



**Region of Queens Municipality Regular Council
Tuesday, November 25, 2025
4:00 p.m. (Closed Session)
5:30 p.m. (Public Session Begins)**

Agenda

1.0 Call to Order and Land Acknowledgement

2.0 Approval of Agenda

3.0 In Camera

- 3.1 Personnel
- 3.2 Contract Negotiations
- 3.3 Property Matter
- 3.4 Property Matter
- 3.5 Contract Negotiations

4.0 Adoption of Minutes

- 4.1 Regular Council Meeting – November 12, 2025
- 4.2 Public Hearing Minutes – November 12, 2025

5.0 Public Comment

6.0 Delegations and Presentations

7.0 Unfinished Business

8.0 Staff Reports

- 8.1 Appointment of Auditors
- 8.2 Appointment of Development Officer

9.0 Bylaws and Policies

- 9.1 First Reading of Bylaw 28 – Road Trails Designation
- 9.2 Amendment to Administrative Policy 16 – Building Permit Fees
- 9.3 Second Reading of Amendment to Bylaw 24 - Land Use

10.0 Correspondence for Action

11.0 Correspondence for Information

12.0 Report from In Camera

- 12.1 Property Matter

13.0 Mayor's Report

14.0 Council Business

- 14.1 Expenses for Jane's Place Board Member
- 14.2 Police Advisory Board Report

15.0 New Business

16.0 Adjournment



**Region of Queens Municipality Regular Council
Wednesday, November 12th, 2025
9:00 a.m.**

Minutes

Present: Mayor Scott Christian, Chair
Deputy Mayor Maddie Charlton
Councillor Roberta Roy
Councillor Courtney Wentzell
Councillor Vicki Amirault
Councillor Jack Fancy
Councillor Stewart Jenkins
Councillor Wanda Carver

Staff: Willa Thorpe, Chief Administrative Officer
Kate Wong, Recording Secretary

1.0 Call to Order

Mayor Christian called the meeting to order at 9:02 a.m. and opened the meeting by acknowledging that we work, live, and play in Mi'kma'ki, the traditional territory of the Mi'kmaq people, and that we are all treaty people.

2.0 Approval of Agenda

It was moved by and seconded by:

THAT the Council of Region of Queens Municipality amend the agenda of the November 12, 2025 Council Meeting to move Item 8.3 to follow Public Comments, and to add Item 13.1 – Traffic between School Street and Fort Point, and Item 13.2 – Intersection of College Street and Pleasant Avenue, under Council Reports

MOTION CARRIED unanimously.

3.0 Adoption of Minutes

3.1 October 28th, 2025 – Regular Council Meeting Minutes

It was moved by Councillor Jenkins and seconded by Councillor Amirault:

THAT the Council of Region of Queens Municipality approve the minutes from the Regular Council Meeting held on October 28th, 2025 as presented.

MOTION CARRIED unanimously.

4.0 Public Comment

1. Christopher Clark, Liverpool

Mr. Clark expressed strong frustration with the prolonged Waterloo Street construction project, noting it has continued for three years and appears likely to extend into a fourth. He described the site as poorly managed, with equipment and materials left scattered, noise from traffic control equipment disturbing residents, and significant accessibility challenges for those with mobility issues. He emphasized that his criticism was directed at project management rather than workers, who he described as hardworking. Mr. Clark objected to a letter instructing residents to speak only with the project manager, stating he expects to raise concerns with elected officials. He urged Council to intervene, improve planning, and consider shutting the project down for winter if it cannot be completed properly.

2. Paula Doucette, Liverpool

Ms. Doucette echoed the concerns raised by Mr. Clark and stated that, while workers have been kind and helpful, the ongoing disruption has become extremely difficult for residents. She noted the persistent noise from generators, heavy equipment stationed directly outside homes, challenges for neighbours with mobility limitations, long stretches with no visible progress, and growing anxiety about winter access and snow clearing. She stated that residents have been patient for years but are now exhausted

by the situation and are looking to Council for action.

3. Mary White, Beach Meadows

Ms. White thanked Council, staff, and residents for their work during the recent Town Hall engagement sessions and highlighted strong community interest in food security, community gardening, and green economic opportunities. She invited Council and the Planning Advisory Committee to attend a Queens Garden Club meeting on November 20 at the Thomas H. Raddall Library, featuring speakers from Shelburne and Barrington who have led successful agricultural and greenhouse projects. Ms. White emphasized that developing local green initiatives aligns with multiple strategic priorities and could strengthen economic development, environmental sustainability, and community wellness. She encouraged Council to consider how such projects could benefit Queens County and address rising food insecurity.

8.3 Second Reading – Respecting Amendments to the Land Use Bylaw: Dwellings in Commercial Buildings

Director MacLeod provided an overview of the proposed amendments to the Land Use Bylaw relating to residential dwellings located within commercial buildings. He reviewed the background of the application for 194 Main Street and summarized the Planning Advisory Committee's discussions regarding the need for flexibility to help revitalize the downtown commercial core. Director MacLeod outlined the proposed requirements, including minimum commercial frontage, minimum commercial depth, floor area standards, and provisions intended to prevent ground-floor commercial space from being occupied solely as office space for the building owner or manager. He noted that this provision had not been vetted by legal counsel.

Council discussed whether the Municipality has the legal authority to include the restriction contained in Section 17.2(6). Staff advised that this clause had not yet been reviewed by the solicitor and that if Council wished to amend or remove it, doing so may constitute a substantive change requiring a new first reading and public process. Council expressed concern about proceeding without legal clarity.

It was moved by Deputy Mayor Charlton and seconded by Councillor Jenkins:

THAT the Council of the Region of Queens direct staff to review Section 17.2(6) of the proposed bylaw and provide a recommendation on the

Municipality's legal authority to impose such a provision, or an alternative approach to the intention of subsection 6.

MOTION CARRIED unanimously.

The meeting recessed at 10:16 a.m. and reconvened at 10:29 a.m.

5.0 Delegations and Presentations

5.1 Introduction to Deputy Chief Administrative Officer

Holly McConnell, Director of People & Culture, introduced Patrick Hirtle as the Region of Queens Municipality's new Deputy Chief Administrative Officer. She provided a brief overview of his professional accomplishments and extensive experience. Council welcomed DCAO Hirtle to the Region of Queens Municipality.

5.2 Dolly Parton's Imagination Library Province Wide Program

Joanne Veinotte, speaking as a resident, presented an overview of the province-wide rollout of Dolly Parton's Imagination Library, a program that provides one free book per month to children from birth to age five. She noted that Queens County is not currently enrolled in the program and highlighted the opportunity for the Municipality to participate. Ms. Veinotte outlined the program's goals, its demonstrated impact on early childhood literacy, and its alignment with community wellness and early learning priorities within the Region of Queens Municipality.

It was moved by Deputy Mayor Charlton and seconded by Councillor Roy:

(1) THAT the Council of Region of Queens Municipality provide 'in kind' support for the Queens County Affiliate of the Dolly Parton Imagination Library in Nova Scotia through the provision a credit of up to \$3,000 per year for Region of Queens Municipality to provide preaddressed and stamped envelopes for affiliate partners to distribute to local eligible families, with Municipal staff providing quarterly reports on use;

(2) AND THAT a letter of support from Mayor Christian on behalf of the Council of Region of Queens Municipality be provided to the Queens County Affiliate to include in their funding request package distributed to local organizations and program

partners.

MOTION CARRIED unanimously.

6.0 Unfinished Business

7.0 Staff Reports

7.1 Water Supply Upgrading Programs

Director Joanne Veinotte presented a staff report outlining options for a Water Supply Upgrade Program in response to recurring drought conditions and increasing calls from residents regarding dry wells. She summarized similar programs in other Nova Scotia municipalities that offer low-interest loans for water supply upgrades, repaid through the tax bill, and noted that the specific program design (eligible costs, maximum loan amounts, inclusion of pumps/tanks, and whether septic upgrades are included) would be determined through the bylaw-drafting process. Director Veinotte also responded to questions from Council regarding lien status, administrative workload, potential inclusion of septic systems, funding reserves, and the ability for residents to make payments throughout the year.

