



# **Cape Breton Regional Municipality**

## Council Meeting Agenda

Tuesday, October 21, 2025  
2:00 p.m.

Council Chambers  
Second Floor, City Hall  
320 Esplanade, Sydney, Nova Scotia

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**Land Acknowledgement****Roll Call****O' Canada****1. Approval of Agenda:** (Motion required)**2. Approval of Minutes:** (Previously Circulated)

- Council – July 15, 2025
- Special Council – July 29, 2025
- Council – August 19, 2025
- Council – September 16, 2025

**3. Proclamations and Resolutions****3.1 Dyslexia Awareness Month**

Councillor Steven MacNeil (See page 6)

**3.2 International Intersex Awareness Day**

Councillor Darren O'Quinn (See page 7)

**3.3 Pancreatic Cancer Awareness**

Councillor Gordon MacDonald (See page 8)

**3.4 Protect Our Post Office – Maintain Service**

Councillor Gordon MacDonald (See page 9)

**4. Presentations****4.1 EMO Update – Drought Conditions:** Bruce MacDonald,  
Manager Emergency Management  
To be circulated prior to meeting.**5. Business Arising – Committee of the Whole – October 14, 2025****5.1 Referral of Drought Conditions and EMO Response to  
NSFM:** Mayor Cecil P. Clarke (See page 11)

**5.2 Housing Strategy: Land Banking and Surplus Lands**

**Strategy:** Demetri Kachafanas, K.C., Chief Administrative Officer (See page 14)

**5.3 Request For Municipal Property PID 15128903 - 111**

**Victoria Road, Sydney (District 12):** Sheila Kolanko, Property Manager (See page 40)

**5.4 Leave of Absence:** Demetri Kachafanas, K.C., Chief

Administrative Officer (See page 44)

**5.5 Speed Humps vs Bumps:** Councillor Sheppard-Campbell

(See page 46)

**6. Corporate Services Issues****6.1 Policy Review Update:** Christa Dicks, Municipal Clerk / Director of Corporate Information Services (See page 49)**6.2 Solid Waste Collection:** John Phalen, Director Public Works (See page 50)**7. Council Agenda Requests****7.1 Sidewalk Painting Remembrance Day:** Mayor Cecil P. Clarke (See page 53)**7.2 Street Racing and Vehicle Noise:** Councillor Steve Gillespie (See page 55)**7.3 Traffic, Construction, and Communication Concerns in the Sydney River Corridor:** Councillor Steve Gillespie (See page 59)**8. Conferences and Meetings****8.1 Update on the Nova Scotia Chiefs of Police Fall**

**Conference:** Glenn Paruch, Commissioner / Chair / Councillor Verbal Update

**9. Correspondence**

**9.1 Cape Breton Regional Fire Chiefs' Association November 2025 Meeting:** Rod Beresford, Chairperson (See page 61)

**9.2 Meeting Follow-Up Regarding NSFM Board Structure:** Ian Morrison, Director of Operations and Communications, Nova Scotia Federation of Municipalities (See page 62)

**9.3 Property Valuation Services Corporation:** Ian Morrison, Director of Operations and Communications, Nova Scotia Federation of Municipalities (See page 65)

**10. In Camera Council**

**10.1 CUPE 759 Agreement:** Deanna Evely, Director of Human Resources

(In Accordance with Section 22(2)(e) of the *Municipal Government Act*.)

**10.2 Expense Update:** Demetri Kachafanas, K.C., Chief Administrative Officer

(In Accordance with Section 22(2)(c) of the *Municipal Government Act*.)

**10.3 Vacancies on Committees:** Christa Dicks, Municipal Clerk/Director Corporate Information Services

(In Accordance with Section 22(2)(c) of the *Municipal Government Act*.)

**Adjournment**



## PROCLAMATION

### *Dyslexia Awareness Month*

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**WHEREAS:**

the month of October is recognized as Dyslexia Awareness Month, a time dedicated to increasing public understanding and support for individuals living with dyslexia; and

**WHEREAS:**

dyslexia is a neurological learning disability that affects a person's ability to read, write, and spell, and it is estimated that 10 to 15 percent of Canadians live with this condition; and

**WHEREAS:**

with early identification and proper support, children and adults with dyslexia can thrive in school and in life, highlighting the importance of awareness, advocacy, and accessible resources; and

**WHEREAS:**

the Cape Breton Regional Municipality recognizes and supports the efforts of organizations and individuals committed to raising awareness about conditions that impact Canadians. Through education, advocacy, and support, we strengthen the health and well-being of our communities.

**BE IT THEREFORE  
RESOLVED:**

that CBRM Mayor Cecil P. Clarke and Council do hereby proclaim October 2025, as Dyslexia Awareness Month in the Cape Breton Regional Municipality.

*Councillor Steven MacNeil - CBRM District #8*

**October 21<sup>st</sup>, 2025**



## PROCLAMATION

### *International Intersex Awareness Day*

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**WHEREAS:**

October 26, 2025, is recognized as International Intersex Awareness Day, dedicated to raising awareness and promoting the human rights of intersex people; and

**WHEREAS:**

Intersex infants, children, and adolescents are often subjected to unnecessary medical surgeries and treatments intended to alter their bodies to fit societal expectations, frequently without their full, free, and informed consent; and

**WHEREAS:**

These irreversible interventions can result in lifelong physical and psychological harm, including infertility, chronic pain, and severe emotional distress; and

**WHEREAS:**

Advocates, including the Canadian Bar Association, call for postponing such procedures until individuals can participate meaningfully in decisions about their own bodies, except where urgent medical care is required.

**BE IT THEREFORE**

**RESOLVED:**

that CBRM Mayor Cecil P. Clarke and Council do hereby proclaim October 26<sup>th</sup>, 2025, as International Intersex Awareness Day in the Cape Breton Regional Municipality.

*Councillor Darren O'Quinn - CBRM District #11*

**October 21<sup>st</sup>, 2025**



## PROCLAMATION

### *Pancreatic Cancer Awareness Month*

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**WHEREAS:**

Pancreatic cancer is one of the deadliest forms of cancer, with one of the lowest survival rates of all major cancers, often diagnosed at an advanced stage due to the absence of early symptoms and effective screening tests; and

**WHEREAS:**

raising awareness of the risk factors, symptoms, and the importance of research and early detection can help save lives and bring hope to individuals and families affected by this disease; and

**WHEREAS:**

during Pancreatic Cancer Awareness Month, organizations, healthcare professionals, survivors, and communities across Canada unite to support those impacted, remember those lost, and encourage ongoing research efforts to improve outcomes and find a cure; and

**WHEREAS:**

we encourage all citizens to learn more about this disease and support initiatives that promote awareness, education, and research.

**BE IT THEREFORE  
RESOLVED:**

that CBRM Mayor Cecil P. Clarke and Council do hereby proclaim November 2025, as Pancreatic Cancer Awareness Month in the Cape Breton Regional Municipality.

*Councillor Gordon MacDonald - CBRM District #1*

**October 21<sup>st</sup>, 2025**



## RESOLUTION

### *Protect Our Post Office – Maintain Service*

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**WHEREAS:**

the Federal Government has announced cuts to our postal service, eliminating good jobs, ending door-to-door delivery, removing the moratorium protection on post office closures, and changes to delivery standards for the mail; and

**WHEREAS:**

the Federal Government has done this without meaningful public consultation and has made this decision unilaterally prior to a planned Canada Post Corporation Review from October 1, 2025, to March 31, 2026, effectively eliminating any opportunity for input from the people who will be most affected especially seniors and people with disabilities in particular; and

**WHEREAS:**

thousands of postal jobs will be destroyed, and four million households will lose door-to-door delivery, most within next few years; and

**WHEREAS:**

it is crucial for the Government to mandate review to hear the views from municipalities on key issues, including maintaining Canada Post as a public service, the importance of maintaining the moratorium on post office closures, improving the Canadian Postal Service Charter, keeping daily home mail and parcel delivery to the door, improving postal banking, greening Canada Post, adding EV charging stations, adding food delivery, improving delivery to rural, remote and Indigenous communities, and developing services to assist people with disabilities to help older Canadians to remain in their homes for as long as possible and at the same time, helping to ensure that good jobs stay in their communities and that Canada Post can remain financially self-sustaining.

**BE IT THEREFORE**  
**RESOLVED:**

that CBRM Mayor Cecil P. Clarke and Council formally write the Minister of Government Transformation, Public Works and Procurement, Joël Lightbound, to:

- Request an immediate halt to the service cuts, and to look instead for ways to increase services and revenues in other areas, such as those as noted above.
- Request that no mandate review takes place until Canada Post returns to stabilized operations.
- Request that any review of Canada Post and the Canadian Postal Service Charter must be done through a full and thorough transparent public review, including public hearings, with all key stakeholders, in every region of Canada.

*Councillor Gordon MacDonald - CBRM District #1*

**October 21<sup>st</sup>, 2025**

**Referral of Drought Conditions and EMO Response to NSFM**

**Motion**

Moved by Councillor Gillespie, seconded by Councillor Gordon MacDonald, that Committee of the Whole recommend to Council to refer the matter of drought conditions and Emergency Management Office of the Minister (EMO) response to the Nova Scotia Federation of Municipalities (NSFM) for a province-wide discussion.

