

MUNICIPAL GOVERNMENT
FOR
VICTORIA COUNTY: A NEW BEGINNING

FINAL REPORT and ORDER

APRIL 19, 2000

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VICTORIA COUNTY RESTRUCTURING COMMISSION

“It must be remembered that there is nothing more difficult to plan, more doubtful of success, nor more dangerous to manage than the creation of a new system. For the initiator has the enmity of all who would profit by the preservation of the old institution and merely lukewarm defenders in those who would gain by the new ones” (from The Prince, by Machiavelli, 1513)

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Executive Summary

Introduction:

The Victoria County Restructuring Commission was formed by the Minister of Municipal Affairs on December 15, 1999. It was charged with responsibility for restructuring municipal government in Victoria County. In keeping with the provisions of the *Municipal Act* governing the conduct of a restructuring commission, the Commission met with each Council and other stakeholders in Victoria County in January of 2000 before preparing a draft proposal that was released on February 7, 2000. In particular, this draft proposal evaluated three potential options that had been advanced by local politicians, residents, and the business community, as being possible governing structures for Victoria County. The first option included a two-tier system, although different than the one currently in place – the current structure has sixteen area municipalities and the County. The second option eliminated all existing municipal governments and replaced them with a single-tier level of government for the entire county. The third option eliminated all existing municipal governments and replaced them with three single-tiers: one for the north, one for the south that excluded Lindsay and Ops Township, and one that included Lindsay and Ops Township.

The evaluation concentrated on the strengths and weaknesses of each alternative and provided an estimate of expected cost savings and potential tax impacts under each of them. **When the draft report was released, the Commission did not have a preferred option.** Each option was examined and the Commission emphasized that either or all of them could be changed or altered, based on public input, prior to the final decision being made. The draft was intended to elicit public response and input, an important ingredient in assisting the Commission in reaching its decision on the preferred option. Copies of the draft report were made available for inspection by the public in each municipal office, as well as in the Clerk's Office at the County of Victoria and in all local libraries. A copy of the report was also available electronically.

Following release of the report, public input was received up to February 25, 2000 through the presentation of submissions at one of four public meetings or by forwarding written submissions to the Commission. The public was invited to inspect, at any time, all submissions received by the Commission at the Clerk's Division of the Administrative Service Department (second floor) in the Administration Building of the County of Victoria, 26 Francis Street, Lindsay, up to and including March 10, 2000.

Following the public consultation phase (February 25, 2000), the Commission met once more with all municipal councils in the week of February 28, 2000. This round of consultations provided municipal councils with an opportunity to make additional comments and to obtain more precise answers or offer comments on a number of specific concerns with the models proposed. Following this period of written and oral submissions, the Commission spent more than six weeks finalizing its restructuring proposal.

Response to the Draft Report

The response to the draft report was intensive and wide-ranging. The intensity was reflected in the volume of submissions received daily, especially during the last two weeks leading up to February 25, 2000. The range of these submissions extended from signatures on form letters to lengthy and detailed analysis and comments on the draft report. Not only was the Commission overwhelmed by the volume of responses, it was equally impressed with the conviction, passion and determination of all those who participated. As with any public input process where a range and variety of solutions are offered, however, not everyone will be satisfied with the outcome. In fact, the wide range of solutions presented to the Commission suggests that no more than ten or twenty percent of the participants may be satisfied with any specific option because no more than ten or twenty percent of the participants seemed to agree on a specific solution or option.

Summary of Submissions

All submissions : From the beginning of the process until February 25, 2000, the Commission received 613 written submissions. Of these, about 80 did not comment on a preferred governing option. Instead, they asked questions or expressed concerns about the treatment of assets, debt, liabilities, reserves, employment, documentation of historical records, volunteerism, community identity, etc. The remaining 530 or so offered opinions on the choice of governing structure. These may be summarized briefly as follows:

- Before the draft report was released, about 84% of respondents favoring one type of governing structure or another supported the status quo or a two-tier system and 16% favored some type of single tier.
- After the draft report was released, about 64% favored the status quo or two tier while 36% favored either a single tier or three single tier municipalities.
- Overall (from beginning until February 25), 74% favored the status quo or two-tier and 26% favored a version of a single tier system.

Council submissions : The Commission held two rounds of meetings with each Council. The first round of meetings was held from January 5 to January 10, 2000. From these fifteen meetings, there emerged ten written submissions - five councils including County Council did not provide a written brief. All written submissions recommended the retention of the 'status quo' or some form of two tier structure although there was no consistency in the number of area municipalities that should exist or in 'who should be responsible for what' within a two-tier structure.

The second round of meetings was held from February 28 to March 1, 2000. Eleven Councils provided written submissions on the draft report - four including County Council did not make a submission. Of these eleven submissions, two preferred the single tier option, two preferred the three municipality option, and the remainder preferred the 'status quo' or some form of two tier structure. As with the earlier submissions, supporters of the 'status quo' or two tier had differing views on the number of area

municipalities that should exist and in ‘who should be responsible for what’ within this structure.

It should also be mentioned that the Commission observed a different tone in the second round of meetings with most local councils. Specifically, the Commission was impressed with the general willingness of most Councils and Councillors to get on with restructuring and to ensure that the recommended option (regardless of what it might be) is implemented and that it works effectively, efficiently and in the best interests of the taxpayers. This willingness did not seem to be as prevalent in the first round of meetings..

Public Meetings: The Commission estimated that approximately 600 people attended four meetings. In addition to a number of questions being raised from the floor, the Commission wishes to note that:

- fifteen written submissions were offered - two were identical but presented by two different individuals;
- thirty-one individuals made presentations – sixteen were oral presentations;
- one person spoke at all four meetings and is counted four times in the thirty-one presentations;
- one person spoke at three meetings and is counted three times in the thirty-one presentations;
- two individuals spoke at two meetings and they are counted twice in the thirty-one presentations;
- in total, twenty-four different individuals delivered written or oral presentations.

Major Issues

While a range of supportive and critical comments were generated as a result of the draft report, discussion here concentrates on the more significant criticisms that were made following its release. For convenience sake, this discussion is organized by potential alternatives. As well, it should be remembered that the Commission in reaching its preferred option was guided by the Terms of Reference for this restructuring study.

‘Status Quo’: Supporters of this option criticized the draft report for not considering the ‘status quo’ as an alternative. The Commission rejects this criticism and believes it was considered as an option but was rejected because its retention would not adequately permit the Commission to meet the Terms of Reference which call for fewer municipalities, fewer politicians, reduced spending, reduced duplication and overlap, and an improved ability to capture the costs and benefits of municipal services within the same jurisdiction. Nor, in the Commission’s view, did its supporters effectively counter the criticism of the current system as outlined and described on pages 21-23 of the draft report.

Two-Tier: While the number of submissions supporting a two-tier system outnumbered those supporting any other option, the percentage of submissions in support of this alternative declined following release of the draft report. More recent submissions, like

the earlier ones, continued to lack consistency or uniformity in critical areas. For instance, opinions differed on the number of area municipalities that should be created. Suggestions ranged from three to fourteen. As well, those supporting a two-tier option lacked consistency in two other important areas; first, in 'which level of municipal government should do what' and second, in 'the composition of the upper tier council'. In these last two areas, however, the Commission noted a change in the arguments and content of a number of submissions throughout the consultation process. After the draft report was released, proportionately more of the two-tier supporters agreed with the Commission's allocation of service responsibilities and in direct election to the upper tier council. For those submissions not supporting the Commission's assignment of service responsibility in a two-tier system or direct election of councillors to the upper tier, their position was generally based on an assertion or statement and almost always devoid of supportive arguments based on principles, best practice and available evidence.

Finally, while some supporters of the two-tier structure were skeptical as to whether or not cost savings could be achieved under any of the options, others accepted the fact that costs savings were possible. Indeed, many in the latter group recognized that the savings would be less under a two-tier system than under a single tier system. At the same time, most of them told the Commission that, in their view, this would be a reasonable price to pay for maintaining local autonomy and better representation. In the end, however, the Commission rejected the two-tier system for a variety of reasons, most of which were identified in the draft report and not effectively countered in subsequent submissions.

Three Single-Tier Municipalities: Following release of the draft report, the number of submissions or form letters supporting three single tier municipalities increased although not as many supported this option as supported the single tier option. Among the submissions supporting this option, the Commission was impressed with the amount of effort, level of detail, and quality of argument. Having said this, however, the Commission remains concerned about some potentially serious problems with the creation of three municipalities. Three municipalities rather than one would be more costly because there would be three virtually identical administrative structures with a population of around 20,000 to 25,000 in each of them. Each of these is not large enough, in the Commission's view, to provide an independent, efficient and effective governing structure. Furthermore, the Commission does not believe that three single tier municipalities effectively satisfies one of the criteria in the Terms of Reference; specifically, 'best value for taxpayer's dollar'. Given this relatively small size, further problems emerge. For example, who would be responsible for services that the province has mandated, at the very minimum, must be the responsibility of a county-wide or region-wide body? How would taxpayers benefit from those services that provide county-wide or region-wide economies of scale or whose costs and/or benefits spill across jurisdictional boundaries in the three municipality scenario? While the supporters of the three-municipality model have argued that that these concerns could be handled through the use of carefully drawn up joint-use or inter-municipal agreements, the Commission remains unconvinced.

The Commission continues to believe that inter-municipal (joint-use or joint-service) agreements create the potential for serious problems. For instance, at some point in time, difficulties emerge and problems surface with these arrangements. The municipality buying the service eventually becomes upset with the cost and generally suspects that it is being overcharged, particularly with respect to overhead. The municipality selling the service frequently develops concerns because it does not feel that it is fairly compensated. In reality, then, inter-municipal agreements are a 'second best' solution for they can lead to a jungle of 'ad hoc' and complex arrangements that even the most conscientious municipal voter will have trouble understanding. They can reduce local accountability and lead to inefficiency and ineffectiveness in service responsibility.

To gain further insight into the day-to-day working problems of joint use agreements, the Commission contacted a few municipal administrators in municipalities where there is a County that includes a separated city. This is similar to the situation that would exist if Victoria County were separated into three independent municipalities. In models of this sort, joint-use agreements are needed for municipal services that spread across municipal boundaries. In every instance, the administrators identified problems, not unlike those mentioned in the preceding paragraph.

In short, then, responses to the Commission's draft report did not persuade it that inter-municipal or joint-use agreements were an effective solution to the problems posed above. Avoidance of joint-use agreements is not the only reason for rejecting the three municipality model, however. There are other reasons. The Commission continues to be concerned about the competition that would inevitably emerge when these municipalities compete with each other in attempting to promote economic development and attract tourism. Situations such as this where municipalities compete with each other work against county-wide or region-wide interests and undermine the ability of the entire area to speak with a single identifiable voice. This kind of competition is prone to generating conflict rather than co-operation. It is a major concern that should not be treated lightly, especially in a rapidly changing global economy where the importance of co-ordinated and integrated policies cannot be understated.

Arguments that three municipalities will give residents greater access to politicians and services can be accommodated equally well through the use of municipal service centers and information desks in municipal libraries in a single tier structure. Similarly, the view that three municipalities will permit greater diversity in services that are purely local in nature could also be handled through the use of area rating in a single tier model.

Finally, the contention that three municipalities would provide a more competitive environment and a better opportunity to 'benchmark' continue to be arguments for the way in which services are delivered and not necessarily for the governing structure. Indeed, the ability to deliver services in a competitive environment was a critical and major component of a few of the submissions recommending the three-municipality option. Their emphasis on the use of Alternate Service Delivery options (ASDs) in securing cost savings and operational efficiencies is supported by the Commission. The Commission does not believe, however, that a municipality with a population of 20,000

to 25,000 is of sufficient size to enter into an efficient and effective ASDs for many services without the co-operation of a larger population base through the use of inter-municipal agreements. Furthermore, it is the Commission's view that the most efficient and cost effective way of entering into ASD possibilities is through a larger municipality where one does not have to enter into joint-use agreements and is not restricted by municipal boundaries. Seamless service areas unrestricted by municipal boundaries offer the greatest opportunity for choice of delivery systems, cost savings and operational efficiencies.

Single Tier: Critics of a single tier structure for Victoria County argued that the area is too big and diverse (agriculture, recreation, urban, rural) to be governed by a single tier governing structure. When compared with a two-tier system and three-municipality model, it was alleged that taxpayers would have less accessibility to their elected politicians. As well, differentials in service levels in response to taxpayers' desires are less likely to be recognized under a single tier structure. While the Commission heard these criticisms, it believes that they can be overcome in a carefully designed single tier system.

Summary: In addition to the written submissions and following release of the draft report, the Commission completed its own numerical evaluation of how each of the above discussed options could satisfy the principles set out in the Terms of Reference for this restructuring study. As with any evaluation, the Commission recognized that some individuals would disagree over the ranking of the respective options when it comes to achieving a set of principles or goals. Indeed, in support of this, one need go no further than to read the wide range of opinions provided throughout the consultation process. In spite of possible criticisms of providing such a ranking, however, the Commission believed that this exercise was critical in reaching a decision on its preferred choice. In this ranking, the option that is most likely to achieve each principle is given a score of five and the one that is least likely to achieve the required principle is assigned the lowest score – it could be as low as one but it need not be. Scores in between these two numbers reflect the extent to which the option is likely or not likely, in the view of the Commission, to meet each of the principles. Rankings and total scores for each option are provided in Table A.

From this ranking, the single-tier option scores substantially higher than the other options in achieving four of the five principles. The only principle for which none of the options come out a clear winner is in effective representation. Here, the status quo with its large number of politicians scores slightly higher than the rest. In this representation category, however, the Commission considers that each of the options is equally accountable, primarily because the Commission believes that accountability is dependent on the quality of the politician and not on the number of politicians.

When the Commission considered, analyzed and evaluated the evidence, the Commission arrived at the following conclusion. The preferred choice of the Commission for a governing structure in Victoria County is a single-tier municipality.

Table A: The Commission's Evaluation of Each Option's Likelihood of Achieving the Principles Listed in the Terms of Reference for this Commission				
Principles	Status Quo Option	Two Tier Option	Single Tier Option	Three Municipality Option
Less government:				
- fewer municipalities	1	3	5	4
- reduced municipal spending	1	3	5	3
- fewer elected representatives	1	3	5	4
- reduced special purpose bodies/joint-use agreements	1	4	5	2
Effective representation:				
- accessible	5	4	3	3
- accountable	5	5	5	5
- representative of population	5	4	3	4
- size to permit efficient priority setting	1	4	5	3
Best value for taxpayer's dollar:				
- efficient service delivery	1	4	5	3
- reduced duplication and overlap	1	3	5	3
- ability to capture the costs and benefits of municipal services within the same jurisdiction	1	4	5	3
- clear delineation of responsibilities between local government bodies	1	3	5	5
Ability to provide municipal services from municipal resources:				
- local self reliance to finance municipal services	1	4	5	3
- ability to retain and attract highly qualified staff	1	3	5	3
Supportive environment for job creation, investment and economic growth:				
- streamlined, simplified government	1	3	5	4
- high quality services at the lowest possible cost	1	3	5	4
Total Score	28	57	76	56
Each of the principles to be achieved in the Terms of Reference was ranked by the Commission with 5 representing the highest score and 1 representing the lowest score.				

Single-Tier Governing Structure

Since all existing municipal corporations, including the county, will be dissolved and replaced with one new municipal governing structure, this new municipality must be named. Selecting a name, however, turned out to be a challenging task for a name carries history, identity and often, emotional attachment. In making this choice, there are a variety of factors that were considered by the Commission.

First, it is critical that taxpayers, councillors, and the business community look to the future and not dwell in the past. Retaining an existing name for the new municipality may conjure up past perceptions, harbour certain resentments, and generally prevent a smooth and uninterrupted transition to the future. Second, if at all possible, the new name should reflect significant and endearing attractions or amenities of the community. A name that captures this could assist in promoting tourism and economic development. Third, the name should be unique and not identical to another well known municipality or city in Canada for this could cause postal and recognition difficulties. Given this, the Commission has named the new municipality the “City of Kawartha Lakes.

Governing Structure

In a single-tier structure, all municipal services are the responsibility of one governing unit and hence, there are no decisions to be made over ‘which level of local government does what’. As well, all elected municipal politicians serve only on one Council. For the City of Kawartha Lakes, the Commission has concluded the following.

- The Council for the City of Kawartha Lakes shall consist of seventeen members – sixteen Councillors plus the Mayor.
- One Councillor shall be elected from each of sixteen newly created wards.

Service Centers and Information Desks

Under this single tier structure where the central administration buildings are located in one area of the new City, municipal service centers and information desks will be required to provide access and local services throughout the City. Municipal service centers should have prime responsibility for ensuring that resident and other client needs are responded to in a timely, effective and coordinated fashion. Each center will provide a single point of contact for anyone requiring civic information, wishing to conduct business with the municipality (paying tax bills, securing permits and applications) or having a request for service or making complaints about the service offered by the municipality. Information desks should be set up in each municipal library, unless there is a service center near to or adjacent to the library. Their basic role is much more restricted than the role of the service center but would, in essence, serve as a drop box for permits, provide applications, forms, schedule appointments and pass on referrals.

Local Boards

It is the Commission’s position that all local boards be eliminated unless they are required by provincial legislation (Police Services Board, Hydro Electric Commissions) or where the service district is larger than the boundary of the new municipality such as the Board of Health that includes Victoria, Northumberland, and Haliburton and the four Conservation Authorities that cover parts of Victoria County.

City of Kawartha Lakes Police Services Board. The Province requires that one exist wherever there is a municipal police force. For the new City of Kawartha Lakes, it shall consist of five members - two members appointed by the Province; two members appointed from Council; plus one person appointed by resolution of Council who is neither a member of the Council nor an employee of the municipality.

City of Kawartha Lakes Library Board. To integrate library activities with the other activities of the municipal council, it is recommended that Council also be the Library Board for purposes of satisfying the *Public Libraries Act* and that their staff be integrated into the new municipal administration. As well, the Council should consider appointing an advisory library committee in each ward to reflect the library needs of the residents of that ward.

Hydro Electric Commission. Under the *Electricity Act, 1998*, the legislation stipulates that each Commission or Utility shall be governed by a Board appointed by the shareholders (Council) on or before November 7, 2000. Since the Transition Board will serve as the Council from the issuance of the Order until December 31, 2000, the Transition Board shall assume this responsibility.

Financial Impact of Single Tier

Annual Operating Cost. The Commission's draft report estimated an annual consolidation savings of \$3.3 million within two-years of implementing a single tier structure based on 1998 figures (the last year for which the Commission had audited financial information on a consistent and uniform basis). Furthermore, it is the Commission's view that these estimated annual savings are conservative and easily achievable. They refer only to amalgamation or consolidation savings (consolidation of current municipal governments and the elimination of duplication). They do not include efficiency savings (cost savings from improvements in overall efficiency and process changes) that could be achieved through the implementation of Alternative Delivery Systems, for example. Indeed, the Commission believes that additional savings could be secured through changes in the way in which services are delivered, especially where improvements occur as a result of providing services in a seamless manner (unrestricted by existing municipal boundaries). It should also be noted that projected restructuring savings are limited to those areas supported by the property tax rate. They do not include estimates of potential savings that may result in user fee or utility rate reductions.

Financing Services. While it is true that all municipal services are the responsibility of one level of government in a single tier structure, this does not mean that uniform standards and service levels will be provided for all services across the entire area. Indeed, differences will exist for some of them. Where this occurs, differentials may be captured through the use of area rating (differentials in property tax rates), special charges or user fees. For services that are similar in both level and standard across the area and for which user fees are not applicable, funding should come from the general property tax levy. Finally, differences in the level of reserves and debt across municipalities require specific treatment to ensure that taxpayers are treated fairly and

appropriately. In particular, the Commission has stipulated that the following be implemented.

- Area rating shall be used for public transit, fire services, police services, solid waste management, sidewalks, street lighting and tax supported debt (excluding the debt on municipal buildings).
- All municipal facilities and equipment and all rolling stock in each municipality will become the property of the newly formed municipality without compensation.
- For reserves other than the working fund reserve, all accumulated reserves, reserve funds and development charge funds shall remain with the taxpayers in the municipality that created them.
- All existing debt of a municipality (except that for municipal buildings) shall remain with property taxpayers in the former municipality's boundaries.

Tax Impact: Table B records the municipal property tax (excludes the property tax for funding education) on a residential property assessed at \$100,000 under three possible scenarios if an annual savings of \$3.3 million is achieved and if this savings is passed on to taxpayers in the form of tax reductions. Column 2 of Table 4 lists the municipal tax on this property prior to amalgamation and any savings. Column 3 records the percentage change in property tax with no area rating. Column 4 lists the percentage change in the municipal property tax if area rating is used for public transit, fire, police and waste collection/ recycling. Column 5 notes the percentage change in the property tax if area rating is used for public transit, fire, police, waste collection/recycling and tax supported debt (excluding municipal buildings). While the percentage changes record the impact on municipal property taxes paid on a residential property assessed at \$100,000, identical percentage changes would apply to all commercial and industrial properties, as well.

Property Tax Phase-In: All increases in the rates of taxation for municipal purposes that occur solely as a result of restructuring should be phased in over a five-year period. Where tax increases arise, they may be financed by a reduction in the decrease in the rates of taxation over an equivalent period. The Transition Board should be responsible for establishing a tax phase-in policy with the cost of the phase-ins funded by holding back part of the tax reductions to those properties experiencing reductions.

Transitional Costs: In any amalgamation, there are one-time transitional costs associated with the implementation of the new structure. For the area of Victoria County, it is estimated that these costs will amount to \$5.5 million. Based on experience elsewhere in Ontario where transitional costs for a Provincially called Commission have been covered by the Province, the Commission sees no reason why the Province should deviate from this practice. In the Commission's view, these costs should also include the costs associated with the Transition Board.

Municipality (col. 1)	Actual Tax ¹ (col. 2)	No Area Rating (col. 3)	Partial Area Rating ² (col. 4)	Full Area Rating ³ (col. 5)
Town:	\$			
Lindsay	1,512	-32%	-20%	-13%
Villages:				
Bobcaygeon	1,130	-10%	-9%	-12%
Fenelon Falls	1,246	-18%	-9%	-11%
Omemee	1,190	-14%	2%	0%
Sturgeon Point	1,140	-10%	-24%	-27%
Woodville	1,148	-11%	-11%	-14%
Townships:				
Bexley	1,031	-1%	-10%	-13%
Carden	1,128	-9%	-21%	-23%
Dalton	958	7%	6%	-7%
Eldon	874	17%	10%	7%
Emily	924	11%	7%	3%
Fenelon	892	15%	1%	-3%
Laxton, Digby & Longford	1,051	-3%	-12%	-15%
Manvers	809	26%	24%	20%
Mariposa	928	10%	4%	0%
Ops	950	8%	9%	5%
Somerville	959	7%	-5%	-8%
Verulam	1,080	-5%	-12%	-15%
# of households with reductions		16,788	18,568	22,644
# of households with no change		0	0	3,379
# of households with increases		17,277	15,497	8,042
# of households with > 10%		10,474	2,024	2,024
Notes:				
¹ 1999 actual tax rates have been restated for Mariposa and Manvers (street lighting), Marisposa, (waste collection and recycling), Woodville (landfill and recycling).				
² Area rating for transit, fire, police and waste collection/recycling.				
³ Area rating for transit, fire, police, waste collection/recycling and tax supported debt (excluding municipal buildings).				
Source: Same as Table 4 in this report.				

Administrative and Organizational Issues

The above discussion concentrated on the design of a governing structure for setting policy on the level and quality of services to be used by taxpayers and on the special circumstances around their funding. It did not consider production and delivery issues. Production and delivery may be handled in a variety of ways - in house or outsourcing or through the use of volunteers, and so on. Every level of

government, regardless of structure, has a responsibility to search for the most efficient and inexpensive delivery system. To assist the new governing structure in the City of Kawartha Lakes, the Commission believes that it should follow models or best practices that have been successful elsewhere. Therefore, it is the Commission's view that the organizational structure for the City of Kawartha Lakes should be developed using the Business Unit approach. The organization should be divided into a few Business Units. The number of Business Units should be determined by the Transition Board in cooperation with the new senior management team for the City. These units would serve internal clients and charge these clients for their services with the level and costs negotiated between the internal client and the provider. Service Delivery Business Units would be responsible for all municipal services and for evaluating their efficiency by comparing their output with key indicators that would be targeted and agreed upon during the development of the Business Plans.

The Transition Board

The period of time between publishing the Order for the new municipality and January 1, 2001 when the new Council takes over is critical. Decisions made during this time will have a significant impact on the success of the new municipality. Key decisions will include designing and implementing the new administrative structure, appointing all personnel, setting policies and developing the legislative framework within which the municipality will operate and so on. It is extremely important, therefore, that a strong decision-making body be set by this Commission to facilitate a successful implementation of the Order.

Term of Office for Transition Board. Since the new Municipality does not come into existence until January 1, 2001, the Council that is elected in November of this year does not have a municipality to serve until January 1, 2001. Therefore, the term of office for the members of current Councils shall be extended until December 31, 2000. From the issuance of the Order on April 19, 2000 until December 31, 2000, the Transition Board has the power of the new Council.

Members of Transition Board. For the new municipality, the Board will consist of nine (9) members. This includes a mix of elected and non-elected individuals who represent a variety of business and political interests. As well, a number of them have gone through reorganization and restructuring initiatives in both the public and private sector. These individuals are listed below.

- Hugh Burton (Vice Chair of the Transition Board), owner and President of Jordan Electric Motor Service in Lindsay;
- Diane Dalton, past Director of Education of the former Victoria County Board of Education;
- Neil Hamilton, Plant Manager of VISKASE Canada Ltd.;
- John Macklem, Warden of Victoria County and Reeve of Laxton, Digby and Longford;
- David Marsh, Reeve of Manvers Township;

- Gail Thomassen, owner of Country Side Homes in Bobcaygeon;
- Leonard Thornbury (Chair of the Transition Board), Reeve of the Village of Woodville;
- Art Truax, Mayor of Lindsay;
- Dennis Zekveld, first Vice-President of the Victoria Haliburton federation of Agriculture and owner/operator of D&S Farms.

Compensation for the Transition Board Members. The Commission has determined that each member of the Transition Board shall be paid \$300 per day. The Chair of the Board will receive \$350 per day. The rates have been set at a level that exceeds the per diem for County Council meetings. The Commission believes that this is important because of the types of decisions to be made and the work involved. These rates are lower (by \$100 per day) than those currently in place for the Transition Boards in Haldimand-Norfolk, Hamilton, Ottawa, and Sudbury.

Powers and Priorities

The Transition Board will assume the powers of a Council for the new City. These powers will be in effect from the date of the Order, which is April 19, 2000, until the installation of the first elected City Council for the term 2001 to 2003.

To fulfill its mandate and to accomplish the full scope of responsibilities over the next few months, the Commission is recommending that the Transition Board undertake the tasks and activities listed below. Some of these are listed in the Order as required under the Commission process. For those not listed in the Order, the Commission deems them to be equally important and worthy of action. Tasks and activities for the Transition Board if it is to set the stage for the success of the new municipality include the following.

- To appoint (in consultation with a Human Resource Consultant) a Chief Administrative Officer as soon as is feasible. The Transition Board should enter into a contract with the successful candidate for a minimum period of three years. This shall permit the new Council to determine whether it wishes to extend the contract or select a new person.
- After the CAO is appointed, the CAO and the Transition Board along with a Human Resource Consultant should appoint the remaining members of the senior administration team.
- To second employees and politicians from the existing municipalities and their local boards to assist the Transition Board.
- To require the production of financial data and other information from each of the former municipalities and their local boards.
- To determine both the number and location for municipal service centers and the services that should be provided at these centers.
- To determine the number of municipal libraries in which information desks should be located and the services that should be provided at these desks.
- To prepare the operating and capital budgets, organizational structures, administrative and management systems, staff positions and job descriptions for the new

municipality to ensure a fully operational municipal organization that shall on January 1, 2001, become the new municipality and its administration.

- To implement area rating for public transit, fire services, police services, solid waste management, sidewalks, street lighting and tax supported debt (excluding the debt on municipal buildings).
- To implement a tax-phase in program for possible municipal property tax increases that occur solely as a result of restructuring.
- To review and approve all financial expenditures of the existing municipalities in excess of \$10,000 that are not included in the approved municipal operating and capital budgets for the year 2000, including non-cash transactions such as the exchange of assets with external parties.
- To approve the 2000 municipal budget for each municipality that has not passed their budget by April 19, 2000.
- To control the reserves, reserve funds, financial commitments and other assets of existing municipalities
- To establish an appropriate level for a working capital reserve fund and to ensure that each former municipality's contribution is based on that former municipality's proportionate share of the total assessment in the new municipality.
- To establish a Human Resources transition protocol that outlines appropriate policies for the placement and termination of the existing employee base including monetary entitlements or other benefits for displaced employees.
- To be able to move staff to other workplaces within the new municipality, providing that their existing compensation and working conditions continue until the workplace is consolidated under the provisions of Bill 136, Public Sector Relations Transition Act, 1997.
- To develop a plan for disposing of existing redundant municipal assets for approval of the new Council.
- To implement the Victoria County Municipal Electric Utilities – UtiliCorp transaction on the terms of the existing signed letter of intent
- To determine the level of compensation for Councillors, the Mayor and the senior management of the new municipality.
- To investigate and make recommendations on alternative service delivery mechanisms including 'contracting out' where appropriate for approval of the new Council.
- To ensure that "double dipping" does not occur when an employee of an existing municipality leaves that municipality for employment with the new municipality.
- To put in place the process for electing the new council and ensuring that appropriate systems are in place during the nomination period. The Municipal Clerk of the Town of Lindsay shall be assigned responsibility for conducting the election.
- To adopt a strategy for completing an inventory and archival appraisal of all municipal records in the municipalities in Victoria to ensure that the history of municipal government is preserved for future generations.
- To prepare a Procedural By-law to guide the operations of the new Council and its administration.

A. Process Followed by the Commission

On December 15, 1999, the Minister of Municipal Affairs and Housing, the Hon. Tony Clement, appointed a Commission for Restructuring Victoria County under Section 25.3 of the *Municipal Act*. Established at the request of two local communities, the purpose of the Commission was:

- to develop a proposal for restructuring municipalities in the locality prescribed; and
- to define the most appropriate form of local government in Victoria County in terms of municipal structure, boundaries, organisation, administration and responsibilities.

In keeping with the provisions of the *Municipal Act* governing the conduct of a restructuring commission, the Commission met with each Council and other stakeholders¹ in Victoria County in January of 2000 before preparing a draft proposal that was released on February 7, 2000.² This draft proposal, as prescribed by the legislation, was the basis for the next stage of public consultation.

In particular, the draft proposal evaluated three potential options that had been advanced by local politicians, residents, and the business community, as being possible governing structures for Victoria County. The first option included a two-tier system, although different than the one currently in place – the current structure has sixteen area municipalities and the County. The second option eliminated all existing municipal governments and replaced them with a single-tier level of government for the entire county. The third option eliminated all existing municipal governments and replaced them with three single-tiers: one for the north, one for the south that excluded Lindsay and Ops Township, and one that included Lindsay and Ops Township.

The evaluation concentrated on strengths and weaknesses of each alternative and provided an estimate of expected cost savings and potential tax impacts under each of them. **When the draft report was released, the Commission did not have a preferred option.** Each option was examined and the Commission emphasized that either or all of them could be changed or altered, based on public input, prior to the final decision being made. The draft was intended to elicit public response and input, an important ingredient in assisting the Commission in reaching its decision on the preferred option.

Copies of the draft report were made available for inspection by the public in each municipal office, as well as in the Clerk's Office at the County of Victoria and in all local libraries. A copy of the report could also be obtained by sending an email request to the Commissioner at: hkitchen@trentu.ca

Following release of the report, public input was received up to February 25, 2000 and in a variety of ways.

¹ For a list of all meetings held by the Commission, see Appendix A.

² *Options for Restructuring Municipal Government in Victoria County: A Draft Report*, Victoria County Restructuring Commission, February 7, 2000, 163 pages.

First, by making a submission at one of the following public meetings:

1. February 15, from 2:00 pm to 5:00 pm at the Legion in Coboconk;
2. February 15, from 6:30 pm to 9:30 pm in the Council Chambers of the Municipal Building in Bobcaygeon;
3. February 16, from 2:00 pm to 5:00 pm at the Armouries in Lindsay;
4. February 16, from 6:30 pm to 9:30 pm at the Armouries in Lindsay.