It was moved by Councillor Wentzell and seconded by Councillor Jenkins:

THAT Council for the Region of Queens Municipality direct staff to draft a bylaw respecting a water supply upgrade program.

Councillor Fancy moved, seconded by Councillor Amirault, that the motion be amended by adding “and septic upgrade” after “water supply,” so that the program would address both water supply and septic upgrades.

MOTION CARRIED.

The amended motion now reads:

THAT Council for the Region of Queens Municipality direct staff to draft a bylaw respecting a water supply and septic upgrade program.

MOTION CARRIED.

7.2 Tax Exemption Request

Director Joanne Veinotte reported that, in the spring of 2025, ownership of the property at 2857 Trunk 8 (formerly the Milton Centennial Pool) was transferred from the Region of Queens Municipality to the Milton Community Association. The list of properties receiving tax exemptions under Bylaw 14 for the 2025–2026 tax year had already been approved by Council prior to the transfer, so the property was not included, and taxes were levied in error. The current outstanding balance on the account is \$3,656.11. Director Veinotte advised that, had the Association owned the property at the time the exemption list was prepared, staff would have recommended its inclusion, and therefore recommended that Council waive the taxes and accumulated interest.

It was moved by Councillor Fancy and seconded by Councillor Jenkins:

THAT Council for Region of Queens Municipality waive taxes and accumulated interest for Milton Community Association, assessment number 3257509, in the amount of \$3,656.11.

MOTION CARRIED unanimously.

7.3 Rental of a Wheeled Loader – Director Adam Grant, P Eng

Director Adam Grant presented a report outlining the need for a short-term rental of a wheeled loader after one of the Municipality's units was removed from service due to significant deterioration. He advised that repairs would be cost-prohibitive and would not restore the unit to a reliable long-term condition. A rental unit is required to maintain winter operations, including plowing streets, parking lots, laneways, and supporting the solid waste facility.

Director Grant noted that the rental estimate of up to \$75,000 would provide the necessary coverage through March 2026 while staff explore long-term replacement options. He responded to questions regarding repair feasibility, lifecycle expectations, rental cost estimates, potential delays in service due to limited equipment availability, and options for outsourcing winter services.

It was moved by Councillor Jenkins and seconded by Deputy Mayor Charlton:

THAT Council for Region of Queens Municipality approve the unbudgeted expense of up to \$75,000 for the short-term rental of a wheeled loader, with funds coming from accumulated surplus.

MOTION CARRIED unanimously.

7.4 Town Bridge AT Sidewalk

Elise Johnston, Manager of Capital Projects, presented a report on active transportation options for the Town Bridge, noting that structural analysis confirmed a cantilevered sidewalk is not feasible. Engineers provided high-level concepts for an independent active transportation bridge - however, design costs exceed the remaining CIP allocation by approximately \$50,000, which would need to come from reserves. Director Grant also addressed questions regarding the provincial bridge maintenance agreement, coordination with lift station upgrades, and accessibility considerations.

Council discussed the high cost of a new structure, competing capital priorities, and the continued need for safe pedestrian access. Members expressed a preference to revisit realignment and reconfiguration options for the existing bridge rather than pursue a separate new bridge at this time.

It was moved by Deputy Mayor Charlton and seconded by Councillor Amirault:

THAT Council for the Region of Queens Municipality direct staff to provide alternate options, including reconsideration of the

realignment of the Town Bridge.

MOTION CARRIED.

7.5 Appointment of Code of Conduct Investigator

Deputy CAO Hirtle presented a report outlining new provincial regulations introduced in October 2024 requiring all Nova Scotia municipalities to appoint independent investigators to receive, review, and report on Code of Conduct complaints filed under Section 23 of the Municipal Government Act. The Association of Municipal Administrators of Nova Scotia has provided a list of qualified individuals for municipal appointment. Based on confirmed availability and procurement requirements, staff recommended appointing Charles A. Thompson of Burchell MacDougall Lawyers LLP and Noel Martin of Burchell Wickwire Bryson LLP as the Region's standing Code of Conduct investigators.

It was moved by Deputy Mayor Charlton and seconded by Councillor Jenkins:

THAT Council for Region of Queens Municipality appoint Charles A. Thompson of Burchell MacDougall Lawyers LLP and Noella Martin of Burchell Wickwire Bryson LLP as the Municipality's standing investigators per the requirements of the Nova Scotia Code of Conduct for Municipal Elected Officials.

MOTION CARRIED unanimously.

The meeting recessed at 11:55 a.m. and resumed at 12:04 p.m.

8.0 Bylaws and Policies

8.1 First Reading of Bylaw 13 – Solid Waste Management

Director Grant presented the updated draft of Bylaw 13 – Solid Waste Management, noting that revisions were made following Council's previous feedback, including amendments to bag limits and updates to Clause 50. The draft bylaw was provided for Council's consideration.

It was moved by Councillor Jenkins and seconded by Councillor Amirault:

THAT Bylaw No. 13 Solid Waste Management be now introduced and read a first time.

MOTION CARRIED unanimously.

8.2 Policy 58 – Grant Recipient Reporting Requirements

Director Veinotte presented Policy 58 – Grant Request and Reporting Requirements, noting that the policy establishes a consistent reporting mechanism for organizations receiving municipal grant funding outside the Community Investment Fund. The policy was previously presented in October, and revisions requested by Council have been incorporated into the draft before them.

Council discussed the proposed requirement that 20% of grant funding be withheld until project completion and final reporting. Several members expressed concern that this could create financial barriers for smaller community groups with limited cash flow. Alternatives used in other municipalities, such as deeming organizations not in good standing if reporting is incomplete or funds are unaccounted for, were noted as potential approaches. Council also raised questions about references to individuals within the policy and whether the language should be limited to organizations.

It was moved by Deputy Mayor Charlton and seconded by Councillor Fancy:

THAT Council for Region of Queens Municipality receive the report on Administrative Policy Number 58, and direct staff to reconsider inclusion of individual in the language of the policy and to explore alternative options to the 20% withholding clause.

MOTION CARRIED unanimously

9.0 Correspondence for Action

There was no Correspondence for Action.

10.0 Correspondence for Information

There was no Correspondence for information.

11.0 Report From In Camera

There was no report from In Camera.

12.0 Mayor's Report

Mayor Christian noted that from November 4th to 7th, he attended the Nova Scotia Federation of Municipalities (NSFM) Fall Conference in Halifax alongside members of Council and staff. The conference provided opportunities to connect with municipal leaders across the province, strengthen regional relationships, and advance advocacy priorities. Discussions included coastal protection and the repair and replacement of J-Class roads. The Minister of Public Works, the Honourable Fred Tilley, acknowledged that the current provincial contribution of \$1 million annually for J-Class roads is insufficient and indicated that new approaches and funding models are being explored, though no formal commitments were made.

The Mayor also met with neighbouring municipalities to discuss opportunities for regional collaboration on coastal development planning and regulation. He noted that NSFM administers a provincially funded program offering municipalities up to \$20,000 for coastal planning work, with additional funds available for regional partnerships. This matter will be brought forward at the upcoming meeting of mayors, wardens, CAOs, and deputy CAOs from the five Lunenburg County municipal units.

On October 10th, members of Council, the CAO, and Deputy CAO met with the four Queens County based councillors of the Wasogopa'q First Nation - Councillor Andrew Francis, Councillor Avis Johnson, Councillor Jeremy Stephens, and Councillor Crystal Jeremy. Discussions focused on opportunities for collaboration and advancing reconciliation efforts. The Mayor noted that the meeting was productive and laid a meaningful foundation for future partnership.