**Motion Carried**



CAPE BRETON REGIONAL MUNICIPALITY  
OFFICE *of the* MAYOR

August 28, 2025

Hon. Kim Masland, Minister  
Province of NS Emergency Management  
One Government Place  
1700 Granville St.  
Halifax, NS B3J 1X5

Dear Minister Masland:

RE: Drought Conditions in CBRM

As drought conditions persist within Cape Breton County, preparedness and response to wildfires has been well-coordinated, professional, and commendable.

Drought conditions have had a significant impact on wells. My office, Councillors, and the CBRM 311 Call Centre are receiving inquiries asking if the Province will be providing financial support with well restoration or replacement. As of August 8, 2025, 311 has received 128 calls identifying dry wells with approximately 50 percent requiring support. Thankfully, the number of wells impacted has been less than anticipated due, in part, to conservation efforts.

Those impacted are experiencing financial demands. In the past, other EMO circumstances such as a hurricane, snow, and rain provided supports to citizens. Has EMO, or would EMO, consider a program for wells?

Warm and kind regards,

Cecil P. Clarke  
Mayor

CPC/tfd

c: Hon. Fred Tilley, MLA  
Hon Brian Comer, MLA  
CBRM Council  
Demetri Kachafanas, CBRM CAO  
Mark Bettens, CBRM Fire Chief  
Christa Dicks, CBRM Municipal Clerk  
John Phalen, CBRM Director of PW  
Ray Boudreau, CBRM Director of Water & Wastewater

City Hall 320 Esplanade Sydney Nova Scotia Canada B1P 7B9



**Emergency Management  
Office of the Minister**

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Duke Tower, 5251 Duke Street, Halifax, Nova Scotia, Canada B3J 1P3 • Telephone 902-424-5620 • Minister.EmergencyManagement@novascotia.ca

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September 26, 2025

Mayor Cecil Clarke

**VIA EMAIL: <[mayor@cbrm.ns.ca](mailto:mayor@cbrm.ns.ca)>**

Dear Mayor Clarke:

Thank you for your email to the Department of Emergency Management regarding drought conditions in Cape Breton Regional Municipality. I appreciate your kind words regarding the provincial response to an extraordinarily challenging wildfire season.

As these conditions persist across Nova Scotia, the provincial government is supporting municipalities to distribute drinking water to residents in need. My department will reimburse municipalities for bottled water for people whose wells have gone dry. The program is not for filling wells, however.

Well owners facing dry conditions can find important safety information on our website: <https://novascotia.ca/watershortage/>

Although we are not currently considering a financial assistance program for individuals, we are discussing short and long-term measures to reduce the impacts of drought to Nova Scotians. A cross-government committee continues to monitor the impacts of the conditions, and my department is tracking all drought-related requests for assistance.

Yours truly,

Original Signed by

Honourable Kim Masland  
Minister of Emergency Management

## **Housing Strategy: Land Banking and Surplus Lands Strategy**

### **Motion**

Moved by Deputy Mayor Eldon MacDonald, seconded by Councillor Paruch, that Committee of the Whole recommend to Council to direct the CAO to prepare a draft Municipal Land Banking Policy, including a surplus land improvement section, for council consideration; establish a funding strategy for surplus land improvements and property acquisitions; and return to council with a staff report outlining the required steps for establishing a property division to manage land banking functions, with details on staffing and budget requirements.

Discussion:

- Projected policy timeline
- Possible staffing requirements
- Tax sale processes
- Land inventory

### **Motion Carried**



**CAPE BRETON**  
REGIONAL MUNICIPALITY

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**TO:** Mayor Clarke and Members of CBRM Council

**FROM:** Demetri Kachafanas, Chief Administrative Officer

**DATE:** October 6, 2025

**SUBJECT:** **Housing Strategy: Land Banking and Surplus Lands Strategy**

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**ORIGIN**

On July 15, 2025, CBRM passed the following motion

Moved by Councillor MacMullin, seconded by Councillor Paruch, to adopt the CBRM Housing Strategy (Attachment A) and direct the CAO to direct staff to evaluate the recommended actions and present options for Council's consideration at a future session of Council.

**MOTION CARRIED**

**RECOMMENDATION**

It is recommended that CBRM Council direct the Chief Administrative Officer to:

1. Prepare a draft Municipal Land Banking Policy, including a Surplus Land Improvement section, for Council consideration;
2. Establish a funding strategy for surplus land improvements and property acquisitions; and
3. Return to Council with a staff report outlining the required steps for establishing a Property Division to manage land banking functions, with details on staffing and budget requirements.

**BACKGROUND**

As part of its commitments under the Housing Accelerator Fund (HAF), the Cape Breton Regional Municipality (CBRM) has developed a comprehensive Housing Strategy to help define its role in supporting housing development. The Housing Strategy, prepared by FBM Architecture, was presented to Council on July 15, 2025.

The Housing Strategy contains several Action Areas, which include:

- Residential Development Housing Incentives;
- Surplus Land Banking Framework;
- Plan Implementation; and
- Municipal Communications Approach

Each Action Area consists of considerations and outcomes, some of which may overlap. In the weeks ahead, Staff will be highlighting and presenting each Action Area to Council. This report highlights Surplus Land Banking Framework.

## **DISCUSSION**

Before expanding on the Surplus Land Banking Framework, it is important to understand what is meant by Surplus Lands and Municipal Land Bank. Surplus Lands are defined as municipally owned lands that are no longer required for municipal services or purposes. Municipal Land Banks are meant to return vacant property to productive use. A municipality can use a land banking framework to influence what happens on surplus lands in ways that go beyond what is required in the land use zoning. The three basic functions and considerations of a land bank are as follows:

- Land acquisition: How does the municipality acquire land for the land bank?
- Land improvement: Will lands be altered to improve developability or target strategic goals and, if so, how? (e.g., rezoned, consolidated, remediated, serviced, etc.).
- Land disposal: Will lands be sold at-market value, sold below market value, leased, or donated/gifted?

The Housing Strategy has identified land banking as a critical tool for increasing the supply of development-ready lands for housing. Surplus municipal properties, along with targeted acquisitions, present an opportunity for CBRM to directly support affordable, supportive, and accessible housing development.

To advance this work, the Housing Strategy includes a Surplus Land Banking Framework that outlines key actions for the municipality. The framework focused on policy development, funding, dedicated staff resources, and partnerships. Council support is required to move these recommendations forward. This exercise included an analysis of Surplus Land and Land Banking Framework.

### **Surplus Land Analysis**

The purpose of the surplus land analysis was to assist the Municipality in identifying parcels where residential development is most feasible and suitable. The review considered factors such as lot size, access to municipal water and sewer services, and proximity to community amenities. The consultant analyzed 149 surplus properties across the CBRM, of those, 124 were within the Service Area Boundary and met the minimum lot size and frontage requirements. The majority

of these surplus lands are located in Sydney (74 parcels), followed by Glace Bay (25), North Sydney (9), and New Waterford (7).

The analysis found that many of the surplus parcels across CBRM have potential for residential development. In particular, areas such as Whitney Pier, Sydney Mines, Glace Bay, and New Waterford could serve as priority locations for targeted land improvements and marketing. The review also highlighted that surplus parcels could be consolidated with adjacent properties, which would create opportunities for higher density development and a greater variety of housing forms. The outcome of the surplus land review provides a foundation for developing the Land Banking Framework.

### **Land Banking Framework**

Currently, land acquisition in CBRM occurs on an “as needed” basis, without a proactive strategy to build a land bank that aligns with municipal housing objectives. At the same time, the municipality holds a substantial inventory of surplus lands that are well suited for housing but remain underutilized due to servicing limitations. The surplus land analysis demonstrates that investment in servicing and site improvements could unlock significant development potential. Similarly, land disposal practices also occur on an as needed basis. While CBRM has partnered with select organizations in the past, there is an opportunity to formalize and expand these partnerships to encourage a wider range of housing types across the full housing spectrum.

To move toward a more strategic approach, the Housing Strategy suggests that CBRM establish a land banking framework supported by policy, funding, and dedicated staff resources. The framework would guide the acquisition, improvement, and disposal of municipal lands for housing, and would include the drafting of a Municipal Land Banking Policy, development of a funding strategy, and the creation of a Property Division responsible for implementation. Additional priorities include improving designated surplus lands through servicing and preparation, acquiring new properties for future housing through tax sales and strategic purchases, and disposing of surplus properties that have been serviced or identified as development-ready.

Developing a consistent and proactive framework for land banking is essential to ensure that CBRM’s inventory of surplus land is leveraged effectively. By formalizing policies, dedicating resources, and expanding partnerships, the municipality can increase the supply of development-ready land, accelerate the pace of housing construction, and support a diverse range of housing needs across the community.

A breakdown of the suggested actions for the Surplus Land Banking Framework are highlighted below:

#### **1. Draft Municipal Land Banking Policy**

The Housing Strategy recommends the preparation and adoption of a comprehensive Municipal Land Banking Policy. The policy would establish clear guidance for land acquisition, improvement, and disposal, including a dedicated section on surplus land improvement.

The Surplus Land Inventory, which was developed in Phase 3 of the Housing Strategy process, along with CBRM's existing Property Management Policy (Attachment B), will serve as the foundation for policy development. While the Housing Strategy states the Legal Department will be the lead on this action item, the Planning and Development Department could develop this policy with support from the Legal and Engineering Departments.