Second, by forwarding written submissions to the Commission in one of the following ways:

1. fax to (705-745-8095);
2. or e-mail to hkitchen@trentu.ca
3. or mail to: Harry kitchen
Department of Economics
Trent University
Peterborough, Ontario,
K9J 7B8

The public was invited to inspect, at any time, all submissions received by the Commission at the Clerk's Division of the Administrative Service Department (second floor) in the Administration Building of the County of Victoria, 26 Francis Street, Lindsay, up to and including March 10, 2000.

Following the public consultation phase (February 25, 2000), the Commission met once more with all municipal councils in the week of February 28, 2000. This round of consultations provided municipal councils with an opportunity to make additional comments and to obtain more precise answers or offer comments on a number of specific concerns with the models proposed. Following this period of written and oral submissions, the Commission spent more than six weeks finalizing its restructuring proposal. This final report contains the preferred restructuring option for Victoria County along with the order to implement it and is the culmination of four months of intense activity.

B. Summary of the Draft Report

The evaluation of the three options mentioned above concentrated on the strengths and weaknesses of each alternative and provided an estimate of expected cost savings and potential tax impacts under each of them. The following is a brief summary of the contents of the draft report.

B.1 Problems with the Status Quo:

A question that frequently arose during the consultation process prior to release of the draft report was 'why change?' or 'what is wrong with the current system?' In other words, 'if it ain't broke, don't fix it'. While the Commission heard these comments, it did

not agree with them. The 'status quo' is not working effectively and efficiently and all too often, not in the best interests of the taxpayer. The existence of sixteen area municipalities, each with similar, if not identical, service responsibilities is costly and inefficient because service responsibilities are restricted to municipal boundaries rather than more logical and rational service areas. Second, the existence of so many area municipalities, each operating in a small geographical area, has led to the use of a number of joint-use or joint-service agreements with many of these agreements being the subject of dispute and disagreement. Third, a major inadequacy of the 'status quo' is the hesitancy or unwillingness to migrate service responsibility to the level of government that can best control all benefits and costs within its borders (roads) and generate cost savings for taxpayers (administrative services such as tax billing and insurance). Fourth, there is some question as to whether or not the current tax and economic base of many of the area municipalities is strong enough to face the challenges and problems that will confront the residents of Victoria County in this century. Fifth, the fact that County Council is not constituted by directly elected members inhibits efficient and effective decision making. Sixth, if the current system had been functioning smoothly, effectively and efficiently, presumably this Commission would not have been created.

B.2 The New Reality:

Given that the Commission believes that the 'status quo' is no longer an option, the real challenge is to replace it with a structure that is best able to cope with the new reality in Ontario. For example, recent provincial downloading has been directed almost entirely to the County, thus increasing its' role so that county services now absorb forty-eight cents of every municipal property tax dollar; whereas the county absorbed an average of twenty-five cents of every dollar before downloading.

A growing tendency for people to live in one jurisdiction and work in neighbouring jurisdictions has, in many instances, effectively removed inter-municipal differences attributed to local preferences and produced a levelling out of resident expectations for both the quantity and quality of services provided across all municipalities.

Arguments that rural and tourist areas should be excluded from urban areas in any governing structure may be unrealistic and impractical for a variety of reasons. Urban areas are the focal point for most economic, recreational and social activity across a large geographical area. Consequently, the governance of an urban center revolves around the need to maintain a coherent balance among policies for the entire area - transportation issues impact on the rural area as much as the urban area; provision of social services and social housing for the rural and urban areas alike must be shared across the entire region to prevent the migration of recipients to the urban center leaving them with the burden of paying the entire bill; and region-wide land use planning is important if both rural and tourist communities are to retain their identity and resist the temptation to urbanise and capture the increased assessment. Rural areas around an urban centered jurisdiction generally have better arterial roads, more recreation programs, enhanced library services and better fire protection and safety standards, to name only a few, when compared with municipalities that are not part of an urban/rural governing structure.

B.3 Frequently Raised Concerns with Municipal Restructuring:

Many participants in the early stages of the consultation process raised a number of issues, concerns and questions about restructuring and its impact on taxpayers. For example, the Commission was told on a number of occasions that restructuring would not lower the cost of municipal services and would not reduce taxes. No evidence was ever provided, however, to support this allegation. In fact, the Commission had evidence supporting cost savings from amalgamations elsewhere. Furthermore, the only cost savings estimate on any potential municipal amalgamation in Victoria County indicated substantial savings would emerge.

Second, many participants suggested that amalgamations would lead to a loss in local identity. The notion that local identity is lost if a municipality no longer has its own governing unit is unwarranted and incorrect. Bobcaygeon will still be Bobcaygeon; Fenelon Falls will still be Fenelon Falls; and so on. At the moment, Coboconk is Coboconk and Bethany is Bethany and Kirkfield is Kirkfield and they do not have their own governing units.

Third, many written submissions stated that they should not have to pay for services that are not accessible to them. The Commission agreed with this position. Area rating and specific charges for services benefiting specific individuals would accommodate this concern.

Fourth, the Commission was told on a number of occasions that rural and urban communities should not be part of the same governing unit. This marriage would not work, it was alleged, because the differences are so great that they could not be accommodated. The Commission wonders about this. These kinds of marriages have worked in amalgamations in other Counties and the recent merger of Bobcaygeon and Verulam does not support this concern.

Fifth, the question was often asked – is cost savings the only rationale for restructuring? The short answer to this question is no! Obviously, cost savings are important but there is at least one other valid reason for restructuring and that is to create a fairer tax base for sharing the cost of those municipal services whose benefits spread across the County.

Sixth, a large number of submissions implored the Commission to retain a two-tier structure because, the submissions state, it provides residents/taxpayers with better access to local politicians and better representation. While access would be improved, this is not the same thing as saying that the political system is better. Accessibility, effectiveness and the quality of the representation system depends on the quality of elected officials and not numbers or location.

Seventh, many submissions and presentations spoke of the importance of maintaining volunteerism within each local community. Volunteerism is an important and essential ingredient in the vitality and life of these communities. The Commission agrees with this. The Commission does not share the view, however, that the level of volunteerism is

driven by the governing structure of the municipality. Volunteerism is determined by communities of interest and these communities will continue, regardless of the governing structure.

Eighth, a major concern of many residents and politicians revolved around what would happen to the assets and liabilities of a municipality after it merged or amalgamated with a neighbouring municipality. The Commission's position is that all accumulated reserves, reserve funds and development charge funds would remain with the taxpayers in the municipality that created them. They should be applied to their former municipality's share of future capital costs within the newly amalgamated municipality. Similarly, after amalgamation, the existing debt of a municipality (except for municipal buildings) should remain with property owners in that municipality's original boundaries. It should not be transferred to the property owners of the other municipalities within the amalgamated area.

Ninth, throughout the County, various donations or bequests have been designated for specific parks, heritage sites or facilities. These facilities are an important and vital component in every municipality where they are located and because of this, communities do not want to lose them or lose control of their operation. The Commission agrees with this and will not change it.

B.4 Options:

Local governments across Victoria County are responsible for a wide range of services designed to benefit local residents. It is critical, therefore, that the local government structure or system be designed to achieve this in the most efficient, effective and accountable manner. While any system will work if the right municipal officials are in charge or if municipal officials have a desire and willingness to make it work, a weak system may not achieve its desired goals or objectives if officials at the two levels have conflicting views or goals. Emphasis, here, is on responsibility for policy setting and funding. It is not on delivery. Services may be delivered in a variety of ways - direct provision by the local municipality, purchasing from another municipality or level of government, contracting from the private sector, use of volunteers, and so on.

From the Commission's first round of meetings with local councils and other stakeholders (early January) and public input through written and oral submissions, a vast majority supported a two-tier structure although there was no consistency or uniformity on a few critical issues. For example, opinions differed on the number of area municipalities that should be created. The most frequently mentioned number was four but considerably less than fifty percent of all two-tier supporters recommended this number. Other suggestions extended all the way to fourteen area municipalities. As well, those supporting a two-tier option lacked consistency in two other important areas. First, there was no consensus as to 'which level of municipal government should be responsible for what services', and second, there was no consistency in their views on whether County Councillors should serve concurrently on local and county councils or whether they should serve only on County Council. Finally, not a single submission in support of

a two-tier structure indicated how their version of a two-tier system would effectively overcome the problems with the current system.

While a small number of oral and written submissions supported a county wide, one-tier structure, their arguments were generally uniform and consistent. They viewed it as the option that would generate the greatest cost savings. It would eliminate the current two-tier system which, in their view, is not working and will not work because of ongoing conflicts and ‘squabbles’ at County Council. It would smooth the way for seamless service delivery, something that has not happened in the current two-tier system. Further, they continued, careful use of area rating would ensure that taxpayers do not pay for services that are not accessible to them.

An even smaller minority suggested that the County should be separated into two or three single-tier municipalities. While this option has the advantages of a single-tier system in that there is only one governing unit, there was no consensus on the governing structure for handling county-wide services. Some suggested that they should be handled through inter-municipal agreements, special purpose bodies, or a service or management board. Others, however, rejected these vehicles or instruments, but were unable to offer, in the Commission’s view, a viable and responsible way in which these responsibilities could be assumed.

B.5 Governance Structure – A Two Tier Option

Recent provincial downloading of service and funding responsibilities has left the municipal sector with an increased range of responsibilities with all downloaded services, other than septic tank inspection, assigned to the upper tier in a two-tier structure. Indeed, there was virtually no disagreement with the assignment of these services to the upper tier. Where disagreement surfaced, however, was over the assignment of services that have been provided and funded by the municipal sector for some time. After evaluating each municipal service based on: first, an appropriate set of principles for assigning responsibility in a two tier system; current practice in Victoria County; and available cost studies and best practices drawn from other jurisdictions, it was apparent that the vast majority of municipal services should be the responsibility of a single county-wide governing unit. This leaves very few service responsibilities for the lower tier other than fire suppression, parks and recreation, street lighting and sidewalks, and public transit, all of which could easily migrate to the upper tier with no loss in the ability of local communities to have different service standards. With such a restricted set of responsibilities, the Commission questions the wisdom, merits and relevance of retaining a lower tier level of government in Victoria County.

In spite of concerns as to whether or not there would be enough service responsibilities to justify a lower tier, the draft report assumed that one could exist. It did so by leaving all expenditure responsibilities with the level of municipal government currently responsible for them. In this structure, the Commission proposed four area municipalities plus a County. This was the option that was most frequently suggested by local councils.

Upper Tier Council: The following was the Commission’s proposal for the size and structure of the upper tier council in a two-tier system.

1. Size of Council – thirteen members made up of the Head of Council and twelve councillors.
2. Head of Council – elected at large by the electors in the County.
3. Distribution of Councillors – three councillors elected by wards from each of the four area municipalities
4. Directly elected Councillors – serve only on the upper tier Council.
5. Full-time or part-time positions – Head of Council is full-time and councillors are part-time.
6. Committee Structure – standing committees rather than Committee of the Whole.
7. Boards and Commissions – a seven member Police Service Board, a Board of Health, a Hydro-Electricity Board.

Councils in Area Municipalities: The following was the Commission’s proposal for the size and structure of the councils in each of the four area municipalities.

1. Size of Council – five members made up of the Head of Council and four councillors.
2. Head of Council – elected at large by the electors in the municipality.
3. Distribution of Councillors – four councillors elected by wards with ward boundaries not coterminous with the upper tier ward boundaries.
4. Directly elected Councillors – serve only on the Council in the area municipality.
5. Full-time or part-time positions – all positions are part-time.
6. Committee Structure – standing committees rather than Committee of the Whole.
7. Boards and Commissions – Conservation Authority, volunteer boards for recreation, cemeteries and fire, and so on, if required.

B.6 Governance Structure – A One-Tier Option:

In a one-tier system, there is only one governing unit and it would be responsible for all services.

1. Size of Council – seventeen members made up of the Head of Council and sixteen councillors.
2. Head of Council – elected at large by the electors in the County.
3. Distribution of Councillors – elected from newly created wards across the County.
4. Full-time or part-time positions – Head of Council is full-time and councillors are part-time.
5. Committee Structure – standing committees rather than Committee of the Whole.
6. Community Service Center – required to ensure residents have access to information and municipal services.
7. Boards and Commissions – a seven member Police Service Board, a Board of Health, a Hydro-Electricity Board, A Conservation Authority plus volunteer boards for recreation, fire, cemeteries and other areas as required.

B.7 Governance Structure – the Three Municipality Option

The three municipalities proposed included:

- the Town of Lindsay and the Township of Ops;
- all municipalities north of the Trent canal;
- all municipalities south of the Trent canal excluding Lindsay and Ops.

The design of this governance structure ignores issues of responsibility for services that generally benefit from being provided in geographical areas that are larger than those in the three municipality option. Once again and as with other options, this one was provided for discussion purposes.

1. Size of Council – each municipality would have a seven member council made up of the Head of Council and six councillors.
2. Head of Council – elected at large by the electors in each municipality.
3. Distribution of Councillors – elected from newly created wards in each of the municipalities across the County.
4. Full-time or part-time positions – Head of Council is full-time and councillors are part-time.
5. Committee Structure – standing committees rather than Committee of the Whole.
6. Boards and Commissions – a seven member Police Service Board, a Board of Health, a Hydro-Electricity Board, membership on the Conservation Authority plus volunteer boards for recreation, fire, cemeteries and other areas as required.

B.8 Estimated Cost Savings:

In the Commission's view, the estimated annual cost savings were conservative and easily achievable. Furthermore, they referred only to amalgamation or consolidation savings (consolidation of current municipal governments and the elimination of duplication). They did not include efficiency savings (cost savings from improvements in overall efficiency and process changes). Indeed, the Commission believes that additional savings under any of the options could be secured through changes in the way in which services are delivered, especially where improvements occur as a result of providing services in a seamless manner (unrestricted by existing municipal boundaries). It should also be noted that projected restructuring savings are limited to those areas supported by the property tax rate. They did not include estimates of potential savings that may result in user fee or utility rate reductions. Indeed, a recent estimate suggests that there will be significant cost savings from merging six municipal hydro-electrical utilities in Victoria County and the one in Millbrook.

Table 1 illustrates annual estimated cost savings under each of the three options. The one tier model estimated annual savings that were twice as much annually as either of the other alternatives. This is a saving that could be passed on to taxpayers in Victoria County. The transitional costs (one time implementation costs) are highest for the three municipality model and roughly the same for the other two possibilities. Transitional costs, it should be noted, for a provincially constituted Commission have always been

absorbed by the Province and there is every reason to believe that this practice would be applied in Victoria County.

Table 1: Estimated Cost Impact Under Possible Options			
	Two-Tier	Single-Tier	Three Municipalities
Annual Operating Cost Impact	Savings of \$ 1.6 million	Savings of \$ 3.3 million	Savings of \$ 1.7 million
Transitional Costs	\$ 5.4 million	\$ 5.5 million	\$ 6.4 million
Source: From the Commission's draft report, February 7, 2000, executive summary and Appendix C.			

B.9 Distribution of Tax Impact:

The Commission's view is that some services should be area rated to capture or permit differences in service standards and levels. In particular the Commission believes that area rating should be used to capture differences in service standards for transit, fire, police, solid waste collection/recycling and tax supported debt (excluding municipal buildings). Table 2 records this property tax impact on a residential property having an assessed value of \$100,000 for each option given that the estimated annual savings reported in Table 1 are achieved and passed on to taxpayers through tax changes.

B.10 Property Tax Phase-In:

In most amalgamation or restructuring studies, taxes on some property owners go up and taxes on other property owners go down. This generally arises because there is a different sharing of the tax base across all area municipalities for county-wide services after the amalgamation when compared with before the amalgamation. To offset significant increases, the Commission believes that there must be a phase in period.

All increases in the rates of taxation for municipal purposes for the new municipality that occur solely as a result of restructuring should be phased in over a five-year period. Where tax increases arise for some property owners, such amounts should be financed by a reduction in the decrease in tax rates for other property owners over an equivalent period.

Table 2: Property Tax Impact on A Residential Property Assessed at \$100,000 Under Each Option With Area Rating for Transit, Fire, Police, Waste Collection/Recycling and Tax Supported Debt (excluding municipal buildings).				
Municipality	Actual Tax ¹	Two-Tier	Single-Tier	Three Municipalities
Town:	\$			
Lindsay	1,512	-5%	-13%	-4%
Villages:				
Bobcaygeon	1,130	-4%	-12%	-4%
Fenelon Falls	1,246	-4%	-11%	-4%
Omemee	1,190	-10%	0%	-6%
Sturgeon Point	1,140	-19%	-27%	-19%
Woodville	1,148	-16%	-14%	-20%
Townships:				
Bexley	1,031	-5%	-13%	-5%
Carden	1,128	-16%	-23%	-16%
Dalton	958	1%	-7%	1%
Eldon	874	4%	7%	-2%
Emily	924	-9%	3%	-4%
Fenelon	892	-5%	-3%	-11%
Laxton, Digby & Longford	1,051	-7%	-15%	-7%
Manvers	809	6%	20%	11%
Mariposa	928	-2%	0%	-7%
Ops	950	19%	5%	20%
Somerville	959	0%	-8%	1%
Verulam	1,080	-7%	-15%	-7%
# households with reductions		26,115	22,344	27,796
# households with no change		2,301	3,379	0
# households with increases		5,649	8,042	6,269
# households with > 10%		1,644	2,024	3,668
¹ 1999 actual tax rates have been restated for Mariposa and Manvers (streetlighting), Marisposa (waste collection and recycling), Woodville (landfill and recycling).				
The figures for some municipalities in this table differ slightly from those provided in the draft report because one of the municipalities inadvertently provided the Commission with an incorrect table. Following publication of the draft report, the correct table was submitted and the data were adjusted.				
Source: From the Commission's draft report, February 7, 2000, executive summary and Appendix C.				

C. Response to the Draft Report

The response to the draft report was intensive and wide-ranging. The intensity was reflected in the volume of submissions received daily, especially during the last two weeks leading up to February 25, 2000. The range of these submissions extended from signatures on form letters to lengthy and detailed analysis and comments on the draft report. Not only was the Commission overwhelmed by the volume of responses, it was equally impressed with the conviction, passion and determination of all those who participated. As with any public input process where a range and variety of solutions are offered, however, not everyone will be satisfied with the outcome. In fact, the wide range of solutions presented to the Commission suggests that no more than ten or twenty percent of the participants are likely to be satisfied with any specific option because no more than ten or twenty percent of the participants seem to agree on a specific solution or option.

C.1 Summary of Submissions

All submissions : From the beginning of the process until February 25, 2000, the Commission received 613 written submissions.³ By way of comparison, the Special Advisor for the Region of Sudbury received a total of 87 submissions⁴ from a population base that is at least three times that of Victoria County. The Special Advisor for the Region of Hamilton- Wentworth received 247 submissions⁵ from a population of about 470,000. The Special Advisor for the Region of Ottawa-Carleton got 1,026 submissions⁶ from a population of around 750,000. The Special Advisor for Haldimand-Norfolk received over 340 submissions⁷ from more than 96,000 people. The restructuring report for Chatham-Kent reported 234 submissions⁸ from a population base that is approximately fifty percent higher than that of Victoria County.

Of the 613 submissions received by the Victoria County Restructuring Commission, about 80 did not comment on the preferred governing option. Instead, they asked

³ The public could inspect all submissions received by the Commission at the Clerk's Division of the Administrative Service Department (second floor) in the Administration Building of the County of Victoria, 26 Francis Street, Lindsay, up to and including March 10, 2000. A list of those submitting, the date when the Commission received each submission and the page number of the submission in the Volume where the submissions were stored is recorded in Appendix B.

⁴ Hugh J. Thomas, *Report to the Minister of Municipal Affairs and Housing on Local Government Reform for Sudbury*, November 26, 1999, Appendix D.

⁵ David S. O'Brien, *Report to the Minister of Municipal Affairs and Housing: Local Government Reform for Hamilton-Wentworth*, November 26, 1999, page 5.

⁶ Glen S. Shortliffe, *Report to the Minister of Municipal Affairs and Housing: Local Government Reform in the Regional Municipality of Ottawa-Carleton*, November 26, 1999, page 21.

⁷ Milt Farrow, *Report of Special Advisor: Haldimand-Norfolk Review*, November 1999, page 8.

⁸ *Final Restructuring Proposal for Kent County and the City of Chatham and Order of the Commission*, page 1, April 28, 1997

questions or expressed concerns about the treatment of assets, debt, liabilities, reserves, employment, documentation of historical records, volunteerism, community identity, etc. The remaining 530 or so offered opinions on the choice of governing structure. These may be summarized briefly as follows:

- Before the draft report was released, about 84% of respondents favoring one type of governing structure or another supported the status quo or a two-tier system and 16% favored some type of single tier.
- After the draft report was released, about 64% favored the status quo or two tier while 36% favored either a single tier or three single tier municipalities.
- Overall (from beginning until February 25), 74% favored the status quo or two-tier and 26% favored a version of a single tier system.

These 613 submissions, it should be noted, include some individuals and councils who submitted more than once – a few individuals contributed four times. As well, they include second submissions from a handful of people and local councils that differed from their first submissions.

Council submissions : The Commission held two rounds of meetings with each Council (Bexley, Laxton. Digby & Longford, and Somerville asked to meet as one group). The first round of meetings was held from January 5 to January 10, 2000. From these fifteen meetings, there emerged ten written submissions (five councils including County Council did not provide a written brief). All written submissions recommended the retention of the ‘status quo’ or some form of two tier structure although there was no consistency in the number of area municipalities that should exist or in ‘who should be responsible for what’ within a two-tier structure.

The second round of meetings was held from February 28 to March 1, 2000, although written submissions were due by February 25. Eleven Councils provided written submissions on the draft report – four including County Council did not make a submission following release of the draft report. Of these eleven submissions, two preferred the single tier option (Carden/Dalton and Woodville), two preferred the three municipality option (Lindsay and Ops), and the remainder preferred the ‘status quo’ or some form of two tier structure. As with the earlier submissions, supporters of the ‘status quo’ or two tier had differing views on the number of area municipalities that should exist and in ‘who should be responsible for what’ within this structure.

It should also be mentioned that the Commission observed a different tone in the second round of meetings with most local councils. Specifically, the Commission was impressed with the general willingness of most Councils and Councillors to get on with restructuring and to ensure that the recommended option (regardless of the option) is implemented and that it works effectively, efficiently and in the best interests of the taxpayers. This willingness was not as prevalent in the first round of meetings where many Councillors seemed to be entrenched in a specific option and somewhat resistant to any alternative other than their preferred choice.

Public Meetings: While the Commission was required to hold one public meeting, four were held – February 15 in Coboconk in the afternoon and Bobcaygeon in the evening; February 16 in Lindsay in the afternoon and evening. The Commission estimated that approximately 600 people attended these four meetings. In addition to a number of questions being raised from the floor, the Commission wishes to note that:

- fifteen written submissions were offered - two were identical but presented by two different individuals;
- thirty-one individuals made presentations – sixteen were oral presentations;
- one person spoke at all four meetings and is counted four times in the thirty-one presentations;
- one person spoke at three meetings and is counted three times in the thirty-one presentations;
- two individuals spoke at two meetings and they are counted twice in the thirty-one presentations;
- in total, twenty-four different individuals delivered written or oral presentations.

C.2 Major Issues:

While a range of supportive and critical comments were generated as a result of the draft report, discussion here concentrates on the more significant criticisms that were made following its release. At the outset, it should be stated that criticisms such as the Commission process was unfair; the time frame was too short to allow for sufficient input; the timing of the Commissioner’s appointment (over Christmas and New Years); and the timing of the public meetings (seasonal property owners were not present) are not addressed by the Commission because these were not of the Commission’s making. The Commission was established by the Province under Section 25 of the *Municipal Act* – this dictated the process that it followed. Setting this aside, the remainder of this section attempts to respond to the major criticisms directed at the different governing structures outlined in the draft report. For convenience sake, this discussion is organized by potential alternatives. As well, it should be remembered that the Commission in reaching its preferred option was guided by the Terms of Reference for this study.⁹

‘Status Quo’: Supporters of this option criticized the draft report for not considering the ‘status quo’ as an alternative. The Commission rejects this criticism and believes it was considered as an option but was rejected because its retention would not adequately permit the Commission to meet the Terms of Reference which call for fewer municipalities, fewer politicians, reduced spending, reduced duplication and overlap, and an improved ability to capture the costs and benefits of municipal services within the same jurisdiction. Nor, in the Commission’s view, did its supporters effectively counter the criticism of the current system as outlined and described on pages 21-23 of the draft report.

⁹ See Appendix C.

Two-Tier: While the number of submissions supporting a two-tier system outnumbered those supporting any other option, the percentage of submissions in support of this alternative declined following release of the draft report. These more recent submissions, like the earlier ones, lacked consistency or uniformity in critical areas. For instance, opinions differed on the number of area municipalities that should be created. Suggestions ranged from three to fourteen. As well, those supporting a two-tier option lacked consistency in two other important areas; first, in ‘which level of municipal government should do what’ and second, in ‘the composition of the upper tier council’. In these last two areas, however, the Commission noted a change in the arguments and content of a number of submissions throughout the consultation process. After the draft report was released, proportionately more of the two-tier supporters agreed with the Commission’s allocation of service responsibilities and in direct election to the upper tier council (pages 31 – 54 and Appendix A in the draft report). For example, one Council¹⁰, while not offering any specific criticism of the Commission’s assignment of service responsibility, suggested that the area municipalities in a two-tier structure would be responsible for “..selling dog tags, changing street light bulbs, fighting fires and cutting grass in parks.” This same submission wondered, then, “..why bother with a lower tier level of government.” For those submissions not supporting the Commission’s assignment of service responsibility in a two-tier system or direct election of councillors to the upper tier, their position was generally based on an assertion or statement and almost always devoid of any supportive argument based on principles, best practice and available evidence.

Finally, while some supporters of the two-tier structure were skeptical as to whether or not cost savings could be achieved under any of the options, many others accepted the fact that costs savings were possible. Indeed, many in the latter group recognized that the savings would be less under a two-tier system than under a single tier system. At the same time, most of them told the Commission that, in their view, this would be a reasonable price to pay for maintaining local autonomy and better representation.

In summary, the Commission rejects the two-tier system for a variety of reasons, many of which were identified in the draft report and some of which have been repeated here. First, there was no agreement over the number of area municipalities that should exist. Second, over the course of the public consultation process, there was increasing support for more upper tier service responsibility and for direct election of upper tier councillors. Given this, the Commission sees no solid argument for retaining a two-tier level of government in Victoria County. There is really nothing of significance left for the lower tier that cannot be accommodated in some type of single tier structure.¹¹

¹⁰ Submission from the Village of Omeme Council, February 24, 2000, p. 1.

¹¹ All four Special Advisors reports released last fall (reported in footnotes 4, 5, 6 and 7) rejected the status quo or a two-tier system as being a viable option for municipal restructuring. Similarly, a recently released report by the Canadian Urban Institute for Municipal Restructuring in Muskoka (*Alternative Governance and Service Delivery Model for Muskoka*, February 25, 2000) rejected both the status quo and a modified two-tier structure as being a viable governing option. Finally, the same conclusion was reached in the *Final Restructuring Proposal for Kent County and the City of Chatham*, April 28, 1997, p. 10.

Three Single-Tier Municipalities: Following release of the draft report, the number of submissions or form letters supporting three single tier municipalities increased although not as many supported this option as supported the single tier option. Among the submissions supporting this option, the Commission was impressed with the amount of effort, level of detail, and quality of argument, especially in three of them.¹² Having said this, however, the Commission remains concerned about some potentially serious problems with the creation of three municipalities. Three municipalities rather than one would be more costly because there would be three virtually identical administrative structures with a population of around 20,000 to 25,000 in each of them. Is this large enough for a municipality to have its own independent, efficient and effective governing structure? The literature on the optimal size of a municipality, scarce as it may be, supports much larger municipalities than those with 20,000 to 25,000 people.¹³ Furthermore, the Commission does not believe that three single tier municipalities effectively satisfies one of the criteria in the Terms of Reference; specifically, ‘best value for taxpayer’s dollar’ (see Table 3 and Appendix C). Given this relatively small size, further problems emerge. For example, who would be responsible for services that the province has mandated, at the very minimum, must be the responsibility of a county-wide or region-wide body? How would taxpayers benefit from those services that provide county-wide or region-wide economies of scale or whose costs and/or benefits would spill across jurisdictional boundaries in the three municipality scenario? While the supporters of the three-municipality model have argued that that these concerns could be handled through the use of carefully drawn up joint-use or inter-municipal agreements, the Commission remains unconvinced.¹⁴

The Commission continues to believe that inter-municipal (joint-use or joint-service) agreements create the potential for serious problems. For instance, at some point in time, difficulties emerge and problems surface with these arrangements. The municipality buying the service eventually becomes upset with the cost and generally suspects that it is being overcharged, particularly with respect to overhead. The municipality selling the service frequently develops concerns because it does not feel that it is fairly compensated. As partial support for this, one may refer to the current arrangement for social services in Victoria and Haliburton Counties. The County of Victoria employs the staff and handles all caseloads in Haliburton County on a fee per case base. Haliburton has expressed concern because they do not have control over the employees and feel, therefore, that they do not have enough control over what is going on. Victoria also has concerns over the

¹² “*The People’s Choice: Shaping our Government*”, by Paul Pagneulo, Ted Spearing and Shawn Sutcliffe, January 17, 2000; “*A Response to the Draft Report of the Victoria County Restructuring Commission*”, by Paul Pagneulo, Ted Spearing and Shawn Sutcliffe, February 20, 2000; and “*Options for Restructuring Municipal Government in Victoria County: Discussion Paper and Final Submission*”, by the Town of Lindsay, February 25, 2000.

¹³ The Special Advisor’s report for Hamilton-Wentworth (reported in footnote 5) suggested that a city of 65,000 people is not large enough to have the economic strength to thrive in the future (page 37).

¹⁴ A special purpose board could be used in place of joint-use agreements but the Commission rejected this option in the draft report because it is an inferior form of two-tier and supporters of the three municipality model generally rejected it as well (see submissions sighted in footnotes 11 and 12).

funding formula which is based on caseloads and not on assessment. The discontent with this agreement has been greater than it need be and greater than it would likely be if this service were provided by one governing unit over the entire jurisdiction. In reality, then, inter-municipal agreements are a 'second best' solution for they can lead to a jungle of 'ad hoc' and complex arrangements that even the most conscientious municipal voter will have trouble understanding. They can reduce local accountability and lead to inefficiency and ineffectiveness in service responsibility.¹⁵

To gain further insight into the day-to-day working problems of joint use agreements, the Commission contacted a few municipal administrators in municipalities where there is a County that includes a separated city. This is similar to the situation that would exist if Victoria County were separated into three independent municipalities. In models of this sort, joint-use agreements are needed for municipal services that spread across municipal boundaries. In every instance, the administrators identified problems, not unlike those mentioned in the preceding paragraph. For example, one administrator noted that every municipal agreement involving the City and County has gone or is going to arbitration unless the province has specifically stipulated how the cost of services encompassing the entire area (county plus city) are to be apportioned. In another case, an administrator argued that the ongoing administration of joint use agreements consumes considerable time and complexity in ensuring accountability and fairness. In the county and city where this situation exists, it was noted that the County and City have agreements for the joint delivery of housing, welfare, daycare and land ambulance. As part of these agreements, a Joint Services Steering Committee has been created. This committee includes three city councillors, three county councillors, the CAO and treasurer from each of the county and city. As well, other support staff attend each meeting. In the opinion of one participating administrator, this committee is a waste of time but is required to ensure that the types of problems identified in the preceding paragraph are not experienced. Further, this administrator concluded that single-tier responsibility would eliminate joint-use agreements, remove the need for this Committee and free up the time of approximately six to eight senior staff.

