structure	35	40	31	16	25	147

The following table shows statistics from Windsor relating to all reported structure fire losses. One civilian and one firefighter injuries were reported for the five years. Both injuries occurred at residential fires. No fire loss amounts or injuries were reported by the other fire departments.

FIGURE: STRUCTURE FIRE LOSSES (WINDSOR)

Fires (Windsor)	2014	2015	2016	2017	2018	Total	# incidents
Residential	$131,500	$91,000	$76,500	$5,000	$6,000	$310,000	**281**
Barn/Warehouse	$0	$380,000	$0	$0	$0	$380,000	**25**
Commercial	$0	$0	$1,600,000		$1,500	$1,601,500	**15**
Industrial/Factory					$0	$0	**1**
Other	$100	$0	$0	$0		$100	**18**
	$131,600	**$471,000**	**$1,676,500**	**$5,000**	**$6,500**	**$2,291,600**	**340**

From the limited statistics available it is clear that in W/WH the risk of fire is greatest in residential properties. There is no breakdown on responses to residential fires by building type; i.e. single detached, semi-detached, row, multi-unit, owned, rented, number of stories, number of units, etc. Such a breakdown is very useful in better understanding the underlying risks associated with each building type, and can assist in determining fire prevention priorities.

GA recommends that complete fire statistics be collected and records kept, including all information requested by the NS Fire Marshal for inclusion in the provincial database. Records retention rules generally do not require retention of such data beyond five or seven years. It is further recommended that fire statistics be kept at least 15 years in order for trends to be clearly seen and analysed.

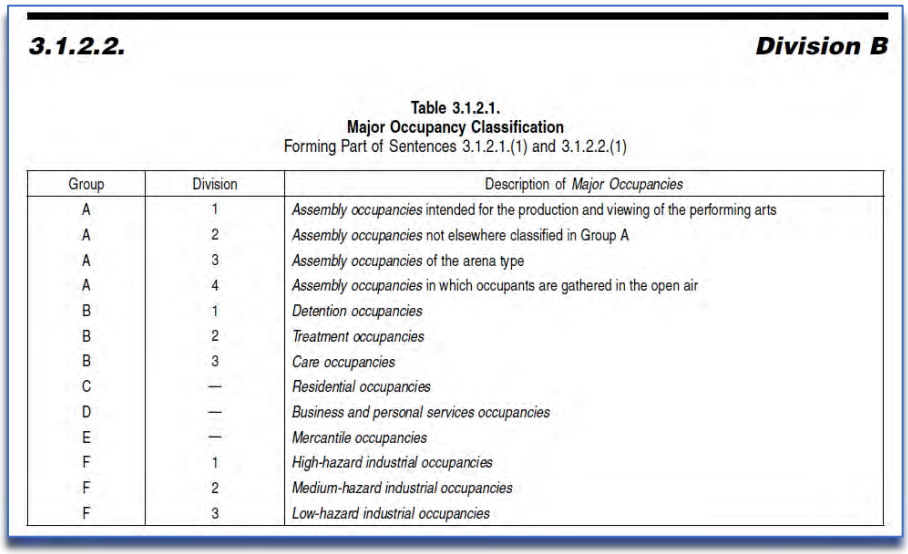
Fires in other property types are not as frequent as residential fires. However, even from the Windsor data, it can be clearly seen that fires in commercial and industrial properties can be of high loss values. The Windsor data shows that almost all of the commercial loss in the five years of data is attributable to a single fire in a low-rise apartment building on King Street.

Fires in commercial/mercantile/industrial buildings can be much more demanding to combat than fires in typical dwellings. They are generally larger fuel loads, larger in area and height, often require specialized equipment like aerial ladder apparatus, have limited access, and have more hidden spaces in which fire can spread. Additional occupants can add to the pressure on the firefighters to perform rescues and to search for persons who might be inside. The risk per incident to firefighters is much higher at these larger building fires than it is in a single-family residence.

Large Building Fire Risks

The National Building Code[66] (NBC) categorizes every building or part of building (occupancy) according to its Major Occupancy Classification. The accompanying table shows these classifications. For some examples of this;

- schools are classified as A2,
- the shopping mall is an E,
- a nursing home is a B2, and
- both single family residences and apartment buildings are classified as C.



3.1.2.2. **Division B**

Table 3.1.2.1.
Major Occupancy Classification
Forming Part of Sentences 3.1.2.1.(1) and 3.1.2.2.(1)

Group	Division	Description of *Major Occupancies*
A	1	*Assembly occupancies* intended for the production and viewing of the performing arts
A	2	*Assembly occupancies* not elsewhere classified in Group A
A	3	*Assembly occupancies* of the arena type
A	4	*Assembly occupancies* in which occupants are gathered in the open air
B	1	*Detention occupancies*
B	2	*Treatment occupancies*
B	3	*Care occupancies*
C	—	*Residential occupancies*
D	—	*Business and personal services occupancies*
E	—	*Mercantile occupancies*
F	1	*High-hazard industrial occupancies*
F	2	*Medium-hazard industrial occupancies*
F	3	*Low-hazard industrial occupancies*

The major reason for this classification system is to identify common fire safety concerns, and therefore common fire safety measures/requirements. This method carries over into the National Fire Code (NFC) and is used for identifying building inspections and Code enforcement requirements. Within each classification Group there are also special rules for specific types of occupancies. For example; even though a private family house and a 20-unit apartment building are both classified as a C occupancy, there are different fire safety requirements for both of them. So the occupancy classification isn't the whole story.

For firefighters, building classification tells them about the built-in fire protection systems and construction measures. It also informs on the risks and the needs to pre-plan for an incident at that location. For example; a fire in a B2 is probably at a nursing home or a hospital. Such a fire has the potential to be very challenging with many persons to evacuate or rescue. Many nursing homes are old and not sprinklered. Therefore, fires can be fast moving and residents are slow moving. Staffing numbers at the nursing home, during the overnight, may not be sufficient to evacuate all patients in a timely manner without assistance from firefighters and other first

[66] National Building Code of Canada, 2015 edition

responders. If firefighters assist with searching and rescuing, then firefighting is delayed because of limited staff within the first few critical minutes. The fire may then progress and threaten more people, etc. Knowledge in advance is valuable.

In the above example, it seems obvious that firefighters would be aware of a nursing home in their community. However that may be, firefighters are not necessarily aware of all the converted old homes, that used to be large single family, 2-3-story residences, and that now contain several rented rooms and/or apartments. These types of C occupancies are prone to serious fires and search and rescue is very challenging.

In an effort to identify some of the risks associated with the existing building stock, property data from Windsor and West Hants was analysed and some of the properties were classified in accordance with the NBC. Although W/WH was unable to provide an already populated database with this information, GA was able to manually classify 294 of the properties in the database out of the 600 top-valued assessment properties. Past fire inspections and building permit data assisted in identifying some of these properties. This limited data will be referred to in analysis that follows in this report.

Assessments and Property Counts

The total assessed value of all property in W/WH is $1.6B. There are 13,335 properties. According to the address of the properties, thereby identifying the community, the following shows approximately how the properties are currently distributed to the fire departments and their associated assessment values. Kings or East Hants properties are not included in the following table.

Fire Department	Properties	Value	%
Windsor	1,582	$333,228,500	21%
Hantsport	2,911	$397,645,000	25%
South West	1,210	$126,156,700	8%
Brooklyn	3,242	$352,598,900	22%
Three Mile Plains	2,522	$273,877,100	17%
Summerville	1,419	$78,890,600	5%
Uniacke and District	2	$15,200	0%
Walton Shore	443	$32,434,600	2%
Unclassified	4	$170,800	0%
Totals:	**13,335**	**$1,595,017,400**	

The above distribution is based on the current fire districts.

The assignment of occupancy classifications allowed GA to observe the distribution of risks in the communities, and by current fire station district. The following table shows this distribution. The C classifications shown are for multi-unit buildings and do not include any single-family residences. The following data is not a complete capture of the occupancies that should be assigned their classifications. That data does not apparently currently exist. Please see the previous page for a description on how this was done.

FIGURE: DISTRIBUTION OF IDENTIFIED OCCUPANCIES

Station	A	B	C	D	E	F
Windsor	30	8	33	11	8	6
Hantsport	25	2	20	4	1	17
South West	9				1	1
Brooklyn	28		8	3	6	14
Three Mile Plains	18	1	8	3	8	28
Summerville	9		1	1		3
Uniacke						
Walton Shore	3					2
Totals:	**107**	**11**	**62**	**22**	**21**	**57**

Windsor in particular, and Hantsport to a lesser degree, appear to be the business, apartment, and service centres in the Region. Windsor and Brooklyn have the bulk of buildings associated with halls, schools, and/or restaurants (A classification). Windsor has most of the care and treatment facilities (B classification), multi-unit rental accommodations (C classification), and personal service and business (D classification).

Three Mile Plains has a large industrial base because the joint Windsor/West Hants industrial park (Wentworth Creek) falls into Three Mile Plains' response district; but there is still a lot of risk in Hantsport.

More so than detached dwelling fires, fires in the above identified occupancies have the potential for significant community impact. Such fires can also be challenging for the fire department. Fortunately, occurrence rates are relatively low.

Community Fire Risk Profile

A risk profile chart is useful in visually highlighting various risk factors. The following table identifies risk factors that influence firefighting tactics, manning, apparatus, and equipment needs. Every community/fire department will have a few occurrences of almost everything in the following table. However in this table, the ✕ indicates where the factor is often or usually a governing factor in a fire/rescue incident.

FACTOR	Windsor	Hantsport	Southwest	Brooklyn	TMP	Summerville
Older building stock (prone to fire development, pre-Code, combustible construction)	✕	✕				
Higher incident volumes (simultaneous calls more possible)	✕	✕		✕		
Large area occupancies (special tactics, equipment)	✕	✕				
Employment occupancies (economic impact)	✕	✕			✕	
Population density (high, more people at risk)	✕	✕				
Building density high (i.e. exposures to other buildings)	✕					
Conflagration potential (contiguous blocks)	✕					
Converted homes (apartments, rooming/boarding, difficult fires)	✕	✕				
Apartment buildings (many residents impacted)	✕	✕				
High Hazard use occupancies (F, firefighter/community hazards)		✕			✕	
Vulnerable person occupancies (B, occupants fragile)	✕					
Large Assembly occupancies (special tactics, equipment)	✕	✕			✕	
Buildings above 3-stories in height (too tall for ground ladders)	✕	✕				
Travel times long (fire development with time)		✕	✕	✕		✕
Bridge restrictions (heavy vehicles cannot cross)				✕		✕
Wildland -Urban Interface (homes in the woods at risk)			✕	✕		✕
Recreational waterways (water/ice rescue demand)	✕		✕			✕
Rural water supply predominant (tanker shuttle relay needed)			✕	✕		✕
Highway (100+kmph) (high speed MVC, hazard for firefighters)	✕	✕		✕	✕	
Growth area, changes in district (keeping up with changes)	✕			✕	✕	
High required fire flow incidents (pumper relays needed)	✕	✕			✕	
High staff demand incidents (large responses, multi-stations)	✕	✕				

Windsor's response district, and to a lesser degree Hantsport's, both exhibit typical characteristics of an urbanized fire risk environment. In urban areas, especially older ones, fire departments must be prepared for fires that are; difficult to extinguish, large, that can consume entire blocks, difficult to access, that cost the community anxiety, lost businesses, lost housing.

Pumpers, strong water systems, multiple ground ladders, aerial ladders, as well as sufficient staff to operate all of these and to fight fires in several buildings simultaneously is what urbanized firefighting environments demand. These fires can extend for several days, so depth of resources is also important.

Brooklyn has high incident[67] volumes, but this is somewhat distorted. If you look at the combined fire and pre-fire incident numbers, they are virtually the same as Windsor's combined totals. The records also show that Brooklyn has high numbers of rescue incidents, virtually all of which are MVCs, with about 20% being on Highway-101. Windsor's rescue responses dropped significantly and Brooklyn's jumped about the same amount after the Windsor response boundary changeover in 2016. With a regionalized service this should partly rebalance.

Brooklyn also has a high number of region-internal mutual-aid incidents, to other fire-district's fires. Brooklyn also carries the highest MFR incident load of any Regional fire department, due to their election to respond to every ambulance incident in their territory. Brooklyn is a busy station, but its core-service incident demand is similar to Windsor's.

Brooklyn and Summerville's response districts exhibit all the characteristics of a rural fire risk environment. Travel distances are long, water supply is established through tanker shuttles, occupancies are widely spaced, there are likely some wildland/urban interface issues. There are a few larger occupancies; e.g. churches, farm buildings, isolated commercial/industrial, schools, and etc. The primary fire risk is residential.[68]

Rural fire environments require pumpers for fire attack and tanker operations, tankers to transport water, ground ladders, and off-road vehicles for wildland fire incidents.

South West is also a rural fire risk environment, but they have very few larger occupancies. What they do have in abundance is cottages and year-round occupied homes built in the woods. South West's major challenge is long access on smaller roads to remote areas, winter weather challenges, wildland/urban interface issues, and the potential for a wildland fire to threaten numbers of residents and homes, with limited escape roads.

Three Mile Plains is essentially in a suburban fire risk environment. They are located in a housing growth area. Congestion and population density are higher than the rural areas of the Region, but lower than Windsor/Hantsport. They do have responsibility for most of the industrial park and are in proximity to Highway-101.

Three Mile Plains close proximity to Windsor makes them an ideal partner to supply the additional equipment and manpower resources needed to deal with fires in Windsor's urban environment.

[67] Reference the Figure: Table of Incident Dispatches by Station starting on page **159** of this chapter.

[68] See **Residential Fire Risk** starting on page **182**.

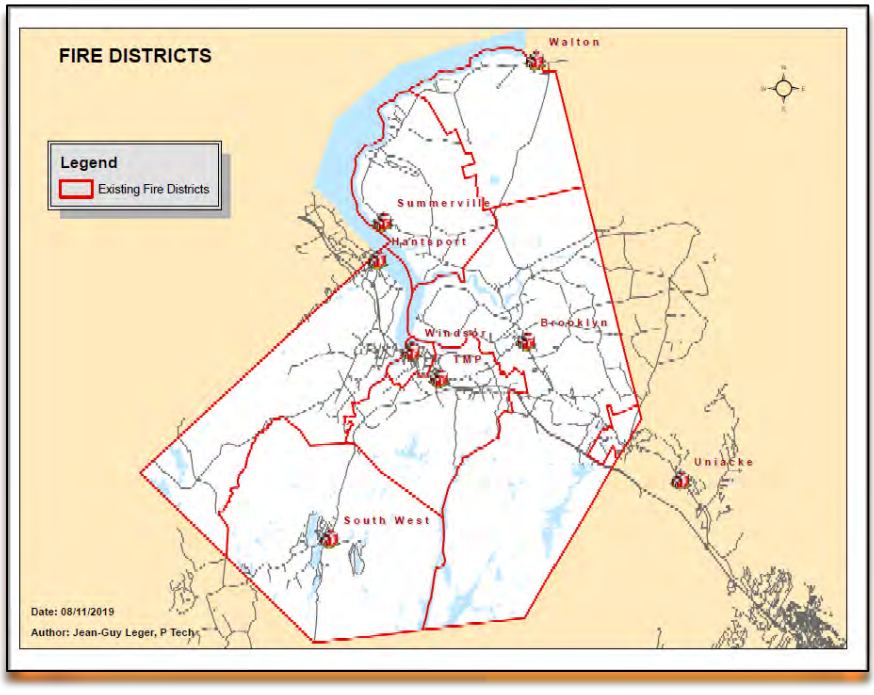
FIRE DISTRICT REVISIONS

Current Fire Districts

The fire districts in existence when this Fire Services Review was commissioned reflect decisions made after the withdrawal of fire protection services by Windsor Fire Department; previously Windsor fire department responded into large parts of West Hants Regional Municipality. From a more recent perspective, that of a consolidated municipality, these existing fire districts are not optimum and require adjusting for efficiency and effectiveness.

The determination of fire districts should be based on a seemingly simple principal. For any incident the closest appropriate resources should be sent first. Appropriate means a resource (fire apparatus, manpower, equipment, knowledge, etc.) that can and will be used to mitigate the situation.

FIGURE: EXISTING FIRE DISTRICT MAP



The existing response districts were based on responding to fire incidents. Windsor's fire district was the Town boundary. For West Hants, the assigned fire districts divided up the municipal area amongst the five West Hants fire stations, plus the Walton Shore fire department, and the Uniacke and District fire department. These last two provided coverage of areas within West Hants although they are actually located in East Hants.

For West Hants, with Windsor being in the middle this caused some challenges in drawing the response maps. Road network and obstacles affected the fire districts boundaries.

Revising Fire Districts

GA was tasked with redrawing the fire district response map, this time including all six W/WH fire stations, and considering the potential contributions of Uniacke and Walton Shore departments. The objective was optimized fire response districts with all resources considered.

GA utilized a map-based computer simulation program. GA estimated travel times over the existing road networks; from each existing fire station to all parts of the new Region. Road speed-limits, congestion, grades, traffic, obstacles, and fire apparatus capabilities were accounted in the simulations. The estimates were then compared against historical response times to emergency incidents, and adjustments made as necessary.

Response Factors

It is desirable to achieve the best response-times possible to reports of emergency incidents. This is particularly so in circumstances of life or property threatening incidents. Fires are one such incident type.

FIGURE: NFPA-1710 FIRE PROPAGATION CURVE

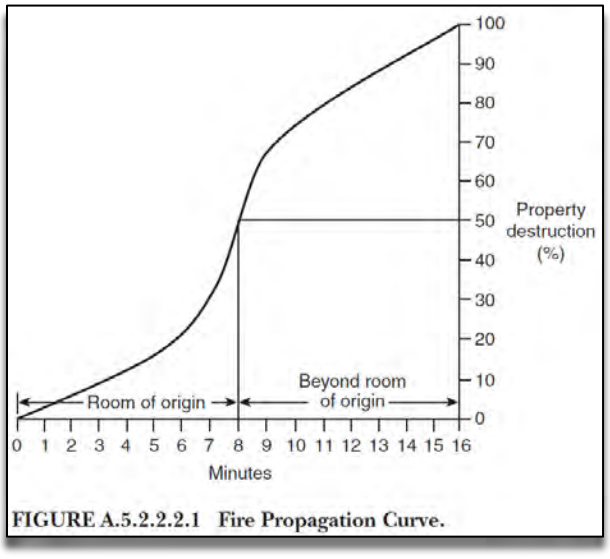
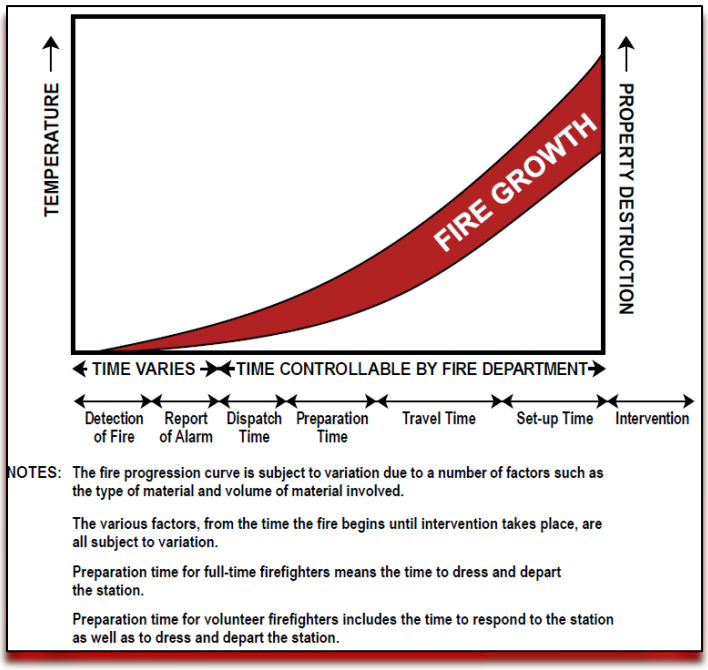


FIGURE A.5.2.2.2.1 Fire Propagation Curve.

Fire grows over time. All fires start small, and grow (if unchecked) until such time as they run out of fuel. In a structure, there are other factors involved as well. Particularly the availability of oxygen. This means that in a closed building, an unchecked fire will consume all the available oxygen, and thereby slow down its growth, until such time as additional oxygen is introduced by opening doors/windows or by fire burning through part of the structure. Survivability of persons inside is unlikely by this point.

The time at which the fire department starts to respond to the fire is not at time zero on the Fire Propagation Curve. Several other processes must occur first.

FIGURE: FIRE PROGRESSION AND RESPONSE CURVE



This timeline chart illustrates these processes. Someone, or a detection system, must discover the fire. The fire discovery must be transmitted to a 9-1-1 call-centre, or alarm monitoring agency. The fire department dispatch centre must be informed. The dispatch centre must page the volunteer firefighters to respond to their fire station. The volunteers must prepare and respond to the station and get into their personal protective equipment. Sufficient personnel must be available to man the fire apparatus as appropriate, typically at least four persons.

The travel-time response portion of the entire response-time sequence then begins. Firefighters travel to the incident location in the fire apparatus. When they arrive, they must set-up by getting organized and understanding the situation, make a plan, deploy equipment and staff to address the emergency. For a fire this means (in part) deploying hoses and charging them with water, and gaining entry to the building. At that point, fire suppression/intervention starts. Thereafter, the fire is expected to be mitigated, i.e. the curve levels off and diminishes. Sometimes if insufficient resources or tactics are applied, the fire continues to grow.

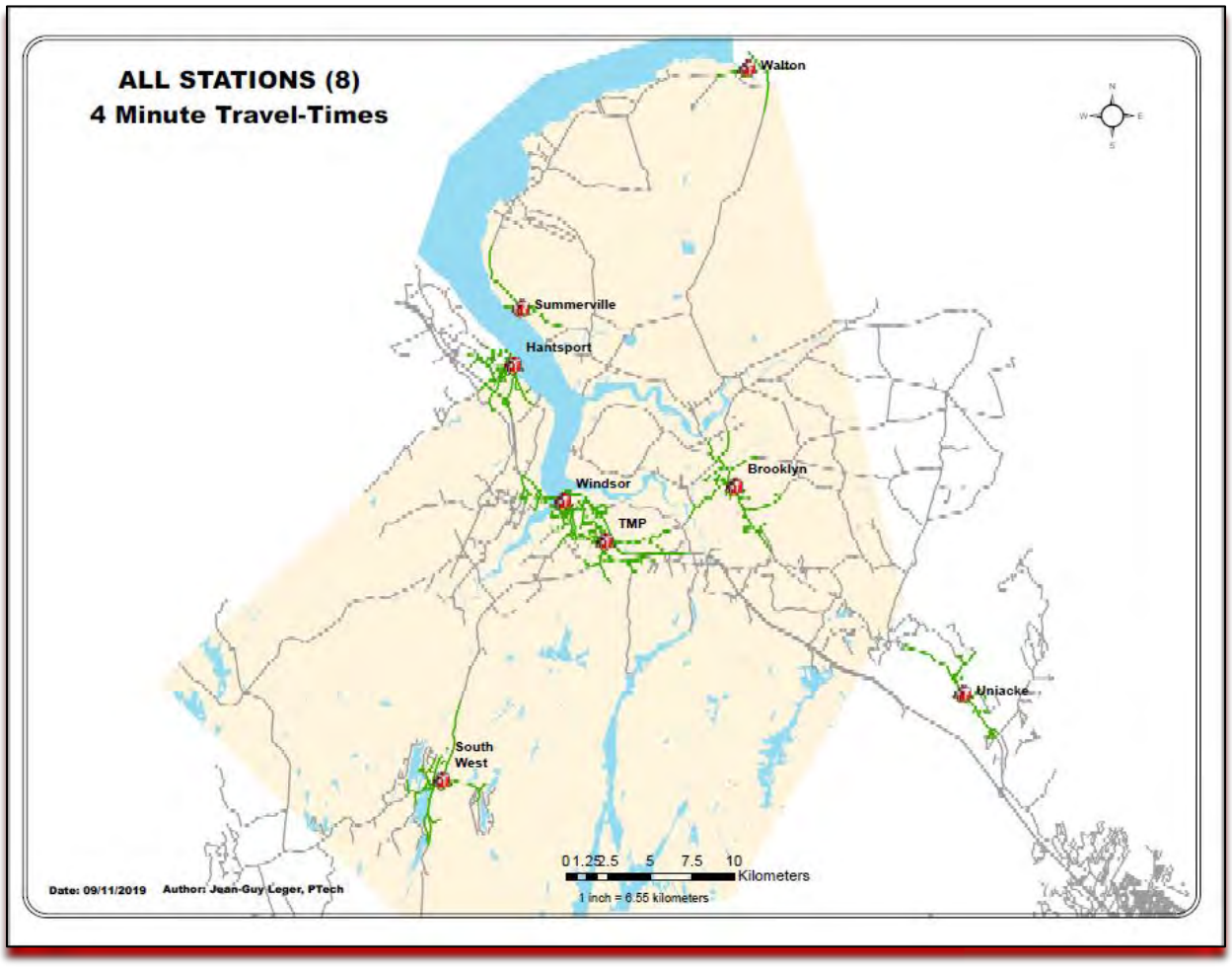
Firefighters, might however not start fire suppression right away. The first arriving crew may be committed to victim search and rescue instead, in which case the fire continues to grow.

Travel-time can be a big component of the above response-time sequence. Therefore, identifying efficient fire station response districts based on travel-times is important.

Travel-Time Details

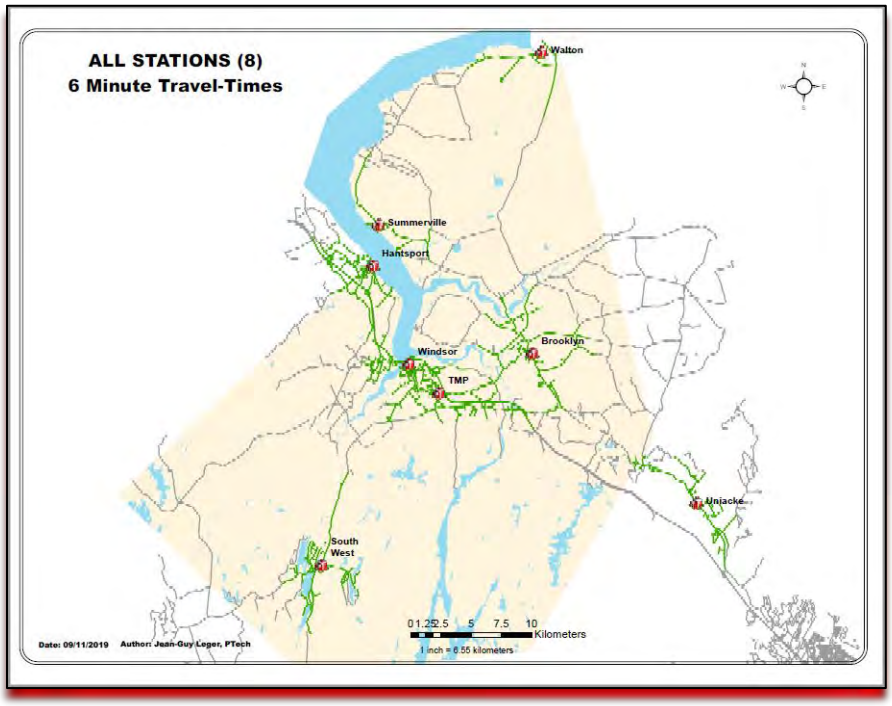
Travel-time predictions from the various existing stations was calculated by GA and revealed the following. Maps were produced that show estimated distances travelled in 2-minute intervals; i.e. at 4, 6, 8, and 10 minutes of travel-time.

FIGURE: 4-MINUTES TRAVEL-TIME



The green colours on the road segments represent how far fire apparatus are predicted to travel in 4 minutes after leaving the fire station.

FIGURE: 6-MINUTES TRAVEL-TIME



The green colours on the road segments represent how far fire apparatus are predicted to travel in 6 minutes after leaving the fire station.

FIGURE: 8-MINUTES TRAVEL-TIME

The green colours on the road segments represent how far fire apparatus are predicted to travel in 8 minutes after leaving the fire station.

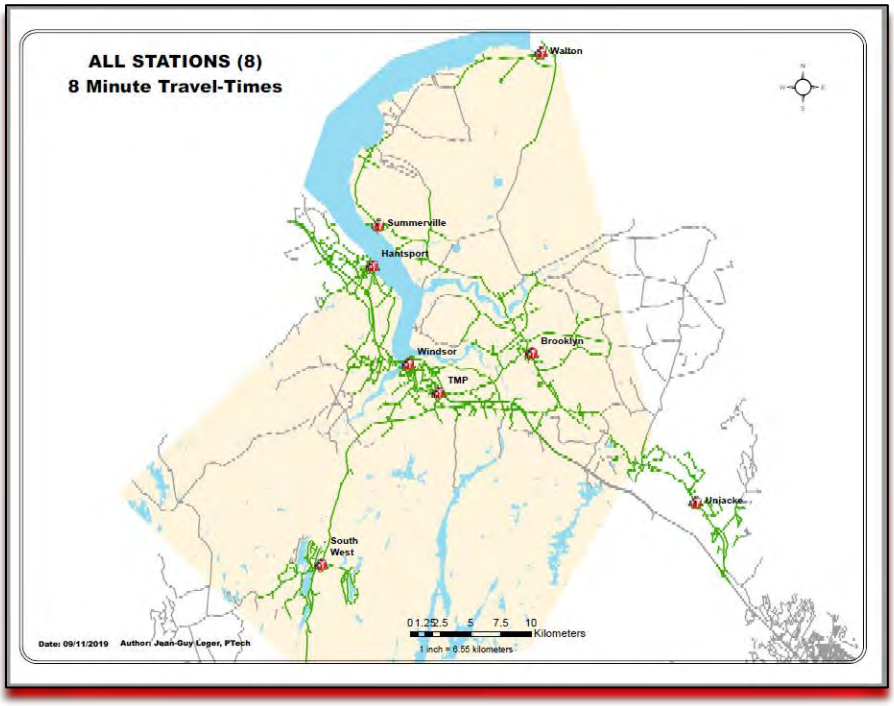
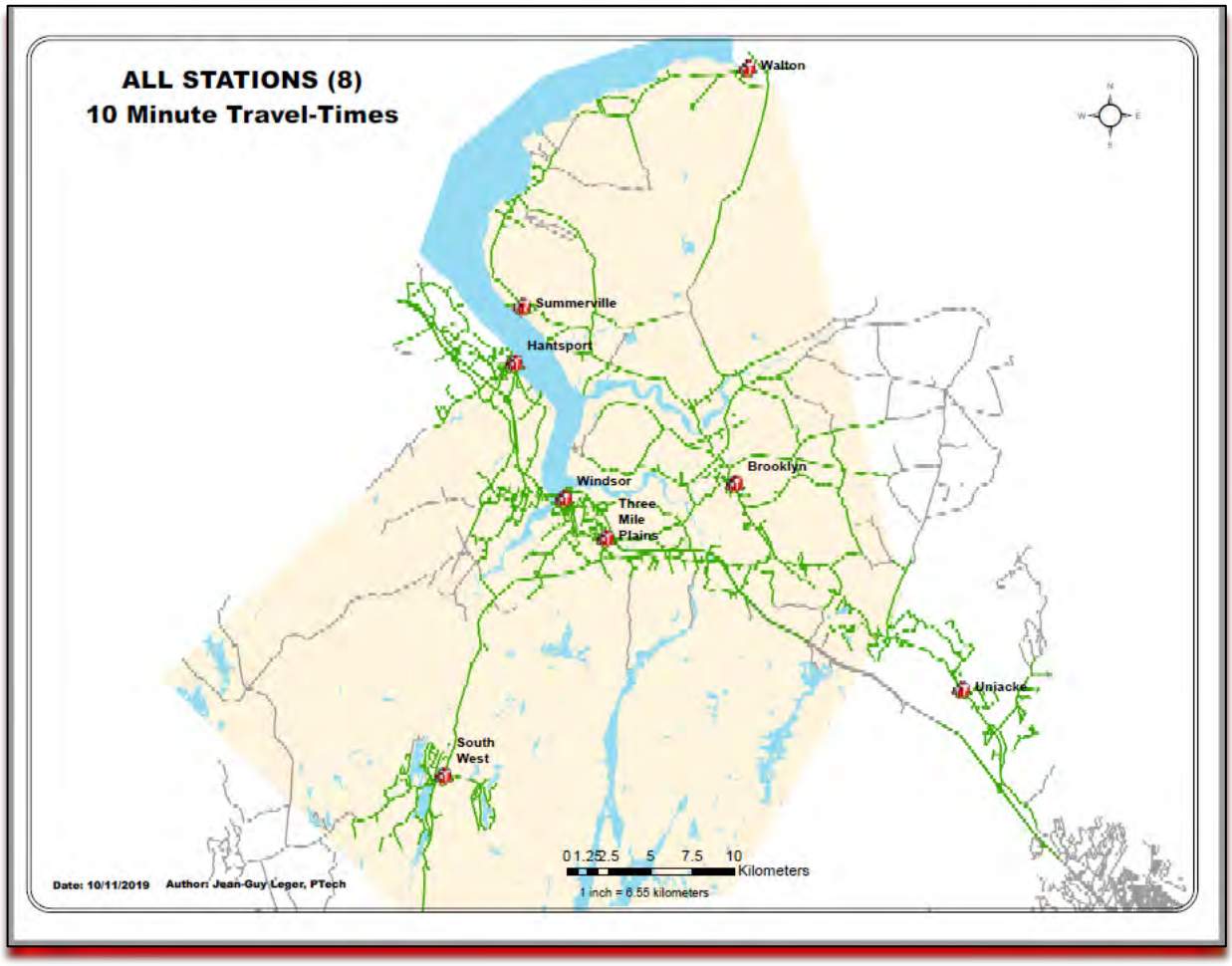


FIGURE: 10-MINUTES TRAVEL-TIME

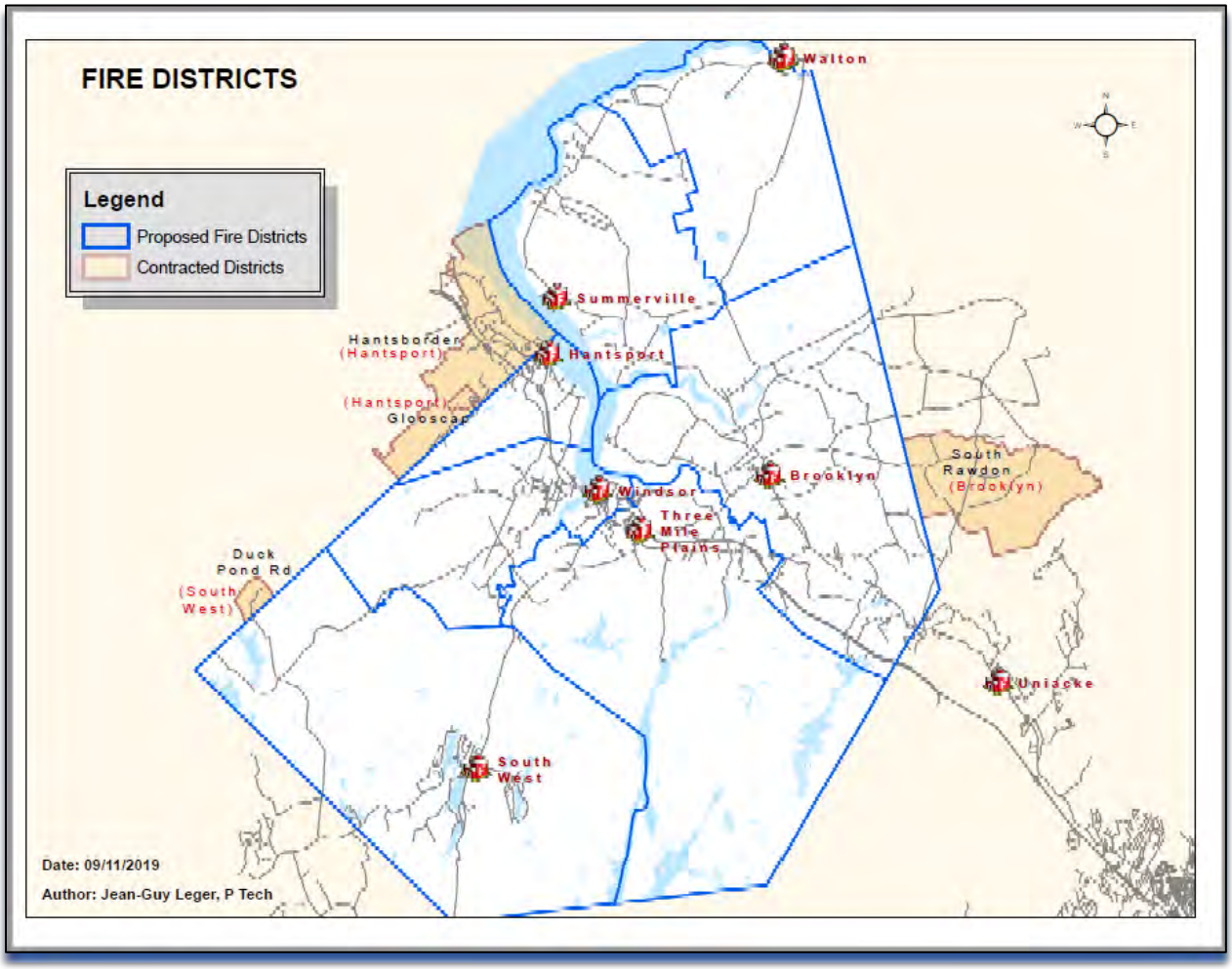


The green colours on the road segments represent how far fire apparatus are predicted to travel in 10 minutes after leaving the fire station.

Revised Fire Districts

GA recommends, based on the travel-time predictions, the following fire station response districts.

FIGURE: RECOMMENDED FIRE DISTRICT MAP



In the recommended fire district map, please note the following clarifications;

- Contracted districts are areas where W/WH fire departments are currently offering emergency response services under contract, outside of the W/WH boundaries.
- These contract areas include portions of Kings County assigned to Hantsport station and noted as Hantsborder on the map. Also included is the Glooscap first nations territory.
- Also included in Hantsport's current coverage is Duck Pond Road (Black River Lake) area in the south west of the municipality.

- Brooklyn currently provides contract services into the area of East Hants known as South Rawdon.

GA recommends that where Uniacke previously responded into the east Ardoise area that this arrangement not continue. Analysis revealed that the travel-time to that area is virtually the same for both Brooklyn and for Uniacke. The additional complication, cost, and inefficiency of managing an additional fire service in that sparsely occupied area does not contribute measurably to potential outcomes.

GA recommends that the Duck Pond Road - Black River Lake area be serviced from the South West fire station.

STANDARDS FOR PROVISION OF APPARATUS AND MANPOWER

NFPA-1720, BENCHMARKS

NFPA-172069 is the recognized standard for volunteer fire departments providing fire and rescue services. The standard recommends[70] the following staffing and response time objectives;

Ref. Obj.	Demand Zone	Demographics	Minimum Staff to Respond	Response Time (minutes)	Meets Objective(%)
A	Urban area[71]	>386 people/km^2	15	9	90% of responses
B	Suburban area	193-386 people/km^2	10	10	80% of responses
C	Rural area	<193 people/km^2	6	14	80% of responses
D	Remote area[72]	Travel distance ≥ 12.9 km	4	Distance determined	90% of responses
E	Special risks	As determined by AHJ[73] policy	Based on risk	AHJ determined	90% of responses

GA recommends that the following first-response objective staff/time benchmarks for each of the following communities be established; in accordance with the recommended revised fire districts.

Community	Response Station	Ref. Obj.	Community	Response Station	Ref. Obj.	Community	Response Station	Ref. Obj.
Ardoise	Brooklyn	*C, D*	Upper Burlington	Brooklyn	*C*	Summerville	Summerville	*C*
Ashdale	Brooklyn	*C*	Woodville	Brooklyn	*C*	Curry's Corner	Three Mile Pl.	*B*
Avondale	Brooklyn	*C, D*	Bishopville	Hantsport	*D*	Garlands Crossing	Three Mile Pl.	*B*
Belmont	Brooklyn	*C*	Hants Border	Hantsport	*C*	Gypsum Mines	Three Mile Pl.	*C*
Brooklyn	Brooklyn	*C*	Hantsport	Hantsport	*A*	Martock	Three Mile Pl.	*C*
Ellershouse	Brooklyn	*C*[74]	Mount Denson	Hantsport	*C*	Newport Station	Three Mile Pl.	*C*
Five Mile Lake	Brooklyn	*D*	Leminster	South West	*D*	St. Croix	Three Mile Pl.	*C*
Greenhill	Brooklyn	*C*	Mill Section	South West	*C*	Sweets Corner	Three Mile Pl.	*C*
Hillsvale	Brooklyn	*D*	Panuke Lake	South West	*D*	Three Mile Plains	Three Mile Pl.	*B, C*
Lakelands	Brooklyn	*D*	Upper Vaughan	South West	*C*	Wentworth Creek	Three Mile Pl.	*B, C*
Mantua	Brooklyn	*C*	Vaughan	South West	*C*	Windsor Forks	Three Mile Pl.	*C*
McKay Section	Brooklyn	*C*	Wile Settlement	South West	*C*	Cambridge	Walton Shore	*C, D*
Miller Creek	Brooklyn	*C*	Bramber	Summerville	*C, D*	Cogmagun	Walton Shore	*D*
Mosherville	Brooklyn	*D*	Centre Burlington	Summerville	*C*	Pembroke	Walton Shore	*C*

[69] National Fire Protection Association; NFPA-1720 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments.

[70] Areas and distances converted to kilometers from miles.

[71] Population densities (StatsCan): Windsor (2011) 500 / km^2, Hantsport (2011) 528.2 / km^2, West Hants (2006) 11.2 / km^2

[7272] With relative accuracy, these areas can be quickly identified in the Fire District maps as areas which are beyond the 10-minute travel times from rural fire stations. See **Figure: 10-Minutes Travel-Time** on page **196** of this chapter.

[73] AHJ = authority having jurisdiction.

[74] Large areas of this community district, and there are other districts as well, are unpopulated or very sparsely populated and those areas would be categorized as D, or even inaccessible except by boat or bush road/trail. The referenced response objective for Ellershouse (in this example) is for the populated and road accessible portion of the community district.

Community	Response Station	Ref. Obj.	Community	Response Station	Ref. Obj.	Community	Response Station	Ref. Obj.
Newport Corner	Brooklyn	*C*	Cheverie	Summerville	*C*	Walton	Walton Shore	*C*
Poplar Grove	Brooklyn	*C*	Kempt Shore	Summerville	*C*	Falmouth	Windsor	*B*
Scotch Village	Brooklyn	*C*	Lower Burlington	Summerville	*C*	Upper Falmouth	Windsor	*C*
Union Corner	Brooklyn	*C*	Riverside	Summerville	*C*	Windsor	Windsor	*A*

Effectively, the first four NFPA-1720 response objectives apply to some part of the new Regional Municipality.

GA recommends that for planning purposes related to staffing, apparatus, and public information that these response objectives be implemented.

With an assumed 25% average attendance rate to incident calls, which is in several of the fire departments policies for recognition for full honourarium, the following volunteer numbers would need to be recruited, trained, equipped and be on the fire stations' active duty rosters; i.e. capable of providing first response firefighting service to incidents.

These following numbers are not the total number of volunteers needed to mitigate the incident, these are just the first arriving contingent, who must arrive at the scene within the response time objective. Total numbers required at the incident for mitigation will exceed the first response numbers.

FIGURE: ACTIVE VOLUNTEERS REQUIRED ON-ROSTER TO MEET FIRST RESPONSE OBJECTIVES

Station	Minimum Station Roster	Influential Objective
Windsor	60	*A*
Hantsport	60	*A*
South West	24	*C*
Brooklyn	24	*C*
Three Mile Plains	40	*B*
Summerville	24	*C*
Totals:	**232**	

Achieving these active numbers will be challenging, and exceed the current complements. In addition, note that the 25% response attendance is an average estimate. There will be times during weekdays when that percentage number will not be met.

Part of the solution is to immediately co-page appropriate stations for fire incidents especially during times/days when volunteer turn-out numbers are expected to be low.

GA recommends that the Regional fire department develop Run-Cards to specify when and where certain types of incidents occur that the appropriate closest stations and appropriate resources are simultaneously dispatched. Simultaneous dispatch should occur for all fire/suspected fire events in all response areas. Simultaneous dispatch should occur for all other incidents, other than MFR incidents, in all Rural and Remote areas.

FIRE UNDERWRITERS SURVEY; TABLE OF EFFECTIVE RESPONSE

The Fire Underwriters Survey (FUS) uses a *Table of Effective Response* to match fire risks in the community with their requirements for fire apparatus for initial response to the incident, and also for the total response for incident mitigation; including required fire-water flow rates (RFF) and fire apparatus needs.

FIGURE: FUS TABLE OF EFFECTIVE RESPONSE

Table 7.2-1 Fire Underwriters Survey - Table of Effective Response

The following Table aids in the determination of Engine and Ladder Company distribution and total members needed. It is based on availability within specified response travel times in accordance with the fire potential as determined by calculation of required fire flows, but requiring increases in availability for severe life hazard.

RISK RATING	BUILDING DISTRICT EXAMPLES	FIRE FLOW		INITIAL RESPONSE TO ALARMS		1st DUE	2nd DUE	1st DUE	TOTAL AVAILABILITY NEEDED			
		L/min X1000	Approx. Igpm Range	Engine Companies	Ladder Companies	Engine Company, Minutes	Engine Company, Minutes	Ladder Company, Minutes	Engine Companies.		Ladder Companies	
									No.	Min.	No.	Min.
1 (a)	Very small buildings, widely detached buildings.	2	400	1	0	7.5	-	*9	1	7.5	*1	9
(b)	Scattered development (except where wood roof coverings).	3	600	1	0	6	-	*7.5	1	6	*1	7.5
2	Typical modern, 1 - 2 storey residential subdivision 3 - 6 m 10 - 20 ft. detached).	4-5	800-1,000	2	0	4	6	*6	2	6	*1	6
3 (a)	Close 3 - 4 storey residential and row housing, small mercantile and industrial.	6-9 10-13	1,200-2,000 2,200-2,800	2 2	1 (if required by Hazards)	3.5 3.5	5 5	*4 *4	2 3	5 6	*1 *1	4 4
3 (b)	Seriously exposed tenements. Institutional. Shopping Centres Fairly large areas, fire loads, and exposures.	14-16 17-19	3,000-3,600 3,800-4,200	2 2	1 1	3.5 3.5	5 5	4 4	4 5	7 7	1 **1	4 4
4 (a)	Large combustible institutions, commercial buildings, multi- storey and with exposures.	20-23 24-27	4,400-5,000 5,200-60,00	2	1	2.5 2.5	4 4	3.5 3.5	6 7	7.5 7.5	2 2	5 5
4 (b)	High fire load warehouses and buildings like 4(a).	28-31 32-35	6200-6800 7000-7600	3	1	2.5 2.5	3.5 3.5	3.5 3.5	8 9	8 8	3 3	7 7
5	Severe hazards in large area buildings usually with major exposures. Large congested frame districts.	36-38 39-42 43-46	7,800-8,400 86,00-9,200 9,400-10,000	3	3	2 2 2	3.5 3.5 3.5	2.5 2.5 2.5	10 12 14	8 9 9	4 5 6	7.5 8 9

To use this table effectively it is necessary to correlate occupancies (buildings) with their level of risk. FUS does that through calculating required fire flows (RFF). However, that is not the whole story, and does not speak to total manpower needs for mitigation.

MATCHING RESOURCE DEPLOYMENT AND RISK

The Ontario Fire Marshal's office (ON-OFM) developed a workbook for benchmarking a fire department's staffing needs at fire incidents. The workbook identified various *Effective Response Levels*, that correlated with different fire incident risk levels. This incident risk level approach is similar to the FUS Risk Rating. The workbook then identifies *Fireground Critical Tasks*, including standard tasks at all fire incidents, and those that are common at more complex (higher risk/challenge) incidents. The task list generates fireground staffing required to perform the tasks. The process was called Matching Resource Deployment and Risk[75] (MRDR).

Combining the requirements of the FUS table with the tasks and manning matrix of the MRDR workbook will provide a fuller picture of the resourcing needs at any size fire incident. The following snapshot shows the generic critical task list.

FIGURE: FIREGROUND CRITICAL TASKS

Fireground Critical Tasks
Incident Command
Pump Operator
Attack Line (Confine & Extinguish)
Additional Pump Operator(s)
Additional Attack Line (Confine & Extinguish) + Backup
Search and Rescue
Initial Rapid Intervention Team (IRIT)
Ventilation
Water Supply - pressurized
Water Supply - non-pressurized
Forceable Entry Team
Utility Control
Laddering (Ground Ladders)
Laddering (Aerial or elevating device operator)
Exposure Protection
Incident Safety Officer
Accountability
Entry Control
Rehabilitation
Salvage
Lighting
Directing Occupants
Scribe
Sector Officers
Air Management (air refilling station, etc.)
Logistics Officer
Administrative and/or Finance Officer
Planning Officer
Evacuations (large scale)
Public Information Officer
Overhaul
Additional Firefighters

The firefighters assigned to tasks on the MRDR list are scalable, meaning that different incidents and different occupancy circumstances can require assigning different numbers of staff to tasks as needed. For example; *Additional Pump Operator(s)* will vary depending on how many pumpers are required at the incident. The number of pumpers will increase as the amount of RFF demand increases, and etc.

Generally, pre-planning of specific occupancies will identify these needs beforehand.

GA developed two scenarios. One for a fire in a hydranted area (urban/suburban) and the other for a fire in a rural area (tanker-shuttle). Manpower needs will escalate with

[75] Ontario Fire Marshal's Office, Operational Planning: An official Guide to Matching Resource Deployment and Risk, January 24, 2011.

the need to shuttle water, as will the need for additional pumpers and for tankers to source and deliver that water. In fact, there is a practical/logistical limit to how big a fire can be successfully mitigated, and it's a lower limit in a rural setting due to water supply issues.

Fire in a Hydranted Area

FIGURE: STAFFING & FIRE FLOW RANGES IN AN URBAN/SUBURBAN SETTING

Fireground Critical Tasks	Low Risk		Moderate Risk		High Risk		Extreme Risk	
	LERL	UERL	LERL	UERL	LERL	UERL	LERL	UERL
Incident Command	1	1	1	1	1	1	1	1
Pump Operator	1	1	1	1	1	1	1	1
Attack Line (Confine & Extinguish)	2	2	2	2	2	2	2	2
Additional Pump Operator(s)	0	0	0	1	2	3	4	5
Additional Attack Line (Confine & Extinguish) + Backup				4	4	8	8	12
Search and Rescue			2	4	2	6	2	8
Initial Rapid Intervention Team (IRIT)			4	6	8	10	12	14
Ventilation		2	2	2	2	4	2	8
Water Supply - pressurized		1	1	1	1	1	1	2
Water Supply - non-pressurized								
Forceable Entry Team						1		1
Utility Control		1	1	1	1	1	1	1
Laddering (Ground Ladders)		2		2		4		6
Laddering (Aerial or elevating device operator)	0	0	1	2	2	3	4	5
Exposure Protection				4	2	6	2	6
Incident Safety Officer				1	1	1	1	1
Accountability			1	1	1	1	1	1
Entry Control				2	1	4	2	4
Rehabilitation				1	1	1	2	2
Salvage				2	2	2	2	2
Lighting						2	1	2
Directing Occupants					1	4	2	4
Scribe					1	1	1	1
Sector Officers					1	4	2	4
Air Management (air refilling station, etc.)							1	2
Logistics Officer					1	1	1	1
Administrative and/or Finance Officer							1	1
Planning Officer				1	1	1	1	1
Evacuations (large scale)					1	1	1	1
Public Information Officer					1	1	1	1
Overhaul								
Additional Firefighters								
Incident Staffing Totals:	4	10	16	39	41	74	59	100

Table of Effective Response (FUS)

Risk Rating	Fire Flow in USA gpm							
1(a)	400	400						
1(b)	600	600						
2	800	1,000						
3(a)			1,200	2,800				
3(b)					3,000	4,200		
4(a)					4,400	6,000		
4(b)							6,200	7,600
5							7,800	10,000

Referring back to **Figure: FUS Table of Effective Response** on page **236** we are reminded of the descriptions for the Risk Ratings. In the above table, the RFF amounts in the blue section,

corresponding to each Risk Rating, are placed under the corresponding column in the MRDR matrix above.

The following table will equate the MRDR risk columns with the FUS Risk Ratings.

FIGURE: FUS - MRDR CROSS REFERENCE

FUS Risk	MRDR Risk	Examples of Occupancies
1(a)	Low	Unattached garage or shed, small farm out building. At least 10 meters to exposures.
1(b)	Low	Cottages or small homes not in a subdivision, not with wood shingles.
2	Low	Typical residential housing, bungalow, 2-story, 2-4,000 sqft in area, 10-20 feet separation.
3(a)	Moderate	Large residential, townhouses, single story motels, corner store, rural service garage, smaller-medium sized community hall or church, Victorian homes, single-story schools.
3(b)	High	2-4 story apartment or senior complex, nursing homes, hospital, shopping centre, bus garage, large schools, large agricultural structures, factories.
4(a)	High	Large timber framed residential school complex, large century churches, big box general merchandise store, old timber-framed school, large hay-barn.
4(b)	Extreme	Building supply warehouse (large), general merchandise warehouse (large), shipping terminal (large)
5	Extreme	Paper mill, knitting mill, large clothing mill, downtown Windsor with crowded mixed commercial/residential timber-frame construction.

The table on page **236** provides both the required fire flows (RFF) and manning needs. The variation between the Lower and the Upper Effective Response Level (LERL/UERL) in the manning portion of the table provides allowance for specific occupancy conditions when pre-planning for a response to the occupancy. The RFF changes also.

The next step is to determine the number of pumpers and aerial apparatus that are needed to provide the RFF in the table. The FUS Table of Effective Responses makes recommendations, but these are minimums. The capacities of the water-pumps in the pumpers that are responding is critical.

In the following table, the average pumper capacity is set at 1,500 Imp gallons per minute (IGPM). The average capacity of the current fleet of fire apparatus equipped with fire pumps is 1250 Igpm. The table does not include the number of pumpers needed to do relay-pumping from distant hydrants. This requirement can almost double the total number of pumpers needed, depending on the water supply situation.

FIGURE: REQUIRED PUMPERS & AERIALS

	Low Risk		Moderate Risk		High Risk		Extreme Risk	
	LERL	UERL	LERL	UERL	LERL	UERL	LERL	UERL
Incident Staffing Totals:	4	10	16	39	41	74	59	100

Table of Effective Response (FUS)

Risk Rating	Fire Flow in USA gpm							
1(a)	400	400						
1(b)	600	600						
2	800	1,000						
3(a)			1,200	2,800				
3(b)					3,000	4,200		
4(a)					4,400	6,000		
4(b)							6,200	7,600
5							7,800	10,000

Apparatus Needs for Manning and Fire Flow

Pumers Required:

AVG Capacity
1,801 USgpm
6,818 lpm
1,500 lgpm

(110% capacity not accounted)
Standard pumper capacity:

* FOR A HYDRANT SERVICED AREA
Note: if area is NOT serviced by hydrants, then additional pumpers will likely be needed for water sourcing, relaying, etc.

Attack* PUMPERS								GROUP
1	1							1(a)
1	1							1(b)
1	1							2
		1	2					3(a)
				2	3			3(b)
				3	4			4(a)
						4	5	4(b)
						5	6	5

Aerials required:

TOEB	GA Recommendation LERL	GA Recommendation UERL
0	0	0
0	0	0
0	0	1
1	1	2
1	2	2
1	2	3
1	3	4
3	4	6

AERIALS								GROUP
0	0							1(a)
0	0							1(b)
0	1							2
		1	2					3(a)
				2	2			3(b)
				2	3			4(a)
						3	4	4(b)
						4	6	5

Based on the above table calculations, the number of attack pumpers needed can range between one and six, and the number of aerials varies between zero and six, depending on the fire risk of the involved occupancy. Additional pumpers will likely be needed to relay pump from distant hydrants or other water sources. Likewise, the actual incident can indicate higher or lower numbers of aerials needed.

The number of fire apparatus operators needed is reflected in the MRDR table on page **237**, not including relay pump operators.

Fire in a Rural Area

The entire exercise was repeated for a fire in a rural area without hydrants. In this case water supply is dependent on pumpers drafting from a water source, filling tankers who deliver the water to the fire area and dump it into dump-tanks, where another pumper takes the water and relays it to the attack pumper who is near the fire building. Typical for rural fires, access driveways require the attack pumper to leave the public road and enter the fire property.

FIGURE: STAFFING & FIRE FLOW RANGES IN A RURAL SETTING

	Low Risk		Moderate Risk		High Risk		Extreme Risk	
Fireground Critical Tasks	LERL	UERL	LERL	UERL	LERL	UERL	LERL	UERL
Incident Command	1	1	1	1	1	1	1	1
Pump Operator	1	1	1	1	1	1	1	1
Attack Line (Confine & Extinguish)	2	2	2	2	2	2	2	2
Additional Pump Operator(s)	2	2	4	8	10	14	19	24
Additional Attack Line (Confine & Extinguish) + Backup				4	4	8	8	12
Search and Rescue			2	4	2	6	2	8
Initial Rapid Intervention Team (IRIT)			4	6	8	10	12	14
Ventilation		2	2	2	2	4	2	8
Water Supply – pressurized		1	1	1	1	1	1	2
Water Supply – non-pressurized	2	2	4	7	9	11	16	20
Forceable Entry Team						1		1
Utility Control		1	1	1	1	1	1	1
Laddering (Ground Ladders)		2		2		4		6
Laddering (Aerial or elevating device operator)	0	0	1	2	2	3	4	5
Exposure Protection				4	2	6	2	6
Incident Safety Officer				1	1	1	1	1
Accountability			1	1	1	1	1	1
Entry Control				2	1	4	2	4
Rehabilitation				1	1	1	2	2
Salvage				2	2	2	2	2
Lighting						2	1	2
Directing Occupants					1	4	2	4
Scribe					1	1	1	1
Sector Officers			1	1	1	4	2	4
Air Management (air refilling station, etc.)							1	2
Logistics Officer					1	1	1	1
Administrative and/or Finance Officer							1	1
Planning Officer			1	1	1	1	1	1
Evacuations (large scale)					1	1	1	1
Public Information Officer					1	1	1	1
Overhaul								
Additional Firefighters								
Incident Staffing Totals:	8	15	26	54	58	96	90	139

The required fire flow (RFF) rate table does not changed whether the occupancy is hydrant protected or requires a rural water supply. It is determined by the occupancy that is burning. The objective is control and extinguishment.

What does change is the water supply chain. There is a need to provide pumpers and tankers to provide the RFF. This requires additional staff, and these are reflected in the above MRDR table.

The additional pumpers and tankers are shown in the following tables.

FIGURE: REQUIRED WATER SUPPLY PUMPERS AND TANKERS

				Low Risk		Moderate Risk		High Risk		Extreme Risk		
				LERL	UERL	LERL	UERL	LERL	UERL	LERL	UERL	
			TANKER SHUTTLE OPERATIONS									
Tankers Required:	**5.0**	km	one way distance from fire to water source	TANKERS								GROUP
Tanker net capacity (Igal)	**2,200**	Igal (Liters)	(10,001)	2	2							1(a)
Tanker handling time dump site	**0.5**	min	park, ready/retract chute(s), open/close dump(s), pull away	3	3							1(b)
Tanker Unloading time	**2.0**	min	water flow time	5	6							2
Tanker travel time to fill site	4.4	min at	**68 kmph average speed**			7	16					3(a)
Tanker handling time fill site	**0.5**	min	park, attach/detach hose, open/close valves, pull away					17	24			3(b)
Tanker Refill time	**2.5**	min	make pressure, flow water, reduce pressure, stop flow					25	34			4(a)
Tanker travel time back to fire	5.0	min at	**60 kmph average speed**							35	43	4(b)
Deliver Rate calculated	**148**	Igpm	**Water average delivery rate per tanker**							44	56	5
i.e.	177	USgpm										
i.e.	671	lpm										
			Dump Sites (at Fire)	ADDITIONAL PUMPERS (relay) with DUMP SITES NEEDED								GROUP
	14.9	min	TOTAL cycle time per tanker	1	1							1(a)
	2.5	min	tanker time at dump site	1	1							1(b)
				1	1							2
	9.4	min	tanker transit time (both ways)			2	3					3(a)
	6.0		max theoretical number of tankers needed to service dump site					3	4			3(b)
								5	6			4(a)
										6	8	4(b)
										8	10	5
			Fill Sites (Source)	ADDITIONAL PUMPERS (source) with FILL SITES NEEDED								GROUP
				1	1							1(a)
				1	1							1(b)
	3.0	min	tanker time at fill site	1	2							2
	5.0		max theoretical number of tankers per fill site			2	4					3(a)
								4	5			3(b)
								5	7			4(a)
										8	9	4(b)
										9	12	5
			Tanker Shuttle Operations	TOTAL PUMPERS NEEDED (Tanker Shuttle)								GROUP
Total Apparatus Needs:				3	3							1(a)
- pumpers, Table 8			Table numbers includes following pumper functions	3	3							1(b)
- tankers, Table 6			- Attack pumpers	3	4							2
- aerials, Table 4			- Water relay pumpers (dump site)			5	9					3(a)
			- Water source pumpers (static source)					9	12			3(b)
								13	17			4(a)
										18	22	4(b)
										22	28	5

In the above figure are four tables. The top table calculates the number of tankers required to deliver the RFF. A tanker's ability/rate of water delivery is based on the maximum allowed FUS travel distance for a residential fire risk (5 kilometers). The tanker volume capacity is set at 2,200 Imperial gallons[76] for these calculations and some assumptions about handling and travel time are made. These assumptions come from the consultant's experience for a highly efficient tanker shuttle operation. Shorter distances and more efficient tankers will lower times and increase delivered water.

[76] Currently there are 7 tanker/pumpers in the fire fleet, average tank capacity is 2,500 Igal. Only one is set up for high efficiency tanker shuttle rapid water dumping; i.e. side dumping.

The second table calculates the number of required dump sites (near the fire) and a corresponding number of pumpers to move the water to the attack pumper(s). The third table calculates the number of fill sites and corresponding pumpers needed to draft water and fill tankers.

The bottom table sums up the pumper resource needs, including the number of attack pumpers previously determined.

It is GA's opinion that it is impractical to depend on a tanker shuttle to fight a fully-involved rural fire that is above FUS Risk Rating 3(a) at the MRDR UERL level. The ability to effectively coordinate as many as 16 tankers and commensurate pumpers would be rare. Typically in these cases, exposure protection of other structures becomes the objective in a defensive strategy.

GA recommends that for potential large fire risk occupancies in rural areas, that adequate on-site water supplies be provided by the owner, such that relay pumping from draft can replace or strongly supplement water shuttled by tankers. These sites should be large all-weather access ponds meeting NFPA-1142.

RECOMMENDED FRONT-LINE STAFFING AND EQUIPMENT

GA recommends the following staffing complement of active volunteer firefighters for each station, and the recommended fleet of fire apparatus.

Windsor:

Highest normally expected risk 4(a), possible 5 (downtown conflagration)

ACTIVE Volunteer Firefighters	Pumpers	Pumper-Tankers	Aerials	Rescues	Utility	Other
60	2	1	1 (110 ft)	1, Regional Heavy Rescue Support	1	1, Regional personnel transporter

Windsor currently has a boat and a tracked off-road vehicle (RTV). Water rescue events are rare, but the risk to firefighters without a boat is considerable, especially on a body of water the size of Pisquid Lake. With the revised response districts, it is likely that Windsor firefighters will make good use of the RTV in rural areas.

Hantsport:

Highest normally expected risk 3(b), possible 5 (CKF)

ACTIVE Volunteer Firefighters	Pumpers	Pumper-Tankers	Quint	Rescues	Utility
60	1	1	1 (75 ft)	1, Regional SCBA Support	1

South West

Highest normally expected risk 2, possible 3(a) (small stores)

ACTIVE Volunteer Firefighters	Pumpers	Pumper-Tankers
24	1	1

Brooklyn

Highest normally expected risk 3(b), possible 4(a) (large church)

ACTIVE Volunteer Firefighters	Pumpers	Pumper-Tankers	Rescues	Utility	Other
40	2	1	1, Regional Command Support	1	RTV

Three Mile Plains

Highest normally expected risk 3(b), possible 4(b) (building supply with exposures)

ACTIVE Volunteer Firefighters	Pumpers	Pumper-Tankers	Aerials	Utility
40	1	1	1, (100 ft platform)	1

Summerville

Highest normally expected risk 3(a), possible 3(b) (farm complex)

ACTIVE Volunteer Firefighters	Pumpers	Pumper-Tankers	Rescues	Utility	Other
24	1	1	1, Regional mass-casualty Support	1	Boat, RTV

Changes in Assessments and Property Counts, Revised Fire Districts

There are 13,335 properties in W/WH. The revised fire districts proposed will change the distribution of protected properties, by fire station, from the existing distribution as estimated on page **187**.

According to the address of the properties, thereby identifying the community, the following shows approximately how the properties are will be distributed to the fire departments. Note that Hantsport numbers do not include the areas in Kings County, nor are East Hants properties protected by Brooklyn.

Fire Department	Current Properties	Revised Properties	Revised Value	%
Windsor	1,582	3,100	$562,755,300	35%
Hantsport	2,911	1,108	$129,443,800	8%
South West	1,210	1,349	$135,545,000	9%
Brooklyn	3,242	3,244	$352,614,100	22%
Three Mile Plains	2,522	2,668	$303,163,200	19%
Summerville	1,419	1,419	$78,890,600	5%
Uniacke and District	2	0	$0	0%
Walton Shore	443	443	$32,434,600	2%
Unclassified	4	4	$170,800	0%
Totals:	**13,335**		**$1,595,017,400**	

Also affected is the distribution of identified major occupancies, as follows.

FIGURE: DISTRIBUTION OF IDENTIFIED OCCUPANCIES, REVISED FIRE DISTRICTS

Station	A	B	C	D	E	F
Windsor	38	9	35	14	8	14
Hantsport	14	1	14	1	1	9
South West	11				1	1
Brooklyn	28		8	3	6	14
Three Mile Plains	19	1	12	3	8	28
Summerville	9		1	1		3
Uniacke						
Walton Shore	3					2
Totals:	**107**	**11**	**62**	**22**	**21**	**57**

APPARATUS RECOMMENDATIONS

REPLACING FIRE TRUCKS

A review of the current state of major fire department assets in W/WH shows a need to replace vehicles (fire apparatus) on a regular schedule that meets needs and best practices. NFPA-1911[77] recommends;

> *"In the last 10 to 15 years, much progress has been made in upgrading functional capabilities and improving the safety features of fire apparatus. Apparatus more than 15 years old might include only a few of the safety upgrades required by the recent editions of the NFPA fire department apparatus standards … It is recommended that apparatus more than 15 years old that have been properly maintained and that are still in serviceable condition be placed in reserve status; be upgraded in accordance with NFPA-1912; and incorporate as many features as possible of the current fire apparatus standard (see Section D.3). This will ensure that, while the apparatus might not totally comply with the current editions of the automotive fire apparatus standards, many of the improvements and upgrades required by the current editions of the standards are available to the fire fighters who use the apparatus."*

NFPA-1911 goes on to say that the original purchase of good quality, with good ongoing maintenance, and periodic upgrading to keep pace with safety and function improvements, can extend apparatus serviceable life somewhat.

[77] National Fire Protection Association; NFPA-1911, Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles, 2017 edition; Annex D.1.

The other major arbiter of fire apparatus age and condition is the Fire Underwriters Survey (FUS), who published[78] the following guidance table;

Table 1 Service Schedule for Fire Apparatus For Fire Insurance Grading Purposes

Apparatus Age	Major Cities [3]	Medium Sized Cities [4]	Small Communities [5] and Rural Centres
0 – 15 Years	First Line Duty	First Line Duty	First Line Duty
16 – 20 Years	Reserve	2nd Line Duty	First Line Duty
20 – 25 Years [1]	No Credit in Grading	No Credit in Grading *or* *Reserve [2]*	No Credit in Grading *or* *2nd Line Duty [2]*
26 – 29 Years [1]	No Credit in Grading	No Credit in Grading *or* *Reserve [2]*	No Credit in Grading *or* *Reserve [2]*
30 Years +	No Credit in Grading	No Credit in Grading	No Credit in Grading

[1] All listed fire apparatus 20 years of age and older are required to be service tested by recognized testing agency on an annual basis to be eligible for grading recognition. (NFPA 1071)

[2] Exceptions to age status may be considered in a small to medium sized communities and rural centres conditionally, when apparatus condition is acceptable and apparatus successfully passes required testing.

[3] Major Cities are defined as an incorporated or unincorporated community that has:
- *a populated area (or multiple areas) with a density of at least 400 people per square kilometre; AND*
- *a total population of 100,000 or greater.*

[4] Medium Communities are defined as an incorporated or unincorporated community that has:
- *a populated area (or multiple areas) with a density of at least 200 people per square kilometre; AND/OR*
- *a total population of 1,000 or greater.*

[5] Small Communities are defined as an incorporated or unincorporated community that has:
- *no populated areas with densities that exceed 200 people per square kilometre; AND*
- *does not have a total population in excess of 1,000.*

FUS is the organization that conducts detailed surveys of municipal fire protection capabilities for the purposes of recommending fire protection grades to the insurance industry. FUS recommendations are highly regarded as a consistent yardstick for comparison to past and future capabilities in fire protection, and their conclusions (ratings) can affect fire insurance costs for individual property owners.

It is clear that both NFPA and FUS consider 15 years as the maximum front-line serviceable age of fire apparatus. However, FUS does recognize that low incident volumes, quality purchases, and good maintenance, proved by testing, can extend the front-line serviceable age to 20 years, followed by up to 5 years in reserve for smaller communities. Front-line means that the apparatus is relied on to be a mainstay for fire protection. Reserve means that it is not so relied on, but can periodically step into a front-line role when needed (e.g. as a maintenance spare).

[78] Fire Underwriters Survey/OPTA, Technical Bulletin, Insurance Grading Recognition of Used or Rebuilt Fire Apparatus, 2014.

GA recommends that the following replacement schedule be adopted for the purposes of determining fire apparatus suitability for continued service.

RECOMMENDED SERVICE LENGTH FOR FIRE APPARATUS

Type	Condition	Max Age	Service
Pumper	Purchased to NFPA-1901 standard, certified and periodically tested in accordance with FUS/ULC	20 years	First-line duty
Pumper	Purchased to NFPA-1901 standard, certified and periodically tested in accordance with FUS/ULC	25 years	Reserve use
Aerial/Quint	Purchased to NFPA-1901 standard, certified and periodically tested in accordance with FUS/ULC	20 years	First-line duty
Aerial/Quint	Purchased to NFPA-1901 standard, certified and periodically tested in accordance with FUS/ULC	25 years	Reserve use
Rescue	Purchased to appropriate portions of NFPA-1901 standard	25 years	First-line duty
Rescue	Purchased to appropriate portions of NFPA-1901 standard	30 years	Reserve use
Utility vehicles	Light duty chassis	15 years	First-line duty
Utility vehicles	Light duty chassis	20 years	Reserve use
All other vehicles/apparatus	RTV, rescue boat, trailers, etc.	Case-by-case basis	First-line duty or reserve

GA is recommending the following numbers and types of **first-line duty** fire apparatus allocations. These numbers can be accomplished through attrition as current apparatus age-out.

RECOMMENDED FIRST-LINE DUTY FIRE APPARATUS AND ASSIGNMENT

Station	Pumper	Pumper/Tanker*	Quint	Aerial	Rescue	Utility	RTV	Boat
Windsor	2	1	0	1	1	2	1	1
Hantsport	1	1	1	0	1	1	0	0
SWH	1	1	0	0	0	0	0	0
Brooklyn	2	1	0	0	1	1	1	0
TMP	1	1	0	1	0	1	0	0
Summerville	1	1	0	0	1	1	1	1
Totals:	8	6	1	2	4	6	3	2

GA is further recommending that two older (no longer first-line) pumpers and a tanker be kept serviceable as maintenance reserves. The purpose of reserves is to temporarily replace apparatus that are out of service for a day or more. They will also remain available for major incidents.

GA recommends that a reserve pumper be placed in Brooklyn and Windsor stations, and the reserve Tanker be placed in Summerville.

Two new apparatus types have been introduced in the above recommendation table in comparison to the table[79] of current apparatus.

The term Pumper-Tanker is a better description of the apparatus recommended to replace the current Tanker apparatus. In truth, all current tanker apparatus are equipped with a large pump.

GA recommends that replacement Tanker apparatus also include all components necessary to qualify as a pumper and a tanker. This includes little to no significant change from the current apparatus in some cases, but in other cases means the inclusion of adequate equipment and hose carrying capacity.

GA recommends a standardized vehicle specification be used Region-wide. Standardized apparatus descriptions are included in **Appendix IX; Standardized Fire Apparatus Features** starting on page **377**.

The second new apparatus type is the Quint. The Quint is a combination of a pumper that is outfitted with an aerial ladder device. An example is shown in the photo to the right.

A quint is fully functional as a pumper, with similar capabilities to the recommended Standard Regional Pumper. It can also serve as an aerial apparatus when needed since it is outfitted with a 75-foot aerial device. This apparatus will address the need for quick access to an aerial in Hantsport's urban/industrial environment. It also has the pumping capacity of a second pumper

[79] See **Figure: Current Apparatus Inventory** starting on page **154**.

when needed. It will be an additional aerial available in Windsor, or elsewhere in the Region, at incidents involving larger or complex buildings, or for exposure protection.

THE VALUE OF FIRE APPARATUS STANDARDIZATION

The following is intended to provide some insight into areas where performance, safety, economy, and effectiveness can intersect in a standardized fire apparatus specification format; a format that can generate savings through bulk purchasing and streamlined maintenance, as well as improved operability for firefighters.

First, a review of the current fire fleet. Major components installed in the current fire fleet are as follows;

- Fire pumps; Hale is the most common fire pump manufacturer (8), Waterous is next (6), followed by Darley (3) and Pierce (1).
- Engines; Cummins is the most common diesel engine manufacturer (12), Detroit is next (5, but three of these are obsolete engines in trucks that need immediate replacement due to advanced age), followed by International (4), CAT (3, but CAT has left the truck engine business), and Mercedes (1, which was only, and is no longer, available in Freightliner chassis).
- Chassis custom; Pierce is the most common *Custom* cab/chassis manufacturer (4), E-One is next (3), followed by American LaFrance (2, no longer in business and both overdue for replacement), and King-Seagrave (1, no longer in business and overdue for replacement).
- Chassis commercial; Freightliner is the most common heavy/medium truck Commercial cab/chassis manufacturer (5), tied with International, and followed by Ford (2) and Peterbilt (1).

The significance of the above information is that there is a large variety of pump, chassis, and engine manufacturers currently in the fire fleet. This strongly suggests that there is an opportunity for standardization of fire apparatus specification and purchasing between the four existing fire departments and internally within each. This standardization will reduce inefficiencies in servicing and repair. Reducing the variety of apparatus specifications will facilitate consolidation of servicing for these vehicles, thereby gaining an advantage of economies of scale from commonality of parts and consolidated knowledge.

There are significant advantages in purchasing, serviceability, and costs, to say nothing of in-depth knowledge accumulation, when a standardized chassis/cab, pump, and powertrain is used for all vehicles of a class in a fleet. Such advantages will surface in cost of ownership with lower parts stock costs and more efficient servicing; thereby reducing service time/cost, with consequent reduction in down-time, and better preventive maintenance knowledge.

Cost savings in purchasing can be achieved with a common specification across multiple vehicles. It then becomes possible to establish multi-year, multi-vehicle contracts, from multiple provider choices; contracts that can attract better pricing and reduce municipal administrative time.

GA recommends that specifications for the major classes of fire apparatus be standardized across all stations in the new regional municipality. This will generate savings in total cost of ownership for the municipality.

The standard apparatus specification should include a standard make and model of fire pump, which is a major component of most fire apparatus, and is a major maintenance cost component and cause of down-time. Based on the existing fleet, it is clear that Hale is the predominant pump manufacturer. Hale is a highly reputable pump manufacturer and makes an excellent and reliable product. Hale is probably the most widely specified fire pump in North America.

The Hale Qmax family of pumps offers capacity scalability to suit various needs of the new Regional fire service. The recommended standardized version (for pumpers) is the Hale Qmax rated at 1250 Imp gpm. This pump will produce flows well in excess of its rating, provided there is adequate horsepower to drive the pump and adequate water supply. Horsepower will be addressed by our recommendation on engines.

For aerial devices, the ability to produce a maximum volume water stream from the top of the aerial ladder requires a larger pump due to friction and height losses. For that application, the Qmax in the 1750 Imp gpm rating is recommended.

The standard apparatus specification should also include a standard make and model of engine. Based on the existing fleet, it is clear that Cummins is the predominant engine manufacturer. Indeed, it is one of only a couple choices left in the truck market. Cummins is a highly reliable and fuel-efficient engine manufacturer with excellent power availability, and a choice of power models. Cummins is a standard offering in most fire truck chassis.

In the Regional fire service, there is a need for three different Cummins engines, with different horsepower and torque capabilities. For pumpers and tankers, the Cummins X12-500 is

recommended. This engine is powerful enough to get all the available water flow from the recommended pump and will move these heavy vehicles down the road with good hill climbing and highway performance.

For aerial apparatus, the Cummins X15-605 is recommended. This engine has slightly higher horsepower and significantly more torque. Aerial apparatus are significantly heavier than pumpers and have larger auxiliary power demands from large hydraulic systems that operate the aerial device. The more powerful engine is needed to ensure adequate performance.

Rescue style trucks are generally smaller and lighter and should be based on a commercial chassis. The smaller Cummins ISL9-450 is recommended for this service.

It is desirable that the cab/chassis also be standardized. There is justification for both custom cab/chassis as well as commercial cab/chassis.

The current trend for heavy fire apparatus (pumpers, tankers, aerials) is to specify custom cab/chassis models that are specifically designed for the fire service vocational application. These heavy fire apparatuses incorporate pumps, foam systems, heavy electrical and hydraulic draws, complex electrical systems and other specialized features (e.g. aerial devices). Custom chassis have the advantage over commercial platforms in several ways.

Custom chassis are designed for higher horsepower engines than are available in the commercial chassis, that are suitable for fire service application. Where the apparatus is intended to be stationary and demanding high power output from its engine (i.e. pumping/aerial), engine heat dissipation is a major concern. Custom fire apparatus cab/chassis are specifically designed for this application, whereas commercial cab/chassis are specifically not designed for this application.

In commercial chassis the engine selection is limited, for example the Freightliner M2-106 chassis model is not available with the larger Cummins engines (X12), and neither is the International HV chassis. The Freightliner uses a Detroit engine for higher horsepower applications. The International uses a MANN engine from Europe. Both chassis offer the Cummins ISL9 engine.

Custom chassis are prewired and equipped for fire apparatus applications. Commercial chassis are not, and require significantly more work (time/cost) and materials (cost) on the part of the fire body manufacturer to integrate the chassis with the fire service body, mechanical, electrical, compressed air, and hydraulic systems. The purpose-built aspect of the custom chassis assures a more suitable and reliable final constructed vehicle for pumpers, pumper-tankers and aerials.

Large aerial devices are only available on custom chassis, due to the need for stronger and stiffer frames and specialized systems that integrate into a purpose-built chassis. The chassis and aerial are designed together as an integrated machine.

Having illuminated the value of custom chassis above, there is one difficulty with using custom chassis. It may restrict who the municipality can purchase their fire apparatus from. There are a few manufacturers of custom chassis, and almost all limit their availability for use by independent fire apparatus (body) builders. For those manufacturers, to buy their chassis you must also buy their entire apparatus.

This is not necessarily a bad thing if the manufacturer offers quality apparatus at competitive pricing that meets the municipality's needs, and will continue to do so into the future. In that case, the municipality must be satisfied at a sole source supplier process. Brooklyn/Three Mile Plains is the best example of this, currently operating three custom chassis and one commercial chassis apparatus built by Pierce. Hantsport also has one Pierce custom and SW-Hants one Pierce commercial apparatus.

GA was able to identify nine custom fire-chassis builders in North America;

- **Pierce** (USA-Wisconsin): captive chassis for their own apparatus builder, with a wide range of apparatus types. In Canada has exclusive contract with Maximetal (QC) to build for the Canadian market.
- **Sutphen** (USA-Ohio): captive chassis for their own apparatus builder, with a limited range of apparatus types.
    - Sutphen has sold some chassis to SVI (USA-Colorado) who specializes in rescue and wildland trucks, strategically filling a gap in Sutphen's product lineup

- **E-One** (USA-Florida): captive chassis for their own apparatus builder, with a wide range of apparatus types.
- **KME** (USA-Pennsylvania): captive chassis for their own apparatus builder, with a wide range of apparatus types.
- **Ferrara** (USA-Louisiana): captive chassis for their own apparatus builder, with a wide range of apparatus types.
    - E-One, KME, and Ferrara are all owned by the REV Group
- **HME Aherns-Fox** (USA-Michigan): captive chassis for their own apparatus builder, with a wide range of apparatus types.
- **Seagrave** (USA-Wisconsin): captive chassis for their own apparatus builder, with a range of apparatus types, limited rescue options.
    - Seagrave has sold some chassis to two large independent builders that we know of;
        - SVI (USA-Colorado) who specializes in various role rescue type and wildland trucks, strategically filling a gap in Seagrave's product lineup; and
        - Rescue-1 (USA-NJ) who specializes in various rescue type trucks, strategically filling a gap in the Seagrave product lineup in the eastern states.
    - Both those independent builders predominantly use Spartan chassis.
- **Rosenbauer** (USA-South Dakota): captive chassis for their own apparatus builder group, with a very wide range of apparatus types.
- **Spartan** (USA-Michigan): available chassis for their own and independent apparatus builders. They are primarily a custom chassis builder in many markets with a wide range of chassis types. Spartan also builds complete fire apparatus with a range of apparatus types.

In GA's opinion, without standardizing on the custom chassis manufacturer, it is possible that over time the Regional fire service could conceivably have up to nine different custom chassis manufacturers in the fleet; each significantly different from each other.

One challenge is that all but one of the manufacturers listed above restricts access to their chassis, with most providing them only to their own integrated apparatus builder network or to strategic partners. These owned/contract builders take the chassis and construct the body, install major components like the pump and piping, the water tank, electrical systems, hydraulic systems, air systems, storage systems, and paint and prep the entire vehicle. Standardizing on one of these restricted access chassis could mean being forced to forgo the competitive purchasing process for the balance of the apparatus. With the chassis representing only from ¼ to ⅓ of the total cost of the entire fire apparatus, this could be a concern.

The one exception is the Spartan custom chassis. Although there are surprisingly no Spartan custom chassis currently in the current Regional fire service's inventory, it would make sense to explore standardizing on Spartan as the custom chassis of choice for the majority of the fleet. The advantage is that Spartan markets their custom chassis to the large as well as small independent apparatus builders all over the world. Many of these builders are in Canada as well as in the USA. It is a very competitive market.

For the above reasons, we recommend standardizing on the Spartan Gladiator chassis, medium 4-door (MFD) cab, with 10 inch raised roof and galvanized frame. The galvanized frame is an exclusive Spartan feature that protects the single weakest point affecting a chassis' lifespan, chassis corrosion. This is another reason for considering Spartan.

Standardizing on Spartan would have several advantages. It would lower the overall cost of ownership as noted above. It would also open-up the municipality's choices for purchasing from independent fire apparatus builders across Canada and the USA, of which there are a significant number of choices. In this way, the features wanted in the fire apparatus are available through a competitive bidding process, in addition to the value of standardization of all major components.

In Canada there are the following well-known builders who, except for Maximetal, all build on Spartan chassis;

- **Lantz** (Port Williams, NS): Long noted for their very high-quality rescue trucks and tankers; they also build pumpers. Sells direct to municipalities (no dealer overheads).
- **Metalfab** (Centreville NB): Builds pumpers, tankers and rescue trucks. Sells through dealers.
- **Fort Gary** (Winnipeg, MB): Builds pumpers, tankers and rescue trucks. Sells through dealers.
- **Carl Thibault** (Pierreville, QC): Builds pumpers, tankers, aerials, and rescue trucks. Sells through dealers.
- **Maximetal** (Saint-Georges, QC): Builds pumpers, tankers and rescue trucks. Sells through dealers. Also has exclusive strategic access to Pierce chassis in Canada.
- **Dependable** (Brampton, ON): Builds pumpers, tankers and rescue trucks. Sells direct. Dealer for Spartan aerials.
- **Hub** (Abbotsford, BC): Builds pumpers, tankers and rescue trucks. Sells through dealers.

  …
- There are also across Canada a number of smaller firms (smaller than those mentioned above) who build fire apparatus for their regional market.
- Buyers also have access to a large number of USA fire truck manufacturers who build on Spartan chassis. Some are available through Canadian fire truck dealers. Access to service and support becomes a critical factor in making these out-of-country purchases.

For other needed Regional vehicles, specifically rescue style vehicles, the most common fire service chassis used is the Freightliner M2-112, with a raised roof crew-cab. Based on local preferences, some other commercial brands are sometimes used for medium/heavy fire trucks (e.g. International, Ford, Volvo, Peterbilt). Only Freightliner, Ford, and International offer production crew-cabs, and only Freightliner offers a raised roof crew-cab that provides the required space for firefighters, similar to that available in smaller custom cabs. The Freightliner has become ubiquitous in this service, and almost every fire apparatus builder offers fire trucks constructed on this chassis.

We recommend the Freightliner M2 chassis as the standard commercial chassis used for lighter duty fire apparatus in the municipality; in a 2-door (as shown), or preferably a crew-cab with raised roof format so the crew does not need to ride in the box. The specific application is variable.

Standardization of major components on fire apparatus has other benefits as well.

Standardization helps to ensure that all assigned drivers are familiar with all fire apparatus in the fleet, not just the ones they normally operate. It reduces training time and effort. Skills learned on one apparatus are directly applicable to another. This reduces the risk of incidents and improves operator skill levels and performance outcomes. It also simplifies the ability to relieve the apparatus operator (at long duration incidents) by any trained operator, even one who is not familiar with that specific apparatus, but who is trained and experienced with other members of the apparatus family.

When apparatus are removed from service for repairs, the replacement spare apparatus will be highly similar to the one being repaired, which improves the effectiveness and efficiency of the use of the spare apparatus. Training will not be required before the *foreign* apparatus can be utilized safely; training and familiarity that is often overlooked.

The integration of standardized apparatus will take upwards of 20 years to completely achieve as attrition drives the replacement of older apparatus. Some vehicles in the current fleet are only a few years old. However, there are also a significant number of apparatus in need of replacement almost immediately; and that will get the process started. Failure to standardize will continue and exacerbate the uncoordinated nature of apparatus purchasing, with all its downsides.

There is yet another initiative possible and recommended that is associated with standardized apparatus. Training and effectiveness for all firefighters is further simplified and enhanced if

along with standardized fire apparatus there is a move to standardized the configuration of equipment carried on the trucks, i.e. what and where.

Although this initiative is simplified when all apparatus are configured the same way, this process can start sooner, even with the current fleet. The benefit is that a firefighter from one station, working at an incident scene alongside a vehicle from another station, will know what and where to find the needed equipment on virtually any apparatus. This speeds operations in time-critical situations.

Although complete standardization of equipment placement is the panacea and cannot be 100% accomplished due to differences in current apparatus, there is much that can be accomplished since most apparatus have similar layouts.

Starting on page 268 are outlines of standard features recommended for all Regional fire apparatus. They are by no means a full specification suitable for the purchase of fire apparatus. More detail on local needs and desired features/standards is required to ensure that a high quality, reliable, and good value apparatus is purchased that will meet the needs and expectations of the purchaser.

There will always be the need to accommodate local needs based on specific risks in the community. Some adjustment in detailed specification may be needed from one standard apparatus to another, one fire district to another. However, these accommodations should not include the major components recommended, but may impact some more minor details.

See **Appendix IX; Standardized Fire Apparatus Features** starting on page **377** for a list of recommended standardized features for fire apparatus.

THE VALUE OF MAJOR EQUIPMENT STANDARDIZATION

There are a number of important types of equipment that are critical to the delivery of, in particular, fire and rescue services. This equipment is used frequently, in all stations, and by virtually every firefighter, on an as need basis. They are all important for life safety, both for the firefighter and for the public being served.

Currently there is significant variety between stations on this equipment. This is an issue for equipment exchangeability, for example with placing Regional spares in service while front line equipment is being serviced. Every station must either go short when equipment is out of service, or have their own inventory of spares. The first-choice downgrades service and tends to result in excess equipment being purchased to avoid that occurrence, which is needlessly expensive.

It is an issue for group purchasing as well, where best pricing can come from the largest volume purchases, and multi-year contracts. It is also a training issue. For instance, at a large incident where firefighters from different stations are working together, there is an issue with understanding how another station's equipment works, if you have not enough of the equipment the firefighter is familiar with at hand.

The equipment that should be strongly considered for standardization across all stations I the Region are as follows.

Self Contained Breathing Apparatus (SCBA)

Currently Windsor is in the final stages of purchasing SCBA manufactured by MSA. It is GA's understanding that all other stations use SCBA manufactured by Scott. There are some significant differences between these manufacturers, so much so that no Chief would consider allowing a firefighter to wear an SCBA that the firefighter was not thoroughly trained on. Misuse can literally kill the firefighter.

At a fire the masks and air tanks (bottles) of SCBA are commonly switched out, either when the SCBA is passed on to another firefighter, or much more commonly when the air bottle is changed for a full one. Air bottles cannot be exchanged between SCBA brands. To do so (if

possible) violates the approvals for the SCBA and creates a large liability if the SCBA is related to an injury.

In order to support fire operations, any regional resource configured for such a use (e.g. Hantsport Rescue 31) would need to carry twice as many $1,600 air bottles than might otherwise be necessary (some of each brand), even if there was space to do so.

GA recommends that the Regional fire service strike a committee to investigate a standard brand and model series of SCBA with which to outfit all fire stations in the Region. Consideration should be given to the types of SCBA being used by mutual-aid partners as well, but in any case the SCBA used Regionally should be standardized.

GA recommends that every structural firefighter be provided with his/her own personal SCBA face mask. Provision of a properly fitting mask is necessary to achieve a pass in annual legislated quantitative Fit-Testing. A variety of mask sizes and models is usually necessary to achieve Fit Test performance.

Hydraulic Extrication/Rescue Equipment

Currently there is a mixture of Holmatro conventional hydraulics, Hurst conventional hydraulics, and Hurst eDraulic hydraulic rescue/extrication equipment in service. There may be other types that GA is not aware of. Conventional means the cutters/spreaders/rams are operate through hoses pressurized by a gasoline powered pump that generates the hydraulic force/pressure.

Conventional hydraulics are heavy, take up a lot of compartment space, and are high maintenance; with hoses that easily kink or cut, a pump/motor unit that requires fuel, an engine that must be exercised regularly, and small engine repair/service annually at least.

The multiple brand/type units in service are also a training challenge that only firefighters trained and familiar with that specific piece of equipment can operate safely.

GA recommends that the Regional fire service standardize on Hurst eDraulic hydraulic extrication/rescue equipment, and phase in replacement of the current equipment that is not eDraulic.

GA recommends that all fire stations be equipped with eDraulic Combi-Tools and that Windsor station be equipped with a set of heavy hydraulic jaws, cutters, and rams such that Windsor can provide Regional Heavy Rescue support to all stations. Details on the specific eDraulic equipment that is recommended is on page **291** of this report.

Bunker Gear (firefighter PPE)

Bunker gear is expensive and is certified for use for only ten years. It consists of a firefighter's coat ad trousers, gloves, balaclava, boots and helmet. Typical per firefighter costs are around $2,000. Annual purchasing of some or all bunker gear components will occur annually. Significant savings can be obtained if all PPE is standardized across the Region and central purchases are made.

Bunker gear coats and trousers must be worn as a set. The coat from one make and model cannot be interchanged with another. Every make and model is designed to fit together precisely. Mixing will get firefighters injured and create large liability risks. With standardized PPE it is possible to purchase a coat or a pair of trousers if the other component is damaged. It is also possible to utilize spare gear to replace a damaged item if it is all the same make/model of PPE.

GA recommends that the Regional fire service immediately strike a committee to determine bunker gear needs and to test manufacturers' offerings, and to settle on one make. one model, one colour, and on standard features.

GA recommends that Proposals from vendors of the selected manufacturer be entertained and that a multi-year contract be negotiated with the vendor, allowing the DPS/FC to requisition PPE from the vendor at contract prices on an annual basis.

Gas Detection

Gas detection devices are manufactured by several firms and each offers various features. From a training perspective it is advantages that every fire station use the same make and model of multi-gas detector except for the need for one specialized unit for Haz Mat incidents or fire investigation. In this way any trained firefighters will be able to effectively use any gas detector.

GA recommends that the Regional fire service standardize on one make and model of general use multi-gas detector for the fire stations.

Hose

GA did not inventory the hose in use at the fire stations, but did notice there is a great variety. There is a tendency to purchase hose on the misunderstanding that all hose is the same. It most certainly is not. Hose must be purchased by make and model based on thorough evaluation of performance and value (life cycle cost). It is much cheaper if bought in bulk Region wide. By doing this it will be possible to purchase high performance, long lasting hose at competitive prices. Never buy hose based on price alone.

Different hose has different performance characteristics. One important one is the pressure loss per length when flowing water. The higher the loss the higher the pump operator must push his pump. With mixed or unknown hose connected together it is impossible to get the pump pressure right. This affects available water flow rates, and can result in firefighter injury or unnecessary fire loss.

GA recommends that the Regional fire service strike a committee to evaluate all the available makes and models of hose in the utilized sizes. The evaluation should include performance factors of weight, friction loss, kink resistance, abrasion resistance, liner separation, grip, quality, availability, construction, quality control at the factory. After ranking then price should be evaluated for those makes/models that have tied in the evaluation. Once selected that make/model should become standard for future purchases.

Thermal Imaging Cameras

Similar SCBA and hydraulic extrication equipment, firefighter training and competence are critical in the use of Thermal Imaging Cameras (TIC). Every TIC make/model operates differently, and mistakes can be very costly in firefighter health and safety as well as in property loss and liability. A firefighter who fails to understand what the TIC is telling him can mistake a dangerous high heat condition and lead to a firefighter injury or entrapment by overtaking fire. A

firefighter who does not understand how to calibrate the TIC may bot spot a hot spot, resulting in the fire department returning again to a rekindle, and potential lawsuit.

GA recommends that the Regional fire service strike a committee to evaluate the available makes and models of thermal imaging cameras. The evaluation should include all recognized performance factors. Testing of demonstration equipment should be involved. Standardization on future purchases of TICs should be based on the successful candidate, and be phased into all stations.

FIRE STATION FACILITIES AND FUTURE NEEDS

STATION LOCATION

An area to be protected by a proposed station is the most important factor in determining fire station locations. Some areas in the community will contain higher risk potential than others, i.e. those containing primarily business, industrial, mercantile, institutional, and multi-family residences. In some cases, it may not be desirable to locate a station in a high-risk area. The station should therefore be located within a reasonable response distance on the perimeter of the high-risk area. Distribution should provide a concentration of response equipment for response into a high-risk area without depleting other areas of the community (draw down) should a second incident occur.

In other areas of the community with equal risk throughout, such as residential, fire stations should be equidistant from all parts of the area. Where stations are staffed by volunteer fire fighters, consideration must be given to locating the fire stations in or near areas where those fire fighters live and work in order to facilitate quick response. The analysis for the fire station location study consisted of preparing and reviewing various mapping models to facilitate exploring options for fire station locations such that the 4 km, 6 km, 8 km and 10 km travel distances are met for the major growth areas, as well as areas beyond the growth areas where possible. The impact of historical emergency call data and volunteer firefighter residence locations were also considered.

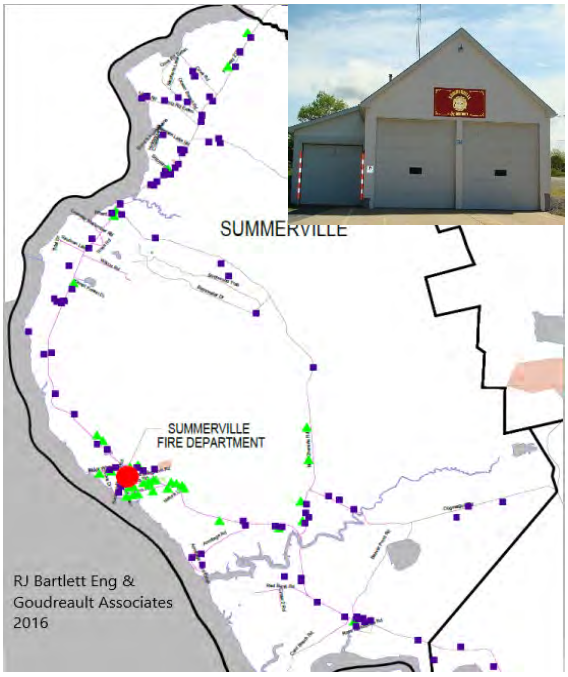
To analyze station locations in particular volunteer staffed stations, as previously stated, the following considerations need to be reviewed and scrutinized.

- Level of Community Risk
- Call volumes by type of incident
- Mutual-aid/Auto aid availability and location
- Road networking and roadway conditions, i.e. bridge capacities and locations
- Community growth or decline
- Population Density
- High value development areas

- Land availability, Municipal or other.
- Flood Zones

Summerville Volunteer Fire Station

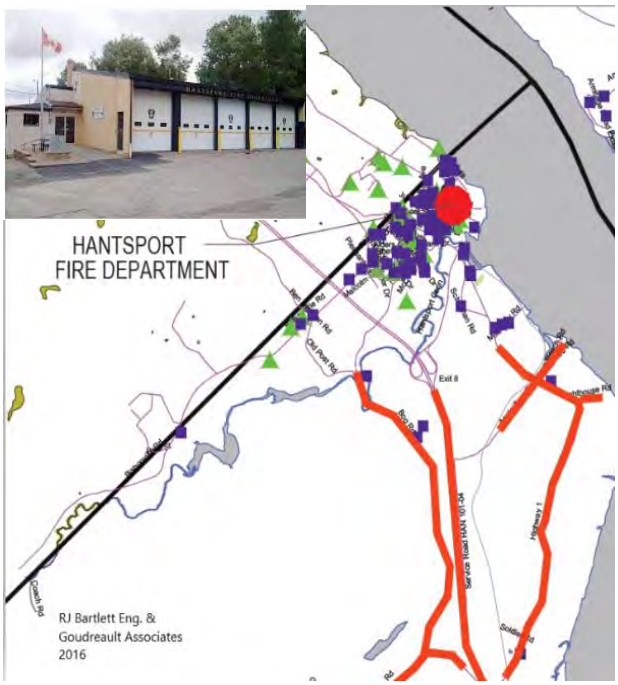
The location for this department's station is ideal. when considering incident locations ■ and the residence locations ▲ of the volunteer responders.



Best practices by the National Board of Fire Underwriters Standards recommends a station location close to and leading into major or secondary thoroughfares. The Summerville Station meets this location standard.

Based upon future development and community growth, over the next decade the location for this station should remain the same.

Hantsport Volunteer Fire Station



This department's station is funded in the 2020 capital budget for replacement.

The question for this station is where to locate it given its area of coverage for Hantsport, Hantsborder and Glooscap First Nations.

The majority of incident locations ■ and the residence locations ▲ of the volunteer responders are very near to the department's current station location.

Previous discussions considered locations in the Mount Denson area and possibly the Hantsport connector to Highway 101 to aid in response to the community of Falmouth.

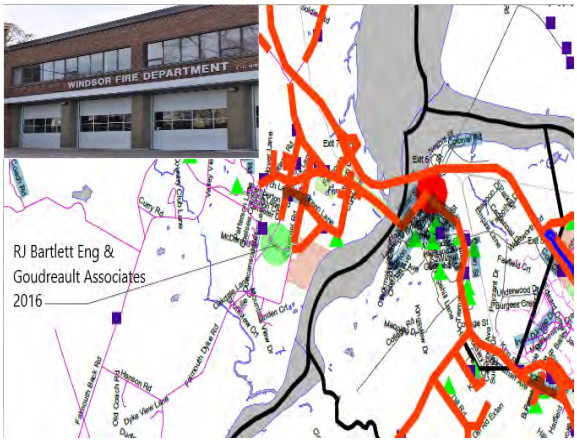
The main issue with these locations is where the residences of the volunteers are. If either of the Mount Denson or the Hantsport connector were chosen, it would increase response time responding to the station and the high probability that the responders would have to drive away from the emergency to obtain the required apparatus and then return to the incident , which based upon 2016 and current call records, are near the community center.

It is recommended that the location for the new Hantsport station remain as close as possible to the densely populated, high-risk area in the center of the community.

Three Mile Plains Station

The Three Mile Plains Fire Station was opened on November 25th, 2017. The location was determined by a previous study based upon the needs at that time. The location allows for easy and quick access to the West Hants Industrial Park and Highway 101.

Town of Windsor Fire Station



The Town of Windsor Fire Station is located in the downtown area of the municipality and is ideally situated for a quick response to the heart of the economic and business engine of the community.

The 2016 map showing the locations of incidents ■ and locations of firefighter's residences ▲ supports the current location of the station, which is ideally situated to quickly respond to not only incidents within the town, but to parts of neighbouring Falmouth. The King Street location also allows for quick access and response to incidents along the Highway 101 corridor.

Community of Falmouth

A previous study provided two possible locations for the community of Falmouth to acquire its own fire station. The recommendation was based upon information at that time indicating the Town of Windsor Fire Department was not in a position to provide first response coverage to the community.

The two options at that time were:

Option A:

A location being in close proximity to Highway 101, Exit 7 which allows for provision of coverage to the Falmouth major growth area.

The Option B:

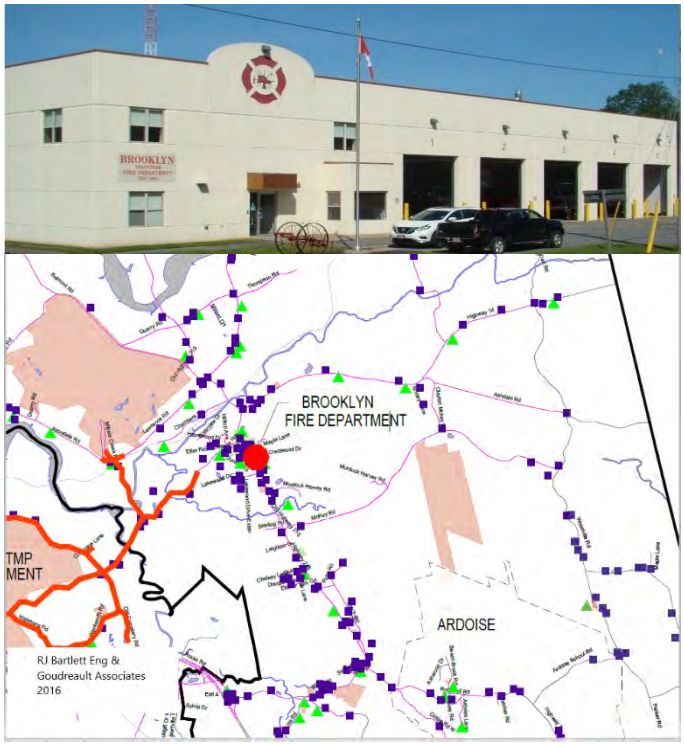
A Falmouth fire station, located within the Village of Falmouth, approximately 2 km southwest of Highway 101 Exit 7, which would provide coverage to the major growth area as well as an additional area southwest of the major growth area.

There is a possible third option and that is to relocate the Windsor Fire Station to a location near the Bridge on Evangeline Trail that crosses over from Windsor to Falmouth. However, this moves the Windsor station away from its volunteer base and the high-risk area of the Town.

Current Travel time modeling shown here indicates the coverage available to Falmouth within eight (8) minutes, (green lines on map) from both Hantsport and Windsor stations.

When considering call volume and the number of volunteers residing in the area and with the Windsor and Hantsport Fire Departments being able to provide emergency response to this community in a reasonable response time, a fire station for Falmouth at this time is not being recommended. However, if and when there is a consideration to replace the current Windsor Fire Station or if there is significant growth in Falmouth, a revisit of this recommendation should be conducted.

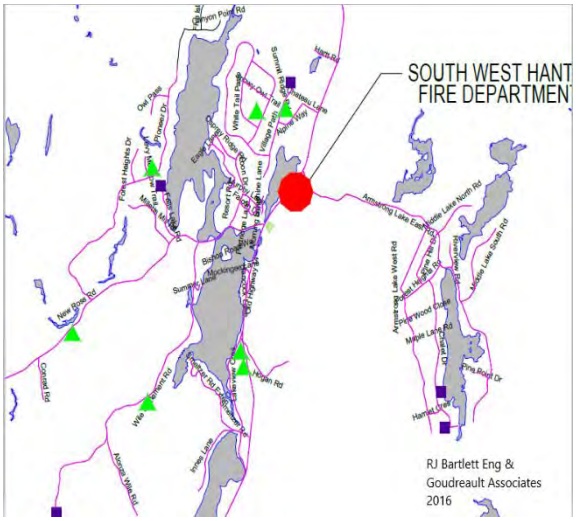
Brooklyn Fire Station



Located on Highway 215, near the intersection of Highway 14, this location provides ample coverage in multiple directions. A good portion of incidents ■ and the location of the residences ▲ of this department's volunteers are near the station's current address. The current station was built in 2009 near the same spot the previous station was located.

The 2016 study was asked to review the Forest Lakes development area and make any recommendations as to the need for a station in that area of the Brooklyn fire coverage district. The recommendation at that time was not to proceed with an additional station but to monitor the growth and if the area develops sufficiently over the years to justify the addition, then revisit the need. The Forest Lake development and area, based upon anecdotal information and an area site visit by the consultants, appears to have stalled. With development in this area being slowed and the majority of the area being forested land, and few volunteers residing in that area, the need for a station at this time is not warranted. If development grows sufficiently enough and the call volume increases, (currently fire incidents in this area average about three per year), then at that time, a revisit of the recommendation should be considered.

Southwest Hants Fire Station



This station is located along Highway 14, near the Armstrong Lake East Road. It is near the high value properties built amongst the heavily forested area and features a helicopter landing pad for medical emergencies and a small training area.

The location of this area is fairly remote from the mainstream stations such as Hantsport, Windsor and Three Mile Plains.

Given its location to the high value residential risk in the area, there is no requirement for relocation of this station for the foreseeable future.

FIRE STATION FACILITIES

Apparatus and Equipment

What type and size of apparatus will be used - current and future?

While the exact size of future equipment cannot be determined twenty or fifty years from now, a mix of large, medium and small equipment can be anticipated. The current mix of equipment includes large, medium, and small pieces of equipment throughout the region. Overcrowding is an issue in three of the stations. This is as a result of fire apparatus standards changing resulting in bigger sized vehicles. and the acquiring needs of various types of equipment more so than what was required in the past. Right sizing is a term that is now made its way into the fire service. It translates into do we really need all of this equipment in this station.

Equipment Bay Configuration

Drive-through bays

Drive-through bays would be desirable to provide additional ease of maneuvering equipment. Discussions with other fire departments have determined that while desirable, they are not essential. Care needs to be given to ensure that the range of response situations can be accommodated without the need of moving equipment out of the way of other equipment. An adequate quantity of bays with strategic stacking of response vehicles can meet the needs of the station without the use of drive through bays. Drive through bays are often not appropriately utilized as designed and thus eliminates the benefit of the extra costs associated with such a configuration.