With the adoption of this policy, CBRM will have a policy framework that strategically guides all land banking activities.

## 2. Establish a Funding Strategy

CBRM has a large inventory of surplus land that is suitable for residential development, offering a valuable resource that can be used to encourage new housing developments. However, much of CBRM's inventory of surplus land requires a level of improvement to enable development to occur. As a result, there is a need for reliable financial tools to support these improvements. Surplus land improvements, such as servicing, subdivision, and site preparation, require reliable financial tools. The Housing Strategy recommends the development of a funding strategy to support the improvement of surplus land. The strategy could address the following components:

- The allocation of revenues from surplus land sales;
- The application and use of development charges;
- The role and structuring of debenture loans; and
- Opportunities for leveraging external funding programs.

While the Housing Strategy identifies the Legal and Finance Departments as leads on this action item, with the absence of a CFO, the Planning and Development Department can provide support to the Legal Department. Also, any creation of development charges should be done with support from the Engineering and Public Works.

## 3. Create a Property Division

Implementing the proposed surplus and land banking action items, along with other recommendations from the Housing Strategy, will require dedicated staffing. At present, CBRM does not have a centralized unit responsible for acquiring, managing, improving, and disposing of lands in alignment with Council's housing and economic development objectives. At present, these activities are managed across several departments without a single point of accountability. Without dedicated staff, the municipality risks missed opportunities to strategically acquire properties, delays in preparing surplus lands for housing, and inconsistent coordination with developers and housing providers.

With the creation of a Property Division there will be dedicated staff to manage the acquisition and sale of CBRM property.

## 4. Pursue Partnerships

While the Housing Strategy is focused on the creation of housing, partnerships will be essential

to maximize development outcomes from surplus lands. Staff recommend prioritizing establishing relations with non-profit organizations and other strategic partners capable of delivering affordable, accessible housing opportunities, and other economic development opportunities. The Housing Strategy indicates the new Property Division should take the lead on this action item. The outcome of this action would be the disposal of surplus lands for the purposes of development, in particular housing development.

#### 5. Improve Designated Surplus Lands for Housing

During Phase 3 of the Housing Strategy a review of CBRM's surplus land was undertaken. Based on this review, several areas were highlighted, which were identified in the Surplus Lands Analysis section of this Staff Report, as having the highest development potential. The Housing Strategy is recommending these areas be among the first to benefit from the establishment of a funding strategy highlighted earlier in this report. It is also recommended that additional areas of surplus lands be identified that would benefit from investment in improvement. The goal should be to improve surplus lands within the service area boundary, especially those that could advance development-ready projects already permitted on municipal lands.

The Housing Strategy is recommending Engineering, Public Works, and Planning and Development work collaboratively on this action item with the possibility of partnering with contractors or consultants. If a Property Division was to be established, they would lead this action item with the support of Engineering, Public Works, and Planning and Development Staff. The outcome of this action item would be more housing units created on previously unoccupied municipal property.

#### 6. Acquire Land for Housing

The Housing Strategy is recommending CBRM should establish a land bank as needed to support more housing development within the service area boundary. This would be accomplished by acquiring land from tax sale properties, the provincial or federal land banks, or other strategically located properties (e.g., adjacent to a surplus property).

The Housing Strategy recommends that the Legal or Property Division take the lead on this action item while collaborating with other CBRM departments, other levels governments, and landowners. This action item will lead to a greater supply of development-ready land within the service area boundary. This action item can also support the acquisition of land for strategic municipal projects, such as the expansion of municipal facilities, as well as developing other economic development opportunities.

#### 7. Disposal of Surplus Lands for Housing

The Housing Strategy is recommending CBRM actively promote certain surplus lands for residential development using the new Land Banking Policy. Priority would be given to those properties that score as highly suitable in the surplus land review and those that received municipal infrastructure improvements. With this action area, CBRM can also utilize our Fast-Tracked Housing Design Initiative to support marketing efforts.

It should be noted that CBRM's current inventory of surplus lands was created in 2016. While the inventory was reviewed as part of the Housing Strategy, that review focused on identifying improvement opportunities rather than verifying the status of each individual property. Nearly a decade has passed since the creation of the surplus land inventory, and both the condition of surplus lands and the status of properties identified as surplus may have changed significantly. The original inventory was developed by a member of Planning and Development staff in collaboration with other municipal departments, but no formal property searches were conducted. It should be noted, at that time, the Planning and Development Department had a planning position who was solely responsible for municipal property. This position was eliminated, and their responsibilities were added to the Senior Paralegal's responsibilities.

When an individual requests to purchase CBRM surplus property, title searches are the responsibility of the prospective purchaser. At the time of amalgamation, CBRM was listed as the property owner on a significant number of parcels, but ownership was not formally confirmed. As a result, although CBRM may appear as the registered owner, a purchaser's title search may reveal that the municipality does not, in fact, own the property. The costs associated with confirming ownership rest with the purchaser. Conducting title searches on all CBRM-identified properties is beyond the current capacity of Legal Department staff. This reinforces the need for a dedicated Property Division if Council wishes to successfully advance the disposition of surplus lands.

In addition, many surplus properties, and other CBRM owned properties, have various types of encroachments (e.g., driveways, buildings). While CBRM benefits from detailed aerial imagery across much of the municipality, these images can only serve as a starting point. Encroachments can only be confirmed through a formal survey. Currently, CBRM has only one surveyor on staff who does not have the capacity to manage confirmation of municipal encroachments. This further supports the case for establishing a dedicated Property Division.

The Housing Strategy identifies Legal or the Property Division as being responsible for the disposition of CBRM property and for maintaining possible partnerships with stakeholders. The anticipated outcome of this action is more surplus land converted into housing, increase revenue from the sale of property, and property tax being collected.

### **FINANCIAL IMPLICATIONS**

Policy Development: Requires staff time, manageable within existing resources.

Funding Strategy: Requires Council approval of capital allocations, potentially from reserve funds, land sale revenues, development charges, and grants.

Property Division: Requires new operating budget for staffing and administration, offset over time by improved land sale revenues and new tax revenues.

Improvements and Acquisitions: Require capital investment but will directly increase the supply of development-ready land for housing.

There are no financial implications associated with the preparation of this report. Staff time related to the preparation of this report has been allocated under the approved 2025/26 operations budget.

**LEGISLATIVE AUTHORITY**

Section 47 of the *Municipal Government Act* outlines that Council shall make decisions in the exercise of its powers and duties by resolution, by policy or by by-law.

Section 50 through Section 51B of the *Municipal Government Act* outlines Council authority regarding property and the sale or lease of municipal property.

**ATTACHMENTS**

Attachment A - Council Motion from July 15, 2025

Attachment B - Property Management Policy

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Report Prepared by: Karen Neville, Senior Planner, Planning and Development

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## M·E·M·O

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320 Esplanade

Sydney, Nova Scotia, B1P 7B9

902-563-5010

**To:** Tyson Simms, Director of Planning and Development  
**From:** Christa Dicks, Municipal Clerk / Director of Corporate Information Services  
**Date:** July 16, 2025  
**Subject:** Housing Strategy for Cape Breton Regional Municipality

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At the Council meeting held on July 15, 2025, the following motion was put forward:

**Motion**

Moved by Councillor MacMullin, seconded by Councillor Paruch, to adopt the CBRM Housing Strategy, which is included in Attachment A of the agenda package, and to direct staff to evaluate the recommended actions and present options for Council's consideration at a future session of Council.

Discussion:

- Residential incentives
- Permit percentages
- A future housing strategy workshop to be scheduled

**Motion Carried**

I would ask that you please take the action noted in the above motion.

Thank you,

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Christa Dicks  
Municipal Clerk  
/km

C: Travis Radtke, Housing Coordinator

## **PROPERTY MANAGEMENT POLICIES**

**Adopted by Council on September 19<sup>th</sup>, 2000**

**Amendments:**

February 20<sup>th</sup>, 2001

October 28<sup>th</sup>, 2003

August 25<sup>th</sup>, 2004

September 24, 2013

March 15, 2016

October 15, 2018

November 9, 2021

## **Introduction**

The Cape Breton Regional Municipality intends to take a more proactive approach to property management. This overall goal would:

- inventory municipally owned land in cooperation with other departments to assess the usefulness of property which may be declared surplus and deemed marketable
- identify land, in cooperation with other departments, which should be a priority for acquisition for capital works, watershed protection or other municipal priorities.
- prioritize a list of surplus properties now owned by CBRM to be disposed of using some or all of the following methods:
  - direct sale on the open market
  - sale by public tender
  - sale by listing agents
  - sale by proposal call
  - sale by land exchange
  - direct sale to abutting owners
  - unsolicited proposals
  - sale under Section 51 of the MGA for non-profit organizations
  - community-based surplus property

Prior to being declared a surplus property for sale and approved by Council, all lots will be evaluated by the appropriate CBRM departments' to ensure that the properties are in fact surplus and nonessential to CBRM. Surplus lots for sale are then categorized under a particular sales disposal method(s). The Chief Administrative Officer, or their designate will then be authorized to approve the sale of a surplus property in accordance with a procedure for each disposal method. In most instances, surplus properties will be listed by advertisement in the local newspaper, and 'For Sale' signs placed on the individual properties.