In short, then, responses to the Commission's draft report did not persuade it that inter-municipal or joint-use agreements were an effective solution to the problems posed above. Avoidance of joint-use agreements is not the only reason for rejecting the three municipality model, however. There are other reasons. The Commission continues to be concerned about the competition that would inevitably emerge when these municipalities compete with each other in attracting development and tourism. Situations such as this where municipalities compete with each other work against county-wide or region-wide interests and undermine the ability of the entire area to speak with a single identifiable voice. This kind of competition is prone to generating conflict rather than co-operation. It is a major concern that should not be treated lightly, especially in a rapidly changing

¹⁵ Similar criticisms of inter-municipal or joint-use agreements are noted in the Special Advisor's report for Ottawa-Carleton (noted in footnote 6), page 30; in the Village of Woodville's submission to the Commission on February 24, 2000; and in a submission from Heather Muir on February 20, 2000.

global economy where the importance of co-ordinated and integrated policies cannot be understated.¹⁶

Arguments that three municipalities will give residents greater access to politicians and services can be accommodated equally well through the use of municipal service centers and information desks in municipal libraries in a single tier structure. Similarly, the view that three municipalities will permit greater diversity in services that are purely local in nature could also be handled through the use of area rating in a single tier model.

Implementation of three, four or five single-tier municipalities in place of a two-tier or single tier system was rejected by the Special Advisors in their reports for the Regions of Hamilton-Wentworth, Ottawa-Carleton, and Sudbury.¹⁷ The reasons for rejection were similar to those provided in this Commission's draft report and in the preceding paragraphs even though the population base in each of those municipalities would have been considerably higher than in the model for Victoria County. By contrast, however, the Special Advisor's report for Haldimand-Norfolk recommended that the two-tier regional structure be replaced by two single-tier municipalities, one with an electoral base of more than 53,000 and the other with an electoral base of almost 38,000. Both of these municipalities are considerably larger than any that would exist if Victoria County were separated into three municipalities.

Finally, the contention that three municipalities would provide a more competitive environment and a better opportunity to 'benchmark' continue to be arguments for the way in which services are delivered and not necessarily for the governing structure. Indeed, the ability to deliver services in a competitive environment was a critical and major component of two of the submissions¹⁸ recommending the three-municipality option. Their emphasis on the use of Alternate Service Delivery options (ASD) in securing cost savings and operational efficiencies is supported by the Commission. The Commission does not believe, however, that a municipality with a population of 20,000 to 25,000 is of sufficient size to enter into an efficient and effective ASD for many services without the co-operation of a larger population base through the use of inter-municipal agreements. Furthermore, it is the Commission's view that the most efficient and cost effective way of entering into ASD possibilities is through a larger municipality where one does not have to enter into joint-use agreements and is not restricted by municipal boundaries. Seamless service areas unrestricted by municipal boundaries offer the greatest opportunity for choice of delivery systems, cost savings and operational efficiencies.

¹⁶ For a similar argument, see Special Advisor's report for Hamilton-Wentworth (noted in footnote 5), page 35.

¹⁷ Reports are listed in footnotes 4, 5 and 6.

¹⁸ "*The People's Choice: Shaping Our Government*", by Paul Pagneulo, Ted Spearing and Shawn A. Sutcliffe, January 17, 2000; and "*A Response to the Draft Report of the Victoria County Restructuring Commission*", by Paul Pagneulo, Ted Spearing and Shawn Sutcliffe, February 20, 2000

Single Tier: Critics of a single tier structure for Victoria County argued that the area is too big and diverse (agriculture, recreation, urban, rural) to be governed by a single tier governing structure. When compared with a two-tier system and three municipality model, it was alleged that taxpayers would have less accessibility to their elected politicians. As well, differentials in service levels in response to taxpayers' desires are less likely to be recognized under a single tier structure. While the Commission heard these criticisms, it believes that they can be overcome in a carefully designed single tier system and it is this system that is described in the next section of this report.

Summary: In addition to the written submissions and following release of the draft report, the Commission completed its own numerical evaluation of how each of the above discussed options could satisfy the principles set out in the Terms of Reference. As with any evaluation, the Commission recognized that some individuals would disagree over the ranking of the respective options when it comes to achieving a set of principles or goals. Indeed, in support of this, one need go no further than to read the wide range of opinions provided throughout the consultation process. In spite of possible criticisms of providing such a ranking, however, the Commission believed that this exercise was critical in reaching a decision on its preferred choice. In this ranking, the option that is most likely to achieve each principle is given a score of five and the one that is least likely to achieve the required principle is assigned the lowest score – it could be as low as one but it need not be. Scores in between these two numbers reflect the extent to which the option is likely or not likely, in the view of the Commission, to meet each of the principles. Rankings and total scores for each option are provided in Table 3.

From this ranking, the single tier scores substantially higher than either of the other options in achieving four of the five principles. The only principle for which none of the options come out a clear winner is in effective representation. Here, the status quo with its large number of politicians scores slightly higher than the rest. In this representation category, however, the Commission considers that each of the options is equally accountable, primarily because the Commission believes that accountability is dependent on the quality of the politician and not on the number of politicians.

In summary, as Table 3 illustrates, the Commission is of the view that a single tier government for Victoria County is the best option for meeting the principles as set out in the Terms of Reference. As well, it would create the fewest problems and has the potential for generating the greatest savings

Governing structure:

All municipal governments, including the County, in Victoria County shall be dissolved and replaced with one single tier municipal government on January 1, 2001.

Table 3: The Commission’s Evaluation of Each Option’s Likelihood of Achieving the Principles Listed in the Terms of Reference for this Commission (listed in Appendix C)

Principles	Status Quo Option	Two Tier Option	Single Tier Option	Three Municipality Option
Less government:				
- fewer municipalities	1	3	5	4
- reduced municipal spending	1	3	5	3
- fewer elected representatives	1	3	5	4
- reduced special purpose bodies/joint-use agreements	1	4	5	2
Effective representation:				
- accessible	5	4	3	3
- accountable	5	5	5	5
- representative of population	5	4	3	4
- size to permit efficient priority setting	1	4	5	3
Best value for taxpayer’s dollar:				
- efficient service delivery	1	4	5	3
- reduced duplication and overlap	1	3	5	3
- ability to capture the costs and benefits of municipal services within the same jurisdiction	1	4	5	3
- clear delineation of responsibilities between local government bodies	1	3	5	5
Ability to provide municipal services from municipal resources:				
- local self reliance to finance municipal services	1	4	5	3
- ability to retain and attract highly qualified staff	1	3	5	3
Supportive environment for job creation, investment and economic growth:				
- streamlined, simplified government	1	3	5	4
- high quality services at the lowest possible cost	1	3	5	4
Total Score	28	57	76	56
Each of the principles to be achieved in the Terms of Reference was ranked by the Commission with 5 representing the highest score and 1 representing the lowest score.				

Alleged Predisposition of Commissioner to Single Tier: Before describing the single tier structure for the new municipality, the Commissioner believes it would be appropriate to comment on the allegation that he was predisposed to a single tier structure¹⁹ when the Commission was set up (middle of December, 1999). Presumably, this predisposition was based on the contents of a speech that the Commissioner gave at a conference in October 1999²⁰ because at no time during the completion of this study, did the Commissioner indicate a preference for a single tier. Furthermore, it should be noted that the speech was written in general terms without specific application to any county or region. Obviously, the appropriate governing structure for any municipal configuration must take into consideration local, special or unique circumstances – as was done in this study. In some cases, this might dictate retention of the ‘status quo’; in other cases, it might dictate a modified two tier (fewer area municipalities with an upper tier), or a single tier, or a series of single tiers. All of these options were evaluated in the draft report (released on February 7, 2000) – a report that generated considerable public response.²¹

To argue that the Commissioner was predisposed to a single tier based on the contents of one speech is misleading. The Commissioner, since 1997, has completed three county-wide municipal restructuring studies in Ontario²² where the continuation of a two tier system was recommended and implemented in each instance. In other words, the Commissioner has, in the recent past, shown a greater preference for a two-tier system than a single tier system. The question that may be asked, then, is why did the Commissioner not recommend a two-tier system for Victoria County? In response, the Commissioner wishes to draw the reader’s attention to the contents of the draft report where each alternative was evaluated and to further evaluations in this report. In addition, it must be emphasized that public input prior to release of the draft report and public response after its release played a critical and crucial role in assisting the Commission in coming up with a preferred option. Having noted this, however, the Commission wishes to emphasize that its task was not to merely total the number of supporters for each of the options and to select the most preferred choice. After all, this type of decision could have been reached through a referendum at much less cost. Rather, the Commission’s task was to evaluate each of the submissions and to analyze them in terms of their ability to meet

¹⁹ This was the essence of a motion for an injunction brought against the Province and the Commissioner by five municipalities and a group of residents, February 24, 2000.

²⁰ Harry Kitchen, “Ontario: Municipal Funding Responsibilities and Governing Structure at the Millennium”, a speech presented to the Association of Counties and Regions of Ontario, Ottawa, October 25, 1999.

²¹ 329 of the 613 written submissions received by the Commission followed release of the draft report.

²² “County of Renfrew Municipal Governance Study”, for the County of Renfrew, February 26, 1998; “Wellington County Restructuring Study”, for the County of Wellington Restructuring Committee, September 18, 1997; “Peterborough County/City Municipal Review”, for the Joint Restructuring Committee of the City and County of Peterborough, May 1, 1997. These studies were completed by W. Douglas Armstrong and Harry Kitchen.

the Terms of Reference for this study. As well, the Commission drew from experience with best practices elsewhere and from the cost impact of each potential option. When all evidence was compiled and considered, the Commission believes that supporters of the status quo, or a modified two-tier, or three single-tier municipalities were unable to offer solutions that would effectively overcome the problems that either exist or would surface under each of these alternatives. These problems were outlined and discussed in the draft report and partially reiterated, once again, earlier in this section.

While those who disapprove of the Commission's choice may not be satisfied with the process and the value or importance of their input, the Commission wishes to remind readers that it faced a variety of suggestions and recommendations for all options. Since only one can be chosen, it may not be surprising, then, to observe unhappiness or dissatisfaction from those who disagree with this choice. It was not an easy one, but it did rely very heavily on public input that was overwhelming and impressive in both its quantity and quality.

D. A Single Tier Structure

Under one tier, all local municipalities would be amalgamated to form one large municipality. Since there would only be one level of municipal government across the entire geographical area, all municipal services would be the responsibility of this one level of government. As well, there would only be one political body responsible for making decisions. This is not to imply that uniform standards and service levels will be provided everywhere. Differences may be captured through the use of area rating, special charges or user fees.

Not only does a one tier governing structure permit a municipality to meet the above mentioned objectives, it more quickly and successfully provides an environment in which the business community and residents are able to meet and adapt to the challenges of the new economy and to compete effectively on the provincial, national and international scene. In particular, a single tier municipality can more efficiently and effectively work towards a uniform and improved physical (highways and roads, road, water, sewer and electricity) and social or recreational (parks, recreation, libraries) infrastructure. It will eliminate the inefficient and wasteful competition that frequently exists when one municipality competes with others to attract development away from neighbouring jurisdictions without recognizing that it matters not where the new development locates or expands because everyone in the wider area benefits. A single tier level of government will have the financial strength (base) to accept new responsibilities and to implement cost-sharing equity for those services that benefit all residents of the county. Finally, a single tier municipality can more effectively initiate policies that will avoid the social decay and environmental degradation that frequently surfaces in an area fractured by a number of separate governing units.

Increasing evidence in favour of moving to a one-tier structure for decision-making and funding responsibility may be noted in a number of ways. First, recent provincial

downloading initiatives have been directed almost entirely to the upper tier, thus increasing its relative importance.

Second, lower costs for one-tier structures on a region-wide or county-wide basis in Ontario have been noted in a number of geographical areas. For example, the following is a list of recently realized or predicted cost savings under a single-tier structure in Ontario municipalities.

- A financial review of the first three years for Chatham-Kent states that annual net savings due to restructuring amounted to \$6.8 million (from CAO's office of Chatham-Kent, January 2000).
- A recent report for the District of Muskoka indicates that a one tier governing structure for the District of Muskoka would generate annual operating savings of \$4.0 to \$6.0 million when compared with the 'status quo'. This same study indicated that the creation of two single tiers instead of one single tier would save about \$1 million less. (*Alternative Governance and Service Delivery Model for Muskoka*, Canadian Urban Institute February 25, 2000).
- Brant County's move to a one-tier level of government identified expenditure reductions of \$2.2 million. A move to a modified two-tier, by comparison, would have lowered spending by \$1.3 million (reported in "A Review of Local Government In Dufferin County", by Solutions North and Harvan Consulting, September 30, 1999, p. 42).
- Prince Edward County's move to a one-tier governing structure is estimated to have saved \$1.2 million (reported in "A Review of Local Government In Dufferin County", by Solutions North and Harvan Consulting, September 30, 1999, p. 42).
- A relatively recent report for Dufferin County estimates that a one-tier structure could save \$3 million while a modified two-tier structure could save \$1.3 million ("A Review of Local Government In Dufferin County", by Solutions North and Harvan Consulting, September 30, 1999, p. 43).
- The amalgamation in Toronto saved over \$48 million in 1998 and is estimated to be on track to save \$72.5 million in 1999 and a further \$29.3 million in 2000 (in "Building the New City of Toronto: Status Report on Amalgamation - January 1998 to June 1999", p. 10).
- A recent study for Ottawa-Carleton predicted savings of \$50 million to \$80 million for a one-tier system. By comparison, savings from a three city model would amount to one-sixth of the single tier option (by KPMG, "Ottawa-Carleton restructuring Options - A Financial Analysis", August 25, 1999). The Special Advisor's report for Ottawa-Carleton estimated the net savings that could be applied to the property tax by moving to one-tier to be \$50 million (Special Advisor's Report to the Minister, "Local Government Reform in the Municipality of Ottawa-Carleton", November 25, 1999).
- A financial analysis completed by KPMG for the Region of Sudbury's submission to the Special Advisor appointed by the provincial government indicated that a one-tier structure for the Region would save \$8 million (attached to the Regional Chair's submission on October 14, 1999). The Special Advisor's report for Sudbury estimated the savings by moving to one-tier to be \$8.5 million (Special

- Advisor's Report to the Minister, "Sudbury 2001", November 25, 1999).
- The Special Advisor's report on Hamilton- Wentworth (October 19, 1999) projected an annual saving of \$10 million under a one-tier system. This is over and above the savings of \$19.5 million previously realized as a result of administrative consolidation of the Region and City of Hamilton.
- The Special Advisor's report for Haldimand-Norfolk estimated annual savings from moving to one-tier to be \$4 million. Comparable projected savings from moving to two single tiers was estimated to be \$2.55 million ("Report of the Special Advisor", November 1999).

Third, while most municipal politicians, administrators and policy analysts argue that income distributional services such as welfare and social housing should be funded entirely by the province, the reality is that municipalities are now responsible for funding social housing and around 20 percent of welfare services. Clearly, all arguments point to county-wide funding of these services for a variety of reasons. First, to discourage a municipality from exporting (transferring) its costs to other municipalities by encouraging social service recipients, for example, to move to different areas. Second, given that the province has linked GWA and Ontario Works, most of the workfare projects are located in urban areas; hence, many GWA recipients will be moving to these areas. Burdening taxpayers of an urban center with additional GWA costs is unfair because taxpayers in this municipality would end up paying for a service that would otherwise not be their responsibility. Third, facilities for social housing are almost always located in urban municipalities and occupied by residents from across the entire area (and from beyond). To apportion the municipal cost for these facilities on any basis other than one that extends across the entire region would be unfair. Why should the municipality in which the unit is housed, fund the cost for occupants from outside the local jurisdiction?

To overcome the criticism that a county-wide governing structure may be seen as distant and inaccessible because of the vast area encompassed, a network of 'municipal service center' should be set up and should operate out of a few of the existing municipal offices or municipal libraries. These offices should have a skeleton staff to provide a prescribed set of services or information for local residents. In fact, these offices could continue to provide the types of assistance that is currently available from local municipal offices.

Most of the remaining criticisms (other than accessibility which was discussed in the preceding paragraph) of a single tier structure revolve around concerns over the cost of delivering services and not with the governance structure. For example, as was identified in at least two of the submissions,²³ competition can be secured through greater use of alternative service delivery vehicles such as 'contracting out'. Competitive elements exist when the private sector is permitted to compete (through bidding) against the public sector. In Canadian municipalities where this has occurred, primarily for solid waste collection and in some cases for maintenance of roads, per unit costs have been similar for both private and public sector collectors. This similarity in costs, it has been observed,

²³ Reported in footnote 18.

is the result of competitive forces.²⁴ In fact, contracting out and competition may be possible for almost every municipal service. Briefly and succinctly, most of the efficiency gains from contracting out have resulted from an increased scope for or increasing competition, however, these gains may not be possible without some private ownership. In other words, some degree of privatization through contracting out may be a necessary but not sufficient condition for substantial performance improvements.

Further performance improvements could be secured through benchmarking the costs of delivering municipal services in Victory County with other municipalities of similar size across the province. The results of this exercise could be reported annually in a 'report card' that presents per unit costs for all services across all comparable municipalities in Ontario. This would permit taxpayers to compare the performance of their local council with other municipalities and to judge whether or not Council's performance is acceptable.

While it may be true that the least costly and most efficient size of municipal government differs for most services, all evidence obtained by this Commission (reported above and further expanded in Appendix A of the draft report) indicated that savings are larger when service responsibility is assumed by larger governing jurisdictions (such as a county or region) rather than smaller governing jurisdictions. Further, for those services that only benefit specific areas of the larger jurisdiction or where local preferences may dictate different standards and levels, these could be accommodated and funded from revenues collected from beneficiaries of the service through user fees or special charges on the property tax bill.

The claim made in many of the submissions that the area is too large to be governed by a single-tier governing unit and that this will lead to disastrous and harmful consequences is one that the Commission has treated seriously. Although no one actually provided evidence of the kinds of serious consequences that would be generated under a one-tier structure, the Commission believes that it is important to allay as many concerns as possible. To this end, the Commission believes that a judicious use of municipal service centers and information desks should overcome this concern. While critics may dismiss these as being of little use, the Commission believes that they are necessary. Further, the Commission believes that concerns over the geographical size of the area and the distance involved are exaggerated. In fact, one submission from a cottage owner who lives in Toronto may have summed it up. "We listened to many Toronto neighbours complain a year or so back about the impending horrors that would flow from the amalgamation of six cities into the new Toronto. None of these bad things occurred and indeed Toronto is a better place due to the amalgamation, and most Torontonians have long forgotten why they were upset in the first place." It might also be noted that many opponents of the mega-city merger claimed that its implementation by the Province (in 1997) would lead to a number of the Conservative MPPs, especially those in the GTA, losing their seats in

²⁴ Harry Kitchen, "Private Provision of Local Public Services: Canadian Evidence and Interpretation", Working Paper 94-05, Department of Economics, Trent University, Peterborough, Ontario; and "A Response to the Draft Report of the Victoria County Restructuring Commission", by Paul Pagneulo, Ted Spearing and Shawn Sutcliffe, February 20, 2000, pp. 42-80.

the 1999 provincial election. Clearly, this did not happen. In fact, the provincial election was held and it is virtually impossible to find any record of any criticism or comment that was levied against the amalgamation during the 1999 provincial election campaign.

D.1 Cost Impact Analysis of Single Tier

Annual Operating Costs: The Commission's draft report (Appendix C, section C-4) estimated an annual consolidation savings of \$3.3 million within two-years of implementing a single tier structure based on 1998 figures (the last year for which the Commission had audited financial information on a consistent and uniform basis). Furthermore, it is the Commission's view that these estimated annual savings are conservative and easily achievable. They refer only to amalgamation or consolidation savings (consolidation of current municipal governments and the elimination of duplication). They do not include efficiency savings (cost savings from improvements in overall efficiency and process changes) that could be achieved through the implementation of Alternative Delivery Systems, for example. Indeed, the Commission believes that additional savings could be secured through changes in the way in which services are delivered, especially where improvements occur as a result of providing services in a seamless manner (unrestricted by existing municipal boundaries). It should also be noted that projected restructuring savings are limited to those areas supported by the property tax rate. They do not include estimates of potential savings that may result in user fee or utility rate reductions - a recent estimate suggests that there would be significant cost savings from merging six municipal hydro-electrical utilities in Victoria County with one in Millbrook.²⁵

While there was very little discussion of the Commission's estimated savings under a single tier structure, one submission suggested that it was extremely conservative and that a more realistic figure would be \$7.5 million annually.²⁶ Another submission suggested that an annual saving of close to \$1 million could be secured from the amalgamation of the three Townships of Bexley, Laxton, Digby & Longford, and Somerville.²⁷ While the Commission does not dispute the fact that savings could exceed \$3.3 million, it provided a deliberately cautious estimate in the belief that if errors are made, it is better to err on the low side. What the Commission did dispute in its draft report, however, was the notion that \$1 million could be saved through the amalgamation of three townships.²⁸

²⁵ Ernst & Young Corporate Finance Inc. and Donahue & Partners, *Report to Lindsay Hydro-Electric System and the Group of Seven*, September 20, 1999.

²⁶ From a submission by John Macklem on February 15, 2000.

²⁷ See submissions from the Restructuring Committee for the Amalgamation of Bexley, Laxton, Digby & Longford, and Somerville, January 10 and 14, 2000.

²⁸ For a critical examination of these estimated savings, see discussion on pages 51-52 and in Appendix D in the Commission's draft report (February 7, 2000).

Municipality (col. 1)	Actual Tax ¹ (col. 2)	No Area Rating (col. 3)	Partial Area Rating ² (col. 4)	Full Area Rating ³ (col. 5)
Town:	\$			
Lindsay	1,512	-32%	-20%	-13%
Villages:				
Bobcaygeon	1,130	-10%	-9%	-12%
Fenelon Falls	1,246	-18%	-9%	-11%
Omeme	1,190	-14%	2%	0%
Sturgeon Point	1,140	-10%	-24%	-27%
Woodville	1,148	-11%	-11%	-14%
Townships:				
Bexley	1,031	-1%	-10%	-13%
Carden	1,128	-9%	-21%	-23%
Dalton	958	7%	6%	-7%
Eldon	874	17%	10%	7%
Emily	924	11%	7%	3%
Fenelon	892	15%	1%	-3%
Laxton, Digby & Longford	1,051	-3%	-12%	-15%
Manvers	809	26%	24%	20%
Mariposa	928	10%	4%	0%
Ops	950	8%	9%	5%
Somerville	959	7%	-5%	-8%
Verulam	1,080	-5%	-12%	-15%
# of households with reductions		16,788	18,568	22,644
# of households with no change		0	0	3,379
# of households with increases		17,277	15,497	8,042
# of households with > 10%		10,474	2,024	2,024
Notes:				
¹ 1999 actual tax rates have been restated for Mariposa and Manvers (street lighting), Marisposa, (waste collection and recycling), Woodville (landfill and recycling).				
² Area rating for transit, fire, police and waste collection/recycling.				
³ Area rating for transit, fire, police, waste collection/recycling and tax supported debt (excluding municipal buildings).				
Source: From the Commission's draft report, February 7, 2000, Appendix C; and Table 2 in this report.				

Tax Impact: Table 4 records the municipal property tax (excludes the property tax for funding education) on a residential property assessed at \$100,000 under three possible scenarios if an annual savings of \$3.3 million is achieved and if this savings is passed on to taxpayers in the form of tax reductions. Column 2 of Table 4 lists the municipal tax on

this property prior to amalgamation and any savings. Column 3 records the percentage change in property tax with no area rating. Column 4 lists the percentage change in the municipal property tax if area rating is used for public transit, fire, police and waste collection/ recycling. Column 5 notes the percentage change in the property tax if area rating is used for public transit, fire, police, waste collection/recycling and tax supported debt (excluding municipal buildings). While the percentage changes record the impact on municipal property taxes paid on a residential property assessed at \$100,000, identical percentage changes would apply to all commercial and industrial properties, as well.

The issue that surfaces here is whether or not all services should be funded from the general property tax levy or whether area rating should be used to capture differences in standards. It is the Commission's view that area rating should be used to capture differences in service standards for transit, fire, police, solid waste collection/recycling, and tax supported debt (excluding municipal buildings). The resultant property tax impact is recorded, then, in the final column of Table 4. Indeed, as is noted below, the Commission will also be recommending area rating for sidewalks and street lighting.

The kinds of shifts reported in column 5 of Table 4 for municipal services that are not area rated are often observed in municipalities that have amalgamated or restructured. In other words, taxpayers in some municipalities experience decreases while taxpayers in other municipalities experience increases. This raises the question of 'what should be done about potential increases and how should they be handled?' To answer this, one should determine why the shift in tax burden follows from an amalgamation or restructuring. The short answer is that the shift in taxes occurs because there is a different sharing of the tax base for many services after an amalgamation when compared with before an amalgamation. Further, this shift in taxes is generally linked directly to the pre-amalgamation level of taxes in the municipalities. For example, those municipalities with the lowest taxes per household prior to amalgamation generally experience the highest percentage increase after amalgamation. Indeed, this is apparent from a comparison of before tax levels by municipality and their percentage increase as recorded in columns 2 and 5 of Table 4. For example, Manvers and Eldon had the lowest per household taxes for municipal purposes at \$809 and \$874, respectively, and they potentially face the highest percentage increase at 20 percent and 7 percent, respectively.

The next question, then, is why is the level of taxation different prior to amalgamation? There are three possible explanations for this: first, it may reflect a different level and range of service; second, it may reflect different degrees of efficiency in providing the service; and third, it may reflect different levels of grants. While it is difficult to measure service levels and efficiency, one can measure the impact of grants. The impact of grants is illustrated in Tables 5 and 6.

Table 5 records the impact on taxes under a single tier if all municipal grants received in 1998 had been totaled and redistributed on the basis of assessment, assuming an annual saving of \$3.3 million. Table 6 shows the comparable impact on taxes from the total elimination of all grants. The final column in both Tables records the percentage change in taxes if area rating is used for transit, fire, police, solid waste collection/ recycling, and

tax supported debt (excluding municipal buildings); first, under standardization of all grants (Table 5); and second, under elimination of all grants (Table 6). The figures in column 6 of both Tables display less variation than those in the final column of Table 4. The reason for this, of course, is that the variation due to differences in grants across municipalities has been removed from the calculations, either through standardization (Table 5) or elimination (Table 6). More practically, what these figures tell us is the following.

- If all grants were standardized prior to amalgamation, taxes after amalgamation (column 6 of Table 5) would increase by 8 percent in Emily and 6 percent in Manvers (the two highest) and decrease by 21 percent in Carden and 20 percent in Sturgeon Point (the largest two decreases).
- If all grants were eliminated before the amalgamation, taxes after the amalgamation (column 6 of Table 6) would increase by 7 percent in Emily and 5 percent in Manvers (the highest) and decrease by 19 percent in Carden and 18 percent in Sturgeon Point (the largest decreases).

In other words, if taxes before the amalgamation are lower because grants are higher and if as many believe, provincial grants will soon disappear, then taxes in these areas will increase (to replace the lost grant revenue) regardless of whether there is restructuring or not. Furthermore, if these grants continue, they are unlikely to be directed at a former municipality (unless for a specific geographically based project). They will almost certainly be given to the new municipality.

The purpose of going through the above numerical exercise is to illustrate how current tax levels may be impacted by grant differentials and to show that if grants are eliminated or standardized across municipalities, tax increases could emerge in some of them even if restructuring is not undertaken. As well, it should be noted that these examples are based on 1998 expenditures and 1999 tax rates. To get a clearer impact on future taxes, the Transition Board will need to strike an operating and capital budget for the new municipality for the year 2001. The impact on the taxpayer from this budget and subsequent budgets can not be determined until expenditures have been set and grants from the province confirmed. At this point, if there are tax increases as a result of restructuring, the Transition Board has the power to phase them in.

Property Tax Phase-In: All increases in the rates of taxation for municipal purposes that occur solely as a result of restructuring could be phased in over a five-year period. Where tax increases arise, they may be financed by a reduction in the decrease in the rates of taxation over an equivalent period. In practical terms, the Transition Board could set a threshold for allowing tax increase phase-ins. For example, they could establish a policy that allowed phase-ins for those residential properties experiencing tax increases of 10 percent or \$200, whichever is greater, 10% or \$500 for commercial and industrial properties, whichever is greater. The cost of the phase-ins would be funded by partially holding back the tax reductions to those properties experiencing reductions of say 10 percent.

Table 5: Property Tax Impact on A Residential Property Assessed at \$100,000 if All Provincial Grants Received by the Municipalities Were Redistributed on the Basis of Assessment.

Municipality (col. 1)	Actual Tax ¹ (col. 2)	Grants per Household ² (col. 3)	Restated Actual Tax ³ (col. 4)	Projected Tax ⁴ (col. 5)	Percentage Change ⁵ (col. 6)
Town:	\$	\$	\$	\$	
Lindsay	1,512	128	1,520	1,310	-14%
Villages:					
Bobcaygeon	1,130	20	1,053	999	-5%
Fenelon Falls	1,246	45	1,196	1,109	-7%
Omeme	1,190	132	1,242	1,188	-4%
Sturgeon Point	1,140	0	1,049	836	-20%
Woodville	1,148	57	1,108	988	-11%
Townships:					
Bexley	1,031	0	940	896	-5%
Carden	1,128	64	1,096	866	-21%
Dalton	958	174	1,040	887	-15%
Eldon	874	216	970	934	-4%
Emily	924	67	890	957	8%
Fenelon	892	84	851	868	2%
Laxton, Digby & Longford	1,051	86	1,038	892	-14%
Manvers	809	296	921	974	6%
Mariposa	928	224	1,008	932	-8%
Ops	950	267	1,050	1,001	-5%
Somerville	959	0	868	881	1%
Verulam	1,080	63	1,039	923	-11%

Notes:

¹ 1999 actual tax rates have been restated for Mariposa and Manvers (street lighting), Mariposa, (waste collection and recycling), Woodville (landfill and recycling).

² Includes grants from the Community Reinvestment Fund (CRF) and the Special Circumstances Fund (SCF) – both grants were established by the Province as a funding mechanism to assist with transition and implementation of the Local Services Realignment initiative.

³ Column 4 restates the 1999 taxes to reflect the distribution of grants based on assessment. These figures illustrate the level of taxes that would have been necessary to fund all municipal services if the grants have been allocated according to the assessment base in each municipality.

⁴ Column 5 indicates the projected tax level under the single tier model that would be necessary to fund all municipal expenditures after achieving savings of \$3.3 million annually.

⁵ Column 6 reflects the percentage change in taxes (that is, from column 4 to column 5) under a single tier with area rating for transit, fire, police, solid waste collection/ recycling, and tax supported debt (excluding municipal buildings) after achieving a saving of \$3.3 million and assuming that all grants were distributed on the basis of assessment.

Source: From the Commission's draft report, February 7, 2000, Appendix C; and a statistical analysis completed by Day & Day, Chartered Accountants, February 18, 2000.

Table 6: Property Tax Impact on A Residential Property Assessed at \$100,000 if All Provincial Grants Were Eliminated.

Municipality (col. 1)	Actual Tax ¹ (col. 2)	Restated Actual Tax ² (col. 3)	Projected Tax ³ (col. 4)	Percentage Change ⁴ (col. 5)
Town:	\$	\$	\$	
Lindsay	1,512	1,623	1,414	-13%
Villages:				
Bobcaygeon	1,130	1,156	1,103	-5%
Fenelon Falls	1,246	1,300	1,212	-7%
Omeme	1,190	1,345	1,291	-4%
Sturgeon Point	1,140	1,152	939	-18%
Woodville	1,148	1,211	1,092	-10%
Townships:				
Bexley	1,031	1,044	1,000	-4%
Carden	1,128	1,199	970	-19%
Dalton	958	1,143	991	-13%
Eldon	874	1,074	1,037	-3%
Emily	924	993	1,060	7%
Fenelon	892	954	971	2%
Laxton, Digby & Longford	1,051	1,141	996	-13%
Manvers	809	1,025	1,077	5%
Mariposa	928	1,112	1,035	-7%
Ops	950	1,153	1,104	-4%
Somerville	959	972	984	1%
Verulam	1,080	1,143	1,027	-10%

Notes:

¹ 1999 actual tax rates have been restated for Mariposa and Manvers (street lighting), Mariposa, (waste collection and recycling), Woodville (landfill and recycling).

² Column 3 restates the 1999 taxes to reflect the elimination of all provincial grants. These figures illustrate the level of taxes that would have been necessary to fund all municipal services if all provincial grants had been terminated.

³ Column 4 indicates the projected tax level under the single tier model that would be necessary to fund all municipal expenditures after achieving savings of \$3.3 million annually.

⁴ Column 5 reflects the percentage change in taxes (that is, from column 3 to column 4) under a single tier with area rating for transit, fire, police, solid waste collection/ recycling, and tax supported debt (excluding municipal buildings) after achieving annual savings of \$3.3 million and assuming no grants.