13.0 Council Reports

13.1 Traffic Safety Concerns: School Street, Main Street and Fort Point – Councillor Courtney Wentzell

Councillor Wentzell reported ongoing traffic safety issues in the area of Main Street near School Street and the entrance to Fort Point. While acknowledging previous improvements such as the reduced speed limit and new signage, he noted that the stop sign at the intersection is poorly visible, resulting in frequent rolling stops or complete failure to stop. He also observed continued speeding on the west side of Main Street.

Moved by Councillor Wentzell, seconded by Councillor Jenkins:

THAT Council for the Region of Queens Municipality direct staff to investigate signage and safety conditions at the intersection of Main Street, Riverside Drive, and Fort Point Road.

MOTION CARRIED unanimously

13.2 Traffic Safety Concerns: College Street & Pleasant Avenue – Deputy Mayor Charlton

Deputy Mayor Charlton raised concerns regarding traffic and pedestrian safety at the intersection of College Street and Pleasant Avenue, citing increased vehicle volume, lack of sidewalks, school bus activity, daycare drop-offs, and recent near-miss incidents. Members noted visibility challenges and congestion during peak times, particularly around Queens Daycare.

Motioned by Deputy Mayor Charlton, seconded by Councillor Roy:

THAT the Council of Region of Queens Municipality direct staff to look for improve to the safety to the intersection of college street and pleasant avenue

MOTION CARRIED unanimously

14.0 New Business

There was no Correspondence for information.

15.0 In Camera

It was moved by Councillor Amirault and seconded by Councillor Roy that the proceedings move to Closed Session at 12:30 p.m. to discuss the following:

- 15.1 Property Matter
- 15.2 Personnel
- 15.3 Personnel

It was moved by Deputy Mayor Charlton and seconded by Councillor Roy that the proceedings exit Closed Session at 1:55 p.m.

Item 15.3 – Personnel – Committee Appointment – Accessibility Committee

Councillor Amirault declared a conflict of interest and removed herself from Council Chamber for the closed session discussion and for the vote.

Moved by Councillor Roy, seconded by Councillor Carver:

THAT Council for Region of Queens Municipality appoint Natalie Covell to the Accessibility Advisory Committee, for a term to expire on October 31, 2027.

MOTION CARRIED unanimously.

16.0 Adjournment

The Meeting was adjourned at 1:56 p.m.

Mayor Scott Christian, Chair

Kate Wong, Recording Secretary

Date Approved: _____



Region of Queens Municipality

Public Hearing

Land Use Bylaw Amendments

Wednesday November 12, 2025

9:00 a.m.

Present:

Mayor Scott Christian, Chair
Deputy Mayor Maddie Charlton
Councillor Roberta Roy
Councillor Courtney Wentzell
Councillor Vicki Amirault
Councillor Jack Fancy
Councillor Stewart Jenkins
Councillor Wanda Carver

Staff:

Willa Thorpe, Chief Administrative Officer
Kate Wong, Recording Secretary
Mike MacLeod, Director of Planning

1.0 Call to Order

Mayor Christian called the Public Hearing to order at 9:02 a.m. on November 12, 2025.

He advised that the purpose of the hearing was to provide an opportunity for any interested person to make an oral or written submission regarding Council's intention to amend the Land Use Bylaw to change the site plan approval provisions for dwellings in commercial buildings, allowing a greater portion of the ground floor to be used for residential purposes within the downtown core.

2.0 Staff Overview

Mike MacLeod, Director of Land Use, presented an overview of the proposed amendment.

He advised that the Municipality received an application from the owners of

194 Main Street, Liverpool, seeking amendments to allow increased residential use within a commercial building. The Planning Advisory Committee, at its meeting of September 25, 2025, supported flexibility to help revitalize the downtown core while maintaining viable commercial frontage.

The proposed amendment establishes a minimum commercial depth of 3.66 metres (12 feet) and a minimum commercial floor area of 27.88 square metres (300 square feet) for ground-floor commercial uses.

Council subsequently gave notice of its intention to amend the Bylaw at its October 14, 2025 meeting.

3.0 Applicant Comments

Mr. Eric Fry, applicant and owner of 194 Main Street, expressed appreciation to Council, staff, and the Planning Advisory Committee for their work. He shared his long-term investment in the community and stated that the proposed redevelopment aims to create new commercial and residential opportunities that support downtown revitalization.

4.0 Public Comments

Mr. Paul Deveau, Brooklyn, expressed concern that the proposed change could reduce commercial space downtown and create inequities between large and small buildings. He cautioned against long-term tax implications and urged Council to ensure changes are supported by comprehensive planning.

Dr. Deniage McDonnell, Liverpool, spoke in opposition to the amendment, stating that it risks weakening the commercial core, complicates bylaw enforcement, and should not proceed without broader strategic and economic analysis.

Ms. Tara Druzina, Liverpool, supported improved accessibility and requested clearer language in the Bylaw requiring compliance with building-code accessibility standards. She also questioned the restriction on owner-occupied offices and recommended Council seek legal clarity on its authority under the Municipal Government Act.

Ms. Susan McGibbon, Liverpool, expressed concern that the amendment was developer-driven rather than community-driven. She noted the absence of a downtown economic plan and encouraged Council to pause the process until more research, business engagement, and a long-term revitalization strategy are in place.

5.0 Adjournment

Hearing no further comments, Mayor Christian thanked all speakers for their thoughtful input and participation.

The Public Hearing regarding proposed amendments to the Land Use Bylaw was adjourned at 9:31 a.m.

DRAFT



Region of Queens Municipality 8.1 Staff Report For the Regular Meeting of November 25, 2025

Date: November 12, 2025
File No: 10350-50-2511-15
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Appointment of Auditors

Prepared by: <i>J. Veinotte</i> J. Veinotte Director of Finance	Supervisor: W. Thorpe W. Thorpe CAO	CAO Concurrence: <i>W. Thorpe</i> W. Thorpe CAO
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RECOMMENDATION

THAT Council of Region of Queens Municipality appoints Doane Grant Thornton as Municipal Auditors for the 2025 – 2026 fiscal year.

PURPOSE

To present the Request for Proposal response reviewed and recommended by the Audit and Internal Control committee and appoint a Municipal Auditor for the 2025 – 2026 fiscal year.

BACKGROUND

At the November 23, 2021 Regular meeting, Council appointed Doane Grant Thornton (previously Grant Thornton) as the Municipal Auditors for Region of Queens Municipality. This appointment was for a one-year term (2021 – 2022) with the option to renew for the 2022 – 2023 and 2023 – 2024 fiscal years. In addition, Doane Grant Thornton performed the municipal audit for the 2024 – 2025 fiscal year.

A request for proposal (RFP) for Audit Services was posted to the provincial procurement site on October 10, 2025.

The RFP included the following requirements:

- To conduct an annual audit to express on the basis of sufficient audit evidence (testing and review) an objective opinion on the fairness of the presentation of the financial position, results of operations and changes in capital position of the Municipality in accordance with Public Sector Accounting Standards.
- To report any weaknesses identified in internal controls or processes.
- To report any suggestions for improvements to accounting processes identified during the audit process.

Two responses were received, one from Doane Grant Thornton and one from BDO Canada LLP. On November 4, 2025, members of the Audit and Internal Control committee were provided copies of both responses for review with an accompanying scoring matrix. Five members of the committee scored the RFP's; three public members present and one via email. One member of Council provided a score.

Responses and their individual strengths were discussed at the meeting, and the combined scores reflected the committee's overall conclusion.

A motion was passed at the November 10, 2025 Audit committee meeting to recommend Council appoint Doane Grant Thornton as Municipal Auditors for the 2025 – 2026 fiscal year with an option to renew for the subsequent two years.

Region of Queens Municipality Purchasing Policy No. 26 requires that Request for Proposals/Tenders be secured for services with a value of more than \$50,000. The value of annual Audit Service is approaching that threshold, and a multi-year agreement exceeds this threshold.