## **Statement Of Policy**

1. In taking a more proactive approach to a CBRM Land Management Program, it is the policy of Council to:
  - incorporate an on going inventory of municipally owned land in cooperation with other departments to assess the usefulness of property holdings which may be declared surplus and deemed a marketable commodity
  - identify land acquisition in cooperation with other departments for acquisition for capital works, watershed protection or other municipal priorities
  - prioritize a list of surplus properties now owned by CBRM to be disposed of using various property disposal methods.

2. It is a policy of Council to sell surplus property in a fair and impartial manner, which takes into account the highest financial return to CBRM balanced with economic and social development objectives of CBRM.
3. It is a policy of Council that the Chief Administrative Officer, or their designate, be authorized to approve the sale of a surplus property in accordance with recognized procedures for a list of property disposal methods, when all of the following conditions are met:
  - the property has been declared surplus, as approved by Council
  - the property is not sold for less than market value (**\*as determined by the Municipal Government Act regarding CBRM property**); and
  - the value of the property is less than \$100,000.
4. In order to have a diverse strategy for the disposal of surplus properties owned by CBRM, it is a policy of Council to use one or all of the following property disposal methods:

#### **4.1 Direct Sale On The Open Market**

Surplus properties with high market potential shall be disposed of by direct sale. Direct sale on the open market shall involve the listing of these properties at a predetermined price, and advertised in the local newspaper by CBRM. Offers to purchase at the specified price shall be received in writing, and accepted on a first come first serve basis. Pricing shall be set at the assessed value of property, as specified by the most current Provincial Assessment Department records. However, the prospective buyer will have the option of presenting a current appraisal, as opposed to the assessed value.

#### **4.2 Sale By Public Tender**

This method of divesting property is a select way of attracting interest in surplus properties that may not otherwise have high demand or value but marketable none the less. To avoid speculation, all building lots shall carry a time limit for construction to be completed, not in excess of 18 months, along with an option for the Cape Breton Regional Municipality to repurchase at the original purchase price, should the property be offered for resale. Properties of this status shall be listed by advertisement in the local newspaper.

#### **4.3 Sale By Listing Agent**

Building lots that do not achieve a satisfactory sale by a public tender process, or surplus properties which have buildings located on them shall be submitted for sale by a Real Estate Agency. Any or all Real Estate Agents are invited to work on CBRM's behalf for the selling of surplus properties. (Feb. 20<sup>th</sup>, 2001, Amendment)

**4.4 Sale By Proposal Call**

Properties identified as having special development potential shall be the subject of an approval process before a property is sold. As a general rule, the sale of surplus properties listed under this disposal method would be of a commercial or industrial nature. A prospective purchaser shall be required to provide a proposal that has a potentially viable economic impact on the municipality in terms of structure(s) erected and/or the number of people employed. An independent appraiser should determine the value of the property, but property assessment values may also be used if deemed to be within an acceptable price range. The final selling price of the property is negotiable and may be sold for less than market value (**\*as determined by the Municipal Government Act regarding CBRM property**). Approval of any proposal shall be based on staff recommendations and brought back to the Council for acceptance.

**4.5 Sale By Land Exchange**

Wherever possible, direct land exchange of surplus properties shall be employed as an alternative method for the acquisition of necessary lands to accomplish the needs of capital works projects, watershed protection, street widening, etc.

**4.6 Direct Sale To Abutting Owner(s)**

This method of disposal shall be used in situations where surplus property has no apparent value to anyone but the abutting property owner, or owners. Generally, this particular disposal method will be used to dispose of properties which do not meet minimum development standards. There may be times when more than one abutting property owner will have an interest in acquiring the adjoining surplus property for consolidation. In these situations, the property shall be sold to the highest bidder, unless a settlement is reached by all parties involved. Given limited demand, Council shall consider the sale of properties in these cases at less than actual market value (**\*as determined by the Municipal Government Act regarding CBRM property**).

**4.7 Unsolicited Proposals**

There are times when the Municipality will receive requests to purchase properties which have yet to be declared surplus for public sale. In these situations, once the proposed property is reviewed and deemed surplus, it can be sold at the assessed value listed by the most current Provincial Assessment Department records. The prospective buyer will have the option of presenting a current appraisal if the assessed value is brought into question. The costs of a current appraisal, survey, legal fees, or any other necessary processing fees to purchase any property shall be the responsibility of the purchaser. A public tender process shall be initiated if the purchaser offers to buy the property for less than the assessed or appraised market value (**\*as determined by the Municipal Government Act regarding CBRM property**).

**4.8 Sale To Non-profit Organizations**

Section 51 of the Municipal Government Act enables the municipality to sell or lease property at a price less than market value to a non-profit organization if Council considers the organization to carry on an activity that is beneficial to the municipality. The procedures for this process to occur includes a public hearing respecting the sale of property if more than ten thousand dollars less than market value, and a resolution of council passed by at least two-thirds majority of the council present and voting.

**4.9 Community-Based Surplus Property (August 25<sup>th</sup>, 2004, Amendment)**

Various times the Cape Breton Regional Municipality will acquire title to land and/or buildings that have traditionally been seen as a community based entity. The most frequent category is discontinued schools relinquished by the Cape Breton-Victoria Regional School Board. Less common types of community-based properties that can be acquired by the Municipality would be, for example, a community club/hall, or historical worthy sites.

Any property acquired by CBRM is subject to an internal staff review to determine if the land and/or building is considered surplus to the core requirements of the Municipality. If they are not deemed essential, the properties are declared surplus, and can be sold at market value to the general public.

Where a community interests is a factor; as in the case described in the first paragraph above, and the possibility exists that a property may be sold at less than market value to a non-profit or charitable community group, a separate sales approach is required. The Community-Based Property Procedure will request Expressions of Interest to determine the level of interest in the purchase and redevelopment of community-based properties by both non-profit or charitable groups and the private sector. An internal staff review will evaluate all submissions to purchase a community-based property and make a recommendation to Council. Although the sale of the surplus property on the open market at full market value must always be considered a desirable option, the purpose of this procedure is to allow staff and Council to evaluate all disposal options together and not independently of one another in order to seek the best overall value for the Municipality and the community.

Not for profit organizations that offer expressions of interest will be asked to submit an application and business plan which staff will review and make a recommendation to council . The purpose of the application and business plan is to determine the viability and level of support required by both the particular community and/or the Municipality. A not for profit group must have current registration status as a non-profit or charitable organization to be considered under the terms of the Community-Based Property Procedure, in Policy 4.9.1.

If, in the final analysis the decision is made to sell a community-based property to private interests, and there is more than one competing interest, sealed bids would

then be requested of those participants interested in purchasing the property at market value. The Municipality would engage the services of a qualified Appraiser to establish a fair market value for the community-based property. The individual with the highest bid shall become the successful purchaser.

#### **4.9.1 Community-Based Property Procedure**

The sale of community-based property shall adhere to the following procedures:

- a) After formal notification that a community-based building and/or land has been closed or abandoned, the Property Management Services Division staff conducts an internal staff review to determine if the building and/or land is considered surplus to the core requirements of the Municipality.
- b) Property Management Services Division staff brings a recommendation to the Council to have the property declared essential or surplus to the needs of CBRM.
- c) If declared a community-based surplus property, an advertisement is placed in the local newspaper inviting 'Expressions of Interest' from both not for profit and the private sector.
- d) Letters of intent are received up until an established closing date.
- e) Expression of interest packages are sent to the community groups who submit letters of intent. The package will include an 'information form' which must be filled out by the community group. The information on this form will outline the organization's structure, and include details on an operating budget for the property, for example, property taxes, insurance, power, heat, repairs to building, proposed grants, etc. Proposals must be received within 60 days from the letters of intent closing date.
- f) Review of competing proposals (including sale on the open market) is conducted by an inter-departmental staff review. The review committee would include representatives, as need be, from recreation, finance, property management, economic development, and the district councilor from the area in which the community-based property is located.
- g) If required, a public hearing, information meeting, or a presentation before Council may be called.
- h) Property Management Services Division staff brings back a final recommendation to the Council.
- i) An Agreement of Purchase and Sale is implemented.

**4.9.2** Factors that shall be taken into account when determining a successful purchaser; whether at full market value or at less than market value, are as follows:

- Cost considerations associated in retaining or selling the property;
- Potential adverse affects on the immediately abutting neighborhood associated with a new use on the property;
- Potential positive impact on the particular local neighborhood or community in providing better quality programs or services as a result of a new use on the property.

## **General Policy Requirements**

### **5.1 Requirement of Purchaser**

Any successful tender or approved purchaser will be required to provide the Cape Breton Regional Municipality with the following:

- a) certification of Title signed by a lawyer in good standing with the Nova Scotia Barristers Society;
- b) all necessary survey or subdivision plans;
- c) all necessary processing charges, i.e., G.S.T., Deed Transfer Tax, Registry of Deeds and Administration Fees;
- d) signed schedule of any applicable building restrictions;
- e) where requested to purchase, an appraisal prepared by a licensed appraiser selected by the Cape Breton Regional Municipality if deemed necessary; and
- f) any advertising cost that may result from the tendering procedure over and above the original surplus property listing(s) by CBRM.

### **5.2 Deposit On Tender**

Non-refundable to the successful bidder.