Source: From the Commission's draft report, February 7, 2000, Appendix C; and a statistical analysis completed by Day & Day, Chartered Accountants, February 18, 2000.

Transitional Costs: In any amalgamation, there are one-time transitional costs associated with the implementation of the new structure. For the area of Victoria County, it is estimated that these costs will amount to \$5.5 million. Based on experience elsewhere in Ontario where transitional costs for a Provincially called Commission have been covered by the Province, the Commission sees no reason why the Province should deviate from this practice.

Transition costs:

It is recommended that the Province fund all transition costs.

E. Design of A Single-Tier Governing Structure.

E.1 Name of New Municipality

Since all existing municipal corporations, including the county, are to be dissolved and replaced with one new municipal governing structure, this new municipality must be named. Selecting a name, however, turned out to be a challenging task for a name carries history, identity and often, emotional attachment. In making this choice, there are a variety of factors that were considered by the Commission. First, it is critical that taxpayers, councillors, and the business community look to the future and not dwell in the past. Retaining an existing name for the new municipality may conjure up past perceptions, harbour certain resentments, and generally prevent a smooth and uninterrupted transition to the future. Second, if at all possible, the new name should reflect significant and endearing attractions or amenities of the community. A name that captures this could assist in promoting tourism and economic development. Third, the name should be unique and not identical to another well known municipality or city in Canada. If this new municipality were called the Municipality or City of Victoria, for example, it would have a difficult time creating its own identity for it would be competing continuously with the beautiful and internationally recognized City of Victoria in British Columbia. In addition, it could cause severe postal and recognition problems.

Given the above, the Commission recommends that the new municipality be called the City of Kawartha Lakes with its external boundaries defined by the current boundaries of Victoria County. Within this city structure, all existing municipalities could retain their existing names (Sturgeon Point, Fenelon Falls, Bobcaygeon, Coboconk, Norland, Omemee, Pontypool, Lindsay, Oakwood, Kirkfield, and so on) and their local identity. Selecting a name that is dramatically different from any of the existing municipalities is not unique in Ontario; for example, when the Cities of Port Arthur and Fort William amalgamated a number of years ago, the new municipality was called Thunder Bay. When Galt, Preston and Hespler amalgamated (in the Region of Waterloo), the new municipality was called Cambridge. Similar examples are apparent for smaller and more recent mergers of municipalities in Ontario.

Name of new municipality:

The new municipality shall be named the “City of Kawartha Lakes”.

E.2 Governance Structure:

While a possible governing structure for a single tier structure was presented in the Commission’s draft report, it prompted relatively little comment. In fact, other than a few points on ward boundaries and committee structure, there was relatively little comment on the proposed governance structure.

a. Council size:

The Commission recommends a council of seventeen members – sixteen councillors plus the mayor. A Council of seventeen members is a substantial reduction from the current complement of 94 municipal politicians and, as is recorded in Table 7, is in line with a council size for other comparable recently restructured municipalities in Ontario. Sixteen councillors for the City of Kawartha Lakes produces a lower number of electors per councillor than exists in Chatham-Kent or will come into existence in the newly created municipalities of Haldimand and Norfolk. Brant County and Prince Edward County, by comparison, have fewer electors per councillor.

Municipality	Electors	Number of Councillors (excluding head of council)	Electors per councillor
Norfolk	53,208	8	6,651
Haldimand	37,983	6	6,331
Brant county	29,400	14	2,100
Chatham-Kent	109,350	17	6,432
Prince Edward County	37,500	15	2,500
Kawartha lakes	76,000	16	4,750

It is the Commission’s view that a Council size of seventeen will ensure:

- adequate representation with each resident having reasonable access to his or her Councillor;
- that a range of community interests are represented;
- manageable workloads for Councillors in providing service to the new municipality and additional responsibilities that will be assumed after all services are brought into the new municipality’s governing structure;

- effectiveness of debate and efficiency of decision-making by limiting the size of Council to manageable proportions.

Council size:

The new municipality shall have a council of seventeen members – sixteen councillors plus the mayor.

b. Election by wards versus election at large.

In the draft report, the Commission supported election of Councillors from a ward system rather than at large. A major advantage of the ward system is that all parts of the new municipality share the same proportionate representation. Election at large, on the other hand, could lead to a concentration of representatives from the more heavily populated areas. Public response to this, limited as it was, supported representation by ward.

Ward system:

One Councillor is to be elected from each of sixteen wards.

c. Ward boundaries

Any ward system should have approximately the same number of electors per ward and should, as closely as possible, capture a community of interest. While this is an objective, deviations do surface; for example, topographical features such as a lake or the size of the area to be covered will prevent complete equalization of electors per ward. Therefore, a generally accepted guideline is that electors per ward should not vary from the average by more than 25% in either way. Another important feature in designing ward boundaries is to draw them, wherever possible, so that they do not coincide with the boundaries of the existing area municipalities. Setting ward boundaries that are not coterminous with the existing boundaries of the area municipalities has a number of advantages:

- they more closely accord with representation-by-electors which is the fundamental basis for democracy;
- they provide increased flexibility in achieving representation by electors throughout the entire county;
- they reduce the potential for parochialism on the new council because councillors will have a greater incentive to work in the collective interests of the new municipality and not to dwell on concerns specifically related to the geographical area of the previous municipalities;

- they will increase flexibility in altering the size of council, if desired in the future;
- they permit a relatively quick adjustment of ward boundaries in response to uneven population or elector growth in the future.

While the draft report suggested sixteen wards, this met with some discussion. At least one submission²⁹ strongly supported the Commission’s suggestion. On the other hand, two submissions³⁰ argued that the County should be divided into eight wards with two councillors elected per ward. A major advantage of two councillors per ward is that the taxpayers in each ward would still have a representative working for them if one of councillor fell ill, was on vacation, or otherwise away. A major disadvantage is that the area represented by each councillor would be much larger and both councillors could come from the same community within the ward. Indeed, concern over the latter possibility was expressed by a number of participants and the Commission agrees with these concerns.

Further concerns about drawing ward boundaries that divide existing villages were expressed. In the Commission’s view, however, drawing ward boundaries in this way will assist in securing the objectives that the Commission believes should be secured through newly created ward boundaries (listed above in this section).

With sixteen wards, the number of electors per ward is approximately 4,750. The ward boundaries are described in Table 8 and illustrated on Map 1.

Ward boundaries:

That ward boundaries be established as set out in Table 8 and Map 1.

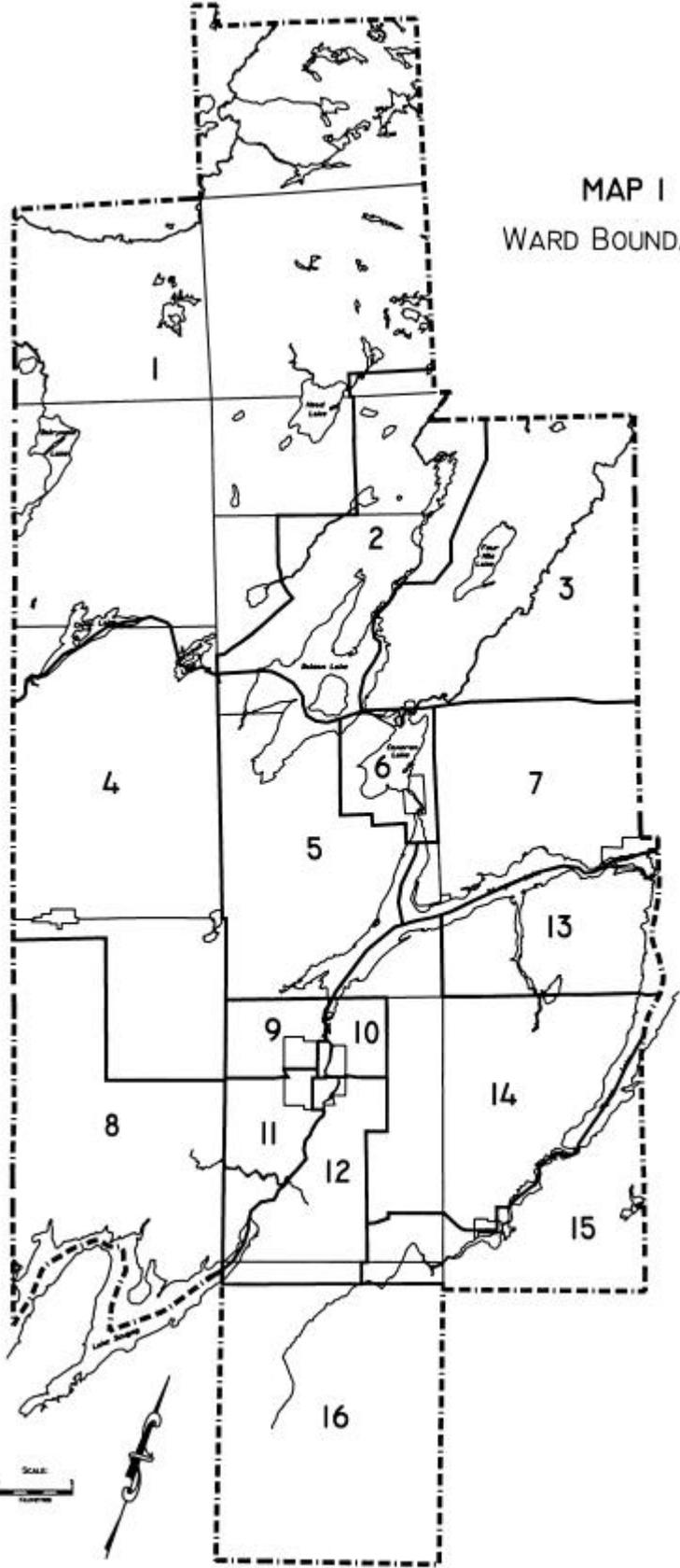
Table 8: Description of Ward Boundaries for Single-Tier (illustrated on Map 1)		
Ward	No. of Electors	Description
1	4,845	All of Carden, Dalton and Eldon Townships north of the Trent Canal; all of Longford Township; all of Digby Township except lots 1 to 14 in concession 1; all of lots 1 to 13 in concessions 1 to 7 in Laxton Township; and all land west of County Road 41 and north of County Road 48 in Bexley Township, including all of the islands.
2	4,635	All land lying north of the Trent Canal including all of Grand Island in Bexley, Fenelon, Laxton and Digby Townships that is not included in Ward 1. In Somerville Township all land lying west of lot 16, concessions 13 and 14, and lots 37 to 74, Concession Fronting on the River (Gull River and Silver and Shadow Lakes), including all of the islands.
3	4,110	All remaining land in Somerville Township that is not included in Ward 2.

²⁹ A submission from the Council of Carden/Dalton, February 24, 2000.

³⁰ A submission from John R. Macklem, February 15, 2000; and a submission from John Huke, February 16, 2000.

4	5,430	All of Carden and Eldon Townships south of the Trent Canal; the Village of Woodville; lots 1 to 10, concession 15 Mariposa Township; and lots 11 to 24, concessions 8 to 15 Mariposa Township, including all of the islands.
5	4,680	Bexley Township south of the Trent Canal; Fenelon Township west of the Trent Canal between Rosedale and Lindsay excluding that area described as being in Ward 6.
6	4,510	All of the Village of Fenelon Falls. In Fenelon Township lots 21 to 32, concessions 7 and 8; east half of lot 20 concession 8, all land lying north of and including lot 20, concession 9; and lots 18 to 32 in concessions 10 and 11 that are not within the Village.
7	4,200	In Fenelon Township lots 11 to 17, concessions 10 and 11; the Village of Sturgeon Point; and all land north of the Trent Canal in the Municipality of Bobcaygeon/Verulam, including all of the islands.
8	5,390	All land in Mariposa Township excluding that included in Ward 4.
9	4,330	Within Lindsay, all land north of Colborne St. W., west of the Scugog river. In Ops Township all land lying north of Dew Drop Inn Road and the Kent St West extension on the west side of Lindsay, west of the Scugog River.
10	4,750	Within Lindsay all land lying north of Kent St. East and West and Riverview Road, east of Victoria Ave. N. and its projection northward to the Town limit. In Ops Township all land lying north of Pigeon Lake Road (County Road 17), east of the Scugog River and bounded on the east by Post Road.
11	4,480	In Ops Township all lands lying south of Dew Drop Inn Road and the Kent St West extension on the west side of Lindsay and west of the Scugog River. Within Lindsay, all land south of Colborne St. W., west of Victoria Ave. N. and north of Kent St. W. South of Kent St. W., all land west of Albert St. S. and its extension south to the Town limit east to the Scugog River.
12	5,050	In Ops Township, all land south of Pigeon Lake Rd. (County Rd. 17), west of Post Road south to Tracey's Hill Road, all land west of Highway 7 between concessions 7 and 8 and west of Hillhead Rd. southward to the Township boundary westward over to the Scugog River. In Manvers Township, lots 1 to 16, concession 14.
13	5,120	All land south of the Trent Canal in the Municipality of Bobcaygeon/Verulam.
14	5,650	In Fenelon Township all land south of the Trent Canal between Lindsay and Bobcaygeon. In Ops Township, land lying east of Post Road north of Tracey's Hill Rd., land east of Highway 7 between concessions 7 and 8, and east of Hillhead Rd. south of Tracey's Hill Rd. and north of Confederation and Crosswind Roads. In Emily Township, land north of and bounded on the south by Highway 7, west of Omemee, the Village boundary to Sturgeon Rd. (County Rd. 7), north to Beaver Road and then east along Beaver Road to the Pigeon River and includes all land west of Pigeon Lake and River north of this line. In the Village of Omemee it includes land north of Highway 7 (King St. W.) and west of Sturgeon Rd. N. (County Rd. 7).
15	4,240	Includes the remaining land in Emily Township and the Village of Omemee that is not within Ward 14. It also includes the land south of Confederation and Crosswind Roads east of Hillside Rd. in Ops Township and lots 17 to 25, concession 14 in Manvers Township.
16	4,560	All land in Manvers Township except lots 1 to 25, concession 14.
Total Electors	75,980	

MAP I
WARD BOUNDARIES



d. Compensation of Councillors and Mayor

While the issue of part-time versus full-time councillors and their appropriate compensation was raised in a few submissions, no unequivocal direction was offered to the Commission as to whether or not they should be part-time or full-time and what they should be paid. Upon further reflection, it is the Commission's view that Councillors should not be referred to as part-time or full-time; rather they should be referred to as Councillors and should benefit from a compensation package that reflects the nature of their role and responsibilities. In recognizing this, the Commission wishes to remind councillors of their role. Specifically, they must bear in mind that they are policy makers and not administrators. The day-to-day task of administering policy must be left to staff and free from councillor interference.

Since the level of compensation for Councillors and the Mayor should be determined on the basis of what is paid for similar council responsibilities elsewhere and what is paid for similar positions of responsibility in the local private sector, the Commission assigns this task to the Transition Board. The Transition Board will have time to survey both the public and private sectors, locally and provincially, for comparable rates of pay in positions of similar responsibility.

Compensation for Councillors and the Mayor:

The Transition Board shall determine the level of compensation for Councillors and the Mayor.

In the draft report, the Commission suggested that Council meetings be held in the evening to permit greater public participation and to expand the pool of potential candidates for council positions. Surprisingly, this issue prompted considerable public response. There was, however, no consensus on the best time for scheduling Council meetings – some argued for day meetings and others argued for evening meetings. Clearly, this is an issue that the new Council should consider shortly after its installation.

e. Committee structure:

There are basically two options – Standing Committees of Council or Committee of the Whole. In the draft report, the Commission argued for the implementation of Standing Committees of Council. There was no expressed public support for this, however. Indeed, there was some criticism of it and the Commission agrees with the critics.³¹

While Standing Committees have been the traditional method of conducting municipal

³¹ Strong arguments in support of Committee of the Whole rather than Standing Committees is provided in the Special Advisor's report for Sudbury (noted in footnote 4), pp. 29-30.

business, the Commission was persuaded by those submissions arguing against these Committees because:

- they divert discussion on details from Council meetings;
- all members of Council do not have the same knowledge when voting on an issue;
- Committees tend to make recommendations that have not been subject to public scrutiny;
- Committees fragment the decision making process;
- decisions are delayed when all members are not party to the information;
- removes the perception of powerful committees and of weak committees.

On balance, the Commission believes that the public is better informed about Council decisions if the debate takes place at a public meeting where the media is present. The council can focus on policy direction provided that staff has background reports available for council with options and recommendations in advance of Council meetings.

As partial support for this, it may be worth noting that the County of Elgin dissolved its committee system in favour of the Committee of the Whole when it restructured in 1997. Both staff and elected officials now give it high praise.³² A similar move was made in Peterborough County in 1998 and it is working quite well.³³

While the Commission believes that Standing Committees should not exist and that Committee business should be conducted by Committee of the Whole, this is a recommendation for the newly elected Council. It is not part of the Order because the Commission believes that the new Council should determine how it wishes to conduct its business. Finally, this recommendation does not preclude the Council from establishing ad hoc committees for special purposes.

f. Municipal service centers and information desks:

Under this single tier model where the central administration buildings are located in one part of the municipality, municipal service centers and information desks will be required to provide access and local services throughout the new City. This is similar to Chatham-Kent and follows the model to be implemented in Greater Sudbury beginning in 2001. While this Commission's draft report listed the location for four service centers, a number of submissions criticized the Commission's choice of communities for a variety of sound and thoughtful reasons. Indeed, the Commission agrees with these critics. Further the Commission was particularly persuaded by one submission³⁴ when it was suggested that both the number and location for service centers should be made by the Transition Board after the latter has developed a solid business plan for the new City. To

³² From a letter sent to the Commission from the CAO of Elgin County (February 9, 2000).

³³ From a letter sent to the Commission from the CAO of Peterborough County (February 9, 2000).

³⁴ A submission from the Village of Omemee, February 24, 2000.

do it before this plan is in place, as was suggested in the Commission's draft report, could lead to conflicts and inefficiencies.

In short, decisions over the number and location of municipal service centers should be made by the Transition Board after each Task Force (described later in this report) has identified the various components of its service. Consideration must be given to the role of each municipal service provider in the community, their needs, services, locations and travel distance for the public. Once this is completed, the Transition Board will be able to determine those services that should be provided at each service center.

Municipal service centers should have prime responsibility for ensuring that resident and other client needs are responded to in a timely, effective and coordinated fashion. Each center will provide a single point of contact for anyone requiring civic information, wishing to conduct business with the municipality (paying tax bills, securing permits and applications) or having a request for service or making complaints about the service offered by the municipality. Each service center should be staffed by one or two individuals. Services will be provided in person, by telephone and electronically. In some cases, the center will provide referrals to particular experts or service delivery agencies, however, as technology is developed, it should resolve as many concerns as possible. Essentially, these service centers will provide taxpayers with basically the same services that they now get from village and township offices.

Service centers:

The Transition Board should determine both the number of and location for municipal service centers and the services that should be provided at these centers.

Information desks should be set up in each municipal library, unless there is a service center near to or adjacent to the library. Staffing of these desks could be shared with the library. The basic role of the information desk is much more restricted than the role of the service center but would, in essence, serve as a drop box for permits, provide applications, forms, schedule appointments and pass on referrals.

Information desks:

Information desks should be set up in each municipal library, unless there is a service center near to or adjacent to the library.

Table 9 includes, but is not restricted to, services that could be available for residents in service centers and at information desks. Ultimately, decisions on services provided at the service centers and information desks are to be determined by the Transition Board.

Functional Area	Service	Services provided at Service Center	Services provided at Information Desk
Finance	Bill & fine payment	Cashier	Drop Box
	Account information	Access	
	Property information inquiries	Access	
Cemeteries	Cemetery records	Access	
	Filing of Registrations	Access	
	Burial Permits	Issue	Issue
Transportation	Parade permits	Forms	Forms
	Road cut permits	Forms	Forms
	Entrance permits	Forms	Forms
	Encroachment permits	Forms	Forms
	Moving permits – wide loads	Forms	Forms
Building inspection	Property standards – complaints	Forms	Referrals
	Bylaw enforcement – complaints	Forms	Referrals
	Building permit applications	Forms	Drop box
Planning	Public notice information	Copies/access	Copies/access
	Zoning amendment applications	Forms	Drop box
	Official plan amendment applications	Forms	Drop box
	Severance applications	Forms	Drop box
	Minor variance applications	Forms	Drop box
Ontario Works	Meeting space for Ontario Works	Application completion	
	Meeting space for Social Housing	Application completion	
	Meeting space for Children’s Services	Application completion	
	Ontario Works statements of income	Access	Drop box
	Ontario Works information sessions	Access	
	Completion of family obligation forms	Application completion	
	Shared office space for caseworkers	System access & space	
Public Health	Pre-natal classes	Access	
	Public health information sessions	Access	
	Public health outreach programs	Access	
Customer Service	General information	Access	Access
	Dog tags	Issue	Issue
	Kennel licences	Applications & issue	Applications & issue
	Business licences	Applications & issue	Applications & issue
	Marriage licences	Issue	Issue
	Bingo & lottery	Applications & issue	Applications & issue
	Hunting licences	Issue	Issue

	Commission of oaths	Issue	Issue
	Birth registrations	Forms	Forms
	Death registrations	Forms	Forms
	Council agendas & Minutes	Copies/access	Copies/access
	Receiving complaints	Receive & process	Referrals
	Meeting room space	Space	
Recreation	Program	Registrations	Registrations
	Facilities	Bookings	Bookings
Tourism/Econ. Development	Inquiries	Referrals	Referrals
	Tourism information	Brochures	Brochures
Public Utilities	Payment of accounts	Cashier	Drop box
	New accounts	Process	
	Arrange customer moves	Process	
	Appointments with technicians	Scheduling	Scheduling
	Appointments for connections	Scheduling	Scheduling
	Issue water meters	Pick-up location	
Police services	Storefront operations	Interviews & Information	
Provincial Government	Prov. Information desk	Access	
	Hunting/fishing licences	Process	
Federal Government	Job bank	Access	
	Passport information	Access	
	General information on Fed. programs	Access	
Forms include provision of blank forms, accepting completed forms and collection of fees. Drop box does not include cashier or bank deposit services.			
Source. Taken from Hugh J. Thomas, <i>Report to the Minister of Municipal Affairs and Housing on Local Government Reform for Sudbury</i> , November 26, 1999, pages 36-37.			

g. Advisory committees:

There are essentially two types of advisory committees that are considered here. One group consists of organizations such as the various ratepayers associations, the Victoria-Haliburton Federation of Agriculture, and the Kawartha Manufacturers Association. During the consultation process, the Commission received submissions from these groups. In each case, the Commission was impressed with their interest in municipal politics and sees no reason why this will or should decline. Indeed, the Commission views these bodies or organizations as advisory committees staffed by volunteers and believes that they will continue to play an important role in the growth and development of the new City. One can even envision the case where taxpayers living within the boundaries of former villages or townships may form ratepayers associations to argue for and protect specific features or the uniqueness of their local community. In fact, a submission from a former long time resident of Sturgeon Point, suggested that this would be a way of preserving the uniqueness of Sturgeon Point.³⁵

³⁵ A submission from Burke Van Valkenburg, February 24, 2000.

The second type of advisory committee includes those voluntary boards or committees currently responsible for overseeing the management of recreational and community facilities, cemeteries, heritage sites and other local facilities of benefit to local communities. Since these committees are made up of volunteers, they satisfy a major provincial objective of preserving and promoting voluntarism within local communities. Increasing the level of voluntarism, as a number of councillors and residents who participated in the consultation phase suggested, will help to build stronger partnerships between municipal government and residents of communities leading to healthier more vibrant places in which to live, work and play. To protect this and ensure the continuation of these voluntary boards, it is recommended that their mandate and membership be extended for up to two years to permit sufficient time for the new municipal structure to be implemented and stabilized.

Volunteers:

- ***That every effort be made to continue and expand the use of volunteers for providing community service.***
- ***That council provide administrative support for the voluntary boards or committees that currently get such support.***
- ***That the time of appointment for existing volunteers, committees and boards be extended for a period of up to two years.***

h. Local boards/authorities

Many reviews of local government structure over the past few decades have argued for the abolition of many local boards and recommended that their responsibilities be assumed directly by municipal council. Indeed, the Commission agrees with this thrust.

The arguments that have generally been used to support these bodies include the following:

- appointed experts rather than politicians and government officials are alleged to be more efficient in administering services;
- workloads facing politicians prevent them from having sufficient time to plan, administer, and oversee all government functions.

In reality, however, there is little substance to these arguments;

- the growth in both the size and technical expertise of the local government sector over the past two or three decades seriously challenges the legitimacy of this claim;
- the proliferation of local bodies creates a diffuseness of government organizations

that is difficult for residents to understand;

- some of them enjoy considerable autonomy and financial independence - they are little governments in themselves with the inherent characteristic that they are independent and in no way subordinate to the elected municipal politicians.

With responsibilities divided among such a number of separate agencies, co-ordination of inter-related activities is difficult, inefficient and lacks accountability. It is the Commission's recommendation that all local boards be eliminated unless they are required by provincial legislation (Police Services Board, Hydro Corporation) or where the service district is larger than the boundary of the new municipality such as the Board of Health that includes Victoria, Northumberland, and Haliburton and the four Conservation Authorities that cover parts of Victoria County.

1. Police Services Board

Every municipality with its own police force is *required* to have a Police Service Board. A Police Service Board is responsible for setting policy regarding policing in the community while the municipal government must raise the revenues to finance police services. Not only is this dichotomous arrangement difficult for residents to comprehend (one body setting policy and the other funding its decisions), it is less accountable than it should be for there is no direct relationship between the Board that sets policy and the municipality that funds the expense. Accountability would be better served if municipal councils were responsible for police governance. While this suggestion does not rest easily with those who argue that police governance should be separated from municipal governance, there is really no solid argument supporting this separation. Policing and police budgets are directly under municipal council control in most provinces in Canada and in other countries as well. Failure to put policing under municipal control means that local councils have limited control over police budgets.

While this Commission would prefer to see the Province abolish Police Services Boards, the Province requires that one exist wherever there is a municipal police force. For the new City of Kawartha Lakes, it shall consist of five members- two members appointed by the Province (through the Lieutenant Governor); two members appointed from Council; plus one person appointed by resolution of Council who is neither a member of the Council nor an employee of the municipality.

Police Services Board:

A Police Service Board shall be created with two members appointed by the Province and two members appointed from Council plus one person appointed by resolution of Council who is neither a member of the Council nor an employee of the municipality.

2. *Library Board*

The *Public Libraries Act* requires that every municipality with a library system have a library board. What it does not do, however, is stipulate how this board must be constituted. At the moment, there are two local Library Boards. Their recommended integration will require a new Library Board. To integrate library activities with the other activities of the municipal council, it is recommended that Council be constituted as the Library Board for purposes of satisfying the *Public Libraries Act* and that their staff be integrated into the new municipal administration. As well, the Council should consider appointing an advisory library committee in each ward to reflect the library needs of the residents of that ward. This has been done in other municipalities and is working well.

Library Board:

The City of Kawartha Lakes Council should be designated as the Library Board.

3. *Public Utilities/Hydro Electric Commissions*

Under Bill 35 (*Energy competition Act, 1998*) that established competition in the supply of electricity in Ontario, municipalities are required to convert their hydro utilities into one or more corporate entities by November 7, 2000. One of these corporations must be responsible for the distribution of electricity in a regulated environment and one or more may be created to deliver unregulated services (for example, billing services, meter verification, energy selling and other competitive services).

Since October of 1998 and in response to Bill 35, all Municipal Electric Utilities (MEU's) in Victoria County (Lindsay, Bobcaygeon, Fenelon Falls, Kirkfield, Omeme and Woodville) and Millbrook from Peterborough County have worked together to study their options. These MEU's retained consultants who conducted detailed examinations of three options: (a) keep and grow; (b) an outright sale of the MEU's; and (c) amalgamating the MEU's and leasing their operations to a third party. After considerable analysis and debate, all MEU's agreed to proceed with the lease option. Indeed, a recent report completed for these MEU's estimated that there would be large operational cost savings and efficiencies from a merger of the seven separate hydro-electric commissions into one governing unit.³⁶ Consequently, they have all signed a letter of intent with UtiliCorp Canada Corp. It is this Commission's view that the UtiliCorp lease transaction is consistent with the overall goals of restructuring municipal government in Victoria County.

This legislation stipulates that each utility will be governed by a Board appointed by the shareholders (Council). As well, each utility will pay property taxes and a dividend or rate of return to the municipality in which it operates. Revenues from property taxes shall

³⁶ Ernst & Young Corporate Finance Inc. and Donahue & Partners, *Report to Lindsay Hydro-Electric System and the Group of Seven*, September 20, 1999.

contribute to the general revenues of the new municipality and shall benefit every taxpayer in the new municipality, just as property taxes from any business become part of the general revenues of the municipality and benefit all taxpayers within the municipality. Dividend or rate of return revenues (as stipulated in the lease agreement), on the other hand, should not be part of the general revenues of the municipality. Instead, these should be treated as a special income stream for the benefit of taxpayers in the geographical area covered by the utility's operation. This is identical to the treatment of reserves where they shall remain with the taxpayers in the municipality that created them (discussed later in this report). Perhaps an example will assist in this explanation. Dividend or rate of return revenues generated by the utility in Bobcaygeon shall remain with the taxpayers in Bobcaygeon. These revenues may be used to reduce taxes for all taxpayers in Bobcaygeon (reverse area rating) or to fund projects or expenditures specifically benefiting the residents of Bobcaygeon. The decision over the allocation of dividend or rate of return revenue will ultimately rest with the new Council. To obtain guidance in making this decision, however, the Council may wish to form an advisory committee in each community where there is an electric utility. At least one responsibility of this committee would be to offer a recommendation as to the use of these revenues.

Public Utilities/Hydro Electric Commissions:

- ***Since the Board for the new Corporation must be in place by November 7, 2000, the Transition Board should appoint members to this Board at least for its first term of office;***
- ***The Transition Board should implement the Victoria County Municipal Electric Utilities (MEU's)- UtiliCorp transaction on the terms of the existing signed letter of intent; and***
- ***Taxpayers in the existing communities of Lindsay, Bobcaygeon, Fenelon Falls, Omeme, Kirkfield, Woodville, and Millbrook should receive the dividend/rate of return revenues from their local MEU's since they have developed and paid for these assets.***

4. Board of Health

While Regulation 143/96 excludes Boards of Health from the definition of "local board", the Commission did consider recommending that it be abolished (at least two submissions suggested this). After considering the possibility, it rejected this notion because the Board of health covers the current counties of Victoria, Haliburton and Northumberland. This is not to suggest, however, that the newly elected Council forget about the Health Board. Quite the contrary, Council should consider ways in which the administrative operations and activities of the Health Board could be more closely integrated with the administrative structure and operations of the new municipality.

5. Conservation Authorities

There are four Conservation Authorities (Kawartha Conservation Authority, Otonabee Region Conservation Authority, Lake Simcoe Region Conservation Authority, and Ganaraska Region Conservation Authority) that currently operate within the boundaries of Victoria County. Even though Regulation 143/96 excludes Conservation Authorities from the definition of “local board”, the Commission considered recommending that these authorities be abolished. There is really nothing that Conservation Authorities do that could not be done by the planning staff serving the new Council. A major problem with this recommendation, however, is that these Authorities extend into neighbouring counties or regions. Given this, the Commission recommends that these authorities not be abolished. Changes will have to be made in the appointment of members to these Conservation Authorities, however. At the moment, Councils in the area municipalities appoint members to Conservation Authorities. Since area municipalities will no longer exist, the new Council for Kawartha Lakes will make all appointments.

i. Sturgeon Point

During the public input stage, the Commission received a variety of submissions emphasizing the importance of preserving historical sites, maintaining conservation areas, and retaining unique and important community facilities, and so on. The Commission agrees with these submissions. Furthermore, since these currently exist as a very small geographic component of an existing municipality, they will continue to exist as part of the larger municipality.

Where the uniqueness, charm and historical importance constitutes an entire municipality, however, the Commission feels compelled to recommend that legislation be passed to retain it. In particular, this applies to the current Village of Sturgeon Point where the Commission is recommending that the new Council pass a bylaw legislating that all properties within the current geographical boundaries of the Village of Sturgeon Point should be zoned non-commercial.³⁷ This, it must be emphasized, is a recommendation to the new Council because this type of bylaw cannot be written into the Order. There is a statutory process that must be followed under provisions of the *Planning Act*. R.S.O. 1990, c. P13 to secure such legislation.