ALTERNATIVES/OPTIONS

- 1) Council appoints Doane Grant Thornton as Municipal Auditors for the 2025 – 2026 fiscal year.
- 2) Council appoints BDO Canada LLP as Municipal Auditors for the 2025 – 2026 fiscal year.
- 3) Council rejects both Request for Proposal responses and directs staff to reissue the Request for Proposals.
- 4) Council directs staff to secure Audit Services annually in absence of an agreement for service.

ANALYSIS

Option 1 – As the incumbent auditor, Doane Grant Thornton are already familiar with current systems and staff members. No transition time will be required. Audit planning for 2025 – 2026 can start immediately after Council has made the appointment.

Option 2 – Introduction of a new auditor will require staff time to provide information to familiarize new auditors with current systems and staff members. New auditors also provide a fresh perspective and may identify opportunities for improvement.

Option 3 – Reissuing the RFP will cause delays in initiating audit planning. There is no evidence to suggest that reissue will return any new responses.

Option 4 – Not having a current agreement for audit services may make it difficult to schedule audit work with firms registered as Municipal Auditors with the province, as existing agreements will be prioritized. Purchasing practices contrary to an established policy is not best practice.

IMPLICATIONS

Financial

Without an agreement in place, there is a lack of cost protection. Costs can be increased each year without recourse for the Municipality. Audit services costs have been increasing because of new Public Service Audit Standards being introduced, such as Cyber Security Review and Public Sector Accounting Standards such as Asset Retirement Obligations. Audited statements are not optional, so an audit is a necessary expense and having an agreement mitigates the risk of these increases.

Legislative

Section 42 of the Municipal Government Act states

(1) the Council shall appoint a municipal auditor who is registered pursuant to the Act to be auditor for the municipality.

Section 44 of the Municipal Government Act states

(2) that the responsibilities of the audit committee include(s) such other matters as may be determined by Council to be the duties of an audit committee.

Audit committee Terms of Reference include Work of the Municipal Auditor. Recommendation to Council on selection of Municipal Auditor is outlined as part of the committee scope in that section.

Staffing

Should a change in audit services occur, it will increase staff time needed to complete audit work as familiarity with current systems and staff will be required.

COMMUNICATIONS

Staff will communicate Council's decision to RFP respondents.

BYLAWS/PLANS/POLICIES

[Purchasing Policy 26](#)

SUMMARY

The current agreement for Audit Services expired on March 31, 2024. A Request for Proposal for Audit Services was posted on the Nova Scotia Procurement site on October 10, 2025. Two respondents submitted responses: Doane Grant Thornton (incumbent) and BDO Canada LLP. Responses were reviewed by the Audit and Internal Control Committee at the November 10, 2025, meeting. The Audit committee recommends that Council appoint Doane Grant Thornton as the Municipal Auditor for the 2025 – 2026 fiscal year.

ATTACHMENTS/REFERENCE MATERIALS

- Audit and Internal Control Committee – Terms of Reference
- [Region of Queens Municipality – Minutes of Regular Council Meeting of November 23, 2021](#)
- [Municipal Government Act](#)

**Region of Queens Municipality
AUDIT AND INTERNAL CONTROL COMMITTEE**

Terms of Reference

Purpose

The purpose of the Audit and Internal Control Committee is to assist Municipal Council with its fiduciary responsibilities and financial oversight of the Municipality's daily operations ensuring that the financial resources entrusted to the Municipality by its residents are spent appropriately according to the policies of Council and provide for public reporting and accountability.

Authority

The Audit and Internal Control Committee has been granted its legal authority to oversee the financial and fiduciary process of the Municipality by virtue of being delegated this responsibility with Council's approval on November 24, 2020, of this Terms of Reference and thereafter appointing members to the Committee. Council gains its responsibility and authority for this under Sections 42-44 of the *Municipal Government Act*.

Scope

The scope of the Audit and Internal Control Committee shall be to review and assess all of the financial information within the Municipality listed below as well as those issues noted under Responsibilities, specifically:

1. role and responsibility of Municipal Auditor; and
2. role and responsibility of audit committee; and
3. review of quarterly financial reports; and
4. annual audited financial statements; and
5. auditor's management or internal control letter and management responses; and
6. appropriateness and adequacy of current accounting policies, financial reporting practices, and internal controls; and
7. financial condition indicators (FCI); and
8. impact of new or changed provincial and federal accounting policies; and
9. financial risk management.

Role of Chairperson

The Chairperson is ultimately responsible for organizing, chairing and facilitating all meetings, ensuring that appropriate research, directions and recommendations are given to the Committee, including the provision for adoption of work plans, policy directions, strategies, financial commitment reviews, as well as all other items incidental to the effective financial oversight of

the Municipality. The Chairperson shall also ensure that the Municipal Auditor's performance is reviewed annually.

Role of Vice Chairperson

A Vice Chairperson shall be appointed and act in the place of the Chairperson during absences, unavailability or conflicts on interest of the Chairperson.

Role of Municipal Auditor

Municipal Auditor's role is to conduct the yearly financial audit of the Municipality's accounts and funds in order to provide an independent opinion on the financial condition of the Municipality, including confirmation that the funds and accounts of the Municipality clearly represent the financial position of the Municipality on a given date. The Auditor will meet with the Committee at least twice annually to review the engagement and audit process, materiality limits, timetable and proposed fees at the outset, followed by a review of the draft financial statements and management letter after the audit.

Role of Director of Finance

Director of Finance shall carry out the functions and roles as requested by the Audit and Internal Control Committee from time to time as they relate to the responsibilities of the Committee, and shall act as a staff resource to the Committee. This person shall lead the research and report writing aspect of the Committee's work to ensure the Committee has the best available information upon which to make a decision or recommendations to Council.

Membership

Membership on the Audit and Internal Control Committee shall include two elected representatives from the Region of Queens Municipality and four members of the public, duly appointed by Council annually pursuant to Section 44(1) of the *Municipal Government Act*. Members of the public appointed to this committee should have strong financial backgrounds and be able to comprehend complex financial and regulatory processes.

Reporting Relationship

The Audit and Internal Control Committee shall report directly to the Council of Region of Queens Municipality and indirectly to the Chief Administrative Officer for operational and administrative support.

Duration of Mandate

The mandate of the Audit and Internal Control Committee shall be from December 1, 2020 to March 31, 2028, and is subject to renewal thereafter according to Section 44(1) of the MGA and at the discretion of Council.

Frequency of Meetings

Meetings of the Audit and Internal Control Committee shall be held on such day as the Committee decides at the first meeting of the Committee, with such meetings taking place at the time agreed to by the Committee. Additional meetings may be held, or the above meetings date and times changed, when agreed to by consensus of the Committee and prior notification is provided to committee members.

Quorum Requirements

No decisions may be made at any Audit and Internal Control Committee meeting unless at least one elected representative and two community representatives are present.

Agenda, Minutes and Resolutions

Minutes and recommendations of the Audit and Internal Control Committee shall be provided to each member of the Committee within a reasonable time after the conclusion of such meeting. Director of Finance will endeavor to provide each member of the Committee with the agenda and required supporting documentation at least five days prior to every meeting.

Conflict of Interest

It is expected that all members of the Audit and Internal Control Committee will adhere to the *Municipal Conflict of Interest Act*, disclosing any pecuniary or indirect pecuniary interest in any matter before the Committee and refraining from taking part in, or trying to influence either before or after the meeting, any directions or decisions respecting such matters. Any clear breach of this guideline will require the Chairperson to ask Council to remove that member and appoint another member in their stead. If the breach is by the Chairperson, this shall be reported to Council by the Vice Chairperson.

Resources

The Audit and Internal Control Committee shall have access to the resources of the Director of Finance and the Municipal Auditor through the Director of Finance, to undertake the required research it needs in order to make the most appropriate decisions in a timely manner. Requests for resources above the annual budgeted amount for auditor fees shall be made by the Committee through the Chairperson to Council, on an as needed basis.