Current Equipment sizing

The fire departments currently have a mix of mixed small equipment, including ½ ton, ¾ ton vehicles, trailers to tow boats and all-terrain vehicles, medium size pumpers and tankers and rescue trucks, larger sized tankers and aerial devices. These vehicles and their on-board equipment need to be stored out of the elements to protect not only the vehicles but the onboard equipment. The vehicles today are highly sensitive to the elements due to their onboard vehicle

electronics and many microprocessors. Most of the apparatus today as a result of the onboard electronics and air brakes, are required t be continuously connected to 120 V electrical systems and external air compressors.to keep the air brakes fully charged at all times.

The diagrams below will provide a rough estimate of current apparatus sizing of the region's fire departments. The pictograms do not allow for an extended front bumper that often carries fire hose and an inlet for fire hydrant connections. These front bumpers can range from twenty -four (24) to thirty (30) inches) Note: There are no known measurements for the Windsor Fire Department 1984 Snorkel. However, in the proposed, Capital vehicle replacement program it is scheduled for replacement in 2020. It is being recommended that a ladder type of aerial device be acquired. The typical dimensions for a rear mount aerial device are included in the pictograms below.

The average size of a ½ or ¾ ton four door vehicle bumper to bumper is approximately thirteen (13) feet, and an accompanying trailer for an all-terrain vehicle with space for related equipment and fuel ranges from ten (10) to twelve (12) feet. Trailers for RTV/UTVs and Rescue boats average 14 to 16 feet in length. Added together the overall lengths can be twenty-nine (29) or thirty (30) feet.

Typical recommended practices for apparatus space requirements such as the Fire Underwriter Services (FUS) require ten (10) feet of spacing between vehicles in front and rear of the vehicle and from the nearest station wall. The space permits load and unloading fire hose and equipment from the vehicle and permits this to take place simultaneously between vehicles.

Based upon the average overall lengths and widths of the fire apparatus outlined below and the required space around the vehicle, the overall space requirements can be summarized as follows.

Sq. Ft per unit	Med Size Pumper	Med Size Tanker	Large Size Tanker	Aerial Device	Utility Vehicle & Trailer
1000 sq. ft.					
1400 sq. ft					

Apparatus Floor and Miscellaneous Off Floor Service Rooms Sizing

It is no longer permissible, as per NFPA's safety standard *NFPA-1500 Standard on Fire Department Occupational Safety, Health, and Wellness Program,* to have any storage or equipment on the apparatus floor other than the apparatus itself for safety reasons. The square footage presented for apparatus does not include rooms directly off the apparatus floor that are often considered part of the apparatus floor/bay area, rooms such as SCBA compressors, PPE storage, fire hose storage and drying maintenance rooms, equipment storage, laundry rooms, or a decontamination room. Rooms that are necessary for daily operations.

Maintenance, Repair, Storage and Support Space Requirements

The item of greatest concern that has developed over the past many years is that of the rate of cancer in firefighters. Some cancers have been attributed to vehicle exhaust within fire station and the off gassing of contaminated/not properly cleaned PPE (bunker gear). In one station as soon as a person walks through the station's main doors into a public foyer, one can smell the PPE off gassing, while another station the PPE storage is in the training/meeting room of the station adjacent to the facility's kitchen.

Thus, the requirements for isolated and ventilated PPE storage areas directly off the apparatus (Bay) floors.

A fire station facility is more than a truck garage with some storage and a meeting room. In many communities it is the focal point and pride of the community as well as the volunteer firefighters. A reasonably built and maintained station will contribute to retention of volunteers.

There no actual standards for space requirements of fire station but there are recommended guidelines. Fire Underwriters establishes square footage areas per fire units based upon type and size of unit. To assist with determining facility space requirements for fire stations references, established guidelines as per the Whole Building Design Guide (WBDG) a program of the National Institute of Building Sciences and the architect firm of Mitchell Associates Architects NY. This firm has extensive experience in fire station design work and recommendations put forth by F.I.E.R.O. (Fire Industry Education Resource Organization).

The National Fire Protection Association standards, offer requirements for station facilities, as to safety requirements required, but do not offer space requirements for example;

NFPA-1500: Standard on Fire Department Occupational Safety, Health, and Wellness Program

"10.1.2 Fire departments shall provide facilities for disinfecting, cleaning, and storage in accordance with NFPA-1581."

NFPA-1581: Standard on Fire Department Infection Control Program, Chapter 10 addresses Facility Safety

"5.5 Equipment Storage Areas.

5.5.1 Emergency medical supplies and equipment stored in fire department facilities, other than those stored on vehicles, shall be stored in a dedicated, enclosed area to protect them from temperature degradation, contamination, and other physical damage.

5.5.4 Potentially Contaminated Personal Protective Equipment.

5.5.4.1 Potentially contaminated personal protective equipment shall be stored in a dedicated, well-ventilated area or room.

5.5.5 Contaminated Storage.

5.5.5.1 Areas or containers for the temporary storage of contaminated medical supplies or equipment prior to disinfection or disposal shall be separated physically from members in facilities or on vehicles."

Facility Space Guidelines

For this example, the Hantsport fire apparatus floor space requirement was used.

	Required Space	Sq Ft		
Firematics	Total Apparatus Bay	5800		
	Radio Room/Watch Desk	110		
	Parts, Equipment & Tool Storage	200		
	EMS Storage	100		
	Workshop	216		
	Firefighting Agent Storage	300		
	Hose Storage & Drying	250		
	SCBA Maintenance/StorageCompressor	520		
	PPE Storage	340		
	PPE Laundry	219		
	Janitors Closet	64		
	Decontamination/Disinfection	150		
		Subtotal	8,269	
Administration	Entry/Lobby	120		
	Coat Storage	20		
	Rest Rooms (2)	130		
	Conference/Meeting	361		
	A/V and training Storage	80		
	Officers	144		
	District Fire Chief	288		
	Records Storage	90		
		Subtotal	1,233	
Firefighters	Training/Meeting	450		
	Exercise	230		
	Kitchen	200		
	Showers (4 + 2)	324		
	Rest Rooms	271		
		Subtotal	1,475	
Miscellaneous	Houskeeping Storage	50		
	File Server	48		
	Mechanical	270		
		Subtotal	368	
		Total Space Needs		**11,345**

Current Facility Observations

Observations are a as result of station tours and completed surveys. Many of the stations do not comply with NFPA-1500 or 1581. This is understandable given the age and the standards at the time of construction. This same understanding must be applied to the following observations.

- All of the stations within the region do not comply with for the storage of PPE (Bunger Gear). nor do they comply with the same standard for infection control.
- The Summerville and South West fire stations require a vehicle exhaust extraction system.
- Lack of proper maintenance and testing facilities (Many of the stations must place tables in open areas to accomplish maintenance and testing of different types of devices and equipment and some of this takes place in the apparatus floor bays in one particular station this takes place in vehicle wash bays.
- Lack of proper storage areas
- Lack of appropriate cleaning stations for protective equipment, (one station uses buckets)
- Lack of proper workshops
- Multiple uses of areas or equipment that are not designed for multiple purposes.

Some of the observations found may be able to be addressed with properly designed/engineered alterations to current facilities.

Current Fire Stations.

- **Hantsport** fire station: Whereas this station is scheduled for a much-needed replacement, comments on its current condition would be moot at this time.
- **Summerville** fire station: This station was built in 1883, was modified in 2013.
- **Windsor** Fire Station: This station was built in 1962, some modifications occurred in 2019. This station should, with a few modifications, meet address NFPA-1581 requirements, and should service the municipality into the foreseeable future. The only issue is the dimensions of the overhead doors that service the apparatus bays. The overall height of the doors is 11 feet,7 inches. With the newer standards for fire apparatus, particularly aerial devices, require door openings being 14 feet wide by 14 feet high. The current clearance height of the doors makes acquiring an aerial device very challenging. Instead of possibly obtaining a device to meet the needs of the community it may require a device that will fit into the current station door configuration.

GA recommends that an architect familiar with fire station requirements, guidelines and applicable NFPA standards or a construction engineer be acquired to conduct an assessment to determine the feasibility of any required alterations for the Summerville and Windsor fire stations.

Apparatus Floor Space Requirements

A typical volunteer fire station in the region has a minimum of four emergency vehicles needed to service their designated area. Based upon the typical apparatus sizing two scenarios will be presented, one without an aerial device and one with an aerial device. Identified stations will also have a single spare apparatus, either a medium sized tanker or medium sized pumper. All bays will be single depth. If a doubling of vehicles in a single bay is required then a doubling of the square footage is required for that single bay.

The following total square footage for the apparatus floor area is for the ***apparatus only***.

Typical Rural Station – Apparatus Floor Space Only								
Sq. Ft Per Unit	**Med Size Pumper**	**Med Size Tanker 800- 1200 gals**	**Large Size Tanker >1200 gals**	**Reserve Med Sized Tanker**		**Rescue**	**Utility Veh. + Vehicle/Boat & Trailer**	**Sub Total Space sq. ft.**
1000 sf	1	1		1		1	1	5,000
1400 sf			1					1,400
Total	1000	1000	1400	1000		1000	1000	**6.400 sf**
Typical Urban Station Apparatus Floor Space Only								
Per unit Square Feet	**Med Size Pumper**	**Med Size Tanker 800 - 200 gals**	**Large Size Tanker >1200 gals**	**Reserve Medium pumper**	**Rescue Medium**	**Aerial**	**Utility Veh +/Boat & Trailer**	**Total Space Sq. ft.**
1000 sf.	2	1		1	1	0	1	6,000
1400 sf						1		1,400
Total	2000	1000		1,000	1,000	1,400	1,000	**7,400 sf**

Station	Pumper	Pumper /Tanker	Quint	Aerial	Rescue	Utility	RTV	Boat	Current Actual	Truck Total Space
Windsor	2 +1 R	1	0	1	1	2	1	1	5954	8800
Hantsport	1	1	1	0	1	1	0	0	2338	5800
SWH	1	1	0	0	0	0	0	0	1558	2400
Brooklyn	2+ 1R	1	0	0	1	1	1	0	8000	6400
TMP	1	1	0	1	0	1	0	0	3400	3900
Summerville	1	1 +1R	0	0	1	1	1	1	2840	4800
Totals:	8 + 2R	6 +1R	1	2	4	6	3	2		

Projected space needs based upon recommended Apparatus placement.
Needs based upon FUS, other Fire Service Organization Standards/Guidelines and Best Practices
R = Reserve Unit

Storage Needs

What are the present and future storage needs?

Storage is always an issue within any structure. Fire Stations over time require additional storage space as a result in changes to service levels, types of services offered and changes in fire service and safety standards. Currently storage of some fire and medical equipment, limited foam supplies, uniforms, parts and materials for maintenance, response gear, and seasonal items are being stored in the individual stations. Space for storage in the majority of the stations is inadequate to meet the needs. This has added to the overcrowding in the majority of stations. There is a need to provide distinct and appropriately located storage rooms and closets with proper controlled access. It is essential that appropriately designed storage is provided and other purposefully designed functional spaces are not just employed to accommodate ad hoc storage. This could become a safety issue. Recommended storage room types and sizing were provided previously in this chapter.

In a regional concept there is an opportunity to create a central store for bulky items and large volume items. A certain number of stores and equipment will always be required to be retained at the individual stations. In a regional setting, with the possibility of standardized equipment and consumables, a central stores program can assist with any potential bulk purchasing program by permitting bulk storage and drawn as required. Thus, creating savings to all.

A central store should be centrally located, be accessible twenty-four hours per day, be secured and environmentally controlled. Central stores would ideally maintain a reasonable supply of fire hoses of varying sizes, replacement PPE, spare SCBA cylinders and a number of SCBA units, Foam supplies both Class A and Class B, fire department uniforms, safety vests, hard hats, firefighting helmets, gloves, fire boots, batteries, helmet lights and flashlights etc. A complete needs analysis would need to be conducted to determine quantities and type of stores that a central facility should warehouse to meet the needs of the region's fire services.

What type of structure could be used or repurposed as a central store facility? An example of repurposing could be as simple as a designated area within a municipal public works maintenance garage which an area could have a caged off area set aside for the fire department with appropriate security measures, or recycle a smaller municipal structure (a replaced fire station) or garage that would allow for the use of a fork lift, one would be needed for the offloading bulk foam and large delivery of fire hose for example.

If a central stores program is to be put into place then appropriate policies and operating procedures will need to be developed and implemented, to cover all aspects of who has control, who manages and who has access, accounting practices, and large volume purchasing procedures.

Summary

In summary, all fire stations require some space for storage of routinely and frequently used supplies and equipment, supplies such as office supplies, washroom supplies, cleaning and maintenance supplies, limited fire hose and SCBA air cylinders to name a few. With the implementation of a central stores it has the ability to reduce operational costs for each station as a result of the ability to purchase and store in bulk. Due to the nature of certain types of materials that would be of a cost saving benefit if purchased in bulk such as firefighting foam, the central stores facility needs to be environmentally controlled. A bulk store also provides a central location for those once and awhile emergencies that require large volumes of supplies, rather than attempting to travel around the region or outside the region with multiple vehicles to acquire what is needed when time is of the essence.

BUDGETS AND FORECASTS

FINANCIAL ANALYSIS AND BUDGET FORECASTS

CURRENT ANNUAL OPERATING BUDGET

As part of the fire service review, GA was asked to establish benchmarks for the operational and capital budgets. For this purpose, GA examined the budgets for the years 2016/2017 through to 2019/2020; i.e. 4-years of budgets.

Dealing with two different municipal methodologies and with the budgets of three societies proved somewhat challenging. In the end GA chose to take the West Hants approved budget format for the mentioned years, and fit everything into that format. Even that approach was not entirely consistent as the format changed slightly over the years. As a consequence, not everything may be exactly as the original budget authors understood things to be, but the numbers do balance, with the exception of Windsor. GA was able to draw some relevant conclusions as a starting point for a go forward benchmark estimate of the 2020/2021 and 2030/2031 budgets, as mandated.

As mentioned for Windsor, GA was not able to exactly balance the budget estimates with extracted numbers. For example; in the *2019/20 Windsor Operating Budget and Summaries* (as approved March 29, 2019), under budget line 10-022-0000 (on page 15) the rolled-up budget estimate for Fire Protection is stated as $311,950, as shown in the snapshot.

However, from the budget details on pages 23, 24, 25, and 38 of the same budget documents, the expected cost was slightly more, at $340,460. It was a similar situation for the prior years.

Approved March 26, 2019

Budget Summary

TOWN OF WINDSOR - GENERAL
Operating Budget 2019/20

		2018/19 BUDGET	2019/20 BUDGET	$ Variance BUDGET	% Variance BUDGET
	REVENUE				
10-011-0000	Taxes	6,368,550	6,461,460	92,910	1.46%
10-012-0000	Grants in lieu of taxes	138,910	120,460	-18,450	-13.28%
10-013-0000	Services provided to other governments	54,200	55,280	1,080	1.99%
10-014-0000	Sales of services	484,110	462,620	-21,490	-4.44%
10-015-0000	Other revenue from own sources	253,450	241,430	-12,020	-4.74%
10-016-0000	Unconditional transfers from other governments	432,650	432,650	0	0.00%
10-017-0000	Conditional transfers from federal and provincial governments	16,170	26,390	10,220	63.20%
10-018-0000	Conditional transfers from other local governments	100,610	112,630	12,020	11.95%
10-019-0000	Other transfers	68,670	40,000	-28,670	-41.75%
	TOTAL REVENUE	7,917,320	7,952,920	35,600	0.45%
	EXPENDITURE				
10-021-0000	General Government Services				
	Legislative	133,310	132,510	-800	-0.60%
	General administrative	662,230	668,900	6,670	1.01%
	Information Technology Services (IT)	107,740	118,090	10,350	9.61%
	W. B. Stephens Building	86,440	100,620	14,180	16.40%
	Other general government services	119,260	129,640	10,380	8.70%
	Debt and financing charges	71,500	68,900	-2,600	-3.64%
		1,180,480	1,218,660	38,180	3.23%
10-022-0000	Protective Services				
	Police protection	1,055,940	1,092,780	36,840	3.49%
	Law enforcement	84,620	84,590	-30	-0.04%
	Fire protection	391,380	311,950	-79,430	-20.29%
	Fire protection-Water supply and hydrants	319,210	319,210	0	0.00%
	Emergency Measures	24,300	29,260	4,960	20.41%
	Building Inspection Services	81,510	92,100	10,590	12.99%
	Other protection	4,800	5,910	1,110	23.13%
		1,961,760	1,935,800	-25,960	-1.32%

It is possible that allocated costs for fire protection have been misinterpreted; i.e. costs allocated to the Windsor Fire Department. That being said, GA continued on with extracted numbers, understanding that the results possibly overstate the actual costs.

For fire services, like any operation-oriented service, costs are of two main components, fixed and variable.

Fixed costs include debt servicing, equipment purchases, staffing, training, and other costs that reoccur on a regular basis. These costs remain relatively constant regardless of the incident activity levels of the fire department. They are based on the established capacity of the fire department. There are always opportunities to reduce fixed costs, and most cost cutting initiatives are and should be aimed at fixed costs.

Variable costs include items like; fuel for the vehicles and motorized equipment, equipment maintenance, wear & tear related depreciation (or destruction), and expendables such as meals and medical gloves. Variable costs change in accordance with the activity levels of the fire department.

Generally speaking, it is difficult to establish cost cutting initiatives on variable costs. Such initiatives, if attempted, tend to actually affect capacity and can create hazardous conditions for responders. For example; an initiative to reduce the use of firefighting foam can reduce the costs of foam purchases, but will definitely increase the extinguishment time and effort required at incidents where foam use is indicated. It may also generate a secondary incident where firefighters have to re-respond to the original incident to deal with a rekindle; and it is likely that the firefighting foam will then be used, to avoid having to return a third time.

One real potential for variable cost savings is to ensure that purchases of materials and equipment that might be expended are good value. Often this means purchasing good quality materials to start with as well as doing group purchasing.

Based on the consultants' experience GA offers the following specific example; in the early 2000's most American fire hose makers decided to source their fire hose production offshore. This reduced their manufacturing costs substantially, although customers did not necessarily see

these savings. Shortly after, it became quickly noticeable that fire hose was not as durable and was being damaged (and no longer serviceable) at a much faster rate, sometimes at the first fire. An investigation into alternatives discovered a Canadian made hose that was marginally more expensive (about 5%) but was extremely durable, and also offered better performance characteristics. This hose was subsequently purchased as the fire department standard, and the annual cost of fire hose replacement decreased.

Annual Operations Budget Analysis

The annual fire department budgets include accounts for the Windsor, Brooklyn, Summerville, and Hantsport fire departments, including the stations in Three Mile Plains (Brooklyn managed) and Vaughan (Hantsport managed). They also include the Walton Shore and Uniacke fire departments; i.e. the West Hants portion of their budgets.

An analysis of the consolidated budgets for the past four years reveals a few trends. These are discussed on the following pages.

Revenue:

			2016-2017	2017-2018	2018-2019	2019-2020	ANALYSIS 4-Year Total	4-Year AVG	3-Year AVG	2-Year AVG	4-Year Trend
	REVENUE										
1	CONTRIBUTION - Hantsport/WH TAX BASE		81,777	0	0	0	81,777				
2	CONTRIBUTION - OPERATIONS GRANT - West Hants		930,442	1,725,925	1,729,501	1,602,941	5,988,809	1,497,202	1,686,122	1,666,221	
3	CONTRIBUTION - GRANTS - East Hants		66,633	66,739	69,417	84,545	287,334	71,834	73,567	76,981	
4	CONTRIBUTION - OPERATIONS GRANT - Kings County		64,400	84,248	57,578	59,955	266,181	66,545	67,260	58,767	
5	CONTRIBUTION - GRANTS - Glooscap		7,064	7,064	7,064	7,065	28,257	7,064	7,064	7,065	
6	CONTRIBUTION - CAPITAL FIRE GRANT - West Hants		37,079	53,650	55,390	188,249	334,368	83,592	99,096	121,820	
7	CONTRIBUTION - CAPITAL FIRE GRANT - Kings County		25,980	26,425	21,540	83,003	156,948	39,237	43,656	52,272	
8	CONTRIBUTION - Grant (SW Society)		43,500	43,500	43,500	27,036	157,536	39,384	38,012	35,268	
9	CONTRIBUTION - Windsor Society (building upgrades)		23,000	22,080	19,830	0	64,910	16,228	13,970	9,915	
10	CONTRIBUTION - Town of Windsor		0	0	0	26,783	26,783				
11	Municipal Costs		0	38,250	31,350	72,600	142,200	35,550	47,400	51,975	
12	Hantsport/Windsor AREA RATE		35,906	34,331	32,863	46,194	149,294	37,324	37,796	39,529	
13	BUILDING RESERVE		22,000	0	0	0	22,000				
14	Surplus (SW)		4,000	6,000	6,000	1,300	17,300	4,325	4,433	3,650	
15	PROVINCIAL FUNDING		39,900	29,630	29,630	29,640	128,800	32,200	29,633	29,635	
16	Donations		2,600	2,600	2,100	5,300	12,600	3,150	3,333	3,700	
17	OTHER - FUNDRAISING/Rent/Auxiliary		76,900	61,085	53,000	40,729	231,714	57,929	51,605	46,865	
18		**TOTAL INCOME**	**1,461,181**	**2,201,527**	**2,158,763**	**2,275,340**	8,096,811	2,024,203	2,211,877	2,217,052	
19											
20	Income	NON-WWH Sources Funding:	24.0%	15.6%	14.1%	14.8%					
21	Sources	Donations: % Revenue:	0.2%	0.1%	0.1%	0.2%					
22		Fundraised: % Revenue:	9.8%	5.8%	5.4%	3.0%					

As shown in the above snapshot, over the past three years revenues have been fairly steady, although trending upwards slightly.

There is a caveat about the revenues reported in our analysis. The majority of revenues identified in our spreadsheet originated with West Hants. Revenues for Windsor are not fully accounted in our analysis since it appears that Windsor's fire protection has been largely funded from general revenues and not designated particularly for the fire department.

Windsor did identify relatively small revenues from their *Fire Protection Area Rate* ($27,040 in 2019/20) and from Provincial grants in lieu of taxes, for *Fire Protection Services* ($29,640 in 2019/20). In 2016/17 Hantsport reported a $10k provincial contribution.

In budget years 2016-2018 Windsor also reported a miscellaneous revenue from *own sources* related to *fire department facility upgrades* ($0.0 in 2019/20). This line represents a grant from the Windsor Fire Society for building upgrades.

Expenditures:

Fire department annual expenses were broken into a number of different categories;

- Firefighting Operations,
- Other Operational Expenses,
- Long Term Debt Payments, and
- Capital Expenditures.

Each will be discussed in the following pages.

FIREFIGHTING OPERATIONS

Over the past three years (2017-2019) the trend in this category of expenses has been downward slightly, after an initial sharp rise from the 2016/17 budget year. The following snapshot shows that in 2019/20 the total in this category was $691,937.

		2016-2017	2017-2018	2018-2019	2019-2020	4-Year Total	ANALYSIS 4-Year AVG	3-Year AVG	2-Year AVG	4-Year Trend
24	**EXPENSES**									
25	FIREFIGHTING OPERATIONS									
26	**APPARATUS:**									
27	Regular Maintenance	87,522	108,366	94,466	108,266	398,620	99,655	103,699	101,366	
28	Fuel	40,400	37,700	35,500	47,500	161,100	40,275	40,233	41,500	
29	Major Repairs	28,333	23,664	26,333	27,833	106,163	26,541	25,943	27,083	
30	Annual Safety Inspections	8,669	12,367	11,867	14,867	47,770	11,942	13,034	13,367	
31	EQUIPMENT:	5,500	1,500	0	0	7,000				
32	Insurance	33,033	73,163	79,379	77,853	263,428	65,857	76,798	78,616	
33	**sub-total**	**203,457**	**256,760**	**247,545**	**276,319**	984,081	246,020	260,208	261,932	
34	**EQUIPMENT:**									
35	Personnel Protection	108,051	108,466	108,466	103,924	428,907	107,227	106,952	106,195	
36	Hose/Ladders	23,500	7,000	7,000	7,000	44,500	11,125	7,000	7,000	
37	SCBA Test & Inspections	27,633	29,633	29,333	25,533	112,132	28,033	28,166	27,433	
38	Fire Suppression Equipment	22,500	118,097	110,290	84,240	335,127	83,782	104,209	97,265	
39	Rescue Equipment	11,100	0	12,000	12,000	35,100	8,775	8,000	12,000	
40	Testing Repair & Maintenance	49,000	42,300	42,300	40,500	174,100	43,525	41,700	41,400	
41	Air Equipment	10,567	17,567	22,067	18,667	68,868	17,217	19,434	20,367	
42	Uniforms	0	17,000	12,000	11,500	40,500	10,125	13,500	11,750	
43	Other/Meals for Major Calls	27,800	18,800	8,000	15,750	70,350	17,587	14,183	11,875	
44	**sub-total**	**280,151**	**358,863**	**351,456**	**319,114**	1,309,584	327,396	343,144	335,285	
45	**COMMUNICATIONS:**									
46	Dispatch	38,867	40,307	45,367	41,367	165,908	41,477	42,347	43,367	
47	Pagers/Portable Radios	41,167	38,667	38,667	38,167	156,668	39,167	38,500	38,417	
48	Maintenance & Testing	11,800	10,400	11,700	11,000	44,900	11,225	11,033	11,350	
49	Industry Canada Licenses/Air Time	861	0	0	0	861				
50	Publications/Subscriptions	0	1,660	1,660	1,060	4,380	1,095	1,460	1,360	
51	Other	401	3,675	2,814	4,910	11,800	2,950	3,800	3,862	
52	**sub-total**	**93,096**	**94,709**	**100,208**	**96,504**	384,517	96,129	97,140	98,356	
53										
54	TOTAL FIREFIGHTING OPERATIONS	**576,704**	**710,332**	**699,209**	**691,937**	2,678,182	1,071,273	700,493	695,573	

Included in this category is three groups of expenditures; Apparatus, Equipment, and Communications. Apparatus is specific reference to the costs of operating the fire trucks and associated vehicles. Equipment refers to the many other types of equipment (e.g. fire hose, ladders, breathing air, jaws-of-life, and etc.) that a fire department needs to deliver services. Communications refers to radios, pagers, and associated costs with dispatching.

Peppered throughout this category, in various groups, are certain budget lines that include (but perhaps not exclusively) the purchase of smaller capital items used in firefighting and rescue; such as fire hose, firefighter protective clothing (bunker gear), self-contained breathing apparatus (SCBA) components, rescue rope, and etc. In the budgets, these lines are described as; *equipment* (line 31), *personal protection* (line 35), *hoses/ladders* (line 36), *fire suppression* (line 38), *rescue equipment* (line 39), and *air equipment* (line 41). Similarly, in the communications group *pagers/portable radios* (line 47) contains the costs for replacing these items.

Collectively, the items listed above are small, reoccurring, and minor capital expenses. They occur regularly and are of a relatively small dollar amount for a capital item. In our experience these types of items are considered capital because they are not a typical consumable like fuel or bathroom tissue. They are more durable and can last several years before being replaced. They are usually not durable enough to warrant rehabilitation, like a fire truck or a fire station might be, and in that sense are consumed. Fire hose for example may last 10 years or more depending on how hard it has been used. GA has also seen cases where fire hose was destroyed very shortly after it was purchased and placed in service. There is a recurring need, on an annual basis to make these types of expenditures.

GA recommends that these **Minor Capital** expenditures be treated differently in future budgets and will address this recommendation in the benchmark portion of this analysis.

Under the communications group, *Dispatch* (line 46) includes the approximately $36k annual contracted costs for Valley Communications who dispatches and communicates with the volunteer firefighters via radio.

Line 49, *Industry Canada Licenses/air time*, should include the more than $9k annual cost of federal radio channel licensing, but these costs appear to be included instead in various other places in the budgets, some under line 50. The current amounts being spent are uncertain since not all radios may be individually licensed as required, which is not an un-typical situation.

OTHER OPERATIONAL EXPENSES

This category includes all remaining costs for operating the fire departments, with the exclusion of debt servicing and capital expenditures. The costs for this category shows a downward trend over the past four years. The budgeted amount in 2019/20 is almost 14% lower than the four-year high that was seen in 2017/18.

The category is divided into the following groups; Training, Fire Station, and Administration. Please refer to the snapshot on the following page when making reference to the following discussions.

Training captures the costs of training firefighters in accordance with the fire departments training plan and to the standards agreed in the fire departments' registration documents with the municipality. The line Fire School (line 58) refers to the Nova Scotia Firefighters School (NSFS) in Waverley (HRM). NSFS is the main resource in NS for the provision of qualified training in numerous subjects relating to fire and rescue operations. Many of their programs are geared towards providing certification level instruction. The NSFS also has a field extension component that will deliver training locally.

		2016-2017	2017-2018	2018-2019	2019-2020	4-Year Total	ANALYSIS 4-Year AVG	3-Year AVG	2-Year AVG	4-Year Trend
56	OTHER OPERATIONAL EXPENSES									
57	**TRAINING:**									
58	Fire School Level I	62,133	63,633	65,633	69,133	260,532	65,133	66,133	67,383	
59	Medical First Responder	17,500	12,500	13,500	10,000	53,500	13,375	12,000	11,750	
60	Seminars/Materials	15,267	16,067	16,067	16,767	64,168	16,042	16,300	16,417	
61	Travel/Meals/Etc.	10,333	12,833	12,333	13,333	48,832	12,208	12,833	12,833	
62	Firefighter Honorariums	0	143,000	143,000	150,500	436,500		145,500	146,750	
63	**sub-total**	**105,232**	**248,033**	**250,533**	**259,733**	863,531	215,883	252,766	255,133	
64										
65	**FIRE STATION:**									
66	Light & Power	49,321	54,828	52,053	52,853	209,055	52,264	53,245	52,453	
67	Heating	34,968	33,090	30,590	30,000	128,648	32,162	31,227	30,295	
68	General Maintenance	28,300	34,500	34,300	51,300	148,400	37,100	40,033	42,800	
69	Emergency Equipment	8,700	9,200	9,450	8,950	36,300	9,075	9,200	9,200	
70	Snow Removal/Grounds	24,217	28,972	29,467	38,767	121,423	30,356	32,402	34,117	
71	Janitorial/Cleaning	74,589	93,149	43,089	44,014	254,841	63,710	60,084	43,552	
72	Maintenance/Apparatus Superintendent	0	0	50,000	30,000	80,000			40,000	
73	Renovations/Major Repairs	79,003	81,693	74,193	41,663	276,552	69,138	65,850	57,928	
74	Uniforms	9,500	0	0	0	9,500				
75	Office Furniture/New Construction	5,000	0	0	0	5,000				
76	Insurance	22,613	25,113	13,500	16,000	77,226	19,306	18,204	14,750	
77	Other	152,400	161,660	109,470	85,260	508,790	127,197	118,797	97,365	
78	**sub-total**	**488,610**	**522,205**	**446,112**	**398,807**	1,855,734	463,934	455,708	422,460	
79										
80	**ADMINISTRATION:**									
81	Salary/Benefits	107,900	108,350	61,180	55,123	332,553	83,138	74,884	58,152	
82	Telephone	18,873	19,473	19,773	25,873	83,992	20,998	21,706	22,823	
83	Office Supplies	8,353	10,053	9,953	6,983	35,342	8,836	8,996	8,468	
84	Publications/Subscriptions	2,560	0	0	33	2,593	648	11	17	
85	Membership	1,583	2,083	2,668	2,335	8,669	2,167	2,362	2,502	
86	Legal/Audit Fees	17,500	6,500	32,200	13,950	70,150	17,538	17,550	23,075	
87	Bank Charges/Interest	1,650	1,621	2,080	5,200	10,551	2,638	2,967	3,640	
88	Insurance	37,370	41,835	44,265	48,385	171,855	42,964	44,828	46,325	
89	Uniforms	5,000	0	0	0	5,000				
90	Meals for Major Fires	1,000	0	0	0	1,000				
91	Computer Services	8,917	9,917	12,037	9,617	40,488	10,122	10,524	10,827	
92	Public Events	16,800	15,900	12,600	17,800	63,100	15,775	15,433	15,200	
93	Honourarium	177,000	45,000	45,600	49,600	317,200	79,300	46,733	47,600	
94	Fire Prevention	10,000	8,000	1,100	700	19,800	4,950	3,267	900	
95	Other	41,020	35,031	28,011	31,150	135,212	33,803	31,397	29,581	
96	**sub-total**	**455,527**	**303,763**	**271,467**	**266,749**	1,297,506	324,376	280,660	269,108	
97										
98	**Total Other Operational Expenses**	**1,049,369**	**1,074,001**	**968,112**	**925,289**	4,016,771	1,004,193	989,134	946,701	

Line 62, Honourariums, refers to the volunteer firefighter payments that are funded annually by the municipalities. Over the four-year period some station honourarium accounts were also allocated under line 93 in the Administration group. For a more complete picture the lines need to be added together.

The following chart shows the total honourarium amounts, by station, that have been reported in the last four W/WH annual budgets. Not included is any honourarium, or other compensation, that might have been paid from other sources of income, i.e. not W/WH municipal.

HONOURARIUMS FROM MUNICIPAL BUDGET

Department	Members[80]	2016-17	2017-18	2018-19	2019-20
Windsor	36	$53,000	$45,000	$45,600	$49,600
Hantsport	37	$25,000	$40,000	$40,000	$40,000
South West	16	$4,000	$8,000	$8,000	$10,500
Brooklyn	39	$60,000	$60,000	$60,000	$65,000
TMP	25	$20,000	$20,000	$20,000	$20,000
Summerville	35	$15,000	$15,000	$15,000	$15,000
Uniacke	35	$0	$0	$0	$0
Walton Shore	26	$0	$0	$0	$0
Totals:		**$177,000**	**$188,000**	**$188,600**	**$200,100**

Line 59 refers to the cost of training firefighters to the Medical First Responder (MFR) standard so that they can respond with EHS to medical emergencies in their jurisdictions, under the province-wide MFR program.

The budget group Fire Station includes the usual costs associated with the operation of a building, in this case the six fire stations in W/WH and a number of associated meeting/community halls. Also included are costs for Walton Shore and Uniacke fire departments' buildings.

Line 69, Fire Station – Emergency Equipment, refers to back-up generator maintenance and, in at least one fire department, to maintenance of automated external defibrillators.

Lines 71 and 72 capture the costs of the part-time employees who clean the stations and equipment, and in some stations also do minor maintenance and inspections on firefighters' equipment. The line also includes some costs for cleaning and like supplies.

Line 77, Fire Station – Other, includes some large amounts. The major contributor to this line is the Windsor Fire Department where a share of the overall operating costs of the WB Stevens

[80] The number of members receiving Honourarium varies from year to year. This member number also includes all ranks and positions, some of which are not active firefighters and only receive a nominal amount.

building is allocated to the fire department. Over the four-year period this WFD cost totals to just over $438k, of the line total of almost $509k.

Line 74 Fire Station – Uniforms, line 89 Administration – Uniforms, and line 42 Equipment – Uniforms all contain the costs to provide station and dress uniforms for the volunteer firefighters.

Line 81, Administration – Salary/Benefits, includes the costs of the Windsor Fire Chief and station maintenance person. In 2019/20 a portion of the West Hants fire coordinators salary and benefits were also carried here. Firefighters in Hantsport/SWH and Windsor also have WCB and EAP benefits; the others do not.

Line 92, Administration – Public Events, includes items like an annual awards event that some stations have, and the Santa Clause parade.

LONG TERM DEBT PAYMENTS

The following snapshot summarizes this category.

		2016-2017	2017-2018	2018-2019	2019-2020	ANALYSIS 4-Year Total	4-Year AVG	3-Year AVG	2-Year AVG	4-Year Trend
100	**LONG TERM DEBT PAYMENTS**									
101	Principle	454,040	606,103	605,803	797,627	2,463,573	615,893	669,844	701,715	
102	Interest	118,848	157,213	153,951	169,309	599,321	149,830	160,158	161,630	
103	Long Term Debt	179,266	57,906	107,737	107,737	452,646	113,162	91,127	107,737	
104	**Total Long Term Debt:**	**752,154**	**821,222**	**867,491**	**1,074,673**	3,515,540	878,885	921,129	971,082	

In some budgets this category was broken down into its principal and interest components, in others it was not. The totals in this category, servicing existing debt, are rising with the 2019/20 total ($1.075M) almost 43% above the 2016/17 total.

A snapshot of the West Hants 2019/20 budget, Municipal Fire Budget section, shows some of these payments in more detail. The balance of costs shown in the summary above are tracked in some of the individual station 2019/20 budgets; these snapshots follow.

CAPITAL SERVICING; MUNICIPAL FIRE BUDGET;

Long Term Debt Payments	Projected 2018-2019	Budget 2018-2019	Estimates 2019-2020
Principal - BFD/CC	$ 89,000	$ 89,000	$ 89,000
Term Loan Interest - BFD/CC	$ 29,778	$ 29,778	$ 28,537
Brooklyn Pumper Principal	$ 74,000	$ 74,000	$ 74,000
Brooklyn Pumper Interest	$ 12,378	$ 12,378	$ 11,453
Summerville Pumper Principal	$ 40,000	$ 42,200	$ 42,200
Summerville Pumper Interest	$ 10,501	$ 10,501	$ 9,770
Aerial Truck Principal	$ 80,000	$ 80,000	$ 80,000
Aerial Truck Interest charges	$ 24,986	$ 24,986	$ 23,986
Fire Transition MFC Principal	$ 193,603	$ 193,603	$ 193,682
Fire Transition MFC Interest	$ 35,821	$ 35,821	$ 34,176
TMP Fire Station RBC Principal	$ -	$ 60,000	$ 49,944
TMP Fire Station RBC Interest	$ 20,149	$ 25,245	$ 39,783
Long Term Debt Payments	*$ 610,216*	*$ 677,512*	*$ 676,531*

CAPITAL SERVICING; HANTSPORT;

Long Term Debt Payments			
Hantsport Pumper Principal	$ 25,000	$ 25,000	$ 25,000
Hantsport Pumper Interest	$ 6,075	$ 6,075	$ 4,412
Fire Truck Chassis Principal	$ 17,500	$ 17,500	$ 17,500
Fire Truck Chassis Interest	$ 4,355	$ 4,355	$ 4,051
Truck Box Principal (Area Rate)	$ 20,000	$ 20,000	$ 12,500
Truck BoxInterest (Area Rate)	$ 4,000	$ 4,000	$ 1,436
Fire Hall Roof Principal (Area Rate)	$ 4,500	$ 4,500	$ 4,500
Fire Hall Roof Interest (Area Rate)	$ 812	$ 812	$ 718
Fire Hall Principal	$ -	$ -	$ 192,801
Fire Hall Interest	$ -	$ -	$ 8,676
Breathing Apparatuses Principal	$ -	$ -	$ 16,500
Breathing Apparatuses Interest	$ -	$ -	$ 2,311
Total Long Term Debt Payments	*$ 82,242*	*$ 82,242*	*$ 290,406*

CAPITAL SERVICING; SUMMERVILLE;

Long Term Debt Payments	$ -	$ -	$ -
Total Fire Service Operations	**$ 268,844.33**	**$ 208,000.00**	**$ 205,500.00**
Capital & Reserve Expenses			
Long Term Debt - New Tanker	$ 43,902.56	$ 50,000.00	$ 50,000.00
Long Term Debt - New Pumper	$ -	$ -	$ -
Payout - Credit Union Loan	$ -	$ -	$ -
Capital & Reserve Expenditures Sub Total	*$ 43,902.56*	*$ 50,000.00*	*$ 50,000.00*

CAPITAL SERVICING; WALTON SHORE;

Long Term Debt Payments	*$ 2,430*	*$ 5,832*	*$ 5,832*	Add on structure to building

CAPITAL SERVICING; BROOKLYN;

No details.

Long Term Debt Payments	*$ 44,000*	*$ 44,000*	*$ 44,000*

CAPITAL SERVICING; UNIACKE;

No details.

Long Term Debt Payments	*$ 6,000*	*$ 7,905*	*$ 7,905*

There was no long-term debt servicing shown for Windsor; i.e. that was specifically earmarked for the fire department.

CAPITAL EXPENDITURES ROLL-UP

The following snapshot summarizes this category.

		2016-2017	2017-2018	2018-2019	2019-2020	ANALYSIS 4-Year Total	4-Year AVG	3-Year AVG	2-Year AVG	4-Year Trend
110	CAPITAL EXPENDITURES									
111	Capital expense current year	123,000	184,285	49,135	14,540	370,960	92,740	82,653	31,838	
112	Accumulated Capital	6,097	0	0	0	6,097				
113	Pay Out Credit Union Loan	4,500	0	0	0	4,500				
114	RESERVES/Misc. Capital	81,000	77,000	28,810	14,110	200,920	50,230	39,973	21,460	
115	**Total Capital Expenditures**	**$ 214,597**	**$ 261,285**	**$ 77,945**	**$ 28,650**	582,477	145,619	122,627	53,298	

The expenditures on capital projects appear to have sharply declined in the past two years, at least in comparison to the amounts in the prior two years.

Roll-Up of Expenses

The following snapshot shows a roll-up of the total expenses associated with the annual operations of the fire service in W/WH. The numbers are based on the approved budget estimates for West Hants and for Windsor, as approved by Councils in the indicated budget years.

		2016-2017	2017-2018	2018-2019	2019-2020	ANALYSIS 4-Year Total	4-Year AVG	3-Year AVG	2-Year AVG	4-Year Trend
24	**EXPENSES**									
25	FIREFIGHTING OPERATIONS									
26	APPARATUS:	203,457	256,760	247,545	276,319	984,081	246,020	260,208	261,932	
34	EQUIPMENT:	280,151	358,863	351,456	319,114	1,309,584	327,396	343,144	335,285	
45	COMMUNICATIONS:	93,096	94,709	100,208	96,504	384,517	96,129	97,140	98,356	
54	TOTAL Firefighting Operations:	576,704	710,332	699,209	691,937	2,678,182	1,071,273	700,493	695,573	
56	OTHER OPERATIONAL EXPENSES									
57	TRAINING:	105,232	248,033	250,533	259,733	863,531	215,883	252,766	255,133	
65	FIRE STATION:	488,610	522,205	446,112	398,807	1,855,734	463,934	455,708	422,460	
80	ADMINISTRATION:	455,527	303,763	271,467	266,749	1,297,506	324,376	280,660	269,108	
98	TOTAL Other Operational Expenses:	1,049,369	1,074,001	968,112	925,289	4,016,771	1,004,193	989,134	946,701	
99										
100	LONG TERM DEBT PAYMENTS									
104	Total Long Term Debt:	752,154	821,222	867,491	1,074,673	3,515,540	878,885	921,129	971,082	
105										
106	TOTAL FIRE SERVICE OPERATIONAL EXPENSES	$ 2,378,227	$ 2,605,555	$ 2,534,812	$ 2,691,899	10,210,493	2,552,623	2,610,755	2,613,356	
107										
110	CAPITAL EXPENDITURES									
115	Total Capital Expenditures:	$ 214,597	$ 261,285	$ 77,945	$ 28,650	582,477	145,619	122,627	53,298	
116										
117	TOTAL PROJECTION / BUDGET / ESTIMATE	$ 2,592,824	$ 2,866,840	$ 2,612,757	$ 2,720,549	10,792,970	2,698,243	2,733,382	2,666,653	

The above costs also include financial assistance to Walton Shore VFD and to Uniacke and District VFD; in exchange for their provision of firefighting and rescue services in defined areas of West Hants.

The roll-up totals do not include the associated costs with fire-inspections, which are currently the responsibility of the West Hants building officials in the Planning and Development Department, and are understood to be cost shared with Windsor.

The Planning and Development department Building Inspection notes in the West Hants **2019/20** approved budget book (page 31) comments on this arrangement as shown on the following snapshot from the budget book;

BUILDING INSPECTION BUDGET HIGHLIGHTS:

2018-19 Building Inspection Budget Highlights

- The 2018-19 budget included the addition of a full-time Fire Inspector/ Building Official. Staff hired to fill this position could not be retained at the salary offered. This position has been removed for the 2019-2020 fiscal year as the Consolidation legislation prohibits offering a position past March 31, 2020.
- In November of 2018, the Windsor Building/Fire Official began working for West Hants half-time under the service agreement; in April of 2019, West Hants will provide full Building/Fire Inspection services to Windsor under the service agreement. At this point West Hants will again be one full inspector short of requirements.

No breakdown is provided on the portion of inspector costs that might be associated with fire-inspector duties. The Building Inspection budget is provided on page 81 of the West Hants approved 2019/20 budget book.

BENCHMARK FOR FUTURE BUDGETS

Annual Operations Budget Benchmark

The following is the recommended benchmark operations budget, starting in year 2020. A number of pre-existing accounts have been combined and moved to better reflect their relationship to the budget category. The benchmark budget is presented in sections with discussion.

It should be noted that 2020/21 is a transition year and that through the consolidation period the expenditures may not match the benchmark budget. There has been no accounting for extraordinary transition costs nor reduction taken for partial year expenditures that might not fully mature in the budget year. The benchmark budget assumes none of the above costs or reductions. It is based on full year costs in a non-consolidation year.

Revenues

Revenue from area rates, general revenues, own sources, etc. have not been estimated. The new regional municipality will likely be harmonizing and adjusting these sources.

	BENCHMARK OPERATIONS BUDGET					
		2019-2020	PROPOSED 2020-2021	$ INC/(DEC) ref 2019-2020	+/- %	NOTES
	REVENUE					
1	CONTRIBUTION - Hantsport/WH TAX BASE	0				
2	CONTRIBUTION - OPERATIONS GRANT - West Hants	1,602,941				
3	CONTRIBUTION - GRANTS - East Hants	84,545	84,600	55	0%	Brooklyn services ($52K) to South Rawdon,+ EH share of WSFD
4	CONTRIBUTION - OPERATIONS GRANT - Kings County	59,955	60,000	45	0%	
5	CONTRIBUTION - GRANTS - Glooscap	7,065	7,065	0	0%	
6	CONTRIBUTION - CAPITAL FIRE GRANT - West Hants	188,249				
7	CONTRIBUTION - CAPITAL FIRE GRANT - Kings County	83,003	83,000	(-3)	-0%	
8	CONTRIBUTION - Grant (SW Society)	27,036				
9	CONTRIBUTION - Windsor Society (building upgrades)	0	-			
10	CONTRIBUTION - Town of Windsor	26,783				
11	Municipal Costs	72,600				
12	Hantsport/Windsor AREA RATE	46,194				
13	BUILDING RESERVE	0				
14	Surplus (SW)	1,300				
15	PROVINCIAL FUNDING (Windsor "Fire Protection")	29,640	29,600	(-40)	-0%	
16	Firefighters 50% co-pay; off-duty AD&D benefit		6,270	6,270		Principal benefit amount is $200,000
17	Donations	5,300				
18	OTHER - FUNDRAISING/Rent/Auxiliary	40,729				
19	TOTAL INCOME:	2,275,340	270,535			
24						

There is also an opportunity for additional revenue generated from cost-recovery fees. These are not shown in the above budget benchmark.

GA's analysis shows that almost 10% of the approximately 3,640 incidents that W/WH fire departments responded to, and that occurred from January 2, 2014 to August 5, 2019 (5-½ years), were responses to Highway 101 or to its interchanges. This trend[81] is increasing.

GA recommends that the new Regional Municipality implement service fees for reasonable cost recovery to highway responses.

Such fees are permitted by legislation. The Insurance[82] Act, §107B(7) states;

> "For greater certainty, nothing in this Section prevents a fire department from making a claim for costs incurred in responding to a motor vehicle accident."

[81] Responses to Hwy-101: 2014 (45), 2015 (47), 2016 (68), 2017 (64), 2018 (81), and 2019 (54 in period Jan-July).

[82] Nova Scotia, Insurance Act, R.S., c.231, s.1.

In Ontario, the province has a program to reimburse fire departments at a rate of $465.42/hour, per fire truck (maximum 3 trucks). Ontario fire departments can also opt out of the provincial program and charge drivers directly for higher costs. The insurance companies typically pay the fees. At Ontario rates, W/WH might have collected[83] (2-truck response) as much as $330k, over the mentioned period.

In Newfoundland & Labrador, the Province reimburses fire departments for responses outside municipal boundaries. As stated in the Province's 2015/16 annual report,[84] they paid $65,050 for 133 incidents (average 489.10 per incident). At NL rates, W/WH might have collected $175.6k.

GA recommends that the new Regional Municipality identify suitable services, and implement cost-recovery fees for these services. The rationale is that although the costs for basic fire protection and rescue services are paid by all residents through their property taxes/area rates, some services are only provided to a few residents and usually for their own benefit, not to the general welfare. An example is the application for a liquor license; which requires a fire inspection where the applicant is the main beneficiary of the license and the municipality is essentially subsidizing this process.

Under §49 of the *Municipal Government Act*,[85] the Municipality has the power to make policies for the setting of fees to be paid for inspections, permits, applications, approvals pursuant to a by-law or legislation. Also, under §79 of the *Act*, the Municipality has the power to prescribe charges for the provision of services.

Some examples of eligible services where cost-recovery fees might be appropriate could include the following;

- Fire inspection of occupancy on request
- Liquor license inspection
- Inspection for occupancy load certificate

[83] Realistically, it is unlikely there would be a 100% collection rate. It is also suggested that fees only be applied to non-resident service recipients.

[84] Fire and Emergency Services-Newfoundland and Labrador, 2015-16 Annual Report, page 16.

[85] Nova Scotia, Municipal Government Act. 1998, c. 18, s. 1

- Inspection of day-care centre
- Mobile food/beverage truck inspections
- Tent and special occasion inspections
- Response to provincial highways (non-residents)
- Inspection of trade shows and other special events
- Municipal open-fire (burning) permits
- Fire extinguisher training
- Request for smoke or carbon monoxide alarm installation
- Request for report on a fire incident (usually related to an insurance claim)
- Request for assistance in review of plans and/or development consultation (hourly rate)
- Incurred extraordinary costs as a result of an incident (e.g. excavation/demolition equipment, security, fencing, investigation, damage to infrastructure, environmental abatement, and etc.)
- Paid duty (e.g. standby for hot-work)
- False-alarm responses (preventable and excessive)

GA recommends that the municipality pursue prosecution and seek fines for violations of the Fire Code, in accordance with the provisions in the *Fire Safety Act*.

Expenses

FIREFIGHTING OPERATIONS:

This category includes the same three groups as in the historical budgets. Some changes in budget line details are suggested from those prior budgeted amounts. The budget notes opposite each item briefly explain the reasons for changes. Further discussion on selected budget line items follows on the next few pages.

				PROPOSED	$ INC/(DEC)	+/-	NOTES
			2019-2020	2020-2021	ref 2019-2020	%	
25		**EXPENSES**					
26	**FIREFIGHTING OPERATIONS:**						
27	**APPARATUS:**						
28		Regular Maintenance	108,266	115,000	6,734	6%	Vehicles are aging and require more maintenance. Some annual and semi-annual inspection and testing is not currently being done.
29		Fuel	47,500	42,000	(-5,500)	-12%	Implement fuel saving program, eliminate unneeded idling
30		Major Repairs	27,833	30,000	2,167	8%	Increase to get Brooklyn E1 serviceable, designate as a reserve pumper
31		Annual Safety and Functional Inspections	14,867	14,000	(-867)	-6%	Legislated. Need to increase inspections to annual major and semi-annual minor
32		**sub-total:**	**198,466**	**201,000**	2,534	1%	
33	**EQUIPMENT:**						
34		SCBA Testing and Servicing	25,533	35,000	9,467	37%	Legislated: All SCBA, PPE, must be inspected and tested annually. Implement an annual fit-testing program for all firefighters.
35		Testing, Maintenance, & Repair	40,500	52,000	11,500	28%	Legislated: All fire hose must be tested annually. Standards requires testing of ladders, appliances annually.
36		Other	15,750	14,000	(-1,750)	-11%	Reduce unspecified other amounts
37		**sub-total:**	**81,783**	**101,000**	19,217	23%	
38	**COMMUNICATIONS:**						
39		Dispatch Services	41,367	40,000	(-1,367)	-3%	Valley Communications ($36,053.33 annual) Contract expires June/2020
40		Radio Testing, Maintenance, & Repair	11,000	25,440	14,440	131%	Radio equipment maintenance contract ($120/radio)
41		Pager Testing, Maintenance, & Repair		4,000			Pager servicing, approximately 20 per yr @ $200
42		**sub-total:**	**52,367**	**69,440**	17,073	33%	
43							
44		**TOTAL Firefighting Operations:**	**332,616**	**371,440**	38,824	12%	

Regular Maintenance: Repairs and maintenance should be done in accordance with the requirements in NFPA-1911[86], which is the industry benchmark and best practice. A certified Emergency Vehicle Technician should be servicing all the firefighting related components on the apparatus. The standard also requires certain testing be done annually, and different levels of condition assessments be done semi-annually. Not all fire apparatus is currently be inspected and tested to meet the standard.

[86] National Fire Protection Association; NFPA-1911, Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles.

GA recommends that one qualified and experienced fire apparatus maintenance service provider do all the servicing on all fire fleet vehicles.

Annual Safety and Functional Inspections: This is closely related to the regular maintenance of the fire apparatus. Safety inspections are mandated by the Province. Functional Inspections are done by a third-party fire apparatus inspector and these inspections verify/certify the condition of the powertrain, pump, foam system, and aerial ladder device; and that these components continue to meet their certified performance capabilities. Not all fire apparatus is currently being annually functional inspected by a third-party expert as is required.

SCBA Testing and Servicing: NS occupational health and safety legislation requires annual testing of all breathing equipment, and fit-testing of all persons who will be required to wear this equipment. Not all firefighters are being fit-tested and it is not clear that all equipment is being properly annually tested. A rigorous program is needed to ensure compliance. Increased costs are anticipated in meeting the regulations.

Equipment, Testing Maintenance and Repair: NS occupational health safety and safety legislation requires the annual inspection and testing of all fire hose and associated appliances in accordance with NFPA-1962[87]. It appears that this is not being done. Legislation also requires the annual inspection and testing of all ground-ladders[88] in accordance with NFPA-1932[89]. Neither of these inspection regimes is being consistently undertaken. Increased costs are anticipated in meeting the regulations.

Dispatch Services: The two contracts with Valley Communications expire in June 2020. A new contract will establish the final cost of this service.

[87] National Fire Protection Association; NFPA-1962, Standard for the Care, Use, Inspection, Service Testing, and Replacement of Fire Hose, Couplings, Nozzles, and Fire Hose Appliances.

[88] There are two basic categories of ladders used by the fire services. Aerial ladders are powered and mounted to a vehicle. Ground ladders are set on the ground and leaned against the structure. Ground ladders fall into many types (extension, roof, stay-pole, folding, combination, and etc.), but collectively all are called ground-ladders.

[89] National Fire Protection Association; NFPA-1932, Standard on Use, Maintenance, and Service Testing of In-Service Fire Department Ground Ladders.

Radio Testing Maintenance and Repair: The cost of purchasing radios, pagers, and associated batteries has been moved to Minor Capital. What remains is the cost of an annual service contract for the testing and maintenance of mobile, portable, repeater, and base station radios.

Pager Testing Maintenance and Repair: The cost of maintaining pagers is stated in its own budget line. Pager maintenance can either be done on a parts and labour basis or through a flat rate per pager repair service contract. The flat rate is generally more economical. Previous experience indicates that approximately 10% of pagers will need servicing in any given year.

OTHER OPERATIONAL EXPENSES

This category contains the same four groups as historical budgets. Some changes are suggested from the prior budgeted amounts. The budget notes opposite each item briefly explains the reasons.

				PROPOSED	$ INC/(DEC)	+/-	NOTES
			2019-2020	2020-2021	ref 2019-2020	%	
46	**OTHER OPERATIONAL EXPENSES:**						
47	**TRAINING:**						
48		Fire School	69,133	60,000	(-9,133)	-13%	NS Firefighter School (Waverley), third-party training, conventions and conferences
49		Medical First Responder Program	10,000	10,000	0	0%	MFR program in support of EHS
50		Seminars/Training Materials	16,767	16,000	(-767)	-5%	In-house training costs, reference/student materials
51		Travel/Meals/Misc Expenses	13,333	12,000	(-1,333)	-10%	Associated costs
52		**sub-total:**	**109,233**	**98,000**	(-11,233)	-10%	
53	**FIRE STATION:**						
54		Light & Power	52,853	52,000	(-853)	-2%	8 fire stations
55		Heating	30,000	32,000	2,000	7%	8 fire stations
56		General Maintenance	51,300	37,000	(-14,300)	-28%	General Maintenance of facilities (8 stations), water costs
57		Emergency Equipment M&R	8,950	9,000	50	1%	Backup Generator maintenance
58		Snow Removal/Grounds Keeping	38,767	31,000	(-7,767)	-20%	Competitive contract needed
59		Renovations and Large Repairs	41,663	35,000	(-6,663)	-16%	Unknown what is needed here, majority of costs is WFD share of Stephens building
60		Other	85,260	85,000	(-260)	-0%	Majority of this cost is WFD allocated share of the Stephens building
61		**sub-total:**	**308,793**	**281,000**	(-27,793)	-9%	

Fire School: Previously this category was termed Fire School Level I which was a misnomer. Courses taken at the Fire School include more than Level I, so the name has been changed to include all Fire School and third-party sourced training. Costs and travel are anticipated to be lower if the Fire School extension courses are used to bring more training to the Region instead of firefighters traveling to Waverley as often.

GA has not audited the current Fire School costs but would not be surprised if they also contain the cost of conventions and conferences, and other similar professional development events, since there is no pre-existing budget line for these items. If correct, then these costs should be broken out in future budgets for better tracking.

General Maintenance: The maintenance costs for the Windsor fire station are not broken out but are instead provided as a percentage of the entire WB Stephens building.

GA recommends that a better understanding be undertaken on Windsor fire station actual costs as part of a possible justification for a new facility. Water costs for serviced stations (Windsor, Hantsport) do not have a separate budget line and are therefore unknown.

Snow Removal/Grounds Keeping: It may be possible to reduce these costs by use of Regional staff and/or a negotiated contract for all fire/regional facilities that will lower costs.

Renovations and Large Repairs, and *Other*: These budget lines are significantly driven by the allocated costs for the Windsor fire station. The comment made under the General Maintenance budget line applies here as well.

ADMINISTRATION:

			2019-2020	PROPOSED 2020-2021	$ INC/(DEC) ref 2019-2020	+/- %	NOTES
62	**ADMINISTRATION:**						
63		Salaries: Full-Time, Part-Time	129,137	517,260	388,123	301%	Director/Chief (FT), Assistant Chief (FT), Admin Assist (FT), Inspector (1.5 FT), Div Chief (.75 PT), Stn Mtce (3.75 PT), Investigators (20% PT)
64		Benefits: Full-Time, Part-Time		94,784			25% of FT salary, 7.5% of PT
65		Volunteer Firefighter Honourarium	200,100	225,000	24,900	12%	Harmonization may increase costs
		Volunteer Benefits (WCB, AD&D, MFAP, off	48,385	85,146	36,761	76%	Volunteer WCB ($291.4x190); VFIS ($30k) for $200 AD&D, MFAP, 24/7 coverage for 100 ffs at $114, 50% copay.
66		Telephone	25,873	22,000	(-3,873)	-15%	Corporate phone rate?
67		Industry Canada Radio Licenses	1,060	9,400	8,340		Collected from various accounts. Fully licensed
68		Radio Lease (TMR), Cell Phones	38,167	38,000	(-167)	-0%	Radio lease (TMR $5000), and pager leasing, cell phone costs (details unknown).
69		Office Supplies	6,983	8,000	1,017	15%	Supply through corporate accounts
70		Publications/Subscriptions	33	2,000	1,967		NFPA subscription for the Fire Department
71		Memberships Professional Assn's	2,335	2,200	(-135)	-6%	FIANS ($350), FSANS ($40x8), CAFC ($280), NFPA ($225), CAFI ($550 for 10 members), MFCA ($50),
72		Legal/Audit fees	13,950	12,000	(-1,950)	-14%	Do not know what is currently in this account for highly variable historical value. There will be title search costs, prosecutor costs, court costs, society auditor fees
73		Bank fee/Interest	5,200	2,500	(-2,700)	-52%	Society costs. Benefits to a negotiated single provider?
75		Insurance: Liability/Fire/Theft/3rd Party	16,000	16,000	0	0%	Corporate 3rd party insurance, fire & theft. Fire Department individual liability insurance, fire & theft. Is there overlap currently?
76		Insurance: Vehicles	77,853	70,000	(-7,853)	-10%	Corporate fleet insurance should reduce costs. Coverage should be examined. Own risk/deductible can reduce costs
77		Computers and Software	14,527	10,000	(-4,527)	-31%	Includes software costs for I am Responding ($800pa)
78		Public Events	17,800	15,000	(-2,800)	-16%	Annual honours and service awards event. Parades
79		Fire Prevention	700	4,000	3,300	471%	Fire Prevention Week blitz, smoke alarm program
80		Other	31,150	30,000	(-1,150)	-4%	Has included WCB in past. This has been a catch-all account. Contents unknown. Costs need to be redistributed to specific accounts.
81		**sub-total:**	**629,253**	**1,163,290**	534,037	85%	

Salaries: Full-Time, Part-Time: All salaries for recommended positions associated with *Organizational Option #3* appear on this line as indicated in the budget notes. Currently there are staffing costs that includes the Windsor fire chief, a number of part-time maintenance staff who continue to work at the various fire stations in W/WH, and 1.5 fire-inspectors currently with Planning and Development. Please see **ORGANIZATION AND STAFFING** starting on page **83** for a full discussion on GA's recommendation for staffing.

Volunteer Firefighter Honourarium: GA is recommending that a fair and equitable honourarium policy be established that applies to all volunteer firefighters across the Region. The chart shown on page **295** suggests that the past practice may not be equitable.

GA recommends that a fair and equitable honourarium policy be established that applies to all volunteer firefighters across the Region.

Volunteer Benefits: This is a new budget line. It covers the cost of recommended volunteer firefighter benefits, some of which are available now to some of the firefighters, but not all, and there currently is variability in the amount of benefit provided.

GA recommends that the following benefits be provided by the municipality to all volunteer firefighters; Provincial Workers Compensation Benefits ($62k insured amount), VFIS AD&D and disability coverage ($200k on-duty principal amount, disability weekly $700 maximum), VFIS MFAP (member and family assistance program for mental health), VFIS 24/7 (off-duty accident and sickness, 50/50 co-pay with firefighter who subscribes).

Industry Canada Radio Licenses: There are federal fees associated with the use of the radio spectrum in Canada. The annual fee for portable and mobile radios is $40.80 per radio. Currently the fire departments in the region have 161 VHF radios and 38 TMR radios that require licensing. The annual fee for base stations and repeaters is $52.80 per frequency, meaning the minimum annual fee is $105.60, and likely more since every channel adds this amount to the fee, and W/WH fire departments use six VHF channels. It is our understanding there are 6 bases and 3 repeaters in W/WH.

It was not possible to identify the current costs for radio licensing since these costs were not broken out of the various places in the budget that they appeared to have been included. The benchmark budget calculates the costs based on known numbers of current radios.

TMR portable/mobile radios that were provided (seeded) to the fire departments by the province do not require licensing. That is provided by the province. Currently the fire departments have 54 seeded radios.

Radio Lease: The fire departments currently own an additional 38+/- TMR radios; in addition to those provided by the province. The annual access fee for using these on the TMR system is $120 per radio (approximate annual total $4,560). Also included is cell and pager lease costs. The details of these are unknown and should be examined for need and costs.

Memberships: It is important for the fire service to network and keep abreast of developments in the industry, many of which deal with developing liability and health/safety issues. Membership

in some key organizations is recommended: FIANS Fire Inspectors Association of Nova Scotia, FSANS Fire Services Association of Nova Scotia, CAFC Canadian Association of Fire Chiefs, NFPA National Fire Protection Association, CAFI Canadian Association of Fire Investigators, MFCA Maritime Fire Chiefs Association.

Legal Audit fees: This budget line likely previously included costs associated with the fire departments annual financial audit. Now included in this benchmark budget is costs related to issuing Orders and swearing of information/summons under the Fire Prevention Act related to Fire Code enforcement (for example; title searches, summons servers, prosecution services).

Insurance Vehicles: A corporate fleet coverage policy for all fire fleet/municipal fleet vehicles could secure savings vs several policies.

GA recommends that an insurance specialist be hired to review insurance policies and coverage options in order to prepare an RFP that obtains needed/desired coverage at best value. Self-insurance (i.e. deductible) risk assessments should be considered.

Computers and Software: Computer services are averaging over $10k annually. GA is uncertain if this is good value. Now included in this line is the annual subscription rate for "IamResponding" which is software/application that allows the volunteer firefighter to use their smart-phone to advise that they are responding to the incident. This is useful information for the incident commander and station officers.

Fire Prevention: Basic fire prevention activities has traditionally been done at the local level. Further support for these activities is needed and encouraged.

Administration; Other: Not all stations are contributing to this budget line, however some are contributing between 10% and 20% of their administration budget and one up to 40%. Fire departments should be encouraged to better discriminate funding needs.

Minor Capital Expense Needs

A review of the inventory of Minor Capital equipment in the fire departments of W/WH indicates there is a need to replenish a portion of these items on an annual basis. These items do not include large capital assets such as vehicles, buildings, and other long lasting and higher-dollar capital projects. They are instead smaller-cost, semi-durable, assets that would be counted in an assessment of current assets, but are on the other-hand of relatively short life span (less than +/-15 years) and of relatively low cost. This subject is first discussed on page **254** of this chapter.

A four-year average of recent W/WH expenditures on Minor Capital projects is $243,625 and this amount has been declining, with the 2019/20 contribution below the average.

GA recommends that expenditures on minor capital equipment be increased since they are currently below sustainable service-requirements.

						ANALYSIS			
		2016-2017	2017-2018	2018-2019	2019-2020	4-Year Total	4-Year AVG	3-Year AVG	2-Year AVG
82	MINOR CAPITAL:								
83	Fire/Rescue Equipment, PPE	181,218	252,630	259,823	225,831	919,502	229,875	246,095	242,827
84	Uniforms	14,500	17,000	12,000	11,500	55,000	13,750	13,500	11,750
85	**sub-total:**	**195,718**	**269,630**	**271,823**	**237,331**	974,502	243,625	259,595	254,577

GA recommends that the need for the purchase of minor capital items be evaluated on the basis of the required inventory of items (e.g. how many 2½-inch fire hoses are needed) and each items' expected life-span. Such an evaluation would reveal the needed replacement rate for all such items. Coupled with their current individual costs, it is possible to calculate an average minor capital expenditure demand for budgeting purposes. This analysis has been done; please see **Details of Minor Capital** starting on page **275**.

One of the big benefits of this annual minor capital replacement concept, for management and Council, is it facilitates a steady budget contribution on an annual basis, and thereby avoids a substantial increase in one budget year, to address a critical shortfall in equipment, followed by a corresponding drop the following year, an undesirable cycle that can be avoided.

For a specific example, firefighter protective clothing (PPE) costs about $2,000 per firefighter and has a maximum lifespan of 10 years, some components much less (e.g. gloves). There is a need to replace some of this every year to provide PPE for new firefighters and to replace expired or damaged gear. Largely, this is a very dynamic challenge and difficult to accurately plan.

There are two possible strategies to approach the need to replace PPE. One is to allow the demand for replacement/new PPE to build up as the current equipment is destroyed/ages, and also as new firefighters join; then apply through the budget process for a substantial capital budget item to replace large portions or all of the 190+/- sets needed. To replace all sets would cost approximately $380k, and would have to be approved as a first priority. The consequences of this strategy are a steady reduction in service as current gear expires or is no longer useable, and/or an increase in firefighter risk (municipal liability) as their PPE no longer does its job.

GA recommends that a number of bunker gear sets be purchased annually. Blanket purchasing contracts should be signed that permit the fire department to purchase/requisition annually, say over a 5 or 7-year period, estimated maximum/minimum numbers of firefighters' PPE components, at agreed prices. This strategy allows the fire department to quickly react to unplanned changes in the status of their critical PPE inventory and immediately take pre-approved action to address the need. It also smooths out large variations in the annual budgeting process.

The above recommended strategy should be applied to all minor capital equipment in the fire department. The same needs and advantages would apply.

DETAILS OF MINOR CAPITAL RECOMMENDATIONS

The spreadsheet analysis, that starts on the following page, shows the scope of minor capital needs and the annual estimated costs of applying the above recommended strategy. The spreadsheet shows ten years of projected spending, starting in the year 2020.

MINOR CAPITAL PAGE 1:

The following is an explanation of what is in this workbook,

- Column D is the life expectancy, in years, of the particular item.
- Column E is the recommended inventory, of the particular item, that the six W/WH fire stations should collectively have in service.
- Column F is the estimated individual cost of each item. Pricing may vary from that noted, and often better pricing is available when obtaining quotations from competing vendors for the same item, especially when group purchasing of standardized equipment, as a Region.
- Column G is the recommended quantity that, on average, should be purchased annually for each item. It is largely based on the inventory divided by the service life.
- Under each year column is a number opposite the items. These are the annual numbers of that item that GA proposes be purchased in that year. Some items are grouped in the same year, for example lines 53-56, because these items when purchased together form a system and will attract better pricing if purchased that way.

Annual Minor Capital Needs: (20-year projected)

A	B	C	D	E	F	G	Annual Average cost (2020 - 2039): $	316,160	+/- vs avg: Surplus / (-Deficit)									
	Station:	ALL STATIONS, REGION-WIDE			Estimated YEAR 2019 Costs for Items	+/- avg:	(-$27,160)	(-$10,900)	(-$6,660)	(-$920)	$4,136	$2,100	(-$5,260)	$3,800	(-$40,980)	$8,496
	2019 dollars					Annual $:	343,320	327,060	322,820	317,080	312,024	314,060	321,420	312,360	357,140	307,664
	Class	Item	Life	INV	Unit Cost	Ann'l QTY	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
1	Respiratory:	SCBA Paks (Scott X3, 4.5, no botttle)(8	15	97	$ 6,500	6.5	7	6	7	6	7	6	7	6	7	6
2		SCBA Bottles (30 min, 4.5, carbon)	15	204	$ 1,600	13.6	13	14	13	14	13	14	13	14	13	14
3		SCBA Masks (AV-3000HT spares)	15	107	$ 600	3.2	3	3	3	3	3	3	3	3	3	3
4		PAPRs	7	4	$ 1,200	0.6	2	2						2	2	
5		Fit Tester	15	1	$ 17,000	0.1		1								
6		Cascade Bottles	15													
7		PASS Alarms (not integrated)	15													
8		Air Pak upgrade Kits	15	40	$ 3,000	2.7	3	3	3	3	3	3	3	3	3	3
9																
10					Class Sub-TOTAL:		79,500	91,600	77,100	72,200	77,100	72,200	77,100	74,600	79,500	72,200
11	Firefighting:	Ground Ladders, 40'	25	2	$ 2,100	0.1										1
12		Ground Ladders, 35'	25	6	$ 1,800	0.2					1					1
13		Ground Ladders, 24'	25	17	$ 1,300	0.7		1		1		1		1		1
14		Ground Ladders, 14'	25	34	$ 600	1.4			2			2			2	
15		1-1/2" hose (forestry, Mercedes Firebr	10	50	$ 225	5.0	5	5	5	5	5	5	5	5	5	5
16		1-3/4" hose (Kraken EXO, 50')	10	300	$ 325	30.0	30	30	30	30	30	30	30	30	30	30
17		2-1/2" hose (Kraken EXO, 50')	10	300	$ 460	30.0	30	30	30	30	30	30	30	30	30	30
18		3" hose	10	0												
19		4" hose (legacy)	10	0	$ 1,000											
20		5" hose (Mercedes MegaFlo, 100')	15	180	$ 1,150	12.0	12	12	12	12	12	12	12	12	12	12
21		Hard Suction Hose, 6"	25	26												
22		Hard Suction Hose, 5"	25	13												
23		Hard Suction Hose, 4"	25													
24		Hard Suction Hose, 2-1/2"	25	1												
25		Port-A-Tanks (3500 USAgal)	15	5	$ 3,000	0.3		1			1			1		
26		Drafting Equipment (misc.)	25		$ 1,500			1			1			1		
27		Portable Pumps, Large (CET)	7	1	$ 7,500	0.1		1		1						
28		Portable Pumps, Small (wildland)	15	2	$ 5,000	0.1			1							1
29		Portable Generators	20	11	$ 1,500	0.6				1				1		
30		Chain Saws	7	4	$ 3,000	0.6	1							1		
31		K-12 Saws	7	5	$ 3,000	0.7		1							1	
32		Forcible Entry Tools (misc.)	25		$ 350		1	1	1	1	1	1	1	1	1	1
33		Firefighting Nozzles	25	98	$ 975	3.9	4	4	4	4	4	4	4	4	4	4
34		Hose Appliances	25		$ 900		1	1	1	1	1	1	1	1	1	1
35		Ventilation Fans	15	6	$ 5,554	0.4					1					1
36		Firefighting Tools (misc.)	25		$ 500		1	1	1	1	1	1	1	1	1	1
37		Thermal Imaging Cameras	7	6	$ 10,000	0.9	3								6	
38		Rechargeable Flash Lights	7	74	$ 50	10.6	10	10	10	10	10	10	10	10	10	10
39		Floodlights, portable	10		$ 950		2		2		2		2		2	
40		Electrical Equip. (misc.)	10		$ 100		1	1	1	1	1	1	1	1	1	1
41		Foam Application equipment	15													
42		Deck guns	30	10	$ 3,500	0.3										
43		TIC Battery	5	7	$ 200	1.4	1	1	1	1	1	1	1			
44																
45					Class Sub-TOTAL:		79,825	61,225	53,025	55,225	58,679	47,425	46,825	55,025	110,825	60,479

MINOR CAPITAL PAGE 2:

	Class	Item	Life	INV	Unit Cost	Ann'l QTY	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
46	**Rescue:**	Hydraulic Power Unit	15	4		0.3										
47		Hydraulic Spreaders (edraulic)	20	4	$ 18,000	0.2										
48		Hydraulic Cutters (edraulic)	20	4	$ 15,500	0.2										
49		Hydraulic Ram (edraulic)	20	5	$ 11,000	0.3										
50		Hydraulic Combi-Tool (edraulic)	20	2	$ 16,000	0.1										
51		Hydraulic tools (misc.)	20			0.0										
52		Stabilization Struts (Rescue 42 kit)	20	4	$ 7,500	0.2				1				1		
53		Air Bags Large	20	4	$ 2,000	0.2						2				
54		Air Bags Small	20	4	$ 1,500	0.2						2				
55		Air Bag Controls	20	4	$ 1,500	0.2						2				
56		Air Bag Hoses	10	8		0.8			2			2			2	
57		Blocking/Cribbing (misc.)	25	6		0.2										
58		Hand Tools (misc.)	25		$ 500	0.0	1	1	1	1	1	1	1	1	1	1
59		AutoEx Tools (misc.)	15	1	$ 500	0.1	1	1	1	1	1	1	1	1	1	1
60		Rescue Rope (NFPA)	7	5	$ 400	0.7				4					4	
61		Utility Rope	7	6	$ 130	0.9				4					4	
62		Hi/Lo Angle Hardware (misc.)	10		$ 1,000	0.0				4					4	
63		Throw Bags	7	6	$ 75	0.9					2					2
64		Inflatable Rescue Boat (Oceanid RI	10	1	$ 7,500	0.1						1				
65																
66					Class Sub-TOTAL:		1,000	1,000	1,000	14,620	1,150	18,500	1,000	8,500	7,120	1,150
67	**PPE/Safety:**	Bunker Gear (Coat/Pants)	10	200	$ 2,500	20.0	20	20	20	20	20	20	20	20	20	20
68		Bunker Gloves	7	200	$ 125	28.6	30	30	30	30	30	30	30	30	30	30
69		Bunker Boots	10	200	$ 550	20.0	20	20	20	20	20	20	20	20	20	20
70		Helmets, firefighting	10	200	$ 400	20.0	20	20	20	20	20	20	20	20	20	20
71		Balaclavas	7	200	$ 100	28.6	30	30	30	30	30	30	30	30	30	30
72		Wildland Coveralls	10	100	$ 350	10.0	10	10	10	10	10	10	10	10	10	10
73		AutoEx Gloves	7	100	$ 85	14.3	10	10	10	10	10	10	10	10	10	10
74		Chemical Suits Level A (encap for	10	0	$ 1,850	0.0										
75		Chemical Suits Level B (encap, SC	10	0	$ 800	0.0										
76		Chemical Suits Level C (splash, SC	10	6	$ 200	4.0	4	4	4	4	4	4	4	4	4	4
77		HazMat Gloves (nitrile, box 12)	5	6	$ 30	8.0	8	8	8	8	8	8	8	8	8	8
78		HazMat Boots	5	0	$ 85	0.0										
79		Water Rescue Suits	10	15	$ 2,000	1.5	2	2	2	2	2	2	2	2	2	2
80		Water Rescue Helmets	10	15	$ 200	1.5	2	2	2	2	2	2	2	2	2	2
81		PFDs (rescue)	15	15	$ 500	1.0	2		2		2		2		2	
82		Rescue Helmets	10	3	$ 180	0.3		3		3		3		3		3
83		Rescue 5-point Harness	10	6	$ 450	0.6						6				
84		Ladder Belts	10	12	$ 350	1.2					4					8
85		Traffic Vests	10	100	$ 25	10.0	10	10	10	10	10	10	10	10	10	10
86		Traffic Control Equipment	10			0.0										
87		Traffic Cones (5 per vehicle to mee	15	155	$ 60	10.3	8	8	8	8	8	8	8	8	8	8
88		Accountability Equipment	15		$ 300	0.3	1			1			1			1
89		Incident Command (misc)	15		$ 1,500	0.3	1			1			1			1
90		Helmet lights	7	50	$ 75	7.1	3	3	3	3	3	3	3	3	3	3
91																
92					Class Sub-TOTAL:		89,295	87,035	87,495	88,835	88,895	89,735	89,295	87,035	87,495	91,635

MINOR CAPITAL PAGE 3:

	Class	Item	Life	INV	Unit Cost	Ann'l QTY	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
93	**Haz-Mat:**	Gas Detection (1 per station plus 1 s	7	7	$ 3,000	1.0			1				7			
94		Overpak Drums/Pails	15			0.0										
95		Decon Equipment	10			0.0										
96		Leak Kits	15			0.0										
97		Tents	10			0.0										
98																
99					Class Sub-TOTAL:		-	-	3,000	-	-	-	21,000	-	-	-
100	**Communica**	Portable Radios (TMR)	10	160	$ 3,500	16.0	20	20	20	20	20	20	20	20	16	16
101		Portable Radios (VHF, MARINE)	10	6	$ 1,500	0.6					3					
102		Radio Batteries (portabe radios)	4	166	$ 100	41.5	48	48	48	48	48	48	48	48	48	48
103		Mobile Radios (TMR)	25	31	$ 4,500	1.2										
104		Mobile Radios (VHF MARINE)	25	6	$ 900	0.2										
105		Base Radios (TMR, 1 per station)	25	6	$ 4,500	0.2										
106		Repeater Radios (VHF paging)	20	3	$ 10,000	0.2										1
107		Radio Towers (small)	30		$ 75,000	0.0										
108		Pagers	7	215	$ 600	30.7	24	24	24	24	24	24	24	24	24	24
109		Fax Machines	7		$ 300	0.0										
110		Modems	5			0.0										
111		Routers	5			0.0										
112		Hubs, etc.	5			0.0										
113		Pager batteries	3	190	$ 30	63.3	60	60	60	60	60	60	60	60	60	60
114					Class Sub-TOTAL:		86,200	86,200	86,200	86,200	86,200	86,200	86,200	86,200	72,200	82,200
115	**Medical:**	AEDs	5	10	$ 1,500	2.0										
116		Oxygen Equipment	5			0.0										
117		Backboards	25		$ 300	0.0										
118		Stokes Baskets (1 per aerial)	25	3	$ 1,000	0.1								1		
119		Medical **Equipment** (misc.)	5			0.0										
120																
121					Class Sub-TOTAL:		-	-	-	-	-	-	-	1,000	-	-
122	**Station Equ**	Shop Tools (misc.)	20			0.0										
123		Computers and Accessories	5		$ 2,500	0.0	1									
124		Furniture	25		$ 200	0.0										
125		Extractor/Washers for PPE (1 per s	20	6	$ 15,000	0.3			1							
126		Bunker Gear Dryers (2 per station)	20	12	$ 2,500	0.6										
127		Pressure Washers	20		$ 500	0.0										
128		Hose Washers (one for Region)	20	1	$ 15,000	0.1										
129		Hose Testers (one for Region)	20	1	$ 5,000	0.1	1									
130		File Cabinets	30			0.0										
131		Flammable Liquids Cabinets	30			0.0										
132		Battery Chargers	15		$ 200	0.0										
133		Utility Air Compressors	15		$ 3,000	0.0										
134		Exhaust Extractor Misc.	10			0.0										
135																
136					Class Sub-TOTAL:		7,500		15,000							

Based on our analysis, minor capital purchases have been underfunded over the past four years. The workbook actually extends out to the year 2039 (not shown) and produces a 20-year average

of $316k; i.e. the amount of sustainable funds needed annually (in 2019 dollars) for minor capital purchases.

GA recommends that $300k (2019 dollars) be the target as a long-term plan for annual minor capital budgeting, until experience proves this is/not sufficient. However, as shown in the workbook that requirement for funds appears to be front-end loaded based on the expressed current needs of the fire departments. In the short term, Council may want to consider a temporary increase in that amount for the first three years. The benchmark budget shows $340k in 2020/21 for this reason.

GA recommends that the Director of Public Safety/Fire Chief manage the purchasing of minor capital equipment, for several reasons. With advice from the District Chief Management Committee he should set priorities on what equipment will be purchased that year.

GA recommends that the Director of Public Safety/Fire Chief have discretionary powers to make adjustments, within the approved minor capital budget total, to annually determine the exact mix of minor capital purchases according to immediate need. In this way, the fire department will be able to more quickly reset priorities as equipment is lost or damaged during the year or after a major fire/incident, balanced with other equipment expiry deadlines.

GA recommends that any surplus minor capital funds at the end of the fiscal year (if any) be placed into a revolving reserve account for the future purchase of minor capital equipment.

GA recommends that the surplus minor capital revolving reserve account have a set maximum amount of approximately $100,000. If in any given future year there is an unprecedented or emergency need to make minor capital purchases and there are insufficient budgeted funds, a mechanism should be in place for the Director of Public Safety/Fire Chief to request Council to release additional funds to cover the need.

The regional fire chief should manage the purchasing process. In this way municipal purchasing procedures will be followed, region-wide purchasing of standardized equipment will occur, and best value for public funds should result.

The following shows the minor capital benchmark budget recommendation.

				PROPOSED	$ INC/(DEC)	+/-	NOTES
			2019-2020	2020-2021	ref 2019-2020	%	
82	**MINOR CAPITAL:**						
83		Fire/Rescue Equipment, PPE	225,831	330,000	104,169	46%	Reference the Minor Capital budget forecast
84		Uniforms	11,500	10,000	(-1,500)	-13%	
85		**sub-total:**	**237,331**	**340,000**	102,669	43%	

Long Term Debt

The benchmark budget carries-forward the existing debt servicing amounts. The details of the debts were not investigated, so it is not reported here when they will be cleared.

				PROPOSED	$ INC/(DEC)	+/-	NOTES
			2019-2020	2020-2021	ref 2019-2020	%	
89	LONG-TERM DEBT PAYMENTS:						
90		Principle	797,627	797,000	(-627)	-0%	Outstanding debt servicing
91		Interest	169,309	170,000	691	0%	Outstanding debt servicing
92		Long Term Debt	107,737	107,700	(-37)	-0%	Outstanding debt servicing
93		**Total Long Term Debt:**	**1,074,673**	**1,074,700**	27	0%	

Major Capital Needs

As shown in the snapshot on page **261**, the four-year average of recent W/WH direct expenditures on Major Capital projects is $145,619, and this amount has been declining, with the 2019/20 contribution at $28,650. In part, this variability is due to the nature of capital projects; they do not necessarily reoccur annually and some can be very costly. In addition, the municipal consolidation's spending freeze has undoubtably affected current spending.

Replacing Fire Trucks

One recurring demand for capital monies is the purchase of fire apparatus and utility vehicles. Once the requirement to have particular types of fire apparatus/support vehicles, and the number thereof is determined, it becomes possible to project into future years the capital funding demands for their replacement. This means, there is the opportunity to plan for the upcoming expenditures, to know fairly accurately what the costs will be, and to decide the funding strategy by which the capital demands will be met.

A brief discussion on fire apparatus replacement criteria will assist with understanding GA's budget recommendations on this subject.

A review of the current state of major fire department assets in W/WH shows a need to replace vehicles (fire apparatus) on a regular schedule that meets needs and best practices. NFPA-1911[90] recommends;

> "In the last 10 to 15 years, much progress has been made in upgrading functional capabilities and improving the safety features of fire apparatus. Apparatus more than 15 years old might include only a few of the safety upgrades required by the recent editions of the NFPA fire department apparatus standards … It is recommended that apparatus more than 15 years old that have been properly maintained and that are still in serviceable condition be placed in reserve status; be upgraded in accordance with NFPA-1912; and incorporate as many features as possible of the current fire apparatus standard (see Section D.3). This will ensure that, while the apparatus might not totally comply with the current editions of the automotive fire apparatus standards, many of the improvements and upgrades required by the current editions of the standards are available to the fire fighters who use the apparatus."

NFPA-1911 goes on to say that the original purchase of good quality, with good ongoing maintenance, and periodic upgrading to keep pace with safety and function improvements, can extend apparatus serviceable life somewhat.

[90] National Fire Protection Association; NFPA-1911, Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles, 2017 edition; Annex D.1

The other major arbiter of fire apparatus age and condition is the Fire Underwriters Survey (FUS), who published[91] the following guidance table;

Table 1 Service Schedule for Fire Apparatus For Fire Insurance Grading Purposes

Apparatus Age	Major Cities [3]	Medium Sized Cities [4]	Small Communities [5] and Rural Centres
0 – 15 Years	First Line Duty	First Line Duty	First Line Duty
16 – 20 Years	Reserve	2nd Line Duty	First Line Duty
20 – 25 Years [1]	No Credit in Grading	No Credit in Grading *or* *Reserve [2]*	No Credit in Grading *or* *2nd Line Duty [2]*
26 – 29 Years [1]	No Credit in Grading	No Credit in Grading *or* *Reserve [2]*	No Credit in Grading *or* *Reserve [2]*
30 Years +	No Credit in Grading	No Credit in Grading	No Credit in Grading

[1] All listed fire apparatus 20 years of age and older are required to be service tested by recognized testing agency on an annual basis to be eligible for grading recognition. (NFPA 1071)

[2] Exceptions to age status may be considered in a small to medium sized communities and rural centres conditionally, when apparatus condition is acceptable and apparatus successfully passes required testing.

[3] Major Cities are defined as an incorporated or unincorporated community that has:
- *a populated area (or multiple areas) with a density of at least 400 people per square kilometre; AND*
- *a total population of 100,000 or greater.*

[4] Medium Communities are defined as an incorporated or unincorporated community that has:
- *a populated area (or multiple areas) with a density of at least 200 people per square kilometre; AND/OR*
- *a total population of 1,000 or greater.*

[5] Small Communities are defined as an incorporated or unincorporated community that has:
- *no populated areas with densities that exceed 200 people per square kilometre; AND*
- *does not have a total population in excess of 1,000.*

FUS is the organization that conducts detailed surveys of municipal fire protection capabilities for the purposes of recommending fire protection grades to the insurance industry. FUS recommendations are highly regarded as a consistent yardstick for comparison to past and future capabilities in fire protection, and their conclusions (ratings) can affect fire insurance costs for individual property owners.

It is clear that both NFPA and FUS consider 15 years as the maximum front-line serviceable age of fire apparatus. However, FUS does recognize that low incident volumes, quality purchases, and good maintenance, proved by testing, can extend the front-line serviceable age to 20 years, followed by up to 5 years in reserve for smaller communities. Front-line means that the apparatus is relied on to be a mainstay for fire protection. Reserve means that it is not so relied on, but can periodically step into a front-line role when needed (e.g. as a maintenance spare).

[91] Fire Underwriters Survey/OPTA, Technical Bulletin, Insurance Grading Recognition of Used or Rebuilt Fire Apparatus, 2014.

GA recommends that the following fire apparatus replacement schedule be adopted for the purposes of determining fire apparatus suitability for continued service and as a budget planning tool for fire apparatus replacement.

RECOMMENDED SERVICE LENGTH FOR FIRE APPARATUS

Type	Condition	Max Age	Service
Pumper	Purchased to NFPA-1901 standard, certified and periodically tested in accordance with FUS/ULC	20 years	First-line duty
Pumper	Purchased to NFPA-1901 standard, certified and periodically tested in accordance with FUS/ULC	25 years	Reserve use
Aerial/Quint	Purchased to NFPA-1901 standard, certified and periodically tested in accordance with FUS/ULC	20 years	First-line duty
Aerial/Quint	Purchased to NFPA-1901 standard, certified and periodically tested in accordance with FUS/ULC	25 years	Reserve use
Rescue	Purchased to appropriate portions of NFPA-1901 standard	25 years	First-line duty
Rescue	Purchased to appropriate portions of NFPA-1901 standard	30 years	Reserve use
Utility vehicles	Light duty chassis	15 years	First-line duty
Utility vehicles	Light duty chassis	20 years	Reserve use
All other vehicles/apparatus	RTV, rescue boat, trailers, etc.	Case-by-case basis	First-line duty or reserve

Currently there are in service in the fire departments of W/WH the following numbers of fire apparatus and utility vehicles;

CURRENT APPARATUS INVENTORY AND ASSIGNMENT

Station	Pumper	Tanker *	Aerial	Rescue	Utility	RTV	Boat
Windsor	3	1	2	1	2	1	1
Hantsport	2	1	0	1	2	0	0
SWH	0	1	0	1	0	0	0
Brooklyn	2	1	1	1	1	1	0
TMP	2♦	1	0	0	1	0	0
Summerville	1	2	0	0	1	1	1
Totals:	**10**	**7**	**3**	**4**	**7**	**3**	**2**

***** All current tankers have large pumps, equivalent to that of a pumper
♦ One of these pumpers is currently out of service

Several of the existing vehicles are long past their replacement need, both in age and condition. Both aerials in Windsor should no longer be in the fleet. One has an aerial device failure (structural) and will not pass the aerial device certification inspection. The other has a pump that

will not pass ULC[92] testing and is no longer certified. One of these aerials is 35 years old and the other is 30 years old. Both manufacturers are long out of business and the aerials are obsolete.

Brooklyn has a pumper that is out of service for mechanical reasons (unspecified) and is also 32 years old. It is currently parked at the Three Mile Plains station, and is shown on their inventory in the table just above.

In total, there are six vehicles that require immediate replacement based on their serviceability and/or their age. These include an aerial, three pumpers, and two rescues. In addition to these six;

GA recommends that Windsor's other aerial (ALF) be scrapped without direct replacement (more on that later) and an unsuitable wildland/urban interface pumper be sold.

GA recommends for the future, the following numbers and types of **first-line duty** fire apparatus allocations. These numbers can be accomplished through attrition as current apparatus age-out.

RECOMMENDED FIRST-LINE DUTY FIRE APPARATUS AND ASSIGNMENT

Station	Pumper	Pumper/Tanker	Quint	Aerial	Rescue	Utility	RTV	Boat
Windsor	2	1	0	1	1	2	1	1
Hantsport	1	1	1	0	1	1	0	0
SWH	1	1	0	0	0	0	0	0
Brooklyn	2	1	0	0	1	1	1	0
TMP	1	1	0	1	0	1	0	0
Summerville	1	1	0	0	1	1	1	1
Totals:	**8**	**6**	**1**	**2**	**4**	**6**	**3**	**2**

GA recommends that two older (no longer first-line) pumpers and a tanker be kept serviceable/operational as maintenance reserves. The purpose of reserves is to temporarily replace apparatus that are out of service for a day or more. They will also remain available for major incidents. The recommended capital budget reflects all of the above dispositions.

[92] Underwriters Laboratories of Canada, CAN/ULC-S515 Standard for Automobile Fire Fighting Apparatus. All new fire apparatus equipped with a fire pump must pass the ULC acceptance tests. Other ULC tests are applied to other fire apparatus types (e.g. aerial apparatus). Two types of in-service tests are also required. An annual in-service test and inspection. When new or after a rebuild the pump/aerial/systems require a full performance test. Aerials require a detailed NDE test/inspection ever 5-years.

GA recommends that a reserve pumper be placed in Brooklyn and Windsor stations, and the reserve Tanker be placed in Summerville.

More specific information on the recommended fire apparatus can be found in the Operations chapter of this report.

Other Capital Needs

There are a number of proposed new facility, and facility repair, demands on Capital funds. The main one is the replacement of the Hantsport fire station at $2,620,800. As part of this review GA has not examined in detail the need for a new fire station in Hantsport but concur with the justifications as presented to previous West Hants Council. This project should proceed when funds are available.

DETAILS OF MAJOR CAPITAL RECOMMENDATIONS

Starting on the next page are snapshots of the recommended benchmark Major Capital budget projection for the years 2020-2039. The projections are based on requested facility and equipment needs, and the calculated needs for the scheduled renewal of the fire apparatus fleet.

Overall, capital requirements are largely driven by fire apparatus replacements, but another major item in 2020 is the Hantsport fire station replacement. The total projected capital funds requirement for 2020, if every project was to proceed, is estimated at $6.794 million. The cash-flow for all capital expenditures would not all occur in the budget year as some projects would carryover into 2021 or possibly 2022.

The peak in 2020 is almost entirely a result of the pent-up need for fire apparatus replacement and the proposed Hantsport fire station. There are several smaller capital maintenance and health and safety related projects in 2020 as well. After 2020, the annual average capital demand is $660k, which includes a projected revenue of $200k in 2023 with the sale of a surplus pumper.

GA recommends an annual contribution of approximately $650k to a fire capital reserve fund to reduce the annual capital fluctuations in the fire department budgets to a minimal amount.

Adequate reserve funds would greatly reduce the need to debenture these predictable capital costs, thereby reducing the overall cost of capital purchases.

Major Capital Forecast

Starts on the next page.

Annual MAJOR Capital Needs: (20-year projected)

Recommendations - All Stations

TOTAL By Decade ($k):

Total 2020-2029:	$ 11,248
Total 2030-2039:	$ 8,090

2018 dollars

20-year Avg: $ 967

Avg 20214: $ 693

<<< Annual Totals ($k) >>>

	Class	Station	New Item Description	Replacing Current Item	Remarks	Justification	Estimated Costs for Items (2018 $) Unit Cost	6,795	654	1,194	1,000	780	30	20	90	505	90	154	750	-	780	-	3,070	3,070	50	-	216
								2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039
1	Apparatus	Windsor	Standard Aerial specification	**A4:** Aerial Platform; King/King/Snorkel (1984)	Large quantities of industrial, mixed commercial, and old stock homes/apartment conversions require quick access to aerial capability. Narrow streets, urban wiring, building size and setbacks require 110' ladder format.	Replace A4 (OOG pump failure). Current is well past end of front line service life (20 years) and reserve life (5 years). Current truck not justified for refurbishment. RETIRE CURRENT Chassis and aerial are no longer produced, company is long out of business.	$1,350,000	1																		
2	Apparatus	Windsor	Do not replace.	**A8:** Aerial Ladder; American LaFrance/American LaFrance/American LaFrance (1989)	Second aerial device in Windsor is no longer justified with Aerial/Platform now in Brooklyn and recommended Quint in Hantsport	A8 (OOG with ladder failure) and well past end of front line service life (20 years) and reserve life (5 years). Not justified for refurbishment. RETIRE CURRENT Chassis and aerial are no longer produced, company is long out of business. Aerial device was modified/refurbished before purchased second-hand.	(-$1,000)		-1																	
3	Apparatus	Windsor	Standard Pumper specification	**P6:** Pumper; E-One/Superior (2000)	Town is extensively hydrant serviced so smaller tank allows more equipment to be carried	Replacement at end of front line service life (20 years). Transfer to reserve	$750,000	1																		
4	Apparatus	Windsor	Standard Pumper-Tanker specification	**PT2:** Pumper-Tanker; International/Superior (2003)	Tanker primary mission. Can operate as a pumper when needed for large fires or secondary incidents	Replacement at end of front line service life (20 years). Transfer to reserve	$780,000				1															
5	Apparatus	Windsor	Standard rescue chassis specification. Refurbish rescue body, modernize lighting, hydraulic generator, scene lighting.	**R8:** Rescue; International/Lantz (1991)	**Regional** Heavy Rescue resource and support vehicle for the municipality; in addition to local use	Chassis beyond 25 year end of life. Refurbishment of body with new chassis is economical solution to still needed function.	$225,000				1															
6	Apparatus	Windsor	Standard Pumper specification (Rural)	**P1:** Pumper; E-One/Superior (1993)	Extensive non-hydranted response area surrounds town and requires larger water tank on first due pumper.	Replacement, well beyond its end of front line service life (20 years). Retire (too old for reserve)	$760,000	1																		
7	Apparatus	Windsor	Standard specification pickup, 4x4, plow package, bed fuel tank	**SSV8:** Utility; Dodge Ram 4x4 crew cab pickup (2008)	Utility, towing, hose carrying, equipment hauler, personnel hauler, emergency refueling of apparatus, plow can be added in future when needed.	Replacement at end of life (15 years) Personnel and equipment transport, and local operations support	$90,000				1															
8	Apparatus	Windsor	SUV (suburban) or passenger van, gasoline, AWD, 7+ seats	**V7:** Utility; Chev passenger van 2WD (2008)	**Regional** Personnel transport	Replacement at end of life (15 years)	$45,000				1															
9	Apparatus	Windsor	Do not replace. Sell	**P11:** Pumper-WUI; International/Superior (2005)	Current vehicle is not a well configured vehicle. Very hard to work from, impracticable, tank too small, 4x4, does not carry adequate pumper equipment.	Underutilized in current format. Replacement at or before end of front line service life (20 years). Recommend Sell asap while still has residual value	(-$200,000)				-1															
10	Apparatus	Windsor	Similar to current capabilities. Re-evaluate as replacement time approaches	**RTV;** Kubota off-road vehicle, tracked (2011)	Local and **Regional** off-road support	Replacement at end of life (25 years)	$50,000																	1			
11	Apparatus	Windsor	Similar to current capabilities. Re-evaluate as replacement time approaches	**Rescue Boat:** Zodiac inflatable (2005)	Inflatable boats degrade causing leaks and inflation failures and are not economically repairable. **Regional** water rescue support.	Replacement at end of life (15 years) Condition may need assessment for shorter/longer life expectancy. Outboard motor is separate issue and may last longer. Cost not included	$40,000	1																		
12	Apparatus	Hantsport	Standard specification pickup, 3500, diesel, SRW, 4x4, plow package, bed fuel tank	**R32:** Utility; Dodge Ram 3500 4x4 (2008)	Utility, towing, hose carrying, equipment hauler, personnel hauler, emergency refueling of apparatus, plow can be added in future when needed.	Replacement at end of life (15 years) Personnel and equipment transport, and local operations support	$90,000				1															
13	Apparatus	Hantsport	Standard rescue chassis specification. Refurbish rescue body, modernize lighting, hydraulic generator, scene lighting.	**R31:** Rescue; Freightliner M2/Lantz (2016)	**Regional** SCBA support unit, local use rescue	Replace chassis at end of life (25 years). Refurbishment of body with new chassis is economical solution to still needed function.	$190,000																			1
14	Apparatus	Hantsport	Standard Pumper specification (Rural)	**E12:** Pumper; Pierce Saber/Pierce (2015)	Significant rural areas (as well as intown hydranted areas) requires a larger water tank on first due engine	Replacement at end of front line service life (20 years). Transfer to reserve	$760,000																1			
15	Apparatus	Hantsport	Standard Pumper-Tanker specification	**T21:** Tanker-Pumper; Peterbilt/Superior (2013)	Tanker is primary mission. Can operate as a pumper when needed for large fires or second incidents	Replacement at end of front line service life (20 years). Transfer to reserve	$780,000														1					

				TOTAL By Decade ($k):																												
				Total 2020-2029:	$ 11,248																											
				Total 2030-2039:	$ 8,090																											
							Estimated Costs for Items (2019 $)	<<< Annual Totals ($k) >>>																									
								6,796	654	1,194	1,090	780	30	20	90	605	60	154	750	-	780	-	3,070	3,070	50	-	216
	Class	Station	New Item Description	Replacing Current Item	Remarks	Justification	Unit Cost	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039
16	Apparatus	Hantsport	Standard Quint specification	**E11:** Pumper; E-One/E-One (2002)	Industrial and old stock homes/apartment conversions require quick access to aerial capability Quint provides pumper capabilities with secondary capability as an aerial equipped vehicle	Replacement at end of front line service life (20 years). Transfer to reserve. Replaces Windsor A8 aerial capability Replaces Hantsport E11 pumper	$1,000,000			1																				
17	Apparatus	Hantsport	Do not replace, sell/scrap	**O&U32:** Utility; Ford F-150 (2004)	Not required	Retire at end of life (15 years); beyond that point now	(-$1,000)	1																				
18	Apparatus	SWH	Standard Pumper-Tanker specification	**E14:** Pumper/Tanker; Freightliner SD/Pierce (2015)	Tanker is primary mission. Can operate as a pumper when needed for large fires or second incidents	Replacement at end of front line service life (20 years). Transfer to reserve	$780,000																1				
19	Apparatus	SWH	Mid-Pumper/Rescue standard specification	**R33:** Rescue; Ford F450/Lantz (2001)	A smaller yet capable pumper is required for access to narrow cottage roads and private lanes. Paired with the pumper-tanker it will be a potent first strike capable combination until further assistance can arrive **Regional** support for severe weather and wildland/off-road firefighting support	Large tracts of difficult access cottage country with access challenges, especially in winter/spring. There is an immediate need for this vehicle. Assign current truck to reserves	$650,000		1																		
20	Apparatus	Brooklyn	Standard Pumper specification	**P1:** Pumper; Ford/Hub (1997) OOG-unspecified mechanical issues	Although Brooklyn district is un-hydranted, the increased compartment capacity is needed for fire/rescue equipment	Replacement at end of front line service life (20 years). Too old to Transfer to reserve Sell/Scrap	$750,000	1																		
21	Apparatus	Brooklyn	Standard Pumper specification (Rural)	**B8:** Pumper; Pierce/Pierce PUC (2016)	Significant rural areas requires a larger water tank on first due engine	Replacement at end of front line service life (20 years). Transfer to reserve	$760,000																	1			
22	Apparatus	Brooklyn	Standard Pumper-Tanker specification	**PT4:** Pumper-Tanker; American LaFrance/American LaFrance (2004)	Tanker is primary mission. Can operate as a pumper when needed for large fires or second incidents	Replacement well past end of front line service life (20 years) and reserve life. Not justified for refurbishment. Chassis is no longer produced, company is long out of business.	$780,000					1														
23	Apparatus	Brooklyn	Standard rescue chassis specification. New rescue body, **Regional** command support	**R5:** Utility; Dodge 550/Lantz (2010)	A 12 foot rescue body outfitted as a **Regional** Command support primary role can also be multi-role for Brooklyn for local use.	Replacement at end of life (15 years) **Regional** Command Support	$500,000									1										
24	Apparatus	Brooklyn	Standard Aerial specification, addition of platform	**Tower6:** Aerial Platform: Pierce/Pierce (2016)	The main use of this vehicle is for rescue from high buildings and firefighter access to the roof or upper floors of large/tall buildings. Tertiary use is as a water tower	Replacement at end of front line service life (20 years). Transfer to reserve	$1,500,000																	1			
25	Apparatus	Brooklyn	Standard specification pickup, 3500, diesel, SRW, 4x4, plow package, bed fuel tank	**R7:** Utility; Dodge Ram 3500 (2015)	Utility, towing, hose carrying, equipment hauler, personnel hauler, emergency refueling of apparatus, plow can be added in future when needed.	Replacement at end of life (15 years) Personnel and equipment transport, and local operations support	$90,000										1									
26	Apparatus	Brooklyn	Do not replace, transfer to reserves	**PT2:** Pumper-Tanker; Freightliner/LRB (2002)	A third pumper or a second tanker is not required if stations coordinate responses Manning is insufficient to operate this vehicle.	At end of front line service life (20 years). Transfer to reserve	$0			1																
27	Apparatus	Brooklyn	Similar to current capabilities. Re-evaluate as replacement time approaches	**RTV8:** Polaris off-road vehicle (2015)	Local and **Regional** off-road support	Replacement at end of life (25 years)	$26,000																				1
28	Apparatus	TMH	Standard Pumper specification	**B8:** Pumper; Pierce/Pierce (2015)	Large part of response area is hydrant serviced so smaller tank allows more equipment to be carried	Replacement at end of front line service life (20 years). Transfer to reserve	$750,000																1				
29	Apparatus	TMH	Standard Pumper-Tanker specification	**PT10:** Pumper-Tanker; Freightliner/Pierce (2015)	Tanker is primary mission. Can operate as a pumper when needed for large fires or second incidents	Replacement at end of front line service life (20 years). Transfer to reserve	$780,000																1				
30	Apparatus	HMH	Standard specification pickup, 3500, diesel, SRW, 4x4, plow package, bed fuel tank	**R11:** Utility; Dodge Ram 3500/Lantz (2015)	Utility, towing, hose carrying, equipment hauler, personnel hauler, emergency refueling of apparatus, plow can be added in future when needed.	At end of life (15 years), transfer to reserves	$90,000										1									
31	Apparatus	Summerville	Standard Pumper specification (Rural)	**P1:** Pumper; Freightliner/Fort Gary (2016)	Significant rural areas requires a larger water tank on first due engine	Replacement at end of front line service life (20 years). Transfer to reserve	$760,000																	1			

				TOTAL By Decade ($k):																															
				Total 2020-2029:	$	11,248																													
				Total 2030-2039:	$	8,090																													

Fire Apparatus:

In date and priority order, the following table lists the recommended fire-fleet capital projects over the next 20 years (2002-2039). The details for each item are shown on the spreadsheet on the previous three pages.

GA recommends the following table of scheduled fire apparatus replacements.

FIRE APPARATUS RECOMMENDED REPLACEMENTS, 2020-2039

Item	Cost ($2019)	Budget Year
Replace Windsor Aerial-4 with new standard aerial	$1,350,000	2020
Replace Brooklyn Pumper-1 with new standard pumper	$750,000	2020
Replace Windsor Pumper-1 with new standard pumper (rural)	$760,000	2020
Replace Windsor Pumper-5 with new standard pumper	$750,000	2020
Replace Summerville Rescue-4 with new standard chassis and new rescue body	$400,000	2020
Replace Windsor rescue boat with new Zodiac inflatable	$40,000	2020+
Replace SWH Rescue-33 with new standard midi-pumper/rescue	$650,000	2021
Replace Hantsport Engine-11 with new quint	$1,000,000	2022
Replace Windsor Pumper-Tanker-2 with new standard pumper-tanker	$780,000	2023
Refurbish Windsor Rescue-6, new standard chassis, refurbish rescue body	$225,000	2023
Replace Windsor SSV-9 with new standard utility	$90,000	2023
Replace Windsor V-7 with new passenger carrying SUV/van	$45,000	2023
Replace Hantsport R-32 with new standard utility	$90,000	2023
Replace Summerville rescue boat with new Zodiac inflatable	$60,000	2023+/-
Replace Brooklyn Pumper-Tanker-4 with new standard pumper-tanker	$780,000	2024
Summerville new standard utility	$90,000	2027
Replace Brooklyn Rescue-5 with new rescue body on new standard chassis	$500,000	2028
Replace Brooklyn Rescue-7 with new standard utility	$90,000	2029
Replace TMP Rescue-11 with new standard utility	$90,000	2030
Replace Summerville Tanker-2 with new standard pumper-tanker	$750,000	2031
Replace Hantsport Tanker-21 with new standard tanker-pumper	$780,000	2033
Replace Hantsport Engine-12 with new standard pumper (rural)	$760,000	2035
Replace SWH Engine-14 with new standard tanker-pumper	$780,000	2035
Replace TMP Squad-9 with new standard pumper	$750,000	2035
Replace TMP Pumper-Tanker-10 with new standard pumper-tanker	$780,000	2035
Replace Windsor RTV with new similar tracked off-road vehicle	$50,000	2036
Replace Brooklyn Squad-3 with new standard pumper (rural)	$760,000	2036
Replace Brooklyn Tower-6 with new standard aerial, platform version	$1,500,000	2036
Replace Summerville Pumper-1 with new standard pumper (rural)	$760,000	2036
Replace Summerville RTV with new similar tracked off-road vehicle	$50,000	2037
Refurbish Hantsport Rescue-31, new standard chassis, refurbish rescue body	$190,000	2039
Replace Brooklyn RTV-8 with new similar off-road vehicle	$26,000	2039
Fire Apparatus/Utility Vehicles 20-year Total:	**$16,476,000**	

Other Projects:

GA recommends that the Regional fire departments standardize on the heavy hydraulic equipment purchased and utilized.