Refundable to the unsuccessful bidder.

### **5.3 Exceptions To Policy**

Lands such as subdivision owned by the Cape Breton Regional Municipality Industrial Park Lands or Business Park Lands, which have established selling prices or pricing strategy which has been previously approved by Council.

**5.4 No Response To Tender**

Where no offers are received at the time of the Tender closing, the Cape Breton Regional Municipality will receive sealed offers for thirty days. Where more than one offer has been received, the higher offer will prevail provided that it is not below a fair market value (**\*as determined by the Municipal Government Act regarding CBRM property**).

**5.5 Time Limits For Construction (October 15<sup>th</sup>, 2018, Amendment)**

- (a) The Grantee (for self, heirs, administrators, executors, and assigns) covenants and agrees to submit a completed application for a Building and/or Development Permit to develop the said lands within one year (365 days) of the date of closing and to complete all aspects of development subject to this application prior to the expiration of the Permit, unless previous written authorization to delay is received from the Chief Administrative Officer or his/her designate. If the application is not submitted and/or the development is not completed within these periods, the Grantor will have the option to repurchase the said lands at the original selling price without interest.
- (b) This restriction shall not apply where the said lands are to be consolidated with an existing, developed lot, provided that previous written authorization to this effect is received from the Chief Administrative Officer or his/her designate.

**5.6 Letter of Request (October 28<sup>th</sup>, 2003, Amendment)**

- a) An offer to purchase CBRM land shall be received in writing, and accepted on a first come first served basis.
- b) The term 'first come first served' shall mean the first letter of request received from an individual, in a situation where more than one person becomes interested in purchasing the same property at market value. All letters of request shall be dated and time stamped as received.
- c) Subsequent letters of request to purchase the same property at market value shall be processed in the order of the date and time received, where the first individual served does not act upon the purchase within the time limited.

NOTE: (**\*as determined by the Municipal Government Act regarding CBRM property**) where shown, indicates that changes to the MGA would be required before we could sell surplus property for less than market value.

# Housing Strategy: Land Banking and Surplus Lands Strategy



1

## Housing Strategy

- Residential Development Housing Incentives
- Surplus Land Banking Framework
- Plan Implementation and
- Municipal Communications Approach



2

## Surplus Land Banking Research

Surplus Land - as municipally owned lands that are no longer required for municipal services or purposes

Land Bank - an approach for an efficient and strategic use of municipal surplus lands

Functions and considerations of a Land Bank

- Land acquisition
- Land improvement
- Land disposal



3

## Surplus Land Analysis

- Identify parcels based on lot size, access to municipal water and sewer services, and proximity to community amenities

### Key Findings

- Much of the surplus land have potential
- Whitney Pier, Sydney Mines, Glace Bay, and New Waterford could be prioritized
- Potential for Consolidated with adjacent properties

Outcome: Foundation for developing the Land Banking Framework



4

## Surplus Land Banking Framework

- Land acquisition in CBRM occurs on an “as needed” basis
- Land improvement is an opportunity
  - Barrier lack of municipal services
- Land disposal as needed

Supported by policy, funding, & dedicated staff resources  
Guide the acquisition, improvement, & disposal of municipal lands



5

## Actions for Surplus Lands Banking Framework

- Drafting of a Municipal Land Banking Policy
- Funding Strategy
- Creation of a Property Division
- Pursue Partnerships
- Improve Designated Surplus Lands for Housing
- Acquire Land for Housing
- Disposal of Surplus Lands for Housing



6

## Municipal Land Banking Policy

Establish clear guidance for land acquisition, improvement, and disposal, including a dedicated section on surplus land improvement

Lead: Planning and Development with the support of Legal, Engineering and Public Works Departments

Outcome: Policy framework that strategically guides all land banking activities



7

## Establish a Funding Strategy

The allocation of revenues from surplus land sales;  
The application and use of development charges;  
The role and structuring of debenture loans; and  
Opportunities for leveraging external funding programs

Lead: Finance and Legal Departments

Outcome: Ability to implement components of the new Land Banking Policy



8

## Creation of a Property Division

Dedicated staff to manage the acquisition and sale of CBRM property.

Lead: CAO

Support from Legal, Planning and Development, Engineering and Public Works Department

Outcome: A dedicated property division that manages matters related to real property (housed within the existing Legal business unit).



9

## Pursue Partnerships

Establish relations with organizations capable of delivering housing opportunities, and other economic development opportunities.

Lead: Property Division

Outcome: Disposal of surplus lands for the purposes of development, in particular housing development



10

## Improved Designated Surplus Lands for Housing

Improve surplus lands within the service area boundary, especially those that could advance development-ready projects already permitted on municipal lands

Lead: Property Division

Outcome: more housing units created on previously unoccupied municipal property.



11

## Acquire Land for Housing

Establish a land bank by acquiring land from tax sale properties, the provincial or federal land banks, or other strategically located properties (e.g., adjacent to a surplus property).

Lead: Property Division or Legal

Outcome: More housing is built within the service area boundary.



12

## Disposal of Surplus Land for Housing

CBRM actively promote certain surplus lands for residential development using the new Land Banking Policy

Lead: Property Division or Legal

Outcome: More surplus land converted into housing, increase revenue from the sale of property, and property tax being collected



13

## Previous Surplus Inventory Review

- Created in 2016
- Change in conditions and status of land
- No formal property searches were conducted
- Position in the Planning and Development Department



14

## Current Disposal of Land

- Title search is the responsibility of the purchaser
- Ownership needs to be confirmed
- Costs are the responsibility of the purchaser
- Title search beyond current capacity

## Encroachments

- Can only be confirmed by a surveyor



15

## Financial Implications

No financial implications associated with the preparation of this report

Moving forward Considerations:  
Policy Development  
Funding Strategy  
Property Division  
Improvements and Acquisitions



16

## Recommendation



1. Prepare a draft Municipal Land Banking Policy, including a Surplus Land Improvement section, for Council consideration;
2. Establish a funding strategy for surplus land improvements and property acquisitions; and
3. Return to Council with a staff report outlining the required steps for establishing a Property Division to manage land banking functions, with details on staffing and budget requirements.



**Request For Municipal Property PID 15128903 - 111 Victoria Road,  
Sydney (District 12)**

**Motion**

Moved by Councillor Sheppard-Campbell, seconded by Councillor O’Quinn, that Committee of the Whole recommend to Council to approve to declare the subject property (PID 15128903) surplus to the needs of the municipality; and authorize staff to initiate the sale process in accordance with Municipal Policy and the *Municipal Government Act*.

Discussion:

- Lot consolidation process

**Motion Carried**



## MEMO – Committee of the Whole

**TO:** Mayor and Council

**FROM:** Sheila Kolanko – Property Manager

**SUBJECT:** REQUEST FOR MUNICIPAL PROPERTY  
PID 15128903 - 111 Victoria Road, Sydney (District 12)

**DATE:** October 14<sup>th</sup>, 2025

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**REQUEST:**

CBRM received a Letter of Interest requesting the municipality sell a vacant parcel of municipal property located on Victoria Road, Sydney ("subject property"). The subject property is outlined in yellow on the attached map (Attachment "A") and identified as PID 15128903. The applicant's property lies adjacent to the subject property and identified as 113 Victoria Road, Sydney (PID 15128911) and outlined in blue.

**BACKGROUND INFORMATION:**

The subject property is a parcel of vacant land measuring approximately 32. 5 feet along Victoria Road and extending 125 feet to an alleyway. This parcel is currently listed in the CBRM Property Inventory as an essential property identified for future improvement programs. CBRM acquired the property in 2014. It is currently assessed at Six Thousand dollars (\$6000.00).

The applicants purchased 113 Victoria Road – PID 15128911) in 2023. Their property comprises half of a duplex. Their current lot is undersized and presents constraints for further development. They have formerly expressed interest in acquiring the subject parcel to permit future development on the said properties. They wish to acquire the municipal lot with intention of consolidating both properties.

**INTERNAL REVIEW/EVALUATION:**

An internal staff review was completed, and there is no documented evidence verifying this property is required for any current or future municipal operations or strategic plans. The evaluation concluded that the subject parcel is not required for municipal purposes and staff recommended it be deemed surplus. The Planning department did state that future development on this property would be subject to the CBRM Municipal Planning Strategy and Land Use By-Laws.

**LEGISLATIVE AUTHORITY**

Section 50 (5)(b) of the *Municipal Government Act* states that

A municipality may sell property at market value when the property is no longer required for the purposes of the municipality.

**FINANCIAL IMPLICATIONS:**

The sale will result in a one-time income and following the sale, the property becomes taxable, generating annual property tax revenue. All costs related to the sale of the subject property are the responsibility of the applicant.

**RECOMMENDATION:**

It is recommended that Committee of the Whole recommend to Council to pass a motion to:

1. Declare the subject property (PID 15128903) surplus to the needs of the municipality; and
2. Authorize staff to initiate the sale process in accordance with municipal policy and the Municipal Government Act.

Respectfully submitted,

**ORIGINAL SIGNED BY**

Sheila Kolanko  
Property Manager



**Absence of Councillor Nickituk**

**Motion**

Moved by Deputy Mayor Eldon MacDonald, seconded by Councillor Parsons, that Committee of the Whole recommend to Council that a leave of absence be granted to Councillor Nickituk consistent with Section 17(4) of the *Municipal Government Act* and the CBRM Council Remuneration Policy.