Decision Making Process

All decisions of the Audit and Internal Control Committee shall be made by majority vote of committee members. Where a majority is not forthcoming, the vote shall be determined in the negative. The Committee has authority to oversee

and facilitate the audit process by giving direction to the auditor, but must seek Council's approval to change the terms and conditions of an audit or expend funds above those approved in the annual budget.

Confidentiality

All meetings of the Audit and Internal Control Committee are considered public, except those matters deemed to be private and confidential in nature and subject to Section 22 of the *Municipal Government Act*. Minutes and subsequent resolutions of such meetings shall be recorded and publicly available upon approval by the Committee. Information and reports of the Committee shall be subject to normal Freedom of Information and Protection of Privacy (FOIPOP) regulations.

Communications

All communications and messaging from the Audit and Internal Control Committee's work and activities shall come solely from the Chairperson or their designate. It is expected that all decisions of the Committee will be supported by all members of the committee upon ratification. This does not limit the ability of individual member's from speaking freely with the media, but in all such cases the individual committee member should be clear that it is their personal opinion and not that of the Audit and Internal Control Committee.

Reporting

At least bi-annually, the Director of Finance and Chairperson shall provide written reports to Council concerning the Committee's work plan, focus and directions. Should Council require, an oral presentation may be requested of the Chairperson at any time if Council wishes to have further clarification or reporting on the Committee's work.

Responsibilities

Audit and Internal Control Committee shall be responsible for overseeing the financial processes and policies of the Municipality, request and analyze information brought before it, seek additional information when necessary, discuss options, and make timely decisions and recommendations to Council that are in the best interests of residents and businesses. To this end, Audit and Internal Control Committee shall endeavour to carry out the following functions:

Financial Reporting

The Committee shall:

- a. review the audited financial statements in depth with management and the auditor; if satisfied that they present fairly the financial position and results of operation, recommend their adoption to council;

- b. review with management any changes in accounting principles and practices required to be followed by municipalities;
- c. review any significant variance in comparison to prior year and / or budget; and
- d. review and discuss the financial condition indicators.

Work of the Municipal Auditor

The Committee shall:

- a. discuss the extent, timing and completion of the audit including materiality limits being used;
- b. review estimated and final audit fees;
- c. discuss whether the terms of the engagement were met;
- d. recommend to council any change in auditors should the committee believe the current auditor is not meeting the required competency and independence;
- e. review any problems or restrictions encountered by the auditor and degree of cooperation from staff; and
- f. promote cooperation between management and the auditor.

Accounting System and Internal Controls

The Committee shall:

- a. obtain and review the management and internal control letter;
- b. discuss with the auditor the annual evaluation of internal control systems related to financial reporting and recommendations for improvements to accounting procedures, together with management's response;
- c. discuss management's response to the recommendations and adequacy of management's action plan;
- d. Obtain reasonable assurance that the municipality has implemented appropriate systems of internal controls;
 - i. over the financial reporting and that these systems are operating effectively;
 - ii. obtain assurance that the municipality is in compliance with its policies and procedures and that these systems are operating effectively; and
 - iii. identify, monitor, mitigate, and report significant financial or operational risk exposures and that these systems are operating effectively; and
- e. receive and review any internal reports relating to accounting procedures and internal controls.

Risk Management

The Committee shall:

- a. understand the risks of the municipality;
- b. review the municipality's management controls and policies;
- c. obtain reasonable assurance that management's systems to eliminate or manage the risks are effective; and
- d. receive reports on the management of financial risks.

Alleged Wrong Doing

The Committee shall:

- a. enquire fully into any activities or transactions that may be illegal, questionable or unethical, and into the municipality's control procedures to ensure that such activities are being guarded against;
- b. ensure management has implemented a policy and / or process to review and respond to complaints or allegations of wrong-doing or questionable acts by elected officials and employees; and
- c. review and advise council with respect to complaints or allegations of wrong-doing.

Statutory and Regulatory Compliance

The Committee shall:

- a. review the municipality's compliance with statutory and regulatory obligations within the Committee's area of responsibility;
- b. review the overall reasonableness of expenses of the Chief Administrative Officer and council members; specifically review the summary of remuneration and expenses schedule for reportable individuals;
- c. review the annual summary of hospitality expenses; and
- d. review the adequacy of staffing in relation to both number and competence for accounting and financial responsibilities.

Investments

Review the Municipality's investment portfolio and investment policy to ensure both are compliant with legislation and maximize the Municipality's financial performance and resources.

Banking Services

- a. Review and assess the Municipality's banking services at least six months prior to any contract expiry to determine if a new procurement process is required or if the current contract should be negotiated to be extended with the same or different conditions.

- b. Review the current banking services contract at any time to ensure the Municipality is maximizing liquid and long term investments effectively, subject to provincial and federal legislation.

Insurance Coverage

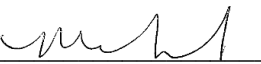

Periodically review the adequacy of the Municipality's insurance policy and coverages to ensure the Municipality has appropriate insurance coverage to cover significant risks and uncertainties.

Approved by Council: October 12, 2021



Region of Queens Municipality 8.2 Staff Report For the Regular Meeting of November 25, 2025

Date: November 7, 2025
File No: 10350-50-2511-14
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Appointment of Development Officer

Prepared by:  M. MacLeod Director of Land Use	Supervisor: W. Thorpe W. Thorpe CAO	CAO Concurrence:  W. Thorpe CAO
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RECOMMENDATION

THAT Council of Region of Queens Municipality appoint Rebecca Zolkower as a Development Officer to administer the Municipality's Land Use Bylaw and Subdivision Bylaw.

PURPOSE

To formally appoint Rebecca Zolkower to the position of Development Officer for Region of Queens Municipality.

BACKGROUND

Rebecca Zolkower has recently been hired for the position of Development Officer with Region of Queens Municipality. Provincial legislation requires that Council formally appoint staff to carry out the duties of this position.

ALTERNATIVES/OPTIONS

- 1) Council appoints Rebecca Zolkower as a Development Officer to administer the Municipality's Land Use Bylaw and Subdivision Bylaw.
- 2) Council does not appoint Rebecca Zolkower as a Development Officer for Region of Queens Municipality.

ANALYSIS

The position of Development Officer with a municipality requires formal appointment by Council to carry out the duties of this position, as set out in Section 243 (1) of the Municipal Government Act.

IMPLICATIONS

Should Council decide to not make this appointment, it will restrict Ms. Zolkower from administering the Municipality's Land Use Bylaw and Subdivision Bylaw, which are the principal duties of the Development Officer position.

COMMUNICATIONS

Ms. Zolkower will be advised of Council's decision.

BYLAWS/PLANS/POLICIES

N/A

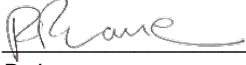
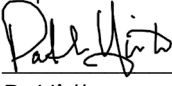
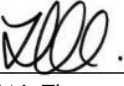
SUMMARY

The Municipal Government Act requires that Council appoint a Development Officer to administer the Municipality's Land Use Bylaw and Subdivision Bylaw. Staff recommend that Council appoint Rebecca Zolkower to the position of Development Officer.



Region of Queens Municipality 9.1 Staff Report For the Regular Meeting of November 25, 2025

Date: October 29, 2025
File No: 10350-50-2511-16
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: First Reading – Bylaw No. 28 Road Trails Designation

Prepared by:  R. Lane Project Officer	Supervisor:  P. Hirtle DCAO	CAO Concurrence:  W. Thorpe CAO
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RECOMMENDATION

That Bylaw No. 28 Designation of road trails on municipal roadways be now introduced and read a first time.

PURPOSE

To propose a new bylaw which will permit five sections of municipal roadways to be designated as road trails.

BACKGROUND

At the Regular meeting of October 28, 2025, Council passed the following motion:

That Council for Region of Queens Municipality direct staff to draft a bylaw that designates five sections of road trails on public roads in

Liverpool.

ALTERNATIVES/OPTIONS

1. Council introduces Bylaw No. 28 Designation of road trails on municipal roadways and reads the Bylaw a first time.
2. Council directs staff to gather additional information before introducing Bylaw No. 28 Road Trails Designation.