GA recommends that Hurst eDRAULIC equipment be utilized exclusively. The major advantage of standardization is the training of firefighters on only one system, thereby improving the interoperability between departments at major incidents.

GA recommends that not every station needs a full set of heavy hydraulic equipment. See more detail on this subject on page **228**.

GA recommends that Windsor's rescue truck be designated as the Regional heavy rescue support apparatus, and be provisioned with multiple hydraulic rescue tools. All other stations should have a more modest set of hydraulics.

Standardization on Hurst eDRAULICS is recommended because they are battery powered. This eliminates the cost of a hydraulic power unit (pump) and the ongoing maintenance costs and safety concerns of the associated hydraulic hoses. eDRAULICS are also more powerful and versatile. Finally, eDRAULICS take considerably less compartment space on fire apparatus, and thereby increase the efficiency of the trucks to carry other equipment.

As part of this initiative, the following purchasing schedule is recommended and included in the Major Capital budget recommendation. Details are provided in lines 38-41 in the budget worksheet.

HEAVY HYDRAULIC REPLACEMENT PROGRAM

Item	Cost	Year
Two spreaders (SP777, SP333)	$36,000	2022
Two cutters (S799, S788)	$31,000	2022
Two Rams (R421, R422)	$22,000	2022
Five Combi-Tool (SC758)	$80,000	2022
Four Combi-Tool (SC758)	$64,000	2030

Two fire stations currently do not have vehicle exhaust capture systems. The other four stations are using a system made by Plymovent. Diesel soot and fumes are known carcinogens. The fire

station in Summerville and the one in South West both require exhaust capture systems to abate this risk to everyone who enters the station.

GA recommends that exhaust extraction systems for Summerville and South West stations be funded as soon as possible. They are scheduled for 2020 in the benchmark budget. The total estimated cost of these systems is $105k.

The Summerville station has a number of capital maintenance items required to protect the structure and prevent degradation due to weather infiltration. They are detail listed on the Capital worksheet on lines 44-49. The total estimated cost of these repairs is $105k.

BENCHMARK, 2020 CAPITAL

				PROPOSED	$ INC/(DEC)	+/-	NOTES
			2019-2020	2020-2021	ref 2019-2020	%	
99	CAPITAL EXPENDITURES						
100		Capital expense current year	14,540	7,019,800	7,005,260		Reference the Major Capital forecast budget, 2020 forecast items.
101		Contribution To Reserves	14,110	650,000	635,890		Annual Fire Capital Reserve contribution to finance vehicle replacements and other major capital forecast items. Reference the Major Capital forecast budget.
102		**Total Capital Expenditures:**	**$ 28,650**	**$ 7,669,800**	7,641,150		

Benchmark Budget 2020, Roll-Up

The following roll-up includes the costs of all the items discussed in the preceding pages.

				BENCHMARK	$ INC/(DEC)	+/-
			2019-2020	2020-2021	ref 2019-2020	%
25	**EXPENSES**					
26	**FIREFIGHTING OPERATIONS:**					
27	APPARATUS:	sub-total:	198,466	201,000	2,534	1%
33	EQUIPMENT:	sub-total:	81,783	101,000	19,217	23%
44		TOTAL Firefighting Operations:	332,616	371,440	38,824	12%
46	**OTHER OPERATIONAL EXPENSES:**					
47	TRAINING:	sub-total:	109,233	98,000	(-11,233)	-10%
53	FIRE STATION:	sub-total:	308,793	281,000	(-27,793)	-9%
62	ADMINISTRATION:	sub-total:	629,253	1,163,290	534,037	85%
82	MINOR CAPITAL:	sub-total:	237,331	340,000	102,669	43%
87		TOTAL Other Operational Expenses:	1,284,610	1,882,290	597,680	47%
89	**LONG-TERM DEBT PAYMENTS:**					
93		Total Long Term Debt:	1,074,673	1,074,700	27	0%
94						
95	TOTAL FIRE SERVICE OPERATIONAL EXPENSES:		$ 2,691,899	3,328,430	636,531	24%
96						
99	**CAPITAL EXPENDITURES**					
102		Total Capital Expenditures:	$ 28,650	7,669,800	7,641,150	
103						
104	TOTAL PROJECTION / BUDGET / ESTIMATE		$ 2,720,549	10,998,230	8,277,681	304%

Not including the projected Capital Expenditures, the base recommended benchmark budget shows an overall increase in fire service operational expenses (projected) of $636,531, up 24% over the 2019/20 approved budget. This increase is driven by the following items.

- Equipment servicing costs are projected to increase 23% ($19,217) because of the need to increase equipment inspections and testing to meet legislated standards.
- Communications costs are projected to increase 33% ($17,073) with the settlement of a new Valley Communications dispatching contract and the implementation of radio and pager maintenance contracts.
- Administration – Salaries and Benefits are projected to increase 301% ($388,123) with the addition of a full-time Director/Fire Chief, Assistant Chief, and Admin Assistant; and with the addition of a part-time Division Chief, and the moving of 1.5 FTE fire-inspectors from the Planning and Development Department. Salary rates were assumed, so the final cost of these staffing positions has not yet been determined.

- Volunteer benefits are projected to increase by 76% ($36,761), in part with the introduction of mandatory WSIB coverage.
- The costs for the annual purchase of minor capital equipment is projected to increase by 43% ($102,669). The projected costs are based on achieving sustainable service delivery.

GA recommends that the new Regional municipality elect the highest WSIB protection. The addition of Region-wide firefighter accident, sickness and disability (AD&D) benefits, MFAP, and off-duty AD&D coverage is included in the projected cost increase.

PROJECTED 10-YEAR BUDGET IMPACTS

As part of the fire service study GA was asked to project the impacts on the budget of service changes over the next 10-year period. Of course, any such projection is partly conjecture, based on estimates of changes in service over the projected period of time. Such service changes can be related to changes in;

- the volume of incidents,
- the types of incidents, and/or
- the staffing model (volunteer/composite/career).

Money spent on fire prevention is well spent on many levels. With respect to budgets, fire prevention can avoid some fire-response costs. An effective fire prevention program consisting of;

- public fire-safety education,
- post-fire investigations, and
- fire-inspection/enforcement.

Fire prevention can lower emergency incident volumes (i.e. fires) and their severity/impact on the property owner, and on the economy and social fabric of the community. The overall result of effective fire prevention is to lower the cost of fire losses in the community, lower insurance rates, and lower incident volumes; and thereby reduce costs for fire suppression.

The following table shows historical incident volumes in W/WH, by type;

HISTORICAL INCIDENTS BY TYPE

Type	2014	2015	2016	2017	2018	Totals	%
Fire	143	119	187	115	120	684	18%
Pre-Fire Conditions	114	101	110	133	112	570	15%
Rescue	102	99	133	141	137	612	16%
Hazard to Public/Environment	9	16	20	22	13	80	2%
Assistance	24	39	83	202	206	554	15%
Medical Assistance (MFR)	263	272	232	240	250	1,257	33%
Unclassified	12	12	9	2	1	36	1%
Totals:	**667**	**658**	**774**	**855**	**839**	**3,793**	

Incident numbers overall are trending upwards over the five years of data studied. The main drivers are rescues (mostly motor-vehicle related), pre-fire conditions (smoke in the building, etc.), and assistance (mostly mutual assistance between fire station).

The national trend with increasing medical incidents is endemic, but not apparently in W/WH where the annual medical incident volume is relatively steady. As the population continues to age, it is expected that these numbers will start to creep upwards. Medical incidents are not a core part of fire services, but a selected add-on service that Council has decided to support financially for the benefit of citizens. This support could be changed in future if found to be unsustainable. The municipality is not compelled to provide it.

Population Growth

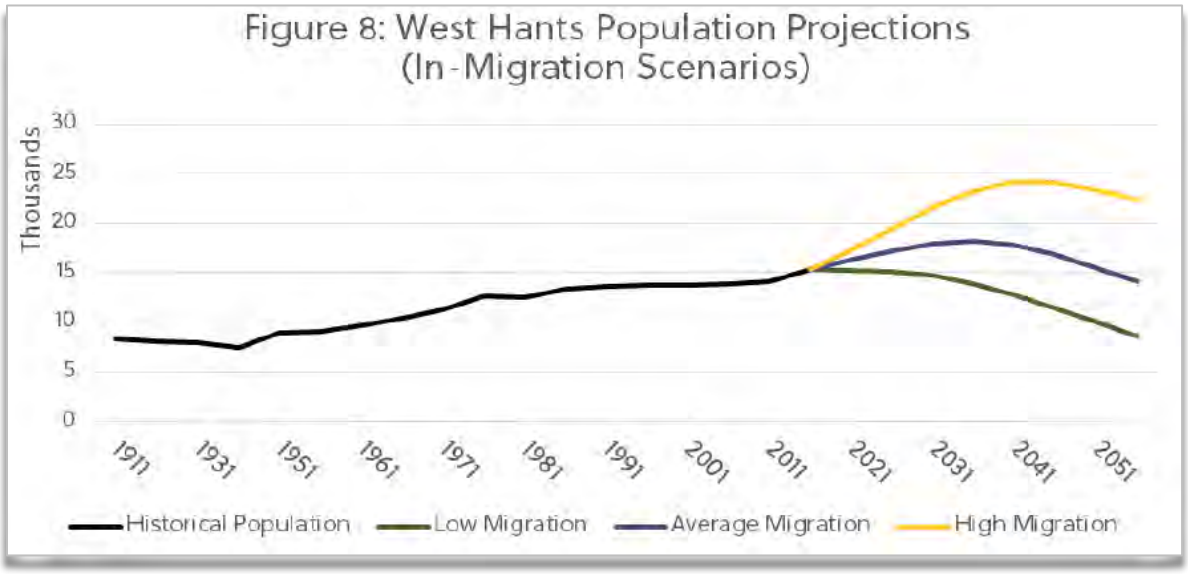
Growth in population and consequently in housing is usually the largest driver for increases in service demand for fire departments. Service demand means the number of incidents that occur annually. Incident numbers are largely driven by population size, and secondarily by travellers and visitors; in other words, by people.

Population projections[93] by West Hants Planning and Development Department show that a significant increase in West Hants population is unlikely over the next 10 years. One extreme of the projections actually shows a decline in population by 2031, which is just beyond the threshold of our projection mandate. There is a several-hundred-% difference between the lower and upper projections.

The chart on the next page shows these projections graphically.

[93] West Hants Planning and Development Department, Background Report: Population, March 2018, page 8

WEST HANTS POPULATION PROJECTION



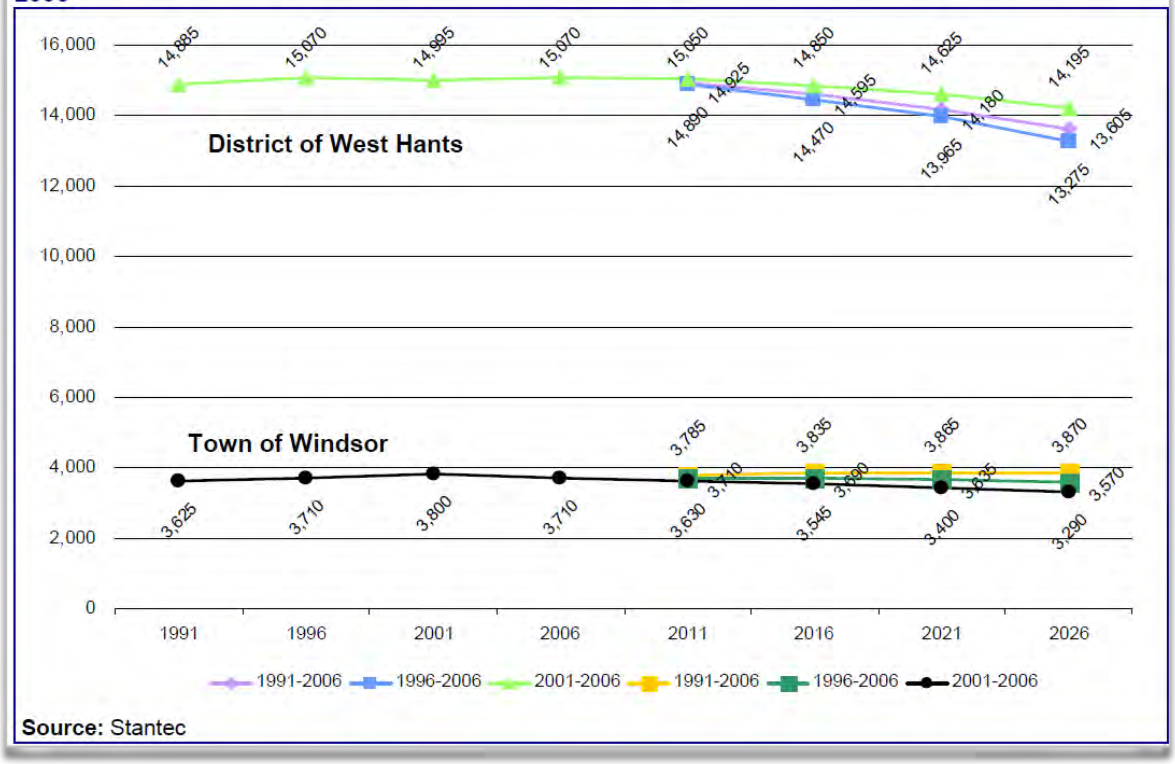
The chart's "average" projection for 2031 shows a modest population increase to 18,120 which is up almost 2,800 (+18%) from the 15,350 reported by StatsCan in 2016. After 2031 the population is projected, in this version, to level off and decline.

The most optimistic scenario shows a population increase to as high as 24,166 (+57%) by 2041; before then declining. All three projection scenarios predict a declining population, over the long term, starting at or before 2041.

Based on the predicted "average" and "low" population changes GA does not predict any significant changes in incident volumes over the next 10 years. If the "high" prediction proves accurate then it can be expected that over 20 years there will be a commensurate increase in incident volumes, and a proportional increase over the 10-year fire-services study window.

A further study[94] by Stantec, done in 2010, shows a less optimistic population projection and includes the Town of Windsor as well as West Hants. In this chart the population for West Hants is projected to be below 14,000 by 2026 while the Windsor population holds flat. This Stantec

Figure 3.3: Alternative Projection Options, Town of Windsor and Municipality of West Hants, 1991-2006



study is relatively consistent with the West Hants study, done 8 years later, in that growth projections for the Region appear to be relatively flat.

For the Town of Windsor, StatsCan[95] reports that between 2011 and 2016 the population of Windsor contracted 3.6%, down from 3,785 in 2011 to 3,648. This actual data corresponds well to the median prediction on the Stantec projection, six years after it was written.

[94] Windsor Integrate Community Sustainability Plan, 2010, page 3.21

[95] https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?B1=All&Code1=1208002&Code2=12&Data=Count&Geo1=CSD&Geo2=PR&Lang=E&SearchPR=01&SearchText=Windsor&SearchType=Begins&TABID=1

Development Growth

The development of large commercial, industrial, and residential facilities can increase the demand for service capacity. In this circumstance, service capacity means the ability of the fire service to mitigate the incidents that occur in buildings larger than they are currently equipped to handle. For example; the development of high-rise[96] apartment buildings can place a high demand on manpower, processes, training, and technology for the fire department. This is especially so if the fire department has no prior experience with such buildings, like W/WH that has no structure taller than 4-stories.

To mitigate fire incidents in high-rise buildings requires specialized equipment, specific procedures, diligent fire safety enforcement, and high staffing numbers on-scene at an incident. The municipality does have a significant degree of control over allowing these types of development, and consideration of the impact on the fire services and the costs of increasing capacity should be part of municipal development plans.

West Hants Planning and Development Department reports[97] that it is unlikely that big box retailers and power centres[98] will be developing in W/WH, without a larger population to attract them. The number of commercial development permits is trending downward, although the value of these may be upwards.

Industrial and resource-based development is reportedly[99] not booming in West Hants. Permits and values have been low. A Windsor-West Hants shared industrial park is the preferred location for industrial development, and there are a few industries located there.

Growth in the commercial, industrial, and resource sectors is unlikely to increase substantially over the next 10 years. It is therefore unlikely that an increase in fire services costs will be driven by increasing incident volumes or requirements for capacity increase in these sectors.

[96] High-rise buildings are buildings that are 6 stories and above in height.

[97] West Hants Planning and Development Department, Background Report: Economic Development, March 2018, page 16.

[98] IBID; in 2010 power centres had an average of 25 tenants, including several big-box retailers.

[99] West Hants Planning and Development Department, Background Report: Industry and Resource, March 2018, page 4.

Other Threats

There are two other threats to fire service costs, going forward from 2020, that in GA's opinion have the real risk to cause change.

The USA/Canada dollar exchange rate affects the cost of almost every item in the minor capital and major capital budgets. Almost all equipment is either made in the USA or is priced in USA dollars. Fire apparatus may be manufactured in Canada, if one of the Canadian manufacturers is chosen, but the major components of chassis, pump, water tank, materials (aluminum), fittings, and on-board equipment are sourced south of the border. At the present time the dollar exchange rate is around 0.75. Any change, up or down, will affect the purchasing power of the budget, also up or down. Similar affects are felt on other world priced commodities, such as fuel/energy costs.

The second threat to the budget going forward is the staffing model. Currently the fire emergency service is staffed by volunteer firefighters. Declining[100] school enrollments, declining fertility rates and the disproportionate in-migration of seniors is pushing up the average age of the population.

The ability to attract/recruit and retain volunteer firefighters is, in part, a demographic challenge. Prospective volunteers must be fit enough and available. Generally, fit means a healthy adult who is not too young nor too old. The aging population means there are fewer younger persons in the community, and current volunteers eventually get too old to withstand the rigours of being a firefighter.

A secondary demographic problem is local employment. Volunteer firefighters with jobs that are distant from their fire station are less likely to remain volunteer firefighters. They are not able to effectively respond to incidents while at work; and they spend more time commuting and therefore have less time available for volunteer firefighting. A volunteer firefighter should expect to contribute between 100 and 300 hours per year in scheduled activities; training, equipment maintenance, fund-raising, meetings, and in going to incidents.

[100] West Hants Planning and Development Department, Background Report: Population, March 2018, pages 9, 7, 6, 5.

Without adequate numbers of volunteer firefighters available there will be a gradual transition to part-time or full-time paid firefighters. This will start with a decision to staff one centrally located fire station during week days, and may eventually progress over time to additional hours and additional stations.

Benchmark Budget Growth Conclusion:

In the forecast period 2020-2030, GA concludes the following expected threats to the fire services budget:

- Incident numbers will increase slightly due to expected modest population increases, with a consequent increase in the use of consumables like diesel fuel.
- The proposed staffing and apparatus inventory and type will be adequate for the period.
- Costs will generally creep upwards along with the consumer price index (CPI) and wage/benefit settlements.
- The capacity of the fire service will be adequate to address new developments, so investments in new technology will not likely be driven by new risks in the community, but may be driven by safety, health, and efficiency goals.
- The Canadian vs USA dollar exchange rate will affect the operational costs of the fire service to some degree, but its impact will mostly be felt on capital purchases.
- Upgrades in safety and health requirements for firefighter equipment and fire apparatus have historically pushed capital purchase costs upwards well above CPI increases.
- The changing demographics of the community, particularly aging, will place additional strain on recruiting and retaining volunteer firefighters. A strategy should be developed to recruit non-traditional candidates, and also for non-firefighting but still essential roles.
- Incentives to retain good volunteer members must be developed and implemented; for example, health insurance, disability coverage, and access to mental counselling.
- Failure to attract or retain adequate numbers of qualified volunteer firefighters will likely force the transition to a costlier composite fire service.

APPENDICES

APPENDIX I; MODEL FIRE SERVICE REGISTRATION POLICY

[Fire Department and Emergency Services Provider Registration Policy]

1. The **[Municipality]** shall register a Fire Department or Emergency Services Provider, with or without conditions, in accordance with Section 294 or Section 295 of the *Municipal Government Act*, as applicable, if:

   (1) The applicant is a body corporate (a society under the *Societies Act* of Nova Scotia, a company under the *Companies Act* of Nova Scotia, or a body corporate pursuant to other legislation);

   (2) The Municipality is satisfied that the applicant is capable of providing the services being offered, based upon the information provided in the application and upon other information received by the Municipality;

   (3) The applicant carries a minimum of **[$5,000,000]** in liability insurance for the vehicles it owns or operates and a minimum of **[$5,000,000]** in liability for insurance for claims brought against it for wrongful acts or omissions respecting the fire services and/or emergency services which it provides;

   (4) The applicant does not provide fire response and/or emergency services for profit;

   (5) The Municipality does not otherwise provide, assist or work with others to provide the same services for the same coverage area unless the Municipality and two or more fire service and/or emergency service providers (one of which is the applicant) have expressly agreed to have overlapping primary service providers;

   (6) The applicant has completed and signed an application in the form provided by the Municipality (Appendix A);

(7) The applicant has provided a list of its active volunteers and their training record in a format acceptable to the Municipality;

(8) The applicant has provided a schedule of mutual-aid agreements with identification of approval details from the Municipality.

2. The CAO or their designate may approve the registration for the Fire Department or Emergency Services Provider to provide all of the services outlined in the application form, or may limit the services by making revisions to the application form. The Municipality may also include conditions to the approval.

3. The Municipality shall provide a copy of the approved and signed unamended or amended application form along with any conditions to the applicant, or if the application is not approved, shall notify the applicant accordingly.

4. Registration as a Fire Department or Emergency Services Provider is effective upon approval of the application by the CAO or their designate.

5. A registered Fire Department or Emergency Services Provider may provide the services outlined in its approved application, subject to any conditions imposed by the Municipality.

6. By no later than April 1 of each year, each registered Fire Department and Emergency Services Provider must apply to renew its registration by submitting a new application for registration in the form at Appendix A and providing the information required in paragraph 1 of this Policy. The CAO or their designate shall process the application in accordance with paragraphs 2 and 3 by no later than April 30.

7. If a registered Fire Department or Emergency Services Provider fails to apply to renew its registration as required by paragraph 6, its registration as a Fire Department or Emergency Services Provider shall be automatically be withdrawn for cause.

8. In the event an applicant is dissatisfied with a decision of the CAO or their designate to refuse a registration or a registration renewal, or to impose conditions or amendments upon the

registration, the applicant may appeal to Council by written notice to the Municipality's Clerk within 15 days of receiving notification under paragraph 3.

9. In addition to any other cause for revoking registration, non-compliance with any conditions of registration or with the terms of this Policy, or failure or inability to perform the services to the standards established pursuant to this Policy or otherwise mandated by Council or other regulatory authorities, shall be cause for revocation of registration as a Fire Department or Emergency Services Provider, or for imposing additional conditions upon the registration.

Appendix A:

[Insert Name Here]

Application for Registration as a

Primary Fire Response or

Emergency Services Provider

Applicant: _____

Contact Person & Phone #:

_____

Address: _____

Incorporated body under: *Societies Act* OR *Companies Act* (circle one)

Registry of Joint Stock Companies Registration # _____

Registration Expiry Date: _____

Number of Department members:

_____

Insurance Provider:

_____

Insurance Policy Period:

_____

Motor Vehicle Liability Limit: _____-

_____

General Liability Insurance Policy Limit (minimum 2 million):

_____

Complete financial statements from the previous fiscal year are required as part of the Application for Registration.

Boundaries of Primary Service Territory:

_____

Please indicate the service that the department will endeavor to provide by placing an X in the appropriate box. N/A denotes a service not being provided by the Applicant

	Structural Offensive	Structural Offensive with Mutual-aid	Structural Defensive	N/A
1. Fire and Fire Related Emergencies	☐	☐	☐	☐

** Registration as Structural Offensive requires your department to have a minimum of four (4) firefighters trained Level 1 with Fire Control. Alternatively, you do have the option to register as Structural Offensive with Mutual-aid. Please indicate the names of those trained to this standard below. If more space is required, please use the back of this page.*

1 _____

2 _____

3 _____

4 _____

5 _____

6 _____

7 _____

8 _____

9 _____

10 _____

Please indicate the level of service that the department is equipped and trained to perform, and will endeavor to provide by placing an X in the appropriate box. N/A denotes a service not being provided by the Applicant.

Applicants should be aware of NFPA-1670 Standards for Rescue and limit the service they provide to the qualification they possess relevant to the technical categories of Technician, Operational, and

	Technician	Operational	Awareness	N/A
2. Vehicle Rescue	☐	☐	☐	☐
3. Water Rescue	☐	☐	☐	☐
4. Ice Rescue	☐	☐	☐	☐
5. Structural/Excavation Collapse	☐	☐	☐	☐
6. High Angle Rescue	☐	☐	☐	☐
7. Hazardous Materials	☐	☐	☐	☐

8. Other (1)	☐	☐	☐	☐
9. Other (2)	☐	☐	☐	☐
	Provider	Assistance		
10. Ground Search and Rescue	☐	☐		☐

11. Please indicate any other man-made and/or natural disasters for which your department has the training, equipment, and command system to undertake:

_____

_____

12. Are there limits to the level of service that will be provided (for example, limited number of responders at certain times, lack of equipment, lack of qualifications) in respect to any of the services checked above? If so, please indicate what these are:

_____

_____

_____

_____

APPLICANT

As Chief of the _____

(Name of Department)

I have read and understand the Departments' role in the registration process and the "Definitions of Terms Used in the Registration Form" in Appendix B, attached.

I understand by signing this I am not committing my department to any guaranteed level of service or response. [As a volunteer organization there may be circumstances where inadequate response to an emergency may occur. We do actively participate in an automatic mutual-aid response, however, there is no assurance that mutual-aid response will be adequate.]

I declare that the information provided in response to this Application for Registration as a Primary Fire Response or Emergency Services Provider under the *Municipal Government Act* with the [Name of Municipality] is true to the best of my knowledge, information, and belief.

Date: _____

_____

Name of Chief – ***Please Print***

_____

Signature of Chief

MUNICIPALITY

Date of Approval of Registration Application: _____

_____

Name of Chief Administrative Officer (CAO) – ***Please Print***

_____

Signature of CAO or his or her designate

Please note: Explanation of the terminology used in this registration form is provided in the Information from the Office of the Fire Marshal included as Addendum "B" in the Guide Respecting Fire and Emergency Services in the *Municipal Government Act* Resource Binder, a copy of which is attached for your reference. To register, a department must be incorporated and hold any valid liability insurance that is required by municipal policy. The department must operate on a not-for-profit basis. The registration does not make the department an agent of the **[Municipality]**. This registration may be modified by notifying the Municipality thirty days in advance. The **[Municipality]** may revoke this registration for cause.

Appendix B:

Evaluation of Services Provided and Level of Service for Use with Application for Registration as a Fire Department or Emergency Services Provider under the Municipal Government Act

Spelling out the specific parameters of services to be provided allows the fire department to plan, staff, equip, train, and deploy members to perform these duties. It also gives the governing body an accounting of the costs of services and allows it to select those services they can afford to provide. Likewise, the governing body should identify services it cannot afford to provide and that it cannot register the department to deliver.

To assist the fire service and the municipal units, the Department of Municipal Affairs has developed a sample registration form that includes a check list for key services and level of abilities. The use of this form is not compulsory. Each municipality should develop its own registration process in accordance with the *Municipal Government Act.*

The Office of the Fire Marshal will not be evaluating fire departments; the registration process is between the municipality and the fire department.

The industry standards most widely used and accepted for the fire service are from the National Fire Protection Association (NFPA). Standard 1500 for Firefighter Occupational Health and Safety is the cornerstone upon which each fire department attempts to meet a standard of safety. The key to this standard is that, “no activity is undertaken unless the benefit outweighs the risk.” There are sections such as physical fitness requirements and recruiting that may require a different approach by individual fire departments.

NFPA standards are updated on a 3-6-year frequency and it is recommended that the most recent version of any particular standard be used when referenced.

Definition of Terms Used in the Registration Form

1 to 3. Fire and Fire Related Emergencies:

> **Structural Offensive**: means the activities of rescue, fire suppression, and property conservation **in** buildings, enclosed structures, vehicles, vessels, or like

properties that are involved in a fire or emergency situation. Departments should have firefighters trained to NFPA-1001, protective personal equipment, man-down alarms, an accountability system, adequate water supply, adequate pumping capacity and an incident command system. Departments should also have the proper training and protective clothing for wild land fires in accordance with the Department of Natural Resources' provincial standard. Shipboard firefighting, if provided, should be carried out following the NFPA standard 1405 Guide for Land-Based Fire Fighters Who Respond to Marine Vessel Fires. Protection of Aircraft at airports by volunteers, if provided, should be in accordance with Transport Canada guidelines.

Structural Defensive: means actions that are intended to control a fire by limiting its spread to a defined area, avoiding the commitment of personnel and equipment to dangerous areas. Defensive operations are generally performed from the exterior of structures and are based on determination that the risk to personnel exceeds the potential benefits of offensive actions.

Such determining factors may include, but not limited to, the extent of fire within the structure, existing water supply for fire load, number of trained personal on site and foremost, risk of personnel versus reward. Also, be advised that an attack strategy may change from defensive to offensive should any or all of the fore mentioned factors change. Fire departments without the ability to carry out structural firefighting may register as providing property protection through defensive strategies. Training for defensive fire operation personal is extensive but less rigorous than NFPA-1001 (a guideline is provided on the Fire Service Association of NS website). Rescue may be undertaken if the benefit warrants the risk. Departments should have proper training and protective clothing for wild land fires in accordance with the Department of Natural Resources' provincial standard.

N/A: means the department does not respond to these calls.

Structural Offensive with Mutual-aid: means that on its own, a fire department meets the requirements of Structural Defensive only and can meet the

requirements of Structural Offensive with additional specific resources identified in through a Mutual-aid agreement. The expectation would be that upon arrival, such a department would conduct Defensive operations only and if required, could change to offensive once additional resources arrived on scene and were deployed.

4. Medical Emergencies: response to known medical emergencies.

Registered First Responder: means responders registered with the Department of Health through EHS first responder program and respond to medical calls or provide medical assistance at the scene of an incident.

Medical Assistance: means responders who have standard or emergency first aid and respond to medical emergencies or provide medical assistance at a response incident to that level only. Equipment includes a first aid kit.

5.to 9. The following terminology is used in respect to vehicle rescue, water rescue, ice rescue, structural/excavation collapse and high angle rescue:

These activities should be carried out in accordance with NFPA-1670 Standard for Rescue, 2017 edition or other comparable standard adopted by the municipal unit.

Generally, these terms mean:

Technician: First responders at the technician level are those persons who respond, as either initial call out or as a mutual-aid response to contain and control the incident. This level of service usually will provide a high degree of intervention.

Operations: First responders at the operations level are those persons who respond as the initial response to an incident for the purpose of protecting nearby persons, the environment, or property from the effects of the incident. First responders at the operations level are expected to respond in a defensive fashion to control, prevent a worsening of the incident and provide services within their capabilities.

Awareness: First responders at the awareness level are those persons who, in the course of their normal duties, could be the first on the scene of an emergency. First responders at the awareness level are expected to recognize the situation, call for trained personnel, secure the area and provide minimum intervention.

Refer to NFPA-1670 for specifics for each type of rescue.

10. Hazardous Materials: Response to chemical incidents.

All levels should be in accordance with NFPA-1072 Standard on Professional Competence of Responders to Hazardous Materials Incidents. Fuel spills such as oil, gas and diesel may be handled by all three levels if the spill is minor and stabilized. There is a wide range of service, from a domestic oil spill to an upset gasoline tanker. The important fact is knowing the departments limitations.

Technician: Hazardous materials technicians are those persons who respond to releases or potential releases of hazardous materials for the purpose of controlling the release. Hazardous materials technicians are expected to use specialized chemical protective clothing and specialized control equipment.

Operations: First responders at the operations level are expected to respond in a defensive fashion to control the release from a safe distance and keep it from spreading. (Note: Firefighters trained to the Level 1 standard are required to be trained to the Operations Level of Hazardous Awareness)

Awareness: First responders at the awareness level are those persons who, in the course of their normal duties, could be the first on the scene of an emergency involving hazardous materials. First responders at the awareness level are expected to recognize the presence of hazardous materials, protect themselves, call for trained personnel and secure the area.

13. Ground Search and Rescue: self-explanatory.

Provider: meets the Nova Scotia Emergency Management Office's provincial standard for SAR teams.[1]

Assistance: members are under the control of a SAR team.[2]

Fire Department and Emergency Services Provider Registration Policy - Editor's Annotations

Enabling Legislation

Municipal Government Act, R.S.N.S. 1998, c.18:

3 In this Act,

(ac) "emergency services" means services related to the provision of emergency services, including fire services, emergency medical services, search and rescue, water rescue and assistance and protection for people and property in the event of disasters including, but not limited to, floods, hurricanes, motor vehicle accidents and chemical spills;

(af) "fire department" means an incorporated body that provides fire services and that may, at its option, provide one or more other emergency services, and includes a fire or emergency services department of a municipality, village, fire protection district or other body corporate;

….

294 **(1)** A body corporate may apply to a municipality for registration as a fire department.

(2) A municipality shall not refuse to register a body corporate that complies with this Act if the

(a) municipality is satisfied that the body corporate is capable of providing the services it offers to provide;

(b) body corporate carries liability insurance, as required by the municipality;

(c) body corporate does not provide the fire services for profit; and

(d) municipality does not provide the same services for the same area.

(3) A fire department, including a fire department of a municipality, village or fire protection district, shall register in each municipality in which it provides emergency services.

(4) A registered fire department shall provide the municipality with a list of specific emergency services it will endeavour to provide and the area in which the services will be provided.

(5) Registration continues in force until withdrawn by the municipality for cause or the fire department requests that the registration be revoked.

(6) A municipality may grant or lend money to, or guarantee a loan for, a registered fire department for operating or capital purposes.

(7) A municipality may grant or lend assets, without charge, to a registered fire department.

(8) Registration does not make a fire department an agent of a municipality.

(9) A registered fire department is not a municipal enterprise pursuant to the *Municipal Finance Corporation Act*.

…

295 (1) A body corporate may apply to a municipality for registration an emergency services provider to provide emergency services other than fire services.

(2) A municipality shall not refuse to register a body corporate that complies with this Act if the

(a) municipality is satisfied that the body corporate is capable of providing the services it has undertaken to provide;

(b) body corporate carries liability insurance, as required by the municipality;

(c) body corporate does not provide the emergency services for profit; and

(d) municipality does not provide the same services for the same area.

(3) A body corporate that applies pursuant to subsection (1) shall register in each municipality in which it provides emergency services.

(4) A registered emergency services provider shall provide the municipality with a list of specific emergency services it will endeavour to provide and the area in which the services will be provided.

(5) Registration continues in force until withdrawn by the municipality for cause or the fire department requests that the registration be revoked.

(6) A municipality may grant or lend money to, or guarantee a loan for, a registered emergency services provider for operating or capital purposes.

(7) A municipality may grant or lend assets, without charge, to a registered emergency services provider.

(8) Registration does not make an emergency services provider an agent of a municipality.

(9) A registered emergency services provider is not a municipal enterprise pursuant to the *Municipal Finance Corporation Act*.

Important Notice

The reader is cautioned that editorial and drafting choices involve interpretation of the law.

Municipal units should consult with their own legal advisors before relying upon, and applying to their own circumstances, the comments or drafts contained in this Manual.

Comment

- This Policy deals with municipal registration of bodies corporate as a fire department or emergency service provider.
- The *Municipal Government Act* s. 294(2) requires that a municipality register a body corporate as a fire department if the body corporate meets the requirements of the Act. Identical requirements are set out for emergency service providers by s. 295(2) of the Act. The Act requires that a body corporate:
  - be capable of providing the services it offers;
  - carry liability insurance;
  - that fire or emergency services be not-for-profit; and
  - not duplicate services provided by the municipality in the same area.

  These requirements are incorporated into s. 1(2), (3), (4) and (5) of the model Policy. The municipality may set out minimum liability insurance requirements in s. 1(3) of this Policy.

- The Policy provides in s. 1(6) for the use of an application form. A model application form is included with the Policy as Appendix A.
- Section 6 of the Policy requires that a Service Provider register annually with the municipality. Although annual registration is not a requirement of the Act, it is recommended as a best practice. Annual registration helps to guarantee that the municipality has the information necessary to make informed decisions with respect to the safety of firefighters and the public. However, annual registration requires more diligence by both the Municipality and Service Providers, so be sure the resources are in place to manage annual registrations.
- Section 8 of the Policy is designed to provide the body corporate with an avenue for appeal to Council should the CAO decide to refuse to register the body corporate as a fire department or as an emergency services provider.

The chapter # in the policy title bar should be replaced by each municipal unit with the chapter # it assigns to this Policy.

APPENDIX II; WEST HANTS /VALLEY COMMUNICATIONS CONTRACT

THIS AGREEMENT made this 10 day of May,2017 between:

PARTIES:

THE MUNICIPALITY OF WEST HANTS, a body corporate pursuant to the *Municipal Government Act*, S.N.S. 1998, chapter 18, as amended, having its chief place of business at 67 Morison Drive, Hants County, Nova Scotia (hereinafter called the "Municipality")

OF THE FIRST PART

- and -

VALLEY COMMUNICATIONS INCORPORATED, a body corporate pursuant to the Companies Act, R.S.N.S.,1989, Chapter 81, as amended, having its registered office and chief place of business at 217 Belcher Street, Kentville, Kings County, Nova Scotia (hereinafter called "Supplier")

OF THE SECOND PART

WHEREAS fire and emergency dispatch services are required for departments serving the geographic area comprising the Municipality of West Hants;

AND WHEREAS the Supplier wishes to enter into an agreement with the Municipality pursuant to Sections 65(e) and 47(5) of the Municipal Government Act to provide fire and emergency services for the fire departments as follows:

NOW THEREFORE BY THESE PRESENTS, IT IS AGREED AS FOLLOWS:

1. **TERM OF AGREEMENT**

The term of this Agreement is for three years commencing at noon on July 1, 2017 and ending on June 30, 2020, as set out in 'Schedule A'.

2. **SERVICES TO BE PROVIDED BY SUPPLIER**

For the term of this Agreement, the Supplier shall provide Emergency Dispatch Services for the Municipality twenty-four (24) hours per day for each and every day of the year, including Sundays and Statutory Holidays and shall keep full and complete records of in-coming and out-going dispatch communications. Dispatch communications to emergency response units shall be provided quickly, clearly and effectively, including relating all appropriate information to the emergency response unit to maximize the effectiveness of the emergency response. The Supplier will comply with the standards or guidelines regarding emergency dispatch which may be set by the Province of Nova Scotia or the Municipality from time to time. The Supplier will, where appropriate, unless otherwise agreed, use any technology, equipment, software, computer hardware that may be provided by the Municipality to the Supplier for such purposes and shall follow such additional practices and procedures, in respect of telephone answering, emergency dispatch and record keeping as may be requested by the Municipality from time to time.

3. PRICE ADJUSTMENT

The contract price herein shall be subject to an automatic price adjustment of 2% beginning in year three on the first day of July,2019, with an adjustment to per capita numbers effective April 1, 2017, based on the 2016 federal census numbers. This price adjustment is contingent on the Municipality signing a one year extension letter with the Supplier.

4. PRICE

Subject to price adjustments as provided for herein, the Municipality shall pay the Supplier $2,561.33 per month, plus all applicable taxes for the period July 1, 2017 to June 30,2019 for fire dispatch in the West Hants coverage areas.

5. PAYMENT

The Municipality will pay the monthly amount within 45 days of receipt of a monthly invoice from the supplier and will pay interest to the supplier on any amount overdue to the Supplier at a rate of 2% per annum.

6. SET-OFF

The Municipality may set-off from any sums payable under this Agreement any sums due and owing or reasonably estimated to be due and owing to the Municipality by VCI whether arising under this Agreement or otherwise.

7. EMPLOYMENT OF DISPATCHERS

The Supplier may employ such dispatchers and managers as it deems necessary to perform the services required of the Supplier under this Agreement. The Municipality may not control, direct or supervise the Supplier's employees. The Supplier shall not hold out to third parties that its employees are officers or employees of the Municipality, or that any of the services provided by the Supplier are provided as agents of and for the Municipality, except with the express written consent of the Municipality.

8. EQUIPMENT AND SUPPLIES

The Municipality shall supply the equipment, tools and software ("Equipment") to the Supplier, or appropriate replacement Equipment, and may provide such additional Equipment as it deems necessary. This Equipment shall be used solely for emergency dispatch services for the Municipality. The Supplier shall be responsible for the operation of such Equipment during the term of the Agreement and for the cost of replacing any Equipment damaged by the Supplier beyond ordinary, reasonably expected wear and tear. The Municipality shall retain ownership over all Equipment that is paid for or supplied by the Municipality, including replacement or additional Equipment.

9. STANDARD OPERATING GUIDELINES

Standard Operating Guidelines (SOGs) will be reviewed and updated from time to time. During the term of the contract the SOGs may be reviewed further by the Municipality, which may result in some procedural changes which the Supplier will be required to implement. In the event that significant cost increases result from such changes the Supplier will be entitled to a reasonable price adjustment to be agreed or failing agreement to be determined by arbitration.

10. TRAINING

The Supplier will be responsible for all costs associated with their employees attending fire dispatch related training.

11. RECORD KEEPING/REPORTING REQUIREMENTS

The Municipality will require that monthly reports be completed and forwarded to the Municipality and its respective fire departments ("brigade") providing service to the Municipality, as well as retained by the Supplier during the term of the Agreement. The types of records shall include, but not limited to, the number of calls taken, calls dispatched, and incident types. All emergency calls, with accurate time and date, must be recorded when at all possible. A copy of digital recordings, if available, are to be kept on site for the duration of the Agreement, and copies are to be made available upon the request of any brigade, when a recording contains information related directly to them, or an investigation.

12. INSURANCE

The Supplier shall provide to the Municipality proof that the Supplier has Liability Insurance naming the Municipality as an additional named insured in the minimum amount of Five Million Dollars ($5,000,000), providing coverage to the Supplier for any negligent or wrongful acts or omissions regarding the services provided pursuant to this agreement, within 30 days of the signing of the Agreement. The Supplier shall maintain insurance coverage as described herein and this clause shall not be construed to prevent or inhibit a claim by the Municipality or its insurers against the Supplier or its insurers which would be available in the absence of this paragraph.

13. CAUSE FOR TERMINATION OF THIS AGREEMENT

This Agreement may be terminated at the election of the other party in the event of bankruptcy or insolvency of a party or a material breach of any of the terms of this Agreement by a Party or in the event the Province of Nova Scotia adopts a province-wide fire emergency dispatch system. In the event of exercise of this clause pertaining to provincial adoption of a province-wide fire/emergency dispatch system, by the Municipality, one year's notice or pay in lieu of notice for one year, totalling one year, shall be given to the Supplier. Failure to comply with any standards required of the Supplier by the Municipality shall constitute a material breach if the Supplier has been given seven days notice to rectify the problem and has failed to do so to the reasonable satisfaction of the Municipality.

14. EFFECT OF TERMINATION

In the event of termination, including termination ultimately determined to be wrongful, the Supplier shall forthwith deliver over to the Municipality all Equipment owned by the Municipality under Paragraph 8 of this Agreement. In the event of termination for breach of contract, an arbitrator may award damages as an additional remedy. An arbitrator may award damages in the event the Agreement was wrongfully terminated by a Party, but shall not have authority to reinstate the Agreement.

15. GOVERNING LAW

This Agreement shall be governed by and construed in accordance with the laws of the Province of Nova Scotia.

16. AMENDMENT

This Agreement may be replaced, renewed or amended during its term by the duly executed written agreement of both parties and only in that manner.

17. ARBITRATION

In the event of disagreement between the parties as to the amount payable hereunder or as to the interpretation, application or administration of this Agreement, such disagreement shall be submitted to arbitration pursuant to the provisions of the *Arbitration Act,* with each party appointing one arbitrator who in turn shall appoint a third arbitrator unless the parties agree on a single arbitrator or to some other form of dispute resolution.

18. WAIVER

No action or failure to act, and no payment of money shall constitute a waiver of any right or an approval of any breach of duty except as may be specifically agreed in writing.

19. ENTIRE AGREEMENT

This Agreement contains the entire Agreement between the parties and it may only be amended by written agreement. Each party acknowledges that the parties have made no representations which it would be reasonable for the other party to rely upon or which have induced the other party to enter this Agreement and each party accepts as its own the risk of relying upon oral representations or promises, irrespective of whether such representations or promises be made before or after the execution of this Agreement. Each party acknowledges and agrees that the collateral contracts that exist in connection with the three county fire departments of Hantsport, Brooklyn, and Summerville, will become null and void during the term of this Agreement, namely on June 30, 2017.

20. ASSIGNMENT

No Party shall assign this Agreement without the written consent of the other Party, which shall not be unreasonably withheld.

21. SUCCESSORS

This Agreement shall be binding upon the parties hereto, their successors and assigns. No Party shall assign this Agreement without the written consent of the other Party.

22. MUTUAL INDEMNITY

Each Party shall indemnify and save harmless the other from all liabilities, damages, losses or expenses attributable to, but only to the extent it is attributable to any breach by the indemnifying Party of any covenant or condition in this Agreement, or any act of negligence by the indemnifying Party. Such indemnity shall survive the termination of this Agreement, and anything in this Agreement to the contrary notwithstanding. Notwithstanding anything to the contrary, the Municipality shall not be liable for, in any event, any indirect or consequential damages suffered by the Supplier, including without limitation loss of income and loss of profits. Further, the obligation to indemnify pursuant

to this paragraph does not extend to or include any obligation to indemnify the Supplier for any act or omission of any brigade, other emergency service provider, or the 911 service, including negligence.

IN WITNESS WHEREOF the parties of have executed this Agreement by the hands of their duly authorized representatives.

SIGNED AND DELIVERED:

May 10, 2017
Date

Witness

MUNICIPALITY OF WEST HANTS

Chief Administrative Officer

Municipal Clerk

SIGNED AND DELIVERED:

June 5/2017
Date

Witness

VALLEY COMMUNICATIONS INC.

Per:

President

SCHEDULE 'A'

6

CONTRACT PRICE

The Municipality covenants to pay the following amounts to the supplier for provision of fire emergency dispatch and emergency call-taking services. The period of July 1, 2017 to June 30,2020 is based on emergency call-taking and dispatch for the entire Municipality of West Hants, excluding the Town of Windsor, and based on the 2016 federal census. From April 1, 2017 - March 31, 2020, the costing will be adjusted to reflect the 2016 federal census numbers, with a 2% increase in the third-year of this contract. Existing contracts with individual fire departments will become null and void, effective June 30, 2017.

July 1, 2017 – June 30, 2018
$2.00 per capita per annum based on the 2016 Federal Census numbers of 15368 persons $2561.33/mo

July 1, 2018 – June 30, 2019
$2.00 per capita per annum based on the 2016 Federal Census numbers $2561.33

July 1, 2019 – June 30, 2020
$2.04 per capita per annum based on the 2016 Federal Census numbers $2612.56

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APPENDIX III; TOWN OF WINDSOR /VALLEY COMMUNICATIONS CONTRACT

THIS AGREEMENT made in duplicate on the 16th day of May, 2019

BETWEEN: **VALLEY COMMUNICATIONS INCORPORATED,** in Kentville, in the County of Kings and Province of Nova Scotia,

Hereinafter referred to as the **"COMMUNICATION SERVICE"**

OF THE ONE PART

-and-

TOWN OF WINDSOR, in the County of Hants and Province of Nova Scotia

Hereinafter referred to as the **"TOWN"**

OF THE OTHER PART

IN CONSIDERATION of the covenants, agreements, and conditions contained herein, the Parties hereto agree as follows:

1. The Communication Service shall provide communication services for the use and benefit of the Town. Said services to be by utilization of equipment and operators of the Communication Service interconnected with equipment owned or leased by the Town.

2. The term of this Agreement shall be for One (1) year, and shall commence on the 1st day of July, 2019 and end on the 30th day of June, 2020 subject to provisions for prior termination as hereinafter contained.

3. The Parties acknowledge that charges for Communication Services for the term commencing on the 1st day of July, 2019 and ending on the 30th day of June, 2020 shall be as follows:

   (i) A flat monthly rate of $608.00 (six hundred eight dollars and zero cents) and any applicable taxes.
   (ii) The sum payable for communication services for each month or part thereof shall be due and payable on or before the 1st day of each and every month during the term or until termination of this Agreement, beginning on the 1st day of July, 2019.
   (iii) In respect to payment due and in arrears for more than Thirty (30) days, there will be an additional charge of two percent (2%) per month interest on the unpaid balance.

4. The Town and/or the Windsor Fire Department will supply the transmitters and receivers for the provision of Communication Services and will be responsible for all costs and charges for its own telephone linkage and any other costs and charges associated with the installation, repair, and upkeep of such equipment.

5. The Communication Service will maintain a high standard of service and strict confidentiality with respect to its performance of its services under this Agreement.

6. During the term of this Agreement, the Communication Service will not be liable for interruptions, interference or termination of communication services in event that such interruption, interference or termination is caused by an act of God, fire, unavoidable casualty, or any other cause of any kind whatsoever beyond the reasonable control of the Communication Service.

7. Any changes in the usual operation of the Communication Service or the Town that may affect the other party, and any complaints of any sort shall be communicated by the President of Valley Communications Incorporated to the Chief of the Fire Department and by the Chief of the Fire Department to the President of Valley Communications Incorporated and to no other persons.

8. This Agreement may be terminated by either party by notice of such intention in writing sent by registered mail addressed to the other party at its business address and the effective date of termination shall be three (3) months after date of mailing such notice, PROVIDED HOWEVER, that in the event of termination of communication services by reason of such causes as set out in Clause 6 herein, this Agreement shall terminate on the 1st day of the month immediately subsequent to such termination of communication services.

9. Time shall be of the essence in this Agreement.

10. In this Agreement, the singular shall include the plural and the masculine shall include the feminine, with the intent that this Agreement shall be read with all appropriate changes of number and gender.

11. This Agreement shall inure to the benefit of and be binding upon the parties hereto, their heirs, administrators, successors and assigns.

IN WITNESS WHEREOF the Parties hereto have properly executed and placed their respective seals on this Agreement on the day, month, and year first written above.

SIGNED, SEALED AND DELIVERED
In the presence of:

Katie MacKay

J Reddin

VALLEY COMMUNICATIONS INCORPORATED

PER: Joan M. Garden
JOAN M. GARDEN
PRESIDENT

TOWN OF WINDSOR

PER:

PER:

APPENDIX IV; PROVINCIAL LEGISLATION

The Region of Windsor and West Hants Municipality Act

All municipalities are creations of the province and are an extension of provincial jurisdiction. The Region of Windsor and West Hants Municipality was created under Bill 55 *"An Act to Incorporate "The Region of Windsor and West Hants Municipality,*" dated October 9, 2018. On April 1, 2020, the consolidation (regionalization) of the two municipalities will come into effect.

The Municipal Government Act

The *Municipal Government Act* provided for the establishment and governance of fire protection in the new Regional Municipality. The main provisions are as follows;

"2 The purpose of this Act is to

(a) give broad authority to councils, including broad authority to pass by-laws, and to respect their right to govern municipalities in whatever ways the councils consider appropriate within the jurisdiction given to them;

(b) enhance the ability of councils to respond to present and future issues in their municipalities; and (c) recognize the purposes of a municipality set out in Section 9A. 1998, c. 18, s. 2; 2019, c. 19, s. 1."

"9A The purposes of a municipality are to

(a) provide good government;

(b) provide services, facilities and other things that, in the opinion of the council, are necessary or desirable for all or part of the municipality; and

(c) develop and maintain safe and viable communities. 2019, c. 19, s. 2."

"3 Interpretation

In this Act

(o) "council" means the council of a municipality, except as otherwise defined in this Act;

(ac) "emergency services" means services related to the provision of emergency services, including fire services, emergency medical services, search and rescue, water rescue and assistance and protection for people and property in the event of disasters including, but not limited to, floods, hurricanes, motor vehicle accidents and chemical spills;

(af) “fire department” means an incorporated body that provides fire services and that may, at its option, provide one or more other emergency services, and includes a fire or emergency services department of a municipality, village, fire protection district or other body corporate;

(ah) “fire services” means services related to the prevention and suppression of fires;”

“Power to make by-laws

174 Without limiting the generality of Section 172, a council may make by-laws respecting

(b) the prevention and fighting of fires;

(d) fire and burglar alarms;”

“293 The Regional Municipality may maintain and provide fire and emergency services by providing the service, assisting others to provide the service, working with others to provide the service or a combination of means.”

“294 (1) A body corporate may apply to a municipality for registration as a fire department.”

The Act restricts the municipality from refusing a corporate body for the provision of fire services if certain conditions are met.

“(2) A municipality shall not refuse to register a body corporate that complies with this Act if the,

(a) municipality is satisfied that the body corporate is capable of providing services it offers to provide;

(b) body corporate carries liability insurance, as required by the municipality;

(c) body corporate does not provide the fire services for profit; and

(d) municipality does not provide same services for the same area.

(3) A fire department, including a fire department of a municipality, village or fire protection district, shall register in each municipality in which it provides emergency services.

(4) A registered fire department shall provide the municipality with a list of specific emergency services it will endeavour to provide and the area in which the services will be provided.

(5) Registration continues in force until withdrawn by the municipality for cause or the fire department requests that the registration be revoked.

(6) A municipality may grant or lend money to, or guarantee a loan for, a registered fire department for operating or capital purposes. 1998, c. 18 municipal government 171

(7) A municipality may grant or lend assets, without charge, to a registered fire department.

(8) Registration does not make a fire department an agent of a municipality.

(9) A registered fire department is not a municipal enterprise pursuant to the Municipal Finance Corporation Act. 1998, c. 18, s. 294."

"296 (1) The council may make policies respecting full-time, volunteer and composite fire departments and emergency service providers in the municipality.

(2) Policies for fire departments and emergency service providers may include

(a) requirements and procedures for registration;

(b) personnel policies with respect to those members who are employees of the municipality;

(c) the manner of accounting to the council for the use of funds provided by the municipality;

(d) an annual meeting to report to the public respecting fire and emergency services;

(e) such other matters as are necessary and expedient for the provision of emergency services in the municipality.

(3) The council may require proof of compliance with its policies before advancing any funds."

Sections 294 and 295 (not quoted above) established the procedures for registering incorporated independent fire departments (body corporate) as well as other than firefighting emergency services (§295), for example ice and water rescue. Such additional services require the acceptance of the Municipality.

Note that the MGA provides in §296 the power to regulate all fire service providers through policy of Council.

Further powers were provided that gave the Municipality broad authority in the provision and regulation of fire services;

"Power to make by-laws

172 (1) A council may make by-laws, for municipal purposes, respecting (a) the health, well being, safety and protection of persons; (b) the safety and protection of property;

174 The council shall make decisions in the exercise of its powers and duties by resolution, by policy or by by-law."

The MGA provides powers directly to firefighters to assist their activities;

"Powers where fire

297 (1) When any fire, rescue or emergency occurs, the fire chief or other officer in charge, and any person under the direction of that officer, shall endeavour to extinguish the fire and prevent it

from spreading, conduct the rescue or deal with the emergency {emphasis added} and, for that purpose, may:

(a) command the assistance of persons present and any inhabitant of the Municipality;

(b) remove property from buildings on fire or in danger of fire;

(c) take charge of property;

(d) enter, break into or tear down any building;

(e) exclude and remove persons and vehicles from the building or vicinity; and

(f) generally, do all things necessary to respond to the emergency.

(2) It is an offence to disobey any lawful order or command of the officer in charge.

(3) Where a fire alarm is given or the officer in charge has reason to believe that a fire exists on any premises, the officer in charge and any person under the direction of that officer may enter or break into any building for the purpose of ascertaining whether a fire exists.

(4) The officer in charge may direct that a building be pulled down or otherwise destroyed if, in the judgment of that officer, doing so will tend to contain a fire or protect the public from a dangerous condition.

(5) A Municipality, a fire department, an emergency services provider and an officer in charge, and a person acting under the direction or authority of that officer, are not liable for an act done in the exercise of any of the powers conferred by this Section. 2008, c. 39, s. 308."

As quoted above, § 297 (1) of *the MGA* said that there is a duty and thereby an expectation placed upon firefighters. This duty was described as: "…*shall endeavour to extinguish the fire and prevent it from spreading, conduct the rescue or deal with the emergency…*" This duty also comes with some considerable powers and protections, thereby facilitating the firefighters in their endeavours, including §299 which made it an offense to interfere with firefighters and fire protection systems.

The MGA also provides some specific protection against liability;

"No Liability

300 The Municipality, an employee of the Municipality, a member of the fire department of the Municipality, a registered fire department, a member of a registered fire department, a registered emergency services provider and a member of a registered emergency services provider are not liable for an act or omission in providing, or failing to provide, an emergency service, unless they are grossly negligent."

It is not uncommon for §300 to be interpreted as "fire departments/municipalities cannot be sued," but that is an erroneous idea. They can be sued, and so can all others who have any level of responsibility in an alleged act or omission. What is certain is that such a suit will be successful if the plaintiff can successfully establish gross negligence.

Restriction on where action may or may not lie with respect to liability was provided in §301, not quoted here.

The MGA permits the Municipality or a fire department to provide or to receive assistance from other municipalities. Particular protection are provided, as follows;

> "Mutual-aid
>
> 302 (1) The Municipality may assist at fires, rescues or other emergencies occurring outside its boundaries.
>
> (2) A municipality may agree with municipalities, villages, fire protection districts, federal and provincial departments and agencies or others to provide assistance at fires, rescues and other emergencies and to receive assistance at fires, rescues and other emergencies.
>
> (3) A fire department that assists a registered fire department pursuant to a mutual-aid agreement is not required to register and is entitled to all of the protections provided by this Act for the assisted fire department.
>
> (4) An emergency services provider that assists a registered fire department or registered emergency services provider pursuant to a mutual-aid agreement is not required to register and is entitled to all of the protections provided in this Act for the assisted fire department or emergency services provider. 1998, c. 18, s. 302."

The Fire Safety Act

The Fire Safety Act[101], 2002, c. 6, was enacted in early 2003 and primarily dealt with issues surrounding fire safety in buildings and public places. However, *the Fire Safety Act* had the potential to have wide affects on the delivery of fire services; primarily fire prevention but also fire suppression services.

Fire Marshal

The *Fire Safety Act* continued the office of the provincial Fire Marshal (**NSFM**) from previous Acts. The NSFM is the leading official/authority in fire protection in Nova Scotia. The NSFM is responsible for implementing and enforcing the provisions in the *Fire Safety Act*, and in §13(4) has authority over other acts;

> "Personnel
>
> 9 (1) Such persons as are necessary for the administration and enforcement of this Act and the regulations shall be appointed in accordance with the Civil Service Act, except where this Act provides otherwise.
>
> (2) The Minister[102] shall designate from among those persons appointed pursuant to subsection (1), a Fire Marshal and one or more deputy fire marshals to perform the duties and functions, and exercise the powers and authorities, imposed or conferred upon them by this Act, the regulations and the Fire Code.
>
> …"
>
> "Powers and duties of Fire Marshal
>
> 13 (1) The Fire Marshal may
>
> (a) promote, encourage and co-operate with any body or person interested in developing and promoting the principles and practices of fire prevention and the protection of life and property against fire, including promoting, encouraging and delivering public fire-safety education programs and training and supporting and assisting others to provide public fire-safety education programs and training;
>
> (b) advise persons or organizations interested in developing or promoting the principles and practices of fire suppression, fire prevention, fire-safety education, emergency services and related communication systems, and the delivery of those services and systems;
>
> (c) investigate conditions under which fires occur;

[101] Chapter 6 of the acts of 2002, "An Act to Promote and Encourage Fire Safety," short title; *Fire Safety Act*.

[102] The Fire Safety Act; §3(y) ""Minister" means the Minister of Environment and Labour"

(d) require such reports as the Fire Marshal deems necessary from persons authorized or required to inspect, investigate or examine;

(e) maintain in the Fire Marshal's office a statistical record of all fires reported to the Fire Marshal;

(f) collect and disseminate information with respect to fires in the Province;

(g) study methods of fire safety;

(h) make recommendations, including guidelines, respecting

(i) fire suppression, fire prevention, fire protection and the training of persons involved in the provision of these services as well as rescue and emergency services and the delivery of these services and matters related to any of them,

(ii) the establishment of fire departments and fire brigades,

(iii) the provision of adequate water supply, and

(iv) fire-hose couplings and connections for fire-fighting equipment.

(2) The Fire Marshal shall exercise such other powers and perform such duties as are assigned to the Fire Marshal

(a) pursuant to this Act, the regulations or the Fire Code; or

(b) by the Minister.

(3) The Fire Marshal shall submit, annually to the Minister in each year, a detailed report for the twelve months ending on March 31st, in such form as the Minister may prescribe.

(4) The Fire Marshal has the power and authority to enforce compliance with

(a) this Act, the regulations and the Fire Code; and

(b) all other Acts of the Province relating to the prevention and suppression of fires and all regulations and by-laws made thereunder, including any codes and enactments incorporated by reference therein {emphasis added}."

Fire Marshal Authority over the Regional Municipality

The powers granted to the NSFM gave this official significant authority to direct municipal fire services and their personnel in the execution of their duties particularly in the areas addressed by the *Fire Safety Act*. These areas are primarily related to fire code enforcement through inspection and related fire safety activities to be undertaken by Regional Municipal personnel.

As quoted above, we note that §13(4)(b) in the *Fire Safety Act* permits the NSFM to "*enforce compliance*" with fire prevention *and* suppression[103] activities undertaken by *Regional Municipal* personnel. For clarity, the NSFM's authority extends to legislation other than just *the Fire Safety Act*, which would include for example; municipal by-laws insofar as they address fire safety concerns.

As quoted above, §13(1)(h) states that the NSFM also has the power to enact guidelines for all aspects of fire prevention and suppression activities, including the training of personnel. In this regard, the NSFM has wide discretionary power to affect the standard of care in providing fire services.

Municipal By-Laws Permitted

The municipality can, at its discretion, enhance its ability to regulate fire safety by enacting more by-laws, as follows;

> "Municipal by-laws
>
> 5 (1) Subject to subsection (2), nothing in this Act prevents a municipality from making and
>
> enforcing by-laws relating to matters dealt with by this Act, the regulations or the Fire Code, including by-laws that impose or prescribe higher or more stringent standards or requirements than those provided for by this Act, the regulations or the Fire Code.
>
> (2) Where a by-law of a municipality conflicts with this Act, the regulations or the Fire Code, this Act, the regulations and the Fire Code prevail to the extent of the conflict. 2002, c. 6, s. 5."

Local Assistant to the Fire Marshal

The *Fire Safety Act* permits the NSFM to appoint *Regional Municipal* officials to assist in carrying out some of the powers assigned to the NSFM within the jurisdictional boundaries of *the Regional Municipality*. As a practical measure, most municipalities have one or several members of the fire department designated as a *Local Assistant to the Fire Marshal* assigned to fire safety duties.

[103] The *Fire Safety Act* states in the Interpretation section that ""fire suppression" means an organized emergency response for controlling and extinguishing fires."

Usually (in addition to the fire chief), these persons are qualified members of the fire prevention division of a fire department. These officials take point position for this work in the municipality and they needed to obey directions from the NSFM as well as their organizational superiors.

> "Local Assistant to Fire Marshal
>
> 14(1) The Fire Marshal may appoint as a local assistant to the Fire Marshal a qualified fire chief or, with the consent of the fire chief, another qualified member of the fire chief's fire department.
>
> …
>
> (4) Local assistants to the Fire Marshal shall, within their territorial jurisdiction and, subject to the directions of the Fire Marshal, assist in administering this Act, the regulations and the Fire Code.
>
> …"

Fire Safety Inspections Required

The Fire Safety Act required municipalities to perform fire-safety inspections of properties, as follows;

> "Duties of a municipality
>
> 19 (1) A municipality shall
>
> (a) establish a system of fire-safety inspections of land and premises situate within its jurisdiction, as required by the regulations, to provide for compliance with this Act, the regulations and the Fire Code;
>
> (b) appoint a municipal fire inspector who shall carry out the inspections; and
>
> (c) ensure that the Fire Marshal is notified, in writing, of the appointment of the municipal fire inspector and the revocation of any such appointment.
>
> (2) A municipality that is required to establish and conduct a system of inspections pursuant to subsection (1) shall ensure that
>
> (a) a record is made of every inspection undertaken by the municipality;
>
> (b) the records are made available, on request, to the Fire Marshal or a deputy fire marshal; and
>
> (c) unless otherwise prescribed by the regulations, the records are kept for at least five years."

Fire Safety Regulations, NS Reg 48/2003, state in §13 and §14 the municipal responsibilities for inspection of occupancies;[104]

> "Responsibility of municipality to inspect
>
> 13 … a municipality must, within the specified time periods, inspect the following occupancies for compliance with the Act and these regulations:
>
> (a) within 12 months of the coming into force of these regulations, assembly occupancies (Group A) …
>
> …
>
> 14 (1) A municipality must inspect an assembly occupancy (Group A) once every 3 years
>
> after the inspection under Section 13.
>
> (2) A municipality must carry out a system of fire inspections on all buildings containing
>
> the following occupancies:
>
> (a) a residential occupancy (Group C) that has more than 3 units and is not regulated under the Homes for Special Care Act;
>
> (b) a business and personal services occupancy (Group D);
>
> (c) a mercantile occupancy (Group E); and
>
> (d) an industrial occupancy (Group F)."

The Regional Municipality has a duty to inspect certain occupancies on a regular basis, as noted above, for determining compliance to the *Fire Safety Act* and regulations and correcting any issues found.

[104] The Nova Scotia Building Code Act. R.S., c. 46, s. 1 defines in the Interpretation section; "2(n) "occupancy" or "class of occupancy" means the use or intended use of a building, as defined in the Building Code"

Note: In brief, despite there being multiple sub-classifications, each major classification contains; Group A is assembly (i.e. public gathering), Group B is institutional (e.g. jail, hospital), Group C is residential, Group D is business or personal service (e.g. bank, dental office), Group E is mercantile (e.g. department store, shops), and finally Group F is industrial. The Building Code defines the classifications and the Fire Code repeats the definitions.

Fire Code

The Fire Safety Act adopted into Nova Scotia law the National Fire Code[105] (NFC), with appropriate modifications. The NFC concerns itself with building fire safety, ensuring that provisions required by the National Building Code are maintained and operated properly.

Power to Enter

There is another significant provision in *the Fire Safety Act.* It is the extraordinary power (when justified) for the fire department to enter on lands or premises to save a life. It is important to note that these powers are not restricted to buildings.

> "Emergency entry
>
> 28 (1) Where the Fire Marshal, a deputy fire marshal, a local assistant or a fire chief or other officer of a fire department in charge of directing fire-suppression activities has reasonable grounds to believe that a risk of fire poses an immediate threat to the life of a person, the fire official may, without a warrant and at any time, enter upon and inspect land or premises and may
>
> (a) call upon a police officer;
>
> (b) use such force as is necessary, to make the entry or exercise the powers authorized by this Section.
>
> (2) On an entry pursuant to subsection (1), a fire official may
>
> (a) remove persons from the land or premises;
>
> (b) order orally, or in writing, that no person, other than a person permitted by the fire official making the entry, shall be permitted to be, or be, present on the land or premises identified in the order until the fire official otherwise orders;
>
> (c) post a fire watch;
>
> …
>
> (h) do anything that the fire official reasonably believes is required to remove or reduce the threat to life.
>
> …"

[105] From https://www.nrc-cnrc.gc.ca/eng/publications/codes_centre/2015_national_fire_code.html "The National Fire Code of Canada 2015 (NFC), published by NRC and developed by the Canadian Commission on Building and Fire Codes, sets out the technical provisions regulating activities related to the construction, use or demolition of buildings and facilities, the condition of specific elements of buildings and facilities, and the design or construction of specific elements of facilities related to certain hazards as well as the protection measures for the current or intended use of buildings."

It is the powers contained in §28 of *the Fire Safety Act* that permitted firefighters, either themselves or with the assistance of the police, to evacuate people who were in danger from a fire.

Fire Investigation

Under §32 of *the Fire Safety Act* it was required that the municipality investigate fires, as follows;

> "**32 (1)** Subject to subsections (4) and (5), the local assistant shall *immediately*, and in no case later than twenty-four hours following a fire, investigate, or cause to be investigated, the *cause*, *origin* and *circumstances* of every fire by which property has been destroyed or damaged that occurs within the municipality or part thereof for which the person is a local assistant, unless otherwise directed by the Fire Marshal.
>
> …"

Local Assistants to the Fire Marshal have the power and the duty to take possession of a fire scene and conduct an investigation, involving the local police or Fire Marshal investigators when indicated, and report the results of the investigation to the Fire Marshal. They also must maintain custody of the scene in order for any evidence obtained in an investigation to be valid.

Forests Act

The Forests Act[106], RS., c. 179, s. 1, contains several provisions relating to fire protection. The province takes responsibility for the protection of forests in Nova Scotia, including from fire;

> "Protection of forests
>
> 21 (1) The Minister[107] shall undertake all measures which the Minister determines to be reasonable to provide for effective protection of the forests whether Crown lands, other land vested in the Crown or privately-owned land from various injurious agents, including fires, insects and diseases.
>
> (2) The Minister shall undertake programs to ensure that the capability to detect and suppress forest fires is enhanced."
>
> "Prevention and suppression of fires
>
> 22 (1) Subject to subsection (2), the Minister has control over the prevention and suppression of fires in the woods[108].
>
> (2) Every city or incorporated town, and a regional municipality with respect to that area of the regional municipality that was a city or town immediately prior to the incorporation of the regional municipality, shall at its own expense take reasonable steps to extinguish fires in the woods within its boundaries and, where a conservation officer deems the action being taken is not adequate, the Minister may take reasonable steps to control and extinguish the fire.
>
> (3) Nothing in this Act imposes any obligation on the Minister to fight fires on any land or the Crown to pay compensation for any property destroyed or damaged by fire or as a result of fighting a fire. R.S., c. 179, s. 22; 1998, c. 18, s. 559."

Section 21 of *the Forests Act* shows that the province is invested in the protection of crown and private forests from fire and will take all reasonable steps to protect the forests. Subsection 22(2) of the Act delegated fire protection within incorporated boundaries to municipalities. In the case of regional municipalities, the subsection says that this delegation only applied to the boundaries of the pre-existing incorporated components of the new regional municipality.

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[106] Chapter 179 of the revised statutes of 1989, "An Act Respecting Forests," short title; the *Forests Act*.

[107] The *Forests Act;* §**3(o)** ""Minister" means the Minister of Lands and Forests"

[108] The *Forest Fire Protection Regulations*; §2(k) ""woods" means forest land and rock barren, brushland, dry marsh, bog or muskeg."

Subsection 22(2) further states that the Province may takeover firefighting activities within municipal boundaries if provincial conservation staff are not satisfied with the way the municipality is fighting the fire.

The Town of Windsor has a legislated duty under *the Forests Act* to "*take reasonable steps to extinguish fires in the woods*" inside the boundaries of the Town of Windsor. With the Regionalization of the municipality of Windsor and West Hants Municipality, Windsor will no longer exist as a town but will be come part of a regional municipality. Yet as per the *Act*, the responsibility for fires in the woods will become the responsibility of the new Regional Municipality but only for the area which was formerly the boundaries of the Town of Windsor.

The province has the power to restrict the lighting of fires in the woods and to restrict persons from entering the woods when the risk of fires was high enough to be of concern.

> "Fire proclamation
>
> 24 (1) Notwithstanding any other provision of this Act, the Minister may, whenever the Minister deems it necessary for the protection of woods, by proclamation, prohibit the setting of fires for any purpose in woods or within one thousand feet of woods in any part or parts of the Province during the period specified in the proclamation.
>
> (2) Where a proclamation is made pursuant to subsection (1), no person shall ignite or cause to be ignited a fire in the woods or within one thousand feet of woods in a part or parts of the Province during the period specified in the proclamation."
>
> "Restricted travel zone
>
> 25 (1) Whenever deemed necessary for the protection of the woods, the Minister may at any time by proclamation set aside for any period of time a restricted travel zone in any area of woods upon which no person shall enter for the purpose of travelling, camping, fishing or picnicking, or any other purpose, without a travel permit."

The *Forests Act* also had provisions for fire suppression and fire prevention, as follows;

> "Fire fighting
>
> 26 (1) For the purpose of controlling and extinguishing a fire in the woods, a conservation officer may requisition the use of any privately-owned equipment and encourage people to assist in extinguishing a fire.
>
> …

(4) Every person who is aware that a fire has started and exists in any woods shall notify a conservation officer or the Department and any person who neglects or refuses to do so is guilty of an offence. R.S., c. 179, s. 26."

"Fire prevention

27 (1) No person who is in the woods or within one thousand feet of the woods during the fire season shall throw, drop or otherwise deposit any burning match, cigarette, cigar or smoking material, live coals, hot ashes or burning substance, or fail to extinguish any such thing.

(2) Where a person is permitted to ignite a fire pursuant to this Act, that person shall take every reasonable effort to prevent the fire from spreading and shall not leave the fire unattended until it is completely extinguished.

(3) No person shall ignite or cause to be ignited a fire on privately owned land without the permission of the owner or occupier except in an emergency situation for cooking or warmth or as a distress signal and only if the fire is made in a suitable place and precautions taken against the spreading of the fire.

…

(8) During the fire season, any person in charge of a group entering the woods for any purpose shall ensure that that person and any persons under that person's charge are fully informed of the provisions of this Act and the regulations pertaining to forest fire protection. R.S., c. 179, s. 27."

Forest Fire Protection Regulations

The regulations pertaining to fire protection arising from the Forests Act are the Forest Fire Protection Regulations.[109] These regulations set the "fire season" in the Regional Municipality and the appropriate restriction, as follows;

"3 (1) The fire season for the counties of Yarmouth, Digby, Shelburne, Kings, Annapolis, Queens and Lunenburg shall be the period of time during each year from the first day of April to the fifteenth day of October, both dates inclusive.

(2) The fire season for all other counties in the Province shall be the period of time during each year from the fifteenth day of April to the fifteenth day of October, both dates inclusive.

(3) Except as provided in the Act, during the fire season as prescribed in subsections (1) and (2), no person shall set, start, kindle or maintain a fire in the woods or within one thousand feet of the woods without a valid permit to burn."

[109] "*Forest Fire Protection Regulations* made under subsection 23(2) and Section 40 of the Forests Act, RSNS 1989, c. 179, NS Reg 55/87, NS Reg 167/2008," short title; *Forest Fire Protection Regulations.*

Summary of Duties and Powers, Provincial Legislation

The following is a summary of the fire protection related legal duties and discretionary powers of each responsible party as found in the various provincial legislation noted above in this chapter.

Party	Legislation	§	Type	Summary
Municipality	MGA	174	Power	May make by-laws respecting fire prevention and fighting of fires
Municipality	MGA	293	Power	May maintain and provide fire & emergency services
Municipality	MGA	294 295	Power	May accept fire department registrations
Municipality	MGA	296	Power	May make policies for governance of fire and emergency service providers
Municipality, etc.	MGA	300	Protection	Protection against liability for powers
Municipality, etc.	MGA	300	Protection	No liability unless grossly negligent
Municipality	MGA	302	Power	May assist at fires, etc., outside municipality
Firefighters		297	Duty	Shall endeavour to extinguish fire, etc.
Firefighters		297	Power	Generally, may do all things necessary to respond to the emergency, etc.
Firefighters		297	Power	Right to enter break into building if fire suspected
Firefighters		297	Power	Destroy buildings to contain fire or protect public from danger
Province	Fire Safety Act	9	Duty	Shall appoint Fire Marshal and staff
Fire Marshal	Fire Safety Act	13(1)	Power	Promote, advise, investigate, direct, collect information, study, recommend, etc.
Fire Marshal	Fire Safety Act	13(2)	Duty	Duties as assigned by Minister
Fire Marshal	Fire Safety Act	13(3)	Duty	Submit annual report to Minister
Fire Marshal	Fire Safety Act	13(4)	Power	Enforce compliance Acts and Fire Code
Fire Marshal	Fire Safety Act	14(1)	Power	May appoint local assistant to the Fire Marshal, may require Fire Chief consent if local assistant is fire department employee
Municipality	Fire Safety Act	5	Power	May make by-laws on matters in the Fire Safety Act, unless conflicts
Municipality	Fire Safety Act	13	Duty	Must inspect Group A premises during Act implementation schedule
Municipality	Fire Safety Act	14	Duty	Must inspect premises according to schedule
Municipality	Fire Safety Act	19	Duty	Appoint inspector, inspect land/premises for Act/Regulation compliance, keep records
Local Assistant (Firefighter)	Fire Safety Act	14(4)	Duty	Local assistant takes direction from Fire Marshal, assist in administering Act and Fire Code
Firefighter, Fire Marshal, etc.	Fire Safety Act	28(1)	Power	Entry without warrant in case of immediate threat to life of a person
Firefighter, Fire Marshal, etc.	Fire Safety Act	28(2)	Power	Remove persons, bar entry, do anything reasonably believes necessary to remove/reduce threat to life
Local Assistant (Firefighter), Fire Marshal	Fire Safety Act	32(1)	Duty	Immediately investigate fires for origin, cause and circumstances
Province	Forests Act	21(1)	Duty	Take all reasonable measures to protect forests from fire, injurious agents, etc.
Province	Forests Act	21(2)	Duty	Shall undertake programs to enhance detection and suppression forest fires
Province	Forests Act	22(1)	Power	Control over prevention and suppression fires in woods
Province	Forests Act	22(2)	Power	May take over firefighting inside municipal boundaries if deemed necessary

Party	Legislation	§	Type	Summary
Province	Forests Act	22(3)	Protection	Not obligated to fight any fire on any land or pay compensation
Province	Forests Act	24(1)	Power	Proclaim the prohibition of setting fires in the woods for protection of woods
Province	Forests Act	24(3)	Duty	Notice of Proclamation shall be issued publicly
Province	Forests Act	25	Power	Proclamation to close the woods to persons
Province	Forests Act	26(1)	Power	Requisition assistance in fighting woods fires
Municipality	Forests Act	22(2)	Duty	Shall take reasonable steps within boundaries to extinguish woods fires (i.e. boundaries
Public	Forests Act	26(4)	Duty	Must report any woods fire
Public	Forests Act	27	Duty	No person through act or carelessness shall start a fire in the woods or cause it to spread, etc.

APPENDIX V; MODEL; VOLUNTEER RECRUITMENT AND SELECTION PROCESS

NOTE: First Define position(s) advertised for and have in place appropriate position job function descriptions.

Purpose

The purpose of this policy is to set out guidelines and procedures regarding recruitment and selection of volunteer firefighters across the Regional Municipality.

Selection Criteria

Definitions:

Applicant: A person who applies for a volunteer position with the Region of Windsor and West Hants Municipality, but has not been accepted into the selection process.

Candidate: An Applicant who has met the minimum requirements and is being considered through the selection process.

Recruit: An entry level firefighter who has been offered an available volunteer position by virtue of successfully challenging the selection process.

Probationary: A volunteer who has successfully completed required training and is on active duty but is still within his/her probationary period.

Permanent: A volunteer who has completed all Probationary requirements.

Requirements

All available openings for Volunteer positions shall be advertised in the local media and posted within The Region of Windsor and West Hants Municipality.

All Applicants for a volunteer position in The Region of Windsor and West Hants Municipality. shall, as a minimum, meet all of the following criteria:

1. Complete the application form and truthfully include all information requested.

2. Be at least 19 years of age at the date of closing for applications.
3. Have completed high school or have a substantial equivalent in education or experience such as a recognized community college certificate in a trade with a standing that demonstrates academic ability.
4. Be available to attend training, and if the position applied for requires, attend emergencies, and to participate, as required.
5. Hold a valid unrestricted Nova Scotia driver's license (Class 5)
6. Have access to a reliable vehicle or means of transportation so that he/she may attend to the fire station or emergency scene as required or needed.

All Candidates in order to be considered for appointment to an available position as a volunteer shall meet as a minimum all of the following criteria:

1. Have good oral and written communication skills.
2. Be of sound mind and body as required to perform the duties required of the position applied for.
3. Be of good character, be strongly motivated, and exhibit a positive attitude.
4. Be willing and able to learn, to take direction, and to be a team player.
5. Successfully complete the Applicant selection process.
6. Submit acceptable criminal and vulnerability reference check and driver's abstract record.

All Probationary firefighters in order to receive a permanent appointment as a volunteer firefighter must meet all of the following requirements.

1. Successfully complete all learning and participation expectations.
2. For active firefighting positions Within two (2) years of appointment obtain a class "3" license with "f" endorsement.
3. Demonstrate that they can meet the requirements of the job description.

Selection Process Overview

In general, an Applicant who meets minimum criteria will pass into the selection process and become a Candidate under consideration. All Candidates who pass the selection process shall be placed on a list for possible appointment as a volunteer. Volunteer vacancies will be filled from such a list and any remaining listed Candidates will be considered for appointment over the 12-month life of the list if there are further vacancies and the Candidate remains suitable and available.

An Applicants or Candidates participating in the application and selection process will not be eligible for reimbursement or compensation of any costs or for any loss of income. An Applicant or Candidate is not considered a Recruit until such time as he/she is formally appointed and meets all conditions of the appointment.

Newly recruited volunteers who are appointed and meet the requirements of the appointment shall be placed on Probation for a period of one calendar year from the effective date of the appointment. Probationary requirements include the completion of all required training and exams as are set down, and the receiving of good reports on quarterly evaluations. Probationary volunteers not meeting these requirements may be subject to dismissal.

Thereafter the first year, Probationary firefighters may be conditionally placed on Permanent status pending their obtaining a 3f driver's license no later than the end of their second year. The new firefighter who fails to obtain a Nova Scotia Class "3" driver's license with "f" endorsement by the end of his/her second year shall be deemed to have not completed the probationary requirements and shall be subject to dismissal.

Procedural Steps and Requirements

1. Information on the selection process and application forms shall always be made available at all Fire Stations within the Region of Windsor and West Hants Municipality.
2. When active recruiting is taking place, an orientation meeting shall be held at a designated time and location for all prospective Applicants, and at least two weeks prior to the deadline for the receiving of applications. Meeting attendance by Applicants is not mandatory but all Applicants and spouses will be encouraged to take advantage of this opportunity to ask questions and to get more information on what it takes to be a Volunteer with the Regional Fire Service.
3. Candidates considered for appointment as a Volunteer shall reside in the fire district for which he/she is applying and in which he/she will serve. In the case of the Applicant who lives relatively near district boundaries, and where there is a greater need for firefighters in one district over another district, at the discretion of the Director of Protective Services an application may be received and a subsequent appointment of a successful Candidate may be made to other than the Candidate's home district.
4. All completed applications and relevant certifications will be submitted to the Regional Fire Service's office before the posted deadline. No consideration of late applications will be made.
5. Each station that requires new volunteers to fill available vacancies shall strike a Selection Committee consisting of not less than three, and not more than four. For firefighter positions the committee shall be comprised of, senior firefighters and officers. The Committee for volunteer firefighter positions shall contain at least one senior firefighter not of officer rank. Committee members from other stations are permitted.

6. Candidate selection shall be on the basis of qualifications, ability and potential. At each stage in the screening process the Candidate will be evaluated for eligibility based upon the volunteer position applied for, to proceed to the next step. All Candidates shall be screened through the following steps of the selection process:
    (a) Screening of Applicant's basic requirements through the application form.
    (b) Completion of an individual interview with the Candidate where factors such as character, motivation and team skills will be evaluated. This is a subjective interview based on pre-set questions and with a structured evaluation scheme and will be scored.
    (c) Through the use of the established evaluation system the Selection Committee shall select Candidates at each evaluation stage, deciding who are eligible to proceed to the next step. Where several stations are recruiting at the same time combined testing events will be scheduled where possible.
7. The successful Candidates from the selection process shall be ranked and the list of all successful Candidates shall be recommended by the Selection Committee to the applicable District Fire Chief. The District Fire Chief shall review the selection documents of all the Candidates for errors in process.
8. The District Fire Chief shall present to the Director of Protective Services a list of recommended Candidates for Recruitment, and a list of waiting-listed Candidates. The Director of Protective Services shall review the District Fire Chief's recommendations and may issue conditional letters of appointment to sufficient Candidates to fill available vacancies in the particular station. Any remaining ranked Candidates shall be notified that they are placed on a 12-month waiting list for further vacancies that might appear over that period.
9. Candidates receiving conditional offers of appointment shall have 14 days to provide the following required documentation:
    (a) At least a "Class 5" Driver's License
    (b) A satisfactory Criminal Reference Check
    (c) A satisfactory Driver's Abstract
    (d) A Doctor's certificate of health using the Municipality's recommended form.
10. The Candidate who provides satisfactory documentation within the time allotted will be required to sign an Acceptance-of-Offer form and shall be placed on the list as a Recruit Firefighter. He/she will be signed onto the Municipality's benefit programs.
11. All Recruit Firefighters shall attend and shall successfully achieve a program of recruit training as is laid down by the Training Division. Recruit Firefighters failing to successfully achieve the recruit program will be terminated.
12. The Recruit Firefighter who successfully completes the Recruit Training Program shall be accepted for service in his/her station as a Probationary Firefighter with limited duties and expectations. For the balance of his/her first year after accepting his/her appointment, the Probationary Firefighter will be expected to pass such tests and to acquire such skills and knowledge as are laid down by the station Training Officer and the Training Division. Failure to satisfactorily achieve these or failure to maintain adequate attendance will be cause for dismissal.
13. Probationary Firefighters will be formally evaluated by the station Training Officer and the station District Fire Chief at the completion of 3 months, 6 months, 9 months, and 12 months of his/her first year. These reviews shall evaluate the Probationary Firefighter's progress and

potential in meeting the Job Requirements of a volunteer firefighter. Concerns identified in these evaluations shall be resolved before the subsequent evaluation. Failure to resolve concerns within those periods will be cause for dismissal.

14. The Probationary firefighter who successfully completes his/her first year shall be appointed as a Permanent volunteer firefighter. However, such appointment shall be conditional on the firefighter obtaining his/her 3f Driver's License prior to the expiry of the second year. Failure to obtain the Driver's License will be cause for dismissal.

Applicants with previous firefighting experience.

An Applicant who has previous firefighting experience may, at the discretion of the Director of Protective Services, be recruited through a modified evaluation process as follows:

1. The Applicant shall submit an application, and if suitable shall participate in the Candidate selection process in the normal manner, and if successful shall be ranked as are other Candidates.
2. Credit shall be provided for previous experience that is deemed relevant and significant.
3. If the Candidate is suitable for appointment, he/she may be offered a conditional appointment to a vacancy in the normal manner.
4. The experienced Recruit may be excused from recruit training to the extent that the station Training Officer determines is acceptable and provided the Candidate submits suitable records of previous training and experience for review by the Selection Committee, the station Training Officer and the Divisional Chief of Training and Safety.
5. The experienced Recruit may be immediately placed on 12-month probation, and is subject to periodic mandatory review in the normal manner.
6. The experienced Probationary firefighter shall be assigned tasks in accordance with demonstrated ability, which may exceed those of other Probationary firefighters without previous experience.

Volunteers transferring to another station.

Any Permanent Regional volunteers who moves his/her principal domicile from the fire district in which he/she is a volunteer to another fire district may apply for a transfer from one station to another. Such transfer is subject to the following:

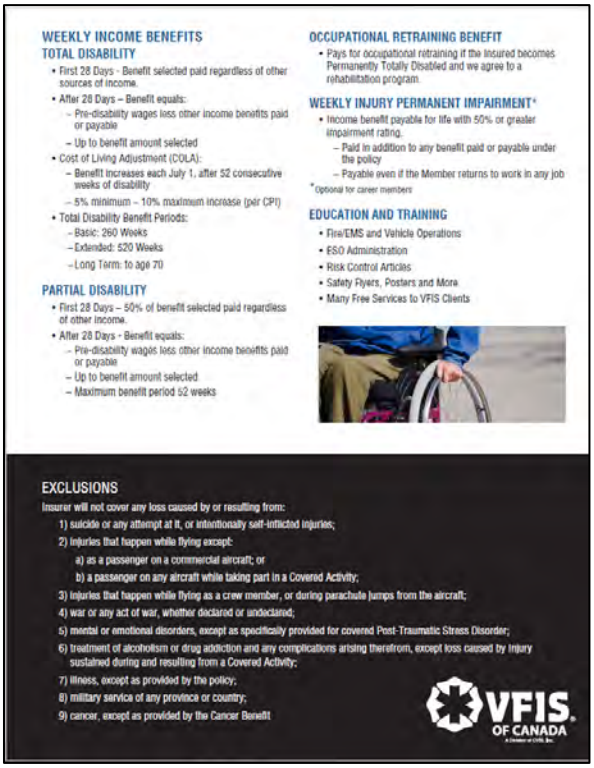
1. The volunteer receives a suitable recommendation from the District Fire Chief of the station to which the firefighter currently belongs.
2. The District Fire Chief of the station to which the volunteer is requesting transfer interviews the firefighter and recommends his/her transfer.
3. There is a vacancy in the receiving station.

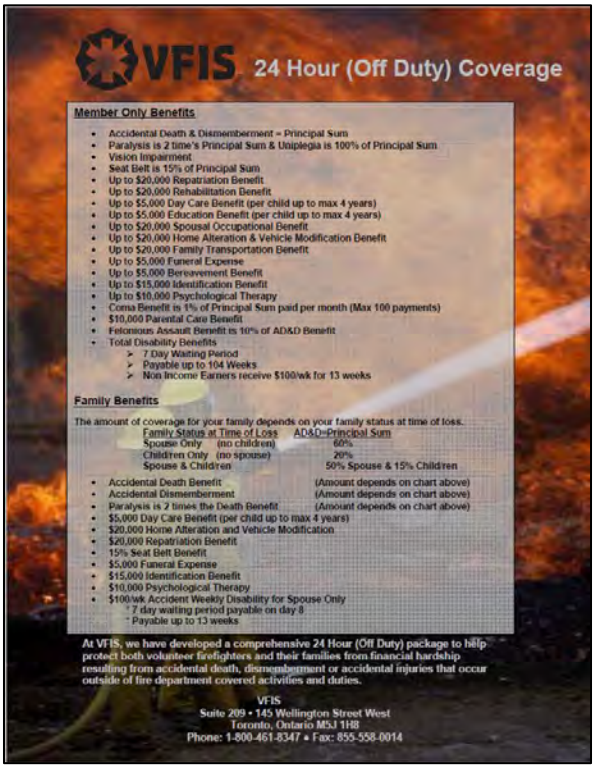
The Director of Protective Services reviews and approves the transfer.

APPENDIX VI; VFIS PLANS AND COVERAGES (FOR REFERENCE)

VFIS Coverage, General

VFIS Coverage, On-Duty & Off-Duty Coverage





VFIS Coverage, Member and Family Assistance Program (MFAP)

Volunteer Firefighter Member and Family Assistance Program (MFAP) Solutions

Harness the power of full-scale employee/firefighter and workplace support solutions through an exclusive MFAP arrangement through VFIS of Canada a division of CVIS, Inc.

DID YOU KNOW?

- Mental and nervous disorders have replaced musculoskeletal conditions as the top conditions causing long-term disability.

Source: Canadian Council on Integrated Healthcare

- The mounting costs of maintaining unhealthy employees/firefighters, coupled with the expense and disruption associated with staff turnover, is leading many employers to implement a health promotion strategy. Thanks to a growing body of evidence, today's workplace health programs are no longer viewed as just a good idea, but rather a crucial investment in an organization's long-term success.

Source: The Case for Comprehensive Workplace Health Promotion, Centre for Health Promotion, University of Toronto

Member and Family Assistance Programs (MFAPs) are employer paid benefits that support both the members and the workplace. These services are designed to enable members to resolve personal and work issues so that optimal productivity is maintained. They include health, wellness and other strategic solutions for smaller employers/municipalities.

Homewood Health offers Volunteer Fire Departments the same services as some of Canada's largest employers at **a preferred**

VFIS of Canada member rate of $2.00 per member per month (non-member rate $3.00).

VFIS OF CANADA

1 **Ease of use**
All of our services are simple and intuitive to use, so all members can benefit (e.g. online solutions allow easy and secure access anywhere and anytime, clinical response is fast and available 24/7 in both official languages, counselling is short-term and solution-focused, and we have counselling offices across the country).

2 **Prevention focused**
Homewood Health takes a comprehensive and prevention-focused approach to a members well-being and productivity. Our healthy workplace strategy targets the member, workplace and organization. Our prevention focus strengthens the resiliency of your workforce.

3 **Appealing and relevant messaging**
MFAP and related services are only useful to the extent that they are utilized by members and key personnel (managers, supervisors, etc). We craft our messages to appeal to members in different stages of their life and career, ensuring that promotion efforts are relevant, appealing, and successful.

1

MEMBER SUPPORT SERVICES

Short-term Counselling (no session caps): Our unique solution-focused cognitive behavioural therapy approach focuses on teaching individuals, couples, and families the skills necessary to solve their life problems without creating a long-term dependent counselling relationship. Confidential counselling is offered in the local community. Our counselling is delivered by our extensive national network, with the highest ratio of clinical psychologists. Their focus is on specific goal attainment, behaviour change, accurate diagnosis of complex problems, and the best possible outcomes. Treatment is provided for a full range of personal or work-related issues including, but not limited to:

- addictions, adolescent issues; aging and care giving; anger management; anxiety; child development
- Communication problems; domestic violence; depression; family issues; grief and bereavement; marital issues
- parenting; personal adjustment problems; relationship difficulties; sexuality; stress; separation / divorce / custody; special needs of children, and trauma

Life Smart Coaching Services

Life Balance Solution:
- Childcare & Parenting
- Elder & Family Care
- Legal Advisory Service
- Financial Coaching
- Relationship Solutions

Career Smart Coaching Services:
- Shift Worker Support Pre-
- Retirement Planning

Health Smart Services:
- Nutritional Coaching Smoking
- Cessation Program Jumpstart your Wellness

Online Resources and Services
- E- Learning Courses
- Health Risk Assessment
- Child and Eldercare Locator
- Health Library

Crisis Management/Trauma
- Crisis Management Services (CMS) – charged separately @ $225 per hour

KeyPersonAdviceLine: Designed for key personnel and supervisors, the advice line allows key persons to contact a Homewood Health counsellor at any time for consultation should a situation arise at the workplace which requires a professional opinion. These consultations are designed to be available on an immediate, as-needed basis.

For more information ask for our detailed brochure defining each service. Marketed & Sold by CVIS, Inc. Developed by Homewood Health

MFAP Solutions—supporting employee/firefighter well-being, capability and effectiveness.

Learn more about other solutions offered through your Member and Family Assistance Program (MFAP).

[1.800.461.8347 | Canada.vfis.com

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2

VFIS Coverage, Trauma Care

Homewood Health™

Trauma Care

Post-Traumatic Stress Disorder (PTSD) is a serious condition that can affect anyone who has experienced a traumatic episode or repeated exposure to traumatic episodes.

It can leave a person debilitated by severe anxiety, nightmares, flashbacks and uncontrollable thoughts about an ordeal. Left untreated, symptoms can worsen and leave an individual unable to cope with everyday life.

Studies show that accurately and effectively addressing symptoms and distressed functioning early can have significant impact on successful recovery and return to normal functioning.

A New Response

Homewood Health™, in partnership with VFIS, is offering Trauma Care Program—a new mid- to long-term treatment option for Firefighters experiencing trauma symptoms.

This unique program model is designed to utilize industry best practices such as Cognitive Behavioural Therapy, resiliency training and a wide range of online mindfulness tools for individuals who remain on the job but are struggling with acute or long-term trauma symptoms.

The program provides up to 20 hours of individual treatment.

Our Unique Partnership

VFIS is offering Firefighters the opportunity to take advantage of this program through their Post Traumatic Stress Disorder Benefit. Through this benefit, Firefighters are eligible for covered access to Homewood's treatment for trauma experienced on the job.

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Toronto, Ontario, M5J1H8
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www.vfiscanada.com

Homewood Health | Santé

Trauma Care

Program Access

This fee for service program must be initiated through VFIS in order to be eligible for reimbursement. Firefighters must first meet the definition of traumatic incident*.

To initiate a claim, Firefighters can access the initial claim report and Attending Physician Statement form online at www.vfiscanada.com

Completed forms can be returned to VFIS by fax at 1.855.558.0014 or electronically to Canada@vfis.com. Once approved, a Firefighter has the option to be contacted by a member of Homewood Health's Trauma Care Intake team to initiate services, or to call Homewood Health directly at 1.800.663.1142 and request Trauma Care services.

*__Traumatic Incident__ – means an abnormal experience, outside the range of usual human experiences and includes, but is not limited to:

1. Line-of-duty death or serious injury to other **Insured Persons;**
2. A single incident having multiple casualties;
3. Death or serious injury of a child; and
4. Dealing with victims known to the **Insured Person.**

Specialized Clinicians

Clinicians are specifically selected for this service. They have expertise and specific training in evidence-based psychotherapy, particularly Cognitive Behavior Therapy, relating to PTSD, as well as mood and anxiety disorders. Trauma Care clinicians also have experience working with military personnel and first responders and have undergone additional training regarding the cultural perspectives shared by many individuals in these occupations.

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APPENDIX VII; SAMPLE JOB DUTIES AND DESCRIPTIONS

Director of Protective Services/Fire Chief Draft Job Description

IMMEDIATE SUPERVISOR: CHIEF ADMINISTRATIVE OFFICER

Position Summary: (ILLUSTRATIVE PURPOSES ONLY)

Reporting to the Chief Administrative Officer, you will lead the Regional Fire Service and manage the many necessary changes in the organization and operations to meet the ever-changing demographics of the community and regulatory requirements. Key focus area is the development of an overall strategy and plan in developing a path toward greater integration of services, facilitate change and support the volunteer fire services.

The position includes responsibility for the Regional Fire Service, Regional Emergency Management, liaison with local RCMP and EHS. The Regional Fire Service is designed to deliver the best possible fire protection and emergency service in order to avoid loss of life and property through prevention, code enforcement, preparedness and response. The Regional fire Service is primarily a volunteer fire service consisting of some part time positions. This staffing model meets the needs of the Region and reflects the commitment of both the Region and that of its various communities and residents. This commitment to a primarily volunteer model is unwavering and must be understood and embraced by all personnel. The position will be responsible for the coordination of a uniform and integrated team of Fire Departments, each possessing an uncompromised identity.

As part of the Corporate management team, participates in the overall stewardship of the municipality. This position has corporate and department responsibilities for emergency and business continuity planning. The Regional Municipality expects all employees to work in an environmentally friendly way in all the tasks that they do; to work in a manner that is safe for themselves and others and to be aware of their health & safety obligations; to continually look for opportunities to improve their job that will result in excellence in municipal government and; to recognize the uniqueness of the individuals they come into contact with, and to treat them with dignity and respect.

PURPOSE OF JOB:

The Director of Protective Services/Fire Chief position is a senior management position responsible to plan, organize, direct, control and evaluate all aspects required of modern-day emergency services which include fire and rescue services, code enforcement, emergency management, medical first responder programs and activities of the Region. The Director/Fire Chief is required to analyze and consult with the CAO and other Regional officials and emergency services in developing recommendations for the protection of life and property within the Region. Administrative duties including planning, development of policies and procedures, directing and controlling activities of the work unit, long term planning, recruitment and retention of personnel, purchase of equipment, control of expenditures, management of budgets and the assignment of personnel and equipment, human resources as it relates to those personnel under his/her comm **Responsibilities as the Regional Emergency Measures Organization Coordinator.**

The Director of Protective Services/Fire Chief includes responsibilities as the Regional Emergency Measures Organization coordinator. Responsibilities include but are not limited to

and. Further the position is responsible to keep current any mutual-aid, auto-aid agreements and annual fire department registrations.

1. Responsible for the development of Emergency Management Plans.
2. Provides assistance to municipal departments, non-governmental and volunteer agencies develop plans and procedures.
3. Ensure that current pans and procedures align and compliment with those of NS EMO
4. Facilitates inter and intra-agency cooperation.
5. Coordinate municipal operations with provincial and Federal governments in the event of an emergency.
6. Responsible to ensure that the Emergency Coordination Centers (ECC) and associated equipment are fully functional and ready for use 24/7.
7. Responsible for semi-annual preparedness exercises.

FIRE SERVICE Job Duties and Tasks:

1. Promote the missions and values of the Regional Municipality.

2. Ensures that Council approved policies and procedures are adhered to in the department and that other departments observe policies within the jurisdiction of the Fire department.

3. Interacts with other departments on a regular basis as many of the Fire department's daily responsibilities require an integrated corporate approach.

4. Actively promote the Municipality's health and safety program. Lead by example in the areas of health and wellness and work life balance.

5. Responsible for ensuring that employees of the department are provided with a safe and healthy workplace consistent with corporate standards and the healthy workplace initiatives.

6. Provide supervision for the activities of the Regional Fire Service department including the performance of staff.

7. Develop, implement and maintain short- and long-term planning to ensure effective services.

8. Create financial budgets to meet the needs of the department. Routinely monitor the budget expenditures, advising the CAO of variances and significant deviations.

9. Review and make recommendations to the CAO as to the type of fire and emergency services, including equipment and human resources (recruitment and retention of personnel).

10. Keep abreast of changing local conditions in firefighting, fire prevention, inspections and develop recommendations for the provision of fire services.

11. Provide leadership and communication through regular meetings (i.e. the Fire Chiefs Advisory Board) and delegation responsibilities.

12. Promote effective employee/employer relations.

13. Encourages participation by subordinates in departmental projects and teams.

14. Develop and mentor senior officers to provide leadership to the department.

15. Represent the Regional Fire Service department in communications with the media and the public, in coordination with the CAO.

16. Establish and maintain effective working relationships with members of the public, residents, Councillors and staff.

17. Manage emergency service contracts, mutual-aid and auto aid agreements.

18. As required, report to Council on Regional Fire Service activities.

19. As part of the Emergency Coordination Centre (ECC), be available for call backs to emergencies.

20. Respond on scene to large scale emergencies/fires in an incident command role as required.

21. Other related duties as assigned.

Supervision:

Supervision Given:

Provides policy direction. Organizes programs and goals and objectives for the department. Provides direction for all staff in the department. Must be able to maintain an effective working relationship with volunteer firefighters. Must be able to motivate and maintain active volunteer fire fighting force.

Responsibility:

Supervision Received:

Accountable for own actions, and those of subordinates.

Effect of Errors: Strategic errors made by this position can result in loss of life and property in the community. The Director of Protective services/Fire Chief has technical expertise that does

not allow for senior positions to be able to assist in some of the critical strategic decision making for the department.

Freedom to Make Decisions: Employee makes operating decisions between alternative courses of actions which have long lasting effects. Must be prepared to make decisions with a limited information base or decisions that may have political overtones.

Interpersonal Contacts:

Purpose: Contacts are a major portion of the job. Provides leadership for staff in the department, and advises staff at all levels.

Performs a public relations function for the municipality and must use tact with the media.

Is involved in Emergency Response, which calls for skill in human relations and dealing with people in emergency situations.

Ingenuity: Must originate policies for the Fire Department where there may be no precedent. Must consider political ramifications of decisions to change staffing requirements at different locations. Must be open to new ideas, equipment, potential cost savings to the Corporation. The position works on long-term planning for the department, including deployment of resources to reflect changes in population growth.

Assistant Chief of Fire Prevention

Immediate Supervisor: Director of Protective Services/Fire Chief

Direct Reports: Regional Fire Inspectors/Investigators, Station Volunteer Fire Investigators and Station Public/Life Safety Educators.

Position Purpose: (ILLUSTRATIVE PURPOSES ONLY)

The Assistant Chief Position is responsible for the establishment, organization, coordination and administration of the Regional Fire Inspections/Investigations Division. Division personnel will enforce and interpret all Fire Department related by-laws of the Municipality, National Building and Fire Code, Nova Scotia's Fire Safety Act and various Provincial and Federal Acts, Regulations and Codes. Manages Division so that fire inspections and life safety studies meet the requirements of relevant legislation, codes and standards; fire risk analyses are completed and compliant with building and life safety legislation. Manage and ensures all incidents of fires are properly investigated, coordinate investigations and cooperate with other investigative authorities and agencies. Establish and maintain a Fire service photographic capability. Develop and administer business and information systems related to Division programs and activities. Acts as an Assistant to the Fire Marshal of Nova Scotia under the provisions of the Provincial Fire Safety Act. This position may from time to time perform support roles during emergencies. Participates in the formulation of departmental policies, procedures, regulations and program objectives along with providing administrative and technical advice to the Director of Protective Services/Fire Chief.

Key duties include:

FIRE INSPECTIONS/CODE ENFORCEMENT

1. Maintains all files in accordance with the file classification system and records retentions policies.
2. Assess development plans for all occupancies for compliance with relevant codes and standards by liaising with the Chief Building Official, architects and engineers.

3. In conjunction with the CBO, oversees interactions with developers, architects, engineers and building owners to ensure compliance with the provisions of applicable acts and regulations in order to meet adequate fire safety in new and existing buildings.
4. Ensures the highest standards of confidentiality and integrity at all times.
5. Cause information to be laid and prosecutes infractions of all applicable By-laws, codes, acts, standards and statutes, when required.
6. Hold regular team meetings and encourage team building.
7. Formulates departmental policies, procedures, regulations and program objectives along with providing administrative and technical advice to the Director of Protective Services/Fire Chief
8. Ensures appropriate training and skill development for staff
9. Monitor and manage usage of the designated budget.
10. Draft Operational and Capital Budget of Divisional needs for the Director of Protective Services/Fire Chief
11. Actively participates in Fire inspections/Code Enforcement
12. Prepares necessary documentation and reports in support of any code enforcement issue including meetings with the Crown, if required.

F**IRE INVESTIGATION:**

Key duties include:

1. Ensures all incidents of fires are investigated
2. Examine fire scenes (when required) for the purpose of investigation of the origin and cause of the fire / explosion and report same to the Provincial Fire Marshal of required by the Fire Safety Act.
3. Coordinates and cooperates with other investigative agencies such as the Office of the Fire Marshal, the RCMP and Insurance Investigators and or their contractors.
4. Author investigative reports detailing the incident and investigative findings.
5. Attend court as required.
6. Ensures appropriate training and skill development for all staff including volunteer staff
7. Hold regular team meetings and encourage team building.
8. Performs other related duties as assigned

PUBLIC EDUCATION and LIFE SAFETY

The Assistant Chief manages and promotes public relations, public education and media relations programs and activities focusing on public and Life Safety in an effective manner. Reviews and analysis past incidents of fires to develop an appropriate program and target audience.