F. Financing Services

While it is true that all municipal services are the responsibility of one level of government in a single tier structure, this does not mean that uniform standards and service levels will be provided for all services across the entire area. Indeed, differences

³⁷ This is similar to a recommendation in the Special Advisor’s report for Ottawa-Carleton (reported in footnote 6, page 50) where it was suggested that the Village of Rockcliffe Park continue to be designated an ‘Historical Village’

will exist for some of them. Where this occurs, differentials may be captured through the use of area rating (differentials in property tax rates), special charges or user fees. For services that are similar in both level and standard across the area and for which user fees are not applicable, funding should come from the general property tax levy. Finally, differences in the level of reserves and debt across municipalities require specific treatment to ensure that taxpayers are treated fairly and appropriately. These issues are addressed below.

F.1 General

Municipalities everywhere finance expenditures from a mix of provincial grants, property taxes, user fees and a miscellaneous collection of revenues from permits, licences, investments and so on. While municipalities have no control over provincial grants, they frequently choose between property taxes and user fees for funding certain services. In the Commission's view, this choice is critical. Wherever there is a direct link between the beneficiary of a service and payment for the service, accountability and efficiency in government decision making is improved. This linkage is best achieved through a system of user fees. In other words, Council should implement user fees for those services that are not income distributional (social services and social housing are income distributional) and where specific beneficiaries can be identified. For all other services, the municipality should fund them from property taxes, although property tax rates for some services should differ from community to community³⁸ for reasons discussed in the next section.

F.2 Area Rating

Whenever restructuring/amalgamation proposals are discussed, concern is often raised over whether taxpayers/residents should have to pay for services that are not accessible to them. As an example, taxpayers are opposed to paying for water and sewer or garbage collection if they do not benefit from the service. Indeed, they should be opposed. Merging of municipalities does not call for the imposition of user charges (fees) or taxes on all taxpayers for services that benefit specific properties or individuals. For example, all water and sewer costs are currently funded from fees or charges imposed on properties that have direct access to these services. As well, there may be some merit in extending the application of user fees to cover the cost of garbage collection (per bag cost) as is currently practiced in a number of municipalities in Canada. In this way, those who specifically benefit from the service pay for it; those who do not benefit do not pay. Similarly, for services benefiting specific areas only, area rates through property tax differentials may be used to assign the costs to properties directly benefiting from higher service levels. For services such as streets and roads, parks and recreation, where specific beneficiaries cannot be identified and where the service cannot be packaged and marketed like a product in the private sector, funding should come from general property taxes imposed on all properties across the new municipality.

³⁸ For a detailed discussion of user fees versus property tax funding for municipal services, see Robin W. Boadway and Harry M. Kitchen, *Canadian Tax Policy*, Third Edition, (Toronto: Canadian Tax Foundation, 1999), pp. 395-408.

Given the solid rationale for area rating, the Commission believes the following services should be area rated - public transit, fire and police protection, solid waste collection and recycling, sidewalks, street lighting and tax supported debt except for that which applies to municipal buildings.

Area rating:

Area rating shall be used for public transit, fire services, police services, solid waste management, sidewalks, street lighting and tax supported debt (excluding the debt on municipal buildings).

F.3 Assets and Liabilities.

A major concern of many residents and politicians is what happens to the assets and liabilities of a municipality after it merges or amalgamates. To establish a common understanding of what constitutes a municipality's assets and liabilities, these may be separated into two categories, specifically, financial and physical. A municipality's *financial assets and liabilities* are reported in the annual financial statements of the municipality and have a specific dollar value. They include the balances of all reserves, reserve funds, surpluses, deficits and net long-term liabilities (debt).

A municipality's *physical assets and liabilities* are not reported in the financial statements. Physical assets and liabilities include land, buildings, rolling stock and equipment.

a. Physical assets

To establish a principle for the disposition of a municipality's *physical assets*, reference may be made to an Ontario Municipal Board (OMB) decision of January 1953. This principle, referred to as the "Cumming Principle" after the then OMB Chairman, has been the basis of the disposition of municipal land, buildings and other physical assets since that time. Applying it to amalgamated municipalities means that land, buildings and other municipal facilities (arenas, ball diamonds, fire halls, road yards, community centres, etc.) located in one municipality will become the property of the newly amalgamated municipality without financial adjustment or restriction on use or disposal. The OMB defence for this position is that while these facilities

“..have been built and financed by the various individual municipalities and their local boards, they are not in a legal sense the property of the residents or ratepayers...resident within the municipality where the assets are located. They are in every sense of the word, public property and are held in trust for the use and benefit of present and future residents of the area within the jurisdiction of the local authority. But that area has no fixed and predetermined limits and it may be

indefinitely enlarged or included with other areas for the purposes of local government at the will of the legislature. The municipal government is, after all, a government and not a commercial corporation which can wind up its affairs, sell its assets and distribute the proceeds among its shareholders. For this reason it seems to the board that so long as the residents of the particular area are not deprived of the beneficial use of the assets built or maintained for them by their local government, the management and operation of the asset by a new type of local government which will be, in effect, a new trustee, deprives them of no rights whatever, and entitles them to no individual or collective compensation”³⁹

Based on this, all municipal facilities and equipment (arenas, community centres, fire halls, public works yards, office and administrative equipment, etc.) and all rolling stock (fire trucks and equipment, public works trucks, graders, snow ploughs, etc.) becomes the property of the newly formed municipality without compensation.

Physical assets:

All municipal facilities and equipment and all rolling stock in each municipality will become the property of the newly formed municipality without compensation.

b. Financial assets (reserves and debt)

Reserves and reserve funds represent the accumulated “equity” of the municipality. They may be created through surpluses or one-time “windfall” revenues. Councils create these funds for specific projects or to protect the tax rate from significant fluctuations due to unplanned expenditures. Net long-term liabilities represent debt incurred to fund capital expenditures such as municipal infrastructure.

Both reserves and long term debt may be treated in one of two ways. They may be charged back to the original municipality by a refund or additional levy or they may be pooled in the newly amalgamated municipality. Proponents of the charge back suggest that surpluses were created through the tax rate paid by the ratepayers in the former municipalities and debt was incurred for facilities enjoyed by the residents of the former municipalities. As well, decisions to create reserves and to issue debt were decisions made by the councils in the former municipalities and not by the newly created councils in the amalgamated municipalities. The counter argument is that the state of the infrastructure of each municipality must be assessed before any charge back is considered as any repairs in the future will then be funded through the tax on the new municipality.

Table 10 lists all reserve and reserve fund balances for each municipality in Victoria County as of December 31, 1998. These reserves can be separated into two types. First,

³⁹ From “Decisions and Recommendations” of the Ontario Municipal Board, January 20, 1953, pp. 81& 82.

for reserves and reserve funds other than the working capital reserve, the Commission's position is that all accumulated reserves, reserve funds and development charge funds should remain with the taxpayers in the municipality that created them. They should be applied to their former municipality's share of future capital costs within the newly amalgamated municipality. Similarly, after amalgamation, the existing debt of a municipality (except that for municipal buildings) should remain with property owners in that municipality's original boundaries. It should not be transferred to property owners in the other municipalities within the amalgamated area.

Reserves other than the working capital reserve and municipal debt:

- ***For reserves other than the working capital reserve, all accumulated reserves, reserve funds and development charge funds shall remain with the taxpayers in the municipality that created them.***
- ***All existing debt of a municipality (except that for municipal buildings) shall remain with property taxpayers in the former municipality's boundaries.***

Working capital reserves: The Commission believes that working capital reserves should be treated differently than the other reserves and reserve funds. In particular, the Commission is of the view that the Transition Board or the new Council should establish a working capital reserve fund at a dollar level that the Board or council determines to be fiscally prudent. As of December 31, 1998, working capital reserves totalled more than \$5.6 million (column 4 in Table 11). Further, the Commission foresees that the funding for this reserve should come primarily from the amalgamation of the working-capital reserves of the former municipalities and the County on December 31, 2000. Each of the former municipality's contribution to this fund should be in accordance with their proportionate share of the assessment in the new municipality.

To handle the adjustment of the combined working capital reserve of the new municipality in an equitable manner, the Commission proposes the adoption of a formula that was used in Chatham-Kent. Specifically, this means that at the end of December 31, 2000, the budget surplus or deficit of each local municipality will also be used to adjust the local municipalities' share of the working capital reserve for the new municipality. The working capital reserve of each of the area municipalities shall be decreased or increased accordingly by the amount of the surplus or deficit.

Where the actual working fund reserve in each municipality as of December 31, 2000 (adjusted for any year-end surplus/deficit) exceeds the amount to be contributed by that municipality, the new municipality will provide a one-time "special tax rate adjustment" to reduce the future property taxes in that area of the local municipality. Where the actual working fund reserve is less than the amount to be contributed by that municipality, the

new municipality will provide a “special tax rate adjustment” to increase future property taxes in that area of the local municipality.

Table 11 illustrates the impact of this type of adjustment if it had been based on working capital and contingency reserves at the end of 1998. More specifically, column 2 records weighted assessment across all municipalities. Column 3 lists the proportionate distribution of weighted assessment across all municipalities. Column 4 records the level of working capital and contingency reserves by municipality as of December 31, 1998. For all municipalities and the County combined, this total exceeded \$5.6 million. If one assumes that the new municipality should operate with a working capital reserve of \$5 million (this level, however, must be determined by the Transition Board of the new Council), the County working capital fund of almost \$214,000 would be retained and the remaining \$4.8 million would be secured from the working capital reserves of the former area municipalities. To be fair, each former municipality’s share should be based on their proportionate share of assessment in the new municipality. Column 5 of Table 11 records the actual dollar value of the working capital reserve that should be provided by each of these municipalities based on their share of assessment. Column 6 records the additional amount that each of the former municipalities would have to contribute through a special mill rate increase (noted by a positive number) or that each would be refunded through a special mill rate reduction (noted by a negative number). The reader must remember, however, that these are one time tax rate adjustments.

The Commission wishes to emphasize that the illustration in Table 11 is an example only. What it does do, however, is to indicate how the working capital reserve fund should be established once the Transition Board or the new Council has established the fiscally prudent level that should be retained in a working capital reserve fund.

F.4 Donations or Bequests For Specific Projects or Facilities

Throughout the County, various donations or bequests have been designated for specific parks, heritage sites or facilities. These facilities are an important and vital component in every municipality where they are located and because of this, communities do not want to lose them or lose control of their operation. The Commission agrees with this and does not want it to change. If funds for these projects/facilities are in reserves, they will be used for the project for which the reserves have been assigned. If these projects/facilities are funded from an income stream on a fixed investment, this practice shall continue. An example of this is the Wilson Estate in Lindsay where revenues from a specific bequest have been assigned for the use of parks in Lindsay. This is identical to the treatment of reserves and reserve funds that have been dedicated for special purposes. After an amalgamation, reserves and reserve funds shall be used only for the benefit of the ratepayers of the area of the former municipality to which they relate, and the purposes for which they were dedicated.

If these donations or bequests are administered currently by a volunteer resident’s group, they should continue to be administered in this way. In other words, the Commission’s

Table 10: Reserves and Reserve Fund Balances for all Municipalities in Victoria County as of December 31, 1998

Municipality	Reserves				Reserve Funds				TOTAL
	Working Capital & Contingency	Water & Sewer	Capital Other ¹	Current incl. Tax Rate Stab.	Dev. chgs & Lot Levy	Rec. Land (Pl'ng Act)	Other Impmnts	Debt Repayment	
	\$	\$	\$	\$	\$	\$	\$	\$	\$
Town:									
Lindsay	379,435	2,550,796	930,458	26,129	166,842	10,823	59,391	0	4,132,874
Villages:									
Bobcaygeon	246,415	78,000	480,766	0	323,046	15,612	0	0	1,143,839
Fenelon Falls	117,161	0	169,362	0	0	36,669	8,603	0	331,795
Omeme	50,000	7,415	103,282	134,436	38,442	49	0	0	333,624
Sturgeon Point	25,282	0	2,367	12,543	0	9,487	0	0	49,679
Woodville	77,950	2,000	104,347	0	4,034	24,030	0	0	212,361
Townships:									
Bexley	432,956	20,618	388,721	0	29,795	256,977	0	0	1,129,067
Carden	128,000	0	157,428	28,401	0	9,132	0	0	322,961
Dalton	131,853	0	16,803	9,500	0	662	0	0	158,818
Eldon	527,276	0	112,457	0	18,148	20,261	0	0	678,142
Emily	390,208	140,352	165,288	0	59,009	181,139	0	0	935,996
Fenelon	650,000	304,495	257,117	621,563	68,500	42,711	9,487	0	1,953,873
Laxton, Digby & Longford	333,655	0	319,615	0	5,600	18,272	0	0	677,142
Manvers	498,155	461,789	475,316	0	298,360	4,020	0	0	1,737,640
Mariposa	608,908	150,941	119,053	0	207,895	5,843	0	0	1,092,640
Ops	370,000	1,193	636,780	128,318	202,009	132,987	0	0	1,471,287
Somerville	236,873	0	245,858	0	14,576	0	23,294	30,777	551,378
Verulam	214,050	0	198,287	0	12,049	29,770	0	0	454,156
Total for area municipalities	5,418,177	3,717,599	4,892,305	960,890	1,448,305	798,444	100,775	30,777	17,367,272
County of Victoria	213,850	0	18,120,957	947,582	380,070	0	303,810	389,448	20,355,717
TOTAL	5,632,027	3,717,599	23,013,262	1,908,472	1,828,375	498,444	404,585	420,275	37,722,989

¹ Capital – Other classification includes reserves for general administration, roads, parks and recreation, library and other unspecified purposes.

Reserves and reserve information was extracted by Day and Day Accountants from the 1998 Financial Information Returns on February 3, 2000.

Table 11: An Example of the Potential Impact of a \$5 million Working Capital Reserve Fund for the New Municipality.

Municipality (col. 1)	Weighted Assessment (\$000) (col. 2)	Percentage Distribution of assess. (col. 3)	1998 working capital reserve fund (col. 4)	Allocation of \$ 5 million in working capital reserve (col. 5)	Adjusted level (col. 6)
	\$	%	\$	\$	\$
Town:					
Lindsay	986,537	22.89	379,435	1,095,389	715,954
Villages:					
Bobcaygeon/Verulam	522,843	12.13	460,465	580,532	120,067
Fenelon Falls	113,011	2.62	117,161	125,480	8,319
Omeme	48,215	1.12	50,000	53,535	3,535
Sturgeon Point	21,625	0.50	25,282	24,011	-1,271
Woodville	33,000	0.77	77,950	36,641	-41,309
Townships:					
Bexley	199,911	4.64	432,956	221,969	-210,987
Carden/Dalton	133,702	2.64	259,853	126,248	-133,605
Eldon	191,664	4.45	527,326	212,812	-314,514
Emily	320,229	7.43	390,208	355,562	-34,646
Fenelon	483,902	11.23	650,000	537,295	-112,705
Laxton, Digby & Longford	116,277	2.70	333,655	129,107	-204,548
Manvers	289,787	6.72	498,155	321,761	-176,394
Mariposa	369,587	8.57	608,908	410,366	-198,542
Ops	224,505	5.21	370,000	249,276	-120,724
Somerville	275,740	6.40	236,873	306,165	69,292
Total for area municipalities	4,310,535	100.0	5,418,227	4,786,150	-632,077
County of Victoria	0	0	213,850	213,850	0
TOTAL	4,310,535	100.0	5,632,027	5,000,000	-632,077

1. Column 2 records weighted assessment across all municipalities.
2. Column 3 lists the proportionate distribution of weighted assessment across all municipalities.
3. Column 4 records the level of working capital and contingency reserves by municipality as of December 31, 1998 – taken from Financial Information Returns for 1998. For all municipalities and the County combined, this total exceeded \$5.6 million.
4. Column 5 assumes that the new municipality will operate with a working capital reserve of \$5 million (this level, however, must be determined by the Transition Board). The County working capital fund of almost \$214,000 would be retained and the remaining \$4.8 million would be secured from the working capital reserves of the former area municipalities.
5. Column 6 records the additional amount that each of the former municipalities would have to contribute through a special mill rate increase (noted by a positive number) or that each would be refunded through a special mill rate reduction (noted by a negative number). The reader must remember, however, that these are one time tax rate adjustments.

position is that these funds should remain with the facility or asset to which it has been assigned and should continue to be administered as in the past.

Donations and bequests:

All donations or bequests designated for specific parks, heritage sites or facilities should remain with the facilities, sites, or asset to which they have been assigned.

G. Administrative and Organizational Issues

The discussion in sections E and F concentrated on the design of a governing structure for setting policy on the level and quality of services to be used by taxpayers and on the special circumstances around their funding. It did not consider production and delivery issues. Production and delivery may be handled in a variety of ways - in house or outsourcing or through the use of volunteers, and so on.⁴⁰ Every level of government, regardless of structure, has a responsibility to search for the most efficient and inexpensive delivery system. To assist the new governing structure in the City of Kawartha Lakes, the Commission believes that it should follow models or best practices that have been successful elsewhere. The following provides guidance on this.

G.1 Business Unit Model

To achieve efficiency and effectiveness in its administrative operation, the new municipality should rely on experience with best business practices in service provision (whether in-house or contracted out or whatever). This involves the introduction of competitive forces into the decision making process – a feature that the Commission believes is critical if the new municipality is to lower cost and increase efficiency. Implementation of best business practices requires the use of performance based service delivery models built around Business Units. The performance of the Business Unit is then measured against the targets established in the Business Plan. These targets are established by reference to benchmarks drawn from best practice elsewhere. This requires a full cost accounting process for all municipal services provided. Without this information, it will not be possible to compare the cost of delivering municipal services across the private and public sector. If correctly and carefully designed, the Business Plan provides an accountability framework for service delivery. It gives Council control over the level and cost of services provided. Both the City of Waterloo and the Municipality of Chatham-Kent have successfully implemented this type of business approach to municipal service delivery.

It is the Commission's view that the organizational structure for the City of Kawartha Lakes should be developed using the Business Unit approach. The organization should be divided into a few Business Units. The number of Business Units should be determined by the Transition Board in cooperation with the new senior management team for the City. These units would serve internal clients and charge these clients for their services with the level and costs negotiated between the

⁴⁰ See the earlier discussion around footnote 18 on Alternative Service Delivery practices.

internal client and the provider. Service Delivery Business Units would be responsible for all municipal services and for evaluating their efficiency by comparing their output with key indicators that would be targeted and agreed upon during the development of the Business Plans.

Business Unit Model:

- ***The organizational structure for the City of Kawartha Lakes should be developed using the Business Unit model.***
- ***The number of Business Units should be determined by the Transition Board in consultation with the senior management team for the new municipality.***
- ***The Transition Board and senior management team should adopt policies and procedures using best practice benchmarks from other municipalities and the private sector in the province and elsewhere.***

G.2 Treatment of Employees

A number of local politicians and municipal employees questioned the Commission on the treatment of employees under a new municipal structure. In particular, their questions generally revolved around whether unionized employees had preference over non-unionized employees and how seniority would be recognized in the new municipality. The Commission believes that these are important concerns and emphasizes the following.

Treatment of Employees:

- ***All employees of existing municipalities and their local boards as of December 31, 2000 shall become employees of the new municipality or its local boards.***
- ***Employees that hold non-bargaining unit positions with an existing municipality or its local boards and who will be employed by the new municipality, in a non-bargaining unit position, shall be credited with seniority at a rate of 100% of the employees' length of service.***
- ***Employees that hold non-bargaining unit positions with an existing municipality or its local boards and who will be employed by the new municipality, in a bargaining unit position, shall be credited with seniority at a rate of 100% of the employees' length of service as if the position with the existing municipality or its local boards was a bargaining unit position with the new municipality.***
- ***A dispute concerning the application, in determining a right or obligation under a collective agreement, shall be resolved as though the dispute was a dispute concerning the interpretation, application or administration of the collective agreement***

H. The Transition Board, Powers and Priorities

The period of time between publishing the Order for the new municipality and January 1, 2001 when the new Council takes over is critical. Decisions made during this time will have a significant impact on the success of the new municipality. Key decisions will include designing and implementing the new administrative structure, appointing all personnel, setting policies and developing the legislative framework within which the municipality will operate and so on. It is extremely important, therefore, that a strong decision-making structure and body be set by this Commission to facilitate a successful implementation of the Order.⁴¹

H.1 The Transition Board

Term of Office for Transition Board. Since the new Municipality does not come into existence until January 1, 2001, the Council that is elected in November of this year does not have a municipality to serve until January 1, 2001. Therefore, the term of office for the members of current Councils shall be extended until December 31, 2000. From the issuance of the Order on April 19, 2000 until December 31, 2000, the Transition Board has the power of the new Council. All costs of the Transition Board should be included as part of the transition costs which, as was recommended earlier, should be funded by the Province.

Term of Office:

- ***The term of office for members of current Councils shall be extended until December 31, 2000.***
- ***The term of office for the Transition Board shall extend from the issuance of the Order on April 19 to December 31, 2000.***

Meetings: All meetings of the Transition Board must be public and proper notification must be given to allow access by the media and the general public. Only meetings dealing with issues of Personnel, Property or Legal issues are to be dealt with "in Camera." A schedule should be established by the Transition Board and announced through the media. The more transparent the process, the clearer the decisions of the Transition Board will be to the Public. The first meeting of the Board shall be held on or before May 5, 2000 and shall be called by the Clerk of the Town of Lindsay. Appendix D recommends a Procedural Bylaw under which the Transition Board may wish to conduct business.

Communication Strategy: The importance of a comprehensive communication strategy cannot be overstressed. All stakeholders must be kept abreast of the transition process. Although four elected

⁴¹ The following discussion has been borrowed, with some modifications, from the Special Advisor's Report to the Minister of Municipal Affairs and Housing on Local Government Reform for Sudbury, (reported in footnote 4) November 26, 1999, Appendix F.

officials are on the Transition Board, there are many elected officials left back in ‘soon to be former municipalities’ and not part of the day to day process. This will also be the case for staff not directly involved in the transition process. Those directly involved in transition will understand the logic and timing of decisions. A good communication strategy will help ensure that this is also true for those not directly involved. The more information stakeholders have, the more likely they are to buy into the process and the decisions made by the Transition Board.

a. Composition of the Transition Board

The role of the Transition Board is to guide the transfer of responsibilities of the existing entities to the new City of Kawartha Lakes. Some suggested that the Transition Board should be comprised of only elected officials while others suggested that it should be comprised completely of non-elected officials. In the Commission’s view, it is important that the Transition Board be made up of a mix of elected officials and non-elected individuals. This ensures public involvement as well as involvement of those who have been elected through a democratic process to represent their constituents. The Transition Board members role is to establish, rather than implement policy. Therefore it is imperative that there be a clear delineation of roles throughout the transition process.

During the consultation process, the Commission received a number of questions about the composition of the Transition Board. These are listed below along with the Commission’s response.

1. Who appoints Board members? The answer is that the Commission makes these appointments.
2. Are current politicians appointed to the Transition Board required to resign from their local Council? The answer is no.
3. Are members of the Transition Board precluded from running for political office in the next election? The answer is no.
4. Must members of the Transition Board be residents of Victoria County? The answer is no.
5. Who determines compensation for members of the Transition Board? There are two possibilities – the Board may set its own compensation or it may be set by the Commission. In this case, the Commission has established the compensation rate.

For the new municipality, the Board will consist of nine (9) members. This includes a mix of elected and non-elected individuals who represent a variety of business and political interests. As well, most of them have gone through reorganization and restructuring initiatives in both the public and private sector. These individuals are listed below along with a brief biography on each of them. In the event of a vacancy on the Board, there are provisions in the Municipal Act that handle their replacement.

1. Hugh Burton (Vice Chair of the Transition Board)

Hugh Burton is the owner and President of Jordan Electric Motor Service in Lindsay. Since 1995, he has been Chair of the Lindsay Hydro Electric system. More recently, he chaired the Steering Committee for the restructuring initiative of the Group of Seven Utilities (six in Victoria County plus Millbrook) and has been extensively involved as a member of their negotiating team in reaching a final agreement with Utilicorp Canada. He is a member of a number of organizations

including the Electrical Apparatus Service Association; Canadian Federation of Independent Business; Ontario Electrical League; Ontario Federation of Agriculture; Ontario Ground Water Association; and the Lindsay Chamber of Commerce. Since 1998, has been a member of PCPO PAC on Energy.

2. Diane Dalton

Diane Dalton is past Director of Education for the former Victoria County Board of Education. In that position, she was responsible for management of a public school system that served 12,000 students with an annual budget of approximately \$76 million. During the recent amalgamation of three school boards into the Trillium Lakelands School Board, Diane was selected by the trustees from the three former school boards to coordinate the amalgamation process including recommendations on merging collective agreements. Based on her wide-ranging experience, she has developed considerable skill in conflict resolution, negotiating and communicating. Among her many community involvement activities in Lindsay, Diane is Chair of the United Way for Victoria County, a member of the Board of Ross Memorial Hospital, and a member of the Employee Relations Committee of Ross Memorial Hospital.

3. Neil Hamilton

Neil Hamilton is Plant Manager for VISKASE Canada Limited in Lindsay. This is a position that he has held since 1990. From 1989 to 1990, he was Production Manager for VISKASE in Lindsay and from 1987 to 1989, he was a technical Assistance Engineer for VISKASE in Chicago. He is past Chair and Membership Director for the Kawartha Manufacturers Association. He is Director of the Victoria/Haliburton Counties Victim Crisis Assistance and Referral Service; Program Advisor of the Victoria County Junior Achievement Program; and a member of the Lindsay and District Chamber of Commerce where, in 1995, he was chosen Business Leader of the Year.

4. John Macklem

John Macklem is in his third consecutive year as Warden of Victoria County. Since 1994, he has been the Reeve of Laxton, Digby and Longford Townships. Prior to this political involvement, he was active in a variety of occupations and businesses. From 1969 to 1978, he was employed by Imperial Oil Ltd. where his last position was as a Systems Department Computer Financial Analyst. From 1978 to 1984, he was with Dome Petroleum Ltd. where his last position was Assistant to the Chairman of the Board. From 1984 to 1990, he was Vice-President Finance for the Muscocho Explorations Group of Companies. From 1988 to 1998, he owned Town and Country Custom Kitchens, and Macklem Contracting Inc. He is a Certified General Accountant.

5. David Marsh

David Marsh is the Reeve of Manvers Township. From 1991 to 1997, he served as Deputy reeve and from 1988 to 1991, he was a Councillor. Since 1985, he has been a Registered Real Estate Agent with Remax County Town Realty Incorporated. In addition to serving on a variety of Township Committees during his political career, he has been a member of a number of County Council Committees including Economic Development, Waste Management, Transportation and Public works, Planning, and Administration and Finance.

6. Gail Thomassen

Since 1987, Gail Thomassen has been the owner/secretary/treasurer of Country Side Homes in Bobcaygeon. From 1994 to 1997, she was a municipal councillor on the Village of Bobcaygeon Council. Recently, she has been active in at least two notable community projects in Bobcaygeon; first, as Chair of the Forbert Memorial Pool Association (1996 to 1999); and second, as Chairperson and co-founder of Bobcaygeon 2000 (1997 to the present).

7. Leonard Thornbury (Chair of the Transition Board)

Leonard Thornbury is the current Reeve of the Village of Woodville and has been a municipal politician for the past five years. Since 1987, he has been a real estate sales representative with Remax County Town Realty Incorporated. He is the past Chairman of the Woodville Town Hall Committee and has served as Commissioner with the Woodville Hydro Electric system. Len was been a municipal representative on the Lake Simcoe Region Conservation Authority and for the past term of County Council, he has been a member of a number of Committees including Waste Management, Planning, Human Resources, Land division and Development Services. He is a current member and past president of the Woodville and District Lions club.

8. Art Truax

Art Truax is the Mayor of Lindsay, a position he has held since 1997. He was also a member of Lindsay Council from 1965-1971 and from 1995 to 1997. Art is affiliated with a number of groups or organizations in Lindsay including the Kinsmen Club of Lindsay where he is president, the Rotary Club of Lindsay, K-40 Club of Lindsay, St. Paul's Anglican Church, Lindsay Boys' and Girls' Club, and the Lindsay Muskies Hockey Club. In 1995, Art retired as Superintendent of Schools for Victoria County – a position that he held from 1982. From 1975 to 1982, he was a Secondary School Principal and before that, a Vice-Principal (1969-1975) and Teacher (1959-1969).

9. Dennis Zekveld

Dennis Zekveld is currently first Vice-President of the Victoria Haliburton Federation of Agriculture and owns and operates D&S Farms (hogs and crops) in Manvers Township. Since 1983, Dennis has been a member of a number of agricultural boards in Victoria County, Ontario and Canada. From 1993 to 1999, Dennis was a Director of the Ontario Pork Producers' Marketing Board. At different times, he served as Chair of the Communications Committee, Chair of the Consumers Marketing Committee, Chair of the Environmental Committee and more recently as a member of their Executive Committee. From 1996 to 2000, he was a Director of the Canadian Pork Council. He is a recipient of Canada's 125th Commemorative Medal in honour of outstanding contributions to the local community.

Compensation for Transition Board Members. The Commission has determined that each member of the Transition Board shall be paid \$300 per day. The Chair of the Board will receive \$350 per day. The rates have been set at a level that exceeds the per diem for County Council meetings. The Commission believes that this is important because of the types of decisions to be made and the work involved. These rates are lower (by \$100 per day) than those currently in place

for the Transition Boards in Haldimand-Norfolk, Hamilton, Ottawa, and Sudbury. The Chair's rate is slightly higher because of greater responsibilities for this person. These costs are to be included as part of the transition costs that should be funded by the Province.

b. Powers and Priorities of the Transition Board

The Transition Board will assume the powers⁴² of a Council for the new City. These powers will be in effect from the date of the Order which is April 19, 2000 until the installation of the first elected City Council for the term 2001 to 2003.

To fulfill its mandate and to accomplish the full scope of responsibilities over the next few months, the Commission is recommending that the Transition Board undertake the tasks and activities listed below. Some of these are listed in the Order as required under the Commission process. For those not listed in the Order, the Commission deems them to be equally important and worthy of action. These tasks and activities are critical if the Transition Board is to set the stage for the success of the new municipality.

Powers and Priorities of the Transition Board:

- ***To appoint (in consultation with a Human Resource Consultant) a Chief Administrative Officer as soon as is feasible. The Transition Board should enter into a contract with the successful candidate for a minimum period of three years. This shall permit the new Council to determine whether it wishes to extend the contract or select a new person.***
- ***After the CAO is appointed, the CAO and the Transition Board along with a Human Resource Consultant should appoint the remaining members of the senior administration team.***
- ***To second employees and politicians from the existing municipalities and their local boards to assist the Transition Board.***
- ***To require the production of financial data and other information from each of the former municipalities and their local boards.***
- ***To determine both the number and location for municipal service centers and the services that should be provided at these centers.***
- ***To determine the number of municipal libraries in which information desks should be located and the services that should be provided at these desks.***
- ***To prepare the operating and capital budgets, organizational structures, administrative and management systems, staff positions and job descriptions for the new municipality to ensure a fully operational municipal organization that shall on***

⁴² These are very similar to the powers and priorities of the Transition Board for the restructuring initiatives in those municipalities reported in footnotes 4, 5, 6, 7 and 8.

January 1, 2001, become the new municipality and its administration.