**Motion Carried**



**Cape Breton Regional Municipality  
320 Esplanade  
Sydney, NS B1P 7B9**

**MEMO**

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**To:** **Mayor and Council**  
**Submitted by:** **Demetri Kachafanas, K.C., CAO**  
**Date:** **October 9, 2025**  
**Subject:** **Leave of Absence**

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All Council,

Councillor Nickituk will require treatment as a result of a cancer diagnosis. He will be required to miss a number of Council meetings.

Section 17(4) of the *Municipal Government Act* states:

A mayor or councillor who, without leave of the council, is absent from three consecutive meetings of the council, ceases to be qualified to serve as mayor or as a councillor.

Furthermore, the Cape Breton Regional Municipality Council Remuneration Policy states:

Any member of Council who is absent more than three committee meetings in any calendar year shall have his remuneration reduced by \$200 for each unexcused committee meeting in excess of three meetings.

The Mayor may excuse or refuse to excuse a member of Council for their absence upon presentation of an explanation from the absent member. Acceptable explanations include illness, other municipal business, vacation or such other explanations that the Mayor may deem appropriate.

The decision of the Mayor to accept or refuse to excuse a member's absence may be appealed to the full Council pursuant to the rules of CBRM Council.

Accordingly, it would be prudent that Council determine a leave for Councillor Nickituk to miss more than three consecutive regular Council Meetings. In addition, the Mayor should determine whether or not to excuse the Councillor for this absence from committee meetings due to illness.

Respectfully,

Demetri Kachafanas, K.C.  
Chief Administrative Officer

## **Speed Humps vs Bumps**

### **Motion**

Moved by Councillor Sheppard-Campbell, seconded by Councillor Paruch, that Committee of the Whole recommend to Council to direct the Public Works Department to explore the feasibility of installing speed humps on residential side streets where excessive speeding and dangerous driving have been reported.

Discussion:

- Community safe
- Operational and maintenance considerations
- Establishment of equitable criteria for selecting pilot streets.
- Alternative traffic calming measures

### **Motion Carried**



**City Hall**  
**320 Esplanade**  
**Sydney, NS B1P 7B9**

<b>Councillor Agenda Request Form</b>			
<input checked="" type="checkbox"/> <b>Included on Agenda</b> (Submitted to Municipal Clerk's Office by 4:30 pm seven days before the meeting)	<b>Late Item</b> (Submitted to Municipal Clerk's Office by Noon the day before the meeting)	<b>Request from the Floor:</b> <b>(New Business)</b> <ul style="list-style-type: none"><li>- Announcement</li><li>- Referral</li><li>- Submit Petition</li><li>- Notice of Motion</li></ul>	
<b>Date of Council Meeting:</b> October 14/25			
<b>Subject:</b> Speed Humps vs Bumps			
<b>Motion for Council to Consider:</b> That Public Works explore the feasibility of installing <b>speed humps</b> on residential side streets where excessive speeding and dangerous driving have been reported.			
<b>Rationale:</b> There are streets across all CBRM districts that currently lack traffic-calming measures such as stop signs, speed reduction signage, or speed bumps. As a result, many neighbourhoods are experiencing unsafe driving behavior. <b>Speed humps</b> , which are used successfully in other municipalities, may provide an effective and less disruptive means of slowing traffic.			
<b>Outcome Sought:</b> That Public Works research how <b>speed humps</b> have been implemented in other Nova Scotia municipalities, evaluate their effectiveness, and consider a pilot installation in select CBRM neighborhoods to determine their impact on driver behavior and community safety.			
I believe introducing speed humps will improve safety and encourage responsible driving within our residential areas.			
<i>Date:</i> October 6/25	<i>Received by Clerk's Department (date):</i>		



VS



SPEED BUMP

SPEED HUMP





**Cape Breton Regional Municipality  
320 Esplanade  
Sydney, NS B1P 7B9**

## **INFORMATION REPORT**

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**To:** Mayor Clarke and Council

**Submitted by:** Demetri Kachafanas, K.C.

**Date:** October 16, 2025

**Subject:** Policy Review Update

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### **Background & Discussion**

As part of the comprehensive Council Policies and Procedures review initiated in December 2024, several policies are updated to align with best practices and Council's governance objectives.

In accordance with Section 48 of the Municipal Government Act, at least seven days' notice must be provided to all Council members before a policy is passed, amended, or repealed. This memorandum serves as notification that the following policies are being brought forward for Council's consideration in November. Each completed policy will be circulated to Council as it reaches finalization.

### **Policies for Review**

The following policies are at final stages of preparation:

- Municipal Grants (updates)
- Council Policies & Procedures
- Technology: Acceptable Use
  - Computing and Telecommunication Devices
  - Digital identity
  - Electronic media and cloud storage
  - Email
  - Internet
  - Teleconferencing
  - Alternative work arrangements
  - Artificial intelligence

### **Next Steps**

Once approved, staff will:

- Implement the revised policies.
- Continue drafting and bringing forward additional policies as part of the broader review process.

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A copy of this report can be obtained online at [www.cbrm.ns.ca](http://www.cbrm.ns.ca) or by contacting the Office of the Municipal Clerk at 902-563-5010

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Report Prepared by: Christa Dicks, Municipal Clerk/Director Corporate Information Services



**Cape Breton Regional Municipality  
320 Esplanade  
Sydney, NS B1P 7B9**

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**To:** Mayor Clarke and Council  
**Submitted by:** John Phalen, Director of Public Works  
**Date:** October 16, 2025  
**Subject:** Solid Waste Collection

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## **History**

- Since amalgamation, CBRM has had its collection of solid waste divided between own forces and contractors.
- The collection for the most part in the urban areas has been done by CBRM and mostly the former county done by contractors.
- Routes and contractors have changed over the years.

## **Present Day**

- CBRM has continued successfully dividing our collection of municipal solid waste and recyclables between local forces and contracted companies.
- Our current contacts for the contracted portion expire on December 31.
- We have issued a request for proposal through our tendering process, and we only received one submission.
- Costing for the contract for the areas that we currently do outside of our own forces was substantially over budget, causing us to cancel the request for proposal.

## **What is the Way Forward**

- CBRM solid waste staff have reviewed our current costs done by our own forces. These cost estimates based on current expenditures are included with this report.
- Our estimates show that CBRM can take over the contracted areas with our own forces and realize a cost saving from our current operations.
- Since our operation would require us to take over in January, we require council approval to change our operation, which would require:
  - o Lease of equipment to be able to service the new areas
  - o Hiring of heavy equipment operators and necessary supervisory staff to facilitate the change.

- Staff have investigated and will be able to get the necessary equipment, and we will be able to hire operators in sufficient time to implement the change, using our current HR hiring process.
- We don't foresee any additional operating cost for the remainder of the budget year.
- Upcoming operating costs for 2026/27 budget would be included for Council consideration as per normal process.
- We will be able to eliminate any budget pressure that would happen if we were forced to use the current proposed contracted cost.
- We will discuss the implications with CUPE local 759 and would be hiring operators that would become part of the membership.

#### **RECOMMENDATION**

CBRM staff recommend a motion to proceed with the proposed changes for this budget year.

Contractor Costs	2024	2023	2022	2021	2020
Block 1	\$ 1,098,020.10	\$ 1,062,428.76	\$ 1,018,252.05	\$ 951,088.32	\$ 73,517.96
Block 2	\$ 797,499.84	\$ 790,470.90	\$ 759,802.81	\$ 584,408.66	\$ 1,273,792.42
Block 3	\$ 473,106.71	\$ 450,833.27	\$ 431,783.65	\$ 404,764.01	\$ 383,061.84
<b>Total cost</b>	<b>\$ 2,368,626.65</b>	<b>\$ 2,303,732.93</b>	<b>\$ 2,209,838.51</b>	<b>\$ 1,940,260.99</b>	<b>\$ 1,730,372.22</b>

Heavy Garbage Costs	2024	2023	2022	2021	2020
Block 1	\$ 108,304.70	\$ 104,844.83	\$ 100,211.55	\$ 93,857.40	\$ 127,280.65
Block 2	\$ 64,667.75	\$ -	\$ 66,807.76	\$ 40,572.47	\$ -
Block 3	\$ 63,454.73	\$ 60,535.27	\$ 57,862.04	\$ 54,228.72	\$ 109,670.70
Syd&area	\$ 91,807.99	\$ 168,926.74	\$ 63,155.17	\$ 42,533.07	\$ -
Glace Bay \$ area	\$ 145,972.40	\$ 122,001.85	\$ 70,175.87	\$ 52,239.27	\$ 53,479.13
<b>Total cost for HG</b>	<b>\$ 474,207.57</b>	<b>\$ 456,308.69</b>	<b>\$ 358,212.39</b>	<b>\$ 283,430.93</b>	<b>\$ 290,430.48</b>

#### CBRM Cost Appox Based on 2024

Garbage collections costs	\$ 386,364.35
Maintence	\$ 14,400.00
Truck rental (8 Trucks)	\$ 1,027,200.00
Operators (8)	\$ 667,004.04
Forman	\$ 91,950.17
10% of all admin wages	\$ 67,773.51

<b>Total</b>	<b>\$ 2,254,692.07</b>
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# CBRM

City Hall  
320 Esplanade  
Sydney, NS B1P 7B9

## Councillor Agenda Request Form – Staff Report

<input checked="" type="checkbox"/> <b>Included on Agenda</b> (Submitted to Municipal Clerk's Office by 4:30 pm seven days before the meeting)	<input type="checkbox"/> <b>Late Item</b> (Submitted to Municipal Clerk's Office by Noon the day before the meeting)	<input type="checkbox"/> <b>Request from the Floor: (New Business)</b> - Announcement - Referral - Submit Petition - Notice of Motion
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**Date of Council/Committee Meeting:** October 21, 2025

**Subject:** Sidewalk Painting Remembrance Day

### **Motion for Council to Consider:**

That Council approve the painting of crosswalks in recognition of Remembrance Day, to be completed before November 11, with the design and locations determined in collaboration with the Royal Canadian Legion and municipal staff.