Key duties include:

1. Utilizes fire loss data in the development and design of appropriate fire safety education programs

2. Utilizes analytics and data in the development and delivery of targeted public education messages

3. Provides Assistance to the Community and fire service volunteers in the design and the delivery of public safety education presentations and seminars to a variety of audiences

including community groups, dwelling unity owners/residents, elementary school students, seniors, and workplace employees

4. Provides assistance in the development of special events, media campaigns and other activities to promote and provide education on fire prevention and safety awareness
5. Provides fire safety materials to support program delivery, including lessons plans, PowerPoint presentations, and brochures
6. Utilizes all forms of media to support effective fire safety messaging to the public and undertakes media related activities as required to such as interviews (print, radio, television, and social media) and the preparation of media advisories and releases
7. Engages with various internal and external stakeholders
8. Work with the Regional fire departments for school fire drill programs, station tours, and community events
9. Develop and implement fire department and community volunteers for the delivery of Public Education and Life Safety Programs.
10. Insures appropriate training and skill development for volunteer staff
11. Hold regular team meetings and encourage team building.
12. Maintains all files in accordance with the file classification system and records retentions policies
13. Monitor and manage usage of the designated budget.
14. Prepare Division operating and capital budgets for the Director.
15. Demonstrates a commitment to personal and professional development

EMERGENCIES:

Participates in a rotational on-call schedule with Fire Prevention /Investigative staff and volunteer staff as the fire services on call fire investigator.

The Divisional Chief may be asked to attend, as required by the Director of Protective Services/Fire Chief, emergencies either to the Municipality's Emergency Control Center, in a support role to the Director, or act as the REMO in his absence. The Assistant Chief may be also asked to report to the scene of the emergency and provide a support role to the Incident Commander.

DUTIES

Divisional Chief of Training, Occupational Health & Safety, & Communications

Immediate Supervisor: Director of Protective Services/Fire Chief

Direct Reports: Regional and Departmental Training and Safety Officers

Position Purpose: ILLUSTRATIVE PURPOSES ONLY

The Divisional Chief Position is responsible for the establishment, organization, coordination and administration of the Regional Training, Health, Safety & Wellness Policy and Programs as well as the department's communications, including maintenance and documentation. Participates in the Board of Fire Chiefs meeting as required.

Key duties include:

Training:

Researching, developing and preparing a variety of training programs. Coordinating training programs, manuals, lessons and syllabus for volunteer, part time and full-time fire department personnel; providing motivation and mentoring of department members for professional growth;

coordinating and scheduling the delivery of fire service-related training programs such as recruit training, officer development, inspection and investigation, emergency care, vehicle driver/operator training etc.; coordinate assigned activities with other divisions and outside agencies;

researching and evaluating fire department policies, procedures, techniques and equipment; assisting with recruitment and evaluation - screening resumes, arranging interviews, and creating new hire documents for Volunteer; managing MFR, Ice/Water and specialized training such as Trench Rescue, Confined Space and Hazmat; maintaining training records for all fire department employees; and other duties as assigned.

1. Performs an assessment of needs

2. Consults with the District Fire Chiefs Advisory Committee
3. Determines best practice in the development & implementation plans for program delivery
4. Manages Direct Reports, assign and distribute workloads
5. Produces an annual training plan and develops curriculum and lesson plans in all required areas.
6. Develop fire officer soft skill development opportunities
7. Develop personnel for future roles to meet the projected needs of Regional Fire Service (Succession planning)
8. Look for training opportunities with outside jurisdictions, agencies and private corporations.
9. Develops and maintains a comprehensive training records management system data base.
10. Coordinates and oversees the annual recruit training program.
11. Develops and implements Pre-fire Planning and Post-Incident Analysis and Review programs.
12. Authors a variety of reports involving complex and confidential matters, and Standard Operating Guidelines and Training Directives
13. Select instructional staff that assists with meeting department policies and instructional goals.
14. Review and approves all Practical Training Safety Plans
15. Develops and implements standardized new fire service member orientation.
16. Construct a performance-based instructor evaluation plan so that instructors are evaluated at regular intervals. The evaluation needs to identify areas of strengths and weaknesses.
17. Recommend changes to improve instructional style and communication methods. In addition, provide an opportunity for instructor feedback.

18. Develop an evaluation plan to collect, analyze and report data for program validation and participant feedback.

19. Proctor written and performance tests according to procedures in addition to maintaining security of the testing materials.

20. Draft training equipment purchasing specifications that support the training program goals.

21. Prepare annual operational and capital budget that supports the needs of the Regional Service for the Director of Protective Services/Fire Chief

Safety, Health, Safety & Wellness Policy and Programs:

1. Applicant Medicals
2. Infection & Disease Control
3. Fire Ground Safety Command (Participates in a rotational on-call schedule with volunteer staff.
4. Establishes programs and protocols to meet the needs NFPA-1500 requirements
5. Establishes programs and protocols to meet the needs of NFPA-1521
6. Scene Safety
7. Traffic Control Safety
8. CISD
9. Liaises with medical and mental health professionals
10. Supervises Direct Reports
11. Prepare annual operational and capital budget that supports the needs of the Regional Service for the Director of Protective Services/Fire Chief

Develops, Implements and Enforces the Regional Fire Service's Risk Management Plan in the following areas:

1. Administration
2. Facilities
3. Training

4. Vehicle operations, both emergency and non-emergency
5. Protective clothing and equipment
6. Operations at emergency incidents
7. Schedules and participates in an on-call rotation as a Fire Safety Officer for emergencies.
8. Operations at non-emergency incidents
9. Products of combustion, carcinogens, fireground contaminants, and other incident-related health hazards
10. Other related activities

Occupational Health & Safety Committee

1. Establish and Co-chairs the Reginal Fire Services Occupational Health & Safety Committee, as the management representative.
2. Track, record, Trend and publish LTI and Near Misses
3. Responsible to ensure that committee minutes are recorded, and distributed throughout the organization.
4. Establish and Keep current fire station Safety Bulletin Boards.

COMMUNICATIONS

1. Liaises with the appointed PSAP and Fire Dispatch Service provider.
2. Manages the Reginal Fire Service Fire Dispatch contract on behalf of the Regional Municipality.
3. Keep inventory of all radio equipment.
4. Manages Radio call sign assignments both apparatus and personnel.
5. Manages communications and related supplier contracts, on behalf of the fire services and departments.
6. Prepares operating and capital budgets for the Director of Protective Services/Fire Chief.

Emergencies:

Participates in a rotational on-call schedule with full time and volunteer staff as an Incident Safety Officer.

The Divisional Chief may be asked to attend emergencies, as required by the Director of Protective Services/Fire Chief, either to the Municipality's Emergency Control Center, in a

support role to the Director or to the scene of the emergency in a support role to the Incident Commander.

APPENDIX VIII; ADMINISTRATIVE OFFICE SPACE AND COSTS

ADMINISTRATION OFFICE SPACE REQUIREMENTS

GA's recommendations to provide central administrative staffing for a regional fire services HQ means that there will be a need to establish office space for this staff. GA recognizes that industry standards may not be achievable as there are constraints with existing buildings which will, by economic necessity, be repurposed through the consolidation process and afterwards; until such time as new structures are justified.

The one main caveat is that there be effort made to keep the fire services personnel together in one location in order to ensure proper coordination and communications at all levels and functions; this is critical for success.

The following is offered for assistance in understanding what industry standards are for office spaces. It may be useful as a planning tool.

Office Functional Requirements and Location

Office space must be flexible and have a technologically-advanced working environment that is safe, healthy, comfortable, durable, aesthetically-pleasing, and accessible. It must be able to accommodate the specific space and equipment needs of the office function.

The single biggest issue that impacts on facility cost effectiveness is that of location. There are a number of options to consider in determining location. For the purposes of this exercise, the assumptions made are that this will be the regional headquarters for the fire services, and current municipal facilities cannot accommodate the additional office functions and space. Current fire stations across the region are not able to accommodate the additional office function and space. If a new municipal office building is planned for the new regional municipality then this would present an ideal opportunity to incorporate the fire services administrative offices into that new facility. Some location options might exist, as follows;

- As a regional headquarters, ideally, the offices should be centrally located, close to the majority of stations and municipal offices.

- Incorporate the required offices into a new fire station. Location may not be ideal.
- If renting or leasing space, availability that meets the needs, budget and location.
- Construct a separate office building, if land availability at reasonable costs.

Space Types and Functional Requirements

An office such as a fire department headquarters incorporates a number of space types to meet the needs of staff and visitors. These include:

- Offices both private and semi-private
- Visiting fire station service personnel and committee work areas
- A conference room
- Washrooms
- Reception area
- Wait area
- Small kitchenette
- Space for printer and communications
- General storage for office supplies
- Storage for investigation equipment and evidence lock-up
- IT , and security closet
- Maintenance Closet

In addition to the foregoing, the headquarters would require security features i.e. cameras and parking spaces for no less than 10 vehicles for the office staff, visiting fire station members and the public.

Based upon the required functionality of department administration, meetings that would include municipal staff, fire department personnel, public, and others, and given that the staff organization is that of a regional service it is being proposed that an office space of approximately between 2,700 and 3,000 square feet is required.

Office Cost Estimates

The following office requirement is based upon the new Regional Fire Service organization. Requiring approximately 3,000 sq. feet (278.7 sq., m).

References used in the cost estimates are:

- ALTLUS Construction COST Guide 2018
- Quebec Hydro Study of 2018 (1 April)
- REMAX Real Estate Services – Windsor NS
- BDC.CA
- Prevost Fire Station Cost Calculator

The costing does not include the following:

- Utilities
- Insurance
- Fit up
- Furnishings
- Data/IT/Communications
- Maintenance

Rental /Lease:

REMAX – Office Space Rental or lease Windsor

Rental or Lease average cost OFFICE SPACE 3000 sq. ft. - $3/sq. ft

($3.00 sq. ft per month +HST = $10,350/mo. *10 yrs. = $1.242 mil.)

Office costing does not include utilities, fit up, furniture, data, electronic equipment, security, communications equipment, telephones.

ALTUS Construction Guide 2018

Halifax Leasing rates as per Altus 2018 Construction Guide,

Market net effective rate for suburban Class A office space averages $9/sq. ft.

Buildings Costs

When calculating the total construction area for a private sector building, unit costs should be applied exclusively to the Gross Construction Area (GCA). This assumes that GCA comprises 70% of the Total Construction Area (TCA)

The costs assume base building construction only, including mechanical and electrical services, washrooms, and finishing of ground floor entrance lobby and elevator lobbies to upper floors.

The cost of tenant partitioning and finishes, with the exception of ceiling and column finishes, are excluded. The cost of finishing this space can fluctuate depending on the density of partitioning and the quality of finishes. Costs assume standalone buildings and are not representative of a component within a mixed-use building

The costs given assume single-storey buildings with the exception of enclosed malls. The cost of providing parking facilities is excluded from the unit costs provided. The Commercial Rental Unit (CRU) space is considered shell. The public space is finished. Costs assume standalone buildings and are not representative of a component within a mixed-use building.

Fire Stations exclude any costs associated with training buildings.

- Fire Station Cost for Halifax = $250-315 per sq. ft. (land and site costs not included)
- Commercial Halifax $165 to $210 per sq. ft.
- Strip plaza HFX = $100 to $150 per sq. ft.

BDC Conventional Commercial Loan fixed rate (Sample, for Illustrative Purposes Only)
(Municipal Finance Corporation rates may be somewhat lower)

Build (land and site costs not included)

- Commercial Office Space
- $525,000 (3000 sq. ft at $175 per sq. ft)
- 5% interest
- 10 years total cost = $668,212.75
- Total interest = $143,212.75
- Monthly payments of $5,568.44

Commercial Office space $525,000 (3000 sq. ft at $175 per sq. ft)

- 4.3 % interest
- 10 years total cost = $621,506.44
- Total interest = $96,506.44
- Monthly payments of $5,179.22

Commercial Office space at $525,000 (3000 sq. ft at $175 per sq. ft)

- 3.45 % interest
- 10 years total cost = $621,506.44
- Total interest = $96,506.44
- Monthly payments of $5,179.22

Commercial Office space at $600,000 (3000 sq. ft at $200 per sq. ft)

- 3.45 % interest
- 10 years total cost = $710,293.08
- Total interest = $110,293.08
- Monthly payments of $5,919.11

Fire Station Office space at $900,000 (3000 sq. ft at $300 per sq. ft) Note: Fire Stations are now required to be built to disaster seismic standards contained within Part 4 of the NBC. This increases the square footage costs.

- 3.45 % interest
- 10 years total cost = $1,065,439.62
- Total interest = $165,439.62
- Monthly payments of $8,878.66

Office costing does not include utilities, fit up, furniture, data, electronic equipment, security, communications equipment, maintenance nor insurance costs.

Electricity Costs

Quebec Hydro Study of 2018 (1 April) Hydro Costs of Major Cities, cites Halifax, Commercial customers 1000, kWh/month with a power demand of 500kW avg bill = $142/mo. including taxes.

Water Costs (Town of Windsor 2017/2018)

Base Charge 1" meter

- $166.51 quarterly
- $666.04 Annually

Consumption Rate $6.69 per 1,000 imperial gallons (1.47 cubic meter)

Rates for Fire Sprinkler: 6" pipe or less $200 annually.

Total Capital layout for administration office space over a twenty-year period and depending upon the interest rate of capital loans, what is the best financial option for the municipality? There are a number of additional variables not included in this report, is land costs and associated site development costs and the estimated property value at the end of its life cycle use for the regional fire service.

There are a number of options for consideration:

- If there is a need/plan in the near future to acquire a new regional municipal office, then the option perhaps is to lease or rent appropriate facilities until the new municipal offices, that include required fire service office space, can be completed.
- An alternative solution would be to plan for space within a new fire station. Depending upon location it may not be central to other stations or municipal offices, not to mention the timeliness of construction and occupancy.
- The lease or rent option may be an alternative. However, appropriate office space may not be available within the Windsor West Hants area. The associated costs of renting and leasing, not to mention fit up costs to meet the needs of the fire service offices over a twenty-year period may be more costly.
- The last option is to purchase land and build a separate fire service headquarters building.

APPENDIX IX; STANDARDIZED FIRE APPARATUS FEATURES

STANDARD PUMPER, KEY STANDARDIZED FEATURES

CUSTOM SPARTAN MODEL GLADIATOR CAB AND CHASSIS;

- Medium-length four-door (MFD) cab with 10" raised roof, aluminum cab construction
- Seating for 6 firefighters with 5 SCBA seats (i.e. all except the driver)
- Seating in rear, four forward-facing, two outer position with flip up seats
- Air-bag package for all occupant protection in front or side impacts
- Cabinets behind driver and officer seats, external and internal access
- Cummins diesel engine model X12-500; rated at 500 hp, 1695 lb-ft torque.
- Allison automatic transmission model series 4000 EVS
- Locking rear differential
- PTO for hydraulic generator drive

CUSTOM BODY, ALUMINUM CONSTRUCTION;

- Full height and depth compartments on both sides of body before and after rear axle and full height/width compartments over the wheel arches (sometimes called rescue style body)
- Continuous roll-up doors for body side compartments
- Amdoor brand roll-up doors, painted body colour, with integral compartment lighting
- Adjustable shelving on tracks in compartments, minimum 14 in side compartments
- Rear of body compartment
- SCBA bottle storage compartments in sealed wheel arch compartments (4)
- Aluminum double-door hinged hose bed cover

EQUIPMENT STORAGE;

- Minimum 350 cubic feet of compartment storage in body
- Design of hose beds and body for access to hose and compartments within easy reach of firefighters standing on ground or wide tailboard, without the need to climb
- Ladder storage through the tank, on beam, 24'/14'/10' attic, plus pike poles
- Main hose bed capacity;
    - One division of 12 lengths @ 100' ea. of 5" supply,
    - Three divisions of 8 lengths @ 50' ea. of 2-1/2" double jacket (pre-connected),
    - One division of 12 lengths @ 50' ea. of 2-1/2" double jacket

- Pre-connected attack line capacity at pumphouse;
    - Two divisions of 6 lengths @ 50' ea. of 2-1/2" double jacket (pre-connected)
- Hard suction hose storage enclosed above side compartments with door at back of body, one 13+/-foot length per side (maximum that will fit).

PUMP:

- Hale pump model Q-Max rated at 1500 IGPM at 150 psi, from draft
- Hale transfer case model "K", midship split shaft drive
- All discharges/suctions minimum size 3-inch stainless steel piping
- Steamer inlets equipped with MIV, both sides, front suction
- Front suction with minimum 6-inch stainless steel piping, swivel elbow, suitable for drafting
- Tank to pump (TTP) minimum 4-inch size automated valve and piping
- Side-panel controls, electronic governor, manual valve controls except MIVs, TTP, deck-gun
- Deck-gun discharge 4-inch size piping and automated valve with 3-inch size flange for gun mount
- RHS discharges, 2 @ 2-1/2", and 1 @ 4"
- LHS discharges, 2 @ 2-1/2"
- FoamPro 2001 metered injection foam system, piped to both cross-lay pre-connects and one rear pre-connect, with external foam pick-up and onboard tank

TANKS:

- Water/booster tank manufactured from welded polypropylene, by UPF
- Water tank size; 550 Imp gal net capacity
- Class A foam tank size; 25 Imp gal net capacity

FEATURES:

- Hydraulic generator for 120/240 volts A/C power on and off the truck, Harrison Hydra-Gen rated at 10kw
- 220 Volt LED floodlights on sides of body and front of cab for night-time incidents (FRC Spectra SPA260-J15)
- 12 Volt LED scene lights on sides and back of body (FRC Spectra 900)

STANDARD PUMPER, KEY STANDARDIZED FEATURES; FOR RURAL AREAS

CUSTOM SPARTAN MODEL GLADIATOR CAB AND CHASSIS;

- Medium-length four door (MFD) cab with 10" raised roof, aluminum cab construction
- Seating for 6 firefighters with 5 SCBA seats (i.e. all except the driver)
- Seating in rear, four forward-facing, two outer position with flip up seats
- Air-bag package for all occupant protection in front or side impacts
- Cabinets behind driver and officer seats, external and internal access
- Cummins diesel engine model X12-500; rated at 500 hp, 1695 lb-ft torque.
- Allison automatic transmission model series 4000 EVS
- Locking rear differential
- PTO for hydraulic generator drive

CUSTOM BODY, ALUMINUM CONSTRUCTION;

- Full depth, width, and available height compartments below the tank-tee on both sides of body before and after rear axle
- Full height width and available depth high-side compartments above the lower compartments, and over the wheel arches on both sides of the body
- Continuous height roll-up doors for body side compartments where lower and upper compartments coincide
- Amdoor brand roll-up doors, painted body colour, with integral compartment lighting
- Adjustable shelving on tracks in compartments, minimum 14 in side compartments
- Rear of body compartment
- SCBA bottle storage compartments in sealed wheel arch compartments (4)
- Aluminum double-door hinged hose bed cover

EQUIPMENT STORAGE;

- Minimum 300 cubic feet of compartment storage in body
- Design of hose beds and body for access to hose and compartments within easy reach of firefighters standing on ground or wide tailboard, without the need to climb
- Ladder storage through the tank, on beam, 24'/14'/10' attic, plus pike poles
- Main hose bed capacity;
    - One division of 12 lengths @ 100' ea. of 5" supply,
    - Three divisions of 8 lengths @ 50' ea. of 2-1/2" double jacket (pre-connected),
    - One division of 12 lengths @ 50' ea. of 2-1/2" double jacket
- Pre-connected attack line capacity at pumphouse;

  - Two divisions of 6 lengths @ 50’ ea. of 2-1/2” double jacket (pre-connected)

- Hard suction hose storage enclosed above side compartments with door at back of body, one 13+/-foot length per side (maximum that will fit).

PUMP:

- Hale pump model Q-Max rated at 1500 IGPM at 150 psi, from draft
- Hale transfer case model “K”, midship split shaft drive
- All discharges/suctions minimum size 3-inch stainless steel piping
- Steamer inlets equipped with MIV, both sides, front suction
- Front suction with minimum 6-inch stainless steel piping, swivel elbow, suitable for drafting
- Tank to pump (TTP) minimum 4-inch size automated valve and piping
- Side-panel controls, electronic governor, manual valve controls except MIVs, TTP, deck-gun
- Deck-gun discharge 4-inch size piping and automated valve with 3-inch size flange for gun mount
- RHS discharges, 2 @ 2-1/2”, and 1 @ 4”
- LHS discharges, 2 @ 2-1/2”
- FoamPro 2001 metered injection foam system, piped to both cross-lay pre-connects and one rear pre-connect, with external foam pick-up and onboard tank

TANKS:

- Water/booster tank manufactured from welded polypropylene, by UPF
- Water tank size; 850 Imp gal net capacity
- Class A foam tank size; 25 Imp gal net capacity

FEATURES:

- Hydraulic generator for 120/240 volts A/C power on and off the truck, Harrison Hydra-Gen rated at 10kw
- 220 Volt LED floodlights on sides of body and front of cab for night-time incidents (FRC Spectra SPA260-J15)
- 12 Volt LED scene lights on sides and back of body (FRC Spectra 900)

STANDARD MIDI-PUMPER/RESCUE, KEY STANDARDIZED FEATURES

COMMERCIAL CAB AND CHASSIS

- Freightliner M2-106 crew-cab with raised roof
- Four-wheel-drive, traction tires all wheel positions
- Seating for 5 firefighters with 4 SCBA seats (i.e. all positions except the driver)
- Air-bag package for all occupant protection in front or side impacts
- Reinforced bumper in front
- Cummins diesel engine model ISL9-450; rated at 450 hp, 1250 lb-ft torque.
- Allison automatic transmission model series 3000 EVS
- Locking rear differential
- PTO for water pump drive

CUSTOM BODY, ALUMINUM CONSTRUCTION;

- Full depth, width, and available height compartments on both sides of body before and after rear axle
- Full height width and available depth high-side compartments above the lower compartments, and over the wheel arches on both sides of the body
- Continuous height roll-up doors for body side compartments where lower and upper compartments coincide
- Amdoor brand roll-up doors, painted body colour, with integral compartment lighting
- Adjustable shelving on tracks in compartments, minimum 10 in side compartments
- SCBA bottle storage compartments in sealed wheel arch compartments (4)
- Aluminum double-door hinged hose bed cover

EQUIPMENT STORAGE;

- Minimum 150 cubic feet of compartment storage in body
- Design of hose beds and body for access to hose and compartments within easy reach of firefighters standing on ground or wide tailboard, without the need to climb
- Ladder storage through the tank, on beam, 15’ combo/10’ roof/10’ attic, plus pike poles
- Main hose bed capacity;
    - One division of 6 lengths @ 100’ ea. of 5” supply,
    - Two divisions of 8 lengths @ 50’ ea. of 2-1/2” double jacket (one pre-connected),
- Pre-connected attack line capacity at pumphouse;
    - Two divisions of 6 lengths @ 50’ ea. of 2-1/2” double jacket (pre-connected)

- Hard suction hose storage enclosed above side compartments with door at back of body, one 10+/-foot length per side (maximum length that will fit).

PUMP:

- Hale pump model RSD rated at 1050 IGPM at 150 psi, from draft
- Hydraulic PTO driven from transmission
- All discharges/suctions minimum size 3-inch stainless steel piping
- Steamer inlets equipped with MIV, both sides
- Tank to pump (TTP) minimum 4-inch size automated valve and piping
- Side-panel controls, electronic governor, manual valve controls except MIVs, TTP, deck-gun
- Deck-gun discharge 3-inch size piping and automated valve with 3-inch size flange for gun mount
- RHS discharges, 2 @ 2-1/2", and 1 @ 4"
- LHS discharges, 2 @ 2-1/2"
- FoamPro 2001 metered injection foam system, piped to both cross-lay pre-connects and one rear pre-connect, with external foam pick-up and onboard tank

TANKS:

- Water/booster tank manufactured from welded polypropylene, by UPF
- Water tank size; 400 Imp gal net capacity
- Class A foam tank size; 25 Imp gal net capacity

FEATURES:

- 12 Volt LED scene lights on sides and back of body (FRC Spectra 900)

PUMPER/TANKER, KEY FEATURES

CUSTOM SPARTAN MODEL GLADIATOR CAB AND CHASSIS;

- Long two-door (LTD) cab with 10" raised roof, aluminum construction
- Seating for 2 firefighters with no SCBA seats
- Exterior access cab cabinets on both sides
- 12" extended and reinforced front bumper
- Tandem axles
- Cummins diesel engine model X12-500; rated at 500 hp, 1695 lb-ft torque.
- Allison automatic transmission model series 4000 EVS
- Locking rear differentials, locking inter-differential

CUSTOM BODY, ALUMINUM CONSTRUCTION;

- Lower full-depth compartments on both sides of the body both before and after the rear axle
- Full height half-depth compartments on full length of the RHS of body
- Full height half-depth compartment above the LHS forward compartment
- Continuous roll-up doors for body side compartments RHS and front compartment LHS
- Hinged doors for LHS compartment behind rear axle
- Roll out tray for 23 hp portable pump in LHS behind rear axle compartment
- Flat deck above compartment and wheel well on remainder of LHS of body for 3000 US-gal porta-tank rack
- SCBA bottle storage compartments in sealed wheel arch compartments (4)
- Roll-up doors Amdoor brand, painted body colour, with integral compartment lighting
- Adjustable shelving on tracks in compartments, minimum 10 in side compartments
- Aluminum double-door hinged hose bed cover

EQUIPMENT STORAGE;

- Minimum 250 cubic feet of compartment storage in body
- Hose beds and body design kept low and hose and compartments within reach of firefighters standing on ground or wide fixed steps
- Ladder storage through the tank, on beam, 35'/16'/10' attic, plus pike poles
- Main hose bed capacity;
    - One division of 8 lengths @ 100' ea. of 5" supply,
    - Two divisions of 8 lengths @ 50' ea. of 2-1/2" double jacket (pre-connected),
- Pre-connected attack line capacity at pumphouse;

  - Two divisions of 6 lengths @ 50’ ea. of 2-1/2” double jacket (pre-connected)
- Hard suction hose storage enclosed above RHS compartments with door at back of body, two @15-foot length each.

PUMP;

- Hale pump model Q-Max rated at 1500 IGPM at 150 psi, from draft
- Hale transfer case model “K”, midship split shaft drive
- All discharges/suctions minimum size 3-inch stainless steel piping
- Steamer inlets equipped with MIV, both sides, front suction
- Front suction with minimum 6-inch stainless steel piping, swivel elbow, suitable for drafting
- Tank to pump (TTP) minimum 4-inch size valve and piping
- Side-panel controls, electronic governor, manual valve controls except MIV, TTPs, and deck-gun
- Deck-gun discharge 4-inch size piping and automated valve with 3-inch size flange for gun mount
- RHS discharges, 2 @ 2-1/2”, 1 @ 4”
- LHS discharges, 2 @ 2-1/2”

WATER TANK;

- Water/booster tank manufactured from welded polypropylene, UPF brand only
- Water tank size; 2200 Imp gal net capacity
- Dump valves on both sides of body and at rear
- Dumps 12” x 12’ square with powered extension chutes (Newton)
- Dump valves and chute extensions operable from in-cab controls
- Rear dump equipped with 180-degree side to side swivel

FEATURES;

- 12 Volt LED scene lights on both sides and back of body, and forward facing on cab (FRC Spectra SPA260-Q15)

AERIAL, KEY FEATURES

CUSTOM SPARTAN MODEL GLADIATOR CAB AND CHASSIS;

- Medium four door (MFD) cab with no raised roof, aluminum cab construction
- Seating for 6 firefighters with 5 SCBA seats (i.e. all except the driver)
- 12" extended and reinforced front bumper
- Tandem axles
- Air-bag package for all occupant protection in front or side impacts
- Cummins diesel engine model X15-605; rated at 605 hp, 2050 lb-ft torque.
- Allison automatic transmission model series 4000 EVS
- Locking rear differentials, locking inter-differential
- PTO for hydraulic generator drive
- PTO for aerial hydraulic drive
- In-cab cabinets on both sides (aka medical cabinets)

CUSTOM BODY, ALUMINUM CONSTRUCTION;

- Maximum compartmentation
- Roll-up doors for body side compartments
- Amdoor brand roll-up doors, painted body colour, with integral compartment lighting
- Adjustable shelving on tracks in compartments
- SCBA bottle storage compartments in sealed wheel arch compartments (4)
- Aluminum hinged hose bed cover

EQUIPMENT STORAGE;

- Minimum 300 cubic feet of compartment storage in body
- Ladder storage plus pike poles, rear access, minimum 180 feet of ground ladders in body: 40'/35'/28'/28'/16'/10'
- Main hose bed capacity;
    - One division of 8 lengths @ 100' ea. of 5" supply,
- Pre-connected attack line capacity at pumphouse;
    - Three divisions of 6 lengths @ 50' ea. of 2-1/2" double jacket (pre-connected)

PUMP;

- Hale pump model Q-Max rated at 1750 IGPM at 150 psi, from draft
- Hale transfer case model "K", midship split shaft drive

- All discharges/suctions minimum size 3-inch stainless steel piping
- Steamer inlets equipped with MIV, both sides, rear feed
- Tank to pump (TTP) minimum 4-inch size automated valve and piping
- Side-panel controls, electronic governor, manual or electronic valve controls except MIVs, ladder pipe which shall be electronic
- RHS discharges, 2 @ 2-1/2", and 1 @ 4"
- LHS discharges, 2 @ 2-1/2"
- FoamPro 2001 metered injection foam system, piped to two cross-lay pre-connects with external foam pick-up and onboard tank

TANKS:

- Water/booster tank manufactured from welded polypropylene, by UPF
- Water tank size; 200 Imp gal net capacity
- Class A foam tank size; 25 Imp gal net capacity

AERIAL:

- 110'+ aerial ladder, mid-mount
- Minimum tip capacity, unlimited, of 500 pounds wet/dry
- Pinable waterway for water tower operation or rescue operation
- 1250 Imp gpm flow capacity from master stream
- Ladder tip control of master stream
- Galvanized torque-box and stabilizers
- Stable set-up in any position under full load in any rotational angle, any achievable elevation
- Travel height below 11'-1"

FEATURES:

- Hydraulic generator for 120/240 volts A/C power on and off the truck, Harrison Hydra-Gen rated at 12kw
- 220 Volt LED floodlights on sides of body, front of cab, aerial operator station ladder tip for night-time incidents (FRC Spectra SPA260-J15, SPA100-J20)
- 12 Volt LED scene lights on sides and back of body, ladder tip (FRC Spectra SPA900, SPA100-Q15)

QUINT, KEY FEATURES

CUSTOM SPARTAN MODEL GLADIATOR CAB AND CHASSIS;

- Medium four door (MFD) cab with no raised roof, aluminum cab construction
- Seating for 6 firefighters with 5 SCBA seats (i.e. all except the driver)
- 12" extended and reinforced front bumper
- Single rear axle
- Air-bag package for all occupant protection in front or side impacts
- Cummins diesel engine model X15-605; rated at 605 hp, 2050 lb-ft torque.
- Allison automatic transmission model series 4000 EVS
- Locking rear differential
- PTO for hydraulic generator drive
- PTO for aerial hydraulic drive
- In-cab cabinets on both sides (aka medical cabinets)

CUSTOM BODY, ALUMINUM CONSTRUCTION;

- Maximum compartmentation
- Roll-up doors for body side compartments
- Amdoor brand roll-up doors, painted body colour, with integral compartment lighting
- Adjustable shelving on tracks in compartments
- SCBA bottle storage compartments in sealed wheel arch compartments (4)
- Aluminum hinged hose bed cover

EQUIPMENT STORAGE;

- Minimum 300 cubic feet of compartment storage in body
- Ladder storage plus pike poles, rear access, minimum 85 feet of ground ladders in body: 35'/28'/16'/10'
- Main hose bed capacity;
    - One division of 8 lengths @ 100' ea. of 5" supply,
    - One division of 12 lengths @ 50' ea. of 2-1/2" double jacket (pre-connected),
- Pre-connected attack line capacity at pumphouse;
    - Three divisions of 6 lengths @ 50' ea. of 2-1/2" double jacket (pre-connected)Pump;

PUMP;

- Hale pump model Q-Max rated at 1750 IGPM at 150 psi, from draft

- Hale transfer case model "K", midship split shaft drive
- All discharges/suctions minimum size 3-inch, stainless steel piping
- Steamer inlets equipped with MIV, both sides, rear feed
- Tank to pump (TTP) minimum 4-inch size automated valve and piping
- Side-panel controls, electronic governor, manual or electronic valve controls except MIVs, ladder pipe which shall be electronic
- RHS discharges, 2 @ 2-1/2", and 1 @ 4"
- LHS discharges, 2 @ 2-1/2"
- FoamPro 2001 metered injection foam system, piped to two cross-lay pre-connects with external foam pick-up and onboard tank

TANKS:

- Water/booster tank manufactured from welded polypropylene, by UPF
- Water tank size; 400 Imp gal net capacity
- Class A foam tank size; 25 Imp gal net capacity

AERIAL:

- 75' aerial ladder, rear mount
- Minimum tip capacity of 500 pounds wet/dry, any angle
- Pinable waterway for water tower operation or rescue operation
- 1250 Imp gpm flow capacity from master stream at tip
- Ladder tip control of master stream
- Galvanized torque-box and stabilizers
- Stable set-up in any position under full load in any rotational angle, any achievable elevation

FEATURES:

- Hydraulic generator for 120/240 volts A/C power on and off the truck, Harrison Hydra-Gen rated at 12kw
- 220 Volt LED floodlights on sides of body, front of cab, aerial operator station ladder tip for night-time incidents (FRC Spectra SPA260-J15, SPA100-J20)
- 12 Volt LED scene lights on sides and back of body, ladder tip (FRC Spectra SPA900, SPA100-Q15)

RESCUE, KEY FEATURES

COMMERCIAL CAB AND CHASSIS

- Freightliner M2-112 crew cab with raised roof
- Seating for 5 firefighters
- Air-bag package for all occupant protection in front or side impacts
- Reinforced bumper in front
- Cummins diesel engine model ISL9-450; rated at 450 hp, 1250 lb-ft torque.
- Allison automatic transmission model series 3000 EVS
- Locking rear differential
- PTO for hydraulic generator drive

UTILITY, KEY FEATURES

COMMERCIAL CAB AND CHASSIS

- Dodge Ram 3500, crew-cab, pick-up with 6 foot +/- box
- Cummins diesel engine 6.7HO; rated at 400 hp, 1000 lb-ft torque
- Aisin automatic transmission
- Four-wheel drive, SRW
- Front suspension with snow-plow upgrade
- Option: Snow plow attachment and plow
- Option: Small bed fuel tank for emergency refuelling of fire apparatus at the scene

APPENDIX X; TABLE OF RECOMMENDATIONS

	Recommendations	Report Page
	MAJOR RECOMMENDATIONS	
1	GA recommends the hybrid organizational model because it is the best compromise in providing regional coordination and efficiencies yet maintains the local volunteer character of the fire department.	xiv
2	GA recommends providing centralized administration support, management and leadership. A full-time Director of Public Safety Services – Regional Fire Chief, and a full time Assistant Fire Chief with primary responsibilities for fire prevention are recommended. A part-time Divisional Chief is also recommended to take responsibility for developing and coordinating of firefighter qualifications and training.	xiv
3	GA recommends a District Fire Chief management committee as a key recommendation, to bring together all the local fire district management personnel; so that plans and decisions on common issues of concern and service delivery can be made.	xiv
4	GA recommends better accountability and standardization of policies, procedures, major equipment, training and qualification standards, and levels of service. Accompanying this is revised response districts that minimize travel times to all portions of W/WH. To help ensure maximum efficiency and effectiveness of resource utilization, recommendation are made to develop response scenarios where all resources are available to respond as needed and are not bounded by fire department district silos.	xiv
5	GA recommends the benchmark annual operating budget as a starting point going forward.	xiv
6	GA recommends the proposed 20-year capitalization plan, primarily for fire apparatus replacements, using a standardized approach to specification and group purchasing.	xiv
7	GA recommends that all purchasing of significant-cost items be coordinated.	xiv
8	GA recommends minimum standards for training and qualifications of firefighters; in order to achieve a consistent service level throughout the new municipality that meets public expectations. Also recommended is a benefits package for the volunteer firefighters that recognizes the long term physical and mental health risks that fire/rescue first-responders are exposed to. Recommendations include a fair and uniform honourarium system.	xiv
9	GA recommends that all fire prevention activities, including fire-inspection, fire-investigation, and fire-safety education be brought inhouse. These are mandated services and require coordination, proper execution, and prioritizing in order to meet legislative mandates.	xv
10	GA recommends that the current 1.5 FTE fire-inspectors in Planning and Development be reassigned to the regional fire service.	xv
11	GA recommends that four on-call fire-investigators be trained and equipped to investigate all fires and to gather necessary information on origin, cause and circumstances, and to liaise with the office of the Fire Marshal and RCMP in securing evidence as necessary.	xv
12	GA recommends that better coordination and support of local fire department efforts in fire-safety education be provided, including the possible involvement of non-firefighting personnel from the community in this activity.	xv
	DETAILED RECOMMENDATIONS	
13	GA recommends that when the new regional municipality officially comes into being April 1, 2020, that all the fire departments, municipal or otherwise, providing fire and rescue services within the region, including those that are contracted by the municipality, register with the new municipality on an annual basis.	11
14	GA recommends that the municipality include a multi-lateral automatic aid provision in their service agreement with each of the society fire departments. This provision will simplify utilizing the closest, appropriate, and adequate resources to incidents in all of the geographic area of the Region, irrespective of registered protection area (aka fire districts).	12
15	GA recommends that a review of the current registration form used by the Municipality of West Hants be used as the base registration document, and that it be amended to reflect the new regional municipality and its needs.	12
16	GA recommends the Kings County registration, clause 3.c. be edited for clarity. If the intention here is simply to require fires to be investigated then that should be stated clearly.	13
17	GA recommends that in the Kings County registration; either a) replace the term "*fire suppression*" with "*fire extinguisher training*" or b) delete the reference to "*fire suppression.*"	14

	Recommendations	Report Page
18	GA recommends in the Kings County registration, one of two options; a) delete cause 7.c. or b) reword the clause to reflect the following; *"The municipality and the Hantsport fire station will endeavour to amend its operating procedures and guidelines to meet the objectives of the Regional Municipality of Windsor -West Hants and Municipality of the County of Kings Fire service agreement"*	**14**
19	GA recommends that Duck Pond Road area of Kings County, as indicated on the map noted as Schedule 'A' of the Kings County agreement, be serviced by Southwest Hants. The Southwest Hants fire station is the closest station and the Duck Pond Road will fall within their recommended fire response district.	**15**
20	GA recommends that the arrangement with Glooscap FN be formalized through a service agreement between the two entities to establish the fire service programs and service levels that will be provided by West Hants.	**15**
21	GA recommends that a formal service agreement be established with the Walton Shore Volunteer Fire Department that specifies the services and service levels and other expectations that the Regional municipality has.	**15**
22	GA recommends that a consumables cost recovery clause be developed and considered for inclusion in any mutual-aid agreement.	**18**
23	GA recommends that any model the Council chooses that maintains the existence of individual incorporated fire departments (i.e. Status Quo model-1 or Hybrid model-3) should have a multi-lateral mutual-aid agreement in place between the municipality and each fire department, as well as with all other municipalities that the fire department might provide assistance to if they are to enjoy all the protections provided under §302 of the MGA. This would likely include Kings County, The Municipal District of East Hants, the District of Chester (Lunenburg County), and Halifax Regional Municipality.	**18**
24	GA recommends that the East Hants fire departments of Walton Shores and Uniacke should execute a Mutual-aid Agreement with the Regional Municipality. By virtue of being a Regional Municipality and employing a Regional fire service model if so chosen, the municipality will be signing mutual-aid agreements with other parties on behalf of all of the Regional fire stations.	**19**
25	GA recommends that the Kings County mutual-aid agreement should be reviewed and updated with any required amendments since the last update for this agreement is from 2001, and include execution by W/WH.	**19**
26	GA recommends that the new Regional municipality enter into a mutual-aid agreement with the Municipality of the District of Chester (MDC) in Lunenburg County and the New Ross and Chester Volunteer Fire Departments. MDC shares a border with the Region and with the fire districts of the New Ross Fire Department and the Chester Fire Department.	**19**
27	GA recommends that all mutual-aid agreements be signed by the municipalities involved, not only by the individual fire departments. The mutual-aid agreements currently in force are standard across the region. The main difference is who are the signatories to the agreements. Whereas the municipality has ownership of the majority of the capital investment of the regional fire services then the municipality has significant responsibility in providing mutual-aid services. Whereas there will be a new regional municipality commencing April 2020 all the mutual-aid agreements will require amending to reflect the new regional municipality.	**19**
28	GA recommends that regardless of the organizational model chosen by council, that a review and standardization of all policies, procedures, and guidelines of all types, that apply to the fire departments is undertaken quickly. The goal should be to produce consistency and fairness, and to meet the best practices of a collaborative fire and emergency service delivery program for the Region.	**21**
29	GA recommends that policy COGE007 be amended to more appropriately place responsibilities on station custodial staff. Sentence 4 of the policy has the potential to place a number of people and organizations at risk, not to mention the responders themselves.	**23**
30	GA recommends that the Windsor and West Hants false alarm, fire protection, burn permit and outdoor fires by-laws be reviewed and harmonized. The Bylaws relating to out of doors burning may need to address differing needs by area due to the rural nature of the Municipality of West Hants vs the very urban nature of Windsor.	**23**
31	GA recommends that if the false fire-alarm by-law is not enforced, that the by-law should be repealed.	**24**
32	GA recommends that the new fire department administration conduct a human resource needs assessment of the fire service in the Region. The recommendations on active front-line firefighter numbers is contained in Recommended Front-Line Staffing and Equipment starting on page 210 of this report, but there are numerous support (staff) positions not identified there.	**31**

	Recommendations	Report Page
33	GA recommends a review of the current recruitment and selection process, including currency with best practices, modifications required to meet the real needs of the organization, compliance with current Human Rights requirements, and alignment with corporate human resource policies.	31
34	GA recommends a review of fire department job descriptions, ensuring there is a job description for every position, volunteer or otherwise. Job descriptions should be complete with expectations and rewards. They outline necessary qualifications, time commitments (frequency and length), responsibilities and activities involved, the organization's accountability structure, and the performance evaluation methods.	31
35	GA recommends that membership in a fire department be restricted to those volunteer firefighters who actual reside in the fire district. Moving forward, the current practice of selectively choosing the fire department you prefer should no longer be permitted. As this practice robs the community of which a volunteer resides of a valuable resource. It also increases the risk of an accident as the volunteer rushes longer than necessary distances to attend the fire station when the pager goes off.	32
36	GA recommends that volunteer firefighter recruitment be a region-wide program for the regional fire service and that successful applicants be assigned to a regional station, based upon the closest station (i.e. fire district) to their residence.	33
37	GA recommends that the recruitment process commence with a properly designed marketing program throughout the region. This coordinated approach to recruiting will help to ensure standards are met and will ease the burden on individual stations. Turnover in volunteer fire departments is typically as much as 20% annually, but GA does not have the actual figures for WWH. It is likely that there is a need for an annual recruitment process, managed regionally with direct input and assistance from each of the stations.	33
38	GA recommends that the Regional Municipality invest in developing the leadership and management skills in the officers of all fire departments in the Region, as appropriate to their respective roles.	35
39	GA recommends that the Regional municipality register their volunteer firefighters with WCB before the eventual requirement for such registration occurs.	38
40	GA recommends the following recruitment and retention initiatives be implemented as part of a Region-wide program aimed at volunteer firefighter retention and in recognition of the special needs of volunteer firefighters; {see details on page}	40
41	GA recommends that the new Regional Municipality strike a committee of the appropriate fire service and municipal personnel, including finance personnel, to establish a fair, equitable, and affordable honourarium program across the region. The program should meet the following points; {see details on page}	47
42	GA recommends that the following table of qualifications be implemented as a standard baseline for officer promotions in all fire departments in the Region. {see details on page}	53
43	GA recommends the following promotional process. {see details on page}	54
44	GA recommends that performance evaluations be done by the immediate supervisor annually.	54
45	GA recommends that standard operating procedures/guidelines (SOP/Gs) be developed that outline a systematic approach for the rehabilitation of members operating at incidents and training exercises; in accordance with NFPA-1584. The procedures need to address cooling and warming, medical monitoring, Emergency Medical Care, member accountability, and documentation.	57
46	GA recommends that separate roles for ISO and OHS be established at each fire station.	60
47	GA recommends that; as required by regulations and standards that an official written occupational safety, health, and wellness policy be developed for the Regional Fire Services that that identifies specific goals and objectives; {see details on page}	60
48	GA recommends that the fire service evaluate the effectiveness of the occupational safety, health, and wellness program at least once every 3 years and submit an audited report of the findings to the DPS/FC and corporate CAO.	61
49	GA recommends acquiring a proper records management system (RMS). If related recommendations throughout this report are accepted, then an RMS training module adhering to NFPA-1401; *Recommended Practice for Fire Service Training Reports and Records* can be acquired as part of an overall Records Management System.	70
50	GA recommends that a three-year period be considered a reasonable period of time for a new recruit to become NFPA-1001 Level I qualified if that recruit aspires to attain a higher rank.	74

	Recommendations	Report Page
51	GA recommends a minimum mandatory training of six (6) hours per quarter to maintain Veteran driver status, plus an annual 8-hour training day. This is required to maintain skill proficiencies and teamwork skills.	76
52	GA recommends that all stations use the same method, specifically to employ the same colour helmets by rank, and standardize on vinyl reflective qualification stickers.	76
53	GA recommends that there be at last one certified Training Instructor (Minimum Level I Instructor) at each of the region's six stations.	77
54	GA recommends that an annual 3-day Regional Training Weekend be established and organized on an annual basis. Such a weekend could be rotated annually amongst the six station locations, each playing host in turn.	79
55	GA recommends that an individual, at least on a part time basis, be hired Regionally (Division Chief) to guide and assist in the development and delivery of Region-wide, standardized, focused, and appropriate training and personnel development to the fire departments and firefighters. If the desire is to have a regional single focused fire operational service, then all associated training must also be singularly focused. For this to occur, a regional-wide program, with homogenous training policies and procedures, with common goals, and common objectives needs to be implemented and managed.	81
56	GA recommends that a thorough evaluation of current fire-inspection practices and procedures be conducted to determine compliance with the *Act*. Changes should be immediately made where discrepancies are found or practices open up the municipality to avoidable liability.	110
57	GA recommends that qualified fire-investigators be retained by the Regional fire service for the purposes of investigating all fires for their origin, cause, and circumstances.	111
58	GA recommends that more resources, coordination, and emphasis be placed on fire-safety education activities. These activities should be delivered locally but coordinated regionally and in accordance with risks in the community.	112
59	GA recommends the implementation of Model 3; Hybrid Regional Fire Service, for all of the reasons discussed starting on page 120.	127
60	GA recommends the hiring of a full-time Director of Protective Services/Fire Chief.	127
61	GA recommends the hiring of a full-time Assistant Fire Chief.	127
62	GA recommends the hiring of a part-time Divisional Chief.	127
63	GA recommends the hiring of a full-time Administrative Assistant.	127
64	GA recommends the hiring of four part-time paid on call fire-investigators.	127
65	GA recommends the transfer of 1.5 FTE Fire-Inspectors from Planning & Development, Building, to the regional fire services.	127
66	GA recommends that future communications/dispatching contracts reference all services required, for example; "*provision of fire department dispatching and emergency communication services*".	132
67	GA recommends that Valley Communications have one or two staff attend a recognized certification program such as offered by the Association of Public-Safety Communications Officials (APCO).	134
68	GA recommends that the backup dispatch/communications facility's communications equipment be tested at least monthly.	135
69	GA recommends that at least once every six months the communications/dispatch backup facility shall be operated for one full shift as per FSANS standard and that records of all testing and operations of the backup facility be created and maintained, including all maintenance provided.	135
70	GA recommends that the dispatch/communications service provider undertake the development and implementation of business continuity plans and successions plans, if they have not already been made, as soon as possible.	135
71	GA recommends that the Regional Municipality investigate a cost-effective fully integrated Fire CAD/RMS program.	138
72	GA recommends that Valley Communications adhere to FSANS Fire Dispatch Standards	139
73	GA recommends that the Regional municipality and Valley Communications acquire the required software and firmware/hardware to enable the capture of any and all ANI/ALI data from the Primary PSAP.	139

	Recommendations	Report Page
74	GA recommends that the Regional municipality appoint a single contact person to manage emergency dispatch/records management, radio communications, and be the primary liaison between the municipality and Valley Communications.	139
75	GA recommends that Valley Communications test, and time, Language Translation services provided by ATT in Toronto.	139
76	GA recommends that the Municipality and Valley Communications implement a proper and ongoing incident call reporting and auditing program.	139
77	GA recommends that VComms acquire the necessary radio transmission recording equipment to record all fire department used channels.	147
78	GA recommends that the Regional fire departments operate on TMR channel 23 for all incident dispatches and incident operations, and TMR channel 22 for water shuttle and Traffic Control operations, etc.	147
79	GA recommends that the Municipality maintain the current VHF system for fire service paging only. The Municipality should strike a committee of the fire services to examine if there are any compelling reasons why the VHF system must be maintained for other than paging use.	147
80	GA recommends that the fire departments permit VComms to provide the contracted services for dispatching and communications as required by the service contract, by discontinuing the practice of taking over radio communications from fire stations.	147
81	GA recommends that the fire departments and VComms implement the use of industry standard radio transmitted benchmarks (KPIs) for all fire incidents.	147
82	GA recommends that dispatch protocols for MFR incidents be revised so that only one MFR capable unit is dispatched to single patient incidents.	147
83	GA recommends that the fire departments collectively develop and implement a standardized training program to make all personnel aware of required radio operating procedures, benchmarks, channel usage, and all other aspects critical for effective and efficient radio system usage.	147
84	GA recommends that fire stations be numbered starting with Summerville as number 1 and going clockwise from there.	152
85	GA recommends that a standard system of IDs be utilized for identifying functional positions on the fire-ground, starting with the regional staff and extending down through to all apparatus seat positions and to firefighters who arrive on-scene in a private vehicle.	153
86	GA recommends that standard radio protocol titles be established for all regular positions at an incident scene.	153
87	GA recommends that fire apparatus specifications be standardized across the region, by type and class of apparatus.	157
88	GA recommends that the Windsor boat be professionally inspected to determine its need for replacement.	157
89	GA recommends that a standardized, and coordinated, scheme of unique fire apparatus number identifications be established Region-wide, as follows; {detail on page}	157
90	GA recommends that steps be immediately taken to establish a robust internal data collection protocol for all incidents, not just fires. {detail on page}	158
91	GA recommends that a Region-wide False Fire-Alarm by-law be developed and enforced.	163
92	GA recommends that the Windsor and Three Mile Plains stations be appropriately resourced to deal with any population and residential growth that creates increased service demand.	175
93	GA recommends that the new Regional government carefully consider potential impacts on fire service capability with every new industrial, large commercial, or large residential planning application. The fire service should not be opposed to such developments, but must speak clearly about needs and plan accordingly for any such large-scale development.	177
94	GA recommends that there be response plans developed to ensure that all personnel Region-wide are well aware of bridge restrictions where fire apparatus cannot cross.	179
95	GA recommends that dry-hydrants be installed at all planned rural water supply points in the Region. Water supply points should be established within 5 kilometers by road to all hamlets and clusters of residential housing,	181

	Recommendations	Report Page
	and within 2.5 kilometers to all commercial risks. All dry-hydrants should be developed in accordance with the requirements of NFPA-1142, and should also be maintained in accordance with the standard.	
96	GA recommends that good records of all dry-hydrant maintenance, inspections, and testing should be kept as protection against liability and for reference and pre-planning purposes.	181
97	GA recommends that all dry-hydrants or other static water sources that are established on private property be accompanied by an executed agreement defining rights, duties, and liabilities.	181
98	GA recommends that complete fire statistics be collected and records kept, including all information requested by the NS Fire Marshal for inclusion in the provincial database. Records retention rules generally do not require retention of such data beyond five or seven years. It is further recommended that fire statistics be kept at least 15 years in order for trends to be clearly seen and analysed.	185
99	GA recommends, based on the travel-time predictions, the following fire station response districts. {detail on page}	197
100	GA recommends that where Uniacke previously responded into the east Ardoise area that this arrangement not continue. Analysis revealed that the travel-time to that area is virtually the same for both Brooklyn and for Uniacke. The additional complication, cost, and inefficiency of managing an additional fire service in that sparsely occupied area does not contribute measurably to potential outcomes.	198
101	GA recommends that the Duck Pond Road - Black River Lake area be serviced from the South West fire station.	198
102	GA recommends that the following first-response objective staff/time benchmarks for each of the following communities be established; in accordance with the recommended revised fire districts. {detail on page}	199
103	GA recommends that for planning purposes related to staffing, apparatus, and public information that these response objectives be implemented.	200
104	GA recommends that the Regional fire department develop Run-Cards to specify when and where certain types of incidents occur that the appropriate closest stations and appropriate resources are simultaneously dispatched. Simultaneous dispatch should occur for all fire/suspected fire events in all response areas. Simultaneous dispatch should occur for all other incidents, other than MFR incidents, in all Rural and Remote areas.	201
105	GA recommends that for potential large fire risk occupancies in rural areas, that adequate on-site water supplies be provided by the owner, such that relay pumping from draft can replace or strongly supplement water shuttled by tankers. These sites should be large all-weather access ponds meeting NFPA-1142.	209
106	GA recommends the following staffing complement of active volunteer firefighters for each station, and the recommended fleet of fire apparatus. {detail on page}	210
107	GA recommends that the following replacement schedule be adopted for the purposes of determining fire apparatus suitability for continued service. {detail on page}	215
108	GA recommends that a reserve pumper be placed in Brooklyn and Windsor stations, and the reserve Tanker be placed in Summerville.	215
109	GA recommends that replacement Tanker apparatus also include all components necessary to qualify as a pumper and a tanker. This includes little to no significant change from the current apparatus in some cases, but in other cases means the inclusion of adequate equipment and hose carrying capacity.	216
110	GA recommends a standardized vehicle specification be used Region-wide. Standardized apparatus descriptions are included in Appendix IX; Standardized Fire Apparatus Features starting on page 377.	216
111	GA recommends that specifications for the major classes of fire apparatus be standardized across all stations in the new regional municipality. This will generate savings in total cost of ownership for the municipality.	219
112	GA recommends that the Regional fire service strike a committee to investigate a standard brand and model series of SCBA with which to outfit all fire stations in the Region. Consideration should be given to the types of SCBA being used by mutual-aid partners as well, but in any case the SCBA used Regionally should be standardized.	228
113	GA recommends that every structural firefighter be provided with his/her own personal SCBA face mask. Provision of a properly fitting mask is necessary to achieve a pass in annual legislated quantitative Fit-Testing. A variety of mask sizes and models is usually necessary to achieve Fit Test performance.	228
114	GA recommends that the Regional fire service standardize on Hurst eDraulic hydraulic extrication/rescue equipment, and phase in replacement of the current equipment that is not eDraulic.	228

	Recommendations	Report Page
115	GA recommends that all fire stations be equipped with eDraulic Combi-Tools and that Windsor station be equipped with a set of heavy hydraulic jaws, cutters, and rams such that Windsor can provide Regional Heavy Rescue support to all stations. Details on the specific eDraulic equipment that is recommended is on page 291 of this report.	**229**
116	GA recommends that the Regional fire service immediately strike a committee to determine bunker gear needs and to test manufacturers' offerings, and to settle on one make. one model, one colour, and on standard features.	**229**
117	GA recommends that Proposals from vendors of the selected manufacturer be entertained and that a multi-year contract be negotiated with the vendor, allowing the DPS/FC to requisition PPE from the vendor at contract prices on an annual basis.	**229**
118	GA recommends that the Regional fire service standardize on one make and model of general use multi-gas detector for the fire stations.	**230**
119	GA recommends that the Regional fire service strike a committee to evaluate all the available makes and models of hose in the utilized sizes. The evaluation should include performance factors of weight, friction loss, kink resistance, abrasion resistance, liner separation, grip, quality, availability, construction, quality control at the factory. After ranking then price should be evaluated for those makes/models that have tied in the evaluation. Once selected that make/model should become standard for future purchases.	**230**
120	GA recommends that the Regional fire service strike a committee to evaluate the available makes and models of thermal imaging cameras. The evaluation should include all recognized performance factors. Testing of demonstration equipment should be involved. Standardization on future purchases of TICs should be based on the successful candidate, and be phased into all stations.	**231**
121	GA recommends that an architect familiar with fire station requirements, guidelines and applicable NFPA standards or a construction engineer be acquired to conduct an assessment to determine the feasibility of any required alterations for the Summerville and Windsor fire stations.	**244**
122	GA recommends that these Minor Capital expenditures be treated differently in future budgets and will address this recommendation in the benchmark portion of this analysis.	**254**
123	GA recommends that the new Regional Municipality implement service fees for reasonable cost recovery to highway responses.	**264**
124	GA recommends that the new Regional Municipality identify suitable services, and implement cost-recovery fees for these services. {detail on page}	**265**
125	GA recommends that the municipality pursue prosecution and seek fines for violations of the Fire Code, in accordance with the provisions in the *Fire Safety Act*.	**266**
126	GA recommends that one qualified and experienced fire apparatus maintenance service provider do all the servicing on all fire fleet vehicles.	**268**
127	GA recommends that a better understanding be undertaken on Windsor fire station actual costs as part of a possible justification for a new facility.	**270**
128	GA recommends that a fair and equitable honourarium policy be established that applies to all volunteer firefighters across the Region.	**271**
129	GA recommends that the following benefits be provided by the municipality to all volunteer firefighters; Provincial Workers Compensation Benefits ($62k insured amount), VFIS AD&D and disability coverage ($200k on-duty principal amount, disability weekly $700 maximum), VFIS MFAP (member and family assistance program for mental health), VFIS 24/7 (off-duty accident and sickness, 50/50 co-pay with firefighter who subscribes).	**272**
130	GA recommends that an insurance specialist be hired to review insurance policies and coverage options in order to prepare an RFP that obtains needed/desired coverage at best value. Self-insurance (i.e. deductible) risk assessments should be considered.	**273**
131	GA recommends that expenditures on minor capital equipment be increased since they are currently below sustainable service-requirements.	**274**
132	GA recommends that the need for the purchase of minor capital items be evaluated on the basis of the required inventory of items (e.g. how many 2½-inch fire hoses are needed) and each items' expected life-span. {detail on page}	**274**

	Recommendations	Report Page
133	GA recommends that a number of bunker gear sets be purchased annually. Blanket purchasing contracts should be signed that permit the fire department to purchase/requisition annually, say over a 5 or 7-year period, estimated maximum/minimum numbers of firefighters' PPE components, at agreed prices. {detail on page}	275
134	GA recommends that $300k (2019 dollars) be the target as a long-term plan for annual minor capital budgeting, until experience proves this is/not sufficient. However, as shown in the workbook that requirement for funds appears to be front-end loaded based on the expressed current needs of the fire departments. In the short term, Council may want to consider a temporary increase in that amount for the first three years. The benchmark budget shows $340k in 2020/21 for this reason.	278
135	GA recommends that the Director of Public Safety/Fire Chief manage the purchasing of minor capital equipment, for several reasons. With advice from the District Chief Management Committee he should set priorities on what equipment will be purchased that year.	278
136	GA recommends that the Director of Public Safety/Fire Chief have discretionary powers to make adjustments, within the approved minor capital budget total, to annually determine the exact mix of minor capital purchases according to immediate need.	278
137	GA recommends that any surplus minor capital funds at the end of the fiscal year (if any) be placed into a revolving reserve account for the future purchase of minor capital equipment.	278
138	GA recommends that the surplus minor capital revolving reserve account have a set maximum amount of approximately $100,000. If in any given future year there is an unprecedented or emergency need to make minor capital purchases and there are insufficient budgeted funds, a mechanism should be in place for the Director of Public Safety/Fire Chief to request Council to release additional funds to cover the need.	278
139	GA recommends that the following fire apparatus replacement schedule be adopted for the purposes of determining fire apparatus suitability for continued service and as a budget planning tool for fire apparatus replacement. {detail on page}	283
140	GA recommends that Windsor's other aerial (ALF) be scrapped without direct replacement and an unsuitable wildland/urban interface pumper be sold.	284
141	GA recommends for the future, the following numbers and types of first-line duty fire apparatus allocations. These numbers can be accomplished through attrition as current apparatus age-out. {detail on page}	284
142	GA recommends that two older (no longer first-line) pumpers and a tanker be kept serviceable/operational as maintenance reserves. The purpose of reserves is to temporarily replace apparatus that are out of service for a day or more. They will also remain available for major incidents.	284
143	GA recommends that a reserve pumper be placed in Brooklyn and Windsor stations, and the reserve Tanker be placed in Summerville.	285
144	GA recommends an annual contribution of approximately $650k to a fire capital reserve fund to reduce the annual capital fluctuations in the fire department budgets to a minimal amount. Adequate reserve funds would greatly reduce the need to debenture these predictable capital costs, thereby reducing the overall cost of capital purchases.	285
145	GA recommends the following table of scheduled fire apparatus replacements. {detail on page}	290
146	GA recommends that the Regional fire departments standardize on the heavy hydraulic equipment purchased and utilized.	291
147	GA recommends that Hurst eDRAULIC equipment be utilized exclusively.	291
148	GA recommends that not every station needs a full set of heavy hydraulic equipment. See more detail on this subject on page 228.	291
149	GA recommends that Windsor's rescue truck be designated as the Regional heavy rescue support apparatus, and be provisioned with multiple hydraulic rescue tools. All other stations should have a more modest set of hydraulics.	291
150	GA recommends that exhaust extraction systems for Summerville and South West stations be funded as soon as possible. They are scheduled for 2020 in the benchmark budget. The total estimated cost of these systems is $105k.	292
151	GA recommends that the new Regional municipality elect the highest WSIB protection. The addition of Region-wide firefighter accident, sickness and disability (AD&D) benefits, MFAP, and off-duty AD&D coverage is included in the projected cost increase.	294

END

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☑	Recommendation ☐	Decision Request ☐	Councillor Activity ☐

To: Members of Council

Submitted by: J. Richard

Todd Richard, Director of Public Works

Date: June 13, 2023

Subject: **Automatic Siren Activated Gate – Underwood Drive /Edward Drive**

LEGISLATIVE AUTHORITY

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

INFORMATION REPORT

BACKGROUND

Property ☑	Public Opinion ☑	Environment ☐	Social ☐	Economic ☐	Councillor Activity ☑

Staff has received notification from Council of the following motion:

MOVED BY DEPUTY MAYOR MORTON AND SECONDED BY COUNCILLOR BOB MORTON THAT COUNCIL DIRECT STAFF TO DO A REPORT ON OPTIONS INCLUDING WHAT AN ELECTRONIC GATE SYSTEM WOULD COST AND RETURN WITHIN A COUPLE OF MONTHS. MOTION CARRIED

DISCUSSION

As most of council is aware the Edward / Underwood area and more particularly the old boundary area between the previous two municipal units (Windsor & West Hants) has and continues to be a much debated and decisive issue. The two streets have been a concerning issue for traffic flow, connectivity, emergency access, safety, peace of mind and other various matters.

The current status of these two streets is a fully paved assessable area, however a locked gate is present preventing normal traffic throughfare. The gate can be opened for emergency access along with access for snow & ice control by municipal staff.

More recently it has been brought to council's attention relaying apparent statements that EHS has responded to this area and were forced to go around since they were unable to open the gate. This has led to a request from a resident to install a siren activated gate opener.

Staff have reached out to EHS to identify any issues on their end. A supervisor with EHS dispatch told staff that there have been no issues as their map shows a gap / blockage at Underwood / Edward. During the call they have officially identified this area as closed and requested they be contacted if the status changes.

Staff have also reached out to suppliers for an estimated cost c/w installation. Currently this cost is estimated to be $50,000 minimum ($30,000 supply of gate equipment and installation, plus $20,000 for electrical, civil work and road restoration). Along with the high cost of installation, this option presents a few operational challenges such as reliability and proper operation of gate when required, increased maintenance, inspection and operational costs, stand-by power (batteries) required, issues with snow and ice causing issues with operation of swing gate, WHRM ROW in this area may require obtaining additional land and or service easements for electrical and gate swing TBD. These additional costs if required have not been factored in the above price estimate.

Staff have also outlined some other alternatives, as staff would not recommend installing an automatic gate at Edward / Underwood. Over the past several years streets have been constructed to allow improved access to and from the crossing. Approvals are also currently being reviewed for streets connections from Edward to Cole Drive. This along with intersection improvements current being designed for the Payzant / Wentworth & Centennial intersection. Based on these and other factors, staff are confident the restricted access at Edward / Underwood is no longer necessary or recommended.

NEXT STEPS

- Await council direction for next steps if any.

FINANCIAL IMPLICATIONS

Should Council decide to proceed with the electric gate options above, there will be a new capital cost for the 2023-24 fiscal year of $50,000 minimum, this can be funded through the operating reserves of the former entities or the region. Additionally, there will be operating

costs associated with this electric gate that are currently unknown that will add to the 2023-24 operating budget and will need to be factored in to future year budgets.

Should Council consider the alternative staff have provided below, there will be minimal or no financial implications for the Municipality.

ALTERNATIVES

Council may choose to direct staff to open the current gate at Edward / Underwood and monitor activity. Traffic counts can be recorded and any safety concerns or incidents can be reviewed and addressed if necessary. Construction of Community Way is in progress and potentially could be open for traffic as early as this fall 2023. Council could also direct staff to explore the option and cost to design and construct a street from the end of Payzant connecting to King Street. Having Community Way along with a potential third connection point via King Street could lead to having the Edward / Underwood access opened permanently as the other access points would be the common traffic flow patterns.

ATTACHMENTS

Eastern Fence Quote (May 31, 2023)

CHIEF ADMINISTRATIVE OFFICER REVIEW

As noted in the report, connecting these two communities has been an outstanding matter as it relates to transportation connectivity. I agree with the comments to not recommend the installation of the siren activated gate. A more permanent solution is warranted. As noted by EHS and common GPS related mapping systems the two streets are not connected and may create further confusion by promoting a local alternative not widely recognized.

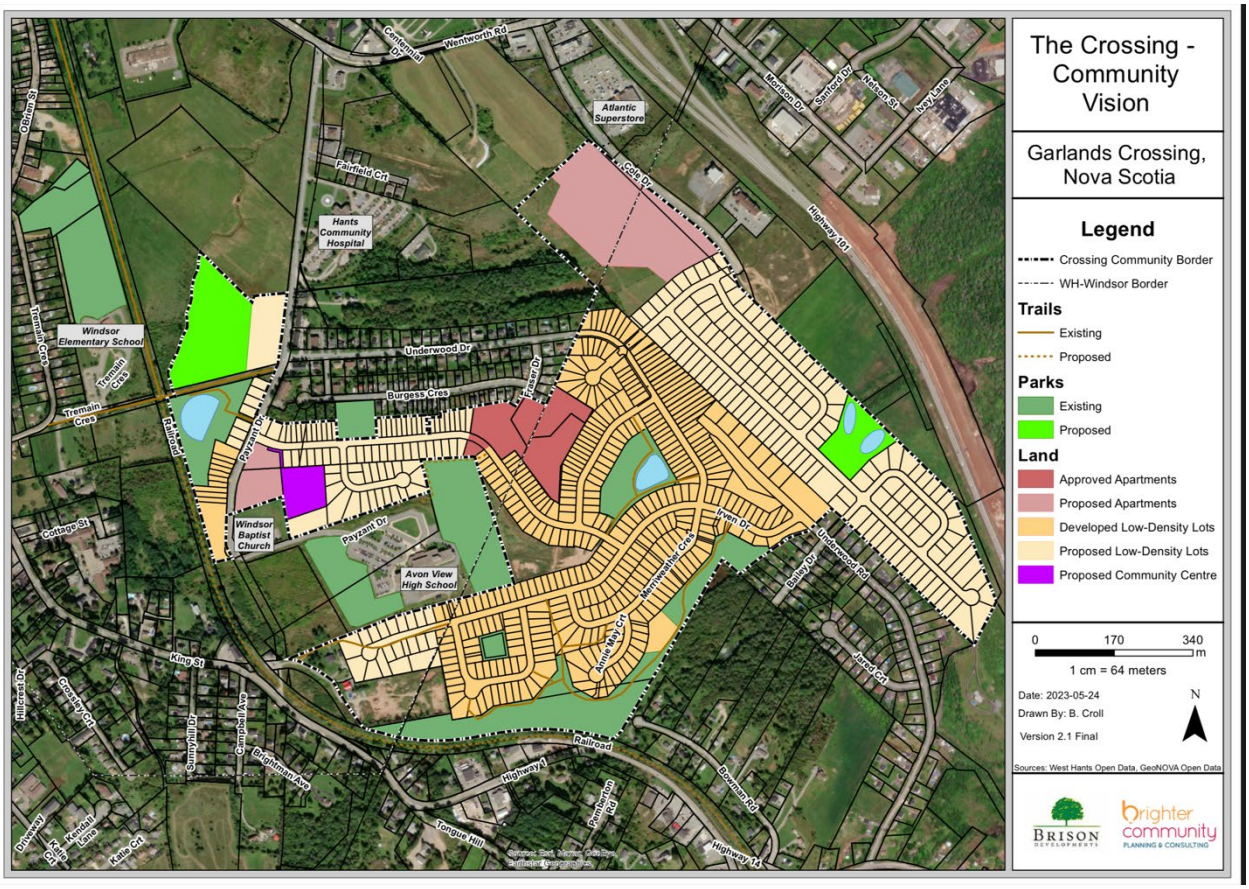
A broader internal review by staff and presentation to Council of existing road networks, soon to be constructed streets and unplanned streets should be presented to Council for review.

As development continues in the area of The Crossing on Payzant and Cole Drive improved connectivity would improve traffic flow. A majority of these needs are scheduled to be met through traffic review exercises, traffic studies and improvements as approved by PWs which accompany development applications.

- Underwood Drive and Edward Drive connectivity
    - Remove the gate and formalize the street connectivity.
    - Introduce traffic calming measures (temporary or long-term)
- Edward Drive connectivity to Cole Drive
- Community Way connectivity to Payzant

- Payzant Drive to King Street
- Emergency School Exit
- Payzant and Wentworth Round About
- Traffic Calming measures for new road connectivity intersections and roads.
- Other considerations.

Staff await Council's direction on these matters.



Report Reviewed / Prepared by: _____

Todd Richard, Director of Public Works

Report Approved by: _____

Mark Phillips, CAO

EASTERN FENCE ERECTORS LIMITED

145 Cutler Ave., Dartmouth, Nova Scotia, B3B OJ5

May 31st 2023

West Hants Reginal Municipality
PO Box 3000 100 King Street
Windsor N.S. B0N2T0

Phone: 902.798.8391
Email: mkehoe@westhants.ca

Re: Barrier Arms **Site: Edward & Underwood**

Martin Kehoe

We are pleased to submit our quotation to you for the above noted project as follows:

Scope of Work: Supply & Install

- Remove existing pipe barrier arms
- Two (2) concrete pads 20” x 20” by 48” deep
- Two (2) Lift Master up lift barrier arm operators
- Two (2) led barrier arms
- One (1) pair opex 100 photo eyes for safety
- One (1) siren operated sensor c/w counter balance
- Two (2) strobe lights

Quotation: $29,700.00 + HST

Note: Trenching, Conduit, Asphalt, Power to operators by others

Eastern Fence carries complete Workers Compensation coverage and Liability Insurance to protect our employees as well as you our customer. The establishment of property lines and the procurement of building permits, are the sole responsibility of the customer. Damage to un-located underground utilities are the sole responsibility of the customer.

If you have any questions, please feel free to contact me at the number below. Price(s) are valid for 30 days, HST Extra. Snow removal if required, not included.

Regards,

_____
Mike Ramsay

Accepted By:

_____
Terms: Due Upon Receipt

Quote # 23-MR144

West Hants Regional Municipality
June 13, 2023
Chief Administrative Officer Report

The following report captures activities and events between the May 2023 COTW meeting and the date of the report.

Governance

- Meetings and Events
  - COTW – May 9th
  - Council – May 23rd
- WHRM and East Hants Meeting – An informal meeting was held with the Warden, Deputy Warden, staff from East Hants and the Mayor, Kathy K and I to discuss general topics and potential joint initiatives between the two units. Topics discussed were tourism, rails to trails, fire services, recreation facilities, senior's safety and transit.

Administration

- Meetings and Events
  - CUPE Collective Bargaining (Scheduled for the week of May 15th)

- Local CUPE Collective Bargaining – Four (4) bargaining sessions were held with the Local. Language changes were reviewed. Positions regarding remuneration have been exchanged. These matters have been discussed with Council in-camera and responses to the Local's position prepared for the next session scheduled in late June. All matters are subject to ratification of the collective agreement when finalized.
- WHRM Fort Edward Lands – Jonathon Fowler carries on with his assessment of the site. No delays are expected. The West Hants Historic Society presented to Council on May 9th. A meeting is scheduled for the working group on June 21st to discuss next steps regarding the proposed project.
- Human Resource Coordinator – The advertisement for the HR coordinator is being posted this week.

Finance

- Meetings and Events
  - Audit Committee Meeting – May 31st

Community Development

- Meetings and Events
    - Operational Meetings regarding Sports Complex, Trails, Parks and Open Spaces, Economic Development, Capital Projects and Community Events

- Fort Edward Site / West Hants Historical Society Concept Meetings – The West Hants Historical Society presented a conceptual plan to Council updating Council of their ideas for the municipal lands alongside Fort Edward Street. A cultural centre is the primary focus of the group at the current time to encompass historic activities, cultural representation, and tourist attraction.
- John Paris Jr Rink Dedication – The WHRM proudly hosted John Paris Jr, his family, friends, special guests, and the general public at the Sports Complex on June 9th to dedicate the rink in his name. The event was well attended with an official ceremony, ball hockey game and barbecue. A huge thanks to all that assisted with the event. Special thanks to Kathy, Kevin, Vanessa, Kathy JI and Julie for their care and attention to detail in events b planning and making this such a wonderful dedication.
- West Hants Community Beautification Plan – A kick off meeting was held with WSP, consultants for the creation of the plan. Items such as signage, lighting, planting designs, community art, outdoor furnishings, accessibility standards, rural and urban park entrance designs and themed "inspiring nooks and crannies" will be included in the strategy.

Planning and Development

- Meetings and Events
    - PAC /HAC Meeting
    - Brison Development Growth Meetings

- PIMs – It has been a busy May and June for PAC /HAC. The following applications have had PIMs in May and June:
    - WHLUB Amendments: Pemberton Ave Garlands Crossing
    - Development Agreement: Payzant Drive
    - HLUB Amendments: 35 Williams Street Hantsport
    - Proposed Paintball Facility, Summerville
    - 4 Storey Mixed Use Apartment Building, Cole Drive
    - Mixed Use, Multi-Use Development and Hockey Themed Tourist Destination, Nesbit Street, Windsor (Scheduled for June 19th)
- Joint Regional Transportation Agency (JRTA) – The agency continues to meet and discuss the creation of a strategy for HRM and surrounding areas. Sara Poirier, Director of Planning has been attaining the meetings to-date. The JRTA was present at the June 4th Farmer's Market in Windsor to receive public input.

Economic Development

- Meetings and Events
    - WTBA AGM
    - Downtowns Atlantic Conference (Panel)
- VREN Tourism Strategy – The strategy has been released for review. Internally we will review the plan and create a WHRM Action Plan that aligns with the strategies and schedule for deliverable priorities. The themes within the strategy align with WHRM tourism advantages:
    - The Bay of Fundy
    - Heritage Culture and Arts
    - Outdoor Recreation
    - Culinary
    - Rural Landscapes, Coastal Communities, Small Towns and Villages
- Downtowns Atlantic Conference – I attended a session and participated on a panel to discuss Business Improvement Districts (BIDs) and the role they play in supporting and administering economic development.

Public Works and Infrastructure

Protective Services

- Meetings and Events
    - WHRM EMO Planning Committee Meetings
- EMO meetings were held to monitor and prepare for the threat of wildfires that were in the HRM and Shelburne areas as well as the Minister's declaration of a state of emergency for the Lake Pisiquid area. A report has been provided to Council for their information.

Sincerely,

Mark Phillips

Mark Phillips
Chief Administrative Officer
West Hants Regional Municipality

Avon River Causeway Correspondence

(aka Hwy. 101 Twinning, Aboiteau, Causeway, Lake Pisiquid)

First Name	Last Name	Correspondence Date	Meeting / logged
Danny	Dill	2020-06-30	2020-07-14 COTW
Quentin	Davison	2020-07-06	2020-07-14 COTW
Alyson	Bremner	2020-07-07	2020-07-14 COTW
Cecil	Rolfe	2020-07-13	2020-07-14 COTW
Pat	Porter	2020-07-13	2020-07-14 COTW
Nikki-Marie	Lloyd	2020-08-02	2020-09-08 COTW
Heather	Boylan (Martock)	2020-09-01	2020-09-08 COTW
Greg	O'Leary	2020-09-03	2020-09-08 COTW
Dr. Abby	Kirumira	2020-09-02	2020-09-08 COTW
Dean	Manning	2020-09-08	2020-09-08 COTW
David & Michelle	Rideout	2020-09-08	2020-09-08 COTW
Colleen	Walsh-Bouman	2020-09-08	2020-09-08 COTW
Nicholas & Alyson	Juurlink/Bremner (Linked Farms)	2020-09-08	2020-09-22 Council
Tasha	Rogers	2020-09-08	2020-09-22 Council
Brad	Carrigan	2020-09-23	2020-10-13 COTW
Karen	Carrigan	2020-09-23	2020-10-13 COTW
Elaine	Morehouse	2020-09-24	2020-10-13 COTW
Gary	Morehouse	2020-09-24	2020-10-13 COTW
Dr. A	Kirumira	2020-09-24	2020-10-13 COTW
Blake	Sarsfield	undated	2020-10-13 COTW
Greg	Webster	2020-10-01	2020-10-13 COTW
Bobby	Kidston	2020-10-02	2020-10-13 COTW
NSTIR	(Province of NS)	2021-01-13	2021-01-26 Council
Darren	Porter	2021-03-19	2021-03-23 Council
Rylan	Carrigan	2021-03-29	2021-04-13 COTW
Robin	Bremner-Popma (Hants Co Fed of Agri)	2021-03-29	2021-04-13 COTW
Roslyn	MacDuff	2021-03-29	2021-04-13 COTW
Darlene	Taylor	2021-03-23	2021-04-13 COTW
Daniel	Oulton	2021-03-26	2021-04-13 COTW
Karen	Carrigan	2021-03-26	2021-04-13 COTW
Marie & Andrew	Connolly	2021-03-26	2021-04-13 COTW
Robin	Thomson (Atlantic Division Canoe Kayak Canada)	2021-03-30	2021-04-13 COTW
Barbara	Hughes	2021-03-29	2021-04-13 COTW
Laura	Fisher	2021-04-01	2021-04-13 COTW

Avon River Causeway Correspondence

(aka Hwy. 101 Twinning, Aboiteau, Causeway, Lake Pisiquid)

First Name	Last Name	Correspondence Date	Meeting / logged
Nikki-Marie	Lloyd	2021-04-06	2021-04-13 COTW
Ken	Donnelly (Hwy 101 Twinning CLC)	2021-04-01	2021-04-13 COTW
Darren	Porter	2021-04-06	2021-04-13 COTW
Karen	Lynch	2021-04-09	2021-04-13 COTW
Carilee	Eddy	2021-04-15	2021-04-27 Council
Nikki-Marie	Lloyd	2021-04-19	2021-04-27 Council
Sheldon	Hope	2021-04-19	2021-04-27 Council
Adrienne	Wood	2021-04-22	2021-04-27 Council
Magda	Montgomery	2021-04-22	2021-04-27 Council
Sheldon	Hope	2021-04-26	2021-04-27 Council
Andrew	Smiley	2021-05-02	2021-05-11 COTW
Carrilee	Eddy	2021-05-03	2021-05-11 COTW
Denise	Forand	2021-04-27	2021-05-11 COTW
Erin	Naugler	2021-05-02	2021-05-11 COTW
Janet	Comeau	2021-05-02	2021-05-11 COTW
Kristyn	Anderson	2021-05-02	2021-05-11 COTW
Laura	Fisher	2021-04-01	2021-05-11 COTW
Nick	Rafuse	2021-05-03	2021-05-11 COTW
Nicole	McLeod	2021-05-02	2021-05-11 COTW
Robyn	Cook	2021-05-02	2021-05-11 COTW
Sheldon	Hope	2021-05-02	2021-05-11 COTW
Tammy	Hilden	2021-05-02	2021-05-11 COTW
Tracey	Sexton	2021-05-03	2021-05-11 COTW
Ginette	Pitcher	2021-05-03	2021-05-11 COTW
Greg	Miller	2021-05-05	2021-05-11 COTW
David & Michelle	Rideout	2021-05-05	2021-05-11 COTW
Sylvia & Vince	Burgess	2021-05-05	2021-05-11 COTW
Scott (Adrienne)	Miniou (Wood)	2021-05-03	2021-05-11 COTW
Barbara	Sullivan	2021-05-06	2021-05-11 COTW
Sandra & Skip	Hogan	2021-05-06	2021-05-11 COTW
Marie & Andrew	Connolly	2021-05-06	2021-05-11 COTW
Karen	Carrigan	2021-05-07	2021-05-11 COTW
Adrienne	Wood (Petition)	2021-05-07	2021-05-11 COTW
Lisa	Hines	2021-05-07	2021-05-11 COTW

Avon River Causeway Correspondence

(aka Hwy. 101 Twinning, Aboiteau, Causeway, Lake Pisiquid)

First Name	Last Name	Correspondence Date	Meeting / logged
Cam	Hartley	2021-05-07	2021-05-11 COTW
Troy & Vicki	Harvie	2021-05-07	2021-05-11 COTW
Jenn	McDermott	2021-05-08	2021-05-11 COTW
Jennifer	Daniels	2021-05-09	2021-05-11 COTW
Krista & Colin	Duncan	2021-05-09	2021-05-11 COTW
Robin	Bremner-Popma	2021-05-07	2021-05-11 COTW
Roslyn (Darlene) [Barb]	MacDuff (Taylor) [Hughes]	2021-05-08	2021-05-11 COTW
Wayne & Dianne	Hines	2021-05-09	2021-05-11 COTW
Bob & Sandra	Langdon	2021-05-10	2021-05-11 COTW
Brad	Hood	2021-05-10	2021-05-11 COTW
Ed & Cathy	Kerr	2021-05-10	2021-05-11 COTW
Ann	MacArthur	2021-05-10	2021-05-11 COTW
Carole Anne	Casey	2021-05-10	2021-05-11 COTW
Sarah	MacDonald	2021-05-10	2021-05-11 COTW
Andre & Donna	Arsenault	2021-05-11	2021-05-11 COTW
Aaron	Leblanc	2021-05-12	2021-05-25 Council
Adrian	Rooney	2021-05-19	2021-05-25 Council
Adrienne	Wood	2021-05-12	2021-05-25 Council
Barb	Sullivan	2021-05-16	2021-05-25 Council
Barbara	Beck	2021-05-15	2021-05-25 Council
Bethany	Rozee	2021-05-12	2021-05-25 Council
Carl	Siler	2021-05-12	2021-05-25 Council
Carol	Bradley	2021-05-16	2021-05-25 Council
Carol	McKinley	2021-05-12	2021-05-25 Council
Chad	Pothier	2021-05-18	2021-05-25 Council
Chris	Cann	2021-05-21	2021-05-25 Council
Connie	Shay	2021-05-15	2021-05-25 Council
Conrad	Mullins	2021-05-18	2021-05-25 Council
Darlene	Taylor	2021-05-15	2021-05-25 Council
Darren	Porter	2021-05-12	2021-05-25 Council
Darren	Woods	2021-05-13	2021-05-25 Council
Dawson	Sheehy	2021-05-16	2021-05-25 Council
Deanna	Hamilton	2021-05-15	2021-05-25 Council
Debbie	Porter-Wood	2021-05-13	2021-05-25 Council
Debbie	Siler	2021-05-15	2021-05-25 Council
Denise	Forand	2021-05-13	2021-05-25 Council

Avon River Causeway Correspondence

(aka Hwy. 101 Twinning, Aboiteau, Causeway, Lake Pisiquid)

First Name	Last Name	Correspondence Date	Meeting / logged
Devan	Archibald	2021-05-18	2021-05-25 Council
Diane	Ogilvie	2021-05-13	2021-05-25 Council
Erin	Naugler	2021-05-13	2021-05-25 Council
Ernest	Eddy	2021-05-15	2021-05-25 Council
Gerry	Young	2021-05-15	2021-05-25 Council
Gina	Cochrane	2021-05-12	2021-05-25 Council
Harry	Ullock	2021-05-15	2021-05-25 Council
Hope	Moon	2021-05-12	2021-05-25 Council
Ian	Shaw	2021-05-16	2021-05-25 Council
J	Davis (and J Griffith)	2021-05-17	2021-05-25 Council
Jacqueline	Farvacque	2021-05-12	2021-05-25 Council
Jayne	Murray	2021-05-16	2021-05-25 Council
Jeff	Redden	2021-05-17	2021-05-25 Council
Jennifer	Shaw	2021-05-16	2021-05-25 Council
Jocelyne	Marchand	2021-05-12	2021-05-25 Council
John & Sarah	Monette	2021-05-19	2021-05-25 Council
Jordan	Macumber	2021-05-12	2021-05-25 Council
Josette	Dugue	2021-05-12	2021-05-25 Council
Judy	Lynch	2021-05-13	2021-05-25 Council
June	Pedersen-LaPierre	2021-05-15	2021-05-25 Council
Justin	Cochrane	2021-05-12	2021-05-25 Council
Karen	Lynch	2021-05-18	2021-05-25 Council
Kathryn	Bergeron	2021-05-16	2021-05-25 Council
Kathy	Veinot	2021-05-15	2021-05-25 Council
Kyle	Pellegrini	2021-05-12	2021-05-25 Council
Lachlan	Riehl	2021-05-12	2021-05-25 Council
Laura	Stewart	2021-05-19	2021-05-25 Council
Lee	Billington	2021-05-12	2021-05-25 Council
Lee	Millett	2021-05-12	2021-05-25 Council
Lexie	Barkhouse	2021-05-12	2021-05-25 Council
Linda	Card	2021-05-11	2021-05-25 Council
Monique	Wood	2021-05-16	2021-05-25 Council
Nancy	Sheehy	2021-05-16	2021-05-25 Council
Nancy	Sheehy	2021-05-18	2021-05-25 Council
Nikki-Marie	Lloyd	2021-05-12	2021-05-25 Council
Nikki-Marie	Lloyd	2021-05-17	2021-05-25 Council

Avon River Causeway Correspondence

(aka Hwy. 101 Twinning, Aboiteau, Causeway, Lake Pisiquid)

First Name	Last Name	Correspondence Date	Meeting / logged
Olena	Kharytonova	2021-05-15	2021-05-25 Council
Pat	Porter	2021-05-12	2021-05-25 Council
Paula	Lake	2021-05-12	2021-05-25 Council
Robert	Bowkett	2021-05-18	2021-05-25 Council
Roslyn	MacDuff	2021-05-15	2021-05-25 Council
Ruth	Angevine	2021-05-13	2021-05-25 Council
Scotch Village	Farm	2021-05-19	2021-05-25 Council
Shirley	Pineo	2021-05-12	2021-05-25 Council
Stephen	Brooks	2021-05-12	2021-05-25 Council
Trudy	Sheehy	2021-05-17	2021-05-25 Council
Steven	Bouman	2021-05-17	2021-05-25 Council
Sue	Sheehy	2021-05-14	2021-05-25 Council
Susie	Smith	2021-05-12	2021-05-25 Council
Tasha	Rogers	2021-05-12	2021-05-25 Council
Tera	Brommit	2021-05-17	2021-05-25 Council
Toni-Lee	Burns	2021-05-12	2021-05-25 Council
Tony	Wood	2021-05-18	2021-05-25 Council
Tracey	Sexton	2021-05-16	2021-05-25 Council
Trevor	Levy	2021-05-12	2021-05-25 Council
Tricia	Brommit	2021-05-17	2021-05-25 Council
Vince & Sylvia	Burgess	2021-05-16	2021-05-25 Council
Loretta	MacEachern	2021-05-20	2021-05-25 Council
Tim & Jennifer	Bayers	2021-05-21	2021-05-25 Council
Darlene	Taylor	2021-05-25	2021-06-08 COTW
Darlene	Taylor	2021-05-25	2021-06-08 COTW
Darren	Porter (forwarded email from/to another source)	2021-05-27	2021-06-08 COTW
Dawn	Allen	2021-05-25	2021-06-08 COTW
John	Monette	2021-05-25	2021-06-08 COTW
Richard	Dunham	2021-05-25	2021-06-08 COTW
Carrilee	Eddy	2021-06-06	2021-06-22 Council
Darlene	Taylor	2021-06-09	2021-06-22 Council
Darren	Porter	2021-06-06	2021-06-22 Council
Lisa	Bland	2021-06-08	2021-06-22 Council
Krista & Scott	Lloy	2021-06-07	2021-06-22 Council
Nancy	Sheehy	2021-06-06	2021-06-22 Council
Karen	Beazley	2021-07-06	2021-07-13 COTW

Avon River Causeway Correspondence

(aka Hwy. 101 Twinning, Aboiteau, Causeway, Lake Pisiquid)

First Name	Last Name	Correspondence Date	Meeting / logged
Quentin	Davison	2021-07-13	2021-07-13 COTW
Iain (Hon.)	Rankin	2021-07-16	2021-07-27 Council
Karen	Beazley	2021-07-15	2021-07-27 Council
G.E.	Morehouse	2021-07-22	2021-07-27 Council
Darlene	Taylor	2021-07-26	2021-09-14 COTW
Heather	MacLean	2021-08-13	2021-09-14 COTW
Kim (Hon)	Masland	2021-09-22	2021-10-12 COTW
Darren	Porter	2022-02-01	2022-02-08 Council
Hon. Steve	Craig	2022-03-02	2022-03-08 COTW
Hon. Greg	Morrow	2022-03-08	2022-03-22 Council
Sheldon	Hope	2022-03-10	2022-03-22 Council
Darren	Porter	2022-06-02	2022-06-14 COTW
Darren	Porter	2022-06-27	2022-06-28 Council
Hon. Joyce	Murray	2022-07-12	2022-07-26 Council
Jennifer	Allen	2022-08-30	2022-09-13 COTW
Hon. Kody	Blois	2022-10-07	2022-10-11 COTW
K Salter	Salter	2022-10-28	2022-11-08 COTW
Hon. Kody	Blois	2023-06-02	2023-06-13 COTW
Andre	Arsenault	2023-06-02	2023-06-13 COTW
Darlene	Taylor	2023-06-02	2023-06-13 COTW
Kevin	Walsh	2023-06-03	2023-06-13 COTW
Alyson and Nicholas	Bremner/Juurlink	2023-06-03	2023-06-13 COTW
Hants County Federation of Agriculture		2023-06-03	2023-06-13 COTW
Al	Mailman	2023-06-03	2023-06-13 COTW
Greg	O'Leary	2023-06-03	2023-06-13 COTW
Lisa	Bland	2023-06-04	2023-06-13 COTW
Karen	Lynch	2023-06-04	2023-06-13 COTW
Judy	Lynch	2023-06-04	2023-06-13 COTW
Greg	Miller	2023-06-04	2023-06-13 COTW
Darren	Porter	2023-06-04	2023-06-13 COTW
Monique	Wood	2023-06-04	2023-06-13 COTW
Lana	Patterson	2023-06-04	2023-06-13 COTW
Dr. AK.	Kirumira	2023-06-04	2023-06-13 COTW

Avon River Causeway Correspondence

(aka Hwy. 101 Twinning, Aboiteau, Causeway, Lake Pisiquid)

Bonnie	O'Leary	2023-06-04	2023-06-13 COTW
Robyn	Bremner-Popma	2023-06-04	2023-06-13 COTW
Traci and Elizabeth	Curry	2023-06-04	2023-06-13 COTW
Sheldon	Hope	2023-06-05	2023-06-13 COTW
Wilf and Diane	Ogilvie	2023-06-05	2023-06-13 COTW
Aaron	Ewing	2023-06-05	2023-06-13 COTW
Cara	Pfeffer	2023-06-05	2023-06-13 COTW
Maxine	Chandler	2023-06-05	2023-06-13 COTW
Pat	Porter	2023-06-05	2023-06-13 COTW
Shannon	Cunningham	2023-06-05	2023-06-13 COTW
Anna	DeNicola	2023-06-06	2023-06-13 COTW
Jen	Murphy	2023-06-06	2023-06-13 COTW
Karen	Beazley	2023-06-06	2023-06-13 COTW
Linda	Card	2023-06-06	2023-06-13 COTW
Richard	Dunham	2023-06-06	2023-06-13 COTW
Doug	Symonds	2023-06-06	2023-06-13 COTW
Krista	Lunn	2023-06-06	2023-06-13 COTW
Barbara	Hughes	2023-06-06	2023-06-13 COTW
Andrew	Smiley	2023-06-06	2023-06-13 COTW
Nikki	Lloyd	2023-06-06	2023-06-13 COTW
Aaron	Ewing	2023-06-07	2023-06-13 COTW
Jim	White	2023-06-07	2023-06-13 COTW
Sasha	Stevens	2023-06-07	2023-06-13 COTW
Chris	Phillips	2023-06-07	2023-06-13 COTW
Chad	Pothier	2023-06-07	2023-06-13 COTW
Darlene	Taylor	2023-06-07	2023-06-13 COTW
Nancy and Bruce	Cameron	2023-06-07	2023-06-13 COTW
James	Pothier	2023-06-07	2023-06-13 COTW
Abe	Zebian	2023-06-07	2023-06-13 COTW
Judith	Kazmirski	2023-06-08	2023-06-13 COTW
Nikki Lloyd	Lloyd	2023-06-08	2023-06-13 COTW
Darren	Porter	2023-06-09	2023-06-13 COTW
Ashley Imlay	Imlay	2023-06-09	2023-06-13 COTW

Avon River Causeway Correspondence

(aka Hwy. 101 Twinning, Aboiteau, Causeway, Lake Pisiquid)

Valerie	Wilcox	2023-06-11	2023-06-13 COTW
Colleen	Walsh-Bouman	2023-06-12	2023-06-13 COTW
G. Wayne	Hines	2023-06-12	2023-06-13 COTW
Sharon	Johnson	2023-06-12	2023-06-13 COTW
Nicholas	Juurlick	2023-06-11	2023-06-13 COTW
Ed and Cathy	Kerr	2023-06-12	2023-06-13 COTW
Tracey	Sexton	2023-06-12	2023-06-13 COTW
Peter	Nicol	2023-06-12	2023-06-13 COTW
Jennifer	Shaw	2023-06-13	2023-06-13 COTW
Jayne	Murray	2023-06-13	2023-06-13 COTW
Reid & Roslyn	MacDuff	2023-06-13	2023-06-13 COTW
Monique	Wood	2023-06-13	2023-06-13 COTW
Dean	Manning	2023-06-13	2023-06-13 COTW

KODY BLOIS, M.P.
KINGS–HANTS

Hon. John Lohr

Emergency Management Office
PO Box 2581
Halifax NS B3J 3N5

June 2, 2023

Delivered Electronically

Dear Minister Lohr,

I am writing to you in relation to the Government of Nova Scotia's decision to declare a State of Emergency for the West Hants Regional Municipality under Subsection 12(1) of the *Emergency Management Act* ("the Act") last night.

The Act defines an emergency as:

> "emergency" means a present or imminent event in respect of which the Minister or a municipality, as the case may be, believes prompt co-ordination of action or regulation of persons or property must be undertaken to protect property or the health, safety or welfare of people in the Province;

While an emergency in a general sense may not be evident today in West Hants, under the definition of the Act, given the significant dry period our province has experienced, coupled with the devastating forest fires in multiple regions that remain out of control, a proactive measure to protect freshwater resources is a reasonable exercise of discretion under the Act.

My understanding is that water levels on Lakes Zwicker, Mockingee, and Falls are significantly below their normal levels for this time of the year. While thankfully it looks as though our province will receive rainfall over this weekend, the ability to establish higher levels of water in the Avon River will be dependent on the amount of water Nova Scotia Power will be able to move through its hydroelectrical dams.

While I appreciate the primary concern today is the necessity to prepare for fire related events given the significant drought period we are experiencing, I do ask that you take a holistic view in assessing the current context. Subsection 19(1) of the Act stipulates that the State of Emergency will automatically terminate fourteen days after the issuance unless renewed by the Minister responsible. As outlined in the Emergency Order, you have the discretion to order actions under clauses 14(a) to (m) of the Act. One such provision includes:

> (f) cause or order the evacuation of persons and the removal of livestock and personal property threatened by an emergency and make arrangements for the adequate care and protection thereof;

101-24 Harbourside Dr, Wolfville, NS B4P 2C1 • House of Commons, Ottawa, ON K1A 0A6
Telephone (Kings–Hants): +1 (902) 542-4010 • Telephone (Ottawa): +1 (613) 995-8231
Email: kody.blois@parl.gc.ca

KODY BLOIS, M.P.
KINGS–HANTS

In speaking with agricultural producers in the Avon Valley, there has remained a consistent concern about access to freshwater given the current construction of the Federal Ministerial Order that does not allow impounding of freshwater on outgoing tides. This is a concern and consideration I have highlighted in previous correspondence to DFO asking for an amendment to the Ministerial Order.

Given the significantly warm weather and dry periods we are experiencing, I would ask that you consult with the Hants County Federation of Agriculture and your colleague Minister Morrow to ensure that before the Provincial Emergency Order is lifted there is adequate provision made for access to water to ensure the health and safety of livestock and food production this summer in what is a vital growing region in Nova Scotia.

I know and trust that your ministry, in concert with the Department of Agriculture (NSDA) and the Department of Fisheries and Oceans (DFO) will continue to be mindful of balancing the needed measures today with the protection of fish species.

Minister, I want to highlight that I support the measures you have taken. In reviewing the relevant provincial legislation and the current context in Nova Scotia, I believe the measures you have taken are reasonable under the circumstances. I would ask that as the Member of Parliament representing the communities in question, that I can be kept informed and consulted on the measures taken in the days ahead.

Yours Truly,

Kody Blois, M.P. Kings-Hants

Cc:

Hon. Joyce Murray, Minister of Fisheries and Oceans
Hon. Sean Fraser, Minister of Immigration, Refugees, and Citizenship Canada
Hon. Greg Morrow, Minister of Agriculture (Nova Scotia)
Melissa Sheehy-Richard, MLA for Hants West
Abraham Zebian, Mayor for the Regional Municipality of West Hants

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Email: kody.blois@parl.gc.ca

Shelleena Thornton (she/her)
Municipal Operations Supervisor and Emergency Management Coordinator
West Hants Regional Municipality
PO Box 3000, 76 Morison Drive, Windsor, NS, B0N2T0

T 902-798-8391 Ext. 207
E SThornton@westhants.ca
W www.westhants.ca

From: Donna Arsenault
Sent: Friday, June 2, 2023 1:05 PM
To: Shelleena Thornton <SThornton@westhants.ca>
Subject: Lake Pisiquid

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Kudos to John Lohr for refilling lake at least during drought and wildfire season.

Hope it's OK with you.

Andre Arsenault, Falmouth

Get Outlook for Android

From: Lisa and Alan Bland
Date: June 2, 2023 at 3:40:48 PM ADT
To: Ashley Imlay, kody.blois, Abraham Zebian, melissa.mlaoffice
Subject: Emergency Order Re Avon River Aboiteaux Closure

Caution [External Email]
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Dear Representatives of citizens within West Hants:

It is with great disappointment that I write a letter to you as a citizen concerned with the late night emergency order from the provincial level of government to close the aboiteaux at the Windsor Causeway. I have a lot of respect for you Melissa and this is certainly one area on which I fully disagree with you.

Politicians are supposed to consider the opinions and feedback of all whom they work for, yet it is clear to me that we have very little interest from my MLA and Premiere to work with DFO on the matter of proper flow of river and fish Passage in Windsor.

Between the mail out of falsehoods from Melissa Sheehy-Richard and the video at the riverfront, it is very clear to me that your opinion is in favour of a man made Lake. To then see a late night emergency order, when we have repeatedly been told by fire officials that we don't need to see the manmade lake return shows me it is disingenuous. There was also argument for farmers bringing their animals to the river for watering however this is in violation of the agricultural act and therefore cannot be used as a valid argument in my opinion.

Furthermore I have specifically requested the end date for this emergency order - it appears to be June 15th. I can already predict that should water levels come up enough to kill the lush green landscape and leave mud behind you'll have more political ammunition for your argument.

Surely you can see how beautiful a green lush riverbed looks - this town could be unified through visioning and excitement at municipal, provincial, and federal levels for imagining how our town might prosper and enjoy this space.

I would also hope that you will consider the statement from NS Mi'kmaq Chiefs on this hasty decision. I have learned so much from Mi'kmaq elders about two eyed seeing, and consideration of generations to come.

I implore you, and all those I have copied (municipal and federal representatives) to do the same.

Please answer my above question and confirm the end of this emergency order.

Sincerely,

Lisa Bland

From: al
To: PublicOnlyCouncilEmail
Cc: mla millisa; mla john; Al Mailman
Subject: WATER IN LAKE PISIQUID!
Date: Saturday, June 3, 2023 10:19:35 PM

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To Whom it may concern regarding Lake Pisiquid water levels.

Recent council discussion seems to be questioning the majority of West Hants residents' support of returning water to Lake Pisiquid. I have lived in Falmouth for 50+ years. The town and communities are not the same without the lake. with the water supply being from a tiny brook in Falmouth and the Windsor, and 3 mile plains water supply from a tiny lake on top of a mountain it's crucial that we have a fresh water supply..

more so now that our climate is warming and fires like we've never seen in years! The river is surrounded by farmland, which at this point doesn't need, but in our future may need to be irrigated.. let's not turn one bad decision 50 years ago, into the second bad decision that may ruin our community and our livelihoods..

COUNCIL MEMBERS PLEASE BE ASSURED THAT THERE IS A LARGE GROUP OF PEOPLE IN OUR COMMUNITY THAT WANT THE LAKE BACK!!!

Thanks,

Al Mailman
aka Artsy Al
A proud resident a Falmouth, an West Hants please do the right thing!

From: Nicholas and Alyson Juurlink
To: PublicOnlyCouncilEmail; azabien@westhants.ca
Subject: West Hants Representation
Date: Saturday, June 3, 2023 5:59:20 PM

Caution [External Email]
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Good evening Abe,
After reading your response to the decision to put fresh water back into the lake, I wish to state my complete shock.
Who are you representing? In what world is having fresh water supply not important and vital? We have been drilling for water in Falmouth with no success this year. We operate a substantial size business in West Hants. We employ West Hants residents. Why are you ignoring the need for fresh water? Yes we need fire protection! We are on the Avon river. We are a member of the community you think you are representing. Have you heard us? We need fresh water! We need to protect this resource and while you can list off other sources of fresh water in the municipality, you are ignoring 3000+ acres of productive land and residents that are trying to function after the change in operations.
This is land that grows food in your municipality. Please do your research. The world is changing. Climate change is real. Wild fires, drought and floods have and will become more common in our future. Where you purchase your cheap food imports are not sustainable. Local food is important and as many provinces and countries have already realized, our fresh water resources are key to being able to sustain food production. If this announcement was a shock to you, then you have no one else but yourself to blame and your lack of good research. Would you have declined the decision to help keep our communities safer? Drawing water from the river here is how we would keep our farm, forest, community and animals safe. Remember the municipality is more than windsor Mr Zabien. Have you seen the impact from the low levels along the river? We all are trying to deal with the damage that has been done and this one decision gave me hope that someone smart has stepped up to the plate that others have been bullied from.
If you are not up to the task of representing all of your constituents, then maybe you should think about resigning.

Alyson Bremner and Nicholas Juurlink

From: Greg O"Leary
To: PublicOnlyCouncilEmail; johnloh melissa.mla; Bob Morton
Subject: Lake Pisiquid
Date: Saturday, June 3, 2023 9:46:13 PM

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To Whom it may concern regarding Lake Pisiquid water levels.

Recent council discussion seems to be questioning the majority of West Hants residents' support of returning water to Lake Pisiquid. I have lived on the lake for over 45 years and have seen the damage to the freshwater ecosystem since draining the lake. There have been multiple freshwater fish kills and thousands of freshwater mussels. (All were reported to DFO and ignored)

Also the loss of all the recreation and freshwater supply for our home.

COUNCIL MEMBERS PLEASE BE ASSURED THAT THERE IS A LARGE GROUP OF PEOPLE IN OUR COMMUNITY THAT WANT THE LAKE BACK!!!

Thanks,
Greg & Joanne O'Leary
Martock

From: Abraham Zebian
To: Deanna Snair
Subject: Fwd: Letter of appreciation
Date: Saturday, June 3, 2023 7:48:25 PM
Attachments: Lohr June 3.docx

From: Castle Frederick Farms Incorporated
Date: June 3, 2023 at 7:26:29 PM ADT
To: johnlohrmla@gmail.com, melissa.mlaoffice@gmail.com, Ashley Imlay <ashley.mlaoffice@gmail.com>
Cc: Abraham Zebian <AZebian@westhants.ca>, "Blois, Kody - M.P." <Kody.Blois@parl.gc.ca>
Subject: Letter of appreciation

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Please see attached, a letter of appreciation for Minister Lohr's action to increase fresh water supply in the Avon River.

Robin (for Hants County Federation of Agriculture)

Dear Minister Lohr,

The Hants County Federation of Agriculture would like to express our appreciation for your quick action in issuing an emergency order to close the gates at the Windsor causeway. This will not only increase water levels in Lake Pisiquid but will also increase the amount of available fresh water upstream and give farmers and rural residents some peace of mind knowing there is water available should they need it for fire prevention. We worry many people in our area may not truly understand the urgent need for that supply, how long it takes for it to restore, or the value of what requires protection in this area. Even though we are receiving rain this week, the fire index and wildfire risk will return quickly. If a fire were to start in our nearby wooded area, we would not have much time to react. The farming community thanks you for understanding the risk to people, livestock, crop land and forest resources upstream and taking action to secure this additional resource.

Sincerely,

Nicholas Juurlink, President HCFA

From: Kevin Walsh
To: PublicOnlyCouncilEmail
Cc: johnlohrmla; melissa.mla
Subject: In favour of Lake Pisiquid fresh water source Saturday,
Date: June 3, 2023 5:02:04 PM

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Dear Windsor Town Council:

As a 30 year resident of Falmouth and small business owner in Windsor I am in support of the wise decision by the provincial govenment to return the fresh water source.

We all are well aware that this is a complex and multi-layered issue, however the vast majority of residents (supported by surveys) are in favour of returning Lake PIsiquid to it's fresh water state. In light of the unfortunate conditions with the wild fires, the need now and in the future for a reliable fresh water source is clear. Our Save the Lake committee has brought this up the substantial decrease of water to key hydrants in the past, as well as the other clear advantages for our community of having Lake Pisaquid return. Key advantages include the recreation source (ski Martock, Canoe club, boating, swimming, pumpkin regatta), farming source, reduction in dust storms, and the removal of the eye sore that we are forced to look at every day currently.

Hats off to the provincial government to over-ride the initial politically motivated decision by DFO to allow free water passage. I hope that council sees this as the best path forward for the vast majority of our residents, caught in the middle of this complex issue.

Sincerely,

Dr. Kevin Walsh

From: Bonnie O"Leary
To: PublicOnlyCouncilEmail; melissa.mlaoffice@gmail.com
Subject: Water for fire protection
Date: Sunday, June 4, 2023 8:14:41 PM

Caution [External Email]
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Thank you for your efforts for to get our fresh water back for fire protection but also us as home owners who rely on the fresh to use in our home.
The dry fire hydrant on our property will again make water available to the fire departments in our area in the future.
We need this valuable fresh water source to be permanent .

Thank you
Warren and Bonnie O'Leary

From: darren porter
To: PublicOnlyCouncilEmail
Subject: Resent emergency measures the Mla requested John lohr to invoke on our community with out eminent danger.
Date: Sunday, June 4, 2023 3:49:02 PM

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I'll start by saying my heart and appreciation goes out to all emergency services and their hard work and dedication.

I have investigated this situation nonstop since Thursday night when John lohr brought the emergency measures into play stating he receive a request from the Windsor fire chief John did this in order to close the gates at the Windsor causeway superseding a federal order this pulling of a safety card or is provincial staff has stated a "trump card" blocking the fish passage and natural flow tide flows has massive ecological effects.