- *To implement area rating for public transit, fire services, police services, solid waste management, sidewalks, street lighting and tax supported debt (excluding the debt on municipal buildings).*
- *To implement a tax-phase in program for possible municipal property tax increases that occur solely as a result of restructuring.*
- *To review and approve all financial expenditures of the existing municipalities in excess of \$10,000 that are not included in the approved municipal operating and capital budgets for the year 2000, including non-cash transactions such as the exchange of assets with external parties.*
- *To approve the 2000 municipal budget for each municipality that has not passed their budget by April 19, 2000.*
- *To control the reserves, reserve funds, financial commitments and other assets of existing municipalities.*
- *To establish an appropriate level for a working capital reserve fund and to ensure that each former municipality's contribution is based on that former municipality's proportionate share of the total assessment in the new municipality.*
- *To establish a Human Resources transition protocol that outlines appropriate policies for the placement and termination of the existing employee base including monetary entitlements or other benefits for displaced employees.*
- *To move staff to other workplaces within the new municipality, providing that their existing compensation and working conditions continue until the workplace is consolidated under the provisions of Bill 136, Public Sector Relations Transition Act, 1997.*
- *To develop a plan for disposing of existing redundant municipal assets for approval of the new Council.*
- *To implement the Victoria County Municipal Electric Utilities – UtiliCorp transaction on the terms of the existing signed letter of intent.*
- *To determine the level of compensation for Councillors, the Mayor and the senior management of the new municipality.*
- *To investigate and make recommendations on alternative service delivery mechanisms including 'contracting out' where appropriate for approval of the new Council.*

- *To ensure that “double dipping” does not occur when an employee of an existing municipality leaves that municipality for employment with the new municipality.*
- *To put in place the process for electing the new council and ensuring that appropriate systems are in place during the nomination period. The Municipal Clerk of the Town of Lindsay shall be assigned responsibility for conducting the election.*
- *To adopt a strategy for completing an inventory and archival appraisal of all municipal records in the municipalities in Victoria to ensure that the history of municipal government is preserved for future generations.*
- *To prepare a Procedural By-law to guide the operations of the new Council and its administration.*

c. Costs of Transition Board

While it is the Commission’s recommendation that transition costs be funded by the Province as has been the case for other Provincially struck Commissions, there has been less uniformity and consistency in the treatment of the costs of the Transition Board, itself. The Commission is of the view, however, that these costs are part of transition costs and should be fully funded by the Province. In the event that there are no transition funds offered by the Province to cover the costs of the transition board associated with the exercise of its powers, the costs of the transition board shall be borne by the municipalities on a basis proportionate to the percentage that each municipality’s assessment is of the combined taxable assessment of all former municipalities for the 1999 taxation year.

Costs of Transition Board:

The Commission recommends that the costs of the Transition Board be included as part of transition costs and that the Transition Board seek full funding for all transition costs from the Province.

d. Role of Task Forces

While the Transition Board serves as the Council⁴³ until December 31, 2000, the success of the transition to the new municipality will, to a significant degree, depend on the involvement and participation of municipal employees in the process. Much of this involvement should take place

⁴³ See Appendix E for a recommended organizational structure for the City of Kawartha Lakes Transition Board.

through the creation of a number of Task Forces⁴⁴— one for each major area of responsibility. ⁴⁵ These Task Forces should be made up of employees drawn from the former municipalities including the County but they need not be large, perhaps limited to 4 to 6 members. Membership on each Task Force should include a few employees with expertise in the assigned area drawn from urban and rural areas, but there should also be members from other areas of expertise. Having members with no direct involvement in the area being evaluated helps to ensure that recommendations are not based on the premise that service has always been provided in the manner suggested. Each Task Force should have representation from the Finance Task Force to ensure that recommendations fit within the fiscal framework of the new municipality. These Task Forces should play a technical role and as such, should be made up of municipal employees. The Chair of Each Task Force should serve on the Task Force Coordinating Committee. The Task Forces should include but may not necessarily be limited to the following:

Finance	Personnel
Assets and Liabilities	Building and Grounds Maintenance
Fire/Ambulance	Information Systems
Libraries/Culture	Municipal Service Centers
Planning/Building	Police
Recreation	Solicitor/Clerk
Roads and Transportation	

While amalgamation of these services will certainly create some efficiency through economies of scale and by eliminating duplication, it is necessary to review the way in which municipal services in the new municipality are provided if maximum savings are to be achieved. This can only be done through a restructuring rather than a simple amalgamation exercise. Four questions are critical as the City of Kawartha Lakes designs its new service delivery model. They are:

1. **What do we do?** What services are provided to the ratepayers of Kawartha Lakes?
2. **How do we do it?** What process(es) or mechanisms are utilized to provide that service?
3. **Should we be doing it differently?** Is there a more efficient and/or effective way of providing the service?
4. **Should we be doing it at all?** Is it a service that the City of Kawartha Lakes should be responsible for providing? Is it a service that is more appropriately provided by the private sector or other service provider?

Role of the Task Force Chair: It should be the responsibility of the Chair of each Task Force to convene meetings of that Task Force, to ensure deadlines are met and to report its progress every two weeks to the Task Force Co-ordinating Committee.

⁴⁴ The material presented in this and the remaining sections on the transition process is meant to serve as a guide to assist the Transition Board in completing their tasks. This discussion and the accompanying appendices draw heavily, if not directly, from the Special Advisor’s Report for Sudbury (reported in footnote 4). The Commission has borrowed and adopted this material because the Commission believes that it is the most comprehensive discussion of the way in which a number of critical issues should be handled if the transition process is to work smoothly, effectively and efficiently.

⁴⁵ Some general guiding principles for the Task Forces are listed in Appendix F.

Each Task Force should operate on a consensus basis. There may be an occasion where a minority of the group cannot reach a consensus with the rest of the group. A Minority Opinion can be presented to the Transition Board if at least twenty-five percent (25%) of the Task Force support that opinion. The members supporting that opinion must present their opinion in report form for consideration by the Transition Board, in conjunction with the Task Force report. Appendix G outlines specific guiding principles for each of the suggested Task Forces.

The Task Force Coordinating Committee: This Committee will be made up of the Chairs of the various Task Forces. It should be chaired by the CAO and should act as the Senior Transition Management Team for the City of Kawartha Lakes. Appendix E recommends an organizational structure for the Transition board. Neither the Task Force Coordinating Committee nor the Task Forces should have political representation – they are technical committees. The Task Force Coordinating Committee will be responsible for reviewing all Task Force reports to ensure their completeness and that the guiding principles of the Task Forces have been met (Appendix F and G).

e. Human resources protocol

The utilization of a Human Resources Consultant will assist greatly in the implementation of the new City's Human Resources Protocol. The employees of the former municipalities should be affirmed as employees of the new City of Kawartha Lakes. This will have a two-fold effect. First, it will reduce some of the anxiety felt by employees, and second, it will allow the necessary time required to identify the appropriate level of staffing required to provide services for the new municipality.

As suggested above, an administrative organizational chart for the new municipality should be developed, with the assistance of the Human Resources consultant, as soon as possible for this will give employees an overview of the organization as a whole and allow them to begin to evaluate where they might fit within that structure. The way in which a municipality deals with those individuals leaving its employment will have a direct impact on how the organization is viewed by those staying. It is essential to prevent negative impacts as much as possible by providing individuals with resources and information necessary for informed decision making. An Employee Transition Center should be established as soon as possible to assist employees with issues confronting them during the process. The center should include but not be limited to the following services and resources:

- Access to E.A.P. Programs
- Early retirement information
- Resume writing, job search techniques, interviewing skills
- Stress management
- Self-employment information
- A series of information seminars by OMERS, Revenue Canada, E.I. etc.
- Resource directory (electronic and hard copies) to include information about local employers, employment agencies and their services etc.
- Access to job bank kiosks/video library
- Access to computer programs i.e. word processing, Resume Template programs
- Internet access
- One-on-one career counselling.

Not only is it critical to provide fair treatment to all employees of the former municipalities, but the new City must be perceived as providing fair treatment.

A Voluntary Exit Program (VEP) is the first step in achieving this goal.⁴⁶ With the new organization, reductions in staffing resulting in restructuring should be achieved through a Voluntary Exit Program. The new City must be cautious, however, not to offer VEPs to employees who work in areas where surpluses are not identified. In addition, caution must be taken to ensure employees are not offered VEPs too soon. The level of staffing during the transition will be higher than it will be upon completion.

Where it is identified that there will be no surplus within a specific work area, staff should be re-affirmed to their positions as soon as possible. This will eliminate any unnecessary anxiety for that segment of the work force. A number of areas will experience surpluses as a result of restructuring. All employees identified as potentially surplus should be given an option to accept a VEP or apply for any position posted within the new municipality. While it may seem to be time consuming, it will provide employees with a greater level of choice in their future while providing the new municipality with the opportunity to hire the most qualified person for each available position. Employees would continue to receive the salary of their prior position until appointed to a new position.

The natural tendency will be to try to achieve the savings through staff reductions as soon as possible through the implementation of the VEP program. Caution must be taken to ensure that sufficient resources and knowledge are available for the Transition Process. A significant amount of knowledge is stored in the minds of employees and must be harvested prior to them leaving. An analysis must be done to ensure that information or critical resources will not be lost when approving a Voluntary Exit Package.

f. Operational and Timing Decisions of the Transition Board

Because of the urgency of establishing the new municipality's administrative and operational structure, the Transition Board will need to work in a hasty, efficient and careful manner. It is critical, therefore, that the Transition Board hire, with the assistance of a human resources consultant, a Chief Administrative Officer (CAO) within four to six weeks of the first meeting of the Transition Board (by mid-June, at the latest). Once this person is hired, he/she will be the CAO for the Transition board for the duration of its mandate. The CAO and Transition Board have the power to second staff from the former municipalities if and when assistance is required.

The new CAO and Transition Board, with the assistance of a human resources consultant, shall design an organizational chart for the new municipality and hire the necessary senior administrative staff to fill all remaining senior administrative positions. As well, the CAO should organize a Transition Center and ensure that it is properly staffed to address both employee and taxpayer concerns.

Immediately after the CAO is appointed, the CAO and Transition Board (with assistance from seconded persons familiar with employees in the municipalities) should appoint members to the

⁴⁶ Included in Appendix G are the guiding principles that include a number of the issues that should be addressed by the Human Resources Task Force.

Task Force Coordinating Committee (this Committee should be chaired by the CAO). Each of these members, in turn, should chair a Task Force (described earlier and in Appendix F). The Task Force Coordinating Committee should appoint members to each Task Force. Where Sub-Task Forces are required, the Task Force should appoint members to these sub-task forces. The number of Task Forces and their membership should be finalized within seventy-five days of the date of the first meeting of the Transition Board (approximately, by the middle of July).

While the Chair of each Task Force should report its progress to the Task Force Coordinating Committee every two weeks, a complete first draft of a report from each Task Force should be completed within ninety-five days of the formation of the Task Force (about the middle of October). These draft reports shall be reviewed by the Task Force Coordinating Committee with comments reported back to each Task Force so that a final report from each of them could be submitted within forty-five days of the draft report (about the end of November).

Each Task Force report should be reviewed and finalized by the Task Force Coordinating Committee prior to being forwarded to the Transition Board. Once the Transition Board has approved these reports and their recommendations, they should be forwarded to the newly elected Council for their consideration (January 1, 2001). The newly elected Council should be responsible for implementing the recommendations as soon as possible so that the new municipality can begin to operate in an efficient and effective manner.

I. Powers of Existing Councils

Given the powers of the Transition Board, the question remains as to the responsibilities and operation of the local Councils after the Order is released. In reality, local councils operate as they did prior to the release of the Order.

What existing Councils cannot do is to deviate from their budgets without approval of the Transition Board where budgets have already been approved. For those municipalities that have not yet approved their budgets, approval will be required from the Transition Board. Existing Councils cannot use any funds from reserve accounts without approval of the Transition Board. No property or equipment shall be disposed of without approval of the Transition Board. Nor may local Councils hire additional staff from outside the combined labour pool without approval of the Transition Board.

J. By-Laws and Resolutions

There are a number of by-laws and resolutions under which municipalities currently operate and these will be applicable in the new municipality. More specifically, the following is included in the Order.

By-Laws and Resolutions

- 1. On January 1, 2001, the by-laws and resolutions of the former municipalities shall become by-laws or resolutions of the new municipality and its local boards, and shall remain in force in the area of the former municipalities until the earlier the date it is amended or repealed; or December 31, 2005.***

2. *Despite 1 above, any by-law of a former municipality passed under section 34 of the Planning Act or a predecessor of that section, and any official plan of a former municipality approved under the Planning Act or a predecessor of that Act, shall be deemed to be a by-law or official plan of the new municipality and shall remain in force until amended or repealed*
3. *If a former municipality has commenced procedures to enact a by-law under any Act or adopt an official plan or amendment to it under the Planning Act, and that by-law, official plan or amendment applies to a former municipality and is not in force on January 1, 2001, the Council of the new municipality may continue the procedures to enact the by-law or adopt the official plan or amendment to the extent that it applies to the former municipality.*
4. *Nothing in this section repeals or authorizes the amendment or the repeal of,*
 - (a) *By-laws passed under section By-laws passed under sections 45, 58 and 61 of the Drainage Act or a predecessor of those sections;*
 - (b) *By-laws that were passed under the Highway Traffic Act or the Municipal Act that regulates the use of highways by vehicles and pedestrians and that regulate the encroachment or projection of buildings or any portion thereof upon or over highways; or*
 - (c) *By-laws conferring rights, privileges, franchises, immunities or exemptions that could not have been lawfully repealed by the councils of the former municipalities.*

K. Apportionment of Commission Costs

Pursuant to Sections 25.3(18)(f) of the *Municipal Act*, the Commission recommends that the costs incurred by the Victoria County Restructuring Commission be apportioned across all municipalities within Victoria County on the basis of each municipality's share of total taxable assessment.

Apportionment of Commission Costs:

All restructuring costs incurred by the Victoria County Restructuring Commission shall be apportioned across all municipalities within the former County on the basis of each municipality's share of total taxable assessment.

ORDER OF THE COMMISSION
MADE UNDER THE MUNICIPAL ACT R.S.O. 1990, c.M. 45

COUNTY OF VICTORIA

TOWN OF LINDSAY, MUNICIPALITY OF BOBCAYGEON/VERULAM, VILLAGE OF FENELON FALLS, VILLAGE OF OMEMEE, VILLAGE OF STURGEON POINT, VILLAGE OF WOODVILLE, TOWNSHIP OF BEXLEY, TOWNSHIP OF CARDEN/DALTON, TOWNSHIP OF ELDON, TOWNSHIP OF EMILY, TOWNSHIP OF FENELON, TOWNSHIP OF LAXTON, DIGBY AND LONGFORD, TOWNSHIP OF MANVERS, TOWNSHIP OF MARIPOSA, TOWNSHIP OF OPS, TOWNSHIP OF SOMERVILLE

1. In this Order,

“County” means The Corporation of the County of Victoria as it exists prior to January 1, 2001;

“former municipalities” means The Corporation of the County of Victoria, The Corporation of the Town of Lindsay, The Corporation of the Municipality of Bobcaygeon/Verulam, The Corporation of the Village of Fenelon Falls, The Corporation of the Village of Omemee, The Corporation of the Village of Sturgeon Point, The Corporation of the Village of Woodville, The Corporation of the Township of Bexley, The Corporation of the Township of Carden/Dalton, The Corporation of the Township of Eldon, The Corporation of the Township of Emily, The Corporation of the Township of Fenelon, The Corporation of the Townships of Laxton, Digby & Longford, The Corporation of the Township of Manvers, The Corporation of the Township of Mariposa, The Corporation of the Township of Ops, The Corporation of the Township of Somerville, as they exist prior to January 1, 2001.

“former Police Village of Kirkfield” means the Police Village of Kirkfield as it exists prior to January 1, 2001;

“local board” means a local board as defined in Ontario Regulation 143/96, as amended, and;

“new municipality” means The Corporation of the City of Kawartha Lakes as established under section 2.

2. MUNICIPAL RESTRUCTURING

(1) On January 1, 2001, the following municipalities are amalgamated under the name “The Corporation of the City of Kawartha Lakes”.

1. The Corporation of the Town of Lindsay
2. The Corporation of the Municipality of Bobcaygeon/Verulam

3. The Corporation of the Village of Fenelon Falls
 4. The Corporation of the Village of Omemee
 5. The Corporation of the Village of Sturgeon Point
 6. The Corporation of the Village of Woodville
 7. The Corporation of the Township of Bexley
 8. The Corporation of the Township of Carden/Dalton
 9. The Corporation of the Township of Eldon
 10. The Corporation of the Township of Emily
 11. The Corporation of the Township of Fenelon
 12. The Corporation of the Townships of Laxton, Digby & Longford
 13. The Corporation of the Township of Manvers
 14. The Corporation of the Township of Mariposa
 15. The Corporation of the Township of Ops
 16. The Corporation of the Township of Somerville.
- (2) The body corporate is a city and a local municipality for all purposes.
 - (3) On January 1, 2001, the County of Victoria is dissolved.
 - (4) The new municipality and its local boards stand in the place of the former municipalities and their local boards for all purposes.

3. WARDS

- (1) Effective January 1, 2001, all wards in the former municipalities are dissolved.
- (2) Effective January 1, 2001, the new municipality shall be divided into sixteen wards as set out in Schedule "A", "Ward Descriptions".

4. COUNCIL

- (1) The term of office of the members of the councils of the former municipalities is extended until December 31, 2000.
- (2) The council of the new municipality shall be comprised of seventeen members consisting of,
 - (a) the mayor who shall be elected, at large, by general vote; and
 - (b) one member from each of the sixteen wards, to be elected by the eligible voters within the respective ward.
- (3) Each member of council of the new municipality shall have one vote.

5. MUNICIPAL ELECTIONS

- (1) The 2000 regular municipal elections shall be conducted as if the restructuring under section 2 had already occurred.
- (2) For the purpose of subsection (1), the clerk of the Town of Lindsay shall be responsible for conducting the election under the *Municipal Elections Act, 1996*.
- (3) The transition board established under section 18(1) shall exercise the powers of a council for the purpose of holding the 2000 regular municipal election under the *Municipal Elections Act, 1996*.

6. LOCAL BOARDS

- (1) The term of office of the members of any local boards is extended until December 31, 2000.
- (2) The council for the new municipality shall be deemed to be a board of park management under the *Public Parks Act* and a recreation committee under the *Ministry of Tourism and Recreation Act* and a committee of management of a community recreation centre under the *Community Recreation Centres Act* and all such committees and boards of the former municipalities are dissolved on December 31, 2000.

7. POLICE SERVICES BOARD

- (1) The police services board of the former Town of Lindsay is dissolved on December 31, 2000.
- (2) A police services board for the new municipality to be known as the “The Police Services Board of the City of Kawartha Lakes” is established on January 1, 2001.
- (3) The operation and composition of the police services board established under subsection (2) shall be in accordance with the *Police Services Act*.
- (4) On January 1, 2001, the police services board established under subsection (2) stands in the place of the police services board dissolved under subsection (1).
- (5) The new municipality stands in the place of the former municipalities for all purposes related to policing.
- (6) The assets and liabilities under the control and management of the police services board dissolved under subsection (1) become assets and liabilities under the control and management of the police services board established under subsection (2).
- (7) On January 1, 2001, all by-laws and resolutions of the police services board dissolved under subsection (1) shall be deemed to be by-laws or resolutions of the police services board established under subsection (2) and shall remain in force in the area of the former municipality until the date that they are amended or repealed.
- (8) Nothing in this section repeals or authorizes the repeal of by-laws or resolutions conferring rights, privileges, franchises, immunities or exemptions that could not have been lawfully repealed by the police services board dissolved under subsection (1).

8. LIBRARY BOARD

- (1) The library boards of the former Town of Lindsay and the County of Victoria are dissolved on December 31, 2000.
- (2) A library board for the new municipality bearing the name “The City of Kawartha Lakes Public Library Board” is established on January 1, 2001.
- (3) The composition and operation of the library board established in subsection (2) shall be in accordance with the *Public Libraries Act*.

- (4) The assets and liabilities of the library boards dissolved under subsection (1) shall be deemed to be assets and liabilities of the library board established under subsection (2).
- (5) All by-laws, rules, regulations and fees passed or established by the library boards dissolved under subsection (1) shall be continued and deemed to be by-laws, rules, regulations and fees of the library board established under subsection (2).
- (6) Nothing in this section repeals or authorizes the repeal of by-laws or resolutions conferring rights, privileges, franchises, immunities or exemptions that could not have been lawfully repealed by a library board dissolved under subsection (1).

9. PUBLIC UTILITIES/HYDRO ELECTRIC COMMISSIONS

- (1) Unless earlier dissolved, the public utilities commissions, hydro electric commissions, and all committees of council of the former municipalities responsible for public utilities are dissolved on December 31, 2000.
- (2) The terms of office of the members of the public utility commissions, hydro electric commissions, and the committees of council of the former municipalities responsible for public utilities are continued until December 31, 2000.
- (3) On January 1, 2001, all assets and liabilities, rights and obligations including employees under the control and management of the public utilities commissions, hydro electric commissions, or committees of council of the former municipalities responsible for public utilities become assets and liabilities, rights and obligations including employees of the new municipality.
- (4) Every by-law and resolution of a public utilities commission, hydro electric commission, or a committee of council of the former municipalities responsible for public utilities which were dissolved under subsection (1) shall be continued and deemed to be a by-law or resolution of the new municipality that is applicable in respect of the geographic area of the former municipality where said by-law or resolution previously applied.
- (5) Nothing in this section has the effect of authorizing the public utilities commissions, hydro electric commissions, or committees of council of the former municipalities responsible for public utilities or the new municipality to generate, transmit, distribute or retail electricity after November 7, 2000, in contravention of section 144 of the *Electricity Act, 1998*.
- (6) In the event of a sale of the assets of a public utilities commission or a hydro electric commission or a committee of council that relates to the distribution and supply of electrical power or if the shares of a corporation as defined in the *Business Corporations Act*, which corporation was created to address the distribution and

supply of electrical power are sold the proceeds of such sale shall be placed in a reserve for the benefit of the ratepayers of the former municipality or municipalities, as the case may be, to which the sale of assets or shares relates.

- (7) The hydro reserves of the public utilities commissions and hydro electric commissions of the former municipalities may, upon being transferred to the new municipality under section 11, be used for any purpose that the council of the new municipality considers appropriate but shall only be used for the benefit of the ratepayers of the geographic area of the former municipality which the public utility commissions or hydro electric commissions, respectively, served.
- (8) On January 1, 2001, all assets and liabilities, right and obligations of the former municipalities and of the public utilities commissions of the former municipalities dissolved under subsection (1) that relate to the production, treatment, distribution and supply of water become assets and liabilities, rights and obligations of the new municipality.

10. POLICE VILLAGE

- (1) The Police Village of Kirkfield is dissolved on January 1, 2001.
- (2) The terms of office of the trustees of the former Police Village of Kirkfield expire on December 31, 2000.
- (3) All by-laws or resolutions of the former Police Village of Kirkfield shall be deemed to be by-laws or resolutions of the new municipality.
- (4) The assets and liabilities, rights and obligations including employees, of the former Police Village of Kirkfield become the assets and liabilities, rights and obligations including employees, under the control and management of the new municipality.

11. ASSETS AND LIABILITIES

On January 1, 2001, all assets and liabilities, rights and obligations of the former municipalities and their local boards are vested in and become assets and liabilities, rights and obligations of the new municipality and its local boards.

12. EMPLOYEES

- (1) Employees of the former municipalities or their local boards as of December 31, 2000 shall become employees of the new municipality or its local boards.
- (2) Employees that hold non-bargaining unit positions with an existing municipality or its local boards and who will be employed by the new municipality, in a non-bargaining unit position, will be credited with seniority at a rate of one hundred percent of the employees' length of service.
- (3) Employees that held non-bargaining unit positions with a former municipality or its local boards and who will be employed by the new municipality or its local boards, in a bargaining unit position, will be credited with seniority at a rate of one hundred percent of the employees' length of service as if the position held with the former municipality or its local boards was a bargaining unit position with the new municipality.
- (4) A dispute concerning the application, in determining a right or obligation under a collective agreement under subsection (3) shall be resolved as though the dispute were a dispute concerning the interpretation, application or administration of the collective agreement.

13. BY-LAWS AND RESOLUTIONS

- (1) On January 1, 2001, the by-laws and resolutions of the former municipalities shall become by-laws or resolutions of the new municipality and shall remain in force in the area of the former municipalities until the date that they are amended or repealed.
- (2) Despite subsection (1), any by-law of a former municipality passed under section 34 of the *Planning Act* or a predecessor of that section, and any official plan of a former municipality approved under the *Planning Act*, or a predecessor of that Act, shall be deemed to be a by-law or official plan of the new municipality and shall remain in force until amended or repealed.
- (3) If a former municipality has commenced procedures to enact a by-law under any Act or adopt an official plan or an amendment to it under the *Planning Act*, and that by-law, official plan or amendment applies to a former municipality and is not in force on January 1, 2001, the council of the new municipality may continue the procedures to enact the by-law or adopt the official plan or amendment to the extent that it applies to the former municipality.

- (4) Nothing in this section repeals or authorizes the amendment or the repeal of,
 - (a) by-laws or resolutions of the former municipalities passed under section 45, 58, and 61 of the *Drainage Act* or a predecessor of those sections;
 - (b) by-laws that were passed under the *Highway Traffic Act* or the *Municipal Act* that regulate the use of highways by vehicles and pedestrians and that regulate the encroachment or projection of buildings or any portion thereof upon or over highways; or
 - (c) by-laws conferring rights, privileges, franchises, immunities or exemptions that could not have been lawfully repealed by the councils of the former municipalities.

14. TAXES AND CHARGES

- (1) All taxes, charges and rates levied under any general or special Act and uncollected by the former municipalities or their local boards which are due and unpaid on December 31, 2000, shall be deemed to be taxes, charges and rates due and payable to the new municipality and may be collected by the new municipality or its local boards.
- (2) If a former municipality has commenced procedures under the *Municipal Tax Sales Act* and the procedures are not completed by January 1, 2001, the new municipality may continue the procedures.

15. TAX PHASE-INS

- (1) Any increase in the rates of taxation for municipal purposes for the new municipality that would occur solely as a result of this Order may be phased in for the municipal portion of the real property tax bill for a period of up to five years.
- (2) Where there is a phase-in for any increase in the rates of taxation for municipal purposes for the new municipality as referred to in subsection (1), such increase shall be financed by a reduction in the decrease in the rates of taxation over an equivalent period that would occur solely as a result of this Order.

16. RESERVES AND RESERVE FUNDS

- (1) The former municipalities shall not change the purpose for which any municipal reserves and reserve funds designated for specific purposes were established by any of the former municipalities on or before the date this Order comes into effect.
- (2) All reserves and reserve funds of the former municipalities dedicated for special purposes shall become the special reserves and reserve funds of the new municipality, and shall be used only for the benefit of the ratepayers of the area of the former municipality to which they relate, and the purposes dedicated.
- (3) Prior to December 31, 2000, the former municipalities may establish reserve funds for the receipt of donations and bequests that are designated for parks and heritage sites.
- (4) A working fund reserve shall be established by the transition board established under subsection 18(1) or, subsequent to January 1, 2001, by the council of the new municipality, to be funded by each of the former municipalities in accordance with its proportionate share of the weighted assessment to the total weighted assessment as of December 31, 2000 for the local municipalities comprising the County of Victoria.
- (5) The total amount of each of the former municipalities working capital reserves as of December 31, 2000 shall be increased or decreased, as the case may be, by the amount of any deficit or surplus, respectively, of that local municipality for the fiscal year ending December 31, 2000.
- (6) Where the amount by which the working capital reserve for each of the former local municipalities exceeds its share of the amount to be funded under subsection (4), the new municipality shall provide for a special tax rate adjustment upon the rateable property located in the area of the former local municipality to refund the amount in excess.
- (7) If the amount contributed by a former local municipality towards the working capital reserve of the new municipality is less than that required by subsection (4), the new municipality shall provide for a special tax rate adjustment upon the rateable property located in the area of the former local municipality to pay the balance of the amount it is required to contribute under subsection (4).

17. AREA RATING

- (1) The new municipality shall provide for a special tax rate adjustment upon the rateable property located in the area of the former municipalities to pay for any

debts, created prior to January 1, 2001, by that former municipality, excluding the debt attributable to municipal buildings.

- (2) The new municipality shall provide for a special tax rate adjustment upon the rateable property located in the area of the former municipalities for transit and police services.

18. TRANSITION BOARD

- (1) On April 19, 2000, a transition board is established for the new municipality and shall be constituted as a body corporate.
- (2) The board established under subsection (1) ceases to exist on December 31, 2000.
- (3) The board established under subsection (1) shall be composed of the following members:
 1. Hugh Burton
 2. Diane Dalton
 3. Neil Hamilton
 4. John Macklem
 5. David Marsh
 6. Gail Thomassen
 7. Leonard Thornbury
 8. Art Truax
 9. Dennis Zekveld
- (4) Leonard Thornbury shall be the Chair and Hugh Burton shall be the Vice-Chair of the board established under subsection (1).
- (5) Each member of the board shall be paid a per diem of \$300 except for the Chair who shall be paid a per diem of \$350.
- (6) The seat of a member of the transition board becomes vacant if the member
 - (a) has neglected or refused to accept office, or
 - (b) is absent from the meetings of the transition board for three (3) consecutive meetings without being authorized so to do by a resolution of the transition board entered upon its minutes,
 - (c) resigns from the transition board,
 - (d) has his or her seat declared vacant in any judicial proceedings,
 - (e) forfeits his or her seat under any Act,
 - (f) dies whether prior to or subsequent to taking his or her seat.

- (7) Any vacancy on the transition board shall be filled by majority vote of the said transition board at its next meeting and if no majority vote is achieved that day at each successive meeting thereafter until such time as the vacancy is filled.
- (8) Within thirty days of the date of the board's establishment in subsection (1), it shall adopt procedural rules and systems of controls to govern its activities.
- (9) The board established under subsection (1) is subject to the provisions governing the conduct of meetings under section 55 of the *Municipal Act*.
- (10) The first meeting of the board shall be held on or before May 5, 2000 and shall be called by the clerk of the former Town of Lindsay.
- (11) The transition board may exercise the powers specified in subsection (12) that the former municipalities have and the new municipality will have on and after January 1, 2001.
- (12) The board established under subsection (1) may exercise the following powers,
 - (a) establish and adopt transition plans for 2000;
 - (b) second employees, municipal politicians and advisors from the former municipalities and their local boards to assist the transition board;
 - (c) require the production of financial data and other information from each of the former municipalities and their local boards as required;
 - (d) determine the number and location for municipal service centers;
 - (e) determine the number of municipal libraries in which information desks should be located;
 - (f) prepare a report for the consideration of the council of the new municipality regarding the functions, staff complement and equipment needed for the main office for the municipality and for each of the service centers and information desks;
 - (g) establish operating and capital budgets, organizational structures, administrative and management systems, staff positions and job descriptions for the new municipality to ensure a fully operational

municipal organization that shall on January 1, 2001, become the new municipality and its administration;

- (h) review and approve all financial expenditures for the former municipalities in excess of ten thousand dollars (\$10,000.00) that are not included in the approved municipal operating and capital budgets for the year 2000, including non-cash transactions such as the exchange of assets with external parties and shall further approve all municipal budgets for the year 2000 that have not yet been established and approved as at the date of this order;
- (i) review and approve expenditures of the former municipalities from reserves, reserve funds, financial commitments which extend beyond December 31, 2000 and the acceleration of any project originally scheduled to commence after December 31, 2000;
- (j) establish a human resources transition protocol that provides for uniform policies and mechanisms relating to,
 - (i) the procedures and placement of employees of the former municipalities or their local boards in positions with the new municipality or its local boards;
 - (ii) the termination of employment for employees of the former municipalities and their local boards, including monetary entitlements or other benefits for displaced employees;
- (k) offer employees of the former municipalities employment with the new municipality, as well as negotiate and enter into agreements with employees;
- (l) issue lay-off notices or provide for severance or compensation in lieu of notice, or both notice and compensation, as required, to employees of the former municipalities;
- (m) negotiate with trade unions and pursue applications to the Ontario Labour Relations Board, as required, on matters arising out of those negotiations;
- (n) move staff to other workplaces within the new municipality, providing that their existing compensation and working conditions continue until the workplace is consolidated under the provisions of Bill 136, (*Public Sector Relations Transition Act, 1997*);

- (o) develop a plan for disposing of existing redundant municipal assets of the former municipalities and their local boards for approval of the new council;
- (p) determine the level of compensation for councillors, the mayor and the senior management of the new municipality for the first term of office;
- (q) investigate and prepare a report for approval of the new council on the implementation of alternative service delivery mechanisms including 'contracting out' where appropriate;
- (r) adopt a strategy for completing an inventory and archival appraisal of all municipal records in the municipalities in the County of Victoria to ensure that the history of municipal government is preserved for future generations;
- (s) prepare a draft procedural by-law to guide the operations of the new council and its administration;
- (t) exercise the powers of a council for the purpose of holding the 2000 regular municipal election under the *Municipal Elections Act, 1996*;
- (u) perform the duties of a former municipality or of the former Police Village of Kirkfield under Part XI of the *Electricity Act, 1998* or act as a shareholder of a corporation established under section 142 of the *Electricity Act, 1998*, including the following:
 - (i) may dispose of or otherwise deal with the assets, liabilities, rights and obligations which primarily pertain to or are primarily used in connection with the generation, transmission, distribution or retail of electricity of the former municipality, or of a commission established under the *Public Utilities Act* or any other Act or of any other body, however established, through which the former municipality generates, transmits, distributes or retails electricity; and
 - (ii) may acquire from the corporations designated as Ontario Electricity Generation Corporation or the Ontario Electric Services Corporation, or their subsidiaries, assets, liabilities, rights and obligations for the purpose of generating, transmitting, distributing or retailing electricity for a former municipality; and

- (v) establish a working fund reserve and the amount of that reserve for the new municipality.
- (13) The councils of the former municipalities shall not exercise the powers specified in clauses 18(12) (h) and (i) without the approval of the transition board.
- (14) The costs of the transition board shall be borne by the former municipalities on a basis proportionate to the percentage that each former municipality's assessment is of the combined taxable assessment of all former municipalities for the 1999 taxation year.