### **Purpose**

The purpose of this request is to obtain Council's approval to proceed with temporarily painting or decorating crosswalks in high visibility areas near legions with symbols consistent with those approved by the Dominion Council of the Royal Canadian Legion. The installations would appear during the week of November 11<sup>th</sup>.

### **Background**

Remembrance Day is an important time for reflection and community unity. Many municipalities have adopted creative displays to honour those who made the ultimate sacrifice and our veterans, and this proposal would align with that spirit. Our goal is to create a respectful, eye-catching display that encourages residents to pause and remember those who have served.

Municipal staff would coordinate with the local Legion, public works, and communications teams to ensure the designs are appropriate and safety is considered.

If Council supports this initiative:

- Staff will finalize the design and select appropriate crosswalk locations.
- Work will be completed ahead of Remembrance Day.
- Communications will share details with the public to encourage participation and reflection.

**Rationale:**

This small, symbolic action offers our community a meaningful way to show respect and appreciation for veterans.

*Name: Mayor Cecil P. Clarke  
Date: October 16, 2025*

*Received by Clerk's Department (date):  
October 16, 2025*



City Hall  
320 Esplanade  
Sydney, NS B1P 7B9

**Item No.**

<b>Council Agenda Request Form</b>		
<input checked="" type="checkbox"/> <b>Included on Agenda</b> (Submitted to Municipal Clerk's Office by 4:30 pm seven days before the meeting)	<input type="checkbox"/> <b>Late Item</b> (Submitted to Municipal Clerk's Office by Noon the day before the meeting)	<input type="checkbox"/> <b>Request from the Floor: (New Business)</b> - Announcement - Referral - Submit Petition - Notice of Motion
<b>Date of Council Meeting:</b> August 22, 2023		
<b>Subject:</b> Street Racing and Vehicle Noise		
<b>Request for Discussion:</b>  Request Council discussion on street racing and vehicle noise concerns.		
<b>Reason:</b>  I am contacted daily with residents expressing their concern, stress and anger over street racing, stunting, excessive vehicle noise and aggressive driving in residential areas located all throughout the CBRM. I understand that these issues can be difficult to enforce for various reasons, but there is existing legislation to deal with the noise of aftermarket addons to vehicles as well as penalties for racing, stunting and aggressive driving and they need to be enforced on a more regular basis.  This is dangerous and is a public safety issue that has only increased in severity over time. Vehicle descriptions, locations, and times that this behaviour takes place is known and reported in many areas but to date there has been no improvement or noticeable consequence. It is time for an enforcement campaign providing residents with the assurance that there are consequences for this behaviour and to teach those choosing to operate their vehicles in such ways that there are consequences for the dangerous behaviour and disregard for public safety.		
<b>Outcome Sought:</b>  <b>Motion of Council that the issue of street racing and excessive vehicle noise be added to the Police Commission meeting agenda dated for September 11, 2023. This motion includes the request for response to Council outlining what actions can/will be taken to address the issue going forward.</b>		
Councillor Earlene MacMullin	District 2	
Date: August 15, 2023	Received by Clerk's Department (date):	

Chief Walsh provided the following:

- Resolving this issue requires a multi-department approach, including the CBRM Planning Department and the Public Works & Engineering Department.
- Traffic data is currently being collected and mapped to identify priority areas and modifications to infrastructure.
- Research is being conducted on various traffic calming measures available for evaluation, while considering provincial regulations and budgets.
- The use of photo radar is not allowed in Nova Scotia under the *Nova Scotia Motor Vehicle Act*.
- Speed monitoring signs are already in use but researching other models to serve better is an option.
- Many road complaints received are in the provincial jurisdiction of the Department of Transportation and Infrastructure Renewal.
- Targeted enforcement projects are regularly conducted in the CBRM to reduce vehicle speeding.
- An Issue Paper will be prepared for the Police Commission meeting being held on December 11, 2023, regarding recommendations of traffic calming devices for consideration.
- Operating a vehicle not equipped with a muffler in good working condition is prohibited under the *Motor Vehicle Act* and drivers can be issued fines.

Following the information presented by Chief Walsh, he responded to questions by Police Commissioners.

### **Recommendations of Traffic Calming Devices for Consideration**

Staff Sergeant Joe Farrell informed that traffic calming mitigation is a multi-department approach including CBRM Police, the Engineering and Public Works Department, and the Planning Department. Staff Sergeant Farrell informed that the traffic calming study has began by analyzing collision data, indicating problem areas within the CBRM, indicating problem areas covered by The Department of Transportation and Infrastructure Renewal (TIR), and hosted a meeting with involved departments.

# CBRM

City Hall  
320 Esplanade  
Sydney, NS B1P 7B9

## Councillor Agenda Request Form – Staff Report

**Included on Agenda**  
(Submitted to Municipal Clerk's Office by 4:30 pm seven days before the meeting)

**Late Item**  
(Submitted to Municipal Clerk's Office by Noon the day before the meeting)

**Request from the Floor: (New Business)**

- Announcement
- Referral
- Submit Petition
- Notice of Motion

**Date of Council/Committee Meeting:** October 21, 2025

**Subject:** Street Racing and Vehicle Noise

**Motion for Council to Consider:**

That Council direct the Chief Administrative Officer to direct staff to provide an update on actions taken to address street racing and excessive vehicle noise related to loud mufflers, following discussions held at the police commission meetings in September and December 2023.

**Rationale:**

Recent amendments to the Motor Vehicle Act have granted municipalities the authority to regulate muffler noise. As a result, CBRM now has the ability to prohibit the use of certain aftermarket mufflers and may also explore enforcement options related to their sale and installation.

**Outcome Sought:**

This update will inform Council of progress made, identify any outstanding issues, and support future decision-making regarding enforcement and public safety measures.

Name: Steve Gillespie  
Date: October 15, 2025

Received by Clerk's Department (date):  
October 15, 2025

# CBRM

City Hall  
320 Esplanade  
Sydney, NS B1P 7B9

## Item No.

<b>Councillor Agenda Request Form – Staff Report</b>			
<input checked="" type="checkbox"/> <b>Included on Agenda</b> (Submitted to Municipal Clerk's Office by 4:30 pm seven days before the meeting)	<input type="checkbox"/> <b>Late Item</b> (Submitted to Municipal Clerk's Office by Noon the day before the meeting)	<input type="checkbox"/> <b>Request from the Floor: (New Business)</b> - Announcement - Referral - Submit Petition - Notice of Motion	
<b>Date of Council/Committee Meeting:</b> October 21, 2025			
<b>Subject:</b> Traffic, Construction, and Communication Concerns in the Sydney River Corridor.			
<b>Motion requesting Staff Report for Council/Committee to Consider:</b>			
<b>Reason:</b> Community concerns related to traffic disruptions in Sydney River Corridor			
<b>Outcome Sought:</b> For Council Discussion			
<b>Councillor Steve Gillespie</b>		<i>District 4</i>	
<b>Date:</b> October 16, 2025		<b>Received by Clerk's Department (date):</b>	

**Issue has been discussed with Director of Responsible Department**

**From:** Cecil P. Clarke

**Sent:** Thursday, October 16, 2025 9:00 AM

**To:** All Council; Demetri Kachafanas; Wayne H. Macdonald – Eng; John F. Phalen; Scott Reeves; Christa L. Dicks

**Cc:** Toni Delorenzo; Sean M. Tobin; Tanya C. Nicholson; Christina Lamey

**Subject:** Construction/Traffic Concerns

Good morning, everyone,

Councillor Gillespie contacted me yesterday regarding business concerns and frustrated commuters (aside from the social media, emails, Councillor comments, etc). He has submitted an agenda request for a Council discussion. That will be placed on the agenda and staff will report.

In the meantime, Sean and I were able to speak with Minister Tilley late yesterday afternoon who assured us that the situation is being taken seriously and the lights at Keltic Drive/Kings Rd. will be coming down with traffic control being put in place. Our officials will be reaching out the area NS Public Works to offer any logistical support and seek to meet and have better public communications. This will include the contractors in the area as well.