All this just two weeks after we watch new " the blue lake is coming soon " signs go up , and the premier and our Mla spoke about the lake to the Avon chamber of commerce and put out their joint video stating the " lake " was in the solution of the completion of the hwy 101 twinning project, When in fact the quest for a lake is the hold up to the twining of the hwy 101 and they and their relentless quest put the lake before the life and the twining project with their division politics has climaxes or at least it seems it has , but nothing surprises me now to the extreme these politicians will go to drive their wedges in.

I applaud council for their efforts to look for solutions over the last many months and your want and will to meet with the right holder (Mi'kmaw) to create a new vision that puts life before a man made reservoir and get this hwy twinned with life before the lake.

With that in mind I am a solution based individual and I have some ideas I fully understand There was no immediate or eminent threat on west Hants or Windsor and we had /have multiple days of heavy rain in the forecast and adequate fire services capable of providing this community was safety and its became clear west Hants council or mayor was not consulted on this provincial action what's not clear is if your staff was, I spoke with your CAO and he informed me " No" he wasn't so I assume he speaks for all staff of west Hants municipality including the directors.

It has come to my attention that even though John lohr stares publicly mellisa our Mla had nothing to do with this and that

"Very late yesterday we had a request from Windsor NS fire dept for water resources in Lake Pisaquid. Acted on it immediately with EMO order last night."

He didn't clarify the " we" but my investigation and solution seeking lead me to the fire chief of Windsor to which informed me that he was ask a question by Melissa out Mla when I ask him about what John said his reply was " I would certainly like to see the request."

I had long good educational conversations when multiple emergency personnel, including Windsors fire chief and no one has stated they requested this action of the Provincial politicians, the only mention of conversations. What is Melissa going to them and asking a pointed question.

About a dry hydrant down town that is /was rarely ever used and from my investigation has adequate redundancies and back ups.

Saying all the above we have two dry dry hydrants being questions currently, bogus order politically motivated or not i was to ensue this can not happen again and out community be divided snd plunged into chaos again.

From Melissa's post yesterday and feed underneath of it as well as kodys where you found the trump card, pulling safety issues snd the emergency legislation. We know once they do it they will do it again, and they will use it to further their agendas.

So I propose after discussion with firefighters and the Windsor fire chief,

1. a road be constructed on one of the four sides of the Falmouth bridge. There is excellent access on there all tidal conditions to water around that bridge at all water levels including low tide under the ministerial order. They just need a rd on one or more of the approaches on Windsor or Falmouth side This will eliminate the argument for future politicians, regarding the dry hydrant behind the UAP and insured further fire safety measures are put in place as mitigations. Redundancies, redundancies redundancies.

2. I propose brooklyn fire department put a hook up into mattocks pump line and practice with the new access point at fish passage /mattock midigation measure riffles that's a great fire service fill up spot.
If there's enough water there to cover a mountain and snow surely there's enough water there for the fire department as this pumps more water, I believe in any pump fire departments have.

3. Have Ns transportation put a better access road into Sangsters bridge to bring the trucks lower to the water under natural conditions .
This is extremely expensive measure to end this this argument and give maximized-maximized services to fire departments.

4. If lift is an issue Perhaps someone should ask the Hantsport fire department, how they used the multiple dry hydrants off the Hantsport wharf (tidal sediment waters)

5. I always find a need situation's education is the key, and when somebody does something find a solution that ends bad behavior, and or fixes problems that may be perceived to exist..

It is hard I assume for council when our MLA is willing to put pamphlets in every residence. Mailbox claiming incorrectly your allegiance to her scheme one week to being involved with pulling emergency measures act on West Hants without any consultation with you. I cannot imagine your frustration.

Thank you
Darren Porter

Sent from my iPhone

From:	drkirumira
To:	PublicOnlyCouncilEmail
Cc:	johnlohrmla; melissa.mlaoffice; kody.blois Greg O"Leary, Andrew Smiley; drwoodnd
	SCIENTIFIC PERSPECTIVE ON THE WINDSOR WATER OR NO WATER DEBATE
Subject:	Sunday, June 4, 2023 5:02:13 PM
Date:	Windsor Causeway Expansion - Scientific Summary-D.pdf
Attachments:	

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Dear Council Members.

In full appreciation that I am one of those stake holders, coming from **"REALLY FAR AWAY"!!**

The only contribution I can authoritatively make on this on-going debate, is something I do best: **PROVIDING SCIENTIFIC AND WELL REFERENCED FACTS ON THE SUBJECT.**

Attached is a summary treatise compiled after reviewing **over 45 scientific papers on this subject** written over the past 50 years by experts that are guided only by scientific facts rather than politics or ideology.

I am writing to urge you TO PLEASE take a little time to read the published scientific facts summarized in this short and EASY TO READ attachment, so you are guided in your decision-making process, by concrete facts and advisory from scientific authorities who have been studying this subject for over 30 years.

Sincerely

Dr. AK. KIRUMIRA
Founding Executive Chairman, TheraPBios PHARMA LTD.
2017 Canada Centennial Vanguard Inductee among "150 years of remarkable Nova Scotians"
Museum of Natural History, Halifax NS.

A short Treatise on Highway 101 Twining Options at the Windsor Causeway. A Critical Analysis of Causeway Expansion versus Removal: Biophysical, Socio-political and Legal Implications.

Introduction:

This synopsis has been compiled from multiple scientific studies on this subject that are referenced at the end for reader's verification of all facts as presented. **(By: Dr. AK. KIRUMIRA - PhD Medical & Environmental Biotechnology)**

The 1970 construction of the Windsor Causeway over 101 precipitated 3 remarkable effects:

- Restriction of free passage of diadromous and anadromous fish from the sea to the tidal Avon River.
- Creation of an extensive freshwater resource of Pisquid Lake, that over the last 50 years has become a major economic back-bone and mainstay for Agricultural, Recreational, A New Productive Fishery, Commercial and Cultural development for Windsor and surrounding areas.
- Creation of an extensive salt marsh and mud flats that together form one of the most productive ecosystems in the Bay of Fundy and possibly North America.

The Causeway Expansion Option:

Following years of consultation among all relevant federal and provincial government departments and parastatal bodies, it was determined by consensus that twinning of highway 101 through Windsor is best achieved by expansion of the existing causeway on the seaward side. This option that is now currently underway and close to completion was scientifically deemed most feasible from the economical, socio-political, environmental and ecological perspectives.

Current Key Community Stakeholders:

There are three contrasting community opinions that are re-emerging now as the expansion option proceeds:

1. A small but vocal grass roots environmental group **(Friends of Avon River)** that has passionately advocated for years, **the removal of the causeway, restoration of free tidal flow and fish immigration, compensating all affected individuals for lost property values**, **lands or businesses**, as the solution to restoring the original Avon River Environment.

2. **An indigenous first nation's group** that are advocating for restoration of the tidal river to remediate the **historical and spiritual** preservation of a native fishery resource.

3. **A silent majority of a much larger newly emerging group** of farmers, businesses, home owners, professionals, local politicians and the community at large, who for over 50 years have built their livelihood, based on the freshwater lake for the region's socio-economic well-being, future economic growth and sustainability**. ("Pisquid Lake Freshwater Preservation Advocates")**

In addition to these; - the Federal and Provincial Departments of Agriculture, Fisheries, Environmental Protection, Municipality of Windsor - West Hants, Windsor Business Communities, Wetlands Preservation Advocates, Fresh water recreationists, the winery industry, Winter Skiing community are active stakeholders.

Scientifically published Published Deleterious Effects of removing the causeway and restoring tidal river flow for Windsor:

1. **Destruction of an established fish habitat of eleven species** that are currently established and sustained by the fresh water Pisquid Lake. This explicitly contravenes Sections 34 and 35 of the fisheries act that forbids the introduction of salinity in the existing fresh water that would destroy an existing fish habitat. Restoration of free flow of salt water into the lake would certainly create Harmful Alteration, Disruption, or Destruction (HADD) of an established and very productive fish habitat.
2. **Potential catastrophic flooding of the town of Windsor** that has been protected for over 50 years by the presence of a gate controlled causeway barrier between the lake and the open seas.
3. **Potential catastrophic flooding of over 3240 acres of productive agricultural lands** upstream that the present causeway protects. The dykes that used to protect these lands are in disrepair and are not needed as long as the causeway barrier continues to protect these farmlands.
4. **Destruction of the most productive ecological salt marsh and mud flats** that continue to support birds and fish life in the bay of fundy. These mudflats were previously an ecological desert devoid of biota. Since the 1980's, the lifeless mudflats have been brought to life in the form of one of the most productive ecosystems in North America.
5. **Significant erosion both upstream and downstream of the current causeway**. The currently attractive and pristine water front that attracts tourists and locals to enjoy, shall be replaced by barren mudflats and churning muddy waters that were typical before the causeway.
6. **Significant loss of recreational activities offered on the lake** by Pisquid Canoe Club, The annual Pumpkin Regatta that attracts 10,000 visitors to Windsor, Ski-Martock that employs 200 people and hosts over 100,000 skiers province wide
7. **The most significant factor cited by all scientists who have analysed this issue could be the effect of global climate change that could easily extrapolate directly into Windsor when exposed to the free tidal flow from the sea here and far beyond our shores.** This, according to many scientists could as well be the proverbial "**red herring"** in the entire decision making process in the twinning of highway 101. Many of these effects are unknown, are evolving each year, and are out of our local control. For all these unknowns and unpredictable global climatic effects on the high seas; - maintaining the integrity of the current ecosystem that has endured these global climatic effects for over 50 years could be urged to be a safer option than opening our thriving communities directly to the unknowns of the globally influenced sea water currents.

Other Pertinent Factors Cited by Scientists:

1. There is no guarantee that restoring free tidal flow into Pisquid Fresh water Lake would lead to restoration of diadromous and anadromous fish migration anticipated by some for many reasons:
    a. Salmon fish stocks in the Avon River have been declining from anthropogenic activities since the early European settlement in the 1600's.
    b. This decline was further acerbated by at least 5 hydro-energy generating barriers and dams that were constructed between 1920 – 1954 and still in operation today.
    c. There are many uncertainties on whether or not diadromous and anadromous were sustainable in the Avon River, given the changes that transpired in the past that caused lack of appropriate spawning and refuge sites for juveline fish.

d. There are for example, at least two natural water falls on the river that would have impended fish passage upstream from the causeway.
e. These constraints remain the primary reasons for the contemporary declines that existed well before the construction of the causeway in 1970.

2. It is for this very reason that fish passage allowance was seriously considered but not implemented during the construction of the original causeway **on the explicit recommendation of the Department of Fisheries (DFO) of the day.**

3. Comprehensive studies conducted by DFO in 1965 found that **the Avon River had little value to diadromous fish species migration and spawning in support of the decision that was made at the time.**

4. **It was anticipated at the time that appropriate operation of the control gates, and other fish passage options that are still possible to implement, would allow migration of diadromous fish if any ever returned in the causeway estuary.** Several cost effective technology options have been cited and proposed that could restore fish migration without compromising the Pisquid Lake Fresh Water Reserve that supports the majority of economic activity in Windsor.

5. **No remarkable diadromous fish and in particular salmon has been reported in the present Avon River estuary on the seaward side of the causeway since 1980's.** The current causeway option being implemented will therefore not destruct any critical salmon habitat.

6. Since Salmon appears to be deficient in the present estuary, **it would be provincially classified as an endangered species and subject to fishing restrictions. The species at risk act (SARA) will therefore come into play and prevent the restored salmon from being fished!!. The benefits of restoring this fish then would be based solely on the spiritual significance of the presence of the fish to our indigenous first nations population. The economic and ecological cost to the majority of the population in contrast, would be catastrophic.**

7. The quality of water present in Pisquid Lake has been monitored by scientists and found to be exceptionally high. Dissolved oxygen saturation levels in the lake were high and greater than 70%, there was no evidence of algal growth, and nitrate concentrations were low

References:

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Environmental Goals and Sustainable Prosperity Act (2007 c.7)

Nova Scotia Wetlands Conservation Policy - Draft for consultation

(2009) Species At Risk Act, (2009)

From: Greg Miller
To: PublicOnlyCouncilEmail
Subject: Lake Pisiquid
Date: Sunday, June 4, 2023 2:41:23 PM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Hello,

Regardless of which side one is on with regards to the fate of Lake Pisiquid, surely we can all agree that safety is paramount. With the recent woodlands fires everyone is anxious and expects our levels of government to do whatever possible to give our firefighters every advantage.

Minister Lohr's recent decision to allow the refilling of Lake Pisiquid was the right thing to do - regardless of prior notification to municipal council or not.

Regards,

Greg Miller
Falmouth

From: Judy Lynch
To: PublicOnlyCouncilEmail
Cc: Melissa Richard; kody@kodyblois; Blois, Kody - M.P.; johnlohrmla
Subject: Emergency Order
Date: Sunday, June 4, 2023 11:01:58 AM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

To: All Council members - West Hants Regional Municipality
Sent via email: allcouncil@westhants.ca

The dry hydrants in downtown Windsor and near Sangster's Bridge were installed to draw water from former Lake Pisiquid as part of our community's fire defence infrastructure. For three years we have not been able to access that resource, nor has it been replaced or substituted with another due to the Federal Ministerial Order. How could that not decrease the fire department's ability to respond in an emergency, therefore increasing our community's risk? One can only assume these dry hydrants were not just installed for looks or to spend taxpayer dollars. I trust previous Councils would have approved the installation based on identified need and anticipated growth.

Given the current drought situation, that will not be solved by a few days of rain, it is increasingly important to be proactive and mitigate risk. Restoring our freshwater reservoir, Lake Pisiquid, is a vital action that will provide this crucial resource for our fire departments and farmers.

In my opinion, council has lacked leadership and consistency on this issue over the last few years and I'm unbelievably disappointed by the recent comments and position Mayor Zebian has chosen to take in the media and online. To present ungrateful and short-sighted commentary, as Mayor Zebian has, when Premier Tim Houston, MLA Melissa Sheehy-Richard, MLA John Lohr, and MP Kody Blois, can all see the same need to act in the best interest of citizens in West Hants, has only caused my disappointment and frustration grow.

I hope Council will begin to see how Minister Lohr's Provincial Emergency Order is increasing safety by restoring a vital resource during a time of unprecedented drought and that they will seek opportunities to support these efforts on behalf of their constituents.

Sincerely,

Judy Lynch
Vaughan, NS

cc:

Melissa Sheehy-Richard, MLA West-Hants

John Lohr, MLA Kings-North

Hon. Kody Blois, MP Kings-Hants

From: Karen Lynch
To: PublicOnlyCouncilEmail
Subject: Pisiquid gate closure
Date: Sunday, June 4, 2023 9:54:42 AM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

June 4, 2023

To all West Hants Council members:

It seems obvious to me, that given the fact that fields and forests across the province of Nova Scotia have been tinder dry for weeks, and that the slightest spark can ignite a devastating fire, the order to temporarily close the gates at Lake Pisiquid is a positive and proactive action by MLA John Lohr.

Allowing the lake to fill up with fresh water to be used, if necessary, by our Fire Departments, offers an extra measure of protection for all of us.

The West Hants Municipality should be saying a heartfelt thank you, rather than complaining about a lack of consultation.

Sincerely,
Karen Lynch
Falmouth, NS

cc johnlohrmla@gmail.com

melissa.mla@gmail.com

From: Lana Patterson
To: PublicOnlyCouncilEmail
Subject: Windsor Causeway water
Date: Sunday, June 4, 2023 4:49:11 PM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

I am so happy to see the lake being restored. I am so upset with others putting fish lives over human lives. I'm tired of hearing about all the wildlife we will loose having the lake filled up. Really??? Because those same people didn't give one worry about the fresh water ecosystem that was there before. They ruined it with the opening of the causeway. There has not been salmon in that water in over (at least) 60 yrs. That is why when the causeway was put in they didn't have to worry about them. They were NOT there. Not then and not now. Yes I saw that video of Darren Porter catching one. He didn't catch that. All fish he has ever caught he shows himself reeling them in. But that salmon he just shows it in his hands. Coincidence? I think not. Mr Porter thinks he is the most important person when it comes to this when in fact he's only important in his own head.

We need out beautiful lake back. Windsor has lost a substantial amount of money from no longer having the pumpkin regatta. People came from all over NS for this. We need the lake for fire safety. I miss the beauty of a lit up waterfront at night. It reminded me so much of Italy.

It is a much needed place for recreation and the most part is we need it for fire prevention. It was always our main source of water for the down town area. Trucks could drive right down to the waterfront. Didn't have to travel so far that a fire would escalate just to get water. Edgehill apartments a few years ago is a prime example.

Please please is there anyway we can keep our beautiful lake??

Lana Shay

Get Outlook for Android

From: Monique Wood
To: PublicOnlyCouncilEmail
Subject: Windsor waterfront
Date: Sunday, June 4, 2023 4:23:58 PM

Caution [External Email]
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To Council Members,
A note to say how good it is to see more water in the area below the causeway, given the high risk of fires that we are facing. As many remember, this water source saved a building here many years ago.
Thank you
--
Monique Wood

From: Ed Sherman
To: Deanna Snair; WWH Council
Subject: Fwd: Emergency order and municipal response
Date: Monday, June 5, 2023 7:59:43 AM

From: Robin Bremner
Date: June 4, 2023 at 6:04:19 PM ADT
To: Ed Sherman <esherman@westhants.ca>
Subject: Emergency order and municipal response

Caution [External Email]
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Dear Councillor Sherman,

My name is Robin Bremner Popma and I am a resident of Upper Falmouth. I would like to communicate my approval of the emergency order for closure of the aboiteau at the Windsor causeway in order to increase the fresh water supply. I feel this was a critical step in preparing for wildfires in the driest season we have seen in recent history.

I would also like to state my surprise and dismay in our Mayor's very public messaging against this order. I understand the disappointment in the communication process. However, the safety of our properties, livestock, forests, and crops in the ground are far more important than bruised egos or the hurt feelings of being 'out of the loop'. Minister Lohr decided and acted quickly, which was required in this situation. We're sorry our Mayor did not see the value in this, or us,before he spoke out against it.

Moving forward, I would like our whole council to understand and truly accept the importance of fresh water in emergencies as well as for the future of our agricultural community. Too many people in this province and municipality go without food and adequate resources in the best of times. To downplay the need for this resource in such a challenging time speaks volumes about the attitude towards the farming community and rural constituents outside municipally serviced areas.

The wildfire season is not over. If we have a fire that affects West Hants, our Mayor and Council would want every resource possible to protect our community.

Sincerely,

Robin Bremner Popma

Resident, Upper Falmouth

Get Outlook for iOS

From: Ed Sherman
To: WWH Council; Deanna Snair
Subject: Fwd: Supporting the restoration of water in Lake Pisiquid due to high wildfire risk
Date: Monday, June 5, 2023 7:52:35 AM

From: Ed Sherman <esherman@westhants.ca>
Date: June 5, 2023 at 7:50:06 AM ADT
To: Traci Curry
Cc: melissa.mlaoffice@gmail.com, Elizabeth Curry

Subject: Re: Supporting the restoration of water in Lake Pisiquid due to high wildfire risk

Thank you Traci for your email,
I will also forward it to the Municipality to add to our correspondence for all the councillors to read.

Thanks
Ed Sherman
Councillor District 7

Sent from my iPhone

> On Jun 4, 2023, at 5:28 PM, Traci Curry
> wrote:
>
> **Caution [External Email]**
> This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.
>
> ---
>
> Good afternoon Sir,
> We are writing to you in support of the recent decision to restore the water to Lake Pisiquid to provide fire protection. My family owns several properties in Falmouth and Vaughn including a farm property in Upper Falmouth on the banks of what was the west branch of the Avon River. This past week we have had several conversations about how Upper Falmouth would protect itself if the fires in Indigo Lake crossed through

Ellerhouse and over the ridge to Falmouth and Martock. Watching the Barrington Fire grow to 250 km in size in 5 days should illustrate to all property owners how close West Hants is to HRM's wildfire's- only by the grace of Mother Natures' much needed rain event has the risk been mitigated for now.

The Sangster bridge hydrant installed by the local fire departments is useless when we have no water in the river- and this has been the case since 2021 when the gates were mandated to stay open allowing the Avon River to drain to a trickle. Upper Falmouth has no municipal water infrastructure- property owners rely on well water and until the last 3 years – the river – to provide us with emergency protection in times of fire. To read our Mayor state that we have adequate fire resources shows a lack of understanding as to where our municipal water resources come from – Lower Falmouth relies on the reservoir in Eldridge settlement which is seriously depleted and Upper Falmouth and Martock would need to pull from Panuke, Mockingee and Zwicker in case of a significant fire – or bring water from Windsor- all endeavors that are not sensible.

We were relieved when Minister John Lohr made the announcement to invoke the emergency measures act and close the gate in Windsor -which was the right call to protect properties and restore a source of much needed water to the community. To hear that the municipality feels " blindsided " and that our Mayor sees no risk to West Hants makes us question what the priorities are here. This is no time for hurt feelings about who made the decision first. I would expect many councillors including you saw the very real risk for our community – the Town of Windsor has burnt to the ground once already – this is not a what if situation for anyone who reads the history of our communities.

I ask you to continue your good work on behalf of your residents and to hear our voices about fresh water in the Avon River being necessary for fire protection.

Sincerely,

Traci and Elizabeth Curry
Falmouth Back Road & Hwy 14 Vaughn

Sent from Mail for Windows

From: Diane Ogilvie
To: PublicOnlyCouncilEmail
Subject: Fish passage.
Date: Monday, June 5, 2023 10:16:44 PM

Caution [External Email]
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Would like to say my husband and I have lived by the Avon river all our lives.
My husband fished it all his life.
We have seen first hand the destruction to the river from the causeway. Not good. It is really sad to see so much Controversy and split friendships and stress that isn't necessary.
The closing of the gates even for the amount of time has caused a lot of fish to die. We have a lot of grandchildren and family and friends who will live to benefit from free fish passage. We are 80 and 86 and won't live much longer. Just saying the destruction that we have seen and would like it to be stopped.
Sincerely Wilf and Diane Ogilvie.

From: Abraham Zebian
To: Deanna Snair
Subject: Fwd: Windsor dam
Date: Monday, June 5, 2023 2:38:04 PM

From: Aaron Ewing
Date: June 5, 2023 at 10:30:10 AM ADT
To: Abraham Zebian <AZebian@westhants.ca>
Subject: Windsor dam

Caution [External Email]
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Can we please open the gates, tidal flow is a natural exchange between salt water and freshwater, an entire ecosystem depends on it. Please do some ecology homework, the past 50 years is horrific to damage done to local environment and further to the ocean....I don't believe the town of Windsor owns the ocean so let's respect it better. It would seem your office has strong energy for a lake, very simple solution...open the gate and you will see it full at least once per day. Open the gate and you will see the ecosystem naturally restore, open the gate and attract tourists to see the tidal bore, open the gates and attract fishing and boating, open the gates and the list goes on(town flourishes). And most importantly please ignore local stupidity towards opening gate, look around where these is no dam and tidal exchange...those areas are beautiful and flourishes, Windsor could too

Thanks
Aaron Ewing

From: Cara Pfeffer
To: PublicOnlyCouncilEmail; johnlohrmla@gmail.com; melissa.mlaoffice@gmail.com; kody.blois@parl.gc.ca
Subject: In support - West Hants Freshwater Source
Date: Monday, June 5, 2023 8:59:01 PM

Caution [External Email]
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Hello,

I am a resident of Falmouth Nova Scotia and wanted to echo some of the support I'm observing toward protecting our fresh water source. Given the history of fire in the town and seeing how vulnerable we are to this effect of climate change, I would rather see our lake preserved. If there is any argument you can be making to advance this debate, please do.

Thank you,
Cara Pfeffer

Sent from Outlook for Android

From: maxine chandler
To: PublicOnlyCouncilEmail
Subject: Lake
Date: Monday, June 5, 2023 8:07:13 PM

Caution [External Email]
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To Abe & council Victor & I feel very strongly that the fresh water should be left in our lake

From: Pat Porter
To: PublicOnlyCouncilEmail
Subject: River
Date: Monday, June 5, 2023 7:37:29 PM

Caution [External Email]
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_____

Glad you're taking the high road not getting in this mess with the river too much going on to get votes so sad.
Thanks Pat.

Sent from my iPhone

From: Shan Cunningham
To: PublicOnlyCouncilEmail
Subject: Avon River
Date: Monday, June 5, 2023 4:45:09 PM

Caution [External Email]
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Good afternoon Mr. Mayor and council,

I am writing you today to express my concern over this latest move by our own provincial government to declare the local state of emergency for the Avon River and former Lake Pisaquid.

Having served for over 8 years as a member of municipal council for the former Town of Hantsport, and over 23 years serving as Deputy Fire Chief with the Hantsport Fire Department, I am very well aware of the seriousness of declaring a state of emergency. This act should never have got to this and is a very clear act of an abuse of power by those provincial elected officials.

For them not to inform the West Hants Mayor and council, our EMO or the Fire service of this beforehand shows the desperate measures some of these elected officials are willing to take. There was no emergency in West Hants for this State of Emergency to be declared, and to say that our fire departments don't have adequate water supply without filling in that reservoir should be a major concern to the residents of West Hants, and I for one do not think this is true. And while these fires around our province have certainly been devastating, having adequate water supply was never named as an issue at any of them.

I would ask that the West Hants Mayor and council avoid facilitating the provincial government in this charade and continue following the federal minister's order to allow proper fish passage and not play any part in delaying the completion of the twining of the 101 highway which should be our top priority and not trying to save a man made reservoir that some call a lake. Please don't get dragged into the mess that our local MLA and Premier have created.

Thank you,

Shannon Cunningham

From: Sheldon Hope
To: PublicOnlyCouncilEmail; Melissa Richard; johnlohrmla; Blois, Kody - M.P.
Subject: Lake Pisiquid
Date: Monday, June 5, 2023 10:23:12 AM

Caution [External Email]
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West Hants Council,

I am writing to express my support for the Honorable Minister John Lohr and his recent use of the emergencies act in order to protect our communities in the event of fire. This had been brought up numerous times prior to and after the current DFO Ministerial order but fell on deaf ears. I commend John Lohr for finally taking this action to restore Lake Pisiquid as should our Municipal council.

We have seen both our Federal and Provincial representatives come out in support of this action, thank you Kody and Melissa, and I believe it is time our local representation does the same. Perhaps taking the additional step of some dredging work to ensure the lake is deeper would be another move forward that could unify all levels of Government. This would help enhance the ability of the lake to not only provide a backup freshwater source, but also provide a cooler, more oxygenated water source that would better support fish habitat.

Our community needs this lake. It has been the beautiful centerpiece of our town for over 50 years, providing protection from the Fundy tides as well as protection of buildings in the event of fire (2016 this was a critical resource in saving Edgehill Estates). Let's get all levels of our government on the same page in supporting each other to achieve a revitalization that can bring more prosperity to what was a once beautiful waterfront.

Best Regards,

Sheldon Hope

From: Andrew Smiley
To: PublicOnlyCouncilEmail
Cc: johnlohrmla@gmail.com; melissa.mlaoffice@gmail.com
Subject: Lake Pesaquid
Date: Tuesday, June 6, 2023 7:57:55 PM

Caution [External Email]
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I am thrilled to see the water back in the lake, although it is bittersweet that it takes a tragedy like the wildfires to make this happen.

Even though this decision is outside the purview of the municipality, it's critical that the mayor and council be very outspoken about their support of maintaining the lake until the DFO makes their final decision.

If you only watch the comments in the echo chambers on social media, I can see how it feels like the opinions for and against are split 50/50. But if you speak with people around the area (which no doubt you have), I'm sure you'll find it heavily skewed in favor of keeping the lake. If you focus on the people who are trying to make it a better place by investing their time and money in the community, you will find almost unanimous support for the lake to stay.

It's heartbreaking and frustrating that just as Windsor is moving ahead and finally having its moment in the sun, outsiders have gutted the town and stolen several years from us. So many good things have been done lately to set the area up for success that it's mind-boggling that a few outspoken and short-sighted people have been able to derail that momentum.

From: Highland Farm
To: PublicOnlyCouncilEmail
Subject: Windsor Causeway Aboiteau
Date: Tuesday, June 6, 2023 10:17:42 AM

Caution [External Email]
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To West Hants Council,

The Windsor Causeway, Nova Scotia, was constructed across the Avon River in 1968 without proper fish passage and to this day it impedes migrations of fishes, including the at risk Inner Bay of Fundy Wild Atlantic Salmon and American Eel.

As a citizen of Canada and resident of West Hants Municipality, I call upon Council to require a portion of the existing Windsor Causeway be removed to return free tidal flow of the Avon River, like the restoration on the Petitcodiac River in 2010. This will allow recovery and protection of the iBoF Atlantic Salmon, COSEWIC listed American Eel and their critical habitats, and it will be in accordance with both 'Species at Risk' legislation and the Precautionary Approach as recommended by DFO Science.

The closure of the Windsor abioteau under the emergency order is being used as a political tool rather than an example for honest leadership in the face of climate mitigation efforts. There are currently many other options available for our firefighters to access water in the event of an emergency in our area. The closure of the Windsor aboiteau and overriding of the ministerial order is harming our river ecosystem, continuing to fracture our community, and clearly sheds light on what our politicians and people in leadership are using to forward their own agendas. Abiding by the laws of the Fisheries Act, upholding the rights of First Nations, and protecting our ecological environment and resources needs to come first.

Sincerely,
Anna DeNicola

--
Anna DeNicola

From: Barbara Hughes
To: PublicOnlyCouncilEmail
Cc: Barb Hughes
Subject: Lake in Windsor West Hants
Date: Tuesday, June 6, 2023 6:05:52 PM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Too West Hants Council

Am writing to express my gratitude and sense of relief for having our fresh water lake restored as a precaution for forest fire
protection for our community. I can recall our Fire Chief Fred Fox expressing his concern for our town and area fearing the loss of this fresh water resource
prior to his death. As climate change continues to be of concern for our country ..and as our Prime Minister has recently expressed his concerns for our safety .....as fires continue to threaten Canadians throughout our country , It is my hope
that you will be able to continue your support in helping us to keep our lake beyond the designated 2 week period as supported by the provincial minister and the federal minister as well. Climate change continues to threaten our safety and my sense of relief and gratitude knowing we have a fresh water resource if required, makes me cautiously optimistic about our future. Thank you for your ongoing support.

Sincerely
Barbara Hughes
Former Educator (Avon View High School)

From: Abraham Zebian
To: Deanna Snair
Subject: Fwd: Pamphlet Regarding Lake Pisiquid
Date: Tuesday, June 6, 2023 2:45:02 PM

From: Doug Symonds
Date: June 6, 2023 at 2:17:15 PM ADT
To: Melissa Sheehy-Richard <melissa.mlaoffice@gmail.com>
Cc: Abraham Zebian <AZebian@westhants.ca>
Subject: Pamphlet Regarding Lake Pisiquid

Caution [External Email]
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Dear Melissa:

I found out from the CBC news that you had sent out a pamphlet regarding the Lake Pisiquid issue to your constituents.

We did not receive such a pamphlet and I had to ask your office to send me a copy. Was this pamphlet distributed to all of West Hants?

The pamphlet starts out by saying "*My provincial colleagues and I are aligned with Municipal Council..."* I spoke with Abe Zebian about this and he told me that he wasn't consulted before the pamphlet was sent out. Are you sure that the whole Council is "aligned" with your thinking?

At the bottom of the pamphlet it says "*Authorized by the Hants West PC Association".* What is this statement doing on a pamphlet sent out by you, the MLA? The *Hants West PC Association* should have nothing to do with approving governmental activities.

Could you please make sure that future mailouts include all of West Hants? As a taxpayer I am not in favour of selective mailings. You need to keep the whole of Hants West informed.

I think that you owe the Mayor and Council an apology for sending this pamphlet out without running it by them first. This is a good "rule to live by".

Yours truly,
Doug Symonds

From: Jen Murphy
To: PublicOnlyCouncilEmail
Subject: Yet Another Lake vs. River Opinion
Date: Tuesday, June 6, 2023 12:44:34 PM

Caution [External Email]
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It's me.. Jen from the Sunflowers up river. From my field.. I see over 8000 people who come not just for the flowers, but for that tidal view too. They also come for the wildlife, and natural river ecosystem, and by allowing them a glimpse of mine, I am able to send them out into our local areas where they can spend their money, and maybe even move here (I can't count on my hand how many have moved here since visiting.. they come back each year to let me know).

Last year i started sending them over to see the new river ecosystem being created by Windsor.. with it's tall grasses, waterfowl, and even a few monarch butterflies. I told them of how beautiful this little spot would be in a few short years thanks to those critters who have moved in, spreading native seeds to the spots they needed them, rebuilding the river system that once was. What a beautiful thing to sell to our tourists, this rebuilding of nature we are allowing in our back yard. With so little nature left.. how can we not shine a light on the good we are doing here? It has worked for the Petitcodiac and Moncton rivers. It has worked in India, and Africa where polluted rivers have been cleaned up and given back to nature. A fake lake might be beautiful now to look at.. but so is the tide twice a day, with boardwalks throughout so tourists can walk without impeding natures design. Tourists are no longer looking for Man-Made.. but that rare authentic Nature experience. And here we are with a chance to watch it happen from the beginning, seeing it grow throughout the years to becoming a native wetland, and carbon sink.

To address the farmer's down river. Me being in Mount Denson, constantly out of well water, i can sympathize.. but i've also had to adapt.. collecting rain water on my farm by using swales, and ditches that hold the water around my fruit trees and crops. Geoff Lawton's work in the Jordan Desert is inspiring. We can build the infrastructure we need to solve this water problem.. if a guy can create a growing ecosystem in a desert, that provides water to a 2km circle outside his growing area.. surely we can allow our river to return, solving the issue down river with similar means.

I do not believe flooding our nesting species at risk waterfowl (they nest between the end of may to the beginning of June.. and my people love seeing them fly around the fields and over the river) was needed to the degree that it has been stated by MLA Mellssa Sheehy Richard. I think another solution could have been found, if proper consultation had happened. This quick to jump, superseeding municipal government's opinion, is a scary move. If they can do it for this.. and get what they want (we all saw the video).. then do we really have a democracy? What is in store for us, when actions like this are taken (without consideration of our Species at Risk or the thoughts of our First Nations)?

I would like to see an investigation into the calling and approving the order to close the gate and kill the nesting birds. I also wonder if my nesting birds will still be around this year, or did they decide to move to better nesting grounds by the waterfront, only to have their children washed away so a few in the community can have their way. My heart is broken over this.

I would hope that infrastructure is thought of in the future that will help with the local community in case of fire. I am very thankful that the Rockstars over in Hantsport were able to put out the fires recently in Mount Denson, especially thefast moving grass fire not too long ago that almost made it to our woods. I don't know who was spraying water in that boat on the other side of the river (or if they were.. it looked like it from the hill.) but what a great idea! That being said.. we have no running water in Mount Denson, relying on our wells during the dry seasons, and of course our friends driving the water trucks. It's been this way for over 100 years, as previous owners of our home used to go to flat rock to fill a tank - something else that has now become difficult to do.

Ok. I'm done. I've said my piece.. Off to sell an experience of west hants to a tourist in Japan. (Thank heavens for Google Translate)

~ Jen from the Sunflowers Who is thankful for all your hard work, and wouldn't want to have to clean up the mess from the local mudslinging pit this weekend (here's to kinder messages, and a community that comes together instead of being pulled apart)

P.S. If you plan on reprinting those banners... I know some local photographers who have beautiful photos of local people and events.. Or... I would even be interested in purchasing one to advertise my event ;) I might even hold a photo contest and let my guests help with the design, while promoting our beautiful little spot to the rest of the world.

From: Abraham Zebian
To: Karen Beazley
Cc: DFO.Minister-Ministre.MPO@dfo-mpo.gc.ca; emo@novascotia.ca; johnlohrmla@gmail.com; gregmorrow4gt@gmail.com; min_dag@novascotia.ca; kody.blois@parl.gc.ca; melissa.mlaoffice@gmail.com; info@mikmaqrights.com; Deanna Snair
Subject: Re: Impounding freshwater in Avon River - B0N 2T0
Date: Tuesday, June 6, 2023 12:16:48 PM

On Jun 6, 2023, at 9:34 AM, Karen Beazley

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Hon. Joyce Murray, Minister of Fisheries and Oceans;

As you are aware, provincial Min. John Lohr has issued an Emergency Order for the area of the Regional Municipality of West Hants, NS. As part of the activities being carried out under the Emergency Order, freshwater is now being impounded on outgoing tides on the Avon River in Nova Scotia, in contravention of your Ministerial Order that prohibits such impounding. Min. Kody Blois has written a letter to you indicating his support for these measures and requesting your consideration to extend the impoundment of freshwater on outgoing tides beyond the timeframe of the Emergency Order for agricultural and other purposes. Respectfully, I urge you to stand firm and ensure that measures consistent with your Ministerial Order be reinstated as soon as possible.

I acknowledge the need for freshwater but I do not believe that damming the tidal river near its mouth is an acceptable approach. Extreme caution and care are crucial to minimize the damage to this sensitive and recovering tidal river and the species it supports. Every precaution should be taken to ensure that the amount of water impounded is no more than is absolutely necessary and that the impounding of freshwater on outgoing tides is limited to the shortest amount of time and volume of water necessary.

Ecological gains had already been evident for migratory fish and waterfowl, along with other species and the ecosystem as a whole, as a result of prohibitions against impounding freshwater on outgoing tides under your Ministerial Order. The impoundment now occurring under the umbrella of Min. Lohr's Emergency Order risks undoing the gains that have been hard won thus far. The implications are devastating for migratory fish and waterfowl, particularly spawning habitat, fish, and spawn, as well as waterfowl nests and ducklings. The timing of the impoundment during spawning and nesting season is particularly problematic.

As you are also well aware, there is a biological diversity emergence along with the climate crisis, which is exacerbating the situation both in terms of drought and wildfires. Humans are dependent upon the diversity of life that constitutes our ecological-life-support system. At present, the biodiversity crises is even more severe than the climate crisis, having already reached the planetary limit beyond which the ability to recover is in question. Accordingly, retaining and restoring the diversity of native species and ecosystems is paramount. We cannot survive as a species without it, yet increasing numbers of species are extinct or endangered, with many others at risk of becoming endangered.

Many generations-long citizens of Windsor and West Hants, including most of my relatives, friends and colleagues, share my view and support the Ministerial Order. They are not publicly vocal people who write letters or make telephone calls to their political representatives. They aim to keep the peace with their more-vocal neighbours by not engaging in debate. As a result, their views go largely unheard by the Ministers, Mayor, and other decision makers.

These views are also consistent with those of the Mi'Kmaw people. As noted in your Ministerial mandate letter, it is imperative that Canada take actions aligning with the United Nations Declaration on the Rights of Indigenous Peoples and work in partnership with Indigenous Peoples to advance their rights. These views are also central to your mandate of working to halt and reverse nature loss by 2030 and achieve a full recovery for nature by 2050. Nature is not a luxury but crucial to the survival of life on earth, including people. Nature-based solutions are core to addressing both the biodiversity and climate change, representing the most effective mitigation and adaptation approaches available to us.

I respectfully urge you as the responsible Minister to reinstate measures consistent with the Ministerial Order as soon as possible and reissue the order to stop the impounding of freshwater immediately. At a minimum, to minimize ecological damages associated with measures under the Emergency Order, the volume of water and duration of the impoundment activities should be closely monitored and limited to the minimum necessary to achieve the objectives of the Emergency Order. The amount of time (hours) impoundment occurs on outgoing tides should be limited to less than the full cycle. The overall time (days, weeks) of allowing such practices should be restricted to no longer than the duration of the Emergency Order.

I can see out my window as I write that the impounded freshwater is now at a higher level than need be to fulfill the objectives of the Emergency Order. Freshwater now fills the full width of the river valley, from dyke to dyke, completely submerging the recovering vegetation, flooding spawning beds, and changing the salinity levels. It is a distressing sight.

Thank you, Minister Murray, for your efforts to maintain and recover the Avon River and its migratory fish and fish habitat. To achieve this goal would truly be an important legacy for generations to come, for all peoples and nature.

Respectfully,
Karen F. Beazley,
Windsor, NS B0N 2T0

Cc:
John Lohr, Emergency Management Office (Nova Scotia)
Greg Morrow, Minister of Agriculture (Nova Scotia)
Kody Blois, MP for Kings-Hants
Melissa Sheehy-Richard, MLA for Hants West
Abraham Zebian, Mayor for the Regional Municipality of West Hants
Mi'kmaq Rights Initiative

Karen F. Beazley, PhD
Professor Emeritus | School for Resource and Environmental Studies
Adjunct | Faculty of Graduate Studies
Pronouns: her/she

Dalhousie University
6299 South Street | PO Box 15000 | Halifax, NS B3H 4R2 Canada
karen.beazley@dal.ca
dal.ca/ https://www.dal.ca/faculty/management/sres.html

Dalhousie sits on the ancestral and unceded territory of the Mi'kmaq nation. We are all Treaty people.

We acknowledge the histories, contributions, and legacies of the African Nova Scotian people and communities who have been here for over 400 years.

From: Krista Lunn
To: PublicOnlyCouncilEmail
Cc: johnlohrmla@gmail.com; melissa.mlaoffice@gmail.com
Subject: Support for Freshwater reservoir
Date: Tuesday, June 6, 2023 6:26:30 PM

Caution [External Email]
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Hello,

I want to be on record stating my support for the decision to replenish the freshwater in Lake Pisiquid.

The need for freshwater is not only essential for fire protection in Windsor, but also those upstream where I live.

Less than one month ago, my husband came across an unattended grass and pallet fire off Mines Road. It was just feet from the forest. If this had grown, the closest freshwater access where trucks could fill would have been at Sangster's Bridge. Since the draining of the lake, there is very little water there. It is only by luck that we here in Upper Falmouth were not in the same position as those in Shelburne County or Tantallon.

I support the freshwater resource for a variety of reasons beyond fire protection. With climate change, the value of our freshwater resources can not be undervalued. I believe that there is a solution that would give back the lake permanently, while also allowing for the necessary fish passage.

Thank you for representing ALL the residents of West Hants and not just those who are the most vocal who it seems have been getting the most attention from those in power.

Sincerely,

Krista Lunn

From: Card, Linda F
To: PublicOnlyCouncilEmail
Subject: FW: Lake Pisiquid gate closure, Windsor, NS - thank you
Date: Tuesday, June 6, 2023 11:32:34 AM
Attachments: Fresh vs Tidal - Windsor, Nova Scotia.pdf

Caution [External Email]
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Hello, I am forwarding you the email that I sent to the below noted recipients on Sunday, June 4, 2023, to show my support for the recent decision to close the aboiteau gates at the Windsor causeway. I understand this is only a temporary order, but wanted to have my thoughts on this noted.
Thank you,
Linda Card

From: Card, Linda F
Sent: Sunday, June 4, 2023 9:21 PM
To: johnlohrmla@gmail.com; Minister, DMA <DMAMIN@novascotia.ca>; DFO.Minister-Ministre.MPO@dfo-mpo.gc.ca
Cc: Premier <PREMIER@novascotia.ca>; MLA Office <melissa.mlaoffice@gmail.com>
Subject: Lake Pisiquid gate closure, Windsor, NS - thank you

Dear ministers Lohr and Murray,

I just wanted to take this opportunity to thank you for your cooperation in working together and enacting quick measures to protect Windsor, Nova Scotia and surrounding areas during Nova Scotia's recent wildfires by ordering the closure of the aboiteau gates at the Windsor Causeway, thus allowing the former Lake Pisiquid to fill up with valuable fresh water, to help protect us in the event of major fire in our community. The current rains are hugely helping with our dry conditions, but we will likely experience severely dry conditions again before summer is over. I expect this will be a temporary order, but as a citizen in this area, I would like to see this order become permanent.

You are likely aware that this lake/river area has created heavy division in our community, some wanting the gates kept closed and our lake returned, some wanting full tidal returned to the area. I would strongly urge you to look further into the history of the area, and explore the reasons that the causeway was put in in the first place in 1970, and the risks to the community should full tidal be returned. I would also strongly urge you to look at the fire history of this town. In October, 1897, when we had full tidal flow in this area, Windsor was the victim of a disastrous fire, destroying approximately 80% of the town (taking years to rebuild), and displacing approximately 2500 people. My great-grandparents lived outside of town, and provided barn space for folks to store the few belongings they were able to save (pianos were the prized possession back then, many folks loaded their piano onto carriages, leaving all else behind, many others rolled their piano's out into the center of the street hoping to save them), and no doubt they hosted people who lost their homes as well. In January, 1924, Windsor suffered another devastating fire. Putting the causeway in, in 1970,

did create a small environmental 'disaster', but as she always does, nature healed herself and created a whole new fresh water ecosystem.

On September 1, 2016, one of Windsor's oldest buildings, Edgehill Estates (formerly a residence for the Kings Edgehill school for girls), was struck by lightning. At that time, I had an apartment in town and this building was in my back yard. I was in my kitchen looking out the window when the lightning struck. I was temporarily blinded and deafened, I could only see stark white and I could hear nothing after the initial boom. When my vision and hearing came back a couple minutes later, I found myself on the floor of the dining room. Within 5 minutes, my entire apartment was filled with smoke (it was a beautiful day, so my windows were opened). I forget how many fire departments responded to assist Windsor Fire Department, but it was many. The streets in town were closed off to traffic, and I watched all afternoon, evening, night, and into the next morning as truck after truck after truck went down to pull water from the lake, bring it back and dump it into portable reservoirs for firefighters to pull from to fight the blaze. Our water lines in town could not handle the level of pull required, but the lake provided what was needed. If that lake had not been there, the trucks would not have been able to drive into a muddy embankment, risk getting stuck, and then risk corroding their equipment with salt water. I fully believe that fire would have turned into Windsor's 3rd 'great fire' if Pisiquid Lake had not been where it was, full of fresh water. I saw first hand how instantaneously a disaster can happen.

In March 2021, then Federal Fisheries Minister Bernadette Jordan, issued an order to change the pattern of opening and closing the aboiteau gates to allow for better fish passage. This order has been renewed every two weeks since then, even though she is no longer in that position. I believe she signed this order due to pressure from a particular group of protesters who contacted her repeatedly, and blocked highway 101 in Windsor, among other things. This order destroyed the 51 year old fresh water ecosystem that was created after the causeway was built in 1970. I am in full agreement with better fish passage, however I do know that fish will find other passages in which to spawn if one is blocked. These protestors claim that fish waited at the gates until they died, but this is simply untrue. If that were the case, these particular species would have become extinct during the decades that this causeway and gate have been in place. They have not become extinct, because they have found many other channels in which to spawn, and are now entering this channel simply because it has been opened. After the fresh water was drained, and salt water allowed to flow in and out, I saw tens of thousands of dead fresh water clams all up and down this channel. I saw many fish trapped in shallow puddles after the tide went back out, struggling until they died. I saw the footprints of many wildlife creatures attempting to reach the water, but as the mud was too thick, these footprints stopped well before the new water line and turned back.

Highway 101, between exits 5 and 7 are being twinned, but this particular area where the aboiteau is has been held up because the design of a new gate structure has not yet come to fruition. We need the Department of Transportation, Department of Fisheries and Oceans, and the Department of Agriculture to come together as soon as possible to find a suitable solution that would allow decent fish passage as well as allow a decent fresh water headpond in the downtown core of Windsor to protect us in the event of yet another disaster. I would strongly encourage the inclusion of the Emergency Management Office in the decision making in regards to a new gate system and how it will be operated. This highway desperately needs to be twinned as there has been much loss

of life in this stretch of highway, and this town needs suitable protection from another disastrous fire.

I am attaching the letter I wrote approximately 2 years ago to our municipal council. I believe I may have forwarded it to some of you later on, but wanted to resend in the event you had not received it. That letter, as well as this one, were well thought out. I have taken much time to put my thoughts together for you in a manner that provides my personal preference, while being fair and respectful to all. I am seeing comments and videos on social media from the group of protestors (most of which do not live in or around Windsor) and it sounds like they are making their voices heard, as well as possibly initiating a legal action in reaction to the recent emergency order, so I wanted to ensure that you are hearing from residents of the opposite mindset, and who are thankful for this recent emergency order.

Thank you for taking the time to read and consider my input.

Linda Card
Falmouth, Nova Scotia

To the Council Members and Mayor of Windsor/West Hants,

I am writing today regarding the ongoing issue of fresh vs tidal water in Windsor, Nova Scotia. I would like to provide full disclosure right away, I have not completely read all of the numerous studies and reports on this issue, as I find a lot of it is too confusing for me to understand, and I suspect it is the same for many others on both sides of this issue. It would be helpful to have all the information together in an easy-to-understand document that is completely unbiased, but I do not expect this will happen.

This has become a very contentious issue in Hants County, Nova Scotia, and as I have seen online, has led to the ending of life long friendships and created a very clear and strong divide between 'sides'. I feel that our elected leaders have, for the most part, avoided this issue. This is most unfortunate, as our elected leaders were elected to lead, and from what I have seen, they are failing to do so in this situation. I feel very strongly that our elected leaders at all levels of government should have come together and looked at all the facts, and made and implemented a well informed, transparent decision long before now. However, I do not feel that it is too late for them to do so. I understand that this would be very hard for them to do, as they would be putting themselves 'out there' with the full knowledge that there would be very strong and loud resistance no matter the outcome, but making difficult and unpopular decisions is a part of the job, and I personally would have a significant amount of respect for any politician who was willing to step forward and deal with this issue properly regardless of the verbal backlash they would receive.

When I first started looking at this issue long ago, I felt that the causeway should be removed and replaced with a bridge. I felt that the silt buildup on the tidal side of the causeway was quite disgusting looking (it is). I also felt that nature should rule, and I believed that if the causeway were opened up, this disgusting silt buildup would eventually wash away, and become a beautiful river. Then I started hearing about the salmon attempting to get through the gate to reach their spawning grounds, but dying at the gate instead. I felt that this was horrific and couldn't believe that this was allowed to happen. At that time, I was unaware of any of the negative effects of free tidal flow.

Over the last few years, I have been learning more. Gradually, my opinion shifted to keep the causeway, but open the gate fully. Then gradually my opinion shifted again. I have not been influenced by any particular person or group, I have learned what I can about this, have listened to what has been said by the people who lived near this river (and used it) before the causeway was installed (they are a very good source of information, they can give accurate accounts of the good and bad effects of tidal vs fresh). I have listened closely and respectfully to both 'sides', and have come to my own conclusion. I now feel that it is essential to our entire community that this side of the causeway remain a fresh water system. I do feel that there should be some sort of fish passage system in place, I am very 'nature minded', however we are also a part of nature, and I feel that we should put the biggest priority on human lives.

The reasons I am now of this opinion are:

- Salmon numbers have been decreasing for decades for many reasons, and I feel that the causeway has played only a very minor (if any) part in that. Any salmon alive today would likely not have been 'born' on the Windsor side of the causeway. According to usgs.gov:

  "Salmon come back to the stream where they were 'born' because they 'know' it is a good place to spawn; they won't waste time looking for a stream with good habitat and other salmon.
  Scientists believe that salmon navigate by using the earth's magnetic field like a compass. When they find the river they came from, they start using smell to find their way back to their home stream. They build their 'smell memory-bank' when they start migrating to the ocean as young fish.

  If a salmon can't find its stream, some continue to search for the right stream until they use up all their energy and die, but most simply try to find other salmon with which to spawn."

  This site has no connection to Windsor, Nova Scotia, so would not have a bias on either side of this issue.

- Farms all along the river on the Windsor side of the causeway would be severely impacted by the salt water, potentially devastating these farms to the point of closure. I think most people in Nova Scotia understand the importance of locally sourced food for our families. One only has to look at the Halfway River in Hantsport, NS to understand the devastation salt water has on our vegetation. How are farms along the Windsor side of the Avon River going to survive if their fields and crops are destroyed in this way? They will be unable to grow and provide fresh produce, dairy and meat for Nova Scotians, they will be unable to provide fresh water, grass or hay for their livestock. These farms absolutely depend on this fresh water resource. I have seen comments online stating that these farmers can install wells, however as we have also seen near the Halfway River in Hantsport, once the salt water is allowed to flow freely, nearby wells are destroyed and rendered completely and permanently unusable, so this suggestion appears to fail to 'hold water'. Another suggestion I have seen online is to 'simply' rebuild the dyke systems that have long been removed. This suggestion appears to be unviable as rebuilding these systems would take a very long time and an enormous effort, would take away a significant amount of our current farmlands, and would be severely financially unreasonable, whether the expense landed on the doorstep of the farmers, the government, or both.

- The downtown area of Windsor, as well as the area of Falmouth along the Windsor side of the causeway, and properties all along this side of the river would be flooded twice a day with the incoming high tide. I have seen pictures of the times before the causeway, I have seen pictures of Victoria Park in Windsor (in front of the community centre on Thomas Street) flooded to the point where people were able to paddle boats in there. Obviously any structure or roadway between the river and this point (at least) are not immune, so would also face flooding. People's homes would be damaged and/or destroyed.

- Salt water is plentiful all around the globe, fresh water is not. I feel very strongly that we should protect our freshwater resources, as our very lives depend on freshwater. According to nationalgeographic.org,

  "of all the water on Earth, more than 99 percent of Earth's water is unusable by humans and many other living things - only about 0.3 percent of our fresh water is found in the surface water of lakes, rivers and swamps."

  "It is unexpected and somewhat inconceivable that less than three percent of Earth's water is fresh water. According to the U.S. Geological Survey, most of that three percent is inaccessible. Over 68 percent of the fresh water on Earth is found in icecaps and glaciers, and just over 30 percent is found in ground water. Only about 0.3 percent of our fresh water is found in the surface water of lakes, rivers, and swamps. Of all the water on Earth, more than 99 percent of Earth's water is unusable by humans and many other living things! It seems extraordinary that the water that supports all terrestrial, as well as aquatic, life on our planet is actually so scarce. With this stunning realization comes a recognition that we have to utilize this resource very wisely."

  Windsor, Nova Scotia has done a remarkable thing, we have created a large fresh water system! We should be bragging about this, not destroying it!

- Erosion. It has recently come to my attention that the erosion that has already happened over the last month or so that our fresh water lake and river have been drained and replaced with tidal is already having an impact on the cemetery in Falmouth. If it is impacting this cemetery, it is certainly happening all along the river bank. I have seen pictures and videos of the erosion in this location. The images taken some distance down river, and the images taken from above via drone do not show the erosion due to the vegetation blocking the view, however the images taken from that edge of the cemetery clearly show it. The edge is now getting dangerously close to some of the graves. How can we allow this violation of our dead to happen?

- Nearby businesses would be severely impacted, potentially to the point of closure. Mount Martock makes its snow from this fresh water system. I have seen comments online that Martock could 'simply' pull fresh water elsewhere. This would have a huge financial impact on this business, as they would have to create all new infrastructure to be able to do this. I do not use this ski hill, I do not participate in most winter sports, however I do see how vital this business is to our entire community. Martock employs a lot of local people, including our young. For many of our young people, this is their first employment, they are gaining experience that will be their first step into a hopefully prosperous future. Why would we risk losing that? My children are all adults now so we are not directly impacted by this business, but I feel very strongly that we need to support and guide the youth in our community, and I feel that employment opportunities are a huge part of that support. If Martock is unable to financially rebuild new infrastructure to 'pull' fresh water from another source, they will close, and we will have lost this opportunity for our youth, as well as all the revenue this business brings to the entire community. Another business that will suffer or close due to having tidal water on the Windsor side of the causeway is the Pisiquid Canoe Club. This club has been an enormous benefit to youth and families, promoting a healthy active lifestyle. This business also brings revenue to our community, as people often stop to shop and/or eat while they are here. These are only two examples of many local businesses that would be severely impacted by allowing tidal water into this area.

- Fire protection. When lightning struck Edgehill Estates a few years ago, the resulting fire became very big and out of control very quickly. There were many fire departments deployed to Windsor to assist with extinguishing this fire. Due to the size of this building and this fire, there was a steady stream of trucks going between the fire and the freshwater lake downtown. Even with this water source, they struggled to get this fire under control. I know this for a fact, as I was there the entire time and in fact saw the lightning strike. I was extremely concerned the entire night about the safety of nearby homes, including mine. If this freshwater lake hadn't been there that night, I have little doubt that we would have experienced yet another Great Fire of Windsor. For the last month, and for the foreseeable future, this lake is unusable for fire protection. We still have many large structures in Windsor and surrounding areas, including The Elms, Dykeland Lodge, Gladys Manning, etc. If there is another devastating fire of a structure that would have potentially been saved by having fresh water available, who is going to take responsibility for the losses? Who is going to take responsibility for any potentially lost lives? Someone will have to be held accountable, and our citizens should know beforehand who that would be.

- Ecosystems. Over the last 50+ years, a whole new ecosystem has developed on the Windsor side of the Avon River, an ecosystem that requires fresh water to survive. I have heard reports that this ecosystem is already dying due to the recent tidal water that has been allowed to flow in this part of the river, including some freshwater shellfish. Why has this been allowed to happen? This is equal to the fish that have died at the gate. Why are we allowing the destruction of one ecosystem to allow the expansion of another? The ecosystems depending on salt water are already surviving very well on the other side of the causeway. I have seen some comments online stating that the freshwater lake was 'dead' anyway, which is very far from the truth and these commenters have to my knowledge been unable or unwilling to provide proof of this claim. This freshwater lake and river have been alive and vibrant and beautiful for over 50 years.

- Recreation and entertainment. Anyone who has lived here for any amount of time (even as little as a year), would be very aware that the freshwater lake has provided an enormous amount of recreation for local citizens and visitors alike. There have been people on that water in their canoe's, kayaks, sea doo's, etc. This freshwater lake is the centre point of our Avon River Days and our Pumpkin Regatta. Both of these events, the regatta in particular, bring in a lot of people from other communities, and even from around the world. These people often shop and eat while here, helping to boost our local economy.

- Mental health. This fresh water system has helped the mental health of many of our local citizens, as they have been able to enjoy the peacefulness and happiness that comes with the above mentioned recreational activities, as well as those who walk along the walking trail around the lake, and those who just like to sit and look at the water. I personally have gone to this lake just to sit and look at it many times, and this has been a huge stress reducer for me, so I am sure it has done the same for many others as well.

I feel that we have been so fortunate in Windsor/West Hants, as we have had the benefits of both tidal and fresh water. I believe that the loss of this freshwater system will have many devastating effects, some of which we are already starting to see. I would implore you to please look at ALL the concerns surrounding this very important issue with an unbiased eye, and do the right thing, which in my opinion is to restore our fresh water lake and river immediately. If this issue is above your scope of practice, I would ask you to please not ignore this, but pass on the concerns of all citizens to the rightful person/department/level.

Thank you,
Linda Card
Falmouth, NS

From:	Nikki-Marie Lloyd
To:	melissa.mlaoffice@gmail.com; chrispalmer; justin.trudeau@parl.gc.ca; johnlohrmla@gmail.com; PublicOnlyCouncilEmail; kody.blois@parl.gc.ca
Subject:	Avon River emergency order
Date:	Tuesday, June 6, 2023 10:08:06 PM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

To whom it may concern,

Kwe' (Hello),

First, I would like to acknowledge that I am writing you from the unceded territory of Mi'kma'ki, the ancestral territory of the Mi'kmaq people.

I am writing regarding the causeway on the Avon River. There Is no reason for the gates on the structure to be closed. Keeping these gates closed will likely cause fish deaths due to not having sufficient waterflow. Without a more natural state the oxygen gets depleted from the water, especially during the warmer months. For these gates to remain closed at anytime but especially the peak run of gaspereau thousands upon thousands of fish will likely die.

Continuing with the Emergency management act is destroying the reestablishing estuarine habitat that provides homes for diverse wildlife that rely on sheltered waters and nutrients such as different fish species and migratory birds. This state of emergency is an abuse of power used for political gain to override mi'kmaq rights, the constitution and fisheries act.

People are asking for status quo, the aesthetics of a fake lake that will only fill itself with silt and a freshwater resource to kayak in; a freshwater resource that has had sewage pumped into for years and the overflow pipe that continues to flow into that estuary with continued participation.

I am asking that you stop talking about reconciliation and start fighting for what's right such as fish passage, a more natural state of river, Mi'kmaq rights that are recognized and affirmed by treaties and the constitution and a place for wildlife to utilize. It is outrageous to manipulate this wildfire crisis that has taken the homes of both people and animals for personal and political gain.

There is a way to make this right, please rescind the emergency order and allow for the gates to be opened to allow fish passage under the current ministerial order.

i look forward to hearing from you,

Wela'lin (Thank you),

Nikki Lloyd

From: Richard Dunham
To: PublicOnlyCouncilEmail
Subject: Fwd: Lake Pisiquid
Date: Tuesday, June 6, 2023 9:42:00 AM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Copy of email to John Lorama
FYI
Sent from my iPhone

Begin forwarded message:

> **From:** Richard Dunham
> **Date:** June 5, 2023 at 1:44:45 PM GMT+2
> **To:** johnlohrmla@gmail.com
> **Subject: Lake Pisiquid**
>
> Over the last few years the vast majority of the people from Windsor and surrounding area of Falmouth have been trodden on by a minority of misguided people. Windsor has suffered through a major decline of quality of community life.
>
> Pumpkin races, youth canoe club, on and off river advantages, towns would give anything to have a natural attraction fuelled by the lake.
>
> All levels of government have played the blame game. It's time to stop this lunacy and face the truth.
>
> People want the lake. There are elaborate solutions to the natural river flow with a controlled section.
>
> I am in full support of the return of the "lake" Get on with it!!
>
> Richard Dunham
> Parent, grand parent and major businessman
> Windsor municipality
>
> Sent from my iPhone

From: Abraham Zebian
To: Deanna Snair
Subject: Fwd: Windsor dam
Date: Wednesday, June 7, 2023 9:43:57 AM

From: Aaron Ewing
Date: June 7, 2023 at 8:50:38 AM ADT
To: Abraham Zebian <AZebian@westhants.ca> **Subject:** **Re: Windsor dam**

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The Windsor dam and twinning of hiway is two seperate matters and should not be categorized together as they are both become complicated topics due to many individuals strong willed opinions that are far from facts. The clear facts are as follows and stupid simple fixes: the dam is a dam and should be called what it is, the dam should be open to restore tidal flow so a vast ecological restoration can happen(town of Windsor and Falmouth will thrive with it), by terminology of opening dam we are talking about wide open, not a ten min draining at low tide. The twinning of the road is the most silly thing I've heard or seen, I find it completely irresponsible that it was started without a plan(nobody smart ever starts a project without a plan and here we are several years later and still no plan to follow). Crossing a river or waterway for hundreds of years in Canada has had a simple solution of building a bridge, we have gotten very good at making them in fact and can build them in challenging areas with ease....just go for a drive and look at all the bridges you cross....only real question is one bridge or two and how long to make it...yes it's that simple...just make the plan and follow it.

Thanks for your previous response...I do appreciate it, and look forward to hearing more....the current ecological damages being done I take very seriously and so should the entire community, I would ask those with difference in opinions towards the environment to do some proper research and support our future for tomorrow. I would also love to know whom is responsible for the dam being closed against DFO orders due to an abuse of emergency powers for an emergency that did not exist, please forward me contacts thanks
Aaron Ewing
If you would ever like to meet and discuss these topics further I'm open to that as well

On Mon, Jun 5, 2023, 1:15 p.m. Abraham Zebian <AZebian@westhants.ca> wrote:

> Thanks for the email Aaron. We will add it to correspondence for Councils information.
> I'd just like to highlight that the decisions on the Windsor causeway aboiteau and twinning project are not made on the Municipal level. It would be the Provincial and Federal Governments who would be responsible for designs, operational scenarios, regulation, and approvals.
>
> Kindest regards.

Abraham Zebian
Mayor
West Hants Regional Municipality
(902)790-1566
West Hants Regional Municipality acknowledges that we are in Mi'kma'ki, the ancestral and unceded territory of the Mi'kmaq People.

From: Jim White
To: PublicOnlyCouncilEmail
Subject: Lake
Date: Wednesday, June 7, 2023 10:29:28 AM

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It is so wonderful to see our lake back! Please do not let the narrow special interests result in losing this resource for the whole community!

James J White
32A Albert Street
Windsor, Nova Scotia
B0N 2T0
(902) 798 6365
white.jim60@yahoo.com

From: Sasha Stevens
To: PublicOnlyCouncilEmail;
Subject: The water issue
Date: Wednesday, June 7, 2023 2:37:57 PM

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Municipal Council Members and the like.

There are two ways that the majority of the World population lives. They either live from Ego or they live from Soul. Those who live from Ego have forgot why they are here, those who live from Soul are always aware and doing the work of guardianship and peace sharing. I ask which are you living from, without a need for a reply.

Any Human who plays God with other life is someone who lives from Ego, because they are self serving and think their actions have no consequences. God isn't a big guy in the sky who sits back and does nothing...God is the sum of all things...the sum of all energy..the Source all creation. My second question is do you think out of all creation that the Source of all things favors Ego? Do the decisions you make align with a creator of all life here that designed Nature to self sustain in beautiful balance? Or do your decisions stem from a self serving trait of someone who thinks they have any right to play God with other life? No need to reply, simply self evaluate and realign to where you really need to be living from.

Water sustains life to all living beings. None of us here can survive without it and this is why the water protectors walk the waters and sing to soothe the harm that is done. Something that may seem foolish to those who are not living from Soul, but their actions of love do not go unnoticed by Source, the Great Spirit.

If you do not know it yet, I will share with you that since energy is everything it is also consciousness. Alive. What does that mean? It means that Source is in everything! Living in all life here and that includes the water. Creator is part of all life. If you bring any harm to such things as the water systems or the populations of species that depend on the water system or those who have made homes in the absence of water from a lack of free flowing water, then you show blatant disrespect to the Creator of all. I realize that not all of the decisions are yours to make, but I also know of the ones you do make and I don't feel you or those in ranks above you have respect for the natural order.

I see the comments on the public threads and it disgusts me how Humans think they have any right over other life. They don't. They are suppose to be Guardians and peace makers. The only right solution to the water issue is to give back to Source what Source created long ago, because altering that means Humans play God and consequences will come. They already have. Do you know what you do to the natural order of things when you play God? The poor decisions to not think of All life, just what gets votes or keeps you in power positions will have consequences because it is living from Ego. Not only consequences to other life here, but your own karmic cycle you create for yourself. Only you can break the cycle and ask for forgiveness for the mistakes you make. This means living more from Soul. The authentic self that when all others voices and opinions are set aside is what your heart

truly wants.

I ask that in the decisions you make going forth that you ask yourself first..is this living from Soul or living from Ego? No matter how long or short your time is here you will leave here and return to Source. Will you own the decisions you made? Will the Creator be pleased with your earthly work?

Please choose wisely.

The mighty Avon was never supposed to be blocked, impeded or played with like a toy of a selfish child who doesn't want to share. Humans have a great deal of Ego when they think their life is more important than all other life. If you think the actions of Ego go unwatched by the Source of all you are mistaken.

Those of us who know better than the cloak of lies used to deter others from thinking for themselves know that the water was not let back as a source for fire suppression. It was based on Ego. A collective decision of Ego. Life has been lost and life is still affected in the water system that has been kept from a free flowing system for 50 years.

Living from Ego doesn't mean you are incapable of living from Soul. You simply have to make better choices. Unselfish choices. Your positions are suppose to be for leadership and real leaders are selfless and protective..guardians. It is sad to see that so many people in positions to do good for many others instead perform on a stage for Ego tripping over eachother.

The right answer is always the one that comes from Soul, not Ego.

Aside from these views I want to give a reminder of Canadian Law.

Bill S-5 Amendment to the Environmental Protection Act

This is a new duty for the government to protect the right to a healthy environment and uphold the principles of environmental justice.

Requirement for the ministers of environment and health to develop a framework for implementation of the right to a healthy environment under CEPA.

New requirements for consideration of cumulative effects on environmental and human health as well as on any vulnerable populations.

This is a major step forward in ensuring we all have cleaner air and water, but also healthy species populations and communities.

I ask that you do better in the choices that you make and make decisions that include ALL other life.

Signed,

Someone who lives from Soul.

From: chris phillips
To: PublicOnlyCouncilEmail
Subject: Windsor lake
Date: Wednesday, June 7, 2023 4:20:48 PM

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I would like to express my concerns on keeping the water in the lake in Windsor . Given the recent and ongoing fires in the province I think the reasons are very clear , we need the water reserve for just such emergencies. Thank you , sincerely Chris Phillips

Sent from my iPad

From: Chad Pothier
To: PublicOnlyCouncilEmail; johnlohrmla@gmail.com; melissa.mlaoffice@gmail.com; kody.blois@parl.gc.ca
Subject: Support For Pisiquid As A Fresh Water Lake
Date: Wednesday, June 7, 2023 3:47:44 PM

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I would like to express my support for maintaining pisiquid as a fresh water lake. The time and money wasted on the various proposals over the last few years is a gross mismanagement of taxpayers dollars and is not in the best interest of the Windsor West Hants area. Please restore this focal point of our community to its former condition and oppose the waste and mismanagement of our tyrannical Liberal Government.

Thanks,

Chad Pothier, BBA
General Manager/ Vice President
Pothier Motors

Pothier Motors Ltd. is committed to protecting client's privacy by practicing in accordance to the "PIPEDA" Personal Information Protection and Electronic Document Act which governs the handling, including collection, use, disclosure and disposal of personal information. Personal information shall not be used or disclosed for purposes other than those for which it was collected, except with the consent of the individual or as required by law. Personal information shall be retained only as long as necessary for the fulfillment of those purposes. This email and any documents sent with it are confidential and are intended solely for the individual named above. If you are not the intended recipient, you are notified that disclosing, copying, distributing or taking any action in reliance on the contents of this information is strictly prohibited. If you have received this email in error, please delete it immediately. ***If you wish to be removed from any future communications and/or updates via email from Pothier Motors Ltd. please call toll free 1-877-286-0154.***

Sent From My iPhone

From: darlene taylor
To: johnlohrmla@gmail.com
Cc: Melissa Richard; PublicOnlyCouncilEmail; Kody Blois
Subject: Extension of Emergency Order
Date: Wednesday, June 7, 2023 2:11:37 PM

Caution [External Email]
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I am writing this email to voice my thanks and appreciation to you and our local MLA, Melissa Sheehy-Richard, for including the closure of the sluice gates at the Windsor causeway in an Emergency Order signed June 1, 2023. This will result in maximizing the water supply available to our municipal firefighters in the event of a fire emergency similar to what we are witnessing now throughout Nova Scotia and across Canada.

However, Global warning and these extreme, dangerous and unprecedented weather conditions are not going away when this Provincial Emergency Order ends after 14 days.

Therefore, I would like to ask that you **continue to extend your Emergency Order *at least until the new aboiteau is in place*.**

Given the future impacts and challenges we will face with climate change, the value of our fresh water resource not only our safety but also to the needs of our farmers is paramount and unarguable - Its protection is just common sense.

We were very fortunate to have had a fresh water supply so close and accessible to protect our community and we should not wait until a major fire emergency or extreme drought happens to regret not having recognized its importance to the safety of our community.

Thank you,

Darlene Taylor

Windsor, NS

Sent from my iPad

From: Nancy Cameron
To: PublicOnlyCouncilEmail; johnlohrmia@gmail.com; melissa.mlaoffice@gmail.com; kody.blois@parl.gc.ca
Subject: Protect our fresh water source in Windsor, N.S. (Pizaquid Lake)
Date: Wednesday, June 7, 2023 10:32:53 PM

Caution [External Email]
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Bruce and Nancy Cameron here, from Mt. Denson, Hants Co., N.S. Please, please please, leave our fresh water resource (Pizaquid Lake) in place!!!!! We need this resource for FAST FIRE PROTECTION. The town of Windsor burned to the ground in 1897 (?) and it can definitely happen again. This is sooooo important for our little town. Other lakes are just not as quickly accessible. Time is of the essence when battling fires.
Sent from Mail for Windows

From: James Pothier
To: PublicOnlyCouncilEmail
Cc: melissamlaoffice@gmail.com; Chad Pothier; Ceri Pothier; John Pothier; Rae Owen
Subject: Save Lake Pisiquid
Date: Wednesday, June 7, 2023 9:41:23 PM

Caution [External Email]
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Hello Counsel,

I am writing to you today as a concerned citizen regarding the freshwater supply. I would have liked to have attended the meeting being held on June 13th where you will be addressing concerns, however I am not able to attend the meeting, as I will be out of the province. In my absence I have detailed the following considerations below regarding keeping the gate shut and maintaining a freshwater Lake Pisiquid.

I mentioned Fire Protection in my original emails to the Municipality, Province and Department of Fisheries Minister at the time when the lake was drained which has now become even more of a concern now that we are experiencing some of the biggest fires in recorded history. Fire protection is another reason why we need this lake. In 1897 Windsor was destroyed by fire because at that time the town did not have access to freshwater. With climate change we are anticipated to have hotter climates and less rain demonstrating the need for an abundant source of freshwater readily available if and when it is needed. In my opinion with these conditions arising from climate change, I believe it is only a matter of time before Nova Scotia experiences another critical event. If we don't recognize this, then we are putting lives and property at risk. This is becoming even more prevalent with Heat Domes, which we are seeing on the western side of Canada. These Heat Domes are moving across Canada and will ultimately reach us here in the Atlantic and that is why we need to be prepared by securing our freshwater source.

There was a freshwater ecosystem thriving in the Avon River and when the gates were opened the fresh water drained out at low tide to allow salt-water fish to travel up the river. What about the freshwater fish that were given little or no consideration and dumped into the ocean to become bait for the bass and other salt-water fish. Not to mention the ducks, geese and other animals such as- muskrats and beavers, had to relocate their habitats because freshwater they once had was depleted. This order to open the river to an ocean hasn't been done for over 50 years. Did anyone really think of the consequences prior to doing this? Whether it was right or wrong to put in the causeway, that is a mute point because we can not turn back the hands of time. The causeway is here to stay and therefore Lake Pisiquid should be there as well,

Now let's discuss farm and business damage. The farmers that have relied on this water system for the crops and livestock have had to reduce the amount of livestock they have because they can no longer sustain a freshwater source. I have heard calves had died as a result of cattle ingesting saltwater. The Municipality should compensate any loss to farmers as a result of opening the gates and removing the access of the farmers freshwater source for both livestock and crops.

Windsor has developed their tourism business around the waterfront with cafes, bars and bakeries and has made a significant investment in developing the downtown area. The lake and waterfront development is what I believe drew these investors here. Ski Martock, a major employer here, had to spend the taxpayers dollars in order to build an area for a freshwater collection point, so they could open this year so they would have access to fresh water for snowmaking. This was completely unnecessary when there was a perfectly viable solution that has existed for the past 50 years. The water collection area was very costly and a needless and reckless way to spend taxpayer's dollars, not to mention the additional time and money it is taking to build the causeway, costing the province and ultimately the taxpayers.

These are only a few of the major issues we face here, and we are following the opinions of people that do not even live here. It is much easier to think people know more when it does not impact them and they have **"No skin in the Game "**so to speak. What are their motives for doing this and from what I can see they are disruptors. They actively look for a cause, not necessarily because it is the right thing to do, but because it draws attention to their group, meanwhile damaging communities, making our town unsightly and more unsafe.

I grew up here and have spent much of my time on the Pisiquid Lake that my Acadian Ancestors helped build the dykes and water irrigation for the farms that reside on the dyke. This was more than a lake to me because it is a part of our heritage that I would like to share with my 4-year-old daughter, who is now learning about her Acadian roots. There are so many things that I wish to share with her and explore on the lake /dyke such as hiking, biking, boating, kayaking, water sports and learning about the delicate balance of an ecosystem. There was so much life on the river, which now will eventually return. if the gate remains closed.

Pisiquid Lake was more than that it was a place where many of us would share a sense of community. I remember the great days of Sam Slick and how everyone would travel here from distances as far as Maine and this was in part because Pisiquid Lake. Then came the Pumpkin Regatta the first of its kind to my knowledge, which was getting international attention in our small community, which my Dad, Thomas Pothier would be out on the lake picking up people in the water that had swapped their pumpkin. That was also the year everyone was waiting for Martha Stewart to arrive as part of the event. Unfortunately, Martha had some legal issues to attend to and could not make it that year. Nonetheless great times shared by all. Such great memories, good times and I someday hope my daughter will get to experience memories like this on the Lake as I did.

I would like to thank Tim Houston, Nova Scotia Premier and Melissa Sheehy-Richard, MLA in their efforts to bring attention to this issue and do what is right not only for their citizens, but for the environment, freshwater and saltwater habitats.

For all of these reasons listed above, I am sure many of us have similar stories and opinions all centered around Lake Pisiquid; I applaud your decision to close the gate and am in complete agreement.

Thank you,

James Pothier
Concerned Taxpayer

From:	Abraham Zebian
To:	Ashley Imlay; MLA Office; Kody Blois; WWH Council; linkedfarms@gmail.com; DFO.Minister-Ministre.MPO@dfo-mpo.gc.ca
Subject:	Federation of Agriculture and Fresh Water
Date:	Wednesday, June 7, 2023 9:27:06 PM

Good evening MLA Sheehy Richard and MP Blois.

The situation in Windsor has become untenable as a result of the Highway 101 twinning project and construction of a new aboiteau. This issue has lingered for years playing with the emotions of the residents of my entire region. The division created by the actions of your two governments is unacceptable! Residents will hold your governments accountable.

Currently, there is still confusion and uncertainty as a result of the many side conversations currently taking place. As a Mayor and Council, we have attempted to hold our community together but to no avail.

Personally, I will hold the both of you accountable.

I recently had the greatest pleasure of meeting with the Hants County Federation of Agriculture. The meeting was very productive and gave me an opportunity to hear their concerns that are very real and valid. They are a very educated, intelligent, and dedicated group that have expressed to me that the two scenarios that the Provincial government is putting forward(brackish lake and tidal) just DO NOT address their need for an adequate and constant supply of fresh water to sustain their economically viable farming operations. Let me reiterate that...THE TWO SCENARIOS DO NOT ADDRESS THE NEEDS OF THE AGRICULTURE COMMUNITY that is affected by this lingering project. **I, personally, 100% fully support their need for a fresh water resource that is constant and in abundance. There is no give or take on their need. IT IS AN ABSOLUTE NECESSITY!**

As Mayor, I ask the both of you, what is the plan to address their needs? Have your governments discussed their plight and the repercussions that will arise if it's not addressed? Have you spoken to the affected Agriculture community? I ask you these questions and share my UNWAVERING support and concern for the affected agriculture community as Mayor of the Region of West Hants.

The latest uproar has been created by your actions and as a result I am directing my complete frustrations and those of the community to you!

Abraham Zebian
Mayor
West Hants Regional Municipality
(902)790-1566
West Hants Regional Municipality acknowledges that we are in Mi'kma'ki, the ancestral and unceded territory of the Mi'kmaq People.

From: judith kazimirski
To: PublicOnlyCouncilEmail
Subject: Lake Pisiquid
Date: Thursday, June 8, 2023 9:16:52 AM

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An Alternative Solution must be found!!

The voice of the leaders in our area must identify for the decision makers the “IMPACT” the current solution has had on this community.
IMPACT # 1 - Windsor now has an “Air Quality Problem”. The dust storms caused by the dust coming off the bare exposed dry areas of the former Lake Pisiquid has lead to significant sir quality issues for our residents. There has been an increase in respiratory illness and many expressed patient concerns about
their respiratory health.
IMPACT # 2 ` ECONOMIC IMPACT - WINDSOR has through planning and evolution become a 'destination ‘ for shopping - quality recycled clothing - books- antiques. This culture has been supported for an infrastructure of excellent restaurants and bars, and walking trails. This industry has suffered with economic impact by the challenge of not having outdoor patios and bars because of the dust, and complaints of the people who walk the trail around the lake of very unpleasant odours emanating from the brackish water.

An alternative to the current model of a brackish lake scenario must be found.

JUDITH KAZIMIRSKI

From:	Nikki-Marie Lloyd
To:	melissa.mlaoffice@gmail.com; kody.blois@parl.gc.ca; PublicOnlyCouncilEmail; Doug.Wentzell@dfo-mpo.gc.ca; min@dfo-mpo.gc.ca
Subject:	Avon river
Date:	Thursday, June 8, 2023 11:20:51 AM

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To whom it may concern,

Kwe' (hello),

I would like to start off with saying we are on unceded Mi'kma'ki the ancestral territory of the Mi'kmaq people.

With no sufficient water being supplied downstream to support the aquatic life, fish will likely die due to the lack of oxygen which depletes at a higher rate during warm weather. There is no good reason to block fish passage at any time but especially during the peak run of Kaspalew (Gaspereau).

By keeping that gated structure closed you are destroying an established estuarine habitat. Nature has been working hard to re-establish what was taken when the causeway was constructed. There was also a dust mitigation project to help with the "dust storms", this was a collaborative project with CMM, KMKNO, CBWES, department of agriculture, DFO, and commercial fisheries. All the hard work everyone did will be for nothing if you continue to block off the Avon River. Public money was also spent to mitigate Ski Martock so they could access water under natural river state. If the need actually exists, Ski Martock's water pump house and reservoir could be utilized as a solution to withdrawal water for firefighting purposes.

It's absolutely disgusting to manipulate the wildfire crisis for status quo. The fire authorities have assured you over the last few years that there are sufficient water resources with the river at a more natural state in case a fire emergency was to happen. With the current fires across the province both planes and helicopters have been and can continue to use salt water to fight these fires.

For the province to abuse their power and use the Emergency Management Act to override Mi'kmaq rights, the constitution and fisheries act is unprecedented and horrific. Everyone talks so much about reconciliation but all I see is the disregard and disrespect of Mi'kmaq rights. As a mi'kmaq women I have a responsibility to the lands and waters and cannot simply stand idle and watch the river and all life inside be killed for political gain. Please do what's right and open the gates… Life over lake!

Wela'lin (thank you),

Nikki Lloyd

From:	darren porter
To:	johnlohrmla@gmail.com; MLA Office; premier@novascotia.ca; tim.houston@novascotia.ca; Kevin F Bekkers; Graeme Matheson; Kody.Blois@parl.gc.ca; Abraham Zebian; PublicOnlyCouncilEmail
Cc:	min@dfo-mpo.gc.ca; Doug Wentzell; Mark G McLean; Jennifer Ford
Subject:	Injunction and judicial review filing unsuccessful today due to staffing issues
Date:	Friday, June 9, 2023 4:48:14 PM

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The Situation at the Windsor Causeway is perplexing , extreme and ecologically and socially irresponsible. my investigation has lead me to believe it's politically motivated at the expense of the fish and fish habitat, the Mi'kmaw right , and the productivity of the fisheries.

And where is dfo? Your lack of presidents has been noted.

It appears even though I've tried to use the provincial democratic legal process more road blocks were put in my way today, and the ecological time clock it's ticking , fish are dying , there is habitat, disruption in destruction it's happening ….. loss to the productivity of the fisheries has happened already and will continue to get worse.

I received this from my lawyer just a few minutes ago

"Hi Daren, everything was ready to file but the person who handles scheduling for the court is off work today. Darn. We needed to have a date scheduled before filing. She's back in Monday morning."

I request you lift this unnecessary action immediately as the ecological harm , and the division within the community is devastating and below everyone of you that has honourable In front of your names.

I will continue to be refine my education and skill sets the play in our arena. Regardless of how many Road blocks you put up and trump card you pull.

I will continue to try to file the documents Monday.

In the mean while I will do what I do best , and educate and use Social media to try and get you to stop this senseless destruction, under false pretence. I tried and am trying to evolve to your legal system.

Any questions my lawyer is Jamie Simpson at Jupiter law.

Darren porter

Sent from my iPhone

From:
To: Fwd: Pamphlet Regarding Lake Pisiquid
Subject: Sunday, June 11, 2023 10:10:38 PM
Date:

From: Ashley Imlay
Date: June 9, 2023 at 12:33:38 PM ADT
To: Doug Symonds
Cc: Abraham Zebian <AZebian@westhants.ca>, MLA Office <melissa.mlaoffice@gmail.com>
Subject: Re: Pamphlet Regarding Lake Pisiquid

Caution [External Email]
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Good afternoon Doug,

We printed and mailed it out on May 29th. Have you still not received it? If not- we can certainly confirm your mailing address and send it out again.

The Hants West PC Association, as you know from being a former board member, is able to approve and expense political items that are partisan. No tax dollars were spent on this postcard printing or delivery. The board itself only approved a quantity of 6000 to go out in the flyer service, targeting individuals most affected by the situation.

It has never been the case in the past to have municipal approval for such mailings, considering they have already forwarded letters in support of redeveloping the Windsor waterfront and have also asked prior to restore the lake for the the pumpkin regatta.

Hope this information helps. Let me know if you have any further questions,

In kindness,

Ashley Imlay
Constituency Assistant

Melissa Sheehy-Richard, MLA
58 Gerrish St
Windsor, Nova Scotia
ashley.mlaoffice@gmail.com
902.798.0121

On Jun 6, 2023, at 2:17 PM, Doug Symonds

Dear Melissa:

I found out from the CBC news that you had sent out a pamphlet regarding the Lake Pisiquid issue to your constituents.

We did not receive such a pamphlet and I had to ask your office to send me a copy. Was this pamphlet distributed to all of West Hants?

The pamphlet starts out by saying "*My provincial colleagues and I are aligned with Municipal Council..."* I spoke with Abe Zebian about this and he told me that he wasn't consulted before the pamphlet was sent out. Are you sure that the whole Council is "aligned" with your thinking?

At the bottom of the pamphlet it says "*Authorized by the Hants West PC Association".* What is this statement doing on a pamphlet sent out by you, the MLA? The *Hants West PC Association* should have nothing to do with approving governmental activities.

Could you please make sure that future mailouts include all of West Hants? As a taxpayer I am not in favour of selective mailings. You need to keep the whole of Hants West informed.

I think that you owe the Mayor and Council an apology for sending this pamphlet out without running it by them first. This is a good "rule to live by".

Yours truly,

Doug Symonds

From: Valerie Wilcox
To: PublicOnlyCouncilEmail
Date: Sunday, June 11, 2023 11:56:55 AM

Caution [External Email]
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Lake Pisaqued windsor. Leve the water in the lake you are messing up mother nature & have for 50 years since that damm causeway was put in just because some folk wirh money wanted a lake what have they got now nothing but dust storms oyr shores are ruined filling in with mud cant you people see that or you just dont care you people seem to bow to the natives instead of denying them & most of them arent even from here they from ontario etc. Leave the water come in to the lake so windsor will have at least that no canoe club no pumkin rac3s no norhing no councel in windsor ever wanted anythibg there wuth oue population now windsor should have lots Lwave this lake alone ket mother nature flow through let the tides flow as was meant to be. Its a damm eye sore look8ng down the river could be beautiful like use to be

From:	Colleen Walsh-Bouman
To:	min@dfo-mpo.gc.ca; PublicOnlyCouncilEmail; Abraham Zebian; doug.wentzell@dfo-mpo.gc.ca; johnlohrmla@gmail.com; melissa.mlaoffice@gmail.com; justin.trudeau@parl.gc.ca; Steven.Guilbeault@parl.gc.ca; Marc.Miller@parl.gc.ca; Zacc Paul
Subject:	Fish Life and Water is Life - Sadly Dying Fish due to A State of Emergency Declaration at the gate on the causeway at the Avon River
Date:	Monday, June 12, 2023 1:58:55 PM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

To All of You that receive this email and all who work for you and the people you represent in our governments,

To all concerned for life and fish flow and the environment,

This can only be a golden opportunity for real reconciliation for all of our futures.

Note our fish passage is blocked in this town of Windsor Nova Scotia as of June 2, 2023, due to the State of Emergency declared ! Now after much effort and consultation and work, we had our gate open for 2.5 years: this was also thankfully due the Indigenous Wisdom & Knowledge & Ceremonies for Water & Life, and to the Fisheries Act and that fish have the right to pass and spawn in their rivers - especially an endangered Inner Bay of Fundy Salmon. We have had some flow - limited for each tide, but some flow and life was happening at the river. The Inner Bay of Fundy Salmon that is endangered and all other species of fish that call the Avon River home, come to birth their future generations and ours.

Their lives are blocked due to this provincial order put into place as if there was not enough water in this community in case of fire, when an ample supply of water is available within safety limits. There was no local consultation with the Windsor Fire Department or the community of West Hants or our Indigenous Community.

I feel the State of Emergency needs to be stated for the fish and future of the fish life and river in Windsor. I did see with my own eyes and heart the destruction of life, I did hear an elder of the

Mi'kmaq say that these are her relatives and you are murdering them. This is the truth. Please come and see for yourself? See if your heart moves when you see this tragedy with your own eyes? This community did stand for fish life and fish flow and I saw the gaspereau with their spawning urge to go up the river to make their future lives. They all died right there at the closed gate! In this day and this modern world when nature needs space and we all need life and we now know, we are all brothers and sisters and that includes the fish. Our Indigenous Brothers & Sisters are also asking, they know the value of life. They have suffered enough and truly it is heart wrenching to know that not only Indigenous Women are Murdered and Missing, but also the fish that are fighting for their lives and their future and they truly are our relatives.

There is a new law in Canada - Environmental Law and there is also the Fisheries Act: These fish are necessary to the life of the planet and everyone on it ! So not only is it the law to NOT BLOCK FISH here at this river, it is also my right to express that it is my right to a healthy environment and that includes everyone in this community as it includes the fish and life! The blocked river - fake lake - even has sewer running into it!

Thank you for taking the time to read this and I appreciate a response and an action to this disaster at the Gate of the Avon River Causeway! Life Appreciates You and You Appreciate Life.

Much Appreciation to the Indigenous Grandmothers and Water Walkers & to The Treaty Truckhouse 2 for all of Your Efforts & Presence at this beautiful river and with our beautiful relatives in the river and above the river and on the river.
With heart,
Colleen Walsh-Bouman
Citizen of Windsor Nova Scotia Canada

--

With Heavenly Love,
Colleen Walsh-Bouman

From: Wayne & Dianne Hines
To: PublicOnlyCouncilEmail
Subject: Lake Piziquid
Date: Monday, June 12, 2023 2:35:05 PM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

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Mayor Zebian & Councillors:

I must say I was extremely disappointed to read the Mayor's comments concerning the Emergency Declaration and decision to maintain a level of fresh water in Lake Piziquid.

That disappointment was somewhat eased to read another statement from the Mayor saying that he fully supports the need of the agricultural community to have an adequate source of fresh water.

The unnecessary delays in getting approval for a new aboiteau structure seem to originate with the Federal Government.

I believe the Province's initial design proposal would have adequately met the provisions of the Fisheries Act and would have allowed adequate fish passage. This would have maintained fresh water in the lake for agricultural use.

Perhaps Council should pass a motion calling on the Feds to revisit that first proposal.

Yours truly

G. Wayne Hines

From:	Sharon Johnson
To:	min@dfo-mpo.gc.ca; PublicOnlyCouncilEmail; Abraham Zebian; doug.wentzell@dfo-mpo.gc.ca; johnlohrmla@gmail.com; melissa.mlaoffice@gmail.com; justin.trudeau@parl.gc.ca; Steven.Guilbeault@parl.gc.ca; Marc.Miller@parl.gc.ca
Subject:	Fish Passage in Windsor
Date:	Monday, June 12, 2023 2:46:14 PM

Caution [External Email]
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To Whom It May Concern,

Fish passage is blocked in this town of Windsor Nova Scotia as of June 2, 2023, due to the State of Emergency declared !

I want to see our beautiful Avon River and her fish flowing freely: the way it did happen for centuries except for the short - but way too long block with the causeway and big mistake of blocking this river and fish life! Our waterfront would be beautiful in every way with a real Avon River of 60 years ago.

I feel the State of Emergency needs to be stated for the fish and future of the fish life and river in Windsor and not for a fake lake with an excuse of not enough water!

Thank you for taking the time to read this and I appreciate a response and an action to this disaster at the Gate of the Avon River Causeway!

Thank you,
Sharon Johnson
Citizen of Windsor Nova Scotia Canada

Sent from my iPad

Follow up letter to Abraham Zebian,

Form the Hants County Federation of Agriculture,

June 11, 2023

On behalf of Directors, we would like to thank Mayor Zebian for meeting with us for clarification on his position of the Emergence Order that was put in place by Hon. John Lohr, June 1, 2023.

We would also like to communicate our mis interpretation of the CBC and Saltwire articles that Mayor Zebian was quoted in. Mayor Zebian communicated his position rather well in the posts he made public June 7th 2023.

Moving forward we would like to communicate to the council the importance of a Fresh Water lake and holding capacity in the river system for firefighting and agriculture purposes. Emergency services and food production still remains high in importance of our members.

Regards,

Nicholas Juurlink

President, Hants County Federation of Agriculture.

From: Ed
To: PublicOnlyCouncilEmail
Subject: Lake Pisaquid
Date: Monday, June 12, 2023 9:17:57 PM

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Your Worship and Members of Council. We understand the subject of Lake Pisaquid will be discussed at the next Council meeting.

Without going into all the reasons why, we wish to let members of Council know that we are overwhelming in favour of the lake remaining as it had been for the last approximately 50 years.

It is so nice to see our lake back as opposed to that eyesore that has existed for the past couple of years.

Respectfully submitted,

Ed and Cathy Kerr
Windsor

Sent from my iPhone

From: Abraham Zebian
To: Tracey Sexton; WWH Council; Deanna Snair
Subject: Re: Lake Pisaquid
Date: Monday, June 12, 2023 9:32:12 PM

On Jun 12, 2023, at 9:28 PM, Tracey Sexton

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Hello

To West Hants Municipality

I wanted express my support to keep Lake Pisiquid full with Fresh water. It is the West Hants Municipality Counsil responsibility to keep this community safe and I believe keeping the dry hydrants in Lake Pisiquid usable is an imperative part of Public safety.
Our Municipal and Provincial representatives need to be the voice of their community's and be united in this major concern for our community.

Sincerely,
Tracey Sexton
Falmouth Resident
Get Outlook for Android

From: Peter Nicol
To: PublicOnlyCouncilEmail
Subject: Permanent Restoral of Pisiquid Lake Windsor request
Date: Monday, June 12, 2023 4:03:16 PM

Caution [External Email]
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To West Hants Council

In reference to the Nova Scotia government emergency order to close the Aboiteau at Windsor Causeway to Protect Windsor, link below
https://novascotia.ca/news/release/?id=20230601003

I agree with the decision to restore Pisiquid Lake to protect the community of Windsor and keep residents safe in the event of a fire.

I request that you support making this a permanent restoration for the fire protection and recreational use of the community.

I am a resident of the area and see the lake restored as a tremendous asset to the community.

Thank you

Peter Nicol
Garlands Crossing, Nova Scotia
B0N 2T0

Reply Forward

From: Jennifer Shaw
To: PublicOnlyCouncilEmail; johnlohrmla@gmail.com; melissa.mlaoffice@gmail.com; kody.blois@parl.gc.ca
Subject: I support Lake Pisiquid Lake in Windsor, NS
Date: Tuesday, June 13, 2023 8:50:29 AM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Good morning,

I have been told that the order to keep the water in the lake is being reviewed today. As a resident of Ferry Hill, I would like to express my strong support for protecting our fresh water resource in the Avon River and Lake Pisiquid.

Sincerely,
Jennifer Shaw
Windsor, NS

From: Jayne Murray
To: PublicOnlyCouncilEmail
Subject: Please keep water in our Lake Pisiquid and Avon River.
Date: Tuesday, June 13, 2023 8:11:15 AM

Caution [External Email]
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To Council of West Hants:

My family and I who are residents of Windsor living and working directly over the river and lake SUPPORT the order to KEEP FRESH water for so many reasons. I have witnessed this dry dust bowl divide our town and endanger those of us who rely on the water to be there mentally, financially and so our beautiful old restored house has every chance to survive the next 100 years and not burn to the ground like so many.

Please do the right thing and allow for the water to stay. It should stay as is until the ministerial order addresses the solution and installation of the new aboiteau in which case all will be winners hopefully.

Jayne Murray
Windsor NS

Sent from my iPhone

June 13, 2023

Mayor and Councillors,

We are writing to express our appreciation for the return of the freshwater reservoir, formerly Lake Pisiquid. It is unfortunate that it has taken the recent forest fire devastation in the province to remind people as to how vulnerable we are to this type of occurrence. It took the best part of a week, during which we had nearly 5 inches (125mm) of rain, for the reservoir to fill. Without that rain it is hard to imagine how long it would have taken. A fire is not going to wait until we are ready to fight it.

Correspondence with Minister Murray in February of 2022 requesting information as to any positive impact on fish shown during the period of time her Ministerial Order regarding the operation of the gates had been in effect has produced no response other than

"DFO officials have observed improved fish passage for several species, some of which had not been seen in the river in any significant numbers for many decades."

which prompted us to respond

As wonderful as it is to hear that there are species of fish "some of which had not been seen in the river in any significant numbers for many
decades", has there been any improvement in habitat for them since the studies were done when the original causeway was built?

The return letter from DFO did not respond to this question but merely went into the rules and regulations DFO is operating under.

If we are trading off our reservoir and the numerous benefits it has brought to our region for the betterment of the fish population, is it not essential that we know whether or not the DFO ordered management of the gates was actually producing the desired result? It is hard to believe that the extremely warm shallow water in the reservoir over the past couple of years has been good fish habitat.

It is time we receive concrete data from unbiased sources as to what is actually happening to the fish and what manner of gate management best addresses all concerns.

Please register this correspondence at the June 13, 2023 Committee of the Whole meeting.

Sincerely

Reid & Roslyn MacDuff

Windsor NS

June 13, 2023

Mayor Zebian and Councillors

I plan to attend the Meeting of the Whole this evening, June 13, 2023 , specifically to hear about the lake issue. In addition, I would ask that you register this correspondence at this meeting.

There have been numerous reports nationally, alerting us of the risk of wildfires. Experts warn us to remain on high alert throughout the year. The recent Ministerial Order to fill the lake was in response to this alert. That the recent disastrous wildfires are now mostly contained, does not mean that we are safe. Having a full body of water rather than a stream to draw from would be best practice given the ongoing risks of wildfires due to global warming and dry conditions.

It was disheartening to hear the recent news reports (CBC) giving a biassed view of the situation. I have been out paddling on the water three times this week, witnessing a significant amount of fish activity. The waterways and shoreline appeared alive and healthy. Many of us have seen the recent picture of dead fish, purportedly found by the causeway. How can we be certain of this location? Were they dumped there for a photo opp? Is there as much fish activity in the waters on the other side of the causeway?

I understand that we need to allow maximum fish passage, but to what end ; the health and livelihood of a community, and the support of agriculture to name but two.

I do appreciate the many aspects and difficulties our council and community are faced with when dealing with this long drawn out issue.

I would support a plan to have more than a stream of water flowing nearby.

With Regards,

Monique Wood
Windsor West Hants , NS

The Honourable Joyce Murray, Ministers Office

200 Kent St.

Station 15N100

Ottawa, ON

K1A 0A6

DFO.Minister-Ministre,MPO@dfo-mpo.gc.ca

June 7, 2023

Minister Murray,

I am writing to you in regard to the Avon Watershed in Falmouth, Nova Scotia and the impact the Ministerial Orders have had on my farm business. In short, I am requesting that you lift any present and future orders imposed on the Province of Nova Scotia and allow the fresh water lake, known as Lake Pisiquid, be restored back to and operated in a manner similar to the previous 50 years before the Orders were imposed. I also ask for your Ministerial consideration on the new aboiteau structure that would allow the impounding of fresh water above the causeway for the safety and long term wellbeing of our community.

My family farms in the Falmouth area and has for generations. Our farms fresh water source has always been from a stream flowing through the property and emptying into what used to be Lake Pisiquid before being drained by DFO. The stream has been our only source of water for growing our crops and livestock that supply food to our community. The last 50 years and prior to the Ministerial orders, the stream has always been a reliable source of water due to the fresh water lake levels being maintained. Prior to that and dating back to pre-confederation, the stream provided fresh water due to the dyking and aboiteau structures of the area as was used by the Acadians that settled in the area. The Acadian system prevented salt water from intruding into the fresh water courses and agricultural lands of the area. Because of the stream being open ended now with no lake to back stop the water, the stream level has been lowered these last 3 years which has potential impact on the biodiversity of the area as well as water quality. This growing season has already proved to be very dry and prior to this week's rain, water levels in the stream have been lower than we've ever seen.

With the recent explosion of wildfires and the projection of more wildfires in the future, it is very clear and evident the necessity of maintaining a full freshwater lake resource both for fire protection and food production in our community. Not only for the safety and wellbeing of our community, but for the long term health and viability of the watershed and environment surrounding it. So, again, I am asking you to take a balanced approach to the needs of the community and surrounding environment. Allow for the impounding of fresh water in Lake Pisiquid so that the community is not as vulnerable in the future. Don't take away a fresh water resource that a community needs and has incorporated into its infrastructure. Certainly, if the final decision of the Ministry is to allow salt water into the Lake Pisiquid watershed area, financial compensation to the area land owners would be expected resulting from the negative impact the decision created.

I would be more than willing to show you our farm and surrounding area so you may better understand the necessity of maintaining the fresh water lake known as Lake Pisiquid.