19. DISPUTE RESOLUTION

- (1) Where a dispute arises with respect to any issue arising out of the interpretation of this Order, any one of the parties may,
 - (a) refer the matter in dispute to arbitration in accordance with the provisions of the *Arbitration Act, 1991*, except as provided herein; or
 - (b) defer the matter to the council of the new municipality, subsequent to January 1, 2001, for resolution.
- (2) Any costs associated with arbitration proceedings under this section shall be shared equally among the former municipalities engaged in the dispute.
- (3) Where a dispute is referred to arbitration, the decision of the arbitrator shall be final.

Harry Kitchen
Commissioner

Dated at Lindsay, Ontario, this 19th day of April, 2000.

SCHEDULE "A"

WARD DESCRIPTIONS

WARD ONE All of Carden, Dalton and Eldon Townships north of the Trent Canal; all of Longford Township; all of Digby Township except lots 1 to 14, concession 1; all lots 1 to 13, concessions 1 to 7 of Laxton Township; and all lands west of County Road 41, and north of County Road 48 in Bexley Township, including all of the islands.

WARD TWO All land lying north of the Trent Canal including all of Grand Island in Bexley, Fenelon, Laxton and Digby Townships that is not included in Ward One. In Somerville Township all land lying west of lot 16, concessions 13 and 14, and lots 37 to 74, Concession Fronting on the River (Gull River and Silver and Shadow Lakes), including all of the islands.

WARD THREE All remaining land in Somerville Township that is not included in Ward Two.

WARD FOUR All of Carden and Eldon Townships south of the Trent Canal; the Village of Woodville; lots 1 to 10, concession 15 Mariposa Township; and lots 11 to 24, concessions 8 to 15 Mariposa Township, including all of the islands.

WARD FIVE Bexley Township south of the Trent Canal; Fenelon Township west of the Trent Canal between Rosedale and Lindsay excluding that area described as being in Ward Six.

WARD SIX All of the Village of Fenelon Falls. In Fenelon Township lots 21 to 32, concessions 7 and 8; east half of lot 20 concession 8, all land lying north of and including lot 20, concession 9; and lots 18 to 32 in concessions 10 and 11 that are not within the Village.

WARD SEVEN In Fenelon Township lots 11 to 17, concessions 10 and 11; the Village of Sturgeon Point; and all land north of the Trent Canal in the Municipality of Bobcaygeon/Verulam, including all of the islands.

WARD EIGHT All land in Mariposa Township excluding that included in Ward Four.

- WARD
NINE Within Lindsay, all land north of Colborne St. W., west of the Scugog River. In Ops Township all land lying north of Dew Drop Inn Road and the Kent St West extension on the west side of Lindsay, west of the Scugog River.
- WARD TEN Within Lindsay all land lying north of Kent St. East and West and Riverview Road, east of Victoria Ave. N. and its projection northward to the Town limit. In Ops Township all land lying north of Pigeon Lake Road (County Road 17), east of the Scugog River and bounded on the east by Post Road.
- WARD
ELEVEN In Ops Township all lands lying south of Dew Drop Inn Road and the Kent St West extension on the west side of Lindsay and west of the Scugog River. Within Lindsay, all land south of Colborne St. W., west of Victoria Ave. N. and north of Kent St. W. South of Kent St. W., all land west of Albert St. S. and its extension south to the Town limit east to the Scugog River.
- WARD
TWELVE In Ops Township, all land south of Pigeon Lake Rd. (County Rd. 17), west of Post Road south to Tracey's Hill Road, all land west of Highway 7 between Concessions 7 and 8 and west of Hillhead Rd. southward to the Township boundary westward over to the Scugog River. In Manvers Township, lots 1 to 16, Concession 14.
- WARD
THIRTEEN All land south of the Trent Canal in the Municipality of Bobcaygeon/Verulam.
- WARD
FOURTEEN In Fenelon Township all land south of the Trent Canal between Lindsay and Bobcaygeon. In Ops Township, land lying east of Post Road north of Tracey's Hill Rd., land east of Highway 7 between concessions 7 and 8, and east of Hillhead Rd. south of Tracey's Hill Rd. and north of Confederation and Crosswind Roads. In Emily Township, land north of and bounded on the south by Highway 7, west of Omemee, the Village boundary to Sturgeon Rd. (County Rd. 7), north to Beaver Road and then east along Beaver Road to the Pigeon River and includes all land west of Pigeon Lake and River north of this line. In the Village of Omemee it includes land north of Highway 7 (King St. W.) and west of Sturgeon Rd. N. (County Rd. 7).

**WARD
FIFTEEN**

Includes the remaining land in Emily Township and the Village of Omeme that is not within Ward Fourteen. It also includes the land south of Confederation and Crosswind Roads east of Hillside Rd. in Ops Township and lots 17 to 25, concession 14 in Manvers Township.

**WARD
SIXTEEN**

All land in Manvers Township except lots 1 to 25, concession 14.

APPENDIX A

Meeting Schedule

The following is a list of meetings held by the Commission in completing the restructuring proposal. Meetings that are marked with an asterisk were called by the Commission, as required in the *Municipal Act*. Meetings not marked with an asterisk were requested by individuals, organizations or groups. The Commission met with every individual, group or organization that requested a meeting.

January 4 th , 2000	
1:30 – 3:00 pm	Victoria county Road Superintendents*
3:00 – 4:00 pm	Chief Martin, Lindsay Police Force
4:00 – 5:00 pm	Victoria County Fire Chiefs*
January 5 th , 2000	
9:00 am	Town of Lindsay Municipal Council*
10:00 am	Township of Ops Municipal Council*
11:00 am	Township of Manvers Municipal Council*
1:00 pm	Township of Emily Municipal Council*
2:00 pm	Village of Omemee Municipal Council*
3:00 pm	Senior Administrative Staff of County of Victoria*
4:45 pm	Metro Ambulance Service
January 6 th , 2000	
2:00 – 4:00 pm	Victoria County Council*
4:00 to 6:00 pm	Victoria County Association of Clerks and Treasurers*
7:00 pm	Village of Woodville Municipal Council*
January 7 th , 2000	
9:00 am	Township of Mariposa Municipal Council*
10:00 am	Township of Fenelon Municipal Council*
11:00 am	Lindsay Hydro – to discuss hydro restructuring
1:00 pm	Village of Bobcaygeon & Township of Verulam Municipal Council*
3:30 pm	Senior Administrative Staff of the Town of Lindsay*
5:15 pm	Meeting with Councillor Polito & Percy Luther
6:00 pm	Meeting with Lindsay Police Association
January 10 th , 2000	
8:30 am	Village of Fenelon Falls Municipal Council*
9:30am	Township of Sommerville: Township of Bexley: Township of Laxton, Digby & Longford – Municipal Councils & Restructuring Committee*

11:30 am	Village of Sturgeon Point Municipal Council*
1:00 pm	Townships of Carden & Dalton Municipal Council*
3:00 pm	Township of Eldon Municipal Council*
4:00 pm	Northern Road Superintendents (Fenelon Falls)
4:30 pm	Recreation Facilities Manager of Fenelon Falls
January 12 th , 2000	
4:30 pm	Chief Buxton, Victoria County OPP
January 17 th , 2000	
7:00 pm	A Taxpayers' Group (Paul Pagneulo, Shawn Sutcliffe, Ted Spearing)
January 18 th , 2000	
8:00 pm	Victoria-Haliburton Federation of Agriculture
January 19 th , 2000	
12:30 pm	Buck Robertson – Fire Chief of Omeme/Emily
January 25 th	
5:00 pm	Warden John Macklem*
January 27 th , 2000	
2:00 pm	Coboconk Economic Development Committee
3:00 pm	Bruce Fleury
3:30 pm	John Panter, Anne Panter, Rose Kulmala, Trevor Harrison, Doug Hindson
4:30 pm	Committee of Management, Burnt River Somerville Centre
February 10 th , 2000	
10:00 am	Kawartha Manufacturers' Association
February 15 th , 2000	
2:00 pm	Public Meeting in Coboconk*
6:30 pm	Public Meeting in Bobcaygeon*
February 16 th , 2000	
2:00 pm	Public Meeting in Lindsay*
6:30 pm	Public Meeting in Lindsay*
February 28 th , 2000	
8:00 am	Townships of Carden and Dalton Municipal Council*
9:00 am	Town of Lindsay Municipal Council*
10:00 am	Township of Ops Municipal Council*
11:00 am	Township of Manvers Municipal Council*

1:00 pm	Township of Emily Municipal Council*
2:00 pm	Village of Omemee Municipal Council*
3:00 pm	Township of Mariposa Municipal Council*
4:00 pm	Township of Fenelon Municipal Council*
5:00 pm	Township of Eldon Municipal Council*
6:00 pm	Village of Woodville Municipal Council*
February 29 th	
8:30 am	Village of Fenelon Falls Municipal Council*
9:30 am	Village of Sturgeon Point Municipal Council*
3:00 pm	Township of Sommerville: Township of Bexley: Township of Laxton, Digby & Longford – Municipal Councils & Restructuring Committee*
4:30 pm	Victoria County Council*
March 1 th	
10:00 am	Village of Bobcaygeon & Township of Verulam Municipal Council*

APPENDIX B

List of Written Submissions

SUBMISSIONS TO VICTORIA COUNTY RESTRUCTURING COMMISSION			
#	Submitter	Date Received	Page where Submission was recorded in volume of submissions
1	Fire Chiefs in Victoria County	Jan 4	1
2	Town of Lindsay	Jan 5	2
3	Village of Omemee	Jan 5	23
4	Councillor Gerald McGregor	Jan 5	31
5	Percy Luther	Jan 6 & 10	38
6	Township of Mariposa	Jan 6	50
7	Township of Fenelon	Jan 7	53
8	Municipality of Bobcaygeon/Verulam	Jan 7	57
9	Lindsay Police Service	Jan 7	63
10	The Lindsay Police Association	Jan 7	67
11	J. Pearce	Jan 9	69
12	John & Bernice Addison	Jan 9	70
13	Township of Fenelon	Jan 10	71
14	Councillor Robert Robertson	Jan 10	74
15	Councillor Ken Diebel	Jan 10	75
16	Restructuring Committee of Bexley, Laxton, Digby and Longford and Somerville	Jan 10 & 14	76
17	Reeve Diane Austin	Jan 10	86
18	Councillor John Byrne	Jan 10	87
19	Village of Sturgeon Point	Jan 10	91
20	Township of Eldon	Jan 10	102
21	Frank & Rose Turton	Jan 10	106
22	Warren Grant	Jan 12	107
23	Carl Kimmett	Jan 12	108
24	Donald & Ella Giffen	Jan 12	110
25	Councillor Jim De Clute	Jan 12	111
26	Al & Jacque Stewart	Jan 13	126
27	Mason & Margaret Saunders	Jan 13	127
28	Frank & Berta Hickey	Jan 13	128
29	Bruce F. Fleury	Jan 14	129
30	Rick Thompson	Jan 14	132
31	Marnie Jackson	Jan 15	134
32	Paul Pagnuelo, Shawn Sutcliffe, Ted Spearing	Jan 17	135
33	Doug Foster	Jan 18	150

34	James & Norma Grant	Jan 18	151
35	Barb & George Berry	Jan 18	152
36	Margaret Prats	Jan 18	153
37	Kenneth Phillips	Jan 19	154
38	Ralph Pellegrino	Jan 19	155
39	Beverly & David Nelson	Jan 19	156
40	T. McKonn....	Jan 19	157
41	Grant Quinn	Jan 19	158
42	Somerville Ratepayers Organization	Jan 19	159
43	Marie & Vern Pomery	Jan 19	160
44	Gail Thomassen	Jan 19	161
45	Victoria, Haliburton Federation of Agriculture	Jan 19	162
46	John & Margaret McAllister	Jan 19	164
47	Jim & Lorraine Greensides	Jan 19	165
48	B. Smales	Jan 19	166
49	Ruth LaMantia	Jan 19	167
50	Rick Quibell	Jan 20	170
51	Douglas Hindson	Jan 20	171
52	C... J.. ??? (705)-799 7833	Jan 20	175
53	Mayor Art Truax	Jan 20	176
54	Donald Logan	Jan 20	178
55	E.J. Pillinger	Jan 21	179
56	Thersa Kelly	Jan 21	180
57	John D. Hislop	Jan 21	181
58	Ken Gray	Jan 21	182
59	E.B. vonEnckevort	Jan 21	183
60	Ron Black	Jan 21	184
61	Violet Quinn	Jan 21	185
62	Grant Quinn	Jan 21	186
63	Bonnie Quinn	Jan 21	187
64	Emmett Yeo	Jan 21	188
65	Sharon Farrell- Yeo	Jan 21	189
66	Coboconk & District Lions Club	Jan 21	190
67	Haliburton Highlands Health Services	Jan 21	191
68	Y.V.T....???	Jan 21	192
69	Bill and Morven Crothers	Jan 22	193
70	Cecil and Lynne Johnston	Jan 22	194
71	Lynne Boldt	Jan 22	196
72	Judy Probst	Jan 23	197
73	Judy and Bill Lawlor	Jan 23	200
74	Derek & Charmian Martindale	Jan 23	201
75	Lloyd & Gloria Harris	Jan 23	202
76	Jarvis Wedley	Jan 23	203
77	Marilyn Stevens	Jan 23	204

78	Dave Nelson	Jan 23	205
79	Joseph & Carolyn LeFresne	Jan 23	206
80	Jennie L. Fitzgerald	Jan 23	207
81	Colleen Sibley	Jan 23	208
82	June Mewhort	Jan 23	209
83	Bob MacMorran	Jan 23	210
84	Carol & Wayne Routly	Jan 23	211
85	Lou Probst	Jan 23	212
86	Rev. Ross Fogwell	Jan 23	213
87	Judith Hayes & Andy Luff	Jan 24	214
88	Karl H File	Jan 24	215
89	Dale Kennedy	Jan 24	216
90	Fran & Lloyd McClay	Jan 24	217
91	John & Susan Magill	Jan 24	218
92	L. Warner	Jan 24	219
93	Jessie & Donald Murray	Jan 24	220
94	Bill & Morven Crothers	Jan 24	222
95	Lynn Peel	Jan 24	223
96	Carol Bryans & Caren Oldfield	Jan 24	225
97	Diane O'Neill	Jan 24	226
98	Max Radiff	Jan 25	227
99	John Ryckman	Jan 25	229
100	Wayne D. MacLeish	Jan 25	230
101	Susan Jewell	Jan 25	233
102	V. Jean Stewart	Jan 25	234
103	Ross & Barbara Pyett	Jan 25	235
104	Michele Donaldson	Jan 25	236
105	J. M. MacDonald	Jan 25	237
106	Alfred and Elva Dahms	Jan 25	238
107	A. B. Cornelius	Jan 25	241
108	Joyce G. Thompson	Jan 25	242
109	T. Mitchell	Jan 25	244
110	Jack Davidson	Jan 25	245
111	A. E. Cousins	Jan 25	246
112	Gloria A. Cousins	Jan 25	247
113	Galway and Area Ratepayers Association Inc.	Jan 25	248
114	J. & L. Tomlinson	Jan 25	249
115	Mr. & Mrs. John MacDonald	Jan 25	250
116	Edie Patte	Jan 25	252
117	Township of Fenelon	Jan 25	253
118	Ed Richter	Jan 25	256
119	Denis Bate	Jan 26	257
120	Wayne and Julie Graham	Jan 26	258
121	Coboconk New Horizon Seniors #413	Jan 26	259

122	June and Cecil Carr	Jan 26	261
123	Audrey Halden	Jan 26	262
124	Albert M. & Mary N. McEwan	Jan 26	263
125	Phyllis Pemberton	Jan 26	264
126	Arthur E. Bonney	Jan 26	265
127	Marian & Chester Godwin	Jan 26	266
128	Bill, Starr and Richard Adams	Jan 26	267
129	Gwen Burkwell	Jan 26	268
130	L. Mast...?	Jan 26	269
131	Tyler P. Higgins	Jan 26	270
132	Leanne Powell	Jan 26	271
133	Paul Lavigne	Jan 26	272
134	Roger Bradimore	Jan 27	273
135	Ken Taggart	Jan 27	274
136	Bill ...?	Jan 27	275
137	Reg Ba...?	Jan 27	276
138	Ken ...?	Jan 27	277
139	Rose Bradimore	Jan 27	278
140	Edward & Patsy Ingram	Jan 27	279
141	D.G. & Beryl Foster	Jan 27	281
142	John Panter	Jan 27	282
143	Anne Panter	Jan 27	289
144	Rose Anne Kulmala	Jan 27	291
145	Coboconk Economic & Development Committee	Jan 27	296
146	Bob Orr	Jan 27	298
147	Ken Found	Jan 27	300
148	Andy Lohbrach et. al.	Jan 27	301
149	David marles	Jan 27	302
150	Douglas Bueeford (?)	Jan 27	303
151	Elizabeth Tomalik	Jan 27	304
152	W.D. Davidson	Jan 27	305
153	Hugh Snoddon - Hub International Equipment Ltd.	Jan 27	306
154	Norland Area Seniors	Jan 27	309
155	Northern Road Superintendents	Jan 27	310
156	Dan Fox	Jan 27	314
157	Joseph Watson	Jan 28	315
158	Jon & Marie Clipperton & Family	Jan 28	316
159	James & Evelyn Mitchell	Jan 28	317
160	Herman Wesselink	Jan 28	319
161	W.J. Wright	Jan 28	320
162	Mariam R. Sim	Jan 28	321
163	Warren Hall	Jan 28	323
164	Ernst Moore	Jan 28	325

165	Jim Paff	Jan 28	326
166	Ross Bird	Jan 28	328
167	Tracy Dale	Jan 28	329
168	Gregg Mercer	Jan 29	330
169	Ronald Sopher	Jan 30	331
170	Kathy Arscott	Jan 30	332
171	Margaret and V. Smith-Pearson	Jan 31	333
172	Matthys and Elizabeth Stam	Jan 31	334
173	Albert and Gertrude Grant	Jan 31	335
174	Mr. & Mrs. Thompson	Jan 31	336
175	Mr. D. Gray	Jan 31	337
176	Timothy A. Pearson	Jan 31	338
177	Murray Walden	Jan 31	340
178	Lindsay Woodville Sale Barns	Jan 31	342
179	Township of Somerville	Jan 31	343
180	Bruce Fleury	Jan 31	351
181	Kerry & Valerie MacDonald	Jan 31	353
182	Allan MCAndrews	Jan 31	354
183	Oliver Logan	Jan 31	358
184	Marian Logan	Jan 31	359
185	Claire Fielder	Jan 31	360
186	Merle Weaver	Jan 31	361
187	Earl & Johanne Prentice	Feb. 1	362
188	Township of Eldon	Feb. 1	363
189	Derek & Charmian Martindale	Feb. 1	364
190	Joanne Contant	Feb. 1	365
191	A. Kicinski	Feb. 1	366
192	Eleanor Reed	Feb. 1	367
193	Douglas and Jean Jones	Feb. 1	368
194	Glenn Beard	Feb. 1	369
195	Dionne de Groot	Feb. 1	371
196	Mr. & Mrs. R.P.Sacttergood	Feb. 1	373
197	C.G.Sauve	Feb. 1	374
198	Garry Hashineter	Feb 1	375
199	Margaret S. Peel	Feb. 1	376
200	George Hollins	Feb. 1	377
201	Gary LaPlante	Feb. 1	380
202	Lindsay Advisory Committee for Disabled Persons	Feb. 1	382
203	Kathy and Kent Terry	Feb. 1	385
204	Mike & Pat O'Reilly	Feb. 2	386
205	Sue Chianelli	Feb 2	387
206	Ryan Hill	Feb 2	388
207	Barbara & Frank Reddings	Feb. 2	389
208	Karl H. File	Feb. 2	391

209	Laird Standish	Feb. 2	393
210	R. J. Taylor	Feb. 2	394
211	Earl & Johanne Prentice	Feb. 2	395
212	Leslie & Hilda Leitmann	Feb. 2	396
213	Robert Giles	Feb. 2	397
214	John Huke	Feb. 2	398
215	Mary Ham	Feb. 2	403
216	Chuck Brownell	Feb. 2	404
217	Jean Hughes	Feb. 2	410
218	Margaret Brooks	Feb. 2	411
219	Elva & Robert Potter	Feb. 3	412
220	Margaret Vanstone	Feb. 3	413
221	Glenda Barry	Feb. 3	414
222	Jessie Robertson	Feb. 3	415
223	Mary Stockdale	Feb. 3	416
224	Josephine & Herbert Schmidt	Feb. 3	417
225	Donna & James Carig	Feb. 3	418
226	Will Jordan	Feb. 3	419
227	Mary Howard Stearns Roy	Feb. 3	423
228	Ron Mason	Feb. 3	425
229	Lily and Don Guillod	Feb. 3	427
230	Academy Theatre Board of Directors	Feb. 3	428
231	Donna Finley	Feb. 3	430
232	Thomas Skene	Feb. 3	431
233	E.J. Pillinger	Feb. 3	432
234	Karl H. Filc	Feb. 3	434
235	R.J. Brown	Feb. 3	436
236	Ron Richards	Feb. 3	437
237	Helen Gorrie	Feb. 4	443
238	Kimberly Gartner	Feb. 4	444
239	H. R. Davies	Feb. 4	445
240	Bonnie Spry	Feb. 4	446
241	Megan de Groot	Feb. 4	447
242	Fred Finlayson	Feb. 4	448
243	Marjorie Perkins	Feb. 4	449
244	J. Fraser-Parker	Feb. 4	450
245	Sharon & Roy Walker	Feb. 4	451
246	Jim Herlihey	Feb. 4	452
247	Paul G. Cayley	Feb. 4	453
248	R.L. Whitelaw	Feb. 4	454
249	Councillor Pat Warren	Feb. 5	456
250	K,P. Tavaszi	Feb. 5	457
251	Michael Gray	Feb. 5	458
252	Scott G. Woolfrey	Feb. 6	459
253	Gary Atkins	Feb. 7	460

254	Gordon Beaumont	Feb. 7	461
255	Beryl & Charles Soldis(?)	Feb. 7	462
256	Charles Reed	Feb. 7	463
257	D.L.S. Polkinghome	Feb. 7	464
258	Helen McIntosh	Feb. 7	465
259	Wayne Taylor	Feb. 7	466
260	George Godwin	Feb. 8	467
261	Frank O'Reilly	Feb. 8	468
262	Bruce Fleury	Feb. 8	469
263	George Inrig	Feb. 8	470
264	Bob Watson	Feb. 8	471
265	J.L. Mester	Feb. 8	472
266	Bruce & Betty McTaggart	Feb. 8	473
267	Hugh & Vera McNamara	Feb. 8	474
268	Janice L. Trimper	Feb. 8	475
269	Sheila Purdy	Feb. 8	476
270	Star, Betty and Charles Arkwright	Feb. 8	477
271	Mary L. Stewart	Feb. 8	478
272	Ken Seiling	Feb. 8	479
273	Canadian Federation of Independent Business	Feb. 8	480
274	Paul & Denise Auger	Feb. 9	481
275	Pearl Callaghan	Feb. 9	482
276	Dale Kennedy	Feb. 9	485
277	Ruth LaMantia	Feb. 9	486
278	Don & Jean Barker	Feb. 9	487
279	Ina Perry	Feb. 9	489
280	E.M.A. & M.J. Galilee	Feb. 9	490
281	R. & E. Weigel	Feb. 9	491
282	Margaret Mestes	Feb. 9	492
283	Bernice Rutherford, Karen Weightman, E. Ward	Feb. 9	493
284	J.M. Ross	Feb. 9	494
285	N.M. Warren	Feb. 10	496
286	Allan – Irvine	Feb. 10	497
287	Lloyd Utuks	Feb. 10	498
288	James Pfaff	Feb. 10	499
289	Leslie Joynt	Feb. 10	500
290	Murray Townsend	Feb. 10	501
291	Calvin Bolger	Feb. 10	502
292	Millie Hilts	Feb. 11	503
293	Andrew Borbas	Feb. 11	506
294	Ross Gray	Feb. 11	507
295	Fred & Sue Cook	Feb. 11	508
296	Elizabeth & Robert Craig	Feb. 11	509

297	From cottage in Sturgeon Point	Feb. 11	511
298	Mr. & Mrs. T. Corrick	Feb. 11	512
299	Elmore Peel	Feb. 11	513
300	Ivan Wilson	Feb. 11	514
301	Kathleen & Neil Sims	Feb. 11	515
302	Carol Helen & Donovan Howes	Feb. 11	516
303	Carl F. Schenk	Feb. 11	517
304	R.E. Bellamy	Feb. 11	519
305	Susan Bracken	Feb. 12	521
306	Guy Scott	Feb. 12	522
307	James and Donna Peneycad	Feb. 12	524
308	Jim Lindley	Feb. 12	525
309	Lois Kayser	Feb. 12	526
310	Max Wirth	Feb. 13	527
311	Melvin Archer	Feb. 13	528
312	Jim Pfaff	Feb. 13	530
313	Roger & Janet Nicol	Feb. 14	532
314	Municipality of Bobcaygeon/Verulam	Feb. 14	533
315	Bobcaygeon/Verulam Fire Department	Feb. 14	535
316	Renie Dryborough	Feb. 14	537
317	A.C. Streith	Feb. 14	538
318	Town of Lindsay Re: hydro-electricity	Feb. 14	539
319	Paul H. Donaghy	Feb. 14	540
320	Susan Graham	Feb. 14	541
321	Ron Mason & Marj Perkins	Feb. 14	542
322	Andrew Fitzsimmons	Feb. 14	544
323	Maura Payne	Feb. 14	545
324	Louise Love	Feb. 14	546
325	Anthony Keith	Feb. 14	547
326	Neil Freeman: Ontario Hydro Services Company	Feb. 14	548
327	Mary & Graham Clark	Feb. 15	555
328	Gunter Kulz	Feb. 15	556
329	Group from Kinmount	Feb. 15	558
330	Gary & Christine Traill	Feb. 15	559
331	Ruth & Keith Kelsey	Feb. 15	560
332	Marie Cook	Feb. 15	561
333	Christopher Holt	Feb. 15	568
334	George Godwin	Feb. 15	569
335	Brian Bartley	Feb. 15	570
336	Ashley Thake	Feb. 15	571
337	Peter Crighton	Feb. 15	572
338	Deb Howe	Feb. 15	573
339	Alex Hukowich	Feb. 15	574
340	Jean Stewart	Feb. 15	575

341	Unsigned	Feb. 15	578
342	John Macklem	Feb. 15	581
343	Rose Anne Kulmala	Feb. 15	584
344	John Panter	Feb. 15	587
345	Anne Panter	Feb. 15	588
346	Cliff White	Feb. 15	591
347	John Knox - VHFA	Feb. 15	592
348	L. Boldt	Feb. 15	594
349	Rick Dure	Feb. 15	598
350	John Shone	Feb. 15	599
351	Neal Mahon	Feb. 16	601
352	Victoria County Fire Chiefs' Association	Feb. 16	602
353	Paul Scott	Feb. 16	603
354	Kare Archer	Feb. 16	605
355	Haliburton Highlands Health Services Association	Feb. 16	606
356	Jim De Clute	Feb. 16	607
357	Michael Boggs	Feb. 16	610
358	Restructuring Committee for Bexley, Somerville, and Laxton, Digby and Longford.	Feb. 16	612
359	Wayne Nesbit	Feb. 16	614
360	Brian Vanderkleyn	Feb. 16	616
361	Gail Thomassen	Feb. 16	617
362	Mobility-Awareness Group	Feb. 16	618
363	Edward Bassett	Feb. 16	619
364	Judy & Lou Probst	Feb. 16	620
365	The Four Mile Lake Association	Feb. 16	621
366	John Huke	Feb. 16	623
367	Victoria Haliburton Federation of Agriculture	Feb. 16	626
368	Lindsay Police Services Board	Feb. 16	628
369	Roy Walker	Feb. 16	635
370	Wayne & Kim Greer	Feb. 17	639
371	J.W. Alsop	Feb. 17	640
372	H. and A.J. Kobes	Feb. 17	641
373	Mr. & Mrs. Don James	Feb. 17	642
374	James and Angus Rankin	Feb. 17	643
375	Patrick Benson	Feb. 17	644
376	Maria and Victor Jones	Feb. 17	647
377	Richard and Dorothy Sylvester	Feb. 17	648
378	H. John Lewis	Feb. 17	649
379	Elmore Peel	Feb. 17	650
380	A.D. and P.M. Mitchell	Feb. 17	651
381	Ronald H. Crighton	Feb. 17	652

382	G.G. Morton	Feb. 17	653
383	Deputy Mayor, Neil D. Oliver	Feb. 17	655
384	Kathryn Francis	Feb. 17	657
385	Darell B. Selsky	Feb. 17	658
386	Joan Horsfall Young	Feb. 17	660
387	Al and Nora Joyce	Feb. 17	661
388	M. & F. Deyon	Feb. 17	662
389	Maureen & Carl Larsen	Feb. 17	663
390	Carol Ann Jessup	Feb. 17	664
391	Leslie Joynt	Feb. 17	665
392	Robert Lovit	Feb. 17	667
393	Randy & Karilyn Tyler	Feb. 17	668
394	Mike Redmond	Feb. 17	670
395	Charles T. Walker	Feb. 17	671
396	Frank Fanning	Feb. 17	672
397	Cynthia Walker	Feb. 17	673
398	Dean Walker	Feb. 17	674
399	Gale Walker	Feb. 17	675
400	Kelly Connell	Feb. 17	676
401	Jack Magahry	Feb. 17	677
402	Wendy Fagan	Feb. 17	678
403	Gail Angevine/Jack Connelly	Feb. 17	679
404	Peter Breyfogle	Feb. 17	680
405	Kathleen Lyons	Feb. 18	683
406	Terrence Radey	Feb. 18	684
407	Leslie Joynt	Feb. 18	685
408	Fairlie Poole	Feb. 18	687
409	Eachern Imrie	Feb. 18	688
410	Ella Giffin	Feb. 18	689
411	B. Raymond Dait	Feb. 18	690
412	Janet Sheridan	Feb. 18	691
413	George Hollins	Feb. 18	692
414	Judge Reid Scott	Feb. 18	694
415	Joan & Al Wilson	Feb. 18	704
416	Paul Furniss – Engineering Services Coordinator	Feb. 18	706
417	Paul Herlihay	Feb. 18	709
418	Neil Hamilton	Feb. 18	710
419	R.T. Jokinen	Feb. 18	711
420	Katie McIlmoyle, A.M.C.T. Bobcaygeon/Verulam	Feb. 18	712
421	Township of Mariposa	Feb. 18	713
422	Township of Ops	Feb. 18	715
423	Joan Milling	Feb. 19	717
424	George F.W. Inrig	Feb. 19	719