Our communications team will be reaching out to the province to ensure consistency of internal and public messaging. Any further communication questions or concerns, please forward to [communications@cbrm.ns.ca](mailto:communications@cbrm.ns.ca)

Thank you, Cecil



**Cecil P. Clarke | Mayor**

Cape Breton Regional Municipality

320 Esplanade, Suite 400

Sydney, Nova Scotia

B1P 7B9

## **Kelly J. McDonald**

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**From:** Rod Beresford  
**Sent:** October 15, 2025 11:58 AM  
**To:** ClerksOffice  
**Cc:** Krista Dove  
**Subject:** Next CBRFCA Meeting - Nov 6 Station 2 at 7:00

Some people who received this message don't often get email from rberesford@wvfd.ca. [Learn why this is important](#)  
Good morning,

Would you please notify Mayor Clarke and Councillors that the next CBRFCA meeting will take place on November 6th at Sydney Fire Station 2.

Thank you.

Rod

October 16, 2025

Hi Christa,

As a follow-up to Tuesday's meeting of the Committee of the Whole, please refer to the following information as a response to the question raised by Councillor MacKeigan. Can you kindly share with Council? I will follow-up on the matter of the CAP question shortly.

Sincerely,

Ian Morrison

**Question Re: NSFM Board Structure (one representative for CBRM)**

CBRM's board position is most similar to that of HRM; it is one municipality and one electoral region. Therefore, the comparison should be made with HRM, as opposed to the other five electoral regions.

The Board composition is setup in a way that guarantees seats on the Board for both HRM and CBRM. This guarantee is provided in recognition of the notable percentage of member dues that are received from these two member units. The number of seats allocated for these two single-municipality electoral regions is roughly based on their relative percentages of the overall membership dues. The alternative considered during the by-law changes that created the seven electoral regions was CBRM being part of the Cape Breton Strait Electoral Region, however, that was rejected in favour of the established model. A couple of supplemental notes:

- The structure always guarantees Board representation for CBRM and HRM
- The other five regions also vary in size, in terms of the number of municipalities contained within (South Shore contains six whereas Colchester/Cumberland/Pictou/East Hants contains 13), so no other municipalities are guaranteed Board representation
- A breakdown of the NSFM Electoral Regions is contained within for reference

If anything further is required, please let me know.

Sincerely,

Ian

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**Ian Morrison | Director of Operations and Communications**  
**NOVA SCOTIA FEDERATION OF MUNICIPALITIES**

**Explore our new Funding Database: [nsfm.ca/grants](http://nsfm.ca/grants)**



**NOVA SCOTIA FEDERATION  
OF MUNICIPALITIES**



## NSFM Board of Directors Electoral Regions

### **Cape Breton-Strait**

County of Antigonish  
Town of Antigonish  
District of Guysborough  
County of Inverness  
Town of Mulgrave  
Town of Port Hawkesbury  
County of Richmond  
District of St. Mary's  
County of Victoria

### **South Shore**

Town of Bridgewater  
District of Chester  
Region of Queens Municipality  
District of Lunenburg  
Town of Lunenburg  
Town of Mahone Bay

### **Colchester/Cumberland/Pictou/East Hants**

Town of Amherst  
County of Colchester  
County of Cumberland  
District of East Hants  
Town of New Glasgow  
Town of Oxford  
County of Pictou  
Town of Pictou  
Town of Stellarton  
Town of Stewiacke  
Town of Trenton  
Town of Truro  
Town of Westville

### **Cape Breton Regional Municipality**

Cape Breton Regional Municipality

### **Valley Region**

County of Annapolis  
Town of Annapolis Royal  
Town of Berwick  
Town of Kentville  
County of Kings  
Town of Middleton  
West Hants Regional Municipality  
Town of Wolfville

### **Halifax Regional Municipality**

Halifax Regional Municipality

### **Southwestern Shore**

District of Argyle  
District of Barrington  
District of Clare  
Town of Clark's Harbour  
District of Digby  
Town of Digby  
Town of Lockeport  
District of Shelburne  
Town of Shelburne  
District of Yarmouth  
Town of Yarmouth

October 14, 2025

Hi Christa,

As a follow-up to today's session at the Committee of the Whole, please find enclosed a memo we are in receipt of for distribution to elected officials. The memo is from PVSC Re: Property Assessment and the *Municipal Modernization Act* (Bill No. 141). I thought this was timely in terms of the discussion today around administration of properties affected by natural disasters. Could you kindly share with the council?

Thank you,

Ian

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**Ian Morrison** | Director of Operations and Communications  
**NOVA SCOTIA FEDERATION OF MUNICIPALITIES**

**Explore our new Funding Database:** [nsfm.ca/grants](http://nsfm.ca/grants)



## Memo

**TO:** Association of Municipal Administrators  
Nova Scotia Federation of Municipalities

**FROM:** Property Valuation Services corporation

**DATE:** October 14, 2025

**SUBJECT:** Property Assessment and the *Municipal Modernization Act* (Bill No. 141)

### Purpose

This memo provides important information to municipal staff and elected officials on Property Valuation Services Corporation's (PVSC) authority within the *Nova Scotia Assessment Act R.S., c. 23, s. 1* ("Assessment Act") related to the valuation and CAP administration of properties impacted by natural disaster, having regard to the recent introduction and passage of Bill 141.

### Background

Section 45A of the *Assessment Act*, which establishes the Capped Assessment Program (CAP), does not specify how the CAP applies to new construction following property loss from fire or other natural disasters.

In 2023, following the destruction of 165 properties in wildfires, the Province passed a regulation directing PVSC to use each affected property's 2023 capped assessment when administering the CAP upon completion of reconstruction. This measure was intended to alleviate financial hardship for affected homeowners and applied only to that specific class of properties rebuilt after the 2023 wildfires.

On October 3, 2025, the *Municipal Modernization Act* came into effect, giving municipal councils the authority to establish policies that reduce taxes payable on properties rebuilt after being destroyed by wildfire, hurricane, flood, storm, or other natural disaster.

### Implication

The authority to provide tax relief to property owners rebuilding after natural disaster now rests solely with municipalities. PVSC does not have the authority to replicate the 2023 approach or otherwise modify the application of the CAP in similar circumstances. Going forward, PVSC will administer assessments in accordance with the *Assessment Act*, which requires new construction value to be excluded from the benefit of the CAP until the subsequent assessment year.

The recent legislative amendments do not include authority to provide tax relief for individual fires unrelated to a natural disaster.

### **Revised Opinion of Value to Support Municipal Tax Relief**

In accordance with Section 69A of the *Municipal Government Act*, 1998, c. 18, s. 1 (“MGA”), municipalities may ask PVSC to provide a revised opinion of value for a property that has been destroyed or damaged by fire or other natural disaster and this process is intended to support the municipality in recalculating property taxes to provide relief for the current municipal taxation year. This revised opinion of value letter will include a property’s assessed and taxable assessed values prior to, and after, the destruction of the dwelling.

In subsequent years, a property’s assessed and taxable assessed values, reflective of any reconstruction or changes, will be captured through PVSC’s regular annual assessment process and reflected on the official assessment roll.

### **Summary:**

The authority to determine and administer post-disaster tax relief now resides with municipalities. PVSC does not have the authority to preserve or carry forward a property’s pre-destruction capped assessment. However, PVSC will continue to provide revised opinions of value during a current assessment cycle, upon request by the Municipal Clerk, to support municipalities in responding to destruction of property by fire.

### **PVSC Contact Information**

For questions regarding this memo or property assessment, please contact PVSC’s municipal service desk at [servicedesk@pvsc.ca](mailto:servicedesk@pvsc.ca) or 1-800-380-7775.

### **Useful links:**

[The Municipal Modernization Act](#)

[The Nova Scotia Assessment Act](#)

[The Municipal Government Act](#)

## Frequently Asked Questions

### **Can PVSC help create a tax relief policy?**

The authority to create and administer tax relief policies rests with the municipality. PVSC can provide information and technical input during policy development to help ensure clarity around assessment processes and respective roles.

### **What role does PVSC play in supporting municipal tax relief programs?**

PVSC provides information and assessment data to municipalities. This includes:

- A one-time revised opinion of value during a current assessment cycle upon request by the Municipal Clerk, which shows a property's assessed and taxable assessed values before and after destruction.
- Annual assessment roll which shows a property's assessed and taxable assessed values after destruction, which includes value from new construction or other changes to the property.

PVSC does not administer or implement tax relief; municipalities are responsible for designing and applying relief policies.

### **What is a revised opinion of value, and how should municipalities use it?**

A revised opinion of value is a one-time assessment letter provided to support tax relief for the current municipal year. It is not part of the assessment roll, cannot be appealed, and does not replace the annual assessment process. Municipalities may reference it when calculating or approving tax relief under their local policies.

### **How often will PVSC update a property's assessment after reconstruction?**

PVSC's annual assessment process will reflect reconstruction or other property changes each year. For example, a property rebuilt in 2025 after a natural disaster will have its updated assessed and taxable assessed values included on the official 2026 assessment roll.

### **Does PVSC monitor rebuilding efforts?**

Municipalities are responsible for issuing building and occupancy permits. PVSC receives this information from each municipality and uses it, along with inspection and review processes, to assess the value of any new construction. If construction is not finished, a value will be added for the percentage that is completed.

### **Is there a process for providing tax relief when a single property is destroyed by fire or another natural disaster?**

Yes. In these situations, PVSC can provide a *revised opinion of value* upon request by the Municipal Clerk to support municipal tax relief for the current tax year. All new construction will be captured through the regular assessment process in accordance with the *Assessment Act*. The creation and administration of any tax relief program remain the responsibility of the municipality.