Sincerely,

Dean Manning

Correspondence Received

First Name	Last Name	Correspondence Date	Meeting / logged
Katherine	Mcleod, P.Eng, Dept. Environment and climate change	2021-10-28 (Received)	2022-01-11 COTW
Hants County Legion		2021-11-25	2021-12-07 COTW
Hon. Melissa	Sheehy-Richard	2021-11-30	2021-12-07 COTW
Hon. John	Lohr	2021-11-30	2021-12-07 COTW
Hon. Kim	Masland	2021-12-01	2021-12-16 Council
NSUARB		2021-12-10	2021-12-16 Council
Bennet	Mary Lou	2021-12-13	2021-12-16 Council
Hon. Kim	Masland	2021-12-17	2022-01-11 COTW
Bland	Lisa	2021-01-17	2022-01-11-COTW
Wilson	John	2021-12-21	2022-01-11 COTW
Pineo	Shirley	2021-12-17	2022-01-11 COTW
Nelson	Gary	2022-01-11	2022-01-25 Council
Hon. Kody	Blois	2022-01-13	2022-01-25 Council
Denise	Forrand	2022-01-19	2022-01-25 Council
Dawn	Allen	2022-01-18	2022-01-25 Council
Sarah	Brothers	2022-01-19	2022-01-25 Council
Roland	Newcombe	2022-01-20	2022-01-25 Council
Valerie	Newcombe	2022-01-20	2022-01-25 Council
Andrea	Moore	2022-01-21	2022-01-25 Council
Gary	Nelson	2022-01-26	2022-02-08 COTW
Hon. Minister	Johns	2022-01-27	2022-02-08 COTW
Hon. John	Lohr	2022-02-01	2022-02-08 COTW
Hon. Joyce	Murray	2022-02-02	2022-02-08 COTW
Kim	MacQuarrie	2022-02-06	2022-02-22 Council
Sheldon	Hope	2022-02-08	2022-02-22 Council
Brad	Carrigan	2022-01-24	2022-03-08 COTW
Dr. Gordon	Haliburton	2022-02-14	2022-03-08 COTW
Hon. Kim	Masland	2022-03-01	2022-03-08 COTW
East Hants		2022-03-01	2022-03-08 COTW
Hon. John	Lohr	2022-03-22	2022-04-12 COTW
Andrea	Parker	2022-03-28	2022-04-12 COTW
Bulk Water Haulers		2022-03-30	2022-04-12 COTW
Mark	Wainman	2022-04-04	2022-04-12 COTW
Jeff	Houser	2022-03-23	2022-04-12 COTW
Kathrin	Winkler	2022-04-05	2022-04-12 COTW
Joseph, PVSC	Feeney	2022-04-14	2022-04-26 Council

Darren	Porter	2022-04-21	2022-04-26 Council
Daphnee	de Lamirande	2022-04-29	2022-05-10 COTW
Hon. John	Lohr	2022-05-02	2022-05-10 COTW
Ann- Marie	Mathieu, Annapolis Valley Regional Library	2022-05-05	2022-05-10 COTW
2022-05-11 Yves	Arsenault re Information session for Hosting of 44th annual Final des Jeux de l'Acadie for 2025	2022-05-11	2022-05-26 Council
Anna	Allen	2022-05-22	2022-06-14 COTW
Seamus	Marriott, Community Petition re Zwicker lake	2022-05-31	2022-06-14 COTW
Scott	Carson (Presenting letter in person to Council)	2022-06-03	2022-06-14 COTW
Hon. John	Lohr (DMA)	2022-06-10	2022-06-14 COTW
Nancy	Sherwood	2022-06-14	2022-06-28 Council
Bobby	Best	2022-06-16	2022-06-28 Council
Hon. Kim	Masland	2022-06-21	2022-06-28 Council
Sherri	Bulger	2022-06-28	2022-06-28 Council
Hon. John	Lohr	2022-06-30	2022-07-12 COTW
Domenic	Padula	2022-07-07	2022-07-12 COTW
Hon. Joyce	Murray	2022-07-12	2022-07-26 Council
Diana	Gibson re: RCMP & Fort Edward Information	2022-06-29	2022-07-26 Council
Acute Care	Tanya Penney	2022-07-19	2022-07-26 Council
Darren	Porter	2022-07-27	2022-09-13 COTW
PVSC		2022-08-02	2022-09-13 COTW
DMA		2022-08-04	2022-09-13 COTW
Breaking Barriers Together		2022-08-17	2022-09-13 COTW
Bill	Preston	2022-08-18	2022-09-13 COTW
Alix	Munro (POSSE)	2022-09-01	2022-09-13 COTW
County of Annapolis	Letter to Premier Tim Houston and Hon. Tim Halman re Moratorium on Aerial Herbicide Spraying	2022-09-14	2022-09-27 Council
Darren	Porter	2022-09-14	2022-09-27 Council

Correspondence Received

Darren	Porter	2022-09-16	2022-09-27 Counc
Philip	Hyam	2022-09-17	2022-09-27 Council
Mash Up Lab re: Opportunity for Aspiring Entrepreneurs in West Hants		2022-10-17	2022-10-25 Council
Minister Masland	Re: Potential Mi'kmaq Burial site	2022-10-19	2022-10-25 Council
Heather Hughes,	Executive Director Re: Proposed changes to Weed Control Act	2022-09-13	2022-11-08 COTW
Minister of Finance and Treasury Board	Re: Provincial Non-Resident Deed Transfer Tax	2022-10-21	2022-11-08 COTW
Home Hardware	Re: Security Cameras	2022-10-21	2022-11-08 COTW
Windsor Township	Re: Security Cameras	2022-10-24	2022-11-08 COTW
Dawna MacIvor	Re: November is Crohn's and Colitis Awareness Month	2022-10-28	2022-11-08 COTW
Waye Mason	re Concerns and Information regarding Bill 225 and HRM Noise By-Law	2022-11-02	2022-11-08 COTW
Peter Gregg	Re Information on Bill 212, An Act to Amend Public Utility Act	2022-11-02	2022-11-08 COTW
Andrea Parker	Re Road repair work needed	2022-11-06	2022-11-22 Council
WAEFA Recipient Confirmation - 2022	(Awards sponsored by the West Hants Regional Municipality)	2022-11-07	2022-11-22 Council
CAO Letter	Comfort Centre Designation - Garden of Eden Community Centre	2022-11-10	2022-11-22 Council
David Old,	President Hantsport Seniors and Elders Club re Community Generator Program	2022-11-10	2022-11-22 Council
Juanita Wilcox	re Expression of Thanks	2022-11-12	2022-11-22 Council
Emily McNeil	re Renewal of the Operating Approval for the Avon Hydro System	2022-11-14	2022-11-22 Council
Paul Beazley	re Boundary Review Questions	2022-11-16	2022-11-22 Council
West Hants Historical Society	Re Old Parish Burying Ground Letter	2022-11-16	2022-12-06 COTW
Graham Sanford	Re Road Concerns	2022-11-16	2022-12-06 COTW
Fidelis House	Re financial assistance request	2022-11-30	2022-12-06 COTW
Lawrencetown Education Centre	Re Big Chill Donation request	2022-12-06	2022-12-13 Council
Kate Sircom, Secretary, St. Andrew's Church Council	Re Community Comfort Centre proposal	2022-12-06	2022-12-13 Council
NSFM	Re: Code of Conduct - Summary of content from consultation	2022-12-14	2023-01-10 COTW

Correspondence Received

Graham Sandford	Re: response to outstanding concerns sent after the presentation to Council on December 13th, 2022.	2023-01-09	2023-01-10 COTW
Graham Sanford	Re: File to Rezone Lots along Bog Road	2023-01-24	2023-01-24 Council
Nova Scotia Department of Public Works Request	Re: Pothier Motors Crosswalk Request	2023-02-03	2023-02-14 COTW
Windsor Township Business Association	Re: Expression of Thanks and Continued Conversations	2023-02-09	2023-02-14 COTW
Hants County Federation of Agricultural and the Great Falmouth Marsh Body	Re: Remaining ACOA funds	2023-02-23	2023-02-28 Council
Seamus Marriot (Zwicker Lake Property Owners)	Re Permit Clarification	2023-02-17	2023-03-14 COTW
Windsor Lions Club	Re Tourist Bureau Park Request	2023-02-23	2023-03-14 COTW
Carrilee Eddy	Re Affordable Housing	2023-02-28	2023-03-14 COTW
Graham Sanford	Re: Don't Be The Dirt Advocacy Presentation	2023-02-28	2023-03-14 COTW
Andrew Hardman	Re 997 Highway 14 Distribution Depot - Trans-World Concerns	2023-03-02	2023-03-14 COTW
Seamus Marriot (Zwicker Lake Property Owners)	Re Permit Clarification	2023-03-02	2023-03-14 COTW
FCM Executive Decision	Re Green Municipal Fund application	2023-03-03	2023-03-14 COTW
Avondale Hall	Re Floor repair and renovation request	2023-03-08	2023-03-14 COTW
Letter From Private Road Development	Re Petition for Waste Collection Services	2023-03-09	2023-03-14 COTW
Hon. Greg Morrow	Response to Expenses incurred due to fencing	2023-03-14	2023-03-28 Council
Sarah Reddington	Re Hantsport Memorial Community Center and Pickleball Facility	2023-03-14	2023-03-28 Council
Core Committee - Zwicker Lake Property Owners	Re Permit Clarification	2023-03-14	2023-03-28 Council
Hantsport Community Rep	Re: Apple Blossom Festival Sponsorship Request	2023-03-15	2023-03-28 Council
MLA Sheehy-Richard	Request for a Nomination for the Order of Nova Scotia	2023-03-15	2023-03-28 Council
VREN I	Re Response to continued partnership and IMSA	2023-03-16	2023-03-28 Council
NS Power	Re Avon Hydro System Relicensing	2023-03-20	2023-03-28 Council
Public Health	Re New alcohol guidance on harms and risks for residents	2023-03-20	2023-03-28 Council
Kody Blois	Re: Letter to the Hon. Kim Masland	2023-03-21	2023-03-28 Council

Correspondence Received

Margot Bureaux	Re Cancellation of ABF Leadership Competition	2023-03-21	2023-03-28 Council
Shawna Nichols	Re: Lego program	2023-03-23	2023-03-28 Council
West Hants Historical Society	Proclamation Request	2023-03-23	2023-03-28 Council
Pisiquid Canoe Club	Re: Funding Request	2023-03-24	2023-03-28 Council
KMK Negotiation Office	Re: Expression of interest to meet and discuss the Avon River and downtown waterfront	2023-03-28	2023-04-11 COTW
Markus Kehoe	Re Expression of appreciation	2023-03-29	2023-04-11 COTW
Chantelle Hill	Re Proclamation of Parental Alienation Bubbles of Love Day April 25 2023 Request	2023-03-30	2023-04-11 COTW
Communities in Bloom	Re Invitation to participate	2023-03-30	2023-04-11 COTW
David Simpson	Re Rails-to-trails to Windsor	2023-03-30	2023-04-11 COTW
Mark Kehoe	Re Permit D2023-019 Pisiquid Canoe Club Day Camps - Not Valid	2023-03-30	2023-04-11 COTW
Minister Lohr DMA	Re Sustainability Services Growth Fund (SSGF)	2023-03-30	2023-04-11 COTW
Hon. Masland	Re Intersection Lighting	2023-04-03	2023-04-11 COTW
Brenda Shiers Chair West Hants Uniacke Community Health Board	Re Request for Funding Support	2023-04-04	2023-04-11 COTW
Windsor Township Business District	Reimagine Lake Pisiquid	2023-04-04	2023-04-11 COTW
Poplar Grove Community Hall	Funding Request	2023-04-06	2023-04-11 COTW
Heather Lake	Re Cogmagun and Beaver Pond Petition	2023-04-11	2023-04-11 COTW
Laurent Breault, General Director	Re International Day Against Homophobia and Transphobia, May 17, 2023	2023-04-09	2023-04-25 Council
Trudy Flynn	Re Light up Municipal office Purple for May 12 Fibromyalgia Awareness Day.	2023-04-10	2023-04-25 Council
Zwicker Lake Core Committee	Re Letter of Complaint - Disrespectful Behaviour	2023-04-10	2023-04-25 Council
Gloria Shanks	S Re Old Shanks Road dated March 30, 2023	2023-04-10	2023-04-25 Council
Response to MP Blois	Re Highway 101 Twinning	2023-04-11	2023-04-25 Council
Hants County Federation of Agriculture	Re Expression of Appreciation for meeting	2023-04-11	2023-04-25 Council
Trevor Levy	Re Scotch Village Station Road Development	2023-04-14	2023-04-25 Council

Mark Kehoe	Re 2023-24 Tax Exemption Concern - Upper Vaughan	2023-04-16	2023-04-25 Council
Tom Levy	Re 301 Station Road Development	2023-04-16	2023-04-25 Council
Roberto Gueli and Anke Kungl	Re Community feedback for Sustainable Hill proposal	2024-04-17	2023-04-25 Council
Glooscap First Nation	Letter of Intent Re Proposed Addition to Reserve, Glooscap First Nation	2023-04-18	2023-04-25 Council
VREN to WHRM	Re Regional Enterprise Networks Review	2023-04-18	2023-04-25 Council
Mike Smith	Re Support of the Proposal from Sustainable Hill Campground and Yoga Dome	2023-04-20	2023-04-25 Council
Kathy Blois, Chair Hants County Senior Safety Association	Re Letter of Notice	2023-04-20	2023-04-25 Council
Seamus Marriot	Re FOIPOP Follow up	2023-04-20	2023-04-25 Council
Erin Naugler	Re Falmouth Highway Access	2023-04-23	2023-04-25 Council
Jessica and Allan Hill	Re Additional Considerations for Sustainable Hill's Application	2023-04-24	2023-04-25 Council
Karen Bourque-Ward and Art Ward	Re Scotch Village Station Road PID 45166915	2023-04-24	2023-04-25 Council
Wesley Petite	Re MPSA Retroactive Pay	2023-04-24	2023-04-25 Council
Hants County Federation of Agriculture	Re Scotch Village Rezoning Application	2023-04-25	2023-04-25 Council
Andrew Hardman	Re 997 Highway 14 - Zoning Change challenge	2023-04-26	2023-05-09 COTW
Guide Furlani	Re Concerns re 20 deer roaming and eating anything they can	2023-04-26	2023-05-09 COTW
Trevor Levy	Re Scotch Village Station Rd. PID 45166915	2023-04-26	2023-05-09 COTW
Denise Forand	Re Windsor Causeway and my Windsor's township waterfront vision	2023-04-27	2023-05-09 COTW
Barry Maxner	Re 50% Tax Reduction Request pertaining to Zwicker Lake Property and Pisiquid Canoe Club Concerns	2023-04-29	2023-05-09 COTW
Margot Bureaux	Re Banners	2023-05-02	2023-05-09 COTW
2023-05-03 Grant Thomas	Re Theft	2023-05-03	2023-05-09 COTW
Aissa Thomas	Re Windsor Textile Development	2023-05-04	2023-05-09 COTW
Art Ward	Re Scotch Village Station Road PID 45166915	2023-05-06	2023-05-09 COTW

Correspondence Received

Core Committee Zwicker Lake Property Owners	Re CCBF Funding and the Canoe Club	2023-05-08	2023-05-09 COTW
John Fitzgerald	Re Scotch Village yoga retreat	2023-05-10	2023-05-23 Council
Karen Fitzgerald	Re Yoga resort plan	2023-05-10	2023-05-23 Council
Bill Preston	Re Unsightly etc.	2023-05-11	2023-05-23 Council
Garret Johnston	Re Avon Street Erosion Hantsport Nova Scotia	2023-05-11	2023-05-23 Council
Margy Fletcher	Re Expansion to King Street from Payzant Drive	2023-05-11	2023-05-23 Council
Art Ward and Karen Bourque-Ward	Re Scotch Village Station Road PID 45166915 and PID 45148608.	2023-05-15	2023-05-23 Council
Letter to NSFM from the Minister of Municipal Affairs and Housing	Re 12 Month Notice	2023-05-15	2023-05-23 Council
Andrew Hardman	Re Property Tax Exemption List	2023-05-15	2023-05-23 Council
Upper Vaughan Property Owners	Re 997 Highway 14, Permit #C2020-371	2023-05-15	2023-05-23 Council
Denise Forand	Re Waterfront options are ours to design for generations to come. Ebb n Flow.	2023-05-16	2023-05-23 Council
Warden Nickerson	Re RCMP Retroactive Costs - Copy	2023-05-18	2023-05-23 Council
Art Ward	Re Proposed DA for Scotch Village Station Road PID 45166915 and PID 45148608.	2023-05-19	2023-05-23 Council
Shelley Arsenault	Re Rezoning and Development of Agricultural Land	2023-05-19	2023-05-23 Council
Lee and Debbie Watson	Re Old Railway, Collapse in Mt Denson	2023-05-21	2023-05-23 Council
Dave Smith	Re Zwicker Lake Petition	2023-05-22	2023-05-23 Council
Seamus Marriott	Re Petition to Reconsider Canoe Club Tax Exemption	2023-05-22	2023-05-23 Council
Denise Thibault	Re Concerned property owner and taxpayer	2023-05-23	2023-06-13 COTW
Glooscap First Nation	Re Proposed Addition to Reserve, Bishopville Road	2023-05-25	2023-06-13 COTW
Mark Kehoe	Re Property Tax Exemption Community Center	2023-05-26	2023-06-13 COTW
Barry Maxner	Follow up Re Definition of Community Centre and the Pisaquid Canoe Club	2023-05-29	2023-06-13 COTW
Will Balser, Coastal Adaptation Coordinator	Re Joint Statement Call to Release the Coastal Protection Act Regulations	2023-06-01	2023-06-13 COTW
Chrystal Fuller on behalf of Mitch Brison	Re connecting Payzant and King Street request to Council	2023-06-02	2023-06-13 COTW

Correspondence Received

Carrilee Eddy	Re World Ocean Day	2023-06-07	2023-06-13 COTW
Carrilee Eddy	Re Fire Protection	2023-06-07	2023-06-13 COTW
Mark Peck, CEO of Joint Regional Transportation Agency	Re Invite to Municipal Working Group	2023-06-07	2023-06-13 COTW
Wayne and Edith.	Re the Gate and the Crossing.	2023-06-07	2023-06-13 COTW
Steph Sedgwick	Re the Gate and the Crossing.	2023-06-08	2023-06-13 COTW
Debbie Stoddard-Pageau	Re the Gate and the Crossing.	2023-06-08	2023-06-13 COTW
Rachelle Trudel	Re Garlands Crossing - Access Roads	2023-06-09	2023-06-13 COTW
Mike MacDonell	Re Agritourism and Rural Development - Sustainable Hill Resort	2023-06-11	2023-06-13 COTW
Melissa Levy	Re Appeal	2023-06-12	2023-06-13 COTW
Paul and Amy Brown	Re Gate in the crossing	2023-06-13	2023-06-13 COTW
Jason Tucker and Tim Carr	Re Canada Day Events in Hantsport	2023-06-13	2023-06-13 COTW

From:	Denise Thibault
To:	PublicOnlyCouncilEmail
Subject:	Concerned property owner and taxpayer
Date:	Tuesday, May 23, 2023 11:01:08 PM

Caution [External Email]
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Dear WHRM Council Members,

As a property owner and taxpayer within the Municipality of West Hants I wish to petition and appeal the decision of Council to exempt the Pisiquid Canoe Club from paying property taxes on the 4 PIDS (45041886, 45041878, 45382900, 45382918) they own in Upper Vaughan. Rationale: Reviewing the West Hants Municipal Tax Exemption Policy, I believe this exemption may have been granted in error. Section 4 of the Tax Exemption Policy with comments.

4. CLASSIFICATION and REQUIREMENTS

4.1 Registered Canadian Charity – property of a registered Canadian charitable organization that is used directly for charitable purpose. These properties may be eligible for tax exemption.

The Pisiquid Canoe Club is not a Charity, so section 4.1 does not apply.

4.2 Non-profit – property of a non-profit community, charitable, fraternal, educational, recreational, religious, cultural or sporting organization, if, in the opinion of Council, the organization provides a service that might otherwise be a responsibility of the Municipality. These properties may be eligible for tax exemption.

The Pisiquid Canoe Club is a registered non-profit “recreational” organization, but they do not provide a service that is the responsibility of the Municipality, so section 4.2 does not apply.

4.3 Non-profit Commercial – commercial properties of any non-profit community, charitable, fraternal, educational, recreational, religious, cultural or sporting organization. These properties may be given a tax reduction from the commercial to residential rate on all or part of the taxable commercial property, provided they have submitted appropriate documentation.

If the Pisiquid Canoe Club's property was properly zoned for their activities, this is where they should have been recognized and given a reduction from commercial rates to residential. The Windsor Curling Club is a comparable example to the PPC and fits into this section.

Our Municipal budget requires a certain tax dollar contribution. When a property owner is exempt from contributing to that budget total, the burden falls on the other residents to pay more taxes to achieve the same total amount. Also, the property owner still receives all services paid for with the property tax contributions by others. No one from WHRM should have to foot the bill for the services provided to a private canoe club with an annual membership fee of $2100+.

The Pisiquid Canoe Club has assets (property and cash) in excess of over one million

dollars. I know of many residents within WHRM that have far less and struggle each year to pay their fair share, yet the PCC gets a free ride. The PCC group of properties in Upper Vaughan is assessed at close to $900, 000, which equates to a tax revenue of over $9000. If WHRM does not need this revenue I am sure that there are a number of low-income families within the community that could benefit from a property tax supplement.

The council's argument to exempt the PCC now as one day the organization might meet fall within the regulation is not logical. The tax exemption process is reviewed annually. Should the status of the PCC or any organization change, deal with it then.

As the property tax exemption/reduction request is an annual process. Each year council reviews applications and make decisions based on the policy. If a previous council failed to follow the policy and gave an organization a tax-exempt status, that does not mean that the present and future councils need to continue the error and disregard policy. The idea is to learn from mistakes not to replicate them. The options for council are:

1. Council can grandfather the decision made in error and then move forward implementing the policy as written for new applications.

2. Council can acknowledge the error made previously and within the annual review do a reset for all organizations, thus implementing the policy in a fair and non-bias manner.

As a property owner and taxpayer of WHRM, I request that this issue be placed back on the council agenda for debate and another vote. Hopefully with a clearer lens on this issue council will decide to implement Municipal Tax Exemption Policy as written rather than bowing and bending to internal pressures.

Thank you in advance for your reconsideration of this matter.

Regards,

Denise Thibault

137 Arcola Private, Ottawa, ON K1K 4W9

(Property owner of cottage at 127 Innes Lane, NS on Zwicker Lake)

Date - May 23, 2023

Sent from my iPhone

Government of Canada / Gouvernement du Canada

May 19, 2023

5600-30- 06036-B1
GCDocs #112928130

Mayor Abraham Zebian
West Hants Regional Municipality
76 Morison Dr., P.O. Box 3000
WINDSOR NS B0N 2T0

Dear Mayor Zebian:

Re: Proposed Addition to Reserve, Glooscap First Nation

Indigenous Services Canada (ISC) has been asked by the Glooscap First Nation to set apart certain lands as an addition to Glooscap Indian Reserve.

Further to my letter dated April 14, 2023 and your e-mail response of April 18, 2023 where you mentioned you would add it to your meeting agenda, this is a reminder that we have not received any further response from you. We look forward to hearing from you. If you need additional time to provide us with a response, kindly advise us to make arrangements.

Thank you for your assistance in this regard. If you have any questions or concerns with respect to this request, please contact Lesley Reynolds, Land Management Advisor by phone at (902) 397-4464 or by e-mail at lesley.reynolds@sac-isc.gc.ca.

Sincerely,

Krista MacDonald

Krista MacDonald
Manager, Lands, Environment and Natural Resources
Indigenous and Northern Affairs Canada - Atlantic
PO Box 160, 40 Havelock Street
AMHERST, NS B4H 3Z3

Tel.: 902-669-0864
Email: krista.macdonald@sac-isc.gc.ca

cc: Chief and Council of Glooscap First Nation
allcouncil@westhants.ca
Lesley Reynolds – ISC Land Management Advisor

Canada

NOVA SCOTIA

Public Works
Office of the Minister

PO Box 186, Halifax, Nova Scotia, Canada B3J 2N2

MAY 2 4 2023

His Worship Abraham Zebian
Mayor of West Hants Regional Municipality
PO Box 3000
76 Morison Drive
Windsor, NS B0N 2T0
DSnair@westhants.ca

Dear Mayor Zebian:

Thank you for your letters to Premier Houston and myself, inviting the Province to participate in the development of a new vision for the Windsor waterfront. As Minister of the Department of Public Works, the lead department for the Highway 101 Twinning Project, I am responding on the Premier's behalf as well.

The Province understands the concerns of the community and shares in the wish to have a decision on the final design and operation requirements of the new aboiteau. With the Department of Fisheries and Oceans approval process still ongoing, the decision and long-term impact on Lake Pisiquid and the Windsor and Falmouth waterfronts is unknown. Therefore, it would be inappropriate to proceed with planning at this time.

This is a difficult situation for the municipality and residents. We will continue to press for conclusion of the federal approval process so that the necessary highway twinning work can proceed, and the municipality is provided with the certainty required to move forward.

Yours sincerely,

Kim D. Masland
Minister

From: Mark Kehoe
To: Sara Poirier
Cc: Diana Gibson; Kathy Kehoe; Abraham Zebian; Mark Phillips; WWH Council
Subject: Re: Property Tax Exemption / Community Center Inquiry
Date: Monday, May 29, 2023 2:10:38 PM
Attachments: image700002.png
image700002.png

Caution [External Email]
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Hi Sara. Thanks for the email. I understand the tax exemption policy and the LUB are separate issues. I see clubs on the list for 2023 receiving the full exemption that don't meet the criteria but Mayor Abe stated that because there are already clubs on the list that dont meet the criteria, it would only be fair to include other clubs that don't meet criteria too. So I feel that as long as we are registered as a non profit club we'd meet the new criteria.

I don't think your explanation on the community center definition change is as genuine as you are describing. Yes the definition changed because council voted to add the peice regarding mobile canteens. However, your planning department took it upon themselves to change the entire definition by rearranging words and removing 'there of'... making it a much broader definition. And you did it at a time when a staff member/the PCC was struggling to meet the LUB for their club. It certainly helps their case and I don't accept that as unintentional. They are a club not a community center. And even if they are determined to be a community center with your new definition working for them, they still can't partake in land use not recognized in the LUB. Day Camps are not an authorized use in the General Resource Zone.

Regardless, if you're going to permit the PCC to operate under their obvious violation of the LUB and ignore tax exemption policy for them as well, then we are going to work within the same guidelines for our club and receive the same financial perks.

We are 100 percent serious. We recognize if your going change definitions and ignore policy, you're going to do what you want with tax payers dollars. We just want to be apart of the new format. We don't have the Commodore of our club employed with a Sr Staff position at the municipality so we want to make sure we get set up correctly to receive the same arrangements.

Thanks
Mark

On Mon, May 29, 2023, 1:30 p.m. Sara Poirier <spoirier@westhants.ca> wrote:

> Hi Mark,
>
> To follow up to the question about the community centre definition, the Land Use By-law (LUB) and Tax Exemption Policy are not related. As Diana mentioned earlier, if your group meets the criteria of the Tax Exemption Policy, regardless of LUB definition, then they can be considered by Council for an exemption.
>
> The definition of Community Centre was amended in 2022 due to a request initiated by Council to allow mobile canteens on community centre properties. This was not related to the Canoe Club. Council has now requested staff to review the definition and bring an information report back to Council at an upcoming meeting.

All the best,

Sara

Sara Poirier, LPP MCIP (she/her)
Director of Planning and Development
West Hants Regional Municipality
PO Box 3000, 76 Morison Drive, Windsor, NS, B0N2T0

T 902-798-8391 Ext. 117
E spoirier@westhants.ca
W www.westhants.ca

From: Mark Kehoe
Sent: Monday, May 29, 2023 12:35 PM
To: Diana Gibson <dgibson@westhants.ca>
Cc: Kathy Kehoe <kkehoe@westhants.ca>; Abraham Zebian <AZebian@westhants.ca>; Sara Poirier <spoirier@westhants.ca>; Mark Phillips <MPhillips@westhants.ca>; WWH Council <wwhcouncil@westhants.ca>
Subject: Re: Property Tax Exemption / Community Center Inquiry

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Excellent. The service would be to a private membership though...which the membership would come from the general public, so I assume that would meet the criteria.

Honestly, our community felt the Canoe Club may have been abusing our LUB and Policies to have been recieveing tax exemption and 1.5 million plus in tax grants. After now seeing the municipality supporting their efforts to the point of rewriting bylaw definitions to be broader for them, we now understand this money and tax exemtion is available to us as well.

We just want to be sure we take all the right steps to recieve it for our new club.

Thanks so much for your help.

Thank you,

Mark

On Mon, May 29, 2023, 12:10 p m. Diana Gibson <dgibson@westhants.ca> wrote:

> Hi again,
>
> So, there is no limit to the number of PIDs, however each PID that you are requesting for tax exemption, would need to be used for the service you are planning to provide to the general community to qualify.
>
> Thanks
>
> Diana

Diana Gibson (she/her)
Acting Director of Financial Services
West Hants Regional Municipality
PO Box 3000, 76 Morison Drive, Windsor, NS, B0N 2T0

T 902-798-8391 Ext. 105
E dgibson@westhants.ca
W www.westhants.ca

From: Mark Kehoe
Sent: Monday, May 29, 2023 11:24 AM
To: Diana Gibson <dgibson@westhants.ca>
Cc: Kathy Kehoe <kkehoe@westhants.ca>; Abraham Zebian <AZebian@westhants.ca>; Sara Poirier <spoirier@westhants.ca>; Mark Phillips <MPhillips@westhants.ca>; WWH Council <wwhcouncil@westhants.ca>
Subject: Re: Property Tax Exemption / Community Center Inquiry

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Thanks Diana. We do plan to register. We just need to know if there's any limit to the number of PID's we can ad to the tax exemption.

Thanks

Mark

On Mon, May 29, 2023, 11:11 a m. Diana Gibson <dgibson@westhants.ca> wrote:

> Hi Mark
>
> Thank you for your email.
>
> I can't speak to the community centre portion of your request, but Director Poirier will get back to you on this.
>
> When it comes to tax exemption, I have attached our approved tax exemption policy. Section 4 lists the requirements to be tax exempt. To summarize, in order to be qualified for tax exemption, your group must be one of the following:
>
> - Registered Canadian Charity
> - Non-Profit Organization
>
> - This includes, communities, charitable, fraternal, educational, recreational, religious, cultural, or sporting organizations, who are providing a service to the community that if they were not there may be a responsibility of the Municipality.
>
> - Non-Profit Commercial
>
> - The same as non-profit organizations, however they are in a property that Property Valuation Services deems to be a commercial property.
> - These properties do not receive full exemption, but instead receive an adjustment that their taxes are billed at the residential rate instead of the commercial rate.
>
> Should you feel your group/organization fits one of these categories, you would need to send a letter/email to me indicating your request to be added to the list at your next budget session, in early 2024. We would also require proof of your good standing with the Registry of Joint Stocks or your good standing as a Canadian Charity.
>
> Thank you and please let me know if you have any additional questions about the process of applying for tax exemption.
>
> Diana
>
> **Diana Gibson** (she/her)
> Acting Director of Financial Services
> West Hants Regional Municipality
> PO Box 3000, 76 Morison Drive, Windsor, NS, B0N 2T0
>
> T 902-798-8391 Ext. 105
> E dgibson@westhants.ca
> W www.westhants.ca
>
> ---
>
> **From:** Mark Kehoe <mark@jcbakker.com>
> **Sent:** Saturday, May 27, 2023 7:51 AM
> **To:** Kathy Kehoe <kkehoe@westhants.ca>
> **Cc:** Abraham Zebian <AZebian@westhants.ca>; Sara Poirier <spoirier@westhants.ca>; Mark Phillips

<MPhillips@westhants.ca>; WWH Council <wwhcouncil@westhants.ca>; Diana Gibson <dgibson@westhants.ca>
Subject: Re: Property Tax Exemption / Community Center Inquiry

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Thanks for the reply Kathy and Abraham.

We see the large quantity of tax dollars being handed out and with the new broad definition of community centers being recently amended by the planning department to include anyone that wants to be a community center and we want to get set up and apply before you see a large spike in applications from folks like Martock, the Curling Club, the Tennis Club, The Rotary Club ect.

We want to make sure we have our Upper Vaughan Community Center set up correctly though, so my question is regarding the PID's. Can we list multiple PID's under 1 community center. Or does every PID need to be it's own Community Center? We don't want to miss any Tax Exemptions or Grants for our Club.

Thanks

Mark

On Sat, May 27, 2023 at 6:38 AM Kathy Kehoe <kkehoe@westhants.ca> wrote:

> Good morning Mayor and Mark! Grants and Contributions are received through the Community Development Department however, the tax exemption piece sits with the Finance Department. I have copied Acting Director, Diana Gibson on this email as well for her input.
>
> Have a great weekend!
>
> Kathy
>
> **Kathy Kehoe**
> Director of Community Development
> West Hants Regional Municipality
> PO Box 3000, 76 Morison Drive, Windsor, NS, B0N2T0
>
> T 902-798-8391 Ext. 123
> E kkehoe@westhants.ca
> W www.westhants.ca

On May 26, 2023, at 9:51 PM, Abraham Zebian <AZebian@westhants.ca> wrote:

Thanks for the email Mark. Grants & Contributions as well as tax exemption lists go through Community Development. I've copied Director Kehoe on this reply as well.

Kindest regards.

Mayor Abraham Zebian

West Hants Regional Municipality

76 Morrison Drive

Windsor NS

B0N 2T0

902-790-1566

On May 26, 2023, at 4:37 PM, Mark Kehoe wrote:

Caution [External Email]

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Hello Sara, I hope you're the right person to direct this inquiry to. To qualify for property tax exemption and property improvement grants in 2024, a large group of property owners in Upper Vaughan are interested in forming a board of directors and becoming a community center. Our question is, can we list multiple PIDs under 1 Community Center, or does each deed owner need to become their own individual community center?

Thanks

Mark Kehoe

Upper Vaughan, NS

--

Mark Kehoe

[redacted]

[redacted]

[redacted]

[redacted]

[redacted]

--

Mark Kehoe

From: Barry Maxner
To: PublicOnlyCouncilEmail
Date: Monday, May 29, 2023 7:00:14 AM
Attachments: Letter to council 2.docx

Caution [External Email]
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Mr. Mayor

I thought that you needed a 2nd letter to remind you that I still have not received a reply to my 1st letter from over a month ago.

And is not strange to you to say the MLA pamphlet is divisive and yet this is exactly what you are allowing to take place on Zwicker Lake.

I have copied ACOA and the news to help speed things up on the replies.

Barry Maxner

Sent from Mail for Windows

Letter to Council

Mr. Mayor you must be happy to see this “Community Center” issue come before council because if you defeat this you can get what you really want, and that is the Pisiquid Canoe Club (PCC) must get a development agreement. You have stated that this is what you want. Now is your chance to make it happen. Vote **down** for the change in the Community Center wording and get the Development Agreement (DA). That is what everyone else must have. That is a **Compliance issue, something that everyone is required to do.**

Why has this PCC concern continued to go on?

I know that the council thinks that just some small group opposed to the PCC being on Zwicker Lake, but really it is about Senior Municipal Officials not doing their job. The By-laws are made by the council, and it is the job of senior officials to enforce those By-laws not to see how far they can be bent or changed to suit their wants. **Your By-laws. Who is protecting the INTEGRITY of those By-laws? That is the obligation of senior management to enforce.**

Would you even need to change the meaning of Community Center if the PCC applied for a DA?

Does this set precedence and open a door for anyone else to apply for Community Center statis?

Does this mean that the Curling club, the tennis club and even the Rotary Camp should apply for the same status? Tax free sounds good. Really, they might not even have to apply, you just need a senior municipal official in your club.

When the commadore of the PCC is a senior official with the municipality and is applying for funding from the municipality. **CONFLIT OF INTEREST is not a problem???**

Did you receive a written application from the PCC to change the Community Center wording, or did senior officials decide that it was needed to **suit their agenda?**

You should be asking why the PCC needs to be a community center? Is it because the property taxes are too much? Then maybe they should not have accepted such a generous gift from taxpayers ($1.3 million). This makes a nice donation to the PCC of what, $9,000 in property taxes.

Why did the Municipality need to give $17,500 to the PCC to upgrade their septic field when they have a profit of over $87,000 in 2021 (according to their financial statements with the Registry of Joint Stocks). Does it need to be a Community Center to deal with the Judicial Inquiry (as these permits are under JUDICIAL REVIEW)? There would not be a Judicial Review if Senior Municipal Officials had enforced your By-laws.

If senior municipals officials do not have to comply with your By-Laws why would anyone else comply?

Does becoming a community center safeguard the children who walk on HWY 14 to the beach to swim and have fun (unsupervised)? Does not having a lifeguard on duty with up to 100 kids at the Community center make for good judgement?

The kids arrive at 8 am and are there until 5 pm. They have training on the lake and then (up to 75%) the rest of the time it's fun and games. They all are supposed to wear life jackets if they go swimming, but kids will be kids, and some forget to wear them. Do their parents understand the dangers of the lack of oversight here at **DAYCARE**? Maybe "**DUE DILIGENCE"** will protect them**.**

Doesn't it seem strange that shortly after director LaMay retired (who kept stating the PCC needs to apply for a DA because they are in NON-COMPLIANCE with your By-laws and that the PCC was in NON-COMPLIANCE all last year) that the development officer now finds that he can issue a permit? The same officer who cannot determine the difference between a personal storage building, on a **numbered company permit application,** and an Industrial Site with over a dozen containers, heavy forklift, and tractor trailers moving in and out?? How did he come to this conclusion? Was he advised from higher up the ladder?

ACOA approved a $632,500 gift to the PCC and in their own words.

ACOA program officer, Kyla Pierik, stated that "The lake is used for recreational purposes and the property is zoned residential and minor commercial which is suitable for operating a recreational sport facility".

The property is zoned “General Resource (GR)” and within the Land Use Bylaw (LUB) for the GR category there is no allowance for the operation of a recreational sports facility. Especially not for an organization that owns, operates, and maintains a private club where access is limited to paying members. (Note: annual membership is $2100 + /year.).

In the sustainability and viability section of the ACOA report. They stated the overall risk of the project was "Low" while the consultant stated otherwise. It appears that ACOA views were opposite to the consultant’s report, which ACOA paid for. In other words, they paid a consultant and then came to a totally different conclusion, but based on what evidence?

This was consultant’s conclusion.

“For a permanent location, it recommended every effort be made to enable the PCC to continue to operate on Lake Pisiquid. This implies restoration of the body of water of minimum dimensions 2000x100x1.5m for at least the on-water season of April-November. Should it be impossible to have such a body of water, Zwicker Lake in Upper Vaughan would be a distant second choice. The cost of such a relocation is estimated to be $2,793,000. However, it is expected the PCC would not *thrive there and may well become economically unviable over the long term”.*

This is from ACOA who stated in their report that they did their “**DUE DILIGENCE”.** Did anyone from ACOA follow up to see if the PCC complied with the ACOA requirements such as having the proper permits? DUE DILIGENCE and follow by ACOA representatives certainly seems to be lacking.

I did not know that ACOA purchased properties in their mandate, but if they do, they should maybe add, check the proper zoning and check to see if the proper permits are or can be issued that could help with “**DUE DILIGENCE”.**

Maybe we need our MP Kody Blois to **“lean”** on ACOA officials to see how they could come to this conclusion.

The province also contributed $600,000 for the purchase of the property and was there any **“DUE DILIGENCE”** on their behalf or was there just extra money left in the budget for the year?

Maybe our MLA could enlighten you as to who applied for this money and how it was approved, but only if you, council did your "**DUE DILIGENCE".**

Does anyone know how many kids attended the PCC daycare last year? Does anyone know how many have paid for the camps this year? I am not talking about projected numbers, real paid-up numbers, how many? You the council should be asking these questions.

Here is a list of ACOA funding to the PCC and this does not include any moneys from the province or the municipality.

May 2,2022 Agreement number 221082 $632,500.00

April 25, 2022 Agreement number 18258236 $17,013.00

February 14,2022 Agreement number 220224 $40,471.00

April 26, 2021 Agreement number 017717075 $16,466.00

June 8, 2020 Agreement number 016746372 $11,946.00

May 13, 2019 Agreement number $7,740.00

April 20, 2018 Agreement number 01518470 $7,363.00

June 3, 2015 Agreement number 204536 $115,478.00

These can be found here. Grants and Contributions (canada.ca)

This year the PCC wants to install a 4-lane racecourse. Which government source of funding is going to pay for this? It surely could not be expected that the PCC would pay to install 5 lines of up a total of 250 buoys with cables and cross ties covering approximately 60% of the lake with their **own** money.

Who is responsible for these cables? Just asking, as the cables from the PCC racecourse in Windsor are still there for people to get caught on. (Video available on request). They still belong to PCC, they might not have created the problem, but it is their **responsibility** to have it cleaned up.

When do the handouts stop? How much money is enough? Whether the money comes from Municipal, Provincial or Federal trough it is still our tax dollars. When the PCC fails remember all the tax dollars wasted. Remember the consultant report "**economically unviable in the long run." Or do we just keep putting in**

more taxpayer dollars? How many years has council given money to the PCC and how much? A previous councillor suggested it was every year. If you do not put an end to these yearly gifts, they will keep coming.

Maybe council could ask their accounting department for a list of funds given to the PCC by the municipality say from 2015 on to keep it consistent with ACOA numbers that are provided.

All taxpayers in the West Hants Municipality should be upset with the abuse of our tax dollars.

The perceived **OLD BOYS CLUB** in the office continues to let it happen. **DO IT AND WE WILL FIX IT LATER** or is that only my perception. If you color outside of the lines, no problem, we can move the lines. We got your backside covered.

An **institution** such as the **Municipality loses its credibility and stature when it behaves like this with no regard for its own by-laws**. Shame on you. ***Shame on the municipal officials for not working with "Both Sides" you have only made matters much worse.***

Lack of good leadership is to blame. Good leadership would not let this issue continue for over a year. Good leadership would try to settle this quickly and fairly. Good leadership would certainly have been on top of this and gotten it resolved in a timely and fair manner.

Leadership, Trust, Accountability, Honesty, Integrity, Fairness, Discipline, Compliance, Ethical, Courage, Transparent, Responsible, Respect. All those qualities that **should start at the very top,** are certainly missing in your highest-level of officials. They get a **failing grade** and should be taken to task by you, the council who have a responsibility to protect the safety of our kids and the wise use of our tax dollars.

A great deal of time, effort and money has been wasted on trying to avoid a DA. Senior officials continue to look for ways to get around the DA. Will it continue?

The PCC needs a home and residents need fair treatment by the municipality. **Stop trying to put a square peg in a round hole.**

Council, take a good hard look and question what is being presented to you, by whom and question why you are being asked to change the wording of your own By-laws.

Respect is something that is **earned and easily lost**. The Municipal officials have certainly lost a great deal of respect from the Upper Vaughan community.

I hope that this is transparent enough for you to have some 2nd thoughts.

I sent an email to the council with my concerns back in April, to which I still have not received a reply other than the standard reply from the mayor. Thank you for your email. *BLAH, BLAH, BLAH we do not care.*

Now you, the council, must decide what will happen with this issue. Either way you will wear **your decision** because you are the front line.

Again, I will wait for your response, but I will not hold my breath. Its sad when no one replies.

PS. **Do not be generous with severance**.

VERY FRUSTRATED, TAX PAYING RESIDENT OF WEST HANTS

Barry Maxner

Cc. Laurie.Cameron@acoa-apeca.gc.ca

Janine.Fraser@ACOA-APECA.GC.CA

Kody.Blois@parl.gc.ca

johnlohrmla@gmail.com

melissa.mlaoffice@gmail.com

From: Abraham Zebian
To: Deanna Snair
Subject: Fwd: Joint Statement - Call to Release the Coastal Protection Act Regulations
Date: Thursday, June 1, 2023 4:00:58 PM
Attachments: Outlook-ujhbzmem.png
ATT00001.htm
Coastal Protection Act Joint Statement - Municipalities.pdf
ATT00002.htm

From: Will Balser
Date: June 1, 2023 at 3:54:03 PM ADT
To: Abraham Zebian <AZebian@westhants.ca>
Subject: Joint Statement - Call to Release the Coastal Protection Act Regulations

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Dear Municipality of West Hants Council,

I'm writing to see if the Regional Municipality of West Hants would be interested in signing onto a joint statement from Nova Scotia's municipalities and the Ecology Action Centre calling on the Province and Minister Halman to release the regulations for the Coastal Protection Act. The indefinite delay was announced March 29th despite Minister Halman's promise immediately following Hurricane Fiona that regulations would be in force before June 2023. This is a direct and unreasonable offloading of responsibility and work to all Nova Scotia Municipalities without existing coastal development regulations, who continue facing unchecked, reckless development on their shorelines.

See attached for our draft letter.

Please let me know if you think the Municipality is interested in signing this statement, and if you have any questions, don't hesitate to give me a call.
Best,

Will Balser (he/they), Coastal Adaptation Coordinator
Kjipuktuk, Unceded Mi'kmaw Territory 2705 Fern Lane, Halifax, NS, B3K 4L3S
work:
ecologyaction.ca

Ecology Action Centre

P. 902-429-2202
F. 902-405-3716

2705 Fern Lane
Halifax, NS | B3K 4L3

Dear Minister Halman:

We the undersigned Municipalities of Nova Scotia are writing to express our deep disappointment over your decision to indefinitely delay regulations for the Coastal Protection Act. We are calling for the immediate release and implementation of the regulations before any more reckless development puts our communities and ecosystems further at risk.

The province must step up and act on behalf of all Nova Scotians. We are in a climate emergency, and this delay is irresponsible and unacceptable. Our coasts are an integral part of our economy and our identity as a province, and we urge you to do the right thing and act to protect them immediately.

A vast majority of Nova Scotia's coast has no significant development regulation. The Province's continued delay of the regulations is an unfair offloading of labour and costs onto Municipalities, leaving them to either pass their own bylaws, or continue to suffer degradation of our coastal communities and environment.

The Coastal Protection Act was passed in 2019. Extensive consultation since then has shown that Nova Scotians and municipalities support strong protective measures along our coasts. In response to more than $385 million in damage from Hurricane Fiona, you pledged in the fall of 2022 that Coastal Protection Act regulations would come into effect in the first half of this year. This delay breaks your promise to communities and represents a failure to protect Nova Scotians from sea level rise.

From: Chrystal Fuller
To: Mark Phillips
Cc: MBrison; Allan Golding; Todd Richard; Sara Poirier; Deanna Snair
Subject: Presentation and request to Council
Date: Friday, June 2, 2023 4:08:13 PM
Attachments: image001.png

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Mark,

As we discussed last week, Brison strongly believes that West Hants should be working toward connecting Payzant and King Street. As I understand it, Council has not given any direction to staff regarding this street connection and the construction of it is not in any short- or long-term budget or operational plan. Therefore, staff are unable to devote staff resources to the Brison request to create the Payzant and King connection.

Please take this email as a formal request to present to Council. The purpose of the presentation is to seek Council direction and place the Payzant/King Street connection on staff's current workplan. This would allow staff to investigate the connection, work with impacted property owners and community members and bring a report back to Council regarding the connection.

A letter outlining why Brison feels this request is in the public interest, and also in the interest of the Crossing residents will be submitted within the week for staff and council consideration.

This quick email will hopefully allow sufficient notice to get on the next available Council agenda.

Thank you,

Chrystal Fuller, LPP, MCIP
Principal, Brighter Community Planning & Consulting
80 Water Street
Windsor, NS

brighter community
PLANNING & CONSULTING

http://www.brighterplanning.ca

From: Carrilee E
To: PublicOnlyCouncilEmail
Subject: Fire Protection Plans
Date: Wednesday, June 7, 2023 9:54:14 AM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

How do we plan to address the inadequate fire protection alleged by MLA Richard to MLA Lohr?
I ask for a response to what measures are currently your list and when did the Fire Chiefs of Windsor and South West Hants ask for these measures.

Carrilee Eddy
Windsor, NS located in **Mi'kma'ki on ancestral and unceded territory of the Mi'kmaq people**

From: Carrilee E
To: PublicOnlyCouncilEmail
Subject: World Ocean Day
Date: Wednesday, June 7, 2023 9:27:32 AM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Tomorow is World Ocean Day and I sincerely hope you all will acknowledge this in some large way.
We need to work even harder to bridge the divide in WHRM over the Avon River and I hope to see you try.

Carrilee Eddy
Windsor, NS located in **Mi'kma'ki on ancestral and unceded territory of the Mi'kmaq people**

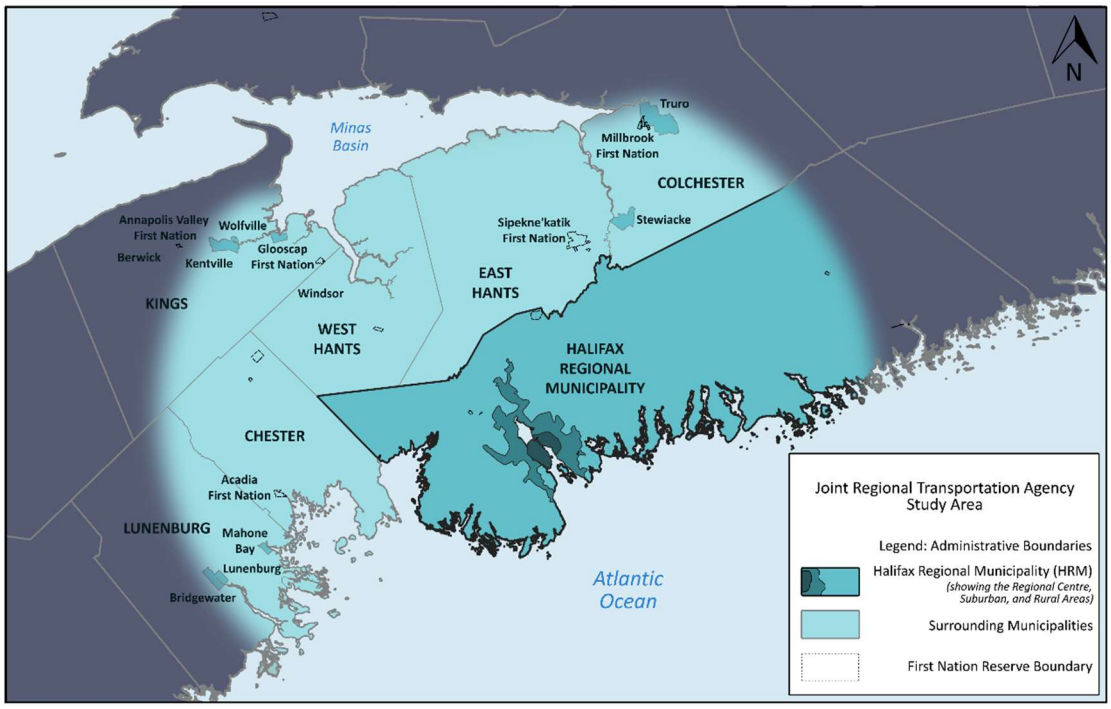
JRTA JOINT REGIONAL TRANSPORTATION AGENCY

June 7, 2023

To Mayor and/or Warden and Members of Council,

The Joint Regional Transportation Agency (JRTA) is a provincial Crown Corporation created by the Government of Nova Scotia (Bill No. 61) in 2021 that reports to the Minister of Public Works. The mandate of the JRTA is to plan for all modes of transportation consistent with the region's growth and development to ensure the safe, efficient, and coordinated movement of people (walking/rolling, cycling, buses, ferries, trains, vehicles), goods (trucks, trains, ships, planes), and the necessary infrastructure (streets, transportation facilities, highways, bridges, rail corridors, ports – marine, ground, air).

To carry out this mandate, the JRTA is committed to collaborating with key partners to create a Regional Transportation Plan to ensure the transportation system is prepared for a period of unprecedented growth. The Regional Transportation Plan's study area includes the Halifax Regional Municipality and surrounding communities within an approximate one-hour travel time from Halifax (see map of study area below).



More information on the JRTA can be found here: jrta.ca.

The JRTA sits in a unique position to work across jurisdictions and all levels of government to promote collaboration. This provides a long-range lens for the regional transportation system to help maximize the impact of investments and cost-shared funding opportunities. Enacted in legislation, the JRTA works with a Transportation Advisory Board of six core partners:

- Halifax Regional Municipality
- Nova Scotia Department of Public Works
- Halifax Harbour Bridges
- Halifax Port Authority
- Halifax International Airport Authority
- Atlantic Canada Opportunities Agency

In addition to these core partners, the JRTA has begun to engage various provincial departments and the 15 municipalities within the study area. We recognize that municipalities have a wealth of transportation planning knowledge and experience and have existing plans, strategies, studies, and projects that are important to, dependant on, or that will inform the Regional Transportation Plan. Based on this and our initial meetings with the 15 municipalities, I would like to formally invite a member of your staff and an alternate (E.g. Chief Administrative Officer, Director of Planning) to join a Municipal Working Group. The Terms of Reference are attached to this letter to provide additional clarity on the roles and responsibilities of the working group. The focus of this collaboration is a multi-purpose approach to planning and infrastructure decision-making that will ultimately drive sustainable growth and enhance the well-being of Nova Scotians.

In order for your municipality to participate on the Municipal Working Group, please submit one name to be the primary Working Group Member and one alternate before June 16, 2023 if possible.

If you have any questions, please don't hesitate to reach out.

Sincerely,

Mark A. Peck
CEO, Joint Regional Transportation Agency

Attachment: Terms of Reference, JRTA Municipal Working Group

JRTA JOINT REGIONAL TRANSPORTATION AGENCY

Municipal Working Group
Terms of Reference

Date: May 18, 2023

1. Overview

The Government of Nova Scotia established the Joint Regional Transportation Agency (JRTA) in the fall of 2021 as a new crown corporation under Bill No. 61 to address the challenges associated with a multi-jurisdictional transportation system. The primary mandate of the JRTA is to conduct long-range strategic transportation planning, including the development and implementation of a Regional Transportation Plan (RTP). The RTP will provide a coordinated strategic vision for the regional transportation system that guides transportation and land use decision making and associated infrastructure investments across jurisdictional boundaries.

The vision, mission, and mandate of the JRTA are summarized below:

Vision
A safe, efficient, equitable and resilient regional transportation system that delivers sustainable economic growth by connecting communities.

Mission
Championing regional collaboration to advance transportation solutions through joint planning, partnerships, data driven analysis, and strategic investments.

Mandate
Plan for all modes of transportation consistent with the region's growth and development to ensure the safe, efficient, and coordinated movement of people and goods.

The Municipal Working Group is made up of representatives from the 15 municipalities within the JRTA study area. This includes:

Halifax Regional Municipality (HRM)
Municipality of the County of Colchester
Municipality of the County of Kings
Municipality of the District of Chester
Municipality of the District of Lunenburg
Municipality of the District of West Hants
Municipality of East Hants
Town of Berwick
Town of Bridgewater
Town of Kentville
Town of Lunenburg
Town of Mahone Bay
Town of Stewiacke
Town of Truro
Town of Wolfville

DRAFT

2. Purpose

The primary focus of the Municipal Working Group is to work in collaboration with the JRTA staff and in parallel with other JRTA working groups to support the development of the RTP that will enable growth, and the safe, efficient, and coordinated movement of people and goods within the Halifax Regional Municipality and surrounding areas.

The Municipal Working Group Members are key representatives and liaisons between their Municipality and the JRTA and are required to:

- facilitate the sharing of information between their respective municipality and the JRTA;
- provide insight and expertise from their municipality and associated subject matter expertise throughout the development of the RTP;
- review key deliverables from the JRTA and its consultants;
- identify opportunities, and potential projects and policies that align with or relate to the JRTA mandate and RTP;
- help to strengthen the integration of long-term transportation and land use planning across the study area;
- work collaboratively to resolve any concerns, conflicts or challenges related to joint transportation planning and implement regional transportation solutions; and,
- brief key stakeholders within their municipality (e.g., councils, staff, etc.) to keep them informed on the status and progress of various JRTA initiatives.

3. Membership

3.1 General Composition

The Municipal Working Group is made up of representatives from the 15 municipalities within the JRTA study area. Members are expected to provide technical input and expertise as it relates to the regional interests of their municipality within the RTP. It is understood that based on expertise required, additional members from the 15 municipalities may be brought in to provide insight. Additionally, depending on availability, members may designate a temporary proxy to serve as the representative from their organization if they are unable. This should be discussed with the JRTA prior to assignment. This flexibility in membership is intended to allow for continuous communications between the JRTA and the municipalities within the JRTA study area.

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3.2 Representatives

To be confirmed

Municipality	Title	Member Name

3.3 Anticipated Commitment & Communication

The development of the RTP requires efficient and timely engagement. It is recognized that members of the Municipal Working Group will be providing support and insight in the development of the RTP in parallel to their core roles and responsibilities within their respective organizations.

Based on the Communications and Engagement Request for Proposal, three stages of engagement have been identified thus far (during visioning, scenario planning, and finalization of RTP). Municipal Working Group meetings are anticipated to be held in conjunction with those three stages of engagement with the majority of the effort to be focused during the scenario planning phase (Fall-Winter 2023). The JRTA and its consultants will work to provide adequate notice of any additional meetings and periods that will require a greater amount of effort from the Municipal Working Group.

Meetings will be organized to have a clear purpose to efficiently use the time allotted. The circulation of materials for review will occur outside of the meetings, the meetings will primarily serve as workshops and time to present and discuss, consider, and evaluate ideas that will contribute to the development of the RTP. The JRTA will provide regular updates to ensure that the municipalities are aware of the current stage of the project.

In person attendance for meetings is encouraged and will typically occur when the consultant teams are in Nova Scotia for engagement initiatives. Other meetings may be held virtually with the option to attend in person.

4. Relationship to other Committees and Working Groups

The governance of the JRTA involves relationships with several key groups or committees. The figure below illustrates the current governance and associated relationship between the JRTA, TAB, and other working groups.

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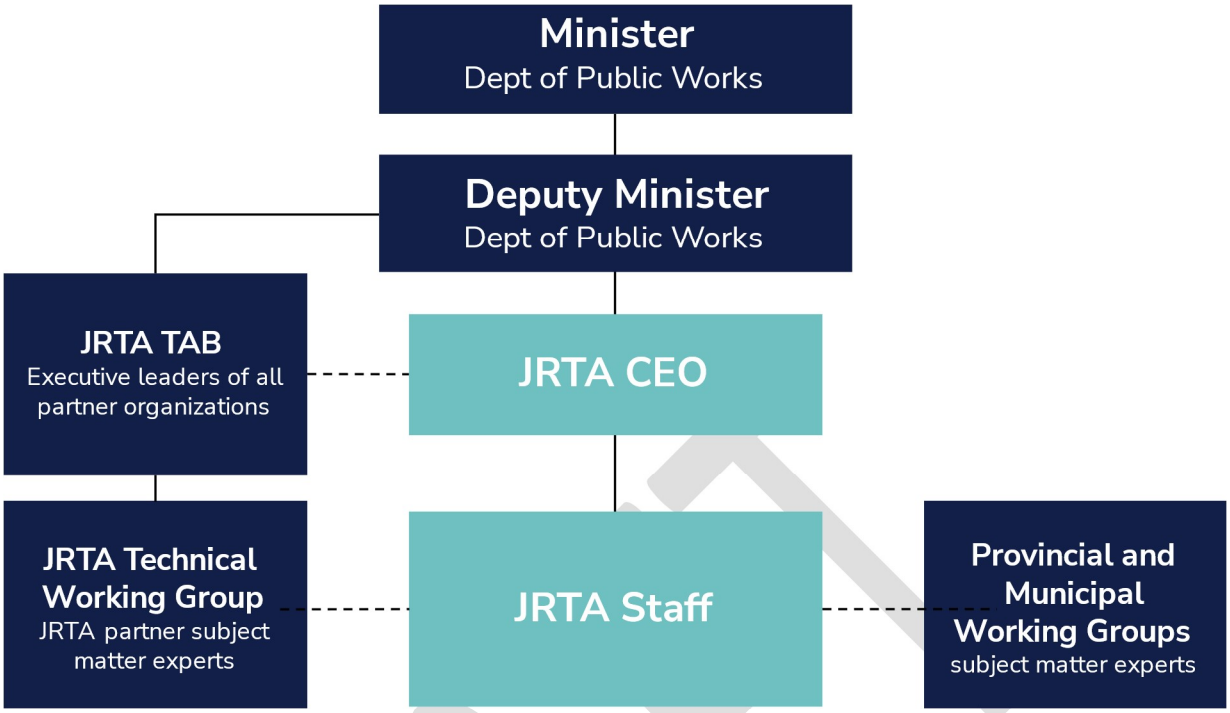

The table below identifies and further describes the other committees, key teams and working groups that the JRTA is engaging with in the development of the RTP.

Team / Working Group	Description
Technical Advisory Board (TAB)	• Executive leaders from the core JRTA Partners • The TAB provides strategic guidance to JRTA • The TAB will make recommendations to the Deputy Minister of Public Works and the Minister of Public Works as necessary
JRTA Technical Working Group (TWG)	• Subject matter experts (SME's) from each of the core partner organizations. • Members provide technical input and expertise as it relates to the interests of each of their organizations. • The TWG supports the development of strategic plans, such as the RTP. • Members facilitate the sharing of information between respective organizations. • The group helps identify opportunities, potential projects, and policies that align with or relate to the JRTA mandate, core partner projects and RTP. • Members will work collaboratively to resolve any concerns, conflicts or challenges related to joint transportation planning and implement regional transportation solutions.

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	• Responsible to brief senior leaders within respective organizations to keep them informed on the status and progress of JRTA initiatives.
Province of Nova Scotia Network / Working Group	• The JRTA is working with provincial departments to establish a collaborative network that can be engaged to gain insight from diverse organizational perspectives. • The intent of this network is to create alignment across provincial departments beyond the JRTA partners to establish mutually supportive plans, strategies, and initiatives. • This network may influence areas that are outside the scope of the RTP but will contribute to or dictate the plan's success (e.g., institutional investments, infrastructure location and investment, etc.). • This network will also ensure the RTP accounts for and includes requirements or assumptions from other plans, strategies, and initiatives.

5. Review

The Terms of Reference will be reviewed annually and updated as needed.

DRAFT

From: Bob Morton
To: Deanna Snair; WWH Council
Subject: Fwd: Gate between Underwood and Edward (The Crossing)
Date: Thursday, June 8, 2023 11:09:06 PM

From: Debbie Pageau
Sent: Wednesday, June 7, 2023 9:05:53 PM
To: Bob Morton <bmorton@westhants.ca>
Subject: Gate between Underwood and Edward (The Crossing)

Caution [External Email]
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Hi Counselor Morton,
I understand that in an upcoming meeting the issue of the Gate will be discussed. As a resident of the Crossing, and especially in light of the recent fire situation across the province, I am very concerned that there is only one exit out of our community. Opening this gate would allow residents the option of another exit, and also allow access to the hospital in case of an emergency. Our hospital is virtually next door, however we have no quick access to it should any of the residents require it in an emergency.
Opening the gate makes the most sense in these circumstances and I wish my concerns to be brought forward during this meeting.
Sincerely,
Debbie Stoddart-Pageau

From: Bob Morton
To: Deanna Snair; WWH Council
Subject: Fwd: Gate - The Crossing.
Date: Thursday, June 8, 2023 11:08:24 PM

From: Wayne
Sent: Wednesday, June 7, 2023 9:08:45 PM
To: Bob Morton <bmorton@westhants.ca>
Subject: Gate - The Crossing.

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Mr Morton,
My wife and I would like to add our support in having the gate open, between Underwood and Edward Drive.
Thank you .
Kind Regards,
Wayne and Edith
Edward Drive.

Sent from my iPhone

Steph Sedgwick

Windsor

June 8 2023

Bob Morton, Councillor
West Hants Regional Municipality

Dear Bob,

I'm writing in response to some chatter on the Garlands Crossing facebook page about an upcoming Council meeting that will discuss the gate between Underwood Drive/Edward Drive.

I'm sure you remember that this "gate" access has been an issue since before the two communities amalgamated. I would like to remind anyone interested in why that gate is there, that both communities hired independent companies to provide an assessment and recommendations for the best route options for connecting the new (at that time) community of The Crossing. At no time was Underwood Drive identified as being physically capable of handling the additional traffic expected by opening that gate. I would love to hear why it seems that these studies are no longer being referenced by anyone involved in these conversations.

Underwood Drive is approximately 19 feet wide. Edward Drive is nearly twice that, at 38 feet. Neither street has a sidewalk for safe pedestrian use. We have been frequently informed that there is no physical space or budget to install one. We have raised our young family on Underwood Drive and have been extremely grateful to be on the cul-de-sac; without a sidewalk, there literally is no safe way for my children to navigate our neighbourhood. I have heard the same concerns about the lack of pedestrian consideration from the Garlands Crossing community with their own pre-existing area, and the development of the Crossing has expanded the population dramatically in a relatively short time. The Crossing encourages active participation in its community, which results in a lot of folks out walking on the road. Surely it would be fair to assume that opening the gate would create a significant increase in traffic from all directions, and therefore a potentially high safety risk. We already have significant traffic issues in the Trecothic area even without the ongoing development happening between us and the high school.

I am aware that direct access to the hospital for emergency services is the first "reason" that folks will identify as why the gate should be removed. I would like to point out that it is in fact an emergency gate, and that I and my neighbours have been consistently told that emergency vehicles are the only ones with the ability and the right to open it.

I have heard that WHRM has a plan to mitigate the existing traffic nightmare that is the Wentworth/Payzant intersection, and I'm sure that the gate at Underwood/Edward will eventually be removed regardless of what the residents want. However, I would certainly hate to think that the gate would be removed before any adequate overall traffic safety had been addressed.

Thanks for your time,

Stephanie Sedgwick

West Hants Resident

From: Rachelle Trudel
To: PublicOnlyCouncilEmail
Subject: Garlands Crossing - Access Roads
Date: Friday, June 9, 2023 11:53:46 AM

Caution [External Email]
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Good morning,

There are growing concerns in this retirement community given the ongoing//recent fire situation(s) that have presented in the past weeks in this province.

Currently, to my knowledge, there is only 1 entry // exit road into the Garlands Crossing community.

The community currently sits at approximately 357 households. If that number is doubled it is approximately 700 (give or take) people in this community. Keep in mind this number does not include residents on and around Underwood street. Which is currently the only entry and exit to the Garlands Crossing Retirement Community.

In the possible event of a future evacuation the entire community would be bottlenecked posing potential danger to all residents, as things currently stand.

1) Many residents are seeking to have "a gate" permanently opened on Edward Drive. Is this an option? If so, when can residents expect to see this occur?
2) Also, the question has risen with regard to Community Way (street) being completed/paved in 2023 as an additional entry/exit to the community. Will this be completed?
3) Is there an evacuation plan in place for this area?
4) Is it possible to have an email forwarded on a continual basis to Garlands Crossing Residents when items of concern and/or pertaining to the Retirement community are included on council meeting agendas?

Is it possible to receive a response to these questions? Also, is it possible to have these items added to the next council meeting agenda? and when is the next council meeting?

Thank you for your time. Kind regards
Rachelle Trudel
Garlands Crossing

From: Mike MacDonell
To: Abraham Zebian
Cc: West Hants Planning; PublicOnlyCouncilEmail; sustainablehill; Deanna Snair
Subject: Re: Agritourism and Rural Development - Sustainable Hill Resort
Date: Sunday, June 11, 2023 8:50:20 AM

Caution [External Email]
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Thanks for the response, Abraham.

I'm aware of the vote in May. If you'll look at the third paragraph, my comments were directed at your administration, not council.

"To have a greater understanding of the process".

With this type of condescension it's no wonder people are fed up.

Kindest regards,

Mike MacDonell

Sent from my iPhone

> On Jun 11, 2023, at 8:40 AM, Abraham Zebian <AZebian@westhants.ca> wrote:
>
> Thanks for the email Mike.
> This development was **approved** by West Hants Regional Municipality Council back in May.
> The Municipality actually has 3 sets of planning documents that all have different criteria when assessing an application. If you'd like to discuss in further detail to have a greater understanding of the process please don't hesitate to reach out.
> We will add your email to correspondence for Councils information.
>
> Kindest regards.
>
> Mayor Abraham Zebian
> West Hants Regional Municipality
> 76 Morrison Drive
> Windsor NS
> B0N 2T0
> 902-790-1566
>
> > On Jun 11, 2023, at 7:57 AM, Mike MacDonell

Caution [External Email]
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Hi all,

My name is Mike MacDonell.

After many years away from West Hants, my family and I recently moved to Centre Burlington with the hopes of opening a small agricultural operation that combines our love of livestock (alpacas) with a small agritourism operation. With the weekly exodus of capital flowing north out of the city every weekend looking for tourism escapes, we believed this to be a welcome location for such an endeavour, and not just because of its proximity to the city.

We understood this to be an area that both elected and un-elected officials supported creative entrepreneurship. Recent events with Sustainable Hill suggest otherwise.

In fact, it appears as though there are two sets of rules. One for the town of Windsor, and one for everyone else. Look no further than what is typically rubber stamped within the town of Windsor, along with capital investments announced in the budget, and the entirety of their geographic location for confirmation. The Windsor centric focus of this administration has not gone unnoticed by the rural parts of the municipality and I'm sure if it continues, will be reflected in the 2024 election results.

What's happening with Sustainable Hill is an embarrassment. These young entrepreneurs are not looking to change the fabric of rural West Hants with a multi-story development or subdivision, they're looking to bring an agritourism flair to a piece of property that they own.

I encourage all of you receiving this email to consider the message it sends when projects like this one are watered down, met with red tape, and government overreach.

Mike MacDonell

From: Melissa Levy
To: PublicOnlyCouncilEmail
Cc: sustainablehill
Subject: Appeal
Date: Monday, June 12, 2023 9:58:24 AM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Good Morning,

I would just like to voice my support of this project/application going forward. I think Sustainable Hill has taken into consideration all concerns of the public and has made every effort in their development plan to appease neighbors while keeping the best interest of the community and its members.

I believe this is a great addition to our community, to bring life back to a property that has so much potential.

Thank you for your time.
Melissa Levy

From: Paul Brown
To: PublicOnlyCouncilEmail
Subject: Gate in the crossing
Date: Tuesday, June 13, 2023 11:15:36 AM

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

_____

Hello Council,
I'm writing you reference to the gate in the crossing. I understand the issue is being raised tonight and I do plan on being there, however that may change depending upon our kids sports schedule.
I am fully in favour of opening the gate. This is 2022 and with all the development going on it makes perfect sense. A lot of residents of the crossing are bringing up the safety aspect of doing that. If the safety aspect works fine to approve the road off underwood road for the proposed sub-division behind our home, it should most certainly be fine to open that gate.
As for a select few who are asking about an electronic gate for residents of the crossing and first responders, no problem, but then they should be considered a private gated community and have no services provided to them by the municipality.

Thank you for your time regarding this matter,

Paul and Amy Brown
Underwood road

From: Abraham Zebian
To: HMCC Parade
Cc: PublicOnlyCouncilEmail
Subject: Re: Canada Day Events in Hantsport
Date: Tuesday, June 13, 2023 11:18:57 AM

Thanks Jason.

Abraham Zebian
Mayor
West Hants Regional Municipality
(902)790-1566
West Hants Regional Municipality acknowledges that we are in Mi'kma'ki, the ancestral and unceded territory of the Mi'kmaq People.

On Jun 13, 2023, at 9:19 AM, HMCC Parade <hmccparade@gmail.com> wrote:

Caution [External Email]
This email comes from an outside sender. Verify the sender and use caution with any requests, links or attachments.

Hello to the West Hants Council!

My name is Jason Tucker -- me and my husband Tim Carr live in Hantsport and are helping to organize the Canada Day Grand Street Parade this year. We are well into preparations, and I'm sorry to be a bit late in contacting our local council.

We wanted to make sure that all of you, throughout the region, are invited to join us.

Of course, the usual local (hello, Mayor Zebian!), provincial, and federal dignitaries have been invited and plan to attend, but we thought that if any of the Municipal council wanted to walk together with the Mayor, perhaps it would be appropriate if you're interested.

We also wanted to make sure that if any of you know of particular groups in your areas that you think would be interested in being part of the parade, please encourage them to get in touch! We've contacted lots of people, and we're trying to be inclusive, but we don't know everyone!

The basic invitation letter is below. If you have questions, please get in touch!

Sincerely,
Jason & Tim.

P.S.: Personally, we have both been very appreciative of the hard work by the Municipal government and council to bring this region together into one stronger whole. We love seeing all the positive growth and changes in the area. Something inspiring awaits, indeed!

Good morning,

I'm reaching out to you on behalf of the Hantsport Memorial Community Centre (HMCC), as we prepare for our annual Canada Day celebrations.

The HMCC is a registered charitable organization, whose volunteers have managed the 17-acre recreation property in Hantsport for several generations. This year marks our 75th anniversary and we'd like to celebrate by filling Hantsport's annual Canada Day Grand Street Parade with as much fun, excitement, and community support as possible.

We would like to invite you to participate in our parade. It will take place on Saturday, July 1st at 1pm in Hantsport. If you are interested, please fill out the attached digital form or get in touch via email.

We will provide details about the parade to your email address in the coming weeks. If you have any questions, please feel free to get in touch with us by email or phone.

Thanks in advance. We hope you can join us on Canada Day!

Cheers,
Jason Tucker
HMCC volunteer and board member
902-788-2999
and
Tim Carr
schoolstreetglass@gmail.com

The digital form link is below:
https://docs.google.com/forms/d/e/1FAIpQLSfyN0KQdeOQBYsYITDEy6u5KVhAhztgyniXKEPakiT3qZ4Lsg/viewform?usp=sf_link

Fort Edward Lands Correspondence

First Name	Last Name	Correspondenc	Meeting/Logged
Theresa	Newcombe	11/23/2021	2022-03-22 Council
Gary	Nelson	12/17/2021	2022-01-11 COTW
Lisa	Bland	12/17/2021	2022-01-11 COTW
John	Wilson	12/21/2021	2022-01-11 COTW
Gary	Nelson	1/11/2022	2022-01-25 Council
Andrea	Moore	1/21/2022	2022-01-25 Council
Valerie	Newcombe	1/21/2022	2022-03-22 Council
Gary	Nelson	1/26/2022	2022-02-08 COTW
Sara	Brothers	1/19/2022	2022-01-25 Council
Dawn	Allen	1/17/2022	2022-01-25 Council
Marty	Fougarty	2/5/2022	2022-03-22 Council
Dr. Gordon	Haliburton	2/14/2022	2022-03-08 COTW
Theresa	Newcombe	3/11/2022	2022-03-22 Council
Marie	Claude-Roiux	3/9/2022	2022-03-22 Council
Barbara	Gallagher	No Date	2022-03-22 Council
Roland	Newcombe	1/20/2022	2022-01-25 Council
Liz	Galbraith	12/16/2021	2021-12-16 COTW
Mary Lou	Bennet	12/13/2021	2021-12-16 COTW
Jean	Scotney	2/25/2022	2022-03-22 Council
Denise	Forand	3/16/2022	2022-03-22 Council
Jonathan Fowler	Fowler	3/13/2022	2022-03-22 Council
Heather	Pick	3/17/2022	2022-03-22 Council
Wanda	Donelle	2/22/2022	2022-04-12 COTW
Teresa	Newcombe	3/22/2022	2022-04-12 COTW
Patti	Quinn	3/22/2022	2022-4-12 COTW
Martin	Theberge	4/6/2022	2022-04-12 COTW
Rene	Cormier	4/12/2022	2022-04-26 Council
Daphnee	de Lamirande	4/29/2022	2022-05-12 COTW
Carol	Bradley	6/23/2022	2022-06-28 Council
Ruth	Angevine	6/24/2022	2022-06-28 Council
Denise	Forand	6/28/2022	2022-06-26 Council
Marie	Claude-Roiux	6/28/2022	2022-07-12 COTW
Colleen	Rogers	7/24/2022	2022-09-13 COTW
Shirley	Pineo	8/9/2022	2022-09-13 COTW
Pamela	Spence	8/19/2022	2022-09-13 COTW
Councillor Gail	Tupper	8/22/2022	2022-09-13 COTW
Camilla	Noiles	9/3/2022	2022-09-13 COTW
Sandra Barss	Heritage Trust of NS	10/18/2022	2022-10-25 Council

Richard	Skelton	2/2/2023	2023-02-14 COTW
Jon	Hall	2/16/2023	2023-02-28 Council

Combined Overflow System Correspondence

First Name	Last Name	Date Received	Meeting/Logged
Katherine	MacLeod	10/27/2021	2022-01-11 COTW
Katherine	MacLeod	10/28/2021	2022-01-11 COTW
Carrilee	Eddy	3/13/2022	2022-03-22 Council
Anna	DeNicola	3/12/2022	2022-03-22 Council
Darren	Porter	3/13/2022	2022-03-22 Council
Ellen	Hart	3/13/2022	2022-03-22 Council
Jennifer	Davidson	3/13/2022	2022-03-22 Council
Felicia	McNeil	3/14/2022	2022-03-22 Council
Darren	Porter	3/15/2022	2022-03-22 Council
Susie	Smith	3/15/2022	2022-03-22 Council
Carol	Bradley	3/17/2022	2022-03-22 Council
Felicia	McNeil	3/21/2022	2022-04-12 COTW
Felicia	McNeil	4/11/2022	2022-04-26 Council

Correspondence Sent

First Name	Last Name	Correspondence Date	Meeting / logged
Katherine MacLeod	MacLeod, Dept. Envir. and Climate Change	2021-10-27	2022-01-11 COTW
Robyn	Homans	2021-11-23	2021-12-07 COTW
Hon. Kim	Masland	2022-01-20	2022-01-25 Council
Hon. Kim	Masland re: clarity on correspondence sent 2022-02-20	2022-02-16	2022-02-08 COTW
Hon. Joyce	Murray	2022-02-02	2022-02-08 COTW
Hon. Greg	Morrow	2022-02-04	2022-02-08 COTW
VREN		2022-03-10	2022-03-22 Council
Station Food Hub		2022-04-28	2022-05-10 COTW
MLA Melissa	Sheehy-Richard re: Avon River Eco/Tourism	2022-05-02	2022-05-02 COTW
MLA Melissa	Sheehy-Richard re: exit 6	2022-05-02	2022-05-02 COTW
Hon. Joyce	Murray	2022-05-06	2022-05-10 COTW
KMK Assembly Mi'kmaw Chiefs		2022-05-06	2022-05-10 COTW
The Premier	The Hon. Tim Houston	2022-06-27, sent 2022-06-30	2022-07-09 COTW
The Premier	The Hon. Tim Houston	2022-06-30	2022-07-09 COTW
Hon. Kim	Masland	2022-08-23	2022-09-13 COTW
POSSE		2022-09-14	2022-09-27 Council
Minister Murray	re Pumpkin Regatta	2022-10-20	2022-10-25 Council
VREN	Re: IMSA and request for a presentation to Council	2022-12-20	2023-01-10 COTW
MLA Sheehy-Richard	Re: Invitation to meet with Council re: Highway 101 Twinning project	2022-12-21	2023-01-10 COTW
MP Kody Blois	Re: Invitation to meet with Council re: Highway 101 Twinning project	2022-12-21	2023-01-10 COTW
Deputy Minister of Environment and Climate Change	Re: Costs incurred for fencing at 417 Wentworth Road	2023-02-15	2023-02-24 Council
VREN	Re Continued Partnership and Intermunicipal Service Agreement (IMSA}	2023-03-03	2023-03-14 COTW
Minister Masland	Re Provincial Intersection Street Lighting	2023-03-10	2023-03-14 COTW
Hockey Hall of Fame	Re Letter of Support John Paris Jr	2023-03-14	2023-03-28 Council
Premier Tim Houston	Re Reimagine Lake Pisiquid, Windsor, Nova Scotia	2023-03-24	2023-03-28 Council
Hon. Joyce Murray	Re Reimagine Lake Pisiquid, Windsor, Nova Scotia	2023-03-24	2023-03-28 Council

Correspondence Sent

First Name	Last Name	Correspondence Date	Meeting / logged
Hon. Steve Craig	Re Reimagine Lake Pisiquid, Windsor, Nova Scotia	2023-03-24	2023-03-28 Council
Hon. Tim Halman	Re Reimagine Lake Pisiquid, Windsor, Nova Scotia	2023-03-24	2023-03-28 Council
Hon. Susan Corkum-Greek	Re Reimagine Lake Pisiquid, Windsor, Nova Scotia	2023-03-24	2023-03-28 Council
Hon. Kim Masland	Re Reimagine Lake Pisiquid, Windsor, Nova Scotia	2023-03-24	2023-03-28 Council
MP Blois	Re Reimagine Lake Pisiquid, Windsor, Nova Scotia	2023-03-24	2023-03-28 Council
MLA Sheehy-Richard	Re Reimagine Lake Pisiquid, Windsor, Nova Scotia	2023-03-24	2023-03-28 Council
MLA Sheehy-Richard, Premier, NS Public Works Minister(Kim Masland), District Area Manager (Robyn Homans)	Re Support to pave Cogmagun and Beaverpond Roads	2023-05-17	2023-05-23 Council
Hon. Tim Halman, Premier, MLA Sheehy-Richard	Re Coastal Protection Act Regulations	2023-05-23	2023-05-23 Council

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☐	Decision Request ☐	Councillor Activity ☐

To: **Committee of the Whole**

Submitted by: **Mayor Abraham Zebian**

Date: **June 13, 2023**

Subject: **Aberdeen Beach Road**

LEGISLATIVE AUTHORITY

Municipal Government Act

RECOMMENDATION or DECISION REQUEST

…. Council direct staff to look at the restricted vehicular access to Aberdeen Beach Road, Mount Denson, through a safety lens in regard to emergency vehicles (fire apparatus, ambulance, emergency vehicles).

BACKGROUND

Property ☐	Public Opinion ☐	Environment ☐	Social ☐	Economic ☐	Councillor Activity ☐

Since consolidation, I have been in constant contact with residents who reside on Aberdeen Beach Road, which is a private road. They have expressed many concerns to me in regard to a residence on Aberdeen Beach Road, one concern being the restricted vehicular access to the road. Residents have repeatedly contacted the Municipality with their concerns but feel this one concern, highlighted by the recent wildfires, needs serious consideration and addressing.

DISCUSSION

Firstly, I would strongly encourage councillors to visit the location and view the entrance to Aberdeen Beach Road. You will immediately find the access being restricted with posts that

span in width of 11.5 feet. According to West Hants regulation, a minimum of 10 feet is required. While the 11.5 feet obviously meets West Hants regulations, the question does arise of if West Hants regulations need to be updated to accommodate the width of today's emergency service provider vehicles and if anything can be done currently to help address this situation. It would be helpful if Council could know the clearance width emergency service provider vehicles require to allow safe passage in cases of emergency.

NEXT STEPS

Staff to investigate and report back to council on findings and if any recommendations need to be made to address the situation.

FINANCIAL IMPLICATIONS

No monetary implications with requesting the report with the exception of staff time in regards to investigating and reporting.

ALTERNATIVES

Council may not request an investigation and report.

Council may request something different.

ATTACHMENTS

None

CHIEF ADMINISTRATIVE OFFICER REVIEW

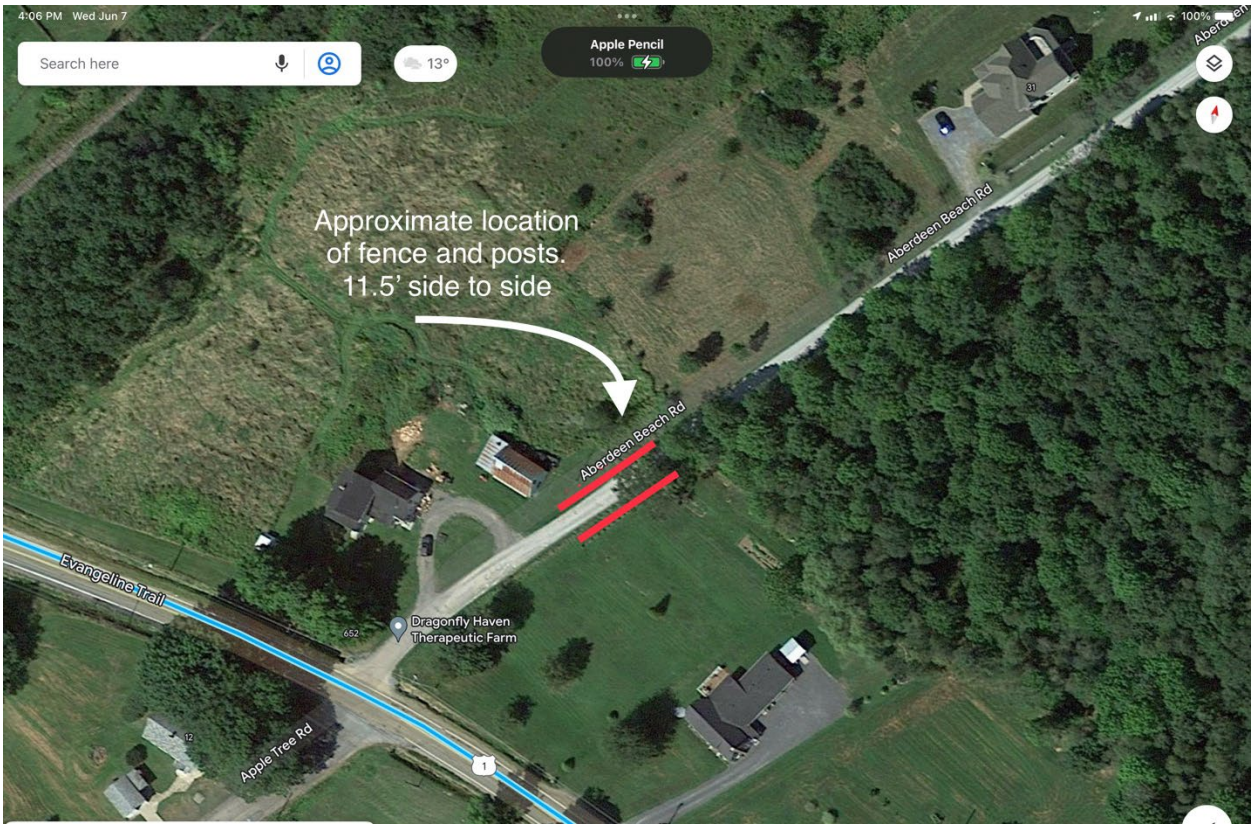
As described above there is a private road that crosses through private property by right of way. On each side of the road or lane upon entrance there are posts that line each side limiting the width of the access to 11.5'.

This property has warranted recent attention by the Development Officer over the last year. I consulted with Development Officer, MacInnis and he has shared the following as of June 7, 2023.

- The DO has advised the property owner to confirm that the 10' minimum right of way / road must be met. This was directed by the DO. The property owner spaced the posts 11.5' apart from side to side on each side of the right of way or road.
- The Hantsport Fire Department has been at the location and made safe passage through the 11.5' section.

Please see the map below.

Staff await direction from Council on this matter.



Report Prepared by: Abraham Zebian, Mayor

Report Reviewed by: _____

Mark Phillips, Chief Administrative Officer

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☐	Decision Request ☐	Councillor Activity ☐

To: **Committee of the Whole**

Submitted by: **Mayor Abraham Zebian**

Date: **June 13, 2023**

Subject: **Independent Engineer Report**

LEGISLATIVE AUTHORITY

Municipal Government Act

RECOMMENDATION or DECISION REQUEST

…Council direct staff to solicit a report from an independent engineer on storm water management plans for requested development agreements as part of the development agreement process.

BACKGROUND

Property ☐	Public Opinion ☐	Environment ☐	Social ☐	Economic ☐	Councillor Activity ☐

Since consolidation, the Region of West Hants has experienced unprecedented development growth and interest in its urban areas. As part of the process for an applicant to file for a development agreement with the Municipality, a storm water management plan is required to ensure water runoff is managed and controlled with no change in pre development flows.

DISCUSSION

Since consolidation, the issue of storm water runoff, drainage, intensity of storms and rain events, and concerns on the Regions storm water systems have arisen regularly as Council has approved numerous development agreements. As part of every process, applicants have had to

provide storm water management plans to fulfill requirements for approvals. Council, in particular Councillor Ivey, have raised the issue of the developer supplying a privately solicited engineering report to satisfy the requirements of the Municipality. There have been concerns raised that it may be beneficial for the Municipality to solicit an independent report as an additional “safe guard” for Council to be assured storm water is properly managed and no concerns are identified. Council had recently voted down such a recommendation and motion during the process for an applicant in process because it was singularly focused on the individual application. The purpose of this recommendation report is to support the principle of the request for an independent engineering report on a storm water management plan for all applications going forward.

NEXT STEPS

If the recommendation is ratified by Council, staff are to undertake the request for all future development agreements.

FINANCIAL IMPLICATIONS

There will be financial implications to Council with approving the recommendation.

ALTERNATIVES

COTW may not choose to send a positive recommendation to Council.

COTW may choose a different course of action.

ATTACHMENTS

None

CHIEF ADMINISTRATIVE OFFICER REVIEW

Pending the discussion and decision of Council staff should provide feedback before the June Council meeting regarding anticipated costs associated with this added service.

Staff have discussed this request when it was first highlighted and will follow Council’s direction regarding this resource. The added resource will provide an added level of security as it relates to construction standards compliance and capacity evaluation which is favorable in this time of significant growth.

I support the recommendation.

Report Prepared by: Abraham Zebian, Mayor

Report Reviewed by:

Mark Phillips, Chief Administrative Officer

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☐	Decision Request ☐	Councillor Activity ☐

To: **Committee of the Whole**

Submitted by: **Mayor Abraham Zebian**

Date: **June 13, 2023**

Subject: **NS Bill 236 Railways Act**

LEGISLATIVE AUTHORITY

Municipal Government Act

RECOMMENDATION or DECISION REQUEST

…Council direct staff to write a letter to the Honourable Kim Masland, Minister of The Nova Scotia Department of Public Works, expressing Councils desire for an expeditious proclamation of Bill 236 or intervention by the Province declaring the Windsor and Hantsport Railway no longer having controlling interest in the tracks.

BACKGROUND

Property ☐	Public Opinion ☐	Environment ☐	Social ☐	Economic ☐	Councillor Activity ☐

Over recent years, the interest in the Province and our Region for having a “rails to trails” connection to neighbouring municipalities has been growing. Just recently, the Region of West Hants has purchased, in partnership with the Municipality East Hants, the former DAR line for a similar project. The obstacle for West Hants and other neighbouring Municipalities has been the Windsor and Hantsport Railway Company and its controlling interest in the tracks it claims as being in operational condition. The Uniacke Trails Association attempted to argue to the UARB to revoke the license of the Windsor and Hantsport Railway Company. They were turned down because the UARB believed the application should have been presented by a body or

organization more directly impacted by the arguments made regarding to the UARB regarding lack of use and disrepair of the rail line by the Windsor Hantsport Rail Line than the Uniacke Trails Association. The Province through the Department of Transportation and Infrastructure Renewal (currently the Department of Public Works) or a municipal Unit(s) may have been a better alternative.

DISCUSSION

After meeting with the Warden, Deputy Warden, and staff of East Hants, we believe both Municipalities, in partnership as a united "Hants County", should send correspondence to the Minister of Public Works requesting the Province proclaim Bill 236. This would be a very "progressive" first step in the goal of connecting our Municipality to neighbouring Municipalities with a true "rails to trails" trail.

NEXT STEPS

Staff prepare a letter for signature and send.

FINANCIAL IMPLICATIONS

No financial implications with the preparation of this report and writing of a letter with the exception of staff time.

ALTERNATIVES

Council may not choose to send a letter.

Council may choose a different course of action.

ATTACHMENTS

Letter to Hon. Kim Masland dated November 16, 2021

Bill 236

Uniacke Trails Association UARB Ruling 2020 NSUARB 152 M08802

CHIEF ADMINISTRATIVE OFFICER REVIEW

The rail line and associated lands connect many municipalities and counties. The inactivity and disrepair of the rail line is an ongoing concern for adjacent public and private landowners. Future joint or alternative use of the lands is influenced by the current operating license of the lands held by The Windsor and Hantsport Railway Company.

Having the position of the Provincial Government known in relation to Bill 236 will assist with a resolution or assist with guiding parties when considering "next steps".

I support the recommendation.

Report Prepared by: Abraham Zebian, Mayor

Report Reviewed by:

Mark Phillips, Chief Administrative Officer

Melissa Sheehy-Richard, MLA
Hants West

November 16, 2021

Hon. Kim Masland
Department of Public Works
2nd Floor, Johnston Building
1672 Granville Street
P.O. Box 186
Halifax, NS. B3J 2N2

Dear Ms. Masland:

Our letter today is on behalf of the Uniacke Trails Association, the Sackville Lakes Park and Trails Association and other trail groups in the Sackville, Mount Uniacke and Hants West areas. It concerns the status of Bill 236 - The Railways Act.

It is our clear understanding this legislation passed third reading and given Royal Assent in March 2020 under the former government but has yet to receive proclamation until regulations are formulated for the Bill. We are fully cognizant the Nova Scotia Utility and Review Board turned down an application by the Uniacke Trails Association with considerable assistance from Paul Smith from Sackville Lakes Park and Trails Association to revoke the license of Windsor and Hantsport Railway Company.

The Utility and Review Board believes despite Nova Scotia Transportation and Infrastructure Renewal as it was known then, having intervenor status along with the Municipality of West Hants and East Hants, that the Department should have filed the complaint which they outline in considerable detail in their decision handed down December 23, 2020.

Windsor and Hantsport Railway are clearly not following terms and conditions of their operating license nor are they following legislation known as the Railways Act even prior to the introduction of Bill 236 and the awaited approval of regulations. Confusion also exists with Bill 236 as it stands now with the true definition of a non-operating railway. If this could be better explained, the trails groups would be truly appreciative.

In summation today, we are asking for one of two things, an expeditious proclamation of Bill 236 or if this is not feasible, is the Department of Public Works prepared to overrule the decision of the Nova Scotia Utility and Review Board and put into legislation the fact the Windsor and Hantsport Railway be removed from controlling the tracks which would support the vision of an Active Transportation Trail that completes access to the Valley for The Great Trail (TransCanada Trail) and continues around to the south and western sides of the Province. This plan has the potential to provide

58 Gerrish Street
PO Box 3201
Windsor, NS B0N 2T0

902.798.0121
Fax: 902.798.4783
Email: Melissa.MLAoffice@gmail.com

Melissa Sheehy-Richard, MLA
Hants West

economic benefits to rural communities along the route, as well as health benefits and provision of recreational, educational, and active transportation opportunities.

Thank you for your consideration and we look forward to a reply at your earliest convenience.

Yours truly,

Melissa Sheehy-Richard, MLA
Hants West

Yours truly,

John MacDonald, MLA
Hants East

Yours truly,

Steve Craig, MLA
Sackville-Cobequid

Yours truly,

Brad Johns, MLA
Sackville-Uniacke

cc. Nicole Lafosse-Parker, Chief of Staff to the Premier of Nova Scotia

cc. Kody Blois, MP

cc. Municipality of West Hants

cc. Municipality of East Hants

cc. (to all the trail associations listed)

58 Gerrish Street
PO Box 3201
Windsor, NS B0N 2T0

902.798.0121
Fax: 902.798.4783
Email: Melissa.MLAoffice@gmail.com

BILL NO. 236

(as introduced)

2nd Session, 63rd General Assembly
Nova Scotia
69 Elizabeth II, 2020

Government Bill

Railways Act
(amended)

The Honourable Lloyd Hines
Minister of Transportation and Infrastructure Renewal

First Reading: February 28, 2020

(Explanatory Notes)

Second Reading: March 3, 2020

Third Reading: March 9, 2020 (WITH COMMITTEE AMENDMENTS) (LINK TO BILL AS PASSED)

Explanatory Notes

Clause 1 adds definitions of "non-licensed railway", "non-operating railway" and "qualified engineer".

Clause 2

(a) provides that the Act applies to the Sydney Coal Railway;

(c) provides that the Act does not apply to non-licensed or non-operating railways except where expressly provided.

Clause 3

(a) requires the operator of a railway to provide crossings where track divides a continuous area of privately-held land or a private road; and

(b) sets out rules for determining who is responsible for paying for the crossings.

Clause 4

(a) requires licence holders to maintain their railways in a safe condition as a condition of their licence; and

(b) where a railway is not in a safe condition, makes the licence holder responsible for the cost of repairs.

Clause 5 requires

(a) the inspection of a railway and the repair of any deficiencies before a licence may be issued; and

(b) licence holders or former licence holders to maintain safety standards, insurance coverage and financial viability even while their licence is suspended or after it has been revoked.

Clause 6 requires proof of the safe condition of a railway before a railway licence can be automatically renewed.

Clause 7

(a) allows the Nova Scotia Utility and Review Board to suspend or revoke the licence of a licence holder where the licence holder fails to maintain the railway in a safe condition;

(b) provides that a deemed notice of discontinuance is given where a licence holder does not resume operation after a suspension;

(c) allows the Board to grant a temporary licence to operate a railway where a licence holder is deemed to have applied for discontinuance;

(d) requires safety inspections of railways by a qualified engineer and the repair of any deficiencies prior to reinstatement of a suspended licence; and

(e) provides that, where a licence is revoked, the former licence holder is deemed to have applied for discontinuance and, where the former licence holder cannot find a buyer, the railway may be purchased by the Government of Nova Scotia for its salvage value.

Clause 8 provides that the obligation of a railway company to maintain the railway continues until the railway is sold, even if it is discontinued or abandoned.

Clause 9

(a) allows the Minister of Transportation and Infrastructure Renewal to require a railway company to conduct repairs necessary for the safety of the public; and

(b) allows the Minister to conduct repairs or modifications of a railway where necessary as a result of a state of emergency or imminent threat to the safety of the public.

Clause 10 requires railway companies to conduct a thorough inspection of their railways at least once every 5 years and permits the requirements for those inspections to be established by regulation.

Clause 11

(a) requires a plan for the discontinuance of a railway line to include

(ii) an inspection, if one has not been completed in the previous 5 years; and

(b) allows the Minister to

(i) order that a railway company is deemed to have applied for abandonment of a railway line where it has not done so in the time required by the regulations, and

(ii) complete any necessary repairs.

Clause 12 requires an application for abandonment of a railway line to include either a statement affirming its safe condition or indicating any necessary repairs. It also allows the Minister to complete any necessary repairs at the railway company's expense.

Clause 13 corrects a reference to whom is responsible for the approval of an abandonment plan.

Clause 14 allows the Governor in Council to make regulations

(a) prescribing the qualifications necessary for a person to be a qualified engineer; and

(b) establishing requirements for inspections.

Clause 15 provides that an exclusion of the application of the Municipal Government Act and prescribed enactments only applies with respect to an operating railway.

Clause 16 provides that this Act comes into force on proclamation.

An Act to Amend Chapter 11 of the Acts of 1993, the Railways Act

Be it enacted by the Governor and Assembly as follows:

1 Section 3 of Chapter 11 of the Acts of 1993, the Railways Act, as amended by Chapter 12 of the Acts of 2001 and Chapter 57 of the Acts of 2014, is further amended by

(a) adding immediately after clause (d) the following clauses:

(da) "non-licensed railway" means an operating railway whose licence has been suspended or revoked;

(db) "non-operating railway" means a railway that is the subject of a valid licence but is not actively operating in accordance with its licence and has not had an application made for its discontinuance or abandonment;

and

(b) adding immediately after clause (f) the following clause:

(fa) "qualified engineer" means a person who meets the qualifications prescribed in the regulations;

2 Section 4 of Chapter 11 is amended by

(a) adding "(1)" immediately after the Section number; and

(b) adding immediately after subsection (1) the following subsections:

(2) For greater certainty, this Act applies to the Sydney Coal Railway.

(3) Notwithstanding subsection (1), this Act only applies to

(b) discontinued railways; and

(c) abandoned railways.

(4) Except where expressly provided, this Act does not apply to non-licensed railways or to non-operating railways.

3 Chapter 11 is further amended by adding immediately after Section 12 the following Sections:

13 (1) Where

(a) a person owns land that is located on both sides of a right of way for a railway line; and

(b) if it were not for that right of way, that land would be joined together forming a single continuous area of land,

the operator of the railway shall, on the request of the owner of the land, provide a crossing across the right of way and any track located on the right of way that is appropriate for the intended use of the crossing by the owner of the land.

(2) A crossing that is provided under this Section must remain in place until the owner of the land notifies the operator of the railway that the crossing is no longer required or the crossing is removed pursuant to an agreement between the owner of the land and the operator of the railway.

(3) For the purpose of this Section,

(a) where the right of way existed before the owner of the land acquired the land on both sides or either side of the right of way, the owner of the land is responsible for the costs of constructing, maintaining, repairing and removing the crossing; or

(b) where the owner of the land acquired that land before the right of way that separated that land came into existence, the operator of the railway is responsible for the costs of constructing, maintaining, repairing and removing the crossing.

(4) This Section does not apply in respect of an industrial railway.

13A (1) In this Section,

(a) "private road" means

(i) a road that is not a highway, or

(ii) a highway that is not owned or otherwise under the direction, control and management of Her Majesty in right of the Province or Canada, a member of the Executive Council or a municipality and the highway is designated as a private road by the Minister;

(b) a reference to an owner of a private road is a reference to the person who owns or otherwise has the direction, control and management of the private road.

(2) Where

(a) a person owns a private road that is located on both sides of a right of way for a railway line; and

(b) if it were not for that right of way, that private road would be joined together forming a continuous road,

the operator of the railway shall, on the request of the owner of the private road, provide a crossing across the right of way and any track located on the right of way that is appropriate for the intended use of the crossing by the owner of the private road.

(3) A crossing that is provided under this Section must remain in place until the owner of the private road

(4) For the purpose of this Section,

(a) where the right of way existed before the private road existed on both sides or either side of the right of way, the owner of the private road is responsible for the costs of constructing, maintaining, repairing and removing the crossing; or

(b) where the private road was in existence before the right of way that separated that road came into existence, the operator of the railway is responsible for the costs of constructing, maintaining, repairing and removing the crossing.

(5) A person shall not construct a crossing under this Section unless a railway inspector has granted an approval for the construction of the crossing.

(6) This Section does not apply in respect of an industrial railway.

4 Section 16 of Chapter 11 is amended by adding immediately after subsection (2) the following subsections:

(2A) It is a condition of every licence that the licence holder maintain the railway in a safe condition.

(2B) Where a railway is not in a safe condition as required by subsection (2A), the licence holder is responsible for the cost and repairs necessary to bring the railway into a safe condition.

5 (1) Subsection 17(1) of Chapter 11, as amended by Chapter 27 of the Acts of 1995-96, is further amended by adding immediately after clause (a) the following clause:

(aa) has had the proposed railway and proposed railway service inspected by a railway inspector and has addressed any deficiencies identified in the inspection to the satisfaction of the railway inspector;

(2) Section 17 of Chapter 11 is further amended by adding immediately after subsection (2) the following subsection:

(3) The duties imposed under subsection (2) continue to apply to a licence holder or former licence holder even if the licence has been suspended or revoked until such time as the railway has been sold or transferred to another person.

6 Section 20 of Chapter 11 is amended by adding "and proof of the safe condition of the railway" immediately after "fee" in the first line.

7 Section 21 of Chapter 11 is amended by

(a) adding "(1)" immediately after the Section number; and

(b) adding immediately after subsection (1) the following subsections:

(2) Where a licence holder fails to comply with the condition referred to in subsection (2A) of Section 16, the Board shall suspend or revoke the licence of the licence holder until the licence holder complies with the condition and that compliance is verified by a qualified engineer.

(3) Where a licence holder whose licence has been suspended does not resume operating the railway within thirty days after the suspension is ended or any longer period that the Board may allow, the licence holder is deemed to have given notice on the thirtieth or final allowed day to the Board pursuant to Section 41 requesting authorization to discontinue service on the railway.

(4) Where a licence holder is deemed to have given notice to the Board under subsection (3), the Board may

(a) issue a temporary operating licence for the railway to another person; and

(b) make any orders the Board considers necessary in relation to the temporary operating licence, including a requirement for the temporary operating licence holder to maintain the condition of the railway.

holder whose licence has been suspended shall provide the Board with a report from a qualified engineer confirming the safe condition of the railway before the Board may reinstate the licence.

(6) Where a report required under subsection (5) identifies any deficiencies, those deficiencies must be remedied to the satisfaction of the qualified engineer before the Board may reinstate the licence.

(7) Where a licence holder's licence is revoked, the licence holder is deemed to have made an application for discontinuance under Section 41 on the day that the licence is revoked.

(8) Where an application is deemed to have been made under subsection (7) and the former licence holder has not sold the railway to another person within a period of not less than six and not more than twelve months, as determined by the Board,

(a) the former licence holder is deemed to have offered the railway for sale to Her Majesty in right of the Province at its value as salvage; and

(b) Her Majesty in right of the Province may buy the railway at the cost of its value as salvage.

(9) The sale of a railway under subsection (8) does not relieve the seller of any duty, debt or obligation, including a duty, debt or obligation under the Environment Act, the Pension Benefits Act or any other enactment, in respect of the railway, its employees or former employees or any related land or thing.

8 Section 22 of Chapter 11, as amended by Chapter 12 of the Acts of 2001, is further amended by

(a) adding "(1)" immediately after the Section number; and

(b) adding immediately after subsection (1) the following subsections:

(2) The obligation respecting maintenance in subsection (1) continues to apply

(a) while the railway company's licence to operate is suspended or revoked;

(b) while the railway company has discontinued use of the railway; and

(c) while the railway company has abandoned the railway.

9 Chapter 11 is further amended by adding immediately after Section 22 the following Sections:

22A (1) The Minister may, by order, require a railway company to perform any repairs to the railway company's railway that the Minister considers necessary for the safety of the public.

(2) Where a railway company fails to perform any repairs required under subsection (1) within a reasonable time, as determined by the Minister, the Minister may have the repairs completed.

(3) The cost of any repairs completed under subsection (2) is a debt owed by the railway company to Her Majesty in right of the Province and is recoverable in any court of competent jurisdiction.

22B (1) Where repairs or modifications to a railway are needed as the result of a declared state of emergency or an imminent threat to the safety of the public, the Minister may have the repairs or modifications completed without notice to the railway company that operates the railway.

(2) The cost of any repairs completed under subsection (1) is a debt owed by the railway company to Her Majesty in right of the Province and is recoverable in any court of competent jurisdiction.

10 Chapter 11 is further amended by adding immediately after Section 35 the following Section:

35A (1) A railway company shall, at least every five years,

(a) have a qualified engineer conduct a thorough inspection of the railway company's railways; and

(b) remedy any deficiencies identified in the inspection.

regulations.

11 (1) Section 41 of Chapter 11, as amended by Chapter 12 of the Acts of 2001 and Chapter 57 of the Acts of 2014, is further amended by adding immediately after subsection (1) the following subsections:

(1A) A discontinuance plan filed under clause (b) of subsection (1) must include how the railway company intends to deal with the safety and maintenance of the railway line during any period of discontinuance.

(1B) Where a railway line that would be affected by a discontinuance plan has not been inspected within the past five years, the railway company shall

(a) conduct an inspection of the railway line in accordance with Section 35A; and

(b) include a copy of the inspection in its discontinuance plan.

(2) Section 41 is further amended by adding immediately after subsection (4) the following subsections:

(5) Where a railway company has not applied for abandonment of a railway line under Section 42 within the time required under subsection (4), the Minister may order that the railway company is deemed to have applied under Section 42 for abandonment of the railway line.

(6) Where the Minister makes an order under subsection (5), the Minister may take steps to complete any necessary repairs to or maintenance of the railway line.

(7) The cost of any repairs or maintenance completed under subsection (6) is a debt owed by the railway company to Her Majesty in right of the Province and is recoverable in any court of competent jurisdiction.

12 Section 42 of Chapter 11, an enacted by Chapter 57 of the Acts of 2014, is amended by adding immediately after subsection (2) the following subsections:

(3) An application under subsection (2) must include a statement from a qualified engineer

(a) affirming the safe condition of the railway line and any related infrastructure; or

(b) indicating the repairs necessary to restore the railway line and any related infrastructure to a safe condition.

(4) Where a statement required under subsection (3) indicates that repairs are necessary to restore the railway line and any related infrastructure to a safe condition, the Minister may take steps to complete the repairs.

(5) The cost of any repairs completed under subsection (4) is a debt owed by the owner or lessee to Her Majesty in right of the Province and is recoverable in any court of competent jurisdiction.

13 Subsection 44(1) of Chapter 11 is amended by striking out "Board" in the first line and substituting "Minister".

14 Subsection 48(1) of Chapter 11, as amended by Chapter 27 of the Acts of 1995-96 and Chapter 12 of the Acts of 2001, is further amended by

(a) relettering clause (a) as (aaa);

(b) adding immediately before clause (aaa) the following clause:

(a) prescribing the qualifications necessary to be a qualified engineer;

and

(c) adding immediately after clause (v) the following clause:

(va) prescribing requirements for the purpose of an inspection under Section 35A;

15 Section 51 of Chapter 11, as enacted by Chapter 12 of the Acts of 2001, is amended by

(b) striking out "a" in the third line of subsection (1) and substituting "an operating"; and

(c) adding immediately after subsection (1) the following subsection:

(2) For greater certainty, subsection (1) does not apply to

(a) a non-operating railway;

(b) a non-licensed railway;

(c) a railway that has discontinued the line to which the right of way relates; or

(d) a railway that has abandoned or applied for abandonment of the line to which the right of way relates.

16 This Act comes into force on such day as the Governor in Council orders and declares by proclamation.

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DECISION **2020 NSUARB 152**
M08802

NOVA SCOTIA UTILITY AND REVIEW BOARD

IN THE MATTER OF THE RAILWAY ACT

- and -

IN THE MATTER OF A COMPLAINT by **THE UNIACKE TRAILS ASSOCIATION** requesting that the Board revoke the **WINDSOR & HANTSPORT RAILWAY COMPANY'S** operating license for non-compliance with the conditions of that license

BEFORE:	Richard J. Melanson, LL.B., Member
COMPLAINANT:	**UNIACKE TRAILS ASSOCIATION** Paul Smith, President
RESPONDENT:	**THE WINDSOR & HANTSPORT RAILWAY COMPANY** Christopher C. Robinson, Q.C. Mark Blades
INTERVENORS:	**NOVA SCOTIA DEPARTMENT OF TRANSPORTATION AND INFRASTRUCTURE RENEWAL** Michael Pugsley, Q.C. Neil J. Kuranyi Sheldon Choo
	MUNICIPALITY OF THE DISTRICT OF EAST HANTS Marc Dunning
	REGIONAL MUNICIPALITY OF WINDSOR AND WEST HANTS Mark Phillips
HEARING DATE:	**September 30, 2020**
DECISION DATE:	**December 23, 2020**
DECISION:	**Motion requesting dismissal of the complaint based on standing issues is granted.**

1.0 INTRODUCTION

[1] The Windsor & Hantsport Railway Company (WHRC) is a railway company which is subject to the *Railways Act,* S.N.S. 1993, c. 11 (*RA*). Pursuant to s. 52A of the *RA,* a May 30, 1994, agreement between the Province of Nova Scotia and WHRC is deemed to be a license issued pursuant to the *RA* (Operating License).

[2] On October 3, 2018, the Nova Scotia Utility and Review Board received a letter dated September 28, 2018, from the Uniacke Trails Association (UTA). This letter outlined various alleged actions by WHRC which the UTA requested the Board investigate.

[3] The UTA alleged that WHRC had failed to comply with the *RA* and regulations enacted thereunder. The UTA also alleged violations of the terms of the Operating License.

[4] The UTA requested the following remedies:

- That the Board direct WHRC to immediately make application to abandon its railway line; and
- That WHRC's Operating License be suspended or revoked.

[5] The Board determined that the allegations contained in the UTA's September 28, 2018, correspondence could form the subject matter of a complaint pursuant to s. 39(1) of the *RA* and initiated an inquiry by requesting a response from WHRC.

[6] On January 31, 2019, following some failed attempts by the Board to communicate with WHRC, the company filed a response to the UTA's complaint (Response).

[7] WHRC's Response denied any contraventions of the *RA*, regulations, or the terms of its Operating License. It further challenged the UTA's standing to bring a complaint. As well, WHRC asserted the Board had no jurisdiction to address any part of the UTA's complaint, to the extent it was based upon the condition and repair of the Hantsport aboiteau, as that issue was pending before the Supreme Court of Nova Scotia.

[8] After a preliminary hearing with WHRC and the UTA to address the process to be followed in this matter, the Board issued a preliminary Hearing Order dated March 21, 2019. The Hearing Order established a process for public advertising of the matter; the possibility of intervention by interested parties; a process for the pre-filing of documentary and visual evidence; and, a process for issuing information requests (IRs) to parties who pre-filed evidence. The setting of a hearing date and a determination as to how such a hearing would proceed was deferred until the initial process was completed.

[9] The Nova Scotia Department of Transportation and Infrastructure Renewal (DTIR), the Municipality of the District of West Hants (West Hants) and the Municipality of the District of East Hants (East Hants) were granted intervenor status in this proceeding. DTIR administers significant parts of the *RA,* including safety inspections, on behalf of the responsible Minister. The railway in question runs through both West Hants and East Hants. The Board notes that, subsequent to West Hants' intervention, it was amalgamated with the Town of Windsor to form the Regional Municipality of Windsor and West Hants (RMWWH).

[10] IRs were issued by the Board, East Hants and the UTA. WHRC refused to answer certain IRs issued by the UTA and East Hants. These parties brought motions to

the Board for an order directing WHRC to provide responses to their IRs. The Board decided to address these motions though written submissions.

[11] With the issue of the IR responses pending, and given the nature of some of WHRC's objections, the Board convened a preliminary hearing. It established a process for addressing the standing of the UTA to bring the complaint, and to establish the parameters of the Board's jurisdiction, if any, with respect to the Hantsport aboiteau issue. The process included provision for oral argument.

[12] WHRC filed motions with respect to these issues on December 4, 2019, requesting that the complaint be dismissed for lack of standing or, alternatively, that the Board had no jurisdiction to hear issues which were pending before the Supreme Court of Nova Scotia. The UTA, East Hants and DTIR responded to the motion.

[13] WHRC's motions were scheduled to be heard on February 28, 2020. On the eve of the hearing, the Board was made aware that amendments to the *RA* would be introduced in the Legislature on the date scheduled for the oral hearing. As the summary of topics to be addressed in the amendments appeared to potentially have some bearing on this matter, the Board agreed to a request by WHRC to adjourn the motions so the text of the amendments could be reviewed.

[14] Bill 236, A*n Act to Amend Chapter 11 of the Acts of 1993, the Railways Act,* S.N.S.2020, c.17 (Bill 236) received Royal Assent on March 10, 2020. It will take effect upon proclamation. Bill 236 has not yet been proclaimed.