425	Finn & Judy Rimmer	Feb. 19	721
426	Councillor W.D. Marshall	Feb. 19	722
427	Dennis Hamilton	Feb. 19	724
428	P.C. Kayser	Feb. 19	725
429	Audrey Holden	Feb. 19	726
430	Lily and Don Guillod	Feb. 19	728
431	Carl Kimmett	Feb. 19	729
432	Barbara Sproule	Feb. 19	730
433	Heather Muir	Feb. 20	731
434	Jonathan Thake	Feb. 20	734
435	John Coxon	Feb. 20	735
436	James Y. Witty	Feb. 20	736
437	L. Lynne Boldt	Feb. 20	738
438	Stephen Morgan	Feb. 20	740
439	Robert J. Somers	Feb. 20	741
440	Don & Mary Duxbury	Feb. 21	742
441	Donna Steen	Feb. 21	743
442	Nancy Wright-Laking, Clerk Fenelon Township	Feb. 21	744
443	Mark Brelsford	Feb. 21	745
444	William R.V. Harris	Feb. 21	748
445	Bruce Fleury	Feb. 21	749
446	Gordon & Grace Grills	Feb. 21	761
447	T.J. Roberts	Feb. 21	762
448	J.M. Stewart	Feb. 21	764
449	Arnold Agnew	Feb. 21	765
450	Sarah Agnew	Feb. 21	767
451	Neil Oliver, Deputy Mayor, Bobcaygeon/Verulam	Feb. 21	769
452	Ron Richards	Feb. 21	771
453	Ric Scott	Feb. 21	775
454	F.V. LeCraw	Feb. 21	776
455	Paul Pagneulo, Ted Spearing & Shawn Sutcliffe	Feb. 21	792
456	George & Sue Ollerhead	Feb. 21	876
457	John A. Gamble, Q.C.	Feb. 21	877
458	Grace E.J. Barker	Feb. 21	879
459	Gail Witherspoon	Feb. 21	881
460	Gregg Mercer	Feb. 21	882
461	Flora Agnew	Feb. 21	884
462	Barry L. Phipps	Feb. 21	885
463	Clifford Eige	Feb. 21	886
464	Lynda Mitchell	Feb. 22	891
465	Flavelle & Elizabeth Barrett	Feb. 22	892
466	Councillor Ruth Lyons	Feb. 22	894

467	Alan Prendergast	Feb. 22	896
468	George Jewett	Feb. 22	897
469	Mini Gillingham	Feb. 22	901
470	Mary Prendergast & family	Feb. 22	902
471	John Egan	Feb. 22	904
472	Penny & David Barr	Feb. 22	905
473	Reeve Faye McGee, Fenelon Township	Feb. 22	907
474	Bob Mark	Feb. 22	908
475	Ralph, Lynda, Shawn & M. Westland	Feb. 22	910
476	Fenelon Falls & District Chamber of Commerce	Feb. 22	911
477	Max J. Radiff	Feb. 22	912
478	Helen & Nelson Palmer	Feb. 22	915
479	A.A. Dymott	Feb. 22	916
480	Clarke & Glenda simpson	Feb. 22	917
481	Bill Brown	Feb. 22	918
482	Mrs. G.V. English	Feb. 22	919
483	Clare Prendergast	Feb. 22	920
484	Kristin Briggs	Feb. 22	922
485	Dorothy P. Phipps	Feb. 22	923
486	Brian McAuley	Feb. 22	924
487	James E. Graham	Feb. 22	925
488	Victoria County Clerks & Treasurers	Feb. 22	927
489	The Tawaststjerna Family	Feb. 22	928
490	Westcott	Feb. 23	929
491	Sandy Kerr	Feb. 23	930
492	Nancy Payne	Feb. 23	931
493	Clerk of Manvers Township	Feb. 23	933
494	Clayton Oliver	Feb. 23	937
495	F.V. LeCraw	Feb. 23	938
496	Gordon & Mary Sutton	Feb. 23	942
497	Joan Milling	Feb. 23	944
498	W. Doel	Feb. 23	946
499	Janis Doel	Feb. 23	948
500	Joan Alger	Feb. 23	950
501	Suzanne Bowen	Feb. 23	951
502	Adam & Chris Bowen	Feb. 23	952
503	Mark Benson	Feb. 23	953
504	Sandy Robertson	Feb. 23	954
505	D.G. Forster	Feb. 23	955
506	Robin Ollerhead	Feb. 23	956
507	Mr. And Mrs. Bill Druery	Feb. 23	957
508	Tyler L. Macmillan	Feb. 23	958
509	Ruth LaMantia	Feb. 23	960
510	E.J. Pillinger	Feb. 23	962

511	The Heimler's	Feb. 23	964
512	Gordon Lawder	Feb. 23	966
513	W.E. Prendergast	Feb. 23	969
514	Stewart Wilmot	Feb. 23	971
515	Gweneyth Arbuckle	Feb. 23	973
516	Councillor Frank Hickey	Feb. 23	974
517	Brad Benford	Feb. 23	976
518	Mary & Lunden Sinclair	Feb. 23	977
519	Keith Stata	Feb. 23	978
520	William & Noreen Middlemiss	Feb. 23	979
521	Denise and Paul Auger	Feb. 23	980
522	Robert ????	Feb. 23	983
523	Ken ????	Feb. 23	985
524	The Lindsay Gallery	Feb. 23	986
525	Tessa L. Comeau	Feb. 24	987
526	Gerald nad Nelia Steward	Feb. 24	988
527	Reeve Joe McGuire	Feb. 24	989
528	Catherine Ann MacLeish	Feb. 24	994
529	Storey Wilkins	Feb. 24	995
530	Catherine David Riegel	Feb. 24	996
531	Sal Polito, Deputy Reeve of Lindsay	Feb. 24	997
532	Morito Denton	Feb. 24	998
533	Richard Farr	Feb. 24	999
534	David G. Stinson	Feb. 24	1001
535	Jean Stewart	Feb. 24	1004
536	Margaret Beaton	Feb. 24	1006
537	Michael Harris	Feb. 24	1007
538	Anne DesBrisay	Feb. 24	1008
539	Jeff Ollerhead	Feb. 24	1009
540	Phillip R. Payne	Feb. 24	1010
541	Joe Cebek	Feb. 24	1011
542	Eva Miller	Feb. 24	1012
543	Rob Hodge	Feb. 24	1013
544	Village of Omemee	Feb. 24	1014
545	Burke Van Valkenburg	Feb. 24	1022
546	Lisa Vehrs	Feb. 24	1025
547	M. Banks Lon.....???	Feb. 24	1026
548	Dr. Erik Langenholt	Feb. 24	1028
549	Valerie A. Garland	Feb. 24	1029
550	Township of Carden/Dalton	Feb. 24	1031
551	Neil and Sandra Mulock	Feb. 24	1034
552	Lynn Creech, Township of Emily	Feb. 24	1035
553	Elizabeth and Kate Barrett	Feb. 24	1036
554	Village of Woodville Council	Feb. 24	1037
555	Councillor Gerald McGregor, Emily Twp.	Feb. 24	1042

556	Alan Hodge	Feb. 24	1045
557	Brian McCuaig	Feb. 24	1047
558	Steven Oliver	Feb. 24	1048
559	Village Council of Sturgeon Point	Feb. 24	1051
560	Eric Lee	Feb. 24	1061
561	Chris Bacon	Feb. 25	1062
562	Harvey Simpson	Feb. 25	1063
563	Mr. & Mrs. Alan Lynch	Feb. 25	1064
564	Washburn Island Homeowners Association Executive Committee	Feb. 25	1065
565	Gary and Irene Stoddart	Feb. 25	1066
566	Ross Graham, Denise Graham & Allan Hux	Feb. 25	1067
567	Ann T. Macmillan	Feb. 25	1069
568	Geoffrey Barrett	Feb. 25	1073
569	Jane E. Sill	Feb. 25	1075
570	Peter G. Atkin	Feb. 25	1077
571	Robert E. Saunders	Feb. 25	1079
572	Stuart Forbes	Feb. 25	1080
573	The Agnew's	Feb. 25	1081
574	The Mckellar's	Feb. 25	1083
575	Dr. R.B. Fleming	Feb. 25	1084
576	Nancy Paish	Feb. 25	1085
577	Paul Wroe	Feb. 25	1087
578	Lindsay Hydro-Electric system	Feb. 25	1088
579	Balsam Lake Association (Robert Smith)	Feb. 25	1094
580	Roger Williams	Feb. 25	1097
581	Laurie Murray, Alan Wilson & Family	Feb. 25	1098
582	Reeve Kelly, Mariposa Township	Feb. 25	1099
583	James E. Graham	Feb. 25	1102
584	Village of Fenelon Falls	Feb. 25	1104
585	Grant & Patricia Hoy	Feb. 25	1108
586	Peter Goetzeu	Feb. 25	1110
587	Jerany Thurston	Feb. 25	1111
588	Philip G. Robertson	Feb. 25	1112
589	Kim Harris	Feb. 25	1115
590	Municipality of Bobcaygeon/Verulam	Feb. 25	1116
591	Louis J. De Koker	Feb. 25	1131
592	Brenda J. De Koker	Feb. 25	1132
593	Julia Chartier	Feb. 25	1133
594	Krsto Popovic	Feb. 25	1134
595	Simo Popovic	Feb. 25	1135
596	Brenda Morrison	Feb. 25	1136
597	Kosto Popovic	Feb. 25	1137
598	Nick Popovic	Feb. 25	1138
599	Councillor Wendy Hall, Bob./Verulam	Feb. 25	1139

600	Councillor Wendy Hall of Bobcaygeon/Verulam	Feb. 25	1141
601	Bob Pennock	Feb. 25	1143
602	James Fleck & Madge Barr	Feb. 25	1144
603	Donald G. Gilchrist	Feb. 25	1145
604	Jacqueline Mutch	Feb. 25	1146
605	Rosie Grose	Feb. 25	1147
606	David Agnew	Feb. 25	1049
607	Carol Ann and Neil Jessup	Feb. 25	1151
608	Nancy Wright-Laking, Clerk of Fenelon Township	Feb. 25	1153
609	Township of Fenelon	Feb. 25	1154
610	B. Hazenberg, Building Inspector for Eldon Twp.	Feb. 25	1161
611	Kerr D. Macmillan	Feb. 25	1165
612	Town of Lindsay	Feb. 25	1166
613	David DesBrisay	Feb. 25	1251

APPENDIX C

Terms of Reference

PURPOSE

The purpose of the Commission is:

To develop a proposal for restructuring municipalities in the locality prescribed, and

To define the most appropriate form of local government in Victoria County in terms of municipal structure, boundaries, organization, administration and responsibilities.

The restructuring proposal will be made with an aim to ensure the needs of the community are met efficiently, effectively and with sufficient access and accountability.

LOCALITY

The locality of the Commission will be defined in the Minister's Order as follows:

- (a) the geographic County of Victoria, including the Corporation of the County of Victoria, and all eighteen local or lower tier municipalities located therein.

The Commission should also be aware that the Minister of Municipal Affairs and Housing has signed two restructuring orders:

- (1) to amalgamate the Township of Carden and the Township of Dalton, effective January 1, 2000; and
- (2) to amalgamate the Village of Bobcaygeon and the Township of Verulam, effective January 1, 2000.

The two orders issued by the Minister do not preclude the Commissioner from issuing an order including these localities, which would be effective after January 1, 2000.

MANDATE

The Commission is appointed with a mandate to undertake the following process:

1. **Review previous studies** - The Commission shall review all applicable studies and information available with regard to the local governance issues in the defined locality, including those materials submitted in support of all requests for restructuring by municipalities within the locality.

2. **Restructuring proposal** - The Commission shall develop a restructuring proposal for the prescribed locality or for such part of it as the Commission considers advisable.
3. **Limitation** - A restructuring proposal shall not provide for a type of restructuring other than a prescribed type of restructuring as set out in Ontario Regulation 216/96, as amended.

The Commission should also be aware of Ontario Regulation 143/96, as amended, where section 18 (2) states that an order may come into effect at any time between January 2 and July 1, both inclusive, in a regular municipal election year if:

- (1) no existing wards are being changed;
 - (2) no new wards are being created, other than a ward that consists solely of the entire area of an existing ward or an existing municipality that has no wards;
 - (3) no local municipality is being split or partially dissolved; and
 - (4) all municipalities and wards remain wholly within one or more of the municipalities, combinations of municipalities, electoral areas or combinations or electoral areas to which trustee positions are distributed in that year under subsection 230(15) or (21) of the Education Act.
4. **Consultation** - The Commission shall consult with each municipality in the prescribed locality when developing the restructuring proposal and may consult with such other bodies and persons as the Commission considers appropriate.
 5. **Draft proposal** - The Commission shall prepare a draft of the restructuring proposal and shall give a copy of the draft to each municipality in the prescribed locality and make it available for inspection by members of the public in the prescribed locality.
 6. **Public meeting** - The Commission shall hold at least one public meeting at which any person who attends is given an opportunity to make representations about the draft.
 7. **Written submissions** - The Commission shall invite written submissions about the draft and shall establish a deadline for receiving them. The Commission shall make the submissions available for inspection by each municipality and by members of the public in the prescribed locality.
 8. **Notice to municipalities** - The Commission shall notify each municipality in the prescribed locality of its opportunity to make representations and shall advise them where they can inspect written submissions received by the Commission.
 9. **Notice to the public** - The Commission shall give notice to the public in the prescribed locality advising them of the opportunity,

- (a) to inspect the draft;
 - (b) to make representations at the public meeting and to give written submissions by the deadline; and
 - (c) to inspect the written submissions received by the Commission.
10. **Final proposal** - After considering the representations and submissions about the draft, the Commission shall finalize the restructuring proposal and shall give a copy of it to each municipality in the prescribed locality and make it available for inspection by members of the public in the prescribed locality.
 11. **Final Proposal Notice** - The Commission shall give notice to the public in the prescribed locality advising them of the opportunity to inspect the restructuring proposal.
 12. **Method of giving public notice** - The Commission shall give notice to the public by publishing the information in a newspaper or newspapers that, in the opinion of the Commission, has or have general circulation in the prescribed locality, including a newspaper or publication provided at no cost.
 13. **Commission orders** - The Commission may make orders to implement the restructuring proposal. For the purposes of implementing the proposal, the Commission has the powers under a regulation made under subsection 25.2(11) of the Municipal Act. The drafting of the Order is the responsibility of the Commissioner.
 14. **Restriction** - The Commission shall not finalize the restructuring proposal or make orders to implement it until at least 30 days after the later of,
 - (a) the day on which the final public meeting about the draft is held; and
 - (b) the deadline for receiving written submissions about the draft.
 15. **Publication and filing** - The Commission shall publish an order in *The Ontario Gazette* and shall file a copy of the order with the clerk of each municipality to which the order applies.

PRINCIPLES

The following are the principles issued by the Minister that shall be considered by the Commission when developing the restructuring proposal:

Less Government

- fewer municipalities
- reduced municipal spending
- fewer elected representatives
- reduced special purpose bodies

Effective Representation System

- accessible
- accountable
- representative of population served
- size that permits efficient priority-setting

Best Value for Taxpayer's Dollar

- efficient service delivery
- reduced duplication and overlap
- ability to capture the costs and benefits of municipal services within the same jurisdiction
- clear delineation of responsibilities between local government bodies

Ability to Provide Municipal Services From Municipal Resources

- local self reliance to finance municipal services
- ability to retain and attract highly qualified staff

Supportive Environment for Job Creation, Investment and Economic Growth

- streamlined, simplified government
- high quality services at the lowest possible cost

LEGISLATIVE FRAMEWORK

The Commission shall ensure that the impacts of the provincial government's legislative and administrative initiatives affecting municipal government shall be considered prior to the issuance of the Commission's Order. The Commission's Order shall establish a municipal government structure that will be well positioned to accommodate future changes to municipal government in Ontario.

TIMING

The Commission shall begin its work on December 17, 1999.

The Commission shall finalize its proposal and issue an order to implement a restructuring proposal on or before March 31, 2000.

APPORTIONMENT OF COSTS

Pursuant to Sections 25.3(18)(f) of the Municipal Act, the Commission may determine its costs and may apportion the costs among the municipalities within the prescribed locality in a manner it deems appropriate.

December 15, 1999

APPENDIX D

Recommended Rules of Procedure of the Transition Board

1. Duties of the Chair (includes individual appointed to preside in the absence of the Chair)

- .1 The Chair may speak to any question after some other member has taken the chair at his request, but shall not, after speaking to any such question, resume the chair, until the question shall have been disposed of.
- .2 When the Chair is called upon to decide a point of order or procedure, he shall state his ruling and if objection be taken to his ruling by at least two members, he shall submit it to a vote of the Board without debate in the following words: "shall the ruling of the chair be sustained?" and the decision of the Board shall be final.
- .3 When two or more members speak at once, the Chair shall name the member who is first to be heard and the other or others shall have the privilege of speaking thereafter in the order named by the Chair.
- .4 The Chair shall vote, except when he is disqualified to vote by reason of pecuniary interest or otherwise.
- .5 When the Chair sees fit to exercise his right to vote on any question before the Board, he may explain his vote, but otherwise shall take no part in the discussion while in the chair.
- .6 To receive and submit, in the proper manner, all motions presented, by the members of the Board.
- .7 To put to vote all questions, which are regularly moved and seconded, in the course of the proceedings, and announce the results.
- .8 To decline to put to vote motions which infringe the rules of procedure.
- .9 To restrain the members when engaged in debate, within the rules of order.
- .10 To enforce on all occasions the observance of order and decorum among the members.
- .11 To ensure that the decisions of the Board are in conformity with the laws governing the activities of the Board.
- .12 To accept a motion to adjourn the meeting when the business is concluded.

- .13 To adjourn the meeting without question put, in the case of grave disorder arising in the meeting room.

2. *Motions and Amendments*

- .1 All motions must be formally seconded before the Presiding Officer can put the question.
- .2 After a motion is read by the Presiding Officer (who may deputize the Chief Administrative Office or Secretary), it shall be deemed to be in possession of the Board but may be withdrawn at the request of the mover and seconder at any time before decision and amendment with permission of the Board.
- .3 A motion to amend:
 - (a) shall not be further amended more than once provided that further amendment may be made to the main question.
 - (b) shall be relevant to the question.
 - (c) shall not be received if it proposes a direct negative to the question.
 - (d) shall be put in the reverse order to that in which it is moved.

3. *Taking the Vote*

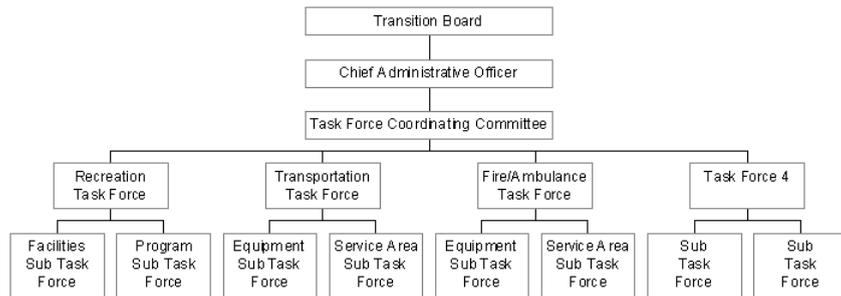
- .1 If a member moves that the vote be now taken and another member seconds it, the same shall be put without debate, and if carried, the motion or amendment under discussion shall be immediately submitted to the Board without further discussion.
- .2 When the question under consideration contains two or more propositions, the same shall, at the request of any member of the Board, be put separately.
- .3 Where a vote is taken for any purpose and a member requests immediately prior or immediately subsequent to the taking of the vote that the vote be recorded, each member present, except a member who is disqualified from voting by any act, shall announce his vote openly and any failure to vote by a member who is not disqualified shall be deemed to be a negative vote and Secretary shall record each vote.
- .4 The names of those who vote for and those who vote against the question shall be entered in the minutes. Each member voting for the question shall say "yes" and each member voting against the question shall say "no".

4. Access to Meetings

- .1 All meetings of the Transition Board shall be open for attendance by the public, unless items defined below as personnel, property and litigation matters are being dealt with:
- .2 Closed meetings - A meeting or part of a meeting may be closed to the public if the subject matter being considered is:
 - a) the security of the property of the municipality or local board;
 - b) personal matters about an identifiable individual, including municipal or local board employees;
 - c) a proposed or pending acquisition of land for municipal or local board purposes;
 - d) labour relations or employee negotiations;
 - e) litigation or potential litigation, including matters before administrative tribunals, affecting the municipality or local board;
 - f) the receiving of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;
 - g) a matter in respect of which a council, board, committee or other body has authorized a meeting to be closed under another Act.
- .3 Other Criteria - A meeting shall be closed to the public if the subject matter relates to the consideration of a request under the Municipal Freedom of Information and Protection of Privacy Act if the council, board, commission or other body is designated as head of the institution for the purposes of that Act.
- .4 Resolution - Before holding a meeting or part of a meeting that is to be closed to the public, a council or local board shall state by resolution,
 - a) the fact of the holding of the closed meeting; and
 - b) the general nature of the matter to be considered at the closed meeting.
- .5 Open meeting - Subject to subsection (.6) a meeting shall not be closed to the public during the taking of a vote.

Appendix E

Recommended Organizational Structure for the City of Kawartha Lakes Transitional Board



APPENDIX F

Guiding Principles for Task Forces

1. To operate on a consensus basis with minority opinions being documented.
2. To refer to the Order of the Commission to ensure the respective goals and objectives of the Task Force remain in compliance with the Order.
3. To ensure deadlines are met, every meeting of a Task Force will be at the call of the Chair of the Task Force.
4. In order to ensure continuity, substitutions for absent Task Force members will not be permitted.
5. To ensure that Task Forces are not working at cross-purposes and are cross-functional and multi-purpose in nature, each Task Force will liaise with others sharing common issues (i.e. Finance Task Force liaises with all others).
6. Each Task Force will provide its draft report to the Task Force Coordinating Committee (TFCC) on or before October 15, 2000 with the final report to be submitted to the TFCC by November 30, 2000. The goal is to have all final reports to the Transition Board for their consideration and approval prior to passing them on to the newly elected Council on January 1, 2001.
7. The Coordinator of each Task Force will provide a status report every two weeks to the TFCC.
8. No member of any Task Force will communicate with the media. All information to the TFCC will be provided through the Chair of each Task Force to the TFCC. The CAO will, in turn, forward all information from the TFCC to the Transition board for discussion. The Transition Board will be responsible for disseminating information and for communicating with the media.
9. It is the responsibility of each member of each Task Force to ensure the confidentiality of the material the Task Force receives and produces.
10. Each Task Force will gather and share at least the following information:
 - (a) budget costs for year 2001 including a breakdown of base costs and one-time expenditures
 - (b) develop a data base by identifying all staff and equipment resources, infrastructure, service areas, levels of service, area-rating where applicable, municipal structures, etc.
 - (c) all existing contracts and agreements.

11. Each Task Force, understanding that the major emphasis is on cost savings, will be expected to thoroughly review and address each of the following:
 - (a) all cost saving opportunities
 - (b) implementation of,
 - best practices
 - competition
 - privatization
 - alternate service delivery
 - (c) full integration of all staffing resources and equipment into the new municipality (i.e. Police, Fire, Roads, Engineering)
 - (d) establish levels of service to be provided (i.e. 2-3 levels) and how they will be funded (i.e. user fees or property taxes including area rating where applicable)
 - (e) identify new revenue sources and/or user fees
 - (f) prepare a draft budget for 2001
 - (g) prepare a draft organizational structure for the functions assigned to each Task Force
 - (h) identify the technology requirements for the respective functions
 - (i) identify one-time transition costs
 - (j) ensure the maintenance and/or enhancement of volunteer organizations
12. Final reports to the Transition Board and the new Council will identify options developed by the Task Force with the preferred option clearly indicated.

APPENDIX G

Specific Guiding Principles For each of the Recommended Task Forces

G.1 FINANCE TASK FORCE

1. The Task Force should prepare for audits to be completed at December 31, 2000 in all existing municipalities.
2. The Task Force should coordinate with all other Task Forces to gather data and prepare a 2001 budget for consideration and approval by the Transition Board.
3. A budget format and process should be developed.
4. A database of all outstanding taxes should be developed.
5. Area rating charges should be determined for public transit, fire services, police services, solid waste management, sidewalks, street lighting and tax supported debt excluding that for funding municipal buildings.
6. A tax bill for the new municipality should be developed.
7. A tax phase-in policy should be established.
8. The Task Force should liaise with the Regional Assessment Commissioner to develop a 2001 assessment roll.
9. All financial billing, payroll, accounts payable and receivable, purchasing, accounting and other operations should be integrated.
10. Recommendations should be made with respect to audit and banking functions for the new municipality.
11. The Task Force must ensure compliance with all financial issues identified in the Order of the Commission.
12. The Task Force should develop a financial reporting system for each department in the new municipality.
13. The Task Force should pursue all transition funding issues with the Province.

G.2 PERSONNEL TASK FORCE

1. The Task Force should prepare a database of existing personnel, contracts and benefit programs from all municipal, police and hydro utility functions.

2. The Task Force should ensure it meets all requirements of Freedom of Information legislation.
3. The Task Force should develop an organizational chart, job descriptions resulting from this chart, a personnel policy and a compensation plan.
4. A Voluntary Exit Package program should be developed.
5. The Task Force should develop recommendations regarding early retirement options.
6. The Task Force should coordinate with the Municipal Service Centers Task Force to ensure adequate facilities are available for staff resources assigned to the service centers.
7. The Task Force should review the latest legislation with respect to amalgamation of personnel and unions as a result of restructuring.

G.3 ASSETS AND LIABILITIES TASK FORCE

1. Information on all buildings, equipment, structures and other assets of each municipality including police services should be collected. This would comprise a database for other Task Forces as required.
2. The current and future debt load of each municipality should be determined.
3. All municipal, police and hydro reserves, including the purpose for which each was established, should be compiled.
4. The Task Force should coordinate with the Fire/Ambulance Task Force to identify all fire-related assets and liabilities.
5. The Task Force should determine all surplus assets and make recommendations for consideration of the new Council, after consultation with all other Task Forces, regarding disposal of these surplus assets

G.4 BUILDING AND GROUND MAINTENANCE TASK FORCE

1. An inventory of all cemeteries should be prepared.
2. In consultation with the Assets and Liabilities Task force, an inventory of all municipal buildings, structures and grounds to be retained should be prepared.
3. A long-term maintenance plan for all retained municipal facilities should be prepared.

4. The Task Force should prepare a report on the integration of all municipal maintenance operations including centralized versus de-centralized operations.
5. Recommendations to maintain and enhance volunteer participation should be prepared.
6. The Task Force should coordinate with the Finance Task Force over the integration of internal financial issues (i.e. payroll, fee collection).
7. Consolidation of inside and outside maintenance should be reviewed.

G.5 FIRE/AMBULANCE TASK FORCE

1. The Task Force should ensure all existing staff (full and part-time) and equipment resources are identified.
2. Rationalization of service areas will be necessary to ensure maximum cost efficiencies and service delivery is achieved.
3. The Task Force should develop levels of service and develop costs based on service.
4. A staffing and equipment resources plan for the new municipality should be developed based on the levels of service identified.
5. A report on existing fire service agreements and any proposed new agreements should be developed.
6. Options with respect to best practices should be developed.
7. The Task Force should coordinate with the Police Task Force to ensure the relationship among the three services is enhanced.
8. The Task Force should coordinate with the Finance Task Force to develop a budget process, purchasing system and accounts payable and receivable systems.
9. The Task Force should coordinate with the Municipal Service Centers Task Force to identify best use for all fire and municipal buildings.
10. The Task Force should coordinate with the Personnel Task Force to review the draft organizational chart, personnel policies and compensation.

G.6 INFORMATION SYSTEMS TASK FORCE

1. The Task Force should coordinate with all other Task Forces to design a communication system that will service the information and communication needs of the new municipality.
2. The Task Force should coordinate with the Municipal Service Centers Task Force to determine technology requirements at each service center.
3. The Task Force should develop a records management system that deals with location for records, archives and long-term storage and disposal of records.
4. The Task Force should ensure the primary office location and service centers are connected through the latest technological advances and have access to the Internet.

G.7 LIBRARIES/CULTURE TASK FORCE

1. The Task Force should provide recommendations on the integration of the two existing library systems.
2. The Task Force should coordinate with the Information Systems Task Force to ensure operational linkages and communication requirements at each library branch are enhanced, especially in those libraries where information desks are located.
3. Recommendations should be made regarding collection and long-term display of municipal artifacts.
4. The Task Force should study methods to maintain and enhance volunteer participation.
5. The Task Force should coordinate with the Municipal Service Centers Task Force to ensure optimum use of remaining facilities.
6. The Task Force should explore opportunities of integrating libraries with school libraries.
7. The Task Force should develop a method or programming all library and cultural operations.
8. The Task Force should develop a plan for retrieving and saving all municipal records for all municipalities in the County to ensure that a history of municipal government is preserved for future generations.

G.8 MUNICIPAL SERVICE CENTRES TASK FORCE

1. The number of service centers and location of each should be identified; keeping in mind residents should not be expected to travel long distances for services.
2. Services to be delivered at each service center should be identified.
3. Services to be provided at information desks should be identified.
4. The Task Force should assess the viability of the existing County and Town of Lindsay offices to determine if either is appropriate to serve as the primary office location.
5. Alternate uses of the surplus municipal buildings, including sale of some or all should be explored.
6. Rationalization of service areas will be necessary to ensure maximum cost efficiencies are achieved.
7. Costs to retrofit the primary office location, municipal service centers and all other remaining municipal offices should be developed.
8. The Task Force should coordinate with the Information Systems Task Force to ensure technology requirements based on the services available are adequate.
9. The Task Force should coordinate with the Transportation Task Force to ensure adequate servicing facilities are available for transportation services.
10. The Task Force should coordinate with the Personnel Task Force to ensure adequate facilities will be available for the staff resources assigned to the service centers.

G.9 PLANNING/BUILDING TASK FORCE

1. The Task Force should coordinate with the Municipal Service Centers Task Force to rationalize service delivery at the service center.
2. The Task Force should make recommendations regarding delegation of all approval authority to the new municipality.
3. The Task Force should identify all zoning and official plan amendment, site plan approval, and land division and minor variance applications currently underway.
4. Recommendations regarding standardization of property standards should be developed.

5. The Task Force should coordinate with the Personnel Task Force to amalgamate all building inspection services.

G.10 POLICE TASK FORCE

1. The Task Force should coordinate with the Fire/Ambulance Task Force to ensure the relationship among the three services is enhanced.
2. The Task Force should coordinate with the Finance Task Force to develop a budget process, payroll and purchasing systems, accounts payable and receivable systems and banking arrangements.
3. The Task Force should coordinate with the Information Systems Task Force to explore potential cost savings or service enhancements through integration of all information systems.
4. The Task Force should coordinate with the Municipal Service Centers Task Force to identify best use for all existing municipal and police buildings.

G.11 RECREATION TASK FORCE

1. A database of all facilities, including pools, arenas, parks, marinas and beaches, among others, should be prepared and reviewed with the Assets and Liabilities Task Force.
2. A facilities management plan should be prepared to enhance service delivery.
3. The Task Force should study methods of maintaining and enhancing volunteer participation.
4. The Task Force should provide recommendations for cross-utilization of all municipal facilities.
5. The Task Force should develop a full recreation program for the new municipality.
6. The Task Force should review and make recommendations regarding standardization of recreation fees.

G.12 SOLICITOR/CLERK TASK FORCE

1. The Task Force should coordinate with the Municipal Service Centers Task Force to determine service delivery (political and administrative) from the Municipal Service Centers and information desks.

2. The Task Force should coordinate with the Information Systems Task Force to develop a plan for records management for the new municipality.
3. The Task Force should identify all existing contracts and prepare a report on the status of each with recommendations for the long-term blending of these contracts.
4. The Task Force should ensure the statutory requirements of the Clerk's office are met effectively.
5. The Task Force should coordinate with the Planning and Building Task Force to standardize by-law enforcement and property standards, where feasible, throughout the new municipality.
6. The Task Force should develop a plan to ensure all legal and statutory requirements are satisfied as of January 1, 2001.
7. A comprehensive insurance plan for the new municipality should be developed.
8. The Task Force should develop a customer service program for the new municipality.
9. The Task Force should prepare a draft Council procedural by-law.
10. The various appointment by-laws should be prepared in draft for January 1, 2001.
11. The Task Force should review current animal control procedures and make recommendations regarding standardizing service delivery.
12. The Task Force should make recommendations regarding all licensing functions.

G.13 ROADS AND TRANSPORTATION TASK FORCE

1. The Task Force should develop a database of all equipment and staff resources.
2. All road needs studies should be reviewed and year 2001 priorities discussed with the Finance Task Force.
3. The Task Force should coordinate with the Personnel Task Force to develop an organizational chart and plan for the amalgamation of all works departments.
4. The Task Force should prepare a plan for providing engineering services.
5. The Task Force should coordinate with the Building and Grounds Task Force and the Recreation Task Force to develop a plan for maintenance of all buildings and grounds of the new municipality.

6. The Task Force should coordinate with the Information Systems Task Force to identify information and communication needs of the roads and engineering departments.