ANALYSIS

Staff have reviewed bylaws from five other municipal jurisdictions in Nova Scotia:

- Town of Oxford
- Town of Yarmouth
- Town of Shelburne
- Town of Digby
- Halifax Regional Municipality (HRM)

Of the five bylaws, only the HRM bylaw is of a longer form, whereas the other four are of a short form. The HRM bylaw is more prescriptive regarding:

- who can apply for a road trail designation,
- the assessment and evaluation of the proposed route,
- any rules and regulations of agreements that need to be in place stipulating which body is responsible for expensing development and ongoing maintenance.

The short form of the bylaw is intended to allow Council to determine these factors on a case-by-case basis and seems to be the preferred method elsewhere. A legal opinion on the pros and cons of the short form versus long form indicated:

- restating the legislation was not recommended or necessary
- leaving additional details of implementation to a case-by-case was appropriate.

As such, a short form of the bylaw has been drafted for Council's consideration. When assessing the safety and suitability of a road trail application on provincial roads, The Province references an internal policy document which states the

assessment criteria used. Council could refer to this policy when considering any future road trail designations.

Rules and regulations around Off-highway Vehicle (OHV) use on road trails are defined in three existing pieces of provincial law; Road Trails Act, Off-Highway Vehicles Act, and the Motor Vehicles Act. If Council is satisfied with the adequacy of existing rules, those rules do not need to be restated in this bylaw. Explicitly stating rules is appropriate when Council wishes to make further restriction to any existing rules. Council is reminded that a municipal bylaw cannot include more lenient rules than those found in Provincial Acts.

IMPLICATIONS

This bylaw cannot take effect until all signage is installed, and any work required to any section of a route is completed. Therefore, staff recommend the bylaw be enacted on February 1, 2026.

COMMUNICATIONS

If Council accepts the draft bylaw as presented, the standard public notification and engagement process prior to second reading will be followed. If Council elects to adopt the bylaw, an education program will be available for all road users in Liverpool to raise awareness and compliance.

BYLAWS/PLANS/POLICIES

Bylaw No. 28 – Designation of road trails on municipal roadways - DRAFT

SUMMARY

As outlined in the Road Trails Act s.5(2), The designation of road trails, proposed routes, and any future designation must be done through bylaw and bylaw amendment. Staff recommend that Council introduce and read bylaw No. 28 – Designation of road trails on municipal roadways.

ATTACHMENTS/REFERENCE MATERIALS

- Bylaw No. 28 – Designation of road trails on municipal roadways - DRAFT
- [Halifax Regional Municipality Bylaw R-500: The Designation of Road Trails on Municipal Highways](#)
- [Town of Digby bylaw 2024-03: Road Trails Designation](#)
- [Town of Oxford bylaw 05-2024-2: Road Trails Designation](#)
- [Town of Yarmouth bylaw 80: Road Trails Designation](#)
- [Road Trails Act for Off-highway Vehicles](#)



BYLAW NO. 28

A BYLAW RESPECTING THE DESIGNATION OF ROAD TRAILS ON MUNICIPAL ROADWAYS

BE IT ENACTED by the Council of Region of Queens Municipality, under the authority of the *Road Trails Act*, SNS 2023, c.4, which permits a municipality by Bylaw to designate a highway or part of a highway that is not a road owned by the Crown in right of the Province of Nova Scotia as a road trail.

SHORT TITLE

This bylaw shall be known as Bylaw Number 28 and may be cited as the "*Road Trails Designation Bylaw*".

DESIGNATION

The Region of Queens Municipality hereby designates the following parts of roadways as Road Trails pursuant to Section 5(2) of the *Road Trails Act*, effective February 1, 2026:

1. West Street from civic number 181 to the intersection with Harley Umphrey Drive thence to the intersection with White Point Road.
2. King Street from civic number 56 to the intersection with Lawrence Street thence to the intersection with Wolfe Street to civic number 16.
3. Main Street from the intersection with Central Boulevard to civic number 741.

4. Brunswick Street from civic number 63 to the intersection with Main Street thence to the intersection with Henry Hensey Drive to the pump station at civic number 4 Henry Hensey Drive.

5. Milton Road from civic number 31 to the intersection with Bristol Avenue, west to the intersection with Hank Snow Drive and east to the intersection with Queens Place Drive. Included is Hank Snow Drive to civic number 38 and the entirety of Queens Place Drive and Old Cobbs Barn Road.

OFFICIAL CERTIFICATION

THIS IS TO CERTIFY THAT this bylaw was passed by the Council of Region of Queens Municipality at a duly constituted meeting of said Council held on the XX day of XXXX, 202X.

SIGNED by the Mayor and Municipal Clerk this XX day of XXXX, 202X.

Mayor



Municipal Clerk

READINGS:	First Reading:	November 25, 2025
	Notice of Intent:	
	Second Reading:	
	Publication:	
	Effective Date:	February 1, 2026
	Filed/Approved:	



Region of Queens Municipality 9.2 Staff Report For the Regular Meeting of November 25, 2025

Date: November 3, 2025
File No: 10350-50-2511-17
To: Mayor and Council
From: Willa Thorpe, Chief Administrative Officer
Subject: Amendments to Administrative Policy No. 16 – Building Permit Fees

Prepared by:  M. MacLeod Director of Land Use	Supervisor: W. Thorpe W. Thorpe CAO	CAO Concurrence:  W. Thorpe CAO
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RECOMMENDATION

THAT Council of Region of Queens Municipality adopts the amended Administrative Policy No. 16 – Building Permit Fees.

PURPOSE

To update current Administrative Policy No. 16 – Building Permit Fees to reflect a more standardized and simplified method for calculating fees for building permits, demolition permits, and electrical hookup permits in Region of Queens Municipality.

BACKGROUND

Existing Administrative Policy No.16 was approved by Council in 2009. The fee structure established in this policy and the method of calculating these fees has remained unchanged since that time. The current method for calculating fees

would be considered a hybrid model, where for some fees are calculated based on a dollar value of the structure being constructed, erected or located on a property, some are calculated based on the square footage of the new construction and some are simply a base charge administration fee.

Specifically, Administrative Policy No. 16 sets out that:

- a. *The fee for a Partial or Temporary Building Permit shall be four dollars (\$4.00) for each one thousand dollar (\$1,000.00) increment, or part thereof, of value in the structure to be constructed, erected or located.*
- b. *The fee for any Partial Building Permit shall be deducted from the fee calculated for the full Building Permit in relation to the same structure on the condition that the full Building Permit application is complete within six (6) months of the issuance of the Partial Building Permit.*
- c. *The fee for a Building Permit relating to new residential construction shall be twenty dollars (\$20.00) plus \$0.10 per square foot of livable space, excluding unfinished basement areas.*
- d. *The fee for a Building Permit for all other new construction shall be calculated at \$0.08 per square foot of usable space.*
- e. *The fee for a Building Permit in relation to repair or renovation of any existing building shall be fifteen dollars (\$15.00) plus two dollars (\$2.00) per every one thousand dollars (\$1,000.00), or part thereof, of estimated value of work involved in the project.*
- f. *The fee for a Permit to relocate or locate a residential or commercial building shall be fifteen dollars (\$15.00) plus two dollars (\$2.00) per every one thousand dollars (\$1,000.00), or part thereof, of estimated value of work involved in the project.*
- g. *The fee for a Building Permit in relation to a Nova Scotia Power service installation shall be twenty dollars (\$20.00).*
- h. *The fee for a Building Permit in relation to a change of occupancy of an existing building shall be twenty dollars (\$20.00).*
- i. *The fee for a Demolition Permit shall be twenty dollars (\$20.00).*
- j. *The fee for a Mobile Home Permit to relocate or locate a Mobile Home or a Mini-home shall be thirty dollars (\$30.00).*
- k. *The fee for a Mobile Home Permit for a Mobile Home or a Mini-home on a permanent foundation shall be fifty dollars (\$50.00).*
- l. *There shall be no fee for an Occupancy Permit.*

In a review of other municipal units on the South Shore, there does not appear to be much consistency in the fee structures used.