[15] With the passage of time, the UTA requested that the adjourned hearing be reconvened. After receiving written arguments on the request, the Board agreed. A September 30, 2020, hearing date was established to hear oral arguments on WHRC's

motions. WHRC continued to submit right up to the hearing date that the matter should be held in abeyance until the proclamation of Bill 236. The Board did not agree and given the COVID-19 pandemic, oral submissions proceeded by way of a virtual hearing, as scheduled.

2.0 ISSUES

[16] The issues before the Board are:

1) Does the UTA have standing to bring the complaint?
2) If the answer to the first question is yes, given the Hantsport aboiteau matter pending before the Supreme Court of Nova Scotia, to what extent does the Board have jurisdiction to hear the complaint?

3.0 ISSUE ONE - UTA STANDING

1. Legal test

[17] Section 39(1) of the *RA* allows the Board to "… inquire into, hear and determine a complaint concerning any act, matter or thing prohibited, sanctioned or required to be done under this Act."

[18] There are no provisions in the *RA*, nor in any regulations enacted pursuant to the *RA,* which establish a procedure for the Board when it inquires into a complaint. For matters within its jurisdiction, the Board has the authority to establish rules of practice and procedure pursuant to s.19 of *Utility and Review Board Act*, S.N.S.1992, c.11 (*UARB Act*). The Board has established formal procedural rules for many of the mandates which it administers. No procedural rules have been established specifically related to the *RA*. In this case, the process to be followed was set out in the Hearing Order. While not specifically made applicable to the *RA*, the Board and the parties have generally been

guided by the *Board Regulatory Rules* enacted pursuant to s.12 of the *UARB Act*. As well, the *Utility and Review Board Regulations*, enacted pursuant to s.34 of the *UARB Act*, are applicable to all proceedings before the Board.

[19] There are no provisions in the *RA,* or in regulations enacted pursuant to the *RA*, which set out a test for standing to bring a complaint under s.39 (1) of the *RA*.

[20] In these circumstances, WHRC takes the position that the common law standing tests are applicable. In the civil litigation context, the common law has recognized parties may have private interest or public interest standing to appear before the courts.

[21] The common law tests, which involve balancing the preservation of judicial resources with access to justice, as discussed in *Delta Air Lines v. Lukacs*, 2018 SCC 2 (*Delta Air Lines*) and *Canada (Attorney General) v. Downtown Eastside Sex Workers United Against Violence Society*, 2012 SCC 45, can be summarized as follows:

- Private interest standing is available where a proposed party has a direct personal interest in the subject matter of a proceeding;
- Public interest standing is discretionary, and a court must consider the following three factors, in a cumulative, purposive and flexible manner, and not as technical requirements:

    (i) whether there is a serious justiciable issue raised. In this context a serious justiciable issue usually means an important or substantial constitutional question, including the constitutionality of administrative action;

(ii) whether the plaintiff is impacted by, or has a real stake or genuine interest in, the serious justiciable issue; and

(iii) whether, in all the circumstances, the proposed suit is a reasonable and effective way to bring the issue before the courts.

[22] While submitting that the Supreme Court of Canada decision in *Delta Air Lines*, which will be discussed in more detail below, is not a case which determined standing, counsel for WHRC acknowledged that the public interest standing test cannot act as a complete bar to complaints.

[23] Sections 5 and 6 of the *Utility and Review Board Regulations*, allow for parties who have a "real and substantial interest" in Board proceedings to appear before the Board. WHRC submits that while not addressing who may initiate a Board proceeding, the provisions provide guidance to the Board with respect to standing.

[24] WHRC says the UTA does not meet the common law tests for private interest standing or public interest standing, even considered in light of the *Delta Air Lines* case. WHRC further submits the UTA does not have a real and substantial interest in the subject matter of this proceeding. WHRC advances the proposition that the UTA is bringing the complaint for the improper purpose of acquiring WHRC's railway corridor for public trails.

[25] DTIR and East Hants take the position that the statutory language related to complaints under the *Canadian Transportation Act*, S.C.1996, c.10 (*CTA*), which was considered in *Delta Air Lines*, is almost identical to s.39(1) of the *RA*. These parties submit that *Delta Air Lines* stands for the proposition that the Board has a discretion to hear complaints under the *RA* and need not be bound by the standing tests applied in

civil matters. In fact, both parties submit that the Board need not consider the complainant's standing at all when deciding whether to investigate a complaint.

[26] The UTA generally adopts the DTIR and East Hants submissions with respect to *Delta Air Lines* and appears to also argue that they should have public interest standing in any event.

[27] In *Delta Air Lines,* the Canada Transport Agency (Agency) had applied the public interest standing test in denying standing to the complainant. Section 37 of the *CTA* says:

> **37** The Agency may inquire into, hear and determine a complaint concerning any act, matter or thing prohibited, sanctioned or required to be done under any Act of Parliament that is administered in whole or in part by the Agency.

[28] The Supreme Court of Canada remitted the matter back to the Agency on the basis that the public interest standing test, as applied by the Agency, would be virtually impossible to meet. The Agency had essentially based its decision on the part of the public interest standing test related to "a serious justiciable issue." It found that a serious constitutional issue had not been raised. Given that the Agency regulated "private non-governmental actors", a complaint regarding the terms and conditions of carriers could never be a challenge to the constitutionality of legislation or administrative action.

[29] The Supreme Court of Canada also held that such a use of the public interest standing test would not be consistent with the scheme of the *CTA* and the broad remedial powers provided to the Agency. Therefore, the decision did not ultimately determine what standing test the Agency should apply. That said, the Supreme Court of Canada provided some guidance with respect to the various options the Agency could consider.

[30] MacLachlin, C.J.C., in the majority decision, stated:

> [14] In this case, the Agency had discretion under s. 37 of the Act to determine whether to hear Dr. Lukacs' complaint. The Agency did not advert to this discretion, however, and appeared to approach the standing question as if bound by the tests for standing as applied in civil courts. As such, it found that it would hear the complaint only if Dr. Lukacs could satisfy the test for either private interest standing or public interest standing.
>
> ...
>
> [25] In my view, this is not a case where merely supplementing the reasons can render the decision reasonable. The Agency clearly stated a test for public interest standing and applied that test. The Agency could have adapted the test so that the complainants under its legislative scheme could actually meet it. Of course, it could also have exercised its discretion without any reference to standing at all. But it did neither of these things. The reviewing court must not do them in the Agency's place for three principal reasons.
>
> …
>
> [30] I would agree with Abella J., however, that the Court of Appeal should not have held that standing rules could not be considered by the Agency in its reconsideration of the matter. The better approach is to send this matter back to the Agency for reconsideration in its entirety. In its order, the Court of Appeal stipulated that the Agency must reconsider the matter "otherwise than on the basis of standing" (para. 32). I would not structure the order so strictly so as to foreclose the possibility that the Agency could reasonably adapt the standing tests of civil courts in light of its statutory scheme. As my colleague observes, s. 25 of the Act confers on the Agency "all the powers, rights and privileges that are vested in a superior court" (para. 56) with respect to all matters within its jurisdiction. This language indicates the legislator's intention to give deference to the Agency's determination of its complaints process.
>
> [31] Of course, there are numerous other ways that the Agency could exercise its discretion under s. 37 of the Act , including examining whether the complaint is in good faith, timely, vexatious, duplicative, or in line with the Agency's workload and prioritization of cases. The Agency may also wish to consider whether the claim raises a serious issue to be tried or, as Abella J. has done, whether the complaint is based on sufficient evidence. It is not for this Court to tell the Agency which of these methods is preferable. Deference requires that we let the Agency determine for itself how to use its discretion, provided it does so reasonably.

[31] As a starting point in this analysis, the Board did not address the standing of the UTA to bring a complaint when it decided to initiate an inquiry. Initially, in a letter dated June 13, 2018, and filed with the Board on June 26, 2018, the UTA requested that WHRC's Operating License "…be revoked as it is my opinion that this company does NOT intend to operate a railway in Nova Scotia." The letter addressed certain matters related to the *CTA*, including an alleged failure to follow that regulatory scheme with respect to the potential purchase, from Canadian National Railway Company (CN), of a

portion of the railway to which the Operating License is applicable. The letter also discussed the potential use of railway corridors to build public trails.

[32] The Board responded on July 11, 2018, stating in part:

> After receiving your correspondence, Board Member Melanson felt it advisable that the scope, and limits, of the Board's jurisdiction under the *Railways Act,* S.N.S. 1993, c. 11, as amended, be clarified in relation to the issues raised by your correspondence.
>
> Firstly, the Board plays no role and has no jurisdiction to address any issues with respect to the potential sale of the portion of the rail line from Windsor Junction to the Town of Windsor, currently owned by Canadian National (CN), in relation to whether the process followed conforms with any legislation administered by the Canadian Transportation Agency, such as the *Canadian Transport Act,* S.C. 1996, c. 10, as amended, or regulations made under that Act.
>
> Secondly, the Board does not make any determinations on whether it is in the public interest to have a railway corridor become a part of a public trail system.

[33] The July 11, 2018 letter went on to explain the Board's jurisdiction and stated:

> Therefore, in order to proceed further with this request for revocation, the Board would require further particulars as to what conduct on the part of the W&HRC is alleged to contravene the Act, regulations, or the terms and conditions of W&HRC's license.
>
> It would be helpful to the Board if specific provisions of the Act, regulations, or terms and conditions of the license were referenced in relation to the alleged conduct.

[34] After making a number of inquiries of the Board and DTIR, the UTA formulated a complaint letter dated September 28, 2018. The Board would summarize the alleged contraventions of the *RA*, regulations and WHRC's Operating License as follows:

- The WHRC has effectively discontinued and abandoned service without following the process set out in the *RA* and the *Railway Discontinuance of Services and Abandonment Regulations;*
- WHRC has not provided proof of financial viability or the correct type of proof of insurance to the Board;

- WHRC has altered sections of its railway without following the process set out under the *RA* and *Railway Notifications and License Regulations*;
- As the preamble to the Operating License says it is for the purpose of operating a railway, the failure to so operate is a violation thereof;
- Certain specific violations with respect to safety inspection reports and safety standards under the Operating License; and
- A safety violation related to the Hantsport aboiteau.

[35] On October 5, 2018, the Board advised that it had determined that the UTA's correspondence constituted a complaint pursuant to s.39 of the *RA*. It initiated an inquiry by requesting a response from WHRC. Therefore, having determined the complaint met the technical requirements of the *RA*, the Board initially exercised its discretion to initiate an inquiry without considering the standing issue.

[36] The issue of standing had never previously been raised before the Board under the *RA*. Given there are only two railway companies governed by the *RA,* complaints pursuant to this Board mandate are very rare. The Board simply adapted some aspects of the complaints process it uses under the *Public Utilities Act,* R.S.N.S.1989, c. 380 (*PUA*), where standing is seldom an issue. That said, as the issue of standing is now squarely before the Board, with the benefit of a substantial record for context, together with full legal arguments, it must be addressed, regardless of the path initially undertaken as described above. It is important that standing issues be analyzed in a principled manner and not on an *ad hoc* basis.

[37] Despite counsel for WHRC's attempt to minimize the importance of *Delta Air Lines*, the case is clearly instructive, given the similarity of the legislative language in

the respective inquiry powers of the Agency and the Board. While there are other similarities between the two legislative schemes, there are also key differences. This is important, given that like an exercise in statutory interpretation, *Delta Air Lines* makes a direct link between the manner in which the Agency should address its discretion to hear a complaint and whether it is consistent with the overall statutory regime it is called upon to oversee.

[38] As discussed in *Delta Air Lines*, s. 25 of the *CTA* conferred upon the Agency the following powers:

> **25** The Agency has, with respect to all matters necessary or proper for the exercise of its jurisdiction, the attendance and examination of witnesses, the production and inspection of documents, the enforcement of its orders or regulations and the entry on and inspection of property, all the powers, rights and privileges that are vested in a superior court.

[39] Section 16 of the *UARB Act* indicates a Board member acting within her jurisdiction has all the powers, privileges and immunities of a commissioner appointed pursuant to the *Public Inquiries Act*, R.S.N.S.1989, c.372. Section 5 of the *Public Inquiries Act* says:

> 5 The commissioner or commissioners shall have the same power to enforce the attendance of persons as witnesses and to compel them to give evidence and produce documents and things as is vested in the Supreme Court or a judge thereof in civil cases, and the same privileges and immunities as a judge of the Supreme Court.

[40] While the language related to Board members' powers, privileges and immunities is somewhat narrower than found in the *CTA*, the legislative scheme makes it clear that, like the Agency, the Board plays the primary role in determining its process. Combined with an almost identical statutory provision, the Board is satisfied that it has the discretion to consider standing issues on a basis other than the common law standing tests.

[41] Despite the comments in *Delta Air Lines* that the Agency could have proceeded with the complaint without considering the standing of the complainant at all, the Board is not persuaded by the arguments that it should exercise its discretion under the *RA* in this manner. *Delta Air Lines* noted that the Agency had the express power to initiate investigations on its own motion. This included the subject matter of Dr. Lukacs' complaint. If an investigation can be initiated without a complaint, traditional standing issues become less relevant.

[42] The Board has similar broad powers to investigate matters on its own motion in some mandates. These include s.19 of the *PUA* in relation to public utilities and s. 32(1) of the *Motor Carrier Act*, R.S.N.S. 1989, c.292, which is also a transportation industry licensing statute. That express power is absent from s.39 (1) and is not found elsewhere in the *RA*.

[43] While the Board would not completely exclude the possibility of having the discretion to initiate an inquiry on its own motion in certain situations, if that power exists, it should probably only be exercised in exceptional circumstances. In this regard, the Board generally agrees with WHRC that the inquiry process under s.39 (1) is complaints-driven.

[44] This is particularly the case where the Minister, who oversees many parts of the legislative scheme, including safety inspections and railway abandonment applications, has, pursuant to s.36 of the *RA*, the broad power, without the need for a complaint, "…to cause an investigation to be made relating to any matter or thing respecting a railway." This potential avenue for an investigation suggests the Board's

discretion under s.39(1) should not ordinarily be exercised so broadly as suggested by the UTA and the Intervenors.

[45] Turning to how the Board should exercise its discretion in this case, the Board finds that the private interest test is too restrictive for regulatory statutory regimes designed to protect not only customers of the railway but the public at large and to generally regulate railway corridors. That said, a party with a direct interest in the subject matter of a complaint within the Board's jurisdiction, which is the case in the vast majority of complaints brought to the Board under its various mandates, would ordinarily not raise any standing issues.

[46] As the regulated railways under the *RA* are private companies, the public interest standing test, to the extent it focuses on constitutional issues, is not appropriate. As well, while the "real and substantial interest" test discussed above provides guidance, the extent of the complainant's interest in the matter must be balanced with the seriousness and importance of the issue raised. The main concern is to avoid having complaints from parties who have an insufficient interest in the subject matter, or parties with an improper purpose, who may have limited ability or incentive to assist the process. Administrative efficiency must also be considered, including whether there is a clearly more effective way to address the issue.

[47] The Board considers the following elements gleaned from *Delta Air Lines* should be considered in this case:

- The importance of the issues raised in the context of the Board's role in the *RA* regulatory regime and its prioritization of matters under all its mandates arising from 40 different statutes;

- The degree to which the UTA has a genuine interest, or a real and substantial interest, in a legal sense, in the subject matter of the complaint, including whether the complaint is brought for an improper purpose;
- Whether the complaint is timely, vexatious, frivolous, or duplicative; and
- Whether there is a more efficient and effective way to have the matter addressed.

[48] Not all of the above factors are implicated in every standing analysis. In the matter before the Board, as the alleged conduct giving rise to the complaint is ongoing, the Board does not consider issues of timeliness arise. As well, the issues raised give rise to real, and in many ways, novel, legal considerations. They are not vexatious or frivolous. The issue of duplication forms part of the analysis on effectiveness and efficiency.

[49] In assessing the relevant factors, the Board must be mindful of the scope of its role under the *RA*. Section 2 of the *RA* says its overarching purpose is "…to ensure the safe operation of railways in the Province." The Minister has retained many of the powers required to achieve that purpose, including inspection powers and duties. The Board employs no safety inspection personnel. The Minister also has responsibility for the approval of railway rules. The Operating License, incorporated by reference in the *RA*, sets out direct inspection and safety reporting requirements with the Province. While s 52A makes the Operating License subject to the *RA*, it contains an arbitration provision related to dispute resolution.

[50] In addition to the broad investigative powers previously discussed, there is a complaints process directly to the Minister, pursuant to s.35 of the *RA*, with respect to safety and state of repair issues which can result in an inspection being ordered. As well,

that provision allows the Minister to initiate inspections if it is considered necessary. Upon receipt of the results of the inspection, the Minister can make certain orders restricting the operation of the railway and requiring repairs.

[51] The Minister has the power to make emergency directives to address safety issues pursuant to s.37 of the *RA*. As noted during the hearing, the Minister also has the power to initiate an inquiry pursuant to s. 38 of the *RA*. That said, such an inquiry must be held "in accordance with the regulations…" There are currently no regulations governing the conduct of such an inquiry.

[52] The Board's primary functions under the *RA* are with respect to initial licensing under ss. 16 and 17, including whether an applicant has met the prescribed safety standards, obtained the prescribed insurance and has shown proof of financial viability to provide the applied for railway service. With respect to safety standards, s.18 requires an inspection from a railway inspector.

[53] The Board is also responsible for approval of licensing amendments and renewals. Of note, the Board has never received an application for a license to operate a railway service. In the case of the two operating licenses in existence under the *RA,* agreements with the Province were expressly incorporated by reference and deemed to be operating licenses issued under this legislation.

[54] As an adjunct to the complaints process described above, s. 21 provides the Board with the authority to suspend or revoke a license for failure to adhere to the *RA*, regulations enacted under the *RA*, or its operating license. While not every complaint will necessarily implicate s.21 of the *RA*, principles of fairness and natural justice require that a railway company have a fair opportunity to respond before any such action is taken.

[55] By virtue of s.26 of the *RA*, the Board also has the power to order or waive reasonable accommodations with respect to the receiving, loading, carriage, delivery and unloading of freight and address interconnection issues pursuant to s.30.

[56] Section 41 of the *RA* relates to discontinuance of service, which is prohibited unless the railway company provides notice and a reasonable discontinuance plan, as approved by the Board. The discontinuance process is set out in *Railway Discontinuance of Services and Abandonment Regulations*. The focus of these regulations is to ensure adequate notice and a proper discontinuance plan to allow rail service customers to transition to another mode of transportation.

[57] If the Board approves the notice period and discontinuance plan proposed by the railway company, and no other railway company applies to operate the line within the prescribed time, it triggers a process which can ultimately lead to abandonment of the railway line. No abandonment can take place without ministerial approval. Pursuant to s.44 of the *RA,* once an abandonment plan is approved, the Province ultimately may have the right, but not the obligation, to acquire the railway line.

[58] While not directly impacting the analysis, the Board notes s. 44 of the *RA* is confusing, as it speaks in terms of the Board approving an abandonment plan. Section 42 of the *RA*, and the *Railway Discontinuance of Services and Abandonment Regulations*, make it clear the abandonment plan must be submitted to the Minister for approval. As well, the *Railway Discontinuance of Services and Abandonment Regulations* allow for a process where both the Province, and the municipalities through which the railway runs, can offer to purchase the railway line if no company steps in to acquire and

operate it after discontinuance. Section 44 of the *RA* only provides this right to the Province.

[59] The Board has jurisdiction with respect to certain construction or alterations associated with a railway line pursuant to the *Railway Notification and Licence Regulations.* It also has some jurisdiction with respect to private crossing fees over railway lines pursuant to the *Private Railway Crossing Fees Regulations*, which regulations are not implicated in the complaint.

[60] The UTA's complaint raises a number of issues. The standing analysis, keeping in mind the above-described legislative scheme, is not uniform with respect to these various issues. They can be divided into the following themes:

- Safety issues;
- Discontinuance and abandonment process issues;
- Notifications related to railway construction and alterations;
- Filing requirements with respect to financial viability and insurance; and,
- Failure to operate in accordance with the Operating License.

a) Safety

[61] Safety is the most important objective of regulation pursuant to the *RA*. That said, safety concerns are tempered by the fact that no trains are currently running on the railway line in question. As well, with the possible exception of the Hantsport aboiteau matter, which is being addressed in another process, the types of safety concerns raised do not appear to require immediate action, given the current status of the railway operations.

[62] The degree to which a complainant must have an interest in the subject matter of the proceeding is a flexible concept. The Board has always been liberal in its application of the "real and substantial interest" test in relation to intervention or participation in matters before it.

[63] The Board allowed numerous public interest groups, including political parties, to participate in discontinuance proceedings involving the *Cape Breton & Central Nova Scotia Railway Limited,* 2015 NSUARB 6. In fact, with the possible exception of planning matters, where a restricted appellate jurisdiction is exercised, and the legislation outlines which parties should ordinarily be allowed to participate, occasions where the Board has denied standing are somewhat rare. An example would be M06208, which was an application to dissolve the Town of Bridgetown, where a public interest group had no significant connection to the subject matter of that proceeding.

[64] In this case, the UTA has no direct interest in the operation of railways. It is not a railway customer, or someone in the supply chain serviced by the railway. The UTA does not own property impacted by WHRC's railway operations. Its mandate does not relate to railway safety and it has raised no expertise in this area.

[65] While the UTA may have a general interest in the proper functioning of the legislative scheme, its primary purpose in raising these issues appears to be to bring to a head what it sees as a non-operating railway company which has not followed the proper procedures for discontinuance and abandonment, with the hope that the railway corridor will eventually be bought by the Province for use as public trails.

[66] A general concern for the proper operation of a legislative scheme is not sufficient to ground standing in this case, particularly where there is a more effective and

efficient mechanism to address safety issues, even in the absence of railway customers, by a party which does have a mandate to address safety issues.

[67] As discussed above, the Minister has access to railway inspectors who should be able to assess the seriousness and immediacy of safety issues. There is a process under the *RA* to address any safety concerns. The process would also allow the Minister to objectively assess whether the circumstances which give rise to any safety issues, including the conduct of the railway company, warrant seeking disciplinary action through the complaints process.

[68] Absent parties who are directly impacted by the operation of a railway, or who might otherwise have a railway safety mandate, this would appear to be the most effective way to bring forward safety complaints. It would alleviate certain issues which have arisen in this proceeding, where the UTA, which, as the complainant, is ostensibly responsible for leading the complaints process, has on occasion indicated a lack of resources in its submissions. It would also provide for the party with access to expertise and the most documentation to lead the process.

[69] For the foregoing reasons, the Board finds the UTA does not have standing to bring the safety related complaints before the Board.

b) Discontinuance and abandonment

[70] The Board has long been aware that the WHRC has not been operating trains over its railway lines because its last customers ceased to utilize its services. All the parties before the Board have also long been aware of this state of affairs. The fact is that the scheme of the *RA*, including the discontinuance provisions, contemplate an active railway.

[71] The Board had not, in the past, advised either WHRC or DTIR that it considered the discontinuance process had been triggered, where trains were no longer running because the railway company no longer had any customers. The issue has been brought into focus before the Board, where parties have cited certain cases before the CTA which discuss temporary discontinuance and *de facto* discontinuance. The Board notes that the discontinuance regime, and applicable legal tests, are different under the *RA* and the federal legislation.

[72] While adherence to the legislative scheme is undoubtedly an important issue, the main purpose of the discontinuance regime under the *RA* and regulations is to provide adequate notice to those who use the railway service, to a maximum of 12 months, and to provide a discontinuance plan.

[73] The purpose of the discontinuance plan was explained by the Board as follows:

> In the Board's view, the discontinuance provisions of the *Act* are there to permit customers to make reasonable alternate arrangements during the period of discontinuance which will be in place once the discontinuance period ends to allow them to receive the goods they require.
>
> [2015 NSUARB 6, para.124]

[74] Therefore, the primary purpose of the discontinuance provisions is not to trigger an eventual abandonment application, over which the Board has no jurisdiction. Given the history behind the creation of provincial legislation to encourage short-run provincial railways to replace CN's inter-provincial railway operations in the face of abandonment, an interpretation of the *RA* which promotes the continued existence of railway corridors appears to be a reasonable approach.

[75] In any event, the significance of any alleged failure to initiate a discontinuance proceeding is lessened where there are no customers to give notice to or

who require alternate arrangements as part of a discontinuance plan. It is in this context that the flexible approach to the “real and substantial interest” test must be considered.

[76] Whether or not discontinuance has occurred raises issues of fact and mixed fact and law. This is different than the inspector expertise issues raised by railway safety concerns. In considering the interest of the UTA in the subject matter of the complaint, the Board is led to the same conclusion as to the primary aim of the UTA. It is to achieve a result where the Province, or the municipalities through which the railways run, are in a position to purchase WHRC’s railway line pursuant to the abandonment provisions of the regulations. The hope is that these lands can be converted to public trails after such an acquisition.

[77] One could argue that the actions of WHRC, in apparently converting some portions of its railway lines for use as public trails, as the photographic evidence tends to illustrate, has opened the door to the UTA being able to claim it has a genuine interest in this proceeding. On balance, the Board is not persuaded this is the case. In the first place, this potential outcome is not related to the discontinuance process. Abandonment would be required. In the Board’s opinion, the object of the abandonment provisions is to initially allow for the preservation of the railway corridor for railway usage. The provisions which allow, but do not obligate, the Province or municipalities to purchase the railway corridor, only come into play if there is no expression of interest by a railway operator. Therefore, in the Board’s view, the UTA has only a speculative interest in the subject matter of the proceeding related to discontinuance an abandonment which is insufficient to ground standing to bring a complaint.

[78] In the Board's view, if it is alleged the WHRC has failed to follow the discontinuance/abandonment process, because it no longer has customers and has used its assets for other than railway purposes, a party with a more direct interest would be required.

[79] Such a party does exist. DTIR, representing the Minister, no doubt has standing to initiate a complaint, or to cause a matter to be investigated. DTIR can represent the public interest at large and balance the object of promoting railways in the province with other considerations. DTIR also has all the required information to decide whether a complaint is warranted.

[80] In the final analysis, the Board would not describe the UTA's interest and purpose as improper, in the pejorative sense of the word. Rather, from a legal standpoint, it is not sufficiently tied to the objects and purposes of the *RA* to ground the UTA's status as a complainant.

c) Notifications related to railway construction and alterations

[81] The *Railway Notification and Licence Regulations* require that the Board be notified of certain railway construction alterations. The types of construction and alterations subject to the requirement can be summarized as follows:

- The acquisition of additional land from adjacent owners for the realignment of any existing railway line;
- Constructing or altering any crossing of a public road;
- Constructing or altering any crossing of a railway line with any other railway line;
- Constructing or altering any tunnel or railway bridge over 3 meters in length.

[82] The wording of the regulations does not make it entirely clear whether the construction and alterations must be approved by the Board. That said, it is clear that the listed types of construction and alterations were intended to address safety issues. They would ordinarily contemplate a railroad which is currently providing a service to customers.

[83] It is alleged some of the changes to the railway relate to covering the line where it intersects with public roads. This is the type of alteration or construction addressed in the regulations. In direct answers to UARB IRs-6 and 7, WHRC indicated this was not the case. The Board does not have to make a final determination on the issue, given its standing analysis based on the purpose of the provisions.

[84] The same analysis discussed above with respect to the UTA's lack of a real and substantial interest in the subject matter of this component of the complaint is engaged. The notification provisions relate to safety and the proper operation of the railway. The UTA does not have a sufficient nexus with these issues to be granted standing as a complainant.

[85] The Board notes that the facts surrounding the railway construction and alterations, which appear related to providing public trails while the railway is not in use, are readily ascertainable through inspection. If such inspections by DTIR reveal a contravention of the regulations, it is always open for the Minister to bring a complaint, after having made an initial assessment as to whether such a course of conduct is warranted.

d) Filing Requirements re financial viability and proof of insurance

[86] The Board will now address the portion of the complaint related to alleged failures to file the proper proof of insurance and proof of financial viability. The regulations suggest financial statements might fulfill the proof of financial viability obligation. In relative terms, these are not the most pressing issues where the company is not running railway cars.

[87] The Board has been aware of the form of insurance filed by WHRC for some time. It has been satisfied it provides adequate coverage for third party liability in the circumstances WHRC currently finds itself in. It would not be appropriate for the Board to pursue disciplinary action at the request of a stranger to the railway operations, without any public safety mandate, to address an issue where the Board itself has not raised concerns with WHRC in the past. Rather, the Board will review the matter to see if changes to the insurance filings are needed.

[88] With respect to proof of financial viability, given how WHRC's licensing occurred, the Board has never requested this type of information. It would similarly be inappropriate at this stage to grant standing to the UTA, which is not impacted directly or indirectly by WHRC's financial viability, to maintain a complaint seeking a disciplinary penalty for this alleged transgression. The Board will review the legislative requirements and determine what, if anything, should be obtained from WHRC in this regard.

e) Failure to operate in accordance with the Operating License

[89] This component of the complaint is founded on three essential aspects: the alleged failure to operate a railway; the alleged failure to provide inspection reports and other documentation, and meet the safety standards, set out in the Operating License;

and, the expiration of a leasing agreement with CN over a portion of the railway line covered by the Operating License.

[90] All the component elements of this portion of the complaint really relate to issues of safety and whether in fact WHRC is operating a railway, or intends to operate a railway (or is even capable of operating a railway with respect to the CN portion of the line). Therefore, the same basic analysis discussed above with respect to safety, discontinuance and abandonment are raised. In the Board's opinion, the UTA is simply not the proper party to make a complaint in relation to these matters.

4.0 GIVEN THE HANTSPORT ABOITEAU MATTER PENDING BEFORE THE SUPREME COURT OF NOVA SCOTIA, TO WHAT EXTENT DOES THE BOARD HAVE JURISDICTION TO HEAR THE COMPLAINT?

[91] As the Board has granted WHRC's motion based on standing issues, this issue need not be addressed. This in no way is meant to endorse the submissions of WHRC with respect to the interplay between ss. 22 and s.23 of the *UARB Act ,* which WHRC says preclude the Board from proceeding where an issue of law or mixed fact and law relevant to the determination of a matter before it is before the courts. As raised by the Board during the hearing, the *UARB Act* applies to all the Board's mandates. The limitations on the Board's ability to proceed with its various mandates, often involving ongoing regulatory oversight, or similar legal issues in various proceedings, would be severely impaired if WHRC argument were accepted.

[92] In order to avoid duplication and the possibility of inconsistent results, the Board has usually held matters in abeyance if there are related proceedings before the courts. An example appears in the record in this proceeding with respect to the Hanstport aboiteau, where an impacted party had raised the issue with the Board. That said, the

most reasonable interpretation of ss.22 and 23 of the *UARB Act* is that it provides the Board with discretion to proceed, if the circumstances warrant, even where such related matters are being considered by the courts.

5.0 CONCLUSION

[93] The Board is mindful that considerable effort has been expended to date as part of this proceeding. Nevertheless, it has been convinced that the UTA is not the proper party to bring a complaint with respect to the issues raised before it. This proceeding should therefore not continue based on the UTA's complaint.

[94] The remedy which has been requested, if granted, would effectively terminate WHRC's ability to operate a railway and could ultimately lead to the forced sale to the Province. These are significant potential repercussions. It is important that WHRC be fully aware of the case it must meet. If these remedies are to be sought, and the Board makes no comment on whether they will be, or should be, the Board is of the view the process should be led by a party with a real and substantial interest, in the legal sense, in the outcome of the proceeding.

[95] In the Board's opinion, it is not sufficient that DTIR, for example, which has such an interest, is an Intervenor in the process. There are potential procedural and fairness issues, related to the ability of WHRC to respond to the case it has to meet, which could arise where the complaint is not framed by such a party.

[96] After reviewing the totality of the record, which was very helpful in providing context, and the very able legal arguments of the participants, the Board finds as follows:

- While not completely precluding the possibility that the Board could initiate a complaints process on its own pursuant to s.39 of the *RA*, the legislation primarily contemplates a complaints-driven process;
- The applicable standing test the Board has developed in this proceeding for complaints under the *RA* has the following elements;

  i) The importance of the issues raised in the context of the Board's role in the *RA* regulatory regime and its prioritization of matters under all its mandates arising from 40 different statutes;

  ii) The degree to which the complainant has a genuine interest, or a real and substantial interest, in a legal sense, in the subject matter of the complaint, including whether the complaint is brought for an improper purpose;

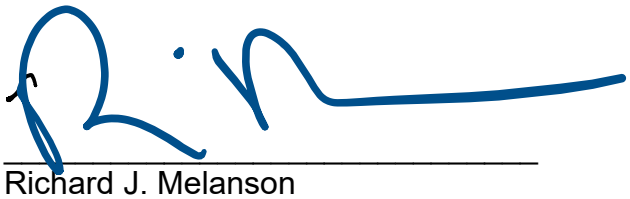
  iii) Whether the complaint is timely, vexatious, frivolous, or duplicative; and

  iv) Whether there is a more efficient and effective way to have the matter addressed.

[97] Taking all of the above into consideration, the Board finds the UTA does not have a sufficient nexus with the subject matter of the complaint to establish standing, when analyzed in the context of the legislative framework, the relative importance of the issues, and more effective and efficient alternative processes.

[98] An Order will issue accordingly.

DATED at Halifax, Nova Scotia, this 23 day of December, 2020.



Richard J. Melanson

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☐	Decision Request ☐	Councillor Activity ☐

To: **Committee of the Whole**

Submitted by: **Mayor Abraham Zebian**

Date: **June 13, 2023**

Subject: **Joint Tourism Work**

LEGISLATIVE AUTHORITY

Municipal Government Act

RECOMMENDATION or DECISION REQUEST

…Council authorize staff to begin discussions and work on tourism strategies with the staff at East Hants and to report back to Council on updates and future recommendations as needed.

BACKGROUND

Property ☐	Public Opinion ☐	Environment ☐	Social ☐	Economic ☐	Councillor Activity ☐

The Region of West Hants and Municipality of East Hants are what many refer to as “Hants County”. Each respective unit has had its own tourism strategies, active transportation plans, and economic development work over the years.

DISCUSSION

At a recent meeting between the Warden, Deputy Warden, staff(from both units) and myself, it was discussed that there is a lot of overlapping and untapped potential to create a joint tourism strategy/plan for the “shore” and surrounding areas. East and West Hants have many common themes and it only makes sense to explore and promote them, as a united Hants County, for the benefit of both units. We could see huge benefits with accommodations, the culinary sector, agriculture sector, wine industry, and many other benefits.

NEXT STEPS

If COTW forwards a positive recommendation to council, the next step would be for Council to ratify the decision and staff begin work.

FINANCIAL IMPLICATIONS

No financial implications with the initial work on areas to explore with the exception of staff time.

There may be future financial implications with potential recommendations to Council.

ALTERNATIVES

COTW may not choose to send a positive recommendation to Council.

COTW may choose a different course of action.

ATTACHMENTS

AV STAR Strategy Spring 2023

CHIEF ADMINISTRATIVE OFFICER REVIEW

There are many synergies between East Hants and West Hants. Tourism related initiatives are at the forefront.

I support the Mayor's recommendation. In addition, we will share the recently released Valley Regional Enterprise Network (VREN) Tourism Strategy with East Hants to ensure our joint initiatives are in alignment with the strategy and the themes within.

Themes within the strategy include :

The Bay of Fundy

Culinary

Heritage, Culture Arts

Outdoor Recreation

Rural Landscapes, Coastal Communities, Small Towns and Villages

Report Prepared by: Abraham Zebian, Mayor

Report Reviewed by:

Mark Phillips, Chief Administrative Officer

STAR

Annapolis Valley Strategic Tourism for Areas and Regions

2023 – 2026 Tourism Strategy

May 2023

Land Acknowledgement

The Annapolis Valley is in Mi'kma'ki, the ancestral and unceded territory of the Mi'kmaq People. This territory is covered by the "Treaties of Peace and Friendship." We are all Treaty people, and we must respect and honour our rights as such.

We acknowledge the peoples of the Glooscap, Annapolis Valley and Bear River First Nations, which have been present on these lands now called the Annapolis Valley for generations.

Photo Source: Kwilmu'kw Maw-klusuaqn, Mi'kmaq of Nova Scotia https://mikmaqrights.com/#home

Tourism Nova Scotia / Photographer: Tamara Elliott

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Appreciation

We want to thank the business owners, community leaders, volunteers, and residents who participated in the strategy development process. Their collaborative spirit and willingness to provide direct input and observations contributed significantly to helping inform the recommendations and strategies. We want to acknowledge and thank the STAR Working Group for their commitment to overseeing the process and providing valuable input and feedback.

We would also like to acknowledge the Valley REN Board and staff, namely Jennifer Tufts and Richelle Brown Redden, who agreed to spearhead the Tourism Atlantic Strategic Tourism for Areas and Regions (STAR) project in the Annapolis Valley. Their insight and guidance throughout the planning process paved the way for the creation of this critical economic development project.

the valley REGIONAL ENTERPRISE NETWORK

Finally, we want to acknowledge the financial contributions made by the Government of Canada through its partners at the Atlantic Canada Opportunities Agency (ACOA, Tourism Atlantic).

Their interest and commitment to enhancing Canada's tourism offering from coast to coast to coast, including in the Annapolis Valley, is appreciated.

Atlantic Canada Opportunities Agency
Agence de promotion économique du Canada atlantique

Canada

Photo: Brian Taylor

Executive Summary

Annapolis Valley Final Report Executive Summary –May 9, 2023

Welcoming Region | Legendary Experiences
Destination Alignment | Connection to Community
Connection to Visitor

As the global tourism sector rebuilds following three years of unprecedented challenge, community leaders and tourism stakeholders in the Annapolis Valley have taken a bold step to establish a four-year tourism development strategy. The strategy, framed around **Five Planning Imperatives,** was developed utilizing Tourism Atlantic's (Atlantic Canada Opportunities Agency, ACOA) Strategic Tourism for Areas and Regions (STAR) process. This was a proactive initiative facilitated by the Valley Regional Enterprise Network (Valley REN).

While tourism in Canada has a long way to go before reaching its 2019 performance benchmarks, Destination Canada (DC) is optimistic signalling positive recovery signs. DC is forecasting that:

- Domestic spending will fully recover in 2023
- US spending will reach 2019 levels in 2024 – 91% in 2023
- Overseas spending will recover in 2025 – 65% in 2023 and 92% in 2024

In Nova Scotia, recovery was also evident with significant growth in 2022 compared to 2021 from out of province visitors to all parts of the province including the Annapolis Valley. Domestic travel drove these improvements as more Canadians stayed in the country to travel as travel restrictions were eliminated and consumer confidence in travel stabilized.

Looking ahead several considerations impacted the development of the strategy including agreement that a regional approach to development was embraced. Community, Indigenous and tourism industry leaders in West Hants, Kings, and Annapolis counties seized the opportunity to establish a responsible approach to rebuild the visitor economy and do that through a regional lens. In addition, there was the need to identify a realistic implementation plan, therefore the plan includes a comprehensive action plan.

The region spans over 200km along the Bay of Fundy from Deep Brook on the Annapolis Basin, to Walton on the Minas Basin. This large geographic region boasts an extensive list of visitor attractions and services, yet no one entity or organization exists to rally stakeholders behind a collaborative tourism development strategy. Under the guidance of a community and industry working group, the STAR process was implemented from November 2021 to January 2023. With support from Brain Trust, a respected tourism industry consultant firm, and senior staff from the Valley REN, the process connected with elected officials, municipal and First Nation staff, residents, and business owners and operators.

Many factors influenced the planning context. Primarily, the reality that the visitor has changed as travel behaviour and motivations have been dramatically altered post-pandemic. There is now a growing desire among visitors for more frictionless travel supported by enhanced use of technology, and a shift to more responsible travel with a socio-environmental focus.

In addition, Destination Canada identified a critical factor to understanding new travellers. These are travellers with a higher-than-average income, they travel more frequently, and show intentions of travelling within the next two years. These guests leave a destination better than they found it and appreciate Canada's culture by contributing to the host community's economy. They visit and interact with places and people respectfully and make travel choices based on extraordinary experiences and a sense of life enrichment.

Also, a new reality has emerged. There is a desire among progressive destinations to support a greater interest in the well-being of communities and residents vs. visitation growth and profits. Many destinations, including several in Canada, are adopting a regenerative tourism approach, where opportunities to create an ecosystem of innovation, collaboration, and adaptation are the goal. This has become a goal for many destinations, and in consultation with leaders in the Annapolis Valley there was an ardent desire to have this a cornerstone of the plan. There will need to be conversations that explore how this plays out; to have deeper connections with communities respecting the unique people and places on which tourism development in the Annapolis Valley is based.

Extensive consultations supported the strategy development process. From twenty-five one-on-one interviews, twenty-seven community consultation sessions, numerous site visits, a stakeholder survey, an online digital footprint analysis, and planning sessions with the working group and Valley REN staff, core findings, observations, and implications were identified.

As the tourism assets were assessed and consultation concluded, the Valley's unique differentiators emerged. These are described as the overarching product and experience themes supported by Visitor Touch Points. The unique themes informed where future tourism destination positioning, experience development, and marketing should be focused.

The themes included:

- **The Bay of Fundy**
- **Heritage, Culture, Arts**
- **Outdoor Recreation**
- **Culinary**
- **Rural Landscapes, Coastal Communities, Small Towns and Villages**

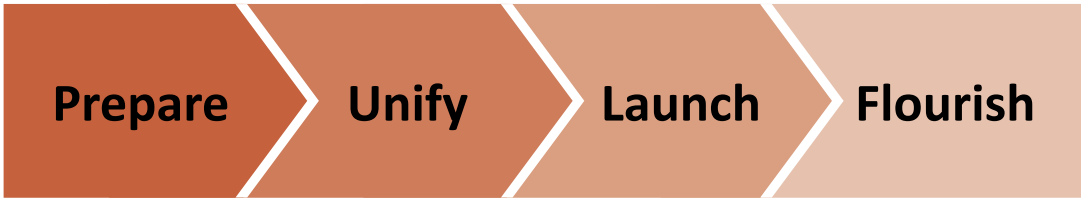
Identifying an entity to facilitate the implementation of the four-year tourism strategy, as well as a sustainable funding model to support the entity and their associated work was also important. A transitional name and framework for a new organization model has been identified. The Annapolis Valley Tourism Collaborative (AVTC) will lead the implementation of the STAR Tourism Strategy.

In terms of a sustainable funding model, a unique hybrid approach has been identified. The hybrid model allows for collecting a visitor-paid fee or levy, usually 3 or 4%, which is added to the guest's accommodations bill. Based on a desire for a regenerative tourism approach, it is recommended a secondary funding mechanism be explored. A regenerating fund mechanism, for example, would see guests paying a small fee at attractions, for example, to support community social service-based projects, as well as the operation of the tourism entity. This concept supports the guests desire to leave the communities they visit in better condition than when they arrived.

Building on the premise of creating legendary experiences, the opportunity exists to leverage the power of the five unique and appealing product themes (Bay of Fundy, Outdoor Recreation, Heritage/Culture/Arts, Culinary, Rural Landscapes/ Coastal Communities/ Small Towns and Villages) through the development, promotion, and delivery of four-season, purchasable, curated visitor-friendly tourism experiences. This is a priority of the plan.

Tourism Nova Scotia / Photographer: Aaron McKenzie Fraser

Recommendations and Implementation – A four-year, four-stage recommendation and implementation plan has been identified under these umbrella headings:



Each of the four stages have specific areas of implementation focus (detailed below) and are categorized by four headings (Recommendations/Objectives, Tactics, Responsibility, and Timeframe).

Prepare – 2023-2024

- Transitional Implementation Plan
- Communications and Engagement Plan
- Provide Industry Training
- Explore Long Term Funding Model
- Projects in the Pipeline
- AVTC Exploration

Unify – 2024-2025

- Long Term Funding Model Exploration
- AVTC Introduction
- Theme-Related Experiential Tourism Development
- Address Tourism Infrastructure & Service Gaps
- Resource Development for Operators
- Industry Training
- Regional Tourism Project Planning

Launch – 2025-2026

- Launch the Annapolis Valley Tourism Collaborative
- Long-term Funding / Regenerating Fund
- Environmental Thrivability
- Remove Systemic Inequalities
- Regional Data Collection Methodology

Flourish – 2026-2027

- AVTC Network Expansion
- Industry Training
- Activate All Strategic Imperatives
- Expanded Marketing Initiative

Successful implementation of the Four-Year Annapolis Valley Tourism Development Strategy will require cooperation from national, provincial, regional, and local public and private sectors partners.

Through a partnership approach, the working group along with Tourism Atlantic, the project funder, are optimistic that the strategy and its supporting action plan has the potential to help the Annapolis Valley become a thriving tourism destination within Nova Scotia, Canada, and the world.

Project Purpose and Objectives

Strategic Tourism for Areas and Regions (STAR) is a regional tourism development program built to support economic growth in large tourism regions[1] in Atlantic Canada with proven tourism success by encouraging strategic and collaborative destination development. The program focuses on helping regions, as well as Small and Medium Enterprises (SMEs), to compete in a highly competitive tourism environment. A project of Tourism Atlantic, a division of ACOA, this customized destination development program guides tourism regions through the STAR process and a series of practical activities and capacity-building sessions focusing on strategic and sustainable tourism planning.

[1] A STAR Area or Region is defined as a geographic area with definable characteristics but not permanently fixed boundaries and is typically comprised of several communities and more than 4,000 people.

STAR is a seven-stage destination development process that takes place over a 12 to 18 month period, building a region's tourism success by focusing on how it is viewed through visitors' eyes – in all seasons. The implementation and timing of the STAR stages is determined by the tourism business cycle in a region.

Major goals of STAR are to:

1) Guide Atlantic Canada regions and stakeholders to collaborate and strategize, develop and execute a Strategic Regional Tourism Plan for a three to five-year period.

2) Support and empower SMEs and key organizations to better compete by building tourism capacity including product clustering, value-added product development, plant maximization, and leveraging the power of digital technology and social media.

3) Encourage regional tourism leadership, regional communications and engage stakeholders in all facets of regional destination development.

The STAR process focuses on:

- Destination development
- Leadership
- Strategic planning with community input
- Communication and collaboration
- Product clustering
- Building tourism capacity
- Online/digital marketing
- Achievable implementation and measurement[2]

[2] Strategic Tourism for Areas and Regions, STAR Guide, ACOA PEI & Tourism – Tourism Atlantic, Tourism Synergy Limited Laurel Reid, Ph.D. Broad Reach Strategies Limited Marsha Pond, page 5

STAR Outcomes

★ An ambitious, achievable and measurable Strategic Regional Tourism Plan with actionable and realistic recommendations for destination development over the subsequent three to five years.

★ A "statement" of the region's current tourism baseline situation, including an inventory of tourism assets, a measure of the region's digital footprint and assessment of the status of tourism in the region gained through extensive consultation.

★ A network of industry leaders and committed stakeholders to lead the tourism process forward beyond STAR development period.

★ Increased knowledge of product clustering and a bank of tools and training options for use by regions, individual SMEs, and tourism stakeholders to stimulate capacity building and destination development.

★ Performance indicators to monitor and measure the success of the Plan.

STAGE 1:
STAR Start-up and Regional Research
(Months 1-3)

Initial " Virtual Meeting" - Consultant and Proponent/Working Committee
Preliminary Research - Launch Digital Footprint Tool
Initiate Tourism Asset Inventory - Finalize Working Committee, Chair, and Executive Committee

STAGE 2:
Introduction to STAR and Site Visit
(Month 3)

Meeting - Consultant and Working Committee - Site Visit
Individual Community Meetings: Round 1
Confirm Communications Framework/Launch Communications Tactics
Stakeholders Session: Benefits and Expectations of STAR

STAGE 3:
Visioning and Idea Generation
(Month 4)

Meet with Working Committee - Follow-up Site Visit
Stakeholders Session: Visioning and Idea Generation

STAGE 4:
Regional Consultations
(Months 5-6)

Draft Strategic Regional Tourism Plan
Regional Tourism Survey (Online) and Reporting
Individual Community Meetings - Round 2

STAGE 5:
Draft Plan Presentation and Launch Capacity Building Session(s)
(Months 7-8)

Review Draft Plan with Working Committee and Gather Feedback
Begin Capacity Building Session(s) as Outlined in the Plan

STAGE 6:
FINAL Plan Presentation and Implementation
(Months 9-12)

Revise and Submit Final Strategic Regional Tourism Plan to Working Committee
Present Final Plan to the Region
Continue Delivering Capacity Building Sessions

STAGE 7:
Follow-up and Interim Reporting
(At 3 months, 6 months and 12 months post-completion of the Plan)

Mentor a Region as Implementation is Underway
Detail Progress Using Post-Plan Interim Report Card
Communicate Ongoing Achievements to STAR Stakeholders[3]

[3] *Strategic Tourism for Areas and Regions, STAR Guide, ACOA PEI & Tourism – Tourism Atlantic, Tourism Synergy Limited Laurel Reid, Ph.D. Broad Reach Strategies Limited Marsha Pond, page 4*

The Annapolis Valley STAR process involved many partners, including Tourism Atlantic (ACOA), the Valley REN, Tourism Nova Scotia, First Nations, municipalities, and Destination Canada.

It intended to follow a strategic, collaborative, and community-based process using a regional lens producing a four-year development strategy.

It required:

- Active participation from tourism stakeholders, local organizations, governments, and residents.
- Alignment with Tourism Nova Scotia and Destination Canada strategies.
- Collaboration to identify regional opportunities and strategies to enhance the hosting economy.

The geographic scope of the Annapolis STAR project includes all communities and First Nations in West Hants, Kings, and Annapolis counties (red area in map). The region spans over 200km along the Bay of Fundy from Deep Brook on the Annapolis Basin, to Walton on the Minas Basin. The region is easily accessed from the city of Halifax via highway 101; a major artery running from Bedford through the Annapolis Valley to Yarmouth.

Environmental Scan

Overarching Issues and Considerations

Before March 2020, tourism was one of the fastest-growing economic sectors in the world. In Canada, annual tourism spending had consistently grown from 2017 to 2019, outpacing the economy's annual growth rate.

In 2019, total tourism spending hit an all-time high of $105 billion. That year, tourism accounted for 748,000 direct jobs and supported 2 million jobs. One out of every ten workers had a job in or related to the sector.

Additionally, Statistics Canada calculated that total government revenue attributable to tourism was $28.4 billion in 2019.

However, one year later, tourism spending dropped by half, down to just over $53 billion. Domestic expenditures decreased by 40%, and international spending dropped by 87%. Direct jobs fell by 30%, a decline of 533,000, and all related jobs dropped by 23% to 1.6 million.

The tourism sector has a long way to go in rebuilding Canada's and Nova Scotia's hosting economy to its former glory.

The latest forecasts released by Destination Canada (DC) in its Fall 2022 Tourism Outlook report (released in November 2022) estimate that under its "expected" scenario, tourism spending could recover to pre-pandemic levels as follows:

- Domestic spending will fully recover in 2023 – Canadians travelling in Canada are expected to reach 92% of 2019 levels in 2022 and fully recover in 2023.
- US spending will reach 2019 levels in 2024 – US market is poised to accelerate in 2023, with expenditures reaching 91% of 2019 levels; visits from the US will get 82% of 2019 levels in 2023 and fully recover in 2024.
- Overseas international will recover in 2025 – Travel to Canada from DC target markets in Asia Pacific and Europe will recover modestly to 65% of 2019 in 2023 and will approach recovery in 2024 with 92% of 2019 volumes, full recovery of overseas visits to Canada will occur in 2026.

In Nova Scotia, 1.6 million out-of-province visitors came to the province through Oct 2022.
This represents an increase of 910,000 visitors compared with the same period in 2021 and a decline of 20% (or 413,000 fewer visitors) compared with the same period in 2019.

Of those visitors, one million arrived by road (up 82% compared with 2021 and down 27% compared with 2019). 646,000 visitors arrived by air (up 241% compared with 2021 and down 5% compared with 2019).[4]

While the above numbers reflect less than stellar overall performance, Nova Scotia's accommodation sector reached the benchmark numbers of 2019 and, in some cases, exceeded them.

These positive results can be attributed to an increase in Nova Scotians travelling in the province over the past two years.
More specifically:

- Roofed accommodation occupancy in the province through Oct 2022, not including sharing economy properties (Airbnb, VRBO), was at 59%, +18%, over the same period in 2021 and +3% vs. 2019.
- When Halifax RM is taken out of the accommodation data, occupancy was 51%, +10% over the same period in 2021 and +6% over 2019.
- Average room rate (ADR) through Oct 2022 was $168, +46% vs 2021 and +19% vs 2019.
- When Halifax is taken out of the data ADR was $139, +22% vs 2021, and +13% vs 2019.
- For the Annapolis Valley and the counties of West Hants, Kings, and Annapolis through November 2022, the following accommodation data was reported:
- Roofed accommodation occupancy, not including sharing economy properties (Airbnb, VRBO), was at 55%, +16% over the same period in 2021, and +1.4% for 2019.

Global tourism demonstrates how the sector has been negatively impacted in the past three years because of the COVID-19 pandemic.

Unfortunately, many challenges continue to impact the industry through its recovery.

These include limitations in air access and reduced transport connectivity, labour and skills shortages, higher travel costs associated with consumer demand and reduced supply and capacity, reduced business travel and events, product degradation, reduced access to capital and limited liquidity for operators.

[4]Tourism Nova Scotia. Visitation Statistics, YTD October 2022. https://tourismns.ca/visitation-statistics

While challenges remain, the Annapolis Valley, through the efforts of the Valley REN, seized the opportunity to establish a responsible approach to rebuild its visitor economy. The STAR strategy development process began with enthusiasm pre-pandemic when tourism and community leaders gathered to consider the upside opportunities of embarking on ACOA's STAR process.

Those involved at that time provided the needed push to move the project forward. However, that enthusiasm was bridled as the pandemic hit in March 2020, and the development process was put on hold.

However, with its board's support in 2021, the Valley REN reignited the flame that started in 2019 and initiated steps to begin the strategy process again.

An RFP for a tourism consultant was issued in September 2021. In late October, the assignment was awarded to Brain Trust, which began strategy development in November 2021.

Profile of Our Visitors

The Customer Has Changed
Travel behaviour and motivations have been dramatically altered post-pandemic. Destination Canada suggests there is a desire among visitors for more frictionless travel supported by enhanced use of technology, more domestic travel as some remain uneasy about travelling far from home, and a shift to more responsible travel with a socio-environmental focus. They have identified a heightened interest in Indigenous tourism, outdoors and nature-based destinations, health and well-being tourism, increasingly affluent and retiree travel and opportunities to work remotely.

Additionally, Destination Canada has identified two critical factors when understanding the new traveller and how to succeed in attracting them to specific destinations, like the Annapolis Valley.

High-Value Guests (HVGs)

Travellers with a higher-than-average income; they travel more frequently and show intentions of travelling within the next two years. HVGs also have a greater lifetime value as guests to Canada because they return often. These guests leave a destination better than they found it and appreciate Canada's culture by contributing to the host community's economy.[5]

They visit and interact with places and people respectfully and make travel choices based on extraordinary experiences and a sense of life enrichment. HVGs display the following characteristics :

- **Naturally Curious** - They want to feel inspired by their surroundings, to know more about the history of the place they're staying and the stories of the people around them.
- **Actively Seeks Culture** - They want to get out and experience exciting and life-enriching things.
- **Engages With Locals** - They want to try the local dishes and immerse themselves in the local customs. In many ways, they want to feel like they're one of the locals.
- **Experience Over Price** - For these travellers, extraordinary experiences are priceless. Price always plays a role, but is not as crucial to high-value guests.
- **Loves What Canada Offers** - These travellers respect our people, communities, and lands with genuine affection. Their admiration often translates into rave reviews about our country.

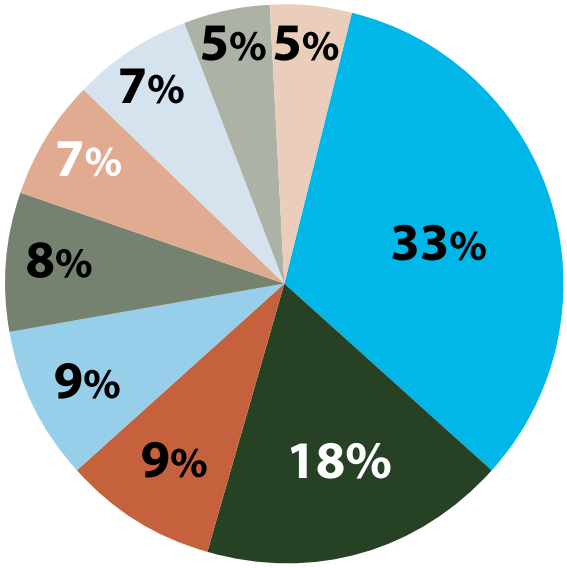
[5] *Destination Canada. Canada's Tourism Renaissance 2022-2032, Our Strategy for Recovery. Spring 2022.*

High-value guests also align with Tourism Nova Scotia and Destination Canada's EQ target market segments, which includes Authentic Experiencers, Cultural Explorers, and Free Spirits.

There is supporting data that defines these guests' travel behaviours and motivations, which will be utilized to inform development strategies.

The following chart illustrates the market segments of non-resident travellers that visited the Fundy/ Valley tourism region in 2019.

Sixty percent of non-resident travellers align with the high-value guest market segment profiles.



Non-resident Overnight Visitors who Stopped (minimum 30 minutes) or spent the Night in Fundy/ Valley Tourism Region, by EQ Segment distribution, 2019 *(NS Tourism Visitor Exit Survey; based on unweighted sample size of 1,192)*

- Authentic Experiencer
- Cultural Explorer
- Gentle Explorer
- Free Spirit
- Cultural History Buff
- Rejuvenator
- No Hassle Traveller
- Personal History Explorer
- Virtual Traveller

Legendary Experience

In the near term, successful tourism development in the Annapolis Valley will not be based on significant investments in tourism-related infrastructure but on leveraging the power of existing assets.

Taking the lead, once again, from Destination Canada will be of value to tourism and community stakeholders. Destinations need exceptional, inimitable travel experiences reflecting our country's essence and diverse fabric to attract high-value guests.

Legendary experiences are unforgettable travel experiences reflecting the Annapolis Valley's characteristics, themes and narrative. These experiences preserve and celebrate our heritage, agricultural roots, local cultures and traditions, natural surroundings, and rural and coastal landscapes. Through effective engagement, ongoing training, and capacity building with a broad base of stakeholders, new or enhanced legendary experiences can be developed.

Photo: Mark Davidson

A New Reality

The hiatus from travel over the past two-plus years has forced new conversations.

Globally, tourism management organizations and community leaders have identified the need to shift to more responsible travel with a greater focus on socio-environmental factors. Supporting a greater interest in the well-being of communities and residents vs. visitation growth and profits has become a goal for many destinations. For example, Destination Next, in their 2021 Future Study, said this:

> ***"Prioritizing profit over the planet's health and well-being of people is not a legacy that the global visitor industry can continue."***

As a result of the global reset related to future travel, many destinations, including several in Canada, are adopting a regenerative tourism approach, where opportunities to create an ecosystem of innovation, collaboration, and adaptation are the goal. This new approach to tourism destination development is believed to energize strong economic growth, thriving operations, sociocultural vibrancy, healthy people, and a natural environment for generations to come. Regenerative tourism is about guiding and supporting tourism development with an equal focus on economics and the well-being of people and places to measure success.

Destination Canada stated this to help guide Canada's approach to regenerative tourism development:

> ***"The hosting economy is finally being seen for its power as a community-builder, a job generator, a path to reconciliation, a protector of natural assets, and as an enabler of Canada's identity and broader global ambitions. We want a sector that produces profitable business growth and net benefits for our communities from a thriving, regenerative tourism ecosystem."***

The Tourism Strategy for the Annapolis Valley was guided and grounded in regenerative tourism principles. Those implementing components of the strategy are encouraged to explore how this translates at the community and business levels - ensuring all benefit by building deeper connections with communities and respecting the unique people and places on which tourism is based. This will require a whole systems approach, where giving back more than is taken becomes fundamental.

This thinking is already taking shape as new initiatives are emerging about sustainable travellers, our community stories and how to offer these as new regenerative, revenue-generating experiences.

Tourism Nova Scotia / Photographer: Scott Munn

For example, the FAN Project (Food, Art, Nature) represents the emergence of a non-traditional collaborative from within a community/region.

According to Celes Davar, a partner in the initiative, FAN was inspired by a quote about purpose-led travel from James Thornton, CEO of Intrepid Travel:
"We fundamentally believe that the travel industry can only rebound stronger if it builds more responsibly. We shouldn't be aspiring for things to go back to normal, but rather redefining what normal means and use this time as a rare chance to think about how we travel and how we can aim to be more ethical and sustainable travellers and global citizens in the future."

The FAN project includes a Farmers' Market (Wolfville Farmers' Market), a non-profit naturalist's organization (Blomidon Naturalists Society), and a private sector tourism operator (Earth Rhythms). The group is exploring how to offer new food, art, and nature experiences that reflect the people and stories found in the Annapolis Valley.[6]

[6] Celes Davar. Earth Rhythms Inc. is a Partner in the FAN project

The endeavour includes a suite of 12 new experiences launched to encourage visitors to stay longer and get closer to what is local and authentic in the Valley. The group will develop new marketing materials that promote these new visitor experiences helping to shape a new narrative for the Annapolis Valley – materials will highlight the guides and storytellers and their unique stories.

The STAR Process and Our Region

A comprehensive tourism destination development planning process was implemented.

The planning process followed the STAR seven-phased approach:

1) STAR Start-up and Regional Desk-Based Research
2) Introduction to STAR – Community Launch Sessions, Site Visit #1 December 2021
3) Visioning, Benchmarking, Idea Generation Sessions, Site Visit #2 April 2022
4) Regional Consultations – Survey, Digital Footprint Analysis, Partner Tours, Site Visit #3 July 2022
5) Draft Plan Presentation and Validation, Capacity Building Session, Site Visit #4 September 2022
6) Finalize Plan, Community Validation Sessions, Site Visit #5 January 2023
7) Consultant Follow-up After Plan Delivered - 3, 6, 12 months

The following process was undertaken:

- Valley REN Staff and Steering Committee Briefings and Updates
- ACOA and Tourism Nova Scotia Briefings and Updates
- Consultation Sessions – 27 Public Sessions (Dec 2021, Apr 2022, Sept 2022, Jan 2023)
  - *Community, Winery Specific Sessions*
  - *Enhancing Your Online Presence/TripAdvisor Training Sessions*
- Briefing, Planning Sessions with Municipal Elected Officials/Staff (2)
- Five Site Visits – Toured Communities, Sites and Attractions
  - *Fourteen Nights in a Variety of Accommodations*
  - *Meals at Thirty+ F&B Establishments*
- One-On-One Interviews (25+) –Community Leaders, Elected Officials, Tourism Operators
  - *Senior Representatives from Glooscap First Nation, Parks Canada, Landscape of Grand Pré, Annapolis Royal Heritage Group etc.*
- Stakeholder Survey – Aug, Sept, 150 Resident and Business Responses, Kings County 60%, Annapolis County 21%, West Hants 15%
- Digital Footprint Analysis – Comprehensive Online Review of 150+ Tourism Business, Municipal, Association Websites and Social Media Channels

After the planning process, the collaborative efforts of all involved led to positive validation of the outcomes and directions presented in this report.

This included:

Strategy Working Group
- Fully embraced the development process and encouraged a BOLD approach for implementation.

Municipalities, First Nations (8 of 11)
- Positive reaction and constructive feedback, 100% support for regional tourism development.

Community Leaders and Tourism Stakeholders
- Provided insights and observations and fully validated the outcomes and recommendations.

Tourism Atlantic (ACOA)
- Enthusiastically support process outcomes; will be active proponents for implementation.

Tourism Nova Scotia
- Recognize work done to date; will support implementation within their mandates.

Findings, Observations, Implications

"From a tourism development perspective, the Annapolis Valley holds the most potential of any region I have ever worked in." Richard Innes, BRAIN TRUST

The Annapolis Valley is well-positioned to become one of the most desirable places to visit in the country. The Valley is home to proud and passionate people with a demonstrated interest in community-based tourism development.

From tourism operators to community leaders, elected officials to residents, all who engaged in the STAR development process welcomed the opportunity to embrace collaborative, responsible, and community-driven tourism development.

The Valley also boasts a long list of developed, underdeveloped and under performing tourism assets. These assets include the fascinating attributes of the Bay of Fundy, the rich heritage, arts and culture on display at historic sites, museums, galleries and theatres, and the world-class wine and culinary experiences featured at picturesque wineries and local restaurants.

Tourism Nova Scotia / Photographer: Scott Munn

In addition, numerous four-season outdoor recreation opportunities, sightseeing through tranquil rolling landscapes, coastal communities, small towns and villages can be found. It is the combination of passionate people and tremendous tourism assets that demonstrates the potential for the region to flourish in the future.

How to Experience Tidal Bay, Nova Scotia's Scenic Coastal Wine Region

The expanding Nova Scotia wine scene is primarily concentrated in and around the Annapolis Valley, particularly in the town of Wolfville, with eight wineries and vineyards located within six miles of the town's center. The abundance of wineries and eateries in the area provides a comprehensive education in Nova Scotia's culinary offerings. The deep-rooted Acadian culture and outdoor activities here make Wolfville an essential stop on any Nova Scotia itinerary.

Conde Nast Traveller[7]

[7]*Conde Nast Traveller. Kaitlyn McInnis. How-To-Experience-Tidal-Bay-Nova-Scotias-Scenic-Coastal-Wine-Region. February 28, 2022. https://www.cntraveler.com/story/*

Consultation

During the consultation, participants were eager to contribute to the strategy development process.

Through their participation, they were exposed to a planning context that asked them to explore new thinking related to tourism development, given changing market dynamics due to the pandemic. Participants embraced the notion of regional tourism development, recognizing that collaborative efforts would maximize the outcomes and lead to more efficient and effective tourism development strategies.

Stakeholder Survey

Results from the stakeholder survey also shed light on the desired direction respondents believed would best fit with the long-term development plans for the Annapolis Valley.

With an excellent response rate (150) from residents and business owners throughout the Valley (Kings County 60%, Annapolis County 21%, West Hants 15%), respondents indicated the following through their answers to the following questions:

When asked what would contribute most to make the Valley a great place to visit, respondents ranked in order these assets as most important:

1) Bay of Fundy, its tides, geology, coastal heritage, and beauty
2) Heritage and culture products and experiences found throughout the Valley
3) Wineries, cideries, craft breweries, agri-tourism and culinary experiences
4) Small towns, villages, rural landscapes, and coastal communities
5) Bike ways and trails, and other four-season out door recreation features

When asked what they believe the Valley should be best known for in ten years, respondents ranked in order these features and experiences:

1) Vibrant, engaging, curated experiences found in towns, villages, and rural landscapes
2) Year-round winery, cidery, craft brewery, agri and culinary experiences
3) The rich history – Mi'kmaq heritage, 400+ years of French, British, and Black History
4) Outdoor recreation – hiking, biking, paddling, angling, skiing etc.
5) Bay of Fundy experiences

When asked what the one thing is most needed to make tourism the best it can be in the Valley, respondents ranked in order these ingredients:

1) A collaborative, unified regional strategy that spreads visitors throughout the region
2) Strong leadership and a sustainable tourism organization
3) More quality accommodations
4) Improved infrastructure – washrooms, cycle-friendly roads, EV charging stations, enhanced visitor signage and wayfinding
5) More community-based visitor-friendly experiences

When asked what the pressing tourism development priorities to grow tourism in the Valley, respondents ranked in order these actions:

1) Working collaboratively to grow the regional visitor economy responsibly
2) Labour attraction and training for the tourism and hospitality sector
3) Tap into the knowledge of residents who can create/deliver experiences to visitors
4) Spread tourist visitation to all parts of the Annapolis Valley region
5) Protect natural landscapes, managing visitor access to trails, lookouts, attractions
6) Identify an entity to facilitate and manage tourism development/promotion
7) Engage communities, municipal leaders and residents in development discussions

The survey included two questions to ascertain understanding or knowledge of regenerative tourism practices that exist or could be created in the Valley.

Both questions asked for open-ended responses and were framed with the following statement:

"Regenerative Tourism represents a shift whereby tourism provides more value to communities than it takes. This is achieved through a holistic, place-based, community-led, and ecologically centred approach that recognizes the importance of social, cultural, environmental, and economic well-being.
Q1. What examples are you aware of in the Valley that supports this sentiment?

Q2. What travel experience or products need to be developed in the Valley to support this sentiment?"

Responses to the two questions were extensive, with 100 answers to question one and 99 suggestions for question two. Most of the responses indicated that the respondent had a general understanding of the regenerative tourism concept and the product and experience ingredients associated with supporting the overarching description of regenerative tourism.
However, there were enough responses to suggest that community and business stakeholders would benefit from training that introduces or expands knowledge of regenerative tourism practices.

Digital Footprint Analysis

What is a digital footprint?

All the information that is available online about a particular topic or entity creates an overall online impression. The Annapolis Valley footprint is created from two sources:

1) Information that is intentionally published to reach a target audience, called controlled content, that includes items such as:
   - a website
   - social media posts and social media engagement
2) User-generated content (UGC). This is content about the destination, a product, a service, business, or organization that is created by others, such as:
   - travel media
   - visitor recommendations, reviews and comments
   - social media or blog posts about a trip or experience

While a business, organization or destination may not be able to control user-generated content, it can engage with the content to influence and respond, such as by liking third-party posts, sharing third-party content or engaging in a conversation by commenting on online content. All information that includes text, photos, video and sound becomes a collective dataset, called a digital footprint, most accessed through search (pulled content), or websites, social media and online advertising (pushed content).

The report analyzed the online presence of 155 businesses and organizations randomly selected across the geographic catchment.

These businesses represent 5 main groups:

- Accommodations
- Food and Beverage
- Experiences and Events
- Arts and Culture and
- Regional Management and Industry Management Organizations

Key themes that emerge in a review of the Annapolis Valley's digital footprint are varied, but appear to be anchored in a brand that is fresh, wholesome, outdoors and filled with romantic history and culture. Elements that were expected but did not appear as prominently would be around indigenous culture, golf, hiking, and winter experiences. Finding information about festivals and events celebrating these themes was also not a simple process, with no regional calendar of events easily accessible.

The Annapolis Valley offers an abundance of experiences that the public will travel for - more than is seen in many other regions. While there are signature individual tourism operations and experiences, there is no easy, comprehensive, and well-structured entry point to discovering trip planning information online that will motivate travel.

A series of recommendations by sector are included in the digital footprint report. This information will guide actions related to the Annapolis Valley destination website and social media activity, as well as operator-specific online presence training and capacity building.

Emerging Themes

Creating memorable travel experiences, engaging activities, and effectively managing built and natural tourism infrastructure that enhances the destination's appeal is essential to raising the bar on competitiveness, pricing, profits, value, and destination sustainability. Visitor-centric development is based on a destination having a range of travel assets, from undifferentiated, low emotion and engagement (e.g., a river, trail, museum, craft shop) to assets that connect emotionally with visitors to differentiate and influence purchase (e.g. fishing guide/outfitter, storyteller, musician or interpretive guide). Both elements are needed in the mix.

To move to a visitor-centric approach, it is essential to shift from merely focusing on what it is for visitors to do, to who is and what the high-value guest's characteristics are.

The shift requires consideration and answers to other more relevant questions, such as:

- What benefits are our ideal guests seeking?
- How do we deliver unforgettable experiences?
- What can we offer the high-value guest that is uniquely ours?
- How do we layer on engagement and emotion?

As the tourism assets were assessed as part of the development process, the Annapolis Valley's unique differentiators emerged. These are described as the overarching product and experience themes. Understanding the unique themes help to inform where future tourism destination positioning, experience development, and marketing should be focused.

Five themes emerged during the planning process. Each theme is supported by several Visitor Touch Points. Each touch point is developed, underdeveloped, underperforming, or a combination.

1) Bay of Fundy

Visitor Touch Points:
Highest Tides, Provincial Parks, Coastal Communities, Landscapes, Geology, Heritage, Lighthouses, Paddling, Beaches, Angling, Hiking, Wildlife

2) Heritage, Culture, Arts

Visitor Touch Points:
UNESCO, National, Provincial Sites, First Nations, Acadian, French, British, Black History, Museums, Theatres, Galleries, Artisans, Events, Studios/Shops

3) Outdoor Recreation

Visitor Touch Points:
Hiking/Biking/ATV Trails, Skiing, Paddling, Angling, Spectator Sport Venues

4) Culinary

Visitor Touch Points:
Wineries, Tidal Bay, Breweries, Cideries, Distilleries, Farms, Markets, Eateries,
Seafood - Taste of NS Chowder & Lobster Trail, Good Cheer Trail

Photography / Aaron McKenzie

5) Rural Landscapes, Coastal Communities, Small Towns and Villages

Visitor Touch Points:
Coastal/Rural Communities, On-Farm Experiences, Local Festivals and Events, Retailers, Restaurants, Scenic Routes, Lookouts

Tourism Nova Scotia / Photographer: Adam Arkens

Projects in the Pipeline

Throughout the planning process, several initiatives or projects that were in development and connected to tourism infrastructure or services were identified.

Projects were at various stages of implementation. For example, several were in the consideration phase, some were on hold, some were on the drawing board, and some had been planned based on a current situation or out of necessity, but not implemented. In most cases, projects were being initiated at the community level.

Rather than ignore work that was in progress, these projects have been factored into the tourism development process, especially if they align with enhancing the appeal of the Annapolis Valley. Here are some of the projects identified: *(This is not an exhaustive list. Other projects may be present, but not identified through the planning process.)*

- Grand Pré visitor experience development *(UNESCO site)*
- Grand Pré National Historical Site strategic and community heritage plan
- River restoration and recreational development *(including tidal rivers)*
- Food, Art, Nature Experience Development Project
- Glooscap First Nation Cultural Education Centre and Pow Wow Site
- Bay of Fundy waterfront protection and development plans *(see one example below)*

The Halls Harbour Community Development Association has embarked on a planning project that aims to protect the Bay of Fundy coastal community from the ravages of storms and higher tides.

Glooscap First Nation is exploring the creation of the Mawi'omi Culture & Education Centre. They are also exploring the development of a permanent Pow Wow site near Glooscap Landing.

The Plan - Going Forward

A primary opportunity associated with the STAR process is identifying an entity to facilitate the implementation of the four-year tourism strategy, as well as a sustainable funding model to support the entity and their associated work.

In the past, this function was supported by the Evangeline Trail Tourism Association and Destination Southwest Nova Association. These organizations rallied tourism stakeholders behind unified tourism promotion for the region. Since 2014, no organization or entity has taken the lead to guide tourism development and promotion for the Annapolis Valley region.

The Annapolis Valley Tourism Collaborative

As a deliverable of the STAR process, discussions were initiated with various stakeholders to determine what a new entity would look like. Given the changes in the global tourism landscape, the STAR working group, among others, was not rushing to create a traditional destination marketing/management organization and funding model. It was agreed that regenerative tourism principles dictated a new approach to tourism management for the Annapolis Valley was required. Any new approach must involve a broad base of stakeholders, not just those in the tourism sector but also members of the communities, municipal representatives and elected officials, community organizations, and social agencies.

As a new organizational and funding model was discussed, the working group explored various options and was encouraged to see that new models were being developed in other destinations.

For example, Vancouver Islands DMO, now 4VI, became a social enterprise. Their website says this about their new organizational model:

"Coming out of the pandemic, traveller behaviour and expectations of the tourism industry changed. At 4VI, as we acknowledged the realities of the industry and assessed the road ahead, every discussion led back to the concept of balance. We knew we needed an innovative response to current challenges — care for our planet, authentic tourism offerings and positive resident sentiment towards visitation. By changing how we work today, we will shape the perception and reality of tourism in the future. We are focused on four pillars of social responsibility: communities, culture, environment, and businesses. Now at 4VI, we don't simply talk about balance; we are putting our expertise into action. As a non-profit social enterprise, we support locally inspired, sustainable, and innovative destination development initiatives that authentically represent the community, businesses, and culture. And we are supporting the environment by committing to stewardship of our island home. 4VI - Ensuring that travel is a force for good. Forever." [8]

[8] *4VI website. https://forvi.ca/about/*

Given this example and learning from other destinations, the working group has identified a name and transitional framework for a new organizational model.

The Annapolis Valley Tourism Collaborative

will lead the implementation of the STAR Tourism Strategy.

The Annapolis Valley Tourism Collaborative Funding Model

To support the Annapolis Valley Tourism Collaborative and strategy implementation, a sustainable funding model will be required.

Past funding models saw the municipalities providing financial support annually and tourism operators contributing through membership fees. There was a desire among the working group to move away from this model, as it is not sustainable given the financial obligations municipalities and businesses are experiencing.

The group explored utilizing the more traditional legislated accommodations levy model. Several destinations in Nova Scotia, including Halifax, Cape Breton, Yarmouth, and the South Shore, have this model in place.

The province recently expanded the parameters of this model, making it available to any municipality. The model allows for collecting a visitor-paid fee or levy, usually 3 or 4%, which is added to the guest's accommodations bill. Funds are collected by the accommodator and passed to the municipality, which directs collected funds to their respective tourism organization. Funds are to be used for destination promotion.

Through ongoing dialogue, and once again based on a desire for a regenerative tourism approach, the working group is determined to explore the introduction of a different model.

A regenerating fund, for example, would see guests contributing to a fund that would support community social service-based projects, for example, as well as fund the operation of the tourism entity.

This concept will be explored further in the coming year in consultation with community and sector stakeholders. In addition, a social enterprise concept will be explored.

Year One Transitional Tourism Plan

The working group recognized and appreciated the initiative and commitment Valley REN staff has demonstrated throughout the STAR process.

Therefore, the Valley REN will facilitate a transitional implementation plan from April 2023 through March 2024.

the valley REGIONAL ENTERPRISE NETWORK

Mobilize Municipalities

Municipal partners provide a community lens to help focus tourism destination development. They are also connectors to community champions, residents, and organizations. Throughout the development process, efforts have been made to engage elected officials and municipal staff to receive input and foster an understanding of the opportunities connected to responsible tourism development. Two formal planning sessions were held as well as numerous one-on-one interviews and conversations to ensure mutual support was received.

In the second municipal planning session, participants (8 of 11 municipalities represented; Kings, West Hants, Annapolis counties and Glooscap First Nation) were asked to respond to four questions (utilizing the Poll feature in Zoom) to gauge their involvement with tourism:

1) How important is tourism to your county, community, or First Nation?
   80% said VERY IMPORTANT, 20% said SOMEWHAT IMPORTANT
2) In the next three years, will tourism:
   BE MORE IMPORTANT 78%, WILL HAVE SAME IMPORTANCE 18%
3) The new strategy takes a regional approach (West Hants, Kings, Annapolis Counties, and 3 First Nations) to tourism development. Do you support this thinking?
   100% said YES
4) In your municipality or First Nation, do you have year-round dedicated staff resources (more than 50%) for tourism-related activities?
   70% said NO, 30% said YES

Experiential Tourism Development

Building on the premise of creating legendary experiences, the opportunity exists to leverage the power of the five unique and appealing product themes (Bay of Fundy, Outdoor Recreation, Heritage/Culture/Arts, Culinary, Rural Landscapes/Coastal Communities/Small Towns and Villages) through the development, promotion, and delivery of four-season, purchasable, curated visitor-friendly tourism experiences.

This takes a four-step process:

1) Optimize the potential of existing theme-related experiences through enhancement and partner promotion (TNS)
2) Fill gaps in themed-related visitor experiences using them as destination attractors
3) Recruit, train, and empower a network of theme-related experience providers
4) Build existing and new experiences on regenerative tourism principles:

- Greater interest in the well-being of communities and residents vs. visitation growth and profits
- Equal focus on economics and the well-being of people and places to measure success
- Encourage community-builders, job generators, paths to reconciliation, and protectors of natural assets (Destination Canada, 2022)
- There is an opportunity to utilize learning expertise from community partner projects such as the Wolfville Market/Earth Rhythms/ Blomidon Naturalists Society experience development model.

Marketing and Promotion

Getting to Market

While getting to the market is essential, the focus of the tourism strategy in year one is on destination development and securing a body to move destination development forward. Efforts to establish, coordinate and enhance the Annapolis Valley's tourism offering will be critical to its long-term success. Therefore, priority will be given to strategies and tactics that establish a viable and sustainable entity to manage destination development and ensure the year-one actions and recommendations are implemented.

In year two, the focus will expand to include tactical marketing programs utilizing Tourism Nova Scotia's marketing programs instead of creating a Valley-specific marketing program (having sufficient dollars to fund the organization and market the destination may not be realistic).

The goal will be to broaden Annapolis Valley's presence on the TNS website populating it with new and enhanced, engaging, compelling and purchasable tourism experiences, products, and services.

In addition, there may be opportunities for the new Annapolis Valley Tourism Collaborative to develop, design and implement tactical online activities in partnership with other organizations like the Wineries of Nova Scotia, for example.

Identify New Performance Metrics

When measuring the performance of the tourism sector, destination management and marketing organizations and the sector at large have focused almost exclusively on driving economic value and investment and growing visitation levels. This has more than likely been to the detriment of a broader and more holistic understanding of the value of tourism to communities.

There are more and more tourism leaders who believe tourism generates positive value (benefits) and negative value (impacts or costs). There does not appear to be an accurate understanding of the value created by tourism, where that value is accumulated, and what value is destroyed in the process of stimulating tourism.

The Tourism CoLab[9] suggests that the investment concept needs to be widened to other kinds of investment. For example, investing in environmental value, social value, and cultural value to measure success.

When we build a destination grounded in regenerative tourism principles, metrics might be centred on a deeper ethical position not only to do no harm, but to give back more than we take to regenerate.

Therefore, those involved in tourism development in the Annapolis Valley will consider identifying additional metrics beyond the economic factors to track performance.

For example, in addition to visitation, revenue and occupancy numbers measure the health, well-being, resilience, and positive impacts of workers, communities, places, and nature.

[9]The Tourism CoLab is an online tourism education and change-making agency specializing in disrupting tourism through unlearning experiences and experimental journeys.

Our Guiding Principles: Five Strategic Imperatives

The following five strategic imperatives will guide the destination development process of the Annapolis Valley region.

1) Welcoming Region

- Champion the region through a people-first approach to actively address and remove systemic inequities.
- Encourage the region's tourism industry to adopt the United Nations Declaration on the Rights of Indigenous Peoples as a reconciliation framework.
- Ensure all activities align with diversity, equity, inclusion, and cultural awareness initiatives that are happening regionally, provincially, and nationally.

2) Destination Alignment

- Industry, community, and government alignment drives destination brand, responsible visitation, and revenues.
- Working together ensures the economic and social well-being of the region, aiding in regional enhancement and supporting the continued development of new and existing tourism assets and experiences.

3) Connection to Communities

- Destinations belong to the people who call them home.
- A locals-first approach is destination development with sustainable goals, filtered through a lens of resident quality of life, economic prosperity, sociocultural vibrancy, inclusiveness, and environmental thrivability. Look to the United Nations Sustainable Development Goals (SDGs) as a guide.

4) Connection to the Visitor

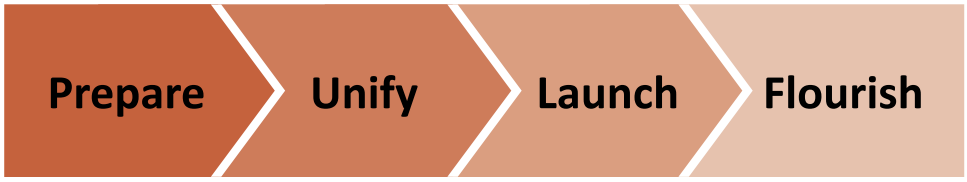
- Visitor Friendly through the visitor's journey ensures visitors feel welcome and can access information and services that make their visit a positive experience.

5) Legendary Experiences

- Create exceptional travel experiences around the Annapolis Valley's unique differentiators, which have visitor touchpoints in each of the following five themes: 1) the Bay of Fundy, 2) Heritage, Culture, Arts, 3) Outdoor Recreation, 4) Culinary, 5) Rural Landscapes, Coastal Communities, Small Towns and Villages.
- Deliver unforgettable memories for our guests.
- Provide offerings that consider the characteristics of our high value guests. The EQ profiles best suited to the Annapolis Valley are: Authentic Experiencers, Cultural Explorers and Free Spirits. The Annapolis Valley is poised to attract visitors that are learners, adventurers, and those who appreciate slow travel.

Strategic Recommendations and Actions

Recommendations and Actions



Prepare - 2023-2024 Recommendations and Actions

1. Transitional Implementation Plan
2. Communications and Engagement Plan
3. Provide Industry Training
4. Explore Long Term Funding Model
5. Projects in the Pipeline
6. AVTC Exploration

STAR Strategy Year 1 Implementation						
Prepare						
Recommendation/Objective	**Tactics**	**Responsibility**	**Timeframe**			
			Year 1: 2023-2024			
1. Transitional Implementation Plan:			**Q1**	**Q2**	**Q3**	**Q4**
			Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar
1.1.A. Establish Transitional Implementation Working Committee (TIWC)	Create a Terms of Reference for the Transitional Implementation Working Committee (TIWC)	VREN				
	Create a committee selection matrix; strive for a diverse group of members.	VREN				
	Review the Terms of Reference, selection matrix and AV STAR 2023 – 2025 Tourism Strategy with the outgoing STAR Steering Committee (SSC).	VREN SSC				
	Recruit membership for the committee whose role it will be to aid in the delivery of the year one transitional implementation plan.	VREN				
	A work plan is identified and accepted by the TIWC	VREN TIWC				
	Engage regional implementors to review their roles and responsibilities in the strategy implementation: VREN, TIWC, Municipalities and First Nations. Explore and confirm collaborative opportunities, which could include sharing staff resources, leveraging funding, communication channels and municipal/community specific tactics and activities.	VREN TIWC				
1.1.B. Identify and secure transitional funding for year one to support the transition and implementation plan	Develop a project scope and budget for the Transitional Implementation Plan.	VREN				
	Identify transitional funding formula that includes ACOA, VREN and others. ****securing necessary human capital is critical to the implementation of the plan***	VREN				
	Secure funding commitments	VREN				
	Hire necessary staff resources – 1.5 people (contract).	VREN				

1.2 Develop and implement a Valley Tourism Strategy Communications and Engagement Plan	Develop an Annapolis Valley Tourism Strategy Communications and Engagement Plan, including a bi-monthly stakeholder/partner e-newsletter and updates to a Valley REN project webpage	VREN TIWC				
	Promote the final strategy to community, through a multi-channel approach.	VREN				
1.2.A In addition to relying on the Provincial Tourism website, consider having a transitional site to fill a regional gap.	Determine or develop a transitional tourism website, incorporating recommendations from the Digital Footprint Assessment *** The website should provide information that helps interested travellers in planning their trip primarily by directing them to sector, community, operator sites*	VREN TIWC 3rd Party Providers				
1.3 Provide industry training. *Industry training is best provided during non-peak visitation seasons, if capacity permits, move key training activities ahead into the last quarter of this strategy year.	Individual operator training will utilize programs offered by other organizations including TIANS, TNS, & other departments and business support organizations. Training and support could include: • Creation of itineraries and Top lists for operator websites • Social Media, training covering cross promotion, consistent hashtag use, importance of high-quality images, and how to engage your audience. (See Destination Report / Digital Footprint recommendations) • Digital Adoptions & Awareness: capacity building on TripAdvisor & Google My Business, how adding digital tools can improve user experience and save you time. • Experience development training like that offered through the Food Art Nature Project (a pilot delivered through a collaboration between the Wolfville Farmers' Market, Blomidon Naturalists Society and Earth Rhythms) • Train the Trainer offerings to build regional capacity	VREN 3rd Party Providers				
1.3.A. Develop a series of Best Practice Missions	Develop and conduct a full regional tour	VREN TIWC Industry				
	Develop and conduct best practice interprovincial missions to such locations as Birchtown and Louisburg					
	Regional representatives attend the IMPACT Sustainability Travel and Tourism Conference 2024 in Victoria, BC					
1.4 Explore a long-term funding model (beyond year one)	Conduct a review of funding models being used to support tourism development in other jurisdictions.	VREN				
	Explore the parameters for forming a social enterprise (see Tourism Vancouver Island) or other self-sustaining organization	VREN TIWC				
	At a minimum secure funds for year two of strategy, strive to be on a pathway for sustainable funding.	VREN				
	Municipalities create a working group to explore Accommodation Levy and create a pathway to fund a regional tourism via the future Annapolis Valley Tourism Collaborative (AVTC). This group also considers the creation of a Regenerating Fund, where a variety of industry partners collect fees from visitors; fees fund ongoing implementation of the strategy, as well as supporting community-based not-for-profit organizations and activities.	VREN Municipalities TIWC				
1.5 Projects in the Pipeline: Identify community-based tourism-related development projects that have been or are being explored or considered and prepare a Projects in the Pipeline Master List ***These are projects that have been explored, are being investigated or are*	Create and review a master list and identify projects that align with destinations themes, overall strategy sentiment, community priorities, and regenerative principles.	VREN				
	Initiate discussions with those associated with the projects to determine the likelihood of implementation.	VREN				

being considered. They could include tourism-related attractions creation or enhancement, community revitalization, coastal community erosion mitigation/river restoration etc.	Identify those projects that align with this strategy, create capacity, and add to regional enhancement. Identify specific actions the working group can take to support project implementation.	VREN TIWC				
1.6 Annapolis Valley Tourism Collaborative (AVTC): Prepare the foundation for the formalization of AVTC concept and take steps to establish the AVTC as the formal entity to deliver the recommendations from the STAR Tourism Strategy ***A Collaborative*** *– "More recently, the collaborative has come to be used as a noun referring to an organized group effort, especially one involving a community (a neighbourhood service collaborative)" Oxford's Learning Dictionary https://www.oxfordlearnersdictionaries.com/definition/english/collaboration*	Explore and identify governance model and accountability structure options, that prioritize destination stewardship versus destination management or marketing organization. Engage tourism sector, municipal, First Nations and community leaders in discussions of options. Explore parameters for forming a social enterprise (see Tourism Vancouver Island's 4VI), and other self-sustaining organizations.	VREN TIWC				
	As needed, secure the services of a third-party consultant to support this work.	VREN TIWC 3rd Party Provider				

Unify - 2024-2025 Recommendations and Actions

1. Long Term Funding Model Exploration
2. AVTC Introduction
3. Theme-Related Experiential Tourism Development
4. Address Tourism Infrastructure & Service Gaps
5. Resource Development for Operators
6. Industry Training: Regenerative Tourism & Other Capacity Building
7. Regional Tourism Project Planning

STAR Strategy Year 2 Implementation

Unify

Recommendation/Objective	Tactics	Responsibility	Timeframe			
			Year 2: 2024-2025			
			Q1	Q2	Q3	Q4
			Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar
2.1 Explore a long-term funding model (beyond year one); consider the creation of a Regenerating Fund, where a variety of industry partners collect fees from visitors; fees fund ongoing implementation of the strategy, as well as supporting community-based not-for-profit organizations and activities. Accommodation Only Levy Calculation* 86,876 rooms sold in Annapolis, Hants, Kings Counties in 2022 @ $138 avg room rate = $11,988,888 @3% levy = $359,666 *Rooms sold – TNS Aug 2022, Sept-Dec from 2019 data Avg Daily Rate – TNS, CBRE data all NS except Halifax RMA	Develop potential model options and present/discuss with tourism sector, municipal, provincial and community leaders.	VREN				
	Finalize the details of the preferred funding model option, including a mechanism to collect and distribute collected fees and, with stakeholder approval, take steps for implementation.					

2.2 Introduction of Annapolis Valley Tourism Collaborative (AVTC): Based on the outcome of year-one work, continue exploration and introductory work for AVTC concept and take steps to establish the AVTC as the formal entity to deliver the recommendations from the STAR Tourism Strategy Ideally, the process has secured support that sees a variety of industry partners collect a fee from visitors to fund the year two-three implementation of the tourism plan, as well as support community-based not-for-profit organizations and activities. Based on the outcomes of year-one work, explore a long-term funding model, take steps to implement the preferred Regenerating Fund process.	Take necessary steps to formalize the AVTC as the organization charged with implementing the STAR tourism plan.	VREN TIWC Stakeholders				
	As needed, secure the services of a third-party consultant to support this work. This could include services to determine governance and funding models.	VREN TIWC 3rd Party Provider				
	Select a governance model, including an accountability mechanism.	VREN TIWC				
	Develop a two-year operating budget, based on available funding.	*VREN/ AVTC* *Two organizations listed, as many factors will determine when the AVTC will take over implementation				
	Develop a regional mechanism to capture actions and opportunities, to create a pathway for community to reach out to tourism support organizations and to explore marketing and sales tactics to attract business and events.	*VREN / AVTC Regional & Provincial Stakeholders*				
2.3 Take proactive steps to leverage the power of the five unique and appealing product themes* through the development, promotion and delivery of four-season, purchasable, curated visitor-friendly tourism experiences. These theme-related visitor experiences serve as destination attractors. *(Bay of Fundy, Heritage/Culture/Arts, Outdoor Recreation, Culinary, Rural Landscapes/Small Towns and Villages)	Optimize the potential of existing theme-related experiences through enhancement and partner promotion (TNS & others). Inventory, existing visitor experiences by theme, – opportunities where high-value guests can currently purchase and experience compelling articulations of the featured theme – ensure these experiences are featured on Novascotia.com and that respective operators have them prominently featured on their website and social media channels, including: a. A curated winery experience beyond a tour and taste, opportunities to learn from the vintner through food pairings, in vineyard or winery interpretive walks that explain the steps in wine production etc. b. An opportunity to step back in time through an interpretive, hands-on learning opportunity at a National Historic site or community museum beyond strolling through the site and seeing static displays, reading panel boards or historic plaques c. An interpretive encounter with a geologist to discover the unique attributes of the Bay of Fundy beyond simply walking the ocean floor d. A wharf-side conversation with a retired lobster fisher to learn the travails of a life of fishing on the Bay of Fundy e. An on-farm visit with an opportunity to understand the farm's inner workings, a chance to participate in daily chores and activities, and to eat the products harvested or produced at the farm	*VREN / AVTC*				

	i. An interpretive hike on one of many trails, where the guide brings the surroundings to life, could include teaching from an indigenous community member knowledgeable of Mi'kmaq history or a biologist who understands flora and fauna	*VREN/ AVTC*				
	Fill gaps in themed-related visitor experiences using them as destination attractors. • By theme, identify gaps in curated, purchasable experiences that celebrate identified themes; gaps identify where the creation of new visitor experiences are needed – opportunities where high-value guests purchase a compelling experience which animates the featured theme, thus enhancing the ROE (return on engagement) for the guest and ROI (return on investment) for the provider and community	*VREN/ AVTC*				
	Build existing and new experiences on regenerative tourism principles: ○ Greater interest in the well-being of communities and residents vs. visitation growth and profits ○ Equal focus on economics and the well-being of people and places to measure success. ○ Encourages community-builders, job generators, paths to reconciliation, and protectors of natural assets (Destination Canada, 2022) ***Throughout the planning process, there was consensus that the STAR plan should embrace regenerative tourism principles; however, ongoing dialogue is required to support a greater understanding that turns knowledge into action*	*VREN / AVTC*				
	Identify then equip new experience providers in delivering compelling visitor experiences, with the assistance of a third-party resource. i. Prioritize experiential development opportunities by theme with those potential experiences that are near market-ready to be fostered first, then secure project development funding; for example, developing Bay of Fundy experiences may be necessary over the long term, but if Annapolis Valley curated heritage experiences are near market-ready put those at the top of the list.	*VREN/ AVTC* 3rd Party Provider				
	Replicate the FAN (Food Art Nature) experience development model currently being implemented: i. Follow the development model and apply it to identified themes and or communities, for example, solicit applications/proposals from potential experience providers to deliver Bay of Fundy interpretive experiences, provide seed funding and training to support selected proposals, engage a third-party resource to work with proponents and facilitate the development of the new experiences					

2.4 Identify infrastructure and service gaps that harm the visitor journey, including visitor wayfinding and signage, digital connectivity, business hours of operation, workforce development/labour challenges, service standards etc., then identify steps to eliminate these gaps. (Such scans are ongoing)	Based on reported infrastructure and service gaps noted in the consultation process of the strategy development process, as well as those identified by others, develop a prioritized list of gaps (signage, broadband, EV charging stations, business hours of operation, etc.)	*VREN/ AVTC* 3rd Party Provider				
	Identify strategies to work with partner organizations to eliminate the gaps. For issues of significant magnitude, liaise with TIANS and other industry and public organizations to define solutions to identified gaps; for example, collaborate with TIANS to identify solutions to address hospitality labour shortages and shortcomings in service delivery, work with TNS and other government departments to address connectivity challenges.	*VREN/ AVTC*				
2.5 Resource Development for Operators: Identify, then prioritize other destination development opportunities as well as tactical marketing initiatives as resources for operators. Marketing activities, other than social media, should be done in context with TNS marketing strategies and tactics, with partnered marketing being the focus (given that the AVTC will have limited dollars to "go to market") Similarly, through TNS, work with Destination Canada to support AV tactical international marketing and sales activities	Creation of Culture Guides, a series of destination-specific two-to-three-day itineraries that feature cultural attractions, experiences, and events (see Ontario Culture Days https://onculturedays.ca/guides)	*VREN/ AVTC*				
	Creation of Seasonal Guide to showcase winter outdoor recreation and indoor arts, culture, heritage, culinary events, and attractions that utilize the ski hill, trails, rural landscapes, galleries, theatres, wineries, etc.					
	Creation of a Top 10 things to do in the Annapolis Valley Guide					
	Develop destination specific itineraries					
	Develop digital maps and wayfinding tools					
2.6 Deliver industry training: Facilitate stakeholder capacity building (training) initially focused on adopting regenerative tourism practices followed by sector-specific training, for example Tourism Market-Readiness, Enhancing Online Presence, Service Excellence, Itinerary Development, Identifying Your Ideal Guests, Costing and Pricing Visitor Experiences, etc. The goal is to enhance the tourism market readiness of tourism sector operators throughout the region. (Access to industry training is ongoing)	Develop a calendar of capacity-building sessions	*VREN/ AVTC* 3rd Party Providers Tourism Support Organizations				
	Partner with Tourism Nova Scotia, TIANS, Destination Canada, Municipal and First Nation partners, industry associations like Restaurants Canada, TIAC, Indigenous Tourism Canada to deliver training					
	Secure the services of third-party consultants when organization training is not available					
	Consider contracting with any number of tourism training suppliers to deliver regenerative tourism training, for example, GMIST, The Tourism Café Canada, Earth Rhythms etc.					
	Consider the need and benefit undertaking a sponsored Best Practice Mission (subject matter TBD in connection with ACOA and TIANS)					
2.7 Regional Tourism Project Planning: Identify any regional projects/events of significance. Consider the Five Strategic Imperatives in the planning and development process. (Welcoming Region, Destination Alignment, Connection to Communities, Connection to the Visitor, Legendary Experiences)	Work with First Nations and partners to develop, organize and host an event to commemorate the 300 year anniversary of the Peace and Friendship Treaty	*VREN/ AVTC* Stakeholders *First Nation voice is the lead.				

Launch - 2025-2026 Recommendations and Actions

1. Launch the Annapolis Valley Tourism Collaborative
2. Long-term Funding / Regenerating Fund
3. Environmental Thrivability
4. Remove Systemic Inequalities
5. Regional Data Collection Methodology

STAR Strategy Year 3 Implementation						
Launch						
Recommendation/Objective	**Tactics**	**Responsibility**	**Timeframe**			
			Year 3: 2025-2026			
			Q1	**Q2**	**Q3**	**Q4**
			Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar
3.1 Launch the Annapolis Valley Tourism Collaborative (AVTC): If not already in place, take steps to finalize the establishment of the AVTC as the formal entity to continue the delivery of the recommendations from the STAR Tourism Strategy	Finalize formalization of the AVTC as the organization charged with implementing the STAR tourism plan.	*VREN* *TIWC / AVTC* Stakeholders				
	Develop detailed work plans building on the overarching recommendations from the STAR Tourism Strategy.					
3.1.A Develop the Annapolis Valley Tourism Collaborative Corporate Brand	Undertake a process to identify the corporate brand for the Annapolis Valley Tourism Collaborative 1 Secure the services of a third-party firm (RFP) to develop the Annapolis Valley Tourism Collaborative corporate brand. 2 Secure stakeholder input for the positioning and branding process	AVTC 3rd Party Provider				
3.1.B. Create a branded AV Tourism website	Create an AV tourism website to present Valley positioning, experience themes and narratives – the intent of the website is to serve as a landing page to facilitate transactions with locations (municipalities), tourism businesses, sites, and attractions (further work will be required to determine the magnitude of this website recognizing that marketing will be done in partnership with TNS)					
3.2 Review long-term funding model: If not in place, continue efforts for the creation of a Regenerating Fund, where a variety of industry partners collect fees from visitors; fees fund ongoing implementation of the strategy, as well as supporting community-based not-for-profit organizations and activities	Finalize exploration of a collaborative regional tourism levy	AVTC Municipalities Province of NS				
	Formalize the AVTC Regenerative Tourism Funding Model based on outcomes of stakeholder consultation along with the agreement of the Province of NS					
3.3 Environmental Thrivability: Develop a regional framework for tourism development using the lens of regenerative tourism in all future tourism developments and promote the education of sustainable practices and standards throughout the industry	Explore related certifications and enhance awareness of these certifications among operators	AVTC Tourism Support Organizations Operators				
	Promote sustainable practices to visitors					
	Explore hosting a conference focused on regenerative and sustainable practices					

3.4 Remove Systemic Inequities: Improve and expand the accessibility of the destination to persons with disabilities	Conduct a comprehensive assessment of the readiness of the destination to serve visitors with disabilities	AVTC Municipalities Tourism Support Organizations Operators				
	Develop and deliver a regional program to expand and enhance the accessibility of the region					
3.5 Introduce a regional data collection methodology to collect better regional intelligence, inform future programming and strengthen the tourism business climate This intelligence collection should be done through a forward-thinking approach to spot gaps and trends at an operator and community level. This intelligence could feed into an investment strategy.	Work with tourism support organizations to understand what data can be collected and develop a methodology to collect regional data to feed into the Annapolis Valley Tourism Collaborative	AVTC Municipalities Tourism Support Organizations				
	Explore third party offerings that can provide data and/or insights on local customer experience					

Flourish - 2026 and 2027 Recommendations and Actions

1 AVTC Network Expansion

2 Industry Training

3 Activate All Strategic Imperatives

4 Expanded Marketing Initiatives

STAR Strategy Year 4 Implementation						
Flourish - The Annapolis Valley Tourism Collaborative is flourishing in year 4 and is recognized as the regional tourism organization by all						
Recommendation/Objective	**Tactics**	**Responsibility**	**Timeframe**			
			Year 4: 2026-2027			
			Q1	**Q2**	**Q3**	**Q4**
4.1 Expand the Annapolis Valley Tourism Collaborative network	The AVTC expands its network and community reach through joining provincial and national tourism associations, engaging related tourism organizations, engaging with community leaders and regional sector businesses	AVTC	Timing TBA by AVTC			
4.2 Respond to Industry training needs	Conduct regular scans of industry training needs	AVTC & other service providers				
	Deliver/provide industry training that is responsive to the needs of the region and aligns with provincial and national best practices.					
4.3 Review and activate all five strategic imperatives. Take steps to ensure AVTC is delivering in these areas: • Welcoming Region • Destination Alignment • Connection to Communities • Connection to the Visitor • Legendary Experiences Positioning the region as a champion in these areas will strengthen its brand	Determine where the region is lagging in the process of the five strategic imperatives and develop a plan of action with detailed activities that will aid the region in achieving these goals Engage the region and ensure operators, community leaders and municipalities are involved in the review process.	AVTC				
4.5 Expand Marketing & Initiatives	Determine the most effective tools and launch a campaign Engage operators in reviewing marketing initiatives.					

Appendices

Appendix A

Consultant Bio
RICHARD INNES
President, Brain Trust Consulting

Richard is an experienced tourism industry strategist who blends the creativity of his marketing background with the discipline of visitor-centric destination management and operator-focused tourism development.

Richard has held senior roles in national and international advertising agencies and led assignments for some of Canada's largest advertisers, including Nestle, Honda, Chrysler, Delta Hotels, Destination Ontario, Destination Toronto, and Destination Canada. In addition, he served for seven years as Destination Toronto's Vice President of Marketing.

Richard has earned the opportunity to work on dozens of tourism-related assignments at the national, provincial, regional, and local levels. He is a Certified Atlantic Canada Opportunities Agency/Tourism Atlantic (ACOA) Trainer.

Richard served on the Boards of the Tourism Industry Association of Canada, and the Ontario Culinary Tourism Alliance and is currently a Board Advisor to Dubai-based Global Management Consultants and a member of the Mississaugas of the Credit First Nation Moccasin Identifier Indigenous Place-Making Committee.

In 2012, Richard was awarded the Queen's Jubilee Medal for his contributions to Canada's tourism industry.

BRAIN TRUST

Appendix B

Steering Committee

Louis Coutinho, Avondale Sky Winery

Celes Devar, Earth Rhythms

David Hovell, Magic Winery Bus

Heather LeBlanc, Mapannapolis

Jennifer Nichols, Hants-Kings CBDC / Community Volunteer

VanEssa Roberts, West Hants Regional Municipality

Madonna Spinazola, Halls Harbour Community Development Association

Kathi Stacey, Valley Sky Luxury Camping Inc.

Cäcilia Stutz, Grand Pre Wines

Kevin Wright, Lark & Loon Inn

Appendix C

Annapolis Valley STAR Public Community Engagement Session Promotions

STRATEGIC TOURISM FOR AREAS AND REGIONS (STAR) PROGRAM SESSIONS

Introducing STAR – an industry-led regional tourism development planning process to help grow the tourism economy in the Annapolis Valley.

- December 6 at 10am
  Super 8, Windsor
- December 6 at 2pm
  CentreStage Theatre, Kentville
- December 6 at 7pm
  Lightfoot & Wolfville, Wolfville
- December 7 at 10am
  Kings Theatre, Annapolis Royal
- December 7 at 2pm
  Macdonald Museum, Middleton

Learn how this project will lay a foundation for responsible, collaborative, sustainable community-based tourism development for the region and your business, meet our STAR consultant, and have an opportunity to provide input and ask questions at one of the sessions being held in the region.

Please RSVP by contacting Chrystal at cremme@valleyren.ca.

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Canada

1 December 2021 Community Engagement Sessions

ANNAPOLIS VALLEY STAR PROJECT
STAKEHOLDERS VISIONING AND IDEA GENERATION SESSIONS

Help form the regional tourism plan for the Annapolis Valley at one of the upcoming sessions

- April 25 at 10 am
  Flying Apron, Summerville
- April 25 at 2 pm
  Churchill House, Hantsport
- April 25 at 6:30 pm
  Hants County War Memorial Community Centre, Windsor
- April 26 at 10 am
  Kingston Firehall
- April 26 at 2 pm
  Louis Millett Community Complex, New Minas
- April 26 at 6:30 pm
  * *wineries only* *
  Louis Millett Community Complex, New Minas
- April 27 at 10 am
  Devour! HQ, Wolfville
- April 27 at 2 pm
  Long Table Social Club, Scots Bay
- April 27 at 6:30 pm
  Berwick Lions Hall (Kings Mutual Century Centre
- April 28 at 10 am
  Port George Rec Centre
- April 28 at 2 pm
  Bridgetown Motor Inn
- April 28 at 6:30 pm
  Annapolis Royal Fire Hall, Annapolis Royal

Contact Richelle at rbrownredden@valleyren.ca or 902.678.2200 to register

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An Industry-led regional development process to help grow the tourism economy in the Annapolis Valley.

Please join consultant Richard Innes at a community session where he will present his preliminary findings and draft strategy. Richard will also be hosting educational capacity building sessions on the value and use of TripAdvisor.