As Council is aware, Region of Queens Municipality is a partnering municipality in a Shared Building Inspection Services agreement with the Municipality of the

- 1) Council adopts the amended Administrative Policy No. 16 – Building Permit Fees.
- 2) Council requests that staff include additional revisions to Administrative Policy No. 16 – Building Permit Fees.
- 3) Council opts not to revise existing Administrative Policy No. 16 – Building Permit Fees.

ANALYSIS

Municipal Government Act -

48 (3) In addition to matters specified in this Act or another Act of the Legislature, the council may adopt policies on any matter that the council considers conducive to the effective management of the municipality.

49 (1) The council may make policies:

(c) setting and amending the fees to be paid for:

(iii) permits, applications and approvals required to be obtained from the municipality or an employee of the municipality pursuant to a by-law of the municipality or an enactment,

NS Building Code Regulations -

Administrative Policy No. 16 was adopted in 2009 and has not undergone any formal review since that time. The existing fee structure was not implemented to reflect a recovery of costs associated with providing the building inspection service. Previous Councils at Region of Queens Municipality were reluctant to increase the fees as there was a perception that increased fees would negatively impact future development.

Section 35 of the Nova Scotia Building Code Regulations establishes the components of required inspections, contingent on the type of construction:

Notification for inspection and certification of field review of construction

35 (1) *An owner of a building being constructed under the scope of Part 9 of Division B of the National Building Code must notify a building official to*

inspect for compliance with the Code at all of the following stages of construction:

- (a) footings in place;
- (b) subfloor plumbing;
- (c) subfloor and foundation insulation;
- (d) pre-backfill;
- (e) for buildings other than manufactured homes and modular buildings,
 - (i) the framing, roof and plumbing and mechanical systems, and
 - (ii) insulation and vapour barrier before wall framing is covered;
- (f) for manufactured homes and modular buildings,
 - (i) superstructure installation and anchorage systems,
 - (ii) foundation insulation and vapour barrier before wall framing is covered, and
 - (iii) plumbing connections below the first floor;
- (g) before occupancy.

Depending on the nature of the construction proposed, there is a considerable amount of staff resources required to see a construction project through to completion.

Under the Regulations, Council can establish the fees for providing this service.

Building permit fees

11 For the purpose of determining the fees to be applied for a building permit, a municipality, as the authority having jurisdiction, may place a value on the cost of the work based on an accepted costing standard.

Staff is seeking direction as to whether they feel that the current building permit fees adequately reflect the service being provided. Several examples of current fees and potential new fees and a draft revised policy 16 have been included in this report for Council's consideration.

IMPLICATIONS / CONSIDERATIONS

Any revisions to Administrative Policy No. 16 will have financial implications for both the Region of Queens Municipality and the applicant, contingent on the fees schedule approved by Council and the nature of the construction being proposed.

COMMUNICATIONS

Revisions to Administrative Policy No. 16 will be promoted on the Municipality's website, through social media channels and by Land Use staff when inquiries respecting permit applications are received.

BYLAWS/PLANS/POLICIES

[Bylaw No. 1 – Building Code Act](#)

SUMMARY

The Region of Queens Municipality is a partnering municipality in a Shared Building Inspection Services agreement. One of the fundamental principles of this collaboration is the establishment of a standard level of building inspection service in the South Shore region. Part of this standardized level of service includes establishing a consistent method of calculating permit fees. A key component of this Shared Service is the development and implementation of a digital permitting system, which requires a single method for calculating fees. In discussions with the other participating Municipal units, it was felt that a system based on the dollar value of a project would be the most appropriate. Staff recommends Council adopts the amended Administrative Policy No. 16 – Building Permit Fees.

ATTACHMENTS/REFERENCE MATERIALS

- [Administrative Policy No. 16 – Building Permit Fees](#)
- Proposed Building Permit Fee Structure Examples
- Draft Revised Administrative Policy No. 16 – Building Permit Fees

PROPOSED BUILDING PERMIT FEE STRUCTURE EXAMPLES					
Project	Project Description	Permit Fee Based On Current Fee Structure	Permit Fee Proposal \$0.50 per \$1000 value +\$30 base fee	Permit Fee Proposal \$0.60 per \$1000 value +\$30 base fee	Permit Fee Proposal \$0.70 per \$1000 value +\$30 base fee
Single Family Dwelling #1	Building - 1082 sq ft Deck - 400 sq ft Value - \$260,000	\$160.20	\$160.00	\$186.00	\$212.00
Single Family Dwelling #2 (Prefabricated Modular Home)	Building - 1545 sq ft Value - \$404,000	\$174.50	\$232.00	\$272.40	\$312.80
New Garage	Building - 792 sq ft Value - \$40,000	\$78.36	\$50.00	\$54.00	\$58.00
New Deck	Deck - 350 sq ft Value - \$8,500	\$43.00	\$34.25	\$35.10	\$35.95
Complete Renovation of Existing Dwelling	Value - \$130,000	\$270.00	\$95.00	\$108.00	\$121.00
New Commercial Building (16 Unit Apartment)	Building - 4404 sq ft Deck - 960 sq ft Value - \$1,200,000	\$537.20	\$630.00	\$750.00	\$870.00



Region of Queens Municipality Administrative Policy No. 16 – Building Permit Fees

General Statement of Policy:

1. It shall be the policy of Region of Queens Municipality to establish a system for calculation of fees charged for the issuance of building permits, demolition permits and electrical hookup permits.

Title:

2. This Policy is entitled "Building Permit Fees".

Legislative Authority:

3. Municipal Government Act, subsections 48(3), 49(1)(c)(iii) and 172(2)(e)(i).

Fees:

4. Council of the Region of Queens Municipality establish the following fees for the issuance of building permits for the Region of Queens Municipality:
 - a. The fee for a building permit for all types of construction shall be **\$0.50 per \$1,000.00** of project construction value, plus a **\$30.00 administration fee**. (Note that the Building Official reserves the right in consultation of the applicant to adjust the project value if they feel it does not accurately reflect the value of the project.)
 - b. The fee for a building permit renewal shall be **\$30.00 administration fee**.
 - c. The fee for a building permit for a temporary structure shall be **\$30.00 administration fee**.

- d. The fee for change of occupancy / use of an existing building shall be \$30.00 administration fee. Additional fees apply if renovations are required

- e. The fee for a Building Permit in relation to a Nova Scotia Power service installation shall be \$30.00 administration fee.

- f. The fee for a Demolition Permit shall be \$30.00 administration fee.

- g. An additional fee of \$100.00 will be applied to all construction commenced without an approved building permit.

THIS IS TO CERTIFY THAT this Administrative Policy No. 16 – Building Permit Fees - was approved by the Council of the Region of Queens Municipality at a duly constituted meeting held on the day of , 2025.

SIGNED by the Mayor and Municipal Clerk this day of , 2025.

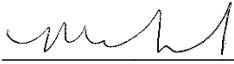

Mayor

Municipal Clerk



Region of Queens Municipality 9.3 Staff Report For the Regular Meeting of November 25, 2025

Date: November 14, 2025
File No: 10350-50-2511-18
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Dwellings in Commercial Buildings – Site Plan Amendments

Prepared by:  M. MacLeod Director of Land Use	Supervisor: W. Thorpe W. Thorpe CAO	CAO Concurrence:  W. Thorpe CAO
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RECOMMENDATIONS

- 1) **THAT** Council of Region of Queens Municipality recommends that section 17.2.1(vi) of the draft Bylaw Respecting Amendments to the Region of Queens Municipality Land Use Bylaw be removed and section 17.2.1 be renumbered accordingly.
- 2) **THAT** Council of Region of Queens Municipality give second reading to a Bylaw Respecting Amendments to the Region of Queens Municipality Land Use Bylaw to change the site plan approval provisions for dwellings in commercial buildings to allow for greater ground floor area to be utilized for residential uses.

PURPOSE

To seek direction from Council respecting an application for amendments to the Municipality's Land Use Bylaw, which would allow for a greater amount of the ground floor area of a commercial building to be utilized for residential purposes.

BACKGROUND

At the October 14, 2025 Regular meeting of Council, a staff report respecting proposed amendments to the Land Use Bylaw was presented and discussed. The proposed amendments would allow for a greater amount of the ground floor area of a commercial building to be utilized for residential purposes. Following discussion, the following resolution was passed by council:

***That** Council of the Region of Queens Municipality give notice of its intention to amend the Land Use Bylaw to change the site plan approval provisions for dwellings in commercial buildings to allow for greater ground floor area to be utilized for residential uses, as identified in Appendix C of Staff Report;*

***And That** a Public Hearing be held on November 12, 2025 in the Council Chambers of the Municipal Building, 249 White Point Road in Liverpool, NS, at 9:00 a.m.*

A public hearing was scheduled and advertised for November 12, 2025 to allow opportunity for the public to provide input to Council on the proposed amendments. The staff report from the October 14, 2025 Council meeting was included with the public hearing Agenda.

The public hearing was held on November 12, 2025, at which time a question was raised respecting the authority for the Municipality to include a section in the proposed amendments dealing with the occupation of commercial space by the owners / managers of the building. Specifically, section 17.2.1 (vi) of the draft Bylaw Respecting Amendments to the Region of Queens Municipality Land Use Bylaw, sets out that “Ground floor commercial(s) uses fronting on the street shall not be occupied as office space by the owner(s) of the building or building manager”.

Council discussed this matter during its regular meeting following the public hearing and passed the following motion:

THAT the Council of the Region of Queens direct staff to review Section 17.2.1 (vi) of the proposed bylaw and provide a recommendation on the Municipality’s legal authority to impose such a provision, or an alternative approach to the intention of subsection (vi).

Staff sought input from the Municipality's solicitor respecting inclusion of subsection (vi) in the draft amendments. It was the opinion of the solicitor that, as proposed, there was no authority under the Municipal Government Act to include this kind of provision in the Land Use Bylaw. A land use law's intent is to regulate the use of land, not people or users.

Where the Municipal Government Act does not authorize a section such as the proposed 17.2.1 (vi), two options were suggested:

1. Incorporate a modest amendment to reword subclause (vi) to read:

(vi) Ground floor commercial use(s) fronting on the street shall not be occupied as office space for property management;

or

2. Remove section 17.2.1 (vi) from the draft Bylaw and renumbering the amendments accordingly.

Either of these options would not require a new public hearing process.

ALTERNATIVES/OPTIONS

- 1) Council recommends that section 17.2.1(vi) of the draft Bylaw Respecting Amendments to the Region of Queens Municipality Land Use Bylaw be removed and removed and section 17.2.1 be renumbered accordingly.
- 2) Council gives second reading to a Bylaw Respecting Amendments to the Region of Queens Municipality Land Use Bylaw to change the site plan approval provisions for dwellings in commercial buildings to allow for greater ground floor area to be utilized for residential uses.
- 3) Council incorporates a modest amendment to reword subclause (vi) to read:
Ground floor commercial use(s) fronting on the street shall not be occupied as office space for property management
- 4) Council denies the application to amend the Land Use Bylaw to change the site plan approval criteria for dwellings in commercial buildings to allow for greater ground floor area to be utilized for residential uses.

ANALYSIS

Option 1 would remove section 17.2.1 (vi) entirely.

Option 2 would permit second reading to be given to the draft Bylaw Respecting Amendments to the Region of Queens Municipality Land Use Bylaw.

Option 3 would create a regulation based on land use as opposed to people or users. However, this would have the effect of removing “property management” as a use to be considered, whether it is connected to the property ownership or not. Second reading could be given draft Bylaw Respecting Amendments to the Region of Queens Municipality Land Use Bylaw.

Option 4 does not give second reading to draft Bylaw Respecting Amendments to the Region of Queens Municipality, denying the application and maintaining status quo.

COMMUNICATIONS

Applicant will be advised of Council's decision.

BYLAWS/PLANS/POLICIES

Region of Queens Municipal Planning Strategy and Land Use Bylaw.

SUMMARY

Per Section 205 of the Municipal Government Act, all bylaws respecting planning documents must be read twice prior to adoption. Staff recommend that section 17.2.1(vi) of the draft Bylaw Respecting Amendments to the Region of Queens Municipality Land Use Bylaw be removed. Staff also recommend that Council give second reading to a bylaw respecting amendments to the Land Use Bylaw to change the site plan approval provisions for dwellings in commercial buildings to allow for greater ground floor area to be utilized for residential uses.

ATTACHMENTS/REFERENCE MATERIALS

- Region of Queens Municipality – Proposed Amendments to the Land Use Bylaw
- [Region of Queens Municipality Land Use Bylaw](#)

- [Region of Queens Municipality Regular Meeting of October 14, 2025 – Dwelling in Commercial Buildings – Site Plan Amendments](#)
- [Region of Queens Municipal Planning Strategy and Land Use Bylaw](#)
- [Municipal Government Act - Planning and Development \(PART VIII\)](#)

**A BYLAW RESPECTING AN AMENDMENT
TO THE REGION OF QUEENS MUNICIPALITY
LAND USE BYLAW**

BE IT ENACTED by the Council of Region of Queens Municipality, under authority of the Municipal Government Act, S.N.S. 1998, Chapter 18, as follows:

Region of Queens Municipality Land Use Bylaw, adopted at a meeting of the Council of Region of Queens Municipality held on the 24th day of May, 2022, and approved by the Nova Scotia Department of Municipal Affairs and Housing on the 6th day of July, 2022, is hereby amended by:

⇒ **Rewrite Section 17.2 (page 17-4) to read:**

17.2 Dwellings in Commercial Buildings

17.2.1 Dwellings in commercial buildings may be permitted by site plan approval, subject to the site plan criteria in subsection 17.2.2 and all other applicable requirements of this Land Use Bylaw being met, provided:

(i) Dwellings located on the ground floor of commercial buildings shall be located to the rear of permitted commercial use(s).

(ii) Ground floor commercial use(s) shall extend across the full width of the building facade from which the building gains its principle access, excluding entrance(s) for residential uses. In the case of through lots that have frontage on Main Street, a building's principle access shall be deemed to be off Main Street.

(iii) On corner lots, ground floor commercial use(s) shall wrap around the corner from the front lot line along the flankage lot line to a minimum distance of 5 metres or 50 percent of the building depth, whichever is less.

(iv) Ground floor commercial use(s) shall maintain a minimum horizontal depth of 3.66 meters (12 feet) from the front facade

which the building gains its principle access and is measured perpendicularly from the outside wall of that facade.

(v) Ground floor commercial use(s) shall maintain a minimum floor area of 27.88 square metres (300 square feet) per unit.

(vi) In buildings constructed after May 24, 2022, ground-floor residential uses shall have a floor-to-floor height of no less than 4 metres.

17.2.2 The following site plan criteria apply to dwellings in commercial buildings permitted through the site plan approval process. No development permit shall be issued for development that is inconsistent with these criteria, in addition to all other requirements of this Land Use Bylaw:

(a) Access

(i) Entrance(s) to residential uses shall be separate from the entrances for other uses.

(ii) Residential entrances shall not exceed a width of 2 metres on the front façade.

This is to certify that the foregoing is a true copy of a bylaw passed at a duly constituted meeting of the Council of the Region of Queens Municipality held on the day of , 2025.

Given under the hands of the Mayor and Municipal Clerk and the seal of the Region of Queens Municipality this day of , 2025.

Mayor

Municipal Clerk

First Reading: October 14, 2025

Municipal Website: October 16, 2025

Newspaper:

Public Hearing:

Second Reading:

Date of Publication:

Submitted / Approved:

NS Department of Municipal Affairs