Session Dates and Times

- September 12th at 6:00pm
  Port Williams Community Centre
  Port Williams
- September 13th at 9:00am
  Royal Canadian Legion
  Middleton
- September 13th at 2:00pm
  Online via Zoom
- September 13th at 6:00pm
  Online via Zoom
- September 14th at 9:00am
  Kentville Recreation Centre
  Kentville
- September 14th at 1:30pm
  Valley Business Hub
  Kentville
- September 15th at 9:00am
  Hants County War Memorial
  Community Centre
  Windsor

Session Type

- **2 part, In-person session**
  Draft Strategy Presentation &Feedback followed by Capacity Building - TripAdvisor overview & training Break at mid-point.
- **Single Topic In-person session**
  Capacity Building - TripAdvisor overview & training
- **Online via Zoom**
  Strategy Presentation & Feedback
- **Online via Zoom**
  Capacity Building - TripAdvisor overview & training

What You Will Learn

Tripadvisor is the number one online platform tourists from around the world use to make decisions about where they will go, where they will stay, what they will do, and where they will eat.
Training is designed to help tourism businesses leverage the power of Tripadvisor (TA).
Participants will learn how to effectively use TA to enhance their online reputation by tapping into the many free resources and tools in the TA platform.

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Canada

3 STAR Community Engagement & Capacity Building Sessions, September 2022

STAR PROGRAM

Strategic Tourism for Areas and Regions

Please join us at one of the following community sessions. Tourism Consultant, Richard Innes, will present the Annapolis Valley Strategic Tourism for Areas and Regions (STAR), Three-Year Tourism Strategy. DRAFT Recomendations and Actions Consultation Sessions.

Over the past year, the Valley REN has been working with Richard, along with input from a local steering committee, tourism stakeholders and community members. An implementation plan has been developed. There will be three in-person presentations in various locations throughout the region, and one virtual presentation. These sessions will introduce the implementation plan and provide a Q&A opportunity. All are welcome.

4 STAR Recommendations Consultation Sessions, January 2023

Municipal and First Nation Partners Engagement

BRAIN TRUST

Annapolis Valley STAR Project
Partners Update Session
May 27, 2022, 10:00 AM

Purpose of Meeting

1. To provide an Annapolis Valley STAR (Strategic Tourism for Areas and Regions) project update and answer any questions related to the project.
2. To understand levels of tourism's importance at the community level.
3. To explore thinking related to the formation of a tourism destination management entity.

Meeting Overview

Richard Innes (ACOA Certified Consultant) will provide a STAR project update to First Nation/Municipal elected officials and staff. The update will include a summary of activity to date, answer questions pertaining to the project, and present initial impressions of the Valley's tourism development opportunities. In addition, Richard will facilitate a discussion that begins to explore potential mechanisms to facilitate implementation of the recommendations that ultimately will be part of the Valley's 2023-2027 Tourism Plan.

In preparation for the session, participants are encouraged to think about, and come prepared to answer and discuss the following questions

1. How would you, as a First Nation/municipal elected official or staff, rank tourism's contribution to the future health and well being of your community?
    a. A priority
    b. Important
    c. Somewhat important
    d. Not important
2. How do you think those who live and work in your community (not in the tourism sector) would rank tourism's contribution to the future health and well being of their community?
    a. Important
    b. Somewhat important
    c. Not important
3. Briefly describe what you appreciate about tourists visiting your community.
4. Briefly describe what you dislike about tourists visiting your community.
5. Who do you see responsible for implementing the recommendations of the 2023-2027 Annapolis Valley Tourism Plan?
    a. Municipal governments
    b. Private/public sector tourism operators
    c. Combination of municipal governments, private/public sector tourism operations
    d. Other
    e. Don't know

Appendix D

Regional Community Engagement Participation

Annapolis STAR Community Enagagement		
Engagement type / discription	**Location**	**# of Attendees**
Partners Intoductory Session, December 3, 9am	Online - Zoom	16
Public Community Engagement Session, 10am December 6, 2021	Super 8, Windsor	16
Public Community Engagement Session, 2pm December 6, 2021	Centre Stage Theatre, Kentville	24
Public Community Engagement Session, 7pm December 6, 2021	Lightfoot & Wolfville Winery, Wolfville	33
Public Community Engagement Session, 10am December 7, 2021	Kings Theatre, Annapolis Royal	17
Public Community Engagement Session, 2pm December 7, 2021	MacDonald Museum, Middleton	16
Public Visioning Session, 10am April 25th, 2022	Flying Apron Inn & Cookery, Summerville	9
Public Visioning Session, 2pm April 25th, 2022	Churchill House, Hantsport	6
Public Visioning Session, 6:30pm April 25th, 2022	Community Centre, Windsor	11
Public Visioning Session, 10am April 26th, 2022	Firehall, Kingston	1
Public Visioning Session, 2pm April 26th, 2022	Louis Millet Centre, New Minas	3
Wine Sector Visioning Session, 6:30pm April 26th, 2022	Louis Millet Centre, New Minas	9
Public Visioning Session, 10am April 27th, 2022	Devour! HQ, Wolfville	15
Public Visioning Session, 2pm April 27th, 2022	Longtable Social Club, Scots Bay	11
Public Visioning Session, 6:30pm April 27th, 2022	Lions Hall, Berwick	8
Public Visioning Session, 10am April 28th, 2022	Recreation Centre, Port George	4
Public Visioning Session, 2pm April 28th, 2022	Bridgetown Motor Inn, Bridgetown	7
Public Visioning Session, 6:30pm April 28th, 2022	Fire Hall, Annapolis Royal	14
Partners Update Session, 10am May 27th, 2023	Online - Zoom	15
Public Preliminary Findings Presentation & Feedback Session, 6pm Sept. 12th 2022	Port Williams Community Centre, Port Williams	13
Public Preliminary Findings Presentation & Feedback Session, 9am Sept. 13th, 2022	Legion, Middleton	5
Public Preliminary Findings Presentation & Feedback Session, 2pm Sept. 13th, 2022	Online - Zoom	18
Public Preliminary Findings Presentation & Feedback Session, 9am Sept. 14th, 2022	Recreation Centre, Kentville	19
Public Preliminary Findings Presentation & Feedback Session, 9am Sept. 15th, 2022	Community Centre, Windsor	17
Pubic Recommendations & Actions Consultations Sessions, 9:30am Jan.	Legion, Middleton	12
Pubic Recommendations & Actions Consultations Sessions, 2pm Jan.	Fire Hall, Greenwich	38
Pubic Recommendations & Actions Consultations Sessions, 6:30pm Jan.	Online - Zoom	34
Pubic Recommendations & Actions Consultations Sessions, 10am Jan.	Online - Zoom (changed from Windsor due to weather)	32
		423

Appendix E

STAR Survey Questionnaire

The Valley Regional Enterprise Network
Strategic Tourism for Areas and Regions (STAR) Survey

The Valley Regional Enterprise Network (Valley REN) has partnered with the Atlantic Canada Opportunities Agency (ACOA-Tourism Atlantic) to create a Strategic Regional Tourism Plan for the Annapolis Valley Region.

The process involves consultations with tourism sector stakeholders, community leaders, elected officials and residents. To date, five project launch sessions and twelve community vision sessions have been conducted throughout the Annapolis Valley Region.

To supplement information gathered at the vision session, we ask interested individuals to complete this short survey to share views and perspectives on tourism development in the Annapolis Valley Region.

NOTE: Your answers will only be used as part of the overall sample and will not be associated with your name.

SURVEY SUBMISSION DEADLINE IS July 31, 2022

Thank you - Annapolis Valley Region STAR Working Committee

Question

1. What is your interest in tourism development in the Annapolis Valley Region? Check all that apply.

I am a resident of the Valley, and I am interested in how my community develops.
I own/operate a tourism business in the Annapolis Valley Region.
I own/operate a non-tourism business in the Annapolis Valley Region.
I volunteer to help organize events or other community-based activites.
I provide tourism experiences (guide, storyteller, musician etc.).
I am interested in protecting what we have by responsibly developing tourism.
Other (please specify)

Question

2. What County or First Nation do you call home?

West Hants County
Kings County
Annapolis County
Glooscap First Nation
Bear River First Nation
Annapolis Valley First Nation
Other (please specify)

Question

3. Please tell us your age range.

18-24
25-34
35-44
45-54
55-64
65+

Question

4. Rank the benefits of responsibly growing tourism in the Annapolis Valley Region?

1. Stimulate the local economy.
2. Increase employment opportunities.
3. More activities, events, services for visitors (reasons to visit).
4. More activities, events, services for residents (community vibrancy).
5. Proactively manage tourism development by respecting people, places, and culture.

Question

5. List what you see as the Annapolis Valley Region's most underdeveloped tourism assets

Question

6. Participants identified several tourism priorities at the Tourism Vision Workshops recently held. They are listed below. In your view, how would you rank the following initiatives to grow tourism in the Annapolis Valley Region?

1. Working collaboratively to grow the regional visitor economy responsibly.
2. Labour attraction and training for the tourism and hospitality sector.
3. Tap into the knowledge of residents who can create/deliver experiences to visitors.
4. Spread tourist visitation to all parts of the Annapolis Valley Region.
5. Protect natural landscapes, managing visitor access to trails, lookouts, attractions.
6. Identify an entity to facilitate and manage tourism development/promotion.
7. Engage communities, municipal leaders and residents in development discussions.

Question Title

7. Rank the importance of the attributes below in terms of contributing to making the Annapolis Valley Region a great place to visit.

1. History and cultural heritage.
2. Indigenous communities and experiences.
3. The Bay of Fundy, its tides, geology, and coastal beauty.
4. Wineries, cideries, craft breweries, and agri-tourism and culinary experiences.
5. Annual festivals and events.
6. Landscape of Grand Pré UNESCO World Heritage Site.
7. Annapolis Royal National Historical District and Fort Anne National Historic Site.
8. The towns, villages, and rural landscapes.

Question

8. Think about what the Annapolis Valley Region could be like as a tourism destination in 10 years. What would you want the region to be best known for? Rank accordingly.

1. History – thousands of years of Mi'kmaq heritage and over 400 years of French, British, and Black history.
2. Bay of Fundy experiences.
3. Year-round winery, cidery, craft brewery, agri and culinary experiences.
4. Outdoor recreation – hiking, biking, paddling, angling, skiing etc.
5. Locally produced products from artisans and craftspeople.
6. Vibrant and engaging curated experiences presented in the towns, villages, and rural landscapes.

Question

9. Regenerative Tourism represents a shift whereby tourism provides more value to communities than it takes. This is achieved through a holistic, place-based, community-led, and ecologically centred approach that recognizes the importance of social, cultural, environmental, and economic well-being. Thinking about what needs to change regarding tourism services, programs, or infrastructure development in a Regenerative Tourism context, what examples are you aware of that provide more value to communities than is taken, and where regenerative practices are being implemented (farms, tourism businesses, community infrastructure, wineries, lodges, restaurants, etc.)? List all that comes to mind.

Question

10. Thinking once again about Regenerative Tourism whereby tourism provides more value to communities than it takes, what travel experience or products need to be developed in the Annapolis Valley Region that engage travellers while helping our communities and businesses thrive well into the next generation? List all that comes to mind.

Question

11. What is the ONE THING most needed in the Annapolis Valley Region to make tourism the best it can be?

Question Title

12. Please share any additional comments about future tourism development in the Annapolis Valley Region.

Question Title

13. Please provide your contact information if you are not already on the Valley REN email distribution list and would like to receive updates on this and other tourism or economic development projects.

Name
Company
Address
City/Town
ZIP/Postal Code
Email Address
Phone Number

STAR

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☒	Recommendation ☐	Decision Request ☐	Councillor Activity ☐

To: Committee of the Whole

Submitted By: Mark Phillips, Chief Administrative Officer

Date: June 13, 2023

Subject: 2023 May/June HRM and Shelburne Wildfires – The WHRM Emergency Management Office Information Report

LEGISLATIVE AUTHORITY

Nova Scotia Emergency Management Act

RECOMMENDATION

N/A as this is an information report.

BACKGROUND

The following information report has been prepared to provide an overview of the activity and communications of WHRM EMO Committee surrounding the recent wildfires impacting parts of HRM and Shelburne Counties and the declaration of a state of emergency by the province. Wildfires in these areas were deemed out-of-control for approximately one (1) week in HRM and "being held" and still not under control up to June 11, 2023.

Events

- Saturday, May 27, 2023 – Wildfire broke out in Shelburne County (Barrington Lake area).
- Sunday, May 28, 2023 – Wildfire broke out in Halifax Regional Municipality (HRM), (Tantallon area).
- Thursday, June 1, 2023 – Declaration of a State of Emergency by Minister John Lohr.

The following “Executive Summary” has been copied and shared in this report from the “Emergency Management Plan for the West Hants Regional Municipality -2021” to summarize EMO responsibilities.

Introduction

This plan results from the recognition on the part of local government and provincial officials that a comprehensive plan is needed to enhance the Province's ability to manage emergency/disaster situations. It was prepared by Emergency Management officials working as a team in a planning process. This plan constitutes an integral part of a province wide emergency management program and contributes to its effectiveness. Authority to undertake this effort is provided by both the province’s Emergency Management Act and the West Hants Regional Municipality (WHRM) Emergency Management By-law. The development of this plan included an analysis of potential hazards that could affect our region and an assessment of our capabilities to deal with these potential hazards.

Comprehensive Approach

Dealing with disasters is an ongoing and complex undertaking. Through implementation of risk reduction measures before a disaster or emergency occurs, timely and effective response during an actual occurrence, and provision of both short- and long-term recovery assistance after the occurrence of a disaster, lives can be saved, and property damage minimized. This process is called comprehensive emergency management to emphasize the interrelationship of activities, functions, and expertise necessary to deal with emergencies. This plan contains five sections to deal separately with each part of this ongoing process.

Management Responsibilities

The emergency management responsibilities of departments and organizations are outlined in this plan. Assignments are made within the framework of the present WHRM capability and existing organizational responsibilities. The Municipal Emergency Management Organization (EMO) is designated to coordinate all emergency management activities within the region. In this process EMO intends to use the Incident Command System (ICS) to respond to emergencies. ICS is a management tool for the command, control, and coordination of resources and personnel in an emergency.

Provincial responsibilities are closely related to the responsibility of the local levels of government within the Province (cities, towns and municipalities) to manage all phases of an emergency. The Province has the responsibility to assist the local governments in the event that they have fully committed their resources and are still unable to cope with any disaster. Similarly, the Canadian Government is obligated to provide assistance to the Province after resources have been fully committed and the Province is unable to cope with the disaster.

This plan describes in detail the centralized direction of requests for assistance and the understanding that the governmental jurisdiction most affected by an emergency is required to fully involve itself in the emergency prior to requesting assistance. Specific emergency

management guidance for situations requiring special knowledge, technical expertise, and resources may be addressed in separate annexes attached to this plan. Examples of this type of situation are emergencies resulting from hazardous chemical releases, dam failures, or power outages.

Conclusion

This plan provides general all-hazards management guidance, using existing organizations, to allow the WHRM to meet the responsibilities before, during and after an emergency. Therefore, it is recommended that this Emergency Plan (EP) be reviewed and approved by the Municipal Council annually.

WHRM Planning Committee Meetings

With the close proximity of the HRM wildfire(s) to the West Hants Regional Municipality's , easterly boundary the CAO and Emergency Management Coordinator suggested meeting with select members of the EMO Planning Committee, primarily WHRM staff, RCMP and Fire services if available. WHRM was not experiencing any incident(s) nor a local emergency and the intent of the WHRM EMO meeting(s) was for situational awareness and resource assessment in the event the wildfires moved westerly. It became a non-event for the WHRM EMO Planning team.

A state of emergency was declared on June 1, 2023, for the area around and including Pisiquid Lake, Windsor, Hants County of Nova Scotia by The Honourable John Lohr Nova Scotia Minister of Municipal Affairs and Housing.

Summary of Meetings

The meetings gave an opportunity to assess municipal staff members who may be directly impacted by the fires, members of their immediate family or staff who were members of WHRM Fire Departments. Fortunately, no employees reported having direct impacts on their immediate families and their homes as a result of the fires. A small number of municipal employees who are fire fighters did respond to the events through their respective departments when called upon.

Attendees at WHRM EMO Planning Committee meetings are as follows. Not all attendees attended all meetings and, in some cases, alternates may have been present vs. the appointments noted:

- Incident Commander – Mark Phillips , CAO
- EMO Coordinator – Shelleena Thornton
- Nova Scotia EMO – Not Present
- Fire – Not Present but the EMO Coordinator and Fire Chiefs were in communications
- Community Development – Kathy Kehoe and Vanessa Roberts
- Public Works – Todd Richard and Troy Burgess

- Planning and Development – Sara Poirier and Hartley Atwell
- Information Technology – Matt Povah
- Finance – Diana Gibson and Tammy Daurie
- Hants Exhibition Society / Grounds – Not Present
- Glooscap 1st Nation – Not Present
- Nova Scotia Public Works – Not Present
- RCMP – David Ferguson and Robert Frizzell
- Emergency Health Services – Not Present
- Department of Community Services – Jennifer McCulloch
- Hants Community Hospital – Not Present (Deanna Snair researching and providing updates)
- Safety – Deanna Snair
- Communications – Shelleena Thornton and VanEssa Roberts

Planning meetings are also referred to as “Sit Reps" or situational report meetings. The meetings mirror themselves with repeat agendas. Essentially each department or agency is asked “how are you and your department doing during this time and is any support required”? Most of the times during the meetings departments were not impacted and were operating at normal capacity.

WHRM EMO Planning Cycle Meetings included:

- Overview of existing wildfire conditions in HRM and Shelburne.
    - Awareness of proximity WHRM was to the fires. HRM evacuation area perimeter was 8 kms (linear) to the WHRM boundary east of Panuke Lake area.
    - Monitoring weather conditions.
    - Monitoring resources being dedicated to areas (primarily fire mutual aid).
    - Monitoring any potential transportation interruptions impacting WHRM (Highway 101 and 103).
- Established the potential command structure if required: Nova Scotia Department of Natural Resources and Renewables would be the jurisdictional authority or Incident Command agency should a WHRM wildfire develop.
- Municipal department updates noting any impacts on municipal operations due to the events (resource availability, supply chain, staffing impacts, service delivery, etc…).
- WHRM fire services activity updates. Some departments assisted directly with the wildfires (HFD, WFD, and BFD). Awareness of regional readiness should there be a non-wildfire or a wildfire event in WHRM.
- Parks / Wooded areas and trail (s) closures.
    - Impacts to vulnerable people in our community such as those experiencing homelessness.
- GSAR support to Shelburne for volunteer support.

Meetings were held virtually and lasted approximately 30 minutes or less on the following dates:

1. 9:00 a.m., Monday, May 29, 2023
2. 9:00 a.m., Tuesday, May 30, 2023
3. 9:30 a.m., Wednesday, May 31, 2023 (not an EMO Planning Committee meeting, but rather, a meeting with Jennifer McCulloch, Community Services to discuss the impact on the vulnerable sector and homeless individuals as a result of the Provincial Restrictions/Bans. No meeting minutes were taken. (Attendees included: Mark Phillips, Shelleena Thornton, Kathy Kehoe, VanEssa Roberts, Deanna Snair, Kathy Johnston-Isenor, and Jennifer McCulloch). No meeting minutes taken.
4. 9:00 a.m., Thursday, June 1, 2023
5. 3:45 p.m. Friday, June 2, 2023
6. 9:00 a.m. Tuesday, June 6, 2023
7. 3:00 p.m. Tuesday, June 6, 2023

Fire representatives were not present at these meetings as we did not have an emergency; and fire resources (members and apparatus) were intermittently dispatched for mutual aid to the wildfires. Supervisor Thornton maintained constant communications with the fire departments throughout their mutual aid calls for service.

Communications Summary

EMC, Shelleena Thornton Communications – June 1, 2023

On the afternoon of June 1, 2023, the EMC was contacted by the MLA to share and exchange information regarding the lack of water in Lake Pisiquid and concerns she had been receiving through her office. She shared that it was the government's intent to communicate with the Federal Department of Fisheries (DFO) to request an amendment to the DFO Ministerial order to permit water into the former lake for safety reasons. This intent was shared with the CAO and onward to the Mayor for awareness.

In the evening the MLA advised the EMC that she has no further information regarding the amendment of the DFO Order. Additional contact was made later in the evening regarding actions coming from the Minister's Office which led to the declaration of State of Emergency. Throughout the day the EMC was unaware of any State of Emergency declaration by the Minister until late evening on June 1st. No request was made by the EMC for EMO related assistance nor a state of emergency request.

CAO Communications – June 1st, 2nd and 6th 2023

June 1st - Communication exchange with EMC as noted above. CAO unaware of State of Emergency declaration by Minister until late evening on June 1st. No request by CAO for EMO related assistance nor a state of emergency request.

June 2nd - CAO received call from Provincial Command Center Manager looking for any comments regarding safety concerns regarding Provincial declaration of state of emergency. After consultation with Municipal Departments, the CAO confirmed no known life or property related safety concerns to the general public as it relates to the declaration. A decision was made to close boat launches for unauthorized use.

June 2nd and 6th – Follow-up meetings with EMC and WFD Chief regarding communications and information requests from the province, EMO event procedures, ICS protocol and ongoing fire preparedness for West Hants and Pisiquid area.

Windsor Fire Chief Jamie Juteau Communications – June 1st and 2nd , 2023

Chief had an information exchange with the MLA mid day and follow-up email regarding dry hydrants in the Windsor waterfront area and Sangster bridge area. Chief was unaware of the State of Emergency declaration by the Minister until after the press release. No request by the Chief for EMO related assistance nor a state of emergency request.

Planning Cycle Conclusions

At the conclusion and throughout the planning cycles there were no immediate or significant threats identified as having impacts on municipal operations or services warranting further action by the WHRM EMO Planning Committee. There was certainly great concern for areas most impacted and a high sense of awareness of how the wildfires might approach the WHRM.

WHRM Fire Services and their members are to be commended for their dedication and responses to the calls for mutual aid support. These fires are unprecedented in our province at the size and scale experienced. Thankfully all members returned safely. At the conclusion of the event all fire equipment and apparatus have been reported as returned without any known damage and at full operational capacity.

Local State of Emergency or State of Emergency Declaration

Within the EMO community there is ongoing review and practice of when a declaration of a local state of emergency or state of emergency is declared. Each event can be unique. The EMO Planning Committee practices this when doing event planning, reviewing the EMO Plan, carrying out exercises and training and through real life events.

The EMO Plan and training would suggest it be an evidence-based assessment of the degree of risk to the community off-set by the level of resources available to address the emergency. For example, as the risk increases, and the level or degree of available resources decreases, deciding to declare a Local State of Emergency or State of Emergency might be more commonly agreed upon . The intensity of the event, its timing, the geographic area of impact and community response capabilities are heavily weighed in the decision-making process.

During this event WHRM EMO respects the decision of the Minister to declare a state of emergency independent from the municipality as is permitted within his authority. The declaration was quickly recognized by operations and the added water resource was and remains incorporated into the fire response plan if required.

ALTERNATIVES – N/A as this is an informational report.

ATTACHMENTS

- Sample Meeting Agenda – Wildfires Sit-Rep #1 May 29, 2023.
- HRM Wildfire proximity to WHRM map.
- Declaration of State of Emergency

DISCUSSION / NEXT STEPS

WHRM EMO and municipal operations are awaiting a decision from Minister Lohr regarding a possible extension of the state of emergency. A decision is expected before or on June 15, 2023, 14 days after the declaration was made. The WHRM EMO has stopped meeting surrounding the above noted events and will reconvene if required.

Evaluating fire protection readiness is ongoing and part of normal operations daily, season to season and year to year. Particularly during the recent higher state of alert when wildfires were more active and prior to the recent rains. Raw and treated water supplies are continually monitored for availability and supply. There can be potential impacts on treated water supplies each year including this year as capital construction work is being carried out on the Windsor water supply dam. Treated water reserves and the availability of alternative raw water sources (without the lake) are being reviewed by both utility staff and fire operations to ensure fire protection capabilities are maintained at all times based on all available sources.

It goes without saying that a secured freshwater supply is added support for fire protection. If the declaration is discontinued, then WFD will revert back to the operational plan that was in place for the past two years utilizing treated water and alternative raw water sources (fresh and salt water if needed). WFD is confident in operating under both scenarios.

The WHRM EMO Planning Committee respects the authority held by the Province in relation to the original declaration of SOE. Operationally, the committee and fire service awaits the province's future direction regarding this matter.

Staff further wait for any questions or concerns Council may have regarding this matter or direction Council may provide.

Report Prepared by: _____
Shelleena Thornton, Emergency Management Coordinator

Report Prepared by: _____
Mark Phillips, CAO

West Hants
something inspiring awaits

WHRM EMO

Wild Fires Sit-Rep #1
May 29, 2023
Virtual / In-Person Meeting
Activation – Information Only

AGENDA

1. Roll Call/Introductions

2. Incident Update

    1. Shellburne Area
        a. Geographic Areas Impacted
        b. State of the Emergency
            i. Emergency Classification
            ii. Fire Status
            iii. Evacuation
            iv. Impacts on People / Animals
            v. Homes and Business Impacted
            vi. EMO and Municipal Capacity / Performance
            vii. Other

    2. Bridgewater Area
        a. State of the Emergency
            i. Emergency Classification
            ii. Fire Status
            iii. Evacuation
            iv. Impacts on People / Animals
            v. Homes and Business Impacted
            vi. EMO and Municipal Capacity / Performance
            vii. Other
    3. HRM (Upper Tantallon and Lower Sackville)
        a. State of the Emergency
            i. Emergency Classification
            ii. Fire Status
            iii. Evacuation

West Hants
something inspiring awaits

iv. Impacts on People / Animals
v. Homes and Business Impacted
vi. EMO and Municipal Capacity / Performance
vii. Other

3. Representative Updates
    a. Incident Commander / Administration
    b. REMO Co-ordinator
    c. Nova Scotia EMO
    d. Fire
    e. Community Development
    f. Public Works
    g. Planning and Development
    h. Information Technology (IT)
    i. Finance
    j. Hants Exhibition Society / Grounds
    k. Glooscap First Nations
    l. NS Transportation and Infrastructure Renewal (NSTIR)
    m. Police
    n. Emergency Health Services (EHS)
    o. Department of Community Services (DCS)
    p. Hants Community Hospital (HCH)
    q. Safety
    r. Communications

4. Round Table Closing Remarks

5. New Action Items

6. Next meeting – May 30th 9:00am

Martock
Newport Station
St. Croix
Hillsvale
Ardoise
Three Mile Plains
Windsor Forks
Lakelands
East Uniacke
St. Croix 34
Mill Section
11 Km
South Uniacke
Beaver Bank
Ellershouse
Mount Uniacke
Panuke Lake
Upper Sackville
Vaughan
Middle Sackville
8 Km
Upper Hammonds Plains
Lower Sackville
Lucasville
Head of St. Margarets Bay
Hammonds Plains
Bedford
Upper Tantallon
Stillwater Lake
Lewis Lake
Timberlea
Boutiliers Point
Hubley
Halifax
Tantallon

Tantallon and Hammonds Plains Areas

- Fire Evacuation Area
- Local State of Emergency Area
- West Hants Boundary
- Communities
- West Hants Civics
- Roads
- West Hants Tracks and Trails
- Water

0 3,000 6,000
Metres
Scale: 1:110,000

N

Base data derived from the Nova Scotia Property Records Database (NSPRD) and the Nova Scotia, Geomatics Centre (NSGC), Copyright Her Majesty The Queen in Right of the Province of Nova Scotia. This map is a graphical representation only. It is not a land survey and is not intended for use for legal descriptions or to calculate exact dimensions or area. Prepared by: West Hants Regional Planning and Development Department May 30, 2023. *Measurements are approximate

Declaration of State of Emergency by Minister

(subsection 12(1) of the Emergency Management Act)

Emergency area:

A State of Emergency is declared for the area around and including Pisiquid Lake, Windsor, Hants County of Nova Scotia.

Nature of the emergency:

Many wildfires have been burning in the several areas of the Province. Some continue to be out of control and to create extreme demands upon resources and personnel in the attempts to prevent further loss of property and to protect the health and safety of residents. This event requires prompt coordinated action or regulation for the protection of property and for the health and safety of persons in Nova Scotia.

After a consultation with a quorum of the Executive Council, I am satisfied that an emergency, as defined in clause 2(b) of Chapter 8 of the Acts of 1990, the *Emergency Management Act*, continues to exist or may exist in identified area of the Province.

While under a State of Emergency, I may require any or all of the actions specifically listed under clauses 14(a) to (m) of the *Emergency Management Act*, or anything else I determine is necessary for the protection of property and the health or safety of persons in the Province.

I hereby declare of a State of Emergency for all of the identified area of the Province on and after 8:00 pm on Thursday, June 1, 2023.

If this Declaration is not renewed or terminated earlier, the State of Emergency remains in effect until 14 days after the date and time it is declared, which is until 8:00 pm on Thursday, June 15, 2023.

Dated June 1 , 2023, at Halifax, Nova Scotia,

Original signed by

Hon. John Lohr
Minister of Municipal Affairs and Housing

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information☐	Recommendation ✓	Decision Request ☐	Councillor Activity ☐

To: Mayor Zebian and members of Committee of the Whole

Submitted by: _____
Deanna Snair, Municipal Clerk

Date: June 13, 2023

Subject: Appointment to the Municipal Climate Change Action Plan (MCCAP) Committee

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LEGISLATIVE AUTHORITY

Part 1 Section 24 of the Municipal Government Act

RECOMMENDATION or DECISION REQUEST

…That Committee of the Whole recommends Council appoint Jeremy Higgins as a resident representative on the Municipal Climate Change Action Plan (MCCAP) committee for the current term expiring October 31, 2024.

BACKGROUND

Property ☐	Public Opinion ☐	Environment ✓	Social ☐	Economic ☐	Councillor Activity ☐

On April 24th staff were advised that a committee member had submitted their resignation resulting in a vacancy on the Municipal Climate Change Action Plan (MCCAP) committee.

DISCUSSION

The terms of reference for the MCCAP (Municipal Climate Change Action Plan) committee outlines that the committee consists of eleven (11) members, with the composition as follows:

- Three (3) Councillors;
- Two (2) resident members, who are not members of Council;

- Chief Administrative Officer or designate;
- Director of Public Works or designate;
- Director of Planning and Development or designate;
- Director of Community Development or designate;
- Director of Finance or designate;
- Protective Services Manager or designate.

Advertisement for the MCCAP committee resident vacancy was placed in the local paper on May 2nd, 2023 as well the Municipal website and Facebook page. Deadline for expressions of interest was noon on May 19, 2023. A total of five (5) applications were received. All applications were reviewed by the Director of Planning and Development resulting in the recommendation before Council.

NEXT STEPS

Once approved by Council the successful applicant will be notified on their successful appointment to the committee.

FINANCIAL IMPLICATIONS

Resident members appointed to a Committee of Council will receive renumeration in accordance with the Council Renumeration Policy, which is identified in the Annual Operating Budget.

ALTERNATIVES

Council can choose not to support the recomendationand provide an alternate direction.

ATTACHMENTS

MCCAP Terms of Reference

CHIEF ADMINISTRATIVE OFFICER REVIEW

I support the recommendation.

Report Prepared by: _____

Deanna Snair, Municipal Clerk

Report Reviewed by: _____

Sara Poirier, Director of Planning and Development

Report Approved by:

Mark Phillips, Chief Administrative Officer

1. Official Name

The official name of this committee is the Municipal Climate Change Action Plan Committee. It may be referred to as MCCAP.

2. Members/Composition

The Committee consists of a minimum of eight members:

- three (3) Councillors;
- two (2) resident members, who are not members of Council
- Chief Administrative Officer or designate;
- Director of Public Works or designate;
- Director of Planning and Development or designate;
- Director of Community Development or designate;
- Protective Services Manager or designate.

All members of the Committee are appointed by resolution of Council, and each member appointed serves the Committee for a term specified in the policy establishing the Committee. Members are eligible for reappointment.

Resident members are chosen through an evaluation process and recommendation to Council.

All positions, whether or not an existing member has re-offered, will be reviewed through the evaluation process when the specified term is over.

In the case of any unexpected vacancy, Council may undertake the selection process to fill the position, with that new person appointed to serve the remainder of the term of the person replaced.

The Chair and the Vice-Chair are elected by a majority of the members and hold office for a one-year term. The Chair acts as the liaison with Council.

MCCAP may recommend to Council that a Committee member who fails to attend three (3) consecutive meetings of MCCAP, without good reason accepted by the MCCAP Chair be dismissed from the Committee.

3. Goals

3.1 The Municipal Climate Change Action Plan Committee provides a forum for all municipal departments and Council representatives to work co-operatively on implementing and evaluating the adaptation and mitigation actions outlined in the Municipal Climate Change Action Plans of the Municipality hereafter referred to as

"the MCCAP". These policy and adaptation procedures help protect people, properties, special places, and municipal infrastructure from the negative impact of climate change.

3.2 The Committee will strive to reflect the best interests of the Region in any recommendation.

4. Deliverables

The Committee will:

- develop an annual Work Plan of actions based on the MCCAP. This work plan will include the estimated timeline and cost for the action, anticipated partners and recommendations for funding sources such as the Gas Tax Agreement or other provincial and federal funding programs. The annual Work Plan will summarize actions completed in the previous year;

- submit the Work Plan annually to Council to be placed on file;

- keep Council fully informed on the progress of MCCAP implementation;

- undertake, as it determines appropriate, pilot projects that carry out actions outlined in the MCCAP, funded in part or in whole through the Committee's approved annual budget;

5. Jurisdiction

MCCAP was formed pursuant to the Meeting and Committee Procedural Policy dated March 23, 2020.

The Committee's duration is indefinite, based on:

- Council's continued support of the above Goals and Deliverables.

6. Resources/Budget

Following their appointment new Committee members will be given an introductory workshop organized by staff to assist them in their duties.

MCCAP resident members are remunerated in accordance with the Councillor Remuneration Policy.

Municipal planning staff will provide ongoing support to the Committee. Staff will:

- arrange meeting times and venues and take Committee minutes;
- circulate meeting agendas and minutes;
- provide reports or status updates on identified projects or applications; and
- make public presentations on behalf of the Committee as required.

7. Governance

MCCAP meetings will generally take place the morning of the second Wednesday of the month in February, April, September and November but additional meetings may be called by the Chair on an as-needed basis or as directed by Council. Members will be informed of all meetings and supplied with an agenda prior to each scheduled meeting date.

A quorum is a majority of the number of appointed members at the time of the meeting.

Orders and rules of conduct for debate for MCCAP meetings are the same as those for Council in the Meeting and Committee Procedural Policy.

8. Communications

MCCAP members and staff will communicate with each other at meetings (in person or electronic), by telephone or by email.

Draft minutes of MCCAP meetings are available to the public and will be approved at the next meeting.

All MCCAP meetings are open to the public, except as specified Section 203 of the MGA.

MCCAP agendas may set aside a period of time during the meeting for public comment or presentation.

9. Related Policies, Procedures and Legislation

West Hants MCCAP
Hantsport MCCAP
Windsor MCCAP
West Hants ICSP
Hantsport ICSP
Windsor ICSP
Meeting and Committee Procedural Policy
Council Remuneration Policy

Approved by: _____

Councillor Debbie Francis, Committee Chair

Adoption	
Notice to Council:	Not Applicable
Approval:	September 9, 2020
Description: Initial approval of MCCAP Terms of Reference, RADPL-003.04.	

West Hants
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WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☑	Decision Request ☐	Councillor Activity ☐

Property ☑	Public Opinion ☐	Environment ☐	Social ☐	Economic ☑	Councillor Activity ☐

To: Committee of the Whole

Submitted by: _____
Kathy Kehoe, Director, Community Development

Date: June 13, 2023

Subject: Purchase of Equipment (WHRMPW22-06)

LEGISLATIVE AUTHORITY

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

RECOMMENDATION or DECISION REQUEST

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

Council approves the award of tender for the purchase of the 1/2 Ton Truck (WHPW23-06) from Bruce Leasing Limited for the tendered price of $66,584.14 plus applicable taxes.

BACKGROUND

The equipment tendered (WHPW23-6) was identified and approved in the 2023/24 Capital budget.

DISCUSSION

As per the West Hants Regional Municipality's Procurement Policy and the evaluation formula set out in the tenders document the following are the results after review and evaluation of the above-mentioned tenders.

1. Tender #WHPW23-06 had two complete tender submissions. After evaluation with consideration given to tendered specification needs, warranty, service availability and price the recommended bid is from Bruce Leasing Limited.

Tender results are:

Bruce Leasing Limited	$66,584.14	Score 99.00%
Pothier Motors Ltd	$67,444.95	Score 98.26%

The total amount of the equipment tendered (WHPW23-6) is $4,440.60 over the approved amount in the 2023/24 Capital budget.

Tender #	Budgeted Amount	Tendered Price
WHPW23-06	$65,000	$66,584.14

NEXT STEPS

Pending approval of Council; staff would award the equipment tender and issue Purchase Orders to the successful proponent.

FINANCIAL IMPLICATIONS

Tendering Timeline:

Posted to Procurement	May 1, 2023
Closing Date	May 18, 2023
Price Expiry Date	August 10, 2023
Days Remaining	59 Days

2023-24 Capital Budget – P&G Truck – ½ Ton Truck

Tender Pricing	$66,584.14
Non-Recoverable Tax *(4.29%)*	$2,856.46
Tender Total	**$69,440.6**
2023-24 Budget Value	$65,000.00
Variance (over budget)	($4,440.60)

Within the 2023-24 Capital Budget, this truck purchase is scheduled to be funded through the WHRM Vehicle Reserve. This reserve is projected to have a March 31, 2024, balance of just under $8,500. The WHRM Vehicle Reserve does have room to fund the over budgeted amount of $4,440.60, but will leave a March 31, 2024, balance of $4,000. Alternatively, Council could choose a different reserve to fund the over-budgeted amount if they felt it necessary.

ALTERNATIVES

1. Council may choose to award to the other bidder; or
2. Council may choose not to proceed with the purchases.

ATTACHMENTS

- None

CHIEF ADMINISTRATIVE OFFICER REVIEW

I support the recommendation and funding as proposed.

Report Prepared by: _____
Troy burgess, Manager of Public Works Operation

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

Report Approved by: _____
Mark Phillips, Chief Administrative Officer

West Hants
something inspiring awaits

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☑	Decision Request ☐	Councillor Activity ☐

To: Committee of the Whole

Submitted by: _____
Todd Richard

Date: June 13, 2023

Subject: Supply & Installation of Generator for BFD2 (WHRMPW22-02)

LEGISLATIVE AUTHORITY

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

RECOMMENDATION or DECISION REQUEST

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

Council approve the award of invited tender for Supply & Install Generator for the Brooklyn Fire Station BFD2 to the low compliant bidder, Geddes and Murphy Electric, for the tendered price of $98,400 plus a 15% construction project contingency of $14,760 for a total of $113,160, plus applicable taxes.

BACKGROUND

Property ☑	Public Opinion ☐	Environment ☐	Social ☑	Economic ☑	Councillor Activity ☐

As identified during in the 2022-23 budget deliberations, a new dedicated power generator (genset) package was recommended for Brooklyn Fire Station (BFD) Substation#2 in Garlands Crossing, NS.

This project includes the following specifications:

- The supply of a new 100 kW, 120/240V, single phase generator, c/w weather housing and sub-base fuel tank;
- Installation of the new generator on a concrete pad located at the end of the building outside the electrical room;
- Installation to include all civil work of a 6" reinforced concrete pad (6'x14'x6") and protective bollards, in accordance with applicable building codes for protection of tanks and equipment;
- Supply and installation of a 400A automatic transfer switch in the place of the existing manual switch;
- Installation of all controls on the exhaust and intake air to keep them from bringing in exhaust from the generator;
- Power for battery charger and block heater;
- All applicable building and electrical permits required for execution of the work scope;
- All documentation, including installation, parts, and service manuals, including complete wiring diagrams must be forwarded to the Municipality's Public Works Department at the time of delivery;
- All equipment and parts supplied are to be new only (no remanufactured equipment), never used and of the latest manufacture; and
- Engines must operate to specifications and be equipped with pollution emissions as required by law in the Province of Nova Scotia.

DISCUSSION

This project was originally released for a public tender in June/July, 2022, when staff issued a public tender on NS Procurement for construction services for this project, closing on July 21, 2022. The original public call for proposals resulted in five bids being submitted for evaluation.

The bids received included:

- Thompson's Electric
- Headway Electric
- Able Electric
- Geddes & Murphy Electric
- Gilson Construction

The award of this construction project was presented to Council at the October 13, 2022 Committee of the Whole Meeting, and was subsequently voted to recommend to Council at the October 25, 2022 Council meeting.

12. a) Committee of the Whole Excerpts (October 13, 2022):

ii. Brooklyn Fire Dept – Generator Over Budget (8:36 p.m.)

MOVED BY DEPUTY MAYOR P. MORTON AND COUNCILLOR FRANCIS THAT COUNCIL APPROVE THE AWARD OF TENDER WWHPW22-02 FOR THE SUPPLY AND INSTALLATION OF A GENERATOR FOR BROOKLYN FIRE STATION #2 TO THE LOW COMPLIANT BIDDER, THOMPSON'S ELECTRIC LTD, FOR THE UPDATED TENDERED PRICE OF $101,200.00 PLUS 15% CONTINGENCY AND APPLICABLE TAXES. MOTION DEFEATED. Nays: Jannasch, S. McLean, M. McLean, Hartt, P. Morton, Ivey and Zebian

Discussion Points:

- *The impact of not having a Special Council meeting following Committee of the Whole was that every week of delay resulted in the delivery date being pushed ahead two-three weeks, resulted in an estimated delivery delay of an additional eight-weeks.*
- *The generator would be used to power the entire building.*
- *A grant application was submitted, one of the conditions of the grant was that the station be classified as a Comfort Centre. Fire Departments have been independently opening as Comfort Stations prior to the 72-hour mark as identified by EMO.*
- *The Comfort Centre classification was new information to Council, it was felt that this was not the reasoning behind the original request made.*
- *It was unclear if the generator could be retendered, significant change would be required from the original tender issued. Staff will explore options to determine the best approach in moving forward (retendering, pursuing an alternative vendor, either from the original quotes, etc,).*

Following the defeated motion by Council at the October 25, 2022 Council meeting, Municipal staff became aware of the award of a one-time Provincial $50,000 grant for fire stations (80% of the cost, up to $50,000) to be equipped with standby generators to be classified as comfort centres. This reclassification is a requirement to receive this Provincial grant funding.

Staff reached out to the Communities, Nova Scotia Program Development Officer requesting an extension to the approved grant project deadline. The Municipality was approved for an extension for project completion to December 31st, 2024. This approval enables us to proceed if approved by Council and not lose the grant.

As the pricing supplied by the five proponents was no longer valid (past 60 days terms); in March, 2023, Public Works staff contacted each of the original proponents with an invited tender request to provide the same equipment, installation and service contract. Out of the five proponents, four of the bidders submitted new individual prices based on the original specification that was released in July, 2022.

The results of the invited tender process (results of the invited tender were not disclosed publicly) are as follows:

Geddes and Murphey Electric Limited	$96,900.	plus applicable taxes
Thompson's Electric Ltd.	$112,850.	plus applicable taxes
Able Electric (2016) Ltd.	$120,000.	plus applicable taxes
Gilson Construction Ltd.	$131,408.50	plus applicable taxes

As the 45 day validity period of the lowest bid invited tender had elapsed, staff requested that the pricing be revised with another 45 day validity period. The result of the revised price is as follows. This price increase was directly a result of an equipment increase by the manufactuer. The price for installation and commissioning did not change.

Geddes and Murphey Electric Limited	$98,400.	plus applicable taxes

As this work involves construction tie-ins to the existing building, there would most likely be a need for some contingency with the project scope as work proceeds through actual physical execution. It has been recommended that a project construction contingency of 15% should be sufficient for this project.

NEXT STEPS

Pending contract approval of Council; staff would award the construction tender to the successful proponent. Construction is planned to begin as soon as the equipment became available for installation. Delivery has been quoted at approximately 21 weeks from time of order. Allowing contingency and scheduling of the contractor, we would anticipate installation at approximately 6-7 months from the date of approval.

FINANCIAL IMPLICATIONS

Quote Pricing	$98,400.00
Contingency (15%)	$14,760.00
Non-Recoverable Tax *(4.29%)*	$4,854.56
Total Cost	**$118,014.56.56**
Less: Provincial Grant	($50,000.00)
Cost to Municipality	**$66,215.56**
2023-24 Budget Value	$ -
Variance (over budget)	($68,014.56)

Though this item was not included in the 2023-24 budget, there is room within the WHRM Fire Services Reserve to cover this cost, it would change the projected March 31, 2024, balance to $7,486.44.

Should Council choose to fund through debt servicing instead, it would result in $14,181 in additional debt servicing costs for 2023-24.

ALTERNATIVES

1. Council may choose to award to another bidder (non-lowest price); or
2. Council may choose not to proceed with this project.

ATTACHMENTS

- Sommers Diesel Generator Specification Sheet (unit proposed by the low bidder)

CHIEF ADMINISTRATIVE OFFICER REVIEW

The generator for BFD 2 was an item approved in the 2022/23 capital budget and did not get added to the 2023/24 budget liberations at the time the budget was drafted and reviewed by Council. The $50,000 grant was awarded after the initial review by Council for the purchase was denied. Permission was granted to allow the extension of the grant until March 31 2024. Staff felt the matter should be revisited by Council as the fire service and facility operations feel it is still important to ensure ongoing fire station operations during power outages.

The cost of the entire project was revisited to ensure current market values were reflected. The price has increased slightly since last reviewed by Council but with the off-setting grant of $50,000 the increase and overall cost to the Municipality is reduced.

I support the recommendation.

Report Prepared by: _____
Brad Carrigan, P.Eng., Capital Projects Engineer

Report Reviewed by: _____
Todd Richard, Director of Public Works

Report Reviewed by: _____
Shelleena Thornton, Municipal Operations Supervisor

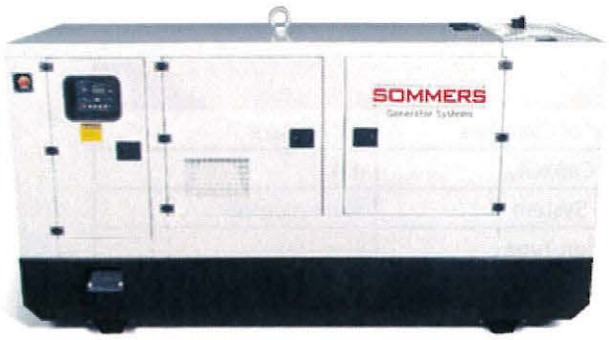
Report Approved by: _____
Mark Phillips, Chief Administrative Officer

SOMMERS
Generator Systems

3YR or 3000Hr Limited Parts, Travel & Labour warranty

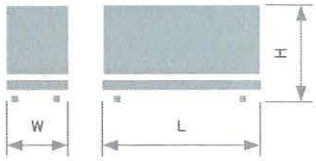
60Hz **PERKINS 1104D-E44TAG2 Tier 3**

DGPSW 100 ST T3



Measures:
L: 2775 mm H: 1700 mm
W: 1162 mm

Weight (dry):
3858 lbs / 1750 kg



Hz 60Hz | Diesel | Water cooled
Soundproofed | 1800 RPM | CSA Approved or Equivalent

1 Genset General Description

› Soundproof genset with automatic startup, control card allows automatic, manual or signal start-up.

General Technical Data			
Engine	PERKINS 1104D-E44TAG2		
Alternators	240/120V	Wdg. 06	STAMFORD UCI274D-W06
	208/120V	Wdg. 311	STAMFORD UCI274D
	600/347V	Wdg. 17	STAMFORD UCI274D
Performance Class	G3		
Frequency	60Hz		
Control Panel	240/120V		DSE 7320 MKII
	208/120V		DSE 7320 MKII
	600/347V		DSE 7320 MKII
Noise level (dBA@7m)	67		

Voltage (V)	PRP (KW)	ESP (KW)	PRP/ESP (A)
240/120V	90	98	371/408
208/120V	95	104	328/361
600/347V	96	105	115/126

PRP: Continuous power ("Prime Power") ISO 8528-1 standard.
ESP: Emergency power ("Emergency Standby Power") ISO8528-1 standard.

Sommers Motor Generator Sales Ltd.
www.sommersgen.com
1-800-690-2396

Head Office
70 Packham Ave.
Stratford, ON. N4Z 0A6

Atlantic Canada
551 Ferdinand Boulevard
Dieppe, NB E1A 7G1

2 Engine Specifications

› PERKINS 1104D-E44TAG2 Diesel engine, inline 4-cylinders, 4-stroke. Turbocharged aspiration, air intake system. Electronic regulation. Complying with Tier 3 emissions.

Engine General Data			
Manufacturer/Model	PERKINS 1104D-E44TAG2	Number of Cylinders	4 cylinders
R.P.M.	1800	Engine Capacity	4,4
Max. Power (kWm) (net)	114,6	Cooling System	Water cooled
Power PRP (Kwm) (net)	104,2	Regulation Type	Electronic
Fuel	Diesel	Engine Type/Injection/ Suction	Diesel /Direct/ Turbocharged

2.1 Fuel Feed System

› Direct injection system, fuel filter included that prevents the passage of particles, original parts from the engine manufacturer.

50% PRP	15,9 l/h (4,2 US gals/h)	75% PRP	22,2 l/h (5,9 US gals/h)
100% PRP	27,7 l/h (7,3 US gals/h)	110% ESP	29,9 l/h (7,9 US gals/h)

2.2 Cooling System

› Cooling by fully distributed coolant in a closed circuit driven by a pump activiated by the engine. Tropicalized radiator. Original parts from the engine manufacturer.

N/A	6,7 (5)	17	1000W 120V
Fan Airflow (N/A)	Fan Power Consumption, hp (kW)	Engine + Radiator Capacity (l)	Blockheater (W/V)

2.3 Lubricating System

› Lubrication system is driven by the crankshaft driven pump. Filter on top with full flow cartridge inserted, front crankcase. Original parts from the engine manufacture.

Total Oil Capacity 8,4L With oil pressure reading sensor

Sommers Motor Generator Sales Ltd.
www.sommersgen.com
1-800-690-2396

Head Office
70 Packham Ave.
Stratford, ON. N4Z 0A6

Atlantic Canada
551 Ferdinand Boulevard
Dieppe, NB E1A 7G1

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WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☑	Decision Request ☐	Councillor Activity ☐

Property	Public Opinion	Environment	Social	Economic	Councillor Activity
☑	☐	☐			☐

To: Committee of the Whole

Submitted by: J. Richard
Todd Richard, Director, Public Works

Date: June 13, 2023

Subject: Purchase of Equipment (WHRMPW22-02)

LEGISLATIVE AUTHORITY

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

RECOMMENDATION or DECISION REQUEST

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

1. **Council approves the award of tender for the purchase of the 4-Ton Asphalt Hot Box Trailer (WHPW23-07) from Atlantic Coastal Equipment for the tendered price of $64,945.00 plus applicable taxes.**
2. **Council approves the award of tender for the purchase of Excavator and Float Trailer (WHPW23-10) from Wajax Limited for the tendered price of $219,190 plus applicable taxes.**
3. **Council approves the award of tender for the purchase of the Street Sweeper (WHPW23-11) from Saunders Equipment Ltd for the tendered price of $385,000 plus applicable taxes.**

4. **Council approve the purchase for pre-selected sole sourced Bulk Water Truckfill System from BIRKSCO for the quoted price of $67,850 including a 15% contingency plus applicable taxes. Current delivery times are forecasted at 16 to 20 weeks due to supply and demand issues.**

BACKGROUND

The equipment tendered (WHPW23-7, WHPW23-10, WHPW23-11) was identified and approved in the 2023/24 Capital budget.

DISCUSSION

As per the West Hants Regional Municipality's Procurement Policy and the evaluation formula set out in the tenders document the following are the results after review and evaluation of the above-mentioned tenders.

1. Tender #WHPW23-07 had four complete tender submissions. After evaluation with consideration given to tendered specification needs, warranty, service availability and price the recommended bid is from Atlantic Coastal Equipment.

   Tender results are as follows:

Atlantic Coastal Equipment	$64,945.00	Score 94.25%	
Saunders Equipment Ltd	$71,250.00	Score 93.33%	
Equipments Stinson Inc	$82,900.00	Score 80.42%	
Wilson Equipment	$99,900.00	Score 36.51%	No spec information

2. Tender #WHPW23-10 had six complete tender submissions and four incomplete tender submissions with only one meeting all tendered specifications. After evaluation with consideration given to tendered specification needs, warranty, service availability and price, the recommended bid is from Wajax Limited.

   Tender results are as follows:

Wajax Limited	$219,190.00	Score 94.59%	
Nova International	$236,835.00	Score 82.69%	Ex did not meet specs
Atlantic Equipment	$199,859.00	Score 81.25%	Both did not meet specs
Atlantic Coastal Equipment	$232,364.00	Score 80.01%	Both did not meet specs
Brant Tractor Ltd	$296,700.00	Score 75.68%	Float did not meet spec
Maritime Case	$215,875.00	Score 74.04%	Ex did not meet spec

3. Tender #WHPW23-11 had six complete tender submissions. After evaluation with consideration given to tendered specification needs, warranty, service availability and price the recommended bid is from Saunders Equipment Ltd

   Tender results are as follows:

Saunders Equipment Ltd	$385,000.00	Score 93.94%	
Joe Johnson Equipment	$382,956.36	Score 79.93%	
Atlantic Coastal Equipment	$436,400.00	Score 79.77%	
Joe Johnson Equipment	$493635.00	Score 74.27%	
Atlantic Coastal Equipment	$422,302.00	Score 70.81%	
Saunders Equipment Ltd	$338,350.00	Score 77.00%	Does not meet spec

4. Preselected equipment for the installation of a second bulk water haul station to be located on in Three Mile Plains. The proposed location for this equipment is on municipal property at or near the Brooklyn Fire Station 2. Total approved budgeted amount for this project including installation is $150,000 from the West Hants Water Utility.

   Birksco $67,850.00 Pre-selected

NEXT STEPS

Pending approval of Council; staff would award the equipment tenders and issue Purchase Orders to the successful proponents.

FINANCIAL IMPLICATIONS

1.WHPW23-07 – 4-Ton Asphalt Hot Box Trailer

Tendering Timeline:

Posted to Procurement	May 1, 2023
Closing Date	May 18, 2023
Price Expiry Date	August 10, 2023
Days Remaining	43 Days

2023-24 Capital Budget – Asphalt Patching Trailer

Tender Pricing	$64,945.00
Non-Recoverable Tax *(4.29%)*	$2,786.14
Tender Total	**$67,731.14**
2023-24 Budget Value	$85,000.00
Variance (over budget)	$17,268.86

Within the 2023-24 Capital Budget, this 4-Ton Asphalt Hot Box Trailer purchase is scheduled to be funded through the Capital Reserve. With this item coming in $17,269 under budget, the Capital Reserve will see less of a draw and increase its projected March 31, 2024 ending balance by that amount.

2.WHPW23-10 – Excavator & Float Trailer

Tendering Timeline:

Posted to Procurement	May 3, 2023
Closing Date	May 18, 2023
Price Expiry Date	August 11, 2023
Days Remaining	43 Days

2023-24 Capital Budget – Excavator & Equipment Float

	Excavator	Float
Tender Pricing	$172,590.00	$46,600.00
Non-Recoverable Tax *(4.29%)*	$7,404.11	$1,999.14
Tender Total	**$179,994.11**	**$48,599.14**
2023-24 Budget Value	$210,000.00	$45,000
Variance (over budget)	$30,005.89	($3,599.14)
Total Cost Savings Ordering as a Set	**$26,406.75**	

Within the 2023-24 Capital Budget, both the Excavator and Equipment float are scheduled to be funded through the Capital Reserve. With the savings we are seeing by ordering these two items together as a set, we will see a $26,406.75 reduction in our draw on the Capital Reserve.

3.WHPW23-11 – Street Sweeper

Tendering Timeline:

Posted to Procurement	May 9, 2023
Closing Date	May 25, 2023
Price Expiry Date	August 18, 2023
Days Remaining	48 Days

2023-24 Capital Budget – Street Sweeper

Tender Pricing	$385,000.00
Non-Recoverable Tax *(4.29%)*	$16,516.50
Tender Total	**$401,516.50**
2023-24 Budget Value	$350,000.00
Variance (over budget)	($51,516.50)

Within the 2023-24 Capital Budget, the Street Sweeper purchase is scheduled to be funded through the WIN PWK Equipment Reserve (60%) and the WH Transportation Reserve (40%), percentages are based on the number of streets within each area. With this item coming in $51,517 over budget, the WIN PWK Equipment Reserve does not have any proposed balance left at March 31, 2024. $22,668.50 can come from our Capital Reserve, and $28,848 can come from the WH Transportation Reserve.

This will remove the two former entity reserves, WH Transportation and WIN PWK Equipment, from our reserve budget for the coming years.

4.Bulk Water Truckfill System

2023-24 Capital Budget – Additional Water Hauler Station - TMP

Tender Pricing	$67,850.00
Non-Recoverable Tax *(4.29%)*	$2,910.77
Tender Total	**$70,760.77**
2023-24 Budget Value	$150,000.00
Variance (over budget)	TBD - Install

Within the 2023-24 Capital Budget, the Additional Water Hauler Station in Three Mile Plains is scheduled to be funded through the West Hants Water Depreciation Reserve. With this item coming in $79,239 under budget, however this does not include the cost for installation. Therefore a budget of $150,000 is still being carried.

Overall, with the four above items included, we will be seeing the following changes in the proposed March 31, 2024 reserve balances:

Reserve	March 31, 2024 Balance	Additional Spend	Decreased Spend	Updated March 31, 2024 Balance
Capital Reserve	$25,821.00	($22,668.50)	$43,675.61	$46,828.11
PWK Equipment Reserve	$0.00	$0.00	$0.00	$0.00
WH Transportation Reserve	$28,848.00	($28,848.00)	$0.00	$0.00
West Hants Water Depreciation	$3,771,805.00	$0.00		$3,771,805.00
	$3,826,474.00			**$3,818,633.11**

These four projects together, result in $7,870.89 additional reserve utilization in 2023-24.

ALTERNATIVES

1. Council may choose to award to other bidders; or
2. Council may choose not to proceed with one or more of these purchases.

ATTACHMENTS

- None

CHIEF ADMINISTRATIVE OFFICER REVIEW

The projects are in alignment with the approvals of Council through the budget process. The additional reserve requirement is within an affordable range if Council approves the projects. The bulk water station essentially has a $70,200 contingency to allow for the installation and site prep.

I support the recommendation.

Report Prepared by: _____
Troy Burgess, Manager of Public Works Operation

Report Reviewed by: _____
Todd Richard, Director of Public Works

Report Approved by: _____
Mark Phillips, Chief Administrative Officer

WEST HANTS REGIONAL MUNICIPALITY REPORT

J-Class Road Agreement

Date: June 13, 2023

Meeting: Committee of the Whole

Meeting Subject Matter: J-Class Road Agreement

Outline/Summary (Matter): ONE YEAR (2023/24) + THREE YEAR (2024-2027) COST SHARE AGREEMENTS FOR SUBDIVISION STREETS

The current three-year agreement for the paving of subdivision streets expires March 31, 2024. The document covers the terms of the agreement but does not list any specific subdivision roads that are to be paved.

For each of the one year + three years covered by the agreement, the Municipality will be asked to submit a prioritized list of roads for the next fiscal year.

REQUEST THAT COUNCIL APPROVE AND DIRECT THE MAYOR AND THE CLERK TO SIGN THE COST SHARE AGREEMENTS *NO. 2023-022 AND 2023-023"* RESOLUTION, AS PRESENTED AT THE JUNE 13TH COMMITTEE OF THE WHOLE MEETING.

NOVA SCOTIA

Department of Public Works
Highway Engineering and
Construction – Capital Programs

Johnston Building, 4th Floor
1672 Granville Street
PO Box 186
Halifax, Nova Scotia
B3J 2N2

Bus: 902-424-0897
Fax: 902-424-0571
E-mail:
laura.cunningham@novascotia.ca

Mr. Mark Phillips
Chief Administrative Officer
West Hants Regional Municipality
76 Morrison Drive PO Box 3000
Windsor, NS B0N 2T0

Dear Mr. Phillips:

RE: THREE YEAR COST SHARE AGREEMENT FOR SUBDIVISION STREETS

The current three-year agreement for the paving of subdivision streets expires March 31, 2024. Attached is an electronic copy of the new three-year agreement to be entered into with the Minister of Public Works to continue this program.

The document will cover the terms of the agreement but will not list any specific subdivision roads that are to be paved.
For each of the three years covered by the agreement, the Municipality will be asked to submit a prioritized list of roads for the next fiscal year.
The Minister will return a letter advising of the approved roads for that fiscal year. Once the Municipality agrees to the approved list, it will become part of the agreement.

Please complete and affix the Municipal Seal on the Resolution of Council authorizing the Mayor and a designate to sign the agreement, then have the Mayor and the designate sign the agreement, have witnessed, and affix the Municipal Seal. **Please return all documents to me electronically on or before July 31, 2023.**

The Department requests that the Municipality return the attached agreement, whether you currently intend to submit subdivision roads for the program. Signing the outline agreement in no way commits the Municipality to the cost-sharing of the paving of any subdivision roads unless an approved list is accepted in any fiscal year of the agreement. However, not having a signed agreement on file will prevent the Municipality from requesting any subdivision paving under this program for the next three fiscal years.

Yours truly,

Laura Cunningham

Laura Cunningham
Capital Program Administration Officer

NOVA SCOTIA

Public Works

COST SHARING AGREEMENT NO. 2023-022

THIS COST SHARING AGREEMENT ON THE PAVING OF SUBDIVISION (J-CLASS) STREETS (this "**Agreement**") is effective as of the _____ day of _____, 2023 (the "**Effective Date**").

BETWEEN:

HIS MAJESTY THE KING IN RIGHT OF THE PROVINCE OF NOVA SCOTIA, as represented by the Minister of Public Works (the "**Province**")

-and-

WEST HANTS REGIONAL MUNICIPALITY, a municipal corporation incorporated pursuant to the *Municipal Government* Act., S.N.S. 1998, c. 18 (the "**Municipality**")

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BACKGROUND:

1. Section 308 of the *Municipal Government Act*, S.N.S. 1998, c. 18 (the "**Act**"), provides that all streets in a municipality are vested absolutely in the municipality. Section 307 of the Act provides that this does not include streets that are vested in His Majesty in Right of the Province.

2. The parties agree that it is in the best interests of the public to cooperate with each other on the construction, improvement, alteration, repair, cleaning and clearing of Village and Subdivision Streets (as hereinafter defined).

3. By Order in Council dated May 12, 1988, the Province's Executive Council approved a paving and cost-sharing program for these Village and Subdivision Streets.

4. The *1996 Provincial-Municipal Service Exchange Agreement* (the "**Service Exchange Agreement**") specifies that cost-sharing on Village and Subdivision Streets is to be apportioned between the Province and the participating municipalities on a uniform 50-50% basis.

5. This Agreement outlines the parties' joint understandings, commitments, and terms and conditions associated with the paving and cost-sharing of Village and Subdivision Streets, all in accordance with the Service Exchange Agreement, the *Public Highways Act*, R.S.N.S. 1989, c. 371 and the *Municipal Government Act*, S.N.S. 1998, c. 18.

AGREEMENT:

In consideration of the mutual covenants and agreements in this Agreement, the receipt and sufficiency of which are acknowledged by the parties, and subject to the terms and conditions of this Agreement, the parties, intending to be bound, agree as follows:

1. ***Definitions***. In this Agreement, unless something in the subject matter or context is inconsistent therewith, the following terms have the meanings set forth below:

   (a) "*Additional Work*" has the meaning given to it under Section 5 (*Additional Works*).

   (b) "*Agreement*" means this Agreement.

   (c) "*Business Day*" means any day other than a Saturday, Sunday or a holiday as defined in the *Interpretation Act*, R.S.N.S. 1989, c. 235.

   (d) "*Confidential Information*" has the meaning given to it in Section 15 (*Confidentiality*).

   (e) "*Cost Estimate*" has the meaning given to it in Subsection 3.3.

   (f) "*Fiscal Year*" means the 12-month period beginning on April 1 and ending on March 31.

   (g) "*Force Majeure Event*" has the meaning given to it in Section 16 (*Force Majeure*).

   (h) "*Notice of Acceptance*" has the meaning given to it in Subsection 3.4.

   (i) "*Paving*" means: (i) the work of grading, gravelling, culvert repair and required upgrading of Village and Subdivision Streets to meet industry-standard specifications; (ii) paving, repaving, or double chip sealing of Village and Subdivision Streets; and (iii) pre-engineering, design, on-site engineering supervision and inspection, and incidental services that are required from the edge of the roadway to the limit of the right of way. For greater certainty, "Paving" does not include feasibility studies, construction, reconstruction, relocation, repairs, or adjustments of sidewalks, water lines, fire hydrants, sanitary sewers, sanitary sewer manholes, catch basins, water valves, utility poles, street lighting or similar work on infrastructure that accompanies a Village and Subdivision Street.

   (j) "*Village and Subdivision Street(s)*" means streets located in the Municipality that are: (i) constructed prior to April 1, 1995; and (ii) under the administration and control of the Province.

2. ***Term of Agreement***. This Agreement shall be effective from the Effective Date to the earlier of: (i) the date on which the Service Exchange Agreement expires or is terminated; or (ii) March 31, 2027. This Agreement applies to Fiscal Years 2024-25, 2025-26 and 2026-27.

3. ***Designation and Acceptance of Streets***.

   3.1 In order to have the Paving of one or more Village and Subdivision Streets cost-shared under this Agreement for a Fiscal Year, the Municipality must first provide the Province with advance notice of its intention to participate in the Province's Paving program. This notice must be provided to the Province on or before October 31 of each year (commencing in the year prior to the first Fiscal Year to which this Agreement applies).

3.2 If the Municipality provides notice to the Province in accordance with Subsection 3.1, then the Municipality shall, at the same time, submit a list of the Village and Subdivision Streets it proposes be considered by the Province for Paving (the "**Road Submission List**").

3.3 After receiving the Road Submission List, the Province shall review the Road Submission List and notify the Municipality of: (i) the Village and Subdivision Streets that the Province accepts for Paving; and (ii) the anticipated costs for such Paving (the "**Cost Estimate**").

3.4 After receiving the Cost Estimate (but in no event later than twenty 20 Business Days from the date of its receipt), the Municipality shall notify the Province whether it accepts the Province's list of approved Village and Subdivision Streets and the related Cost Estimate for Paving such streets (the "**Notice of Acceptance**").

3.5 If the Municipality does not provide a notice to the Province under Subsection 3.1 or a Notice of Acceptance under Subsection 3.4 by the specified times, the Municipality will be deemed to have elected not to participate in the Province's paving and cost-sharing program for the Fiscal Year in question.

3.6 After receipt of the Municipality's Notice of Acceptance, the Province shall perform the Paving and any Additional Work that may be required for the identified Village and Subdivision Streets. As between the parties, the Province shall be responsible for all construction oversight and management of work required for Paving and any Additional Works.

4. ***Payment of Construction Costs***. The Municipality shall pay: (i) fifty percent (50%) of the costs related to Paving performed by the Province, plus applicable taxes; and (ii) one hundred percent (100%) of the costs related to any Additional Work performed by the Province, plus applicable taxes. These payments must be made within sixty (60) days of the Municipality's receipt of the Province's applicable invoice(s).

5. ***Additional Works***. If the Paving of a Village and Subdivision Street requires that the Province adjust manholes, catch basins, or water valves, then the Province shall perform such adjustments as part of the subject street's Paving ("**Additional Work**"). Additional Work will be performed at the Municipality's full cost, in accordance with Section 4 (*Payment of Construction Costs*). The Municipality will be invoiced by the Province at the standard unit price for the required Additional Work, and the Municipality shall pay the Province promptly (and in no event later than sixty (60) days) after its receipt of any such invoice.

6. ***Work May be Subcontracted***. The Province may conduct a competitive tendering process for the selection of one or more contractors capable of completing the Paving and any Additional Work contemplated by this Agreement, in accordance with the Province's *Procurement Policy*.

7. ***Costs Over Estimate***. Where the Province conducts a tendering process pursuant to Section 6 (*Work May be Subcontracted*), then if the total approved tender price exceeds the Province's Cost Estimate by more than ten percent (10%), then the Province shall, before awarding a contract for Paving and any Additional Work, and subject to any confidentiality requirements outlined in its tender document and the proponent's bid submission, provide the Municipality with the details of

the successful bid, including all details pertaining to the proponent's pricing submission. The Municipality shall, within ten (10) Business Days of receipt of such bid details, provide the Province with written acknowledgment of its consent to the Province awarding the tender, which consent will not be unreasonably withheld. If the Municipality reasonably withholds its consent to the award of the tender, then the subject Paving or Additional Work will not proceed.

8. ***Cost Overruns***. Subject to Section 7 (*Costs Over Estimate*), the Municipality shall pay for any cost overruns associated with the Paving of the Village and Subdivision Streets or any Additional Work. Cost overruns (if any) will be reflected on the Province's invoice(s) to the Municipality.

9. ***Appropriation of Future Funds***. Notwithstanding anything else contained in this Agreement, in the event this Agreement extends into a Fiscal Year subsequent to its execution, continuation of this Agreement is conditional upon an appropriation of sufficient monies under the *Finance Act* (Nova Scotia) to enable the Province to make the payments committed to the Municipality. In the event that sufficient monies are not available as a result of: (i) non-appropriation for the Fiscal Year in which payment becomes due; and (ii) the payment being neither charged nor chargeable to an appropriation for a previous Fiscal Year, the Province may terminate this Agreement, without any further liability, cost or penalty whatsoever, upon giving thirty (30) days' notice to the Municipality. Termination will become effective on the date of the beginning of the first Fiscal Year for which funds have not been appropriated.

10. ***Permits and Approvals***. The Municipality shall obtain all material permits, approvals, authorizations and consents that may be required in order for the Province to perform its duties and obligations under this Agreement. The Municipality acknowledges and agrees that the Province shall not be obligated to perform any Paving or any other duty until such permits, approvals, authorizations and consents are obtained. For greater certainty, this includes any leases to or licences over land that may be required to perform Paving of the Village and Subdivision Streets.

11. ***Indemnification by the Municipality***. The Municipality agrees to indemnify and save harmless the Province and its officers, employees and agents from all liabilities, fines, suits, claims, demands and actions, of any kind and nature for which the Province or its officers, employees or agents shall or may become liable or suffer by reason of any breach, violation or non-performance by the Municipality of any covenant, term or provision hereof or by reason of any death or injury of any person or any damage or destruction of any property resulting from any act, neglect or default on the part of the Municipality or any of its servants, employees, agents, invitees or licensees whatsoever.

12. ***Release from Liability***. The Municipality hereby releases the Province from any claim that may arise from construction delays or cost overruns in relation to the Paving of Village and Subdivision Streets.

13. ***Disclaimer of Consequential or Indirect Damages***. Neither party will be liable to the other for any special, incidental, punitive, indirect or consequential damages arising out of or in connection with this Agreement, including lost revenue or lost profits, even if foreseeable or if a party has been advised of the possibility of such damages, and regardless of the basis on which a party is entitled to claim (including fundamental breach, negligence, misrepresentation, or other contract

or tort claim).

14. ***Construction Warranty***. The Province shall obtain a contractual warranty under its contract with the contractor(s) for the Work. This warranty will be in accordance with the requirements under the *Standard Specification – Highway Construction and Maintenance*. The Province makes no other warranties whatsoever with respect to the Work, express or implied, including warranties of merchantability and warranties of fitness. The Municipality acknowledges that all such warranties are disclaimed by the Province.

15. ***Confidentiality***. The Municipality acknowledges and agrees that all Confidential Information will be received in the strictest confidence and will be held and used only in accordance with and subject to the terms of this Agreement. The Municipality shall retain such information in confidence and shall treat such information with a degree of care no less than the degree of care that the Municipality employs for the protection of its own information of a similar nature. "**Confidential Information**" means any and all information identified as confidential or marked as confidential Information by the Province or is clearly recognizable as confidential information to a prudent person with no special knowledge of the Province's business, that has or will come into the possession or knowledge of the Municipality, or to which the Municipality has access in connection with or as a result of this Agreement. "Confidential Information" does not include information that is: (a) publicly available when it is received by or becomes known to the Municipality; (b) is already known to the Municipality at the time of its disclosure to the Municipality and is not known by the Municipality to be the subject of an obligation of confidence of any kind; (c) independently developed or obtained by the Municipality; or (d) received by the Municipality in good faith without an obligation of confidence of any kind from a third party who the Municipality had reason to believe was lawfully in possession of such information free of any obligation of confidence of any kind.

16. ***Force Majeure***. No party is responsible for a failure to fulfil its obligations under this Agreement or for delay in doing so if such failure or delay is due to a Force Majeure Event. If either party is prevented from or delayed in performing any of its obligations under this Agreement because of a Force Majeure Event, then the party claiming the Force Majeure Event shall promptly notify the other party which outlines the particulars of the Force Majeure Event including details of the nature of the event, its expected duration and the obligations under this Agreement that will be affected by the Force Majeure Event. A "**Force Majeure Event**" means the occurrence of one or more of the following events or any other event that is beyond the reasonable control of a party, and that interferes with, delays or prevents performance of the obligations of a party under the Agreement, provided that the nonperforming party is without fault in causing or failing to prevent such occurrence: (a) catastrophic weather conditions or other elements of nature or acts of God; (b) acts of war (declared or undeclared), acts of terrorism, insurrection, riots, civil disorders, rebellion or sabotage; and (c) other events which the parties expressly agree in writing as constituting a "Force Majeure Event".

17. ***Interpretation***. In this Agreement, unless something in the subject matter or context is inconsistent therewith, words importing the singular number include the plural and *vice versa*; words importing a gender include the masculine, feminine and neutral genders; and words importing persons include individuals, partnerships, companies, associations, trusts, government agencies and any other form of organization or entity whatsoever.

18. ***Governing Laws***. This Agreement will be governed by and construed in accordance with the laws of the Province of Nova Scotia.

19. ***Entire Agreement***. This Agreement constitutes the entire agreement between the parties hereto with regard to the subject matter hereof and supersedes all prior agreements, understandings, representations or warranties, negotiations and discussions, whether oral or written, among the parties hereto with respect thereto, entered into prior to the date hereof, which are hereby terminated.

20. ***Amendments***. No amendment of this Agreement will be binding unless in writing and signed by all the parties hereto.

21. ***Waiver***. No waiver by any party hereto of any breach of any of the provisions of this Agreement will take effect or be binding upon such party unless in writing and signed by such party. Unless otherwise provided therein, such waiver will not limit or affect the rights of such party with respect to any other breach.

22. ***Severability***. If any provision of this Agreement is held by a court of competent jurisdiction to be illegal, invalid or unenforceable, such provision will be deemed to be severed from this Agreement and the remaining provisions will nevertheless remain in full force and effect.

23. ***Further Assurances***. The parties agree to execute and deliver all such further documents and instruments and do, or cause to be done, all such acts and things as either party may reasonably consider necessary to evidence the intent and meaning of this Agreement.

24. ***Counterparts; Electronic Execution***. This Agreement may be executed in several counterparts, each of which will be an original and all of which will constitute one and the same instrument. The parties agree that signatures transmitted, received and reproduced via electronic transmission, email or electronic signatures will be treated for all purposes of this Agreement as original signatures and will be deemed valid, binding and enforceable by and against all parties.

25. ***Notices***. All notices, demands or other communications to be given in connection with this Agreement will be in writing and will be given by personal delivery, registered mail or by electronic means of communication addressed to the recipient as follows:

    (a) to the Municipality at

    Mr. Mark Phillips
    Chief Administrative Officer
    West Hants Regional Municipality
    76 Morrison Drive PO Box 3000
    Windsor, NS B0N 2T0
    Tel (902) 902-798-8391
    Email: mphillips@westhants.ca

(b) to the Province at

Laura Cunningham
Capital Program Administration Officer
Johnston Building, 1672 Granville St.
P.O. Box 186
Halifax, NS B3J 2N2
Tel: (902) 424-0897
Email: laura.cunningham@novascotia.ca

(c) or, to such other address, individual or electronic communication number as may be designated by notice given by either party to the other in accordance herewith. Any demand, notice or other communication given by personal delivery will be conclusively deemed to be given on the day of actual delivery thereof and, if given by registered mail, on the fifth (5th) Business Day following the deposit thereof in the mail and if given by electronic communication, on the day of transmittal thereof if given during normal business hours of the recipient and on the Business Day during which such normal business hours next occur if not given during such hours on any day. If the party giving any demand, notice or other communication knows or ought reasonable to know of any difficulties with the postal system which might affect the delivery of mail, any such demand, notice or communication will not be mailed but will be given by personal delivery or by electronic communication.

[*signature page follows*]

IN WITNESS WHEREOF the Province has hereunto subscribed its hand and affixed its seal and the Municipality has set and affixed its corporate seal authenticated by the signatures of the Mayor and the witness hereunto duly authorized.

SIGNED, SEALED and DELIVERED in the presence of:

His Majesty the King in Right of the Province of Nova Scotia, as represented by the Minister of Public Works

Witness

Kim Masland, Minister of Public Works

Date (Day-Month-Year)

West Hants Regional Municipality

Witness

Abraham Zebian, Mayor

Witness

Resolution of Council Designate

Provincial Seal

Municipal Seal

Resolution of Council

Cost Share Agreement No. 2023-022

The following Resolution was passed at a meeting of the Council of the West Hants Regional Municipality on the _____ day of _____ A.D., 2023.

Moved by: _____

Seconded by: _____

"That the Mayor and _____ be authorized to sign Cost Share Agreement No. 2023-022"

Motion Carried.

I certify that the above Resolution was passed at the duly called meeting of the West Hants Regional Municipality Council on _____ A.D., 2023.

_____
Signature

_____
Name (Print)

_____
Title

Municipal Seal

NOVA SCOTIA

Department of Public Works
Highway Engineering and
Construction – Capital Programs

Johnston Building, 4th Floor
1672 Granville Street
PO Box 186
Halifax, Nova Scotia
B3J 2N2

Bus: 902-424-0897
Fax: 902-424-0571
E-mail:
laura.cunningham@novascotia.ca

Mr. Mark Phillips
Chief Administrative Officer
West Hants Regional Municipality
76 Morrison Drive PO Box 3000
Windsor, NS B0N 2T0

Dear Mr. Phillips:

RE: ONE YEAR COST SHARE AGREEMENT FOR SUBDIVISION STREETS

It has come to the Departments attention that the Municipality would like to participate in the Paving of Subdivision (J-Class) Streets for fiscal 2023-24. Given the Municipality chose not to sign the Three-Year Cost Share Agreement back in 2020, the Department will enter a One-Year agreement with the Municipality for the year 2023-24.

If funds become available for 2023-24 the Department will review the road submission list provided by the Municipality and proceed with our normal process.

Once roads are selected from the list submitted by the Municipality, the Minister will return a letter advising of the approved roads for 2023-24. Once the Municipality agrees to the approved list, it will become part of the agreement and the approved projects for this current fiscal year.

Please complete and affix the Municipal Seal on the Resolution of Council authorizing the Mayor and a designate to sign the agreement, then have the Mayor and the designate sign the agreement, have witnessed, and affix the Municipal Seal. I have placed sticky notes where signatures are required, **please remove these prior to signing and please return all documents to me electronically as soon as possible.**

Also note that the Agreement for the next three-year term has already been sent to your attention for signature.

I will return another electronic PDF to you which will be signed by all parties for you records.

Should you require an original paper copy in addition to the electronic PDF to be returned to you, please let me know and I will ensure that it is sent to you.

Please let me know if you have any questions.

Yours truly,

Laura Cunningham

Laura Cunningham
Capital Program Administration Officer

NOVA SCOTIA

Public Works

COST SHARING AGREEMENT NO. 2023-023

THIS COST SHARING AGREEMENT ON THE PAVING OF SUBDIVISION (J-CLASS) STREETS (this "**Agreement**") is effective as of the _____ day of _____, 2023 (the "**Effective Date**").

BETWEEN:

HIS MAJESTY THE KING IN RIGHT OF THE PROVINCE OF NOVA SCOTIA, as represented by the Minister of Public Works (the "**Province**")

-and-

WEST HANTS REGIONAL MUNICIPALITY, a municipal corporation incorporated pursuant to the *Municipal Government* Act., S.N.S. 1998, c. 18 (the "**Municipality**")

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BACKGROUND:

1. Section 308 of the *Municipal Government Act*, S.N.S. 1998, c. 18 (the "**Act**"), provides that all streets in a municipality are vested absolutely in the municipality. Section 307 of the Act provides that this does not include streets that are vested in His Majesty in Right of the Province.

2. The parties agree that it is in the best interests of the public to cooperate with each other on the construction, improvement, alteration, repair, cleaning and clearing of Village and Subdivision Streets (as hereinafter defined).

3. By Order in Council dated May 12, 1988, the Province's Executive Council approved a paving and cost-sharing program for Village and Subdivision Streets.

4. The *1996 Provincial-Municipal Service Exchange Agreement* (the "**Service Exchange Agreement**") specifies that cost-sharing on Village and Subdivision Streets is to be apportioned between the Province and the participating municipalities on a uniform 50-50% basis.

5. This Agreement outlines the parties' joint understandings, commitments, and terms and conditions associated with the paving and cost-sharing of Village and Subdivision Streets, all in accordance with the Service Exchange Agreement, the *Public Highways Act*, R.S.N.S. 1989, c. 371 and the *Municipal Government Act*, S.N.S. 1998, c. 18.

AGREEMENT:

In consideration of the mutual covenants and agreements in this Agreement, the receipt and sufficiency of which are acknowledged by the parties, and subject to the terms and conditions of this Agreement, the parties, intending to be bound, agree as follows:

1. ***Definitions***. In this Agreement, unless something in the subject matter or context is inconsistent therewith, the following terms have the meanings set forth below:

   (a) "*Additional Work*" has the meaning given to it under Section 5 (*Additional Works*).

   (b) "*Agreement*" means this Agreement.

   (c) "*Business Day*" means any day other than a Saturday, Sunday or a holiday as defined in the *Interpretation Act*, R.S.N.S. 1989, c. 235.

   (d) "*Confidential Information*" has the meaning given to it in Section 15 (*Confidentiality*).

   (e) "*Cost Estimate*" has the meaning given to it in Subsection 3.3.

   (f) "*Fiscal Year*" means the 12-month period beginning on April 1 and ending on March 31.

   (g) "*Force Majeure Event*" has the meaning given to it in Section 16 (*Force Majeure*).

   (h) "*Notice of Acceptance*" has the meaning given to it in Subsection 3.4.

   (i) "*Paving*" means: (i) the work of grading, gravelling, culvert repair and required upgrading of Village and Subdivision Streets to meet industry-standard specifications; (ii) paving, repaving, or double chip sealing of Village and Subdivision Streets; and (iii) pre-engineering, design, on-site engineering supervision and inspection, and incidental services that are required from the edge of the roadway to the limit of the right of way. For greater certainty, "Paving" does not include feasibility studies, construction, reconstruction, relocation, repairs, or adjustments of sidewalks, water lines, fire hydrants, sanitary sewers, sanitary sewer manholes, catch basins, water valves, utility poles, street lighting or similar work on infrastructure that accompanies a Village and Subdivision Street.

   (j) "*Village and Subdivision Street(s)*" means streets located in the Municipality that are: (i) constructed prior to April 1, 1995; and (ii) under the administration and control of the Province.

2. ***Term of Agreement***. This Agreement shall be effective from the Effective Date to the earlier of: (i) the date on which the Service Exchange Agreement expires or is terminated; or (ii) March 31, 2024. This Agreement applies to Fiscal Year 2023-24.

3. ***Designation and Acceptance of Streets***.

   3.1 In order to have the Paving of one or more Village and Subdivision Streets cost-shared under this Agreement for a Fiscal Year, the Municipality must first provide the Province with advance notice of its intention to participate in the Province's Paving program. This notice must be provided to the Province on or before October 31 of each year (commencing in the year prior to the first Fiscal Year to which this Agreement applies).

3.2 If the Municipality provides notice to the Province in accordance with Subsection 3.1, then the Municipality shall, at the same time, submit a list of the Village and Subdivision Streets it proposes be considered by the Province for Paving (the "**Road Submission List**").

3.3 After receiving the Road Submission List, the Province shall review the Road Submission List and notify the Municipality of: (i) the Village and Subdivision Streets that the Province accepts for Paving; and (ii) the anticipated costs for such Paving (the "**Cost Estimate**").

3.4 After receiving the Cost Estimate (but in no event later than twenty 20 Business Days from the date of its receipt), the Municipality shall notify the Province whether it accepts the Province's list of approved Village and Subdivision Streets and the related Cost Estimate for Paving such streets (the "**Notice of Acceptance**").

3.5 If the Municipality does not provide a notice to the Province under Subsection 3.1 or a Notice of Acceptance under Subsection 3.4 by the specified times, the Municipality will be deemed to have elected not to participate in the Province's paving and cost-sharing program for the Fiscal Year in question.

3.6 After receipt of the Municipality's Notice of Acceptance, the Province shall perform the Paving and any Additional Work that may be required for the identified Village and Subdivision Streets. As between the parties, the Province shall be responsible for all construction oversight and management of work required for Paving and any Additional Works.

4. ***Payment of Construction Costs***. The Municipality shall pay: (i) fifty percent (50%) of the costs related to Paving performed by the Province, plus applicable taxes; and (ii) one hundred percent (100%) of the costs related to any Additional Work performed by the Province, plus applicable taxes. These payments must be made within sixty (60) days of the Municipality's receipt of the Province's applicable invoice(s).

5. ***Additional Works***. If the Paving of a Village and Subdivision Street requires that the Province adjust manholes, catch basins, or water valves, then the Province shall perform such adjustments as part of the subject street's Paving ("**Additional Work**"). Additional Work will be performed at the Municipality's full cost, in accordance with Section 4 (*Payment of Construction Costs*). The Municipality will be invoiced by the Province at the standard unit price for the required Additional Work, and the Municipality shall pay the Province promptly (and in no event later than sixty (60) days) after its receipt of any such invoice.

6. ***Work May be Subcontracted***. The Province may conduct a competitive tendering process for the selection of one or more contractors capable of completing the Paving and any Additional Work contemplated by this Agreement, in accordance with the Province's *Procurement Policy*.

7. ***Costs Over Estimate***. Where the Province conducts a tendering process pursuant to Section 6 (*Work May be Subcontracted*), then if the total approved tender price exceeds the Province's Cost Estimate by more than ten percent (10%), then the Province shall, before awarding a contract for Paving and any Additional Work, and subject to any confidentiality requirements outlined in its tender document and the proponent's bid submission, provide the Municipality with the details of

the successful bid, including all details pertaining to the proponent's pricing submission. The Municipality shall, within ten (10) Business Days of receipt of such bid details, provide the Province with written acknowledgment of its consent to the Province awarding the tender, which consent will not be unreasonably withheld. If the Municipality reasonably withholds its consent to the award of the tender, then the subject Paving or Additional Work will not proceed.

8. ***Cost Overruns***. Subject to Section 7 (*Costs Over Estimate*), the Municipality shall pay for any cost overruns associated with the Paving of the Village and Subdivision Streets or any Additional Work. Cost overruns (if any) will be reflected on the Province's invoice(s) to the Municipality.

9. ***Appropriation of Funds***. Notwithstanding anything else contained in this Agreement, in the event this Agreement extends into a Fiscal Year subsequent to its execution, continuation of this Agreement is conditional upon an appropriation of sufficient monies under the *Finance Act* (Nova Scotia) to enable the Province to make the payments committed to the Municipality. In the event that sufficient monies are not available as a result of: (i) non-appropriation for the Fiscal Year in which payment becomes due; and (ii) the payment being neither charged nor chargeable to an appropriation for a previous Fiscal Year, the Province may terminate this Agreement, without any further liability, cost or penalty whatsoever, upon giving thirty (30) days' notice to the Municipality. Termination will become effective on the date of the beginning of the first Fiscal Year for which funds have not been appropriated.

10. ***Permits and Approvals***. The Municipality shall obtain all material permits, approvals, authorizations and consents that may be required in order for the Province to perform its duties and obligations under this Agreement. The Municipality acknowledges and agrees that the Province shall not be obligated to perform any Paving or any other duty until such permits, approvals, authorizations and consents are obtained. For greater certainty, this includes any leases to or licences over land that may be required to perform Paving of the Village and Subdivision Streets.

11. ***Indemnification by the Municipality***. The Municipality agrees to indemnify and save harmless the Province and its officers, employees and agents from all liabilities, fines, suits, claims, demands and actions, of any kind and nature for which the Province or its officers, employees or agents shall or may become liable or suffer by reason of any breach, violation or non-performance by the Municipality of any covenant, term or provision hereof or by reason of any death or injury of any person or any damage or destruction of any property resulting from any act, neglect or default on the part of the Municipality or any of its servants, employees, agents, invitees or licensees whatsoever.

12. ***Release from Liability***. The Municipality hereby releases the Province from any claim that may arise from construction delays or cost overruns in relation to the Paving of Village and Subdivision Streets.

13. ***Disclaimer of Consequential or Indirect Damages***. Neither party will be liable to the other for any special, incidental, punitive, indirect or consequential damages arising out of or in connection with this Agreement, including lost revenue or lost profits, even if foreseeable or if a party has been advised of the possibility of such damages, and regardless of the basis on which a party is entitled to claim (including fundamental breach, negligence, misrepresentation, or other contract

or tort claim).

14. ***Construction Warranty***. The Province shall obtain a contractual warranty under its contract with the contractor(s) for the Work. This warranty will be in accordance with the requirements under the *Standard Specification – Highway Construction and Maintenance*. The Province makes no other warranties whatsoever with respect to the Work, express or implied, including warranties of merchantability and warranties of fitness. The Municipality acknowledges that all such warranties are disclaimed by the Province.

15. ***Confidentiality***. The Municipality acknowledges and agrees that all Confidential Information will be received in the strictest confidence and will be held and used only in accordance with and subject to the terms of this Agreement. The Municipality shall retain such information in confidence and shall treat such information with a degree of care no less than the degree of care that the Municipality employs for the protection of its own information of a similar nature. "**Confidential Information**" means any and all information identified as confidential or marked as confidential Information by the Province or is clearly recognizable as confidential information to a prudent person with no special knowledge of the Province's business, that has or will come into the possession or knowledge of the Municipality, or to which the Municipality has access in connection with or as a result of this Agreement. "Confidential Information" does not include information that is: (a) publicly available when it is received by or becomes known to the Municipality; (b) is already known to the Municipality at the time of its disclosure to the Municipality and is not known by the Municipality to be the subject of an obligation of confidence of any kind; (c) independently developed or obtained by the Municipality; or (d) received by the Municipality in good faith without an obligation of confidence of any kind from a third party who the Municipality had reason to believe was lawfully in possession of such information free of any obligation of confidence of any kind.

16. ***Force Majeure***. No party is responsible for a failure to fulfil its obligations under this Agreement or for delay in doing so if such failure or delay is due to a Force Majeure Event. If either party is prevented from or delayed in performing any of its obligations under this Agreement because of a Force Majeure Event, then the party claiming the Force Majeure Event shall promptly notify the other party which outlines the particulars of the Force Majeure Event including details of the nature of the event, its expected duration and the obligations under this Agreement that will be affected by the Force Majeure Event. A "**Force Majeure Event**" means the occurrence of one or more of the following events or any other event that is beyond the reasonable control of a party, and that interferes with, delays or prevents performance of the obligations of a party under the Agreement, provided that the nonperforming party is without fault in causing or failing to prevent such occurrence: (a) catastrophic weather conditions or other elements of nature or acts of God; (b) acts of war (declared or undeclared), acts of terrorism, insurrection, riots, civil disorders, rebellion or sabotage; and (c) other events which the parties expressly agree in writing as constituting a "Force Majeure Event".

17. ***Interpretation***. In this Agreement, unless something in the subject matter or context is inconsistent therewith, words importing the singular number include the plural and *vice versa*; words importing a gender include the masculine, feminine and neutral genders; and words importing persons include individuals, partnerships, companies, associations, trusts, government agencies and any other form of organization or entity whatsoever.

18. ***Governing Laws***. This Agreement will be governed by and construed in accordance with the laws of the Province of Nova Scotia.

19. ***Entire Agreement***. This Agreement constitutes the entire agreement between the parties hereto with regard to the subject matter hereof and supersedes all prior agreements, understandings, representations or warranties, negotiations and discussions, whether oral or written, among the parties hereto with respect thereto, entered into prior to the date hereof, which are hereby terminated.

20. ***Amendments***. No amendment of this Agreement will be binding unless in writing and signed by all the parties hereto.

21. ***Waiver***. No waiver by any party hereto of any breach of any of the provisions of this Agreement will take effect or be binding upon such party unless in writing and signed by such party. Unless otherwise provided therein, such waiver will not limit or affect the rights of such party with respect to any other breach.

22. ***Severability***. If any provision of this Agreement is held by a court of competent jurisdiction to be illegal, invalid or unenforceable, such provision will be deemed to be severed from this Agreement and the remaining provisions will nevertheless remain in full force and effect.

23. ***Further Assurances***. The parties agree to execute and deliver all such further documents and instruments and do, or cause to be done, all such acts and things as either party may reasonably consider necessary to evidence the intent and meaning of this Agreement.

24. ***Counterparts; Electronic Execution***. This Agreement may be executed in several counterparts, each of which will be an original and all of which will constitute one and the same instrument. The parties agree that signatures transmitted, received, and reproduced via electronic transmission, email or electronic signatures will be treated for all purposes of this Agreement as original signatures and will be deemed valid, binding and enforceable by and against all parties.

25. ***Notices***. All notices, demands or other communications to be given in connection with this Agreement will be in writing and will be given by personal delivery, registered mail or by electronic means of communication addressed to the recipient as follows:

    (a) to the Municipality at

    Mr. Mark Phillips
    Chief Administrative Officer
    West Hants Regional Municipality
    76 Morrison Drive PO Box 3000
    Windsor, NS B0N 2T0
    Tel (902) 902-798-8391
    Email: mphillips@westhants.c

(b) to the Province at

Laura Cunningham
Capital Program Administration Officer
Johnston Building, 1672 Granville St.
P.O. Box 186
Halifax, NS B3J 2N2
Tel: (902) 424-0897
Email: laura.cunningham@novascotia.ca

(c) or, to such other address, individual or electronic communication number as may be designated by notice given by either party to the other in accordance herewith. Any demand, notice or other communication given by personal delivery will be conclusively deemed to be given on the day of actual delivery thereof and, if given by registered mail, on the fifth (5th) Business Day following the deposit thereof in the mail and if given by electronic communication, on the day of transmittal thereof if given during normal business hours of the recipient and on the Business Day during which such normal business hours next occur if not given during such hours on any day. If the party giving any demand, notice or other communication knows or ought reasonable to know of any difficulties with the postal system which might affect the delivery of mail, any such demand, notice or communication will not be mailed but will be given by personal delivery or by electronic communication.

[*signature page follows*]

IN WITNESS WHEREOF the Province has hereunto subscribed its hand and affixed its seal and the Municipality has set and affixed its corporate seal authenticated by the signatures of the Mayor and the witness hereunto duly authorized.

SIGNED, SEALED and DELIVERED in the presence of:

His Majesty the King in Right of the Province of Nova Scotia, as represented by the Minister of Public Works

_____
Witness

_____
Kim Masland, Minister of Public Works

_____
Date (Day-Month-Year)

West Hants Regional Municipality

_____
Witness

_____
Abraham Zebian, Mayor

_____
Witness

_____
Resolution of Council Designate

Provincial Seal

Municipal Seal

Resolution of Council

Cost Share Agreement No. 2023-023

The following Resolution was passed at a meeting of the Council of the West Hants Regional Municipality on the _____ day of _____ A.D., 2023.

Moved by: _____

Seconded by: _____

"That the Mayor and _____ be authorized to sign Cost Share Agreement No. 2023-023"

Motion Carried.

I certify that the above Resolution was passed at the duly called meeting of the West Hants Regional Municipality Council on _____ A.D., 2023.

_____
Signature

_____
Name (Print)

_____
Title

Municipal Seal

West Hants
something inspiring awaits

WEST HANTS REGIONAL MUNICIPALITY REPORT

Information ☐	Recommendation ☑	Decision Request ☐	Councillor Activity ☐

To: Members of Council

Submitted by: _____
Todd Richard, Director, Public Works

Date: June 13, 2023

Subject: Main Street North Hantsport Infrastructure Renewal Design

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LEGISLATIVE AUTHORITY

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

RECOMMENDATION or DECISION REQUEST

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

Council approve the release of, Request for Proposals (RFP) for the engineering and design work for MAIN STREET NORTH Infrastructure Renewal for the 2023/24 fiscal period, with the plan of starting construction of the Main Street North Renewal Project for 2024/25.

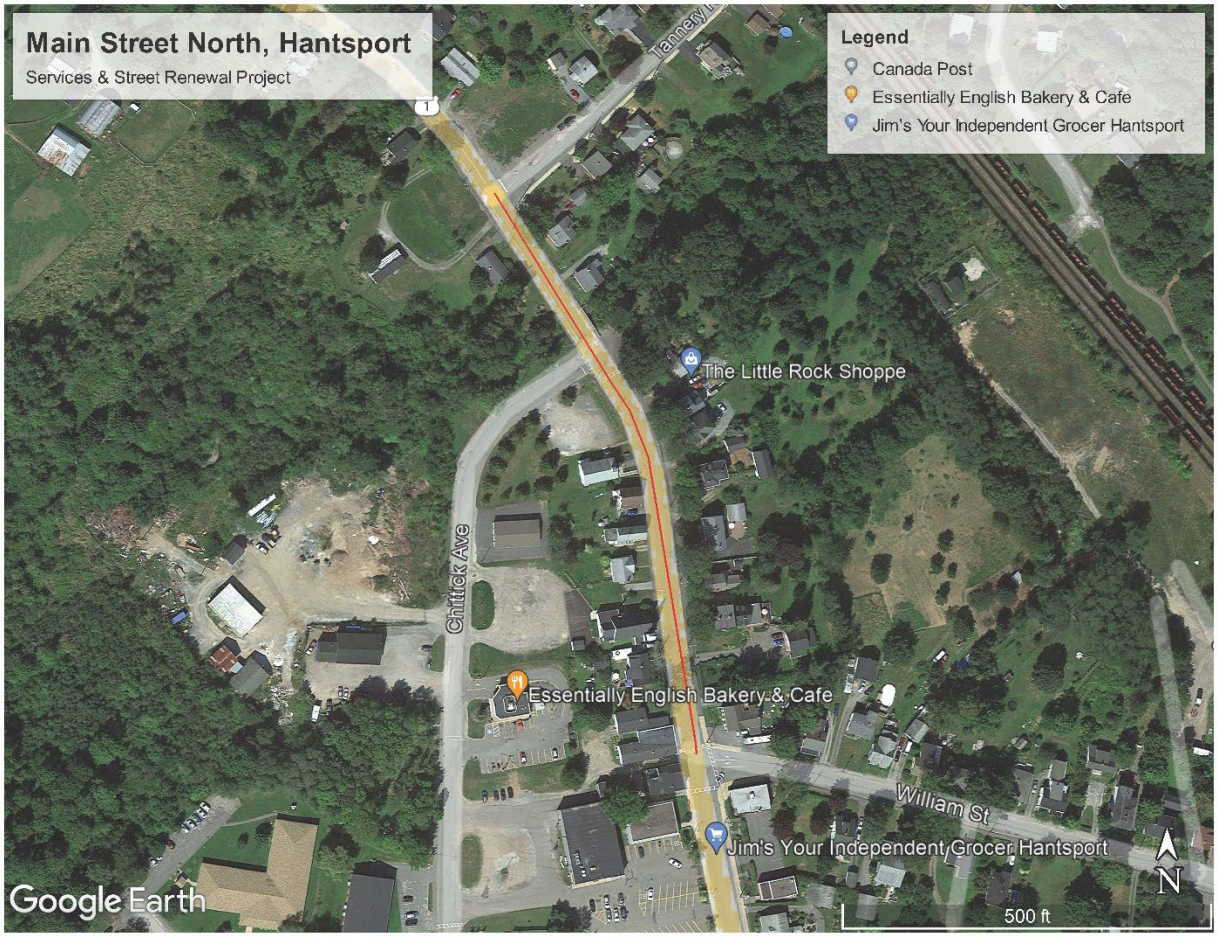
And,

Council defer the engineering and design work for RAND STREET Infrastructure Renewal to the 2024/25 fiscal period, with the plan of starting construction of the Main Street North Renewal Project for 2025/26.

BACKGROUND

Property	Public Opinion	Environment	Social	Economic	Councillor Activity
☐	☑	☐	☑	☐	☐

Public Works intends to replace underground sanitary sewer, storm, and water services, and roadway surface structures (road, curb, sidewalk, signs) on Main Street North in Hantsport, from William Street extending northerly to Tannery Road (Municipality boundary), approximately 265 meters in length.



Public Works also intends to replace underground sanitary sewer, storm, and water services, and roadway surface structures (road, curb, sidewalk realignment to one-side, signs) on Rand Street in Hantsport, from Holmes Hill Road / Bog Road intersection extending westerly to Riverview Road (West Hants / Kings County boundary), approximately 680 meters in length.

DISCUSSION

As presented in the 2023/24 Capital Budget, the following 5-year road capital projects are <u>currently</u> prioritized as follows for the community of Hantsport:

2023/24 Riverview Road Renewal (Design)
Riverview Road Renewal (Construction)
Main Street Mid - Prince St to William St (Construction, sidewalks/road only)
Rand Street Renewal (Design)

2024/25 Rand Street Renewal (Construction)
Main Street North (Design)

2025/26 Main Street North Renewal (Construction)
Porter's Avenue (Design)
Evangeline to Chestnut (Design, water loop only, no street construction)

2026/27 Porter's Avenue (Construction)
Evangeline to Chestnut (Construction, water loop only, no street construction)
Avon Street Renewal (Design)

2027/28 Avon Street Renewal (Construction)
Maple Avenue Renewal (Design)

It is being recommended that the 5-year road capital projects be re-prioritized as follows for the community of Hantsport, based on overall infrastructure risk:

2023/24	Riverview Road Renewal (Design)	
	Riverview Road Renewal (Construction)	
	Main Street Mid - Prince St to William St (Construction, sidewalks/road only)	
	⇧ Main Street North (Design)	$70,000 Class D Estimate
2024/25	⇧ Main Street North Renewal (Construction)	$1,620,000 Class D Estimate
	⇩Rand Street Renewal (Design)	$30,000 Class D Estimate
2025/26	⇩Rand Street Renewal (Construction)	$2,150,000 Class D Estimate
	Porter's Avenue (Design)	
	Evangeline to Chestnut (Design, water loop only, no street construction)	
2026/27	Porter's Avenue (Construction)	
	Evangeline to Chestnut (Construction, water loop only, no street construction)	
	Avon Street Renewal (Design)	
2027/28	Avon Street Renewal (Construction)	
	Maple Avenue Renewal (Design)	

Both projects are still warranted for the community of Hantsport, as the water mains were installed at relatively the same time (circa 1948) and are approximately 75 years old. There have been few water breaks on each water main, however there is no indication that one set of underground infrastructure may be in worse condition than the other. From a street condition and sidewalk alignment perspective, both projects are warranted to improve condition of drivability and pedestrian safety.

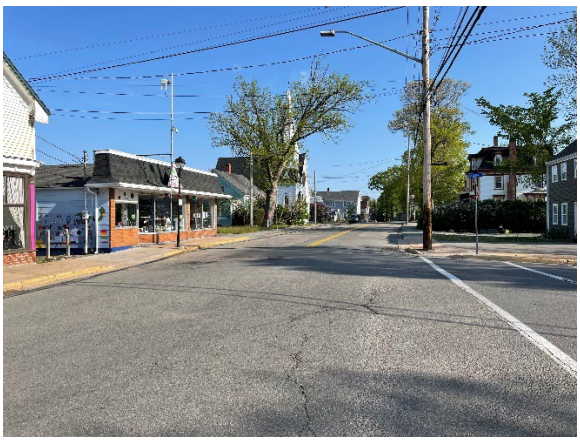
- Rand Street asphalt condition is slightly worse than Main Street North asphalt,
- Main Street sidewalk condition is slightly worse than Rand Street sidewalk,
- Sidewalk realignment to the east side will be recommended for Rand Street,
- Length of work scope for Rand Street renewal would be more than double that of Main Street North, and
- NS Department of Public Works Willow Brook bridge upgrades should be investigated as part of the Main Street North project.

Photos of existing 2023 conditions are being shared below for each of the proposed projects, for reference by Council.

The request for reconsideration of project priority is primarily based on the current **risk posed by an exposed sewer main that currently runs through Willow Brook** at the Main Street (North) bridge. As this sanitary sewer main is currently exposed, there is the current risk that a flood event could cause damage to this pipe and cause an extreme sewer release to a freshwater stream, thereby causing significant damage to the environment, fish, wildlife and potentially people in our community.

The project design would include the realignment of this sanitary sewer main to bury the infrastructure under the waterway. It is also our intention to work closely with provincial Department of Public Works to determine what bridge upgrades can be made, with the hope to extend and widen concrete sidewalks over the bridge structure, for pedestrian safety and to allow safety snow-clearing operations by the Municipality.

MAIN STREET NORTH (2023 CURRENT CONDITION) PHOTOS:



Main Street North (northbound view)

Main Street North (southbound view)

Willow Street Bridge (NSDPW jurisdiction)

Willow Street Bridge (NSDPW jurisdiction)

Sidewalk Stormwater Drainage Solution

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Willow Bridge Sidewalk Condition (width insufficient for safe snow clearing operations)

Exposed Sanitary Sewer Main within Willow Brook (under drought conditions)

Exposed Sanitary Sewer Main within Willow Brook (under drought conditions)

RAND STREET (2023 CURRENT CONDITION) PHOTOS:

Rand Street (northound view)

Rand Street (southbound view)

Bog Road Intersection (facing southwest)

Holmes Hill Road Intersection (facing east)

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Asphalt & Asphalt Sidewalk Condition

Multiple Sidewalk Crosses on Rand Street (proposed realignment to east side)

NEXT STEPS

Pending approval of Council; staff will issue Requests for Proposals (RFP's) from pre-qualified consulting engineers to proceed with engineering and design work for the Main Street North infrastructure renewal project.

FINANCIAL IMPLICATIONS

Council has approved $50,000 in the 2023-24 capital budget associated with the Rand Street Renewal design and engineering. Design and engineering costs for Main Street North Renewal project are estimated to be $70,000, due to the additional engineering costs associated with burying the sanitary, water, and stormwater under the Willow Brook waterway. These estimated costs would likely need to be reversed for the two years, with $70,000 for 2023-24 and then $50,000 for the 2024-25 fiscal period. Please note that both of these engineering costs are "estimates only" based on history of design pricing for similar community projects, and that staff will not know firm pricing until the RFP's have been responded to.

The $50,000 design work for Rand Street is scheduled to come from our capital Hantsport infrastructure reserves, which has a March 31, 2024 expected balance of $624,980. This reserve will be able to support the additional $20,000 associated with reprioritizing the street work, and having the $70,000 design for Main Street North in the 2023-24 spend.

ALTERNATIVES

1. Council may choose to <u>not</u> to proceed with this recommendation and maintain status quo on the project priorities, as currently identified in the 5-year capital plan.

ATTACHMENTS

None

CHIEF ADMINISTRATIVE OFFICER REVIEW

The rationale for the exchange of these two projects is noted in the report. The exposure of risk for the sewer main within the Willow Brook and it not being repaired raises concern as noted.

I support the recommendation.

Report Prepared by: _____

Brad Carrigan, P.Eng., Capital Projects Engineer

Report Reviewed by: _____

Todd Richard, Director of Public Works

Report Approved by: _____

Mark Phillips, Chief Administrative Officer