NOVA SCOTIA

Municipal Affairs and Housing
Office of the Minister

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August 9, 2024

To All Nova Scotia Elected Officials and Chief Administrative Officers/Village Clerks:

I am writing to inform you of an update on the municipal and village codes of conduct. In January 2022, the Code of Conduct Working Group was established to develop a set of recommendations on the code of conduct framework, which included content to include in the code, sanctions that may be imposed if a breach occurred, and options for an investigator model. This collaborative working group included representatives from the Nova Scotia Federation of Municipalities (NSFM), the Association of Municipal Administrators of Nova Scotia (AMANS), the Association of Nova Scotia Villages (ANSV), and the Department of Municipal Affairs and Housing (DMAH).

Following significant consultation with municipalities in September 2022, March 2023, and September 2023 on the code of conduct framework, the Code of Conduct Working Group developed 25 recommendations for me to consider as Minister. I am pleased to advise, after careful consideration, I am accepting all 25 recommendations presented by the Code of Conduct Working Group. The recommendations, along with the anticipated framework are appended to this letter for your reference.

The code of conduct framework will be coming into effect following the October municipal election. The legislative provisions require municipalities and villages to adopt a code of conduct consisting of the model code of conduct as outlined in the regulations. As Minister, I will prescribe that all municipalities and villages must adopt the model code of conduct within 60 days following the October election and provide confirmation of their notice of adoption. Should a municipality or village fail to meet the above requirements, municipal funding will be witheld pursuant to the *Municipal Grants Act.* As one of the first items to discuss on your agendas, I trust this will bring an unequivocal understanding of the conduct to uphold as an elected official in Nova Scotia.

I understand and recognize that code of conduct training is an important component to make the framework successful. The NSFM will be the lead organization on the development of a robust code of conduct training module, and it is expected this module will be available in early 2025. To bridge the gap between when the regulations will be in place to when the robust training module will be ready in early 2025, the Department will provide municipalities and villages resources that can be shared with councils and commissions.

As we move toward a new standard for elected officials following the election, I would encourage you to share the documents appended in this letter with all candidates running in the upcoming municipal election. Candidates should be notified about the new expectations surrounding the code of conduct.

In closing, I would like to thank the Code of Conduct Working Group members for their hard work and dedication to this initiative over the past two years. This initiative is a wonderful example of collaboration between the Department and our municipal partners.

Sincerely,

Honourable John A. Lohr
Minister of Municipal Affairs and Housing

Attached

c: Code of Conduct Working Group
Mayor Carolyn Bolivar-Getson, NSFM
Juanita Spencer, CEO NSFM
Kim Ramsay, President AMANS
David Campbell, Executive Director AMANS

Proposed Recommendations from Code of Conduct Working Group

The Code of Conduct Working Group (COCWG) has developed their proposed recommendations for the code of conduct regulations for the Department of Municipal Affairs and Housing (DMAH) to review. The 25 recommendations below reflect the consensus opinion from the COCWG.

Application:

- There should be one code for all municipalities and villages.
- The code of conduct should operate together and as a supplement to other applicable laws, including the bylaws and policies with the municipality or village.
- The code of conduct should apply to elected officials at all times with respect to their behaviour regarding any action that negatively impacts the municipality or tarnishes its reputation.
- Nothing in the code of conduct is intended to silence elected officials from sharing or expressing dissenting opinions.
- The code of conduct should apply from the time elected officials are declared elected until their resignation, their disqualification, or their successor being sworn into office.

Content to include:

- The code will include 45 provisions under various headings (e.g. general conduct, confidential information, etc.) See Appendix A for detailed provisions.
- 13 possible sanctions that can be imposed on a member for breaching the code of conduct. See Appendix B for the sanctions.
- 7 considerations elected officials shall evaluate before they can impose a sanction. See Appendix B for detailed considerations.
- Failure to comply with a sanction imposed is considered a breach of the code itself and will go to council with the investigator's recommendation only.

Complaint and investigator process:

- Municipalities and villages will appoint an investigator and have their contact information readily available on their website. See Appendix C for detailed complaint and investigator process.
- Investigators should have experience in conducting investigations, and experience applying the principles of natural justice and procedural fairness.
- No conflict of interest can exist between the investigator and the parties involved.
- A complaint can be submitted no later than 6 months from discoverability.
- The CAO/Clerk shall be notified by the investigator that a complaint has been received and Council/Commission shall be notified if a complaint makes it to the investigation stage.

- The investigators report shall be brought to council/commission no later than 6 months from the time the complaint is received by the investigator. Extensions may be granted by council/commission for extenuating circumstances.
- Any complaints brought forward during the municipal election period between nomination day and ordinary polling day will not be investigated until the election has concluded.
- A member who has a complaint lodged against them will be able to review and respond to the information in the investigators report prior to council's vote.
- A member who has had a complaint lodged against them, or who has made the complaint, may not participate in the vote on whether there was a breach, and if applicable, may not participate in the decision regarding what sanction to impose.
- The Code of Conduct will state that a decision of a Council on a code of conduct matter is final and binding on all parties.
- At the conclusion of the investigation, require public disclosure of the section a complaint was lodged under, and the investigator's recommendation.

Training:

- Elected officials should be required to complete the training within 30 days of being sworn into office and failure to do so is considered a breach of the code itself and may go to council without an investigation.
- Any breach of the code determined by council shall result in additional code of conduct training for the person who committed the breach.
- Training to be developed and delivered in an online module format with quizzes and a minimum pass rate to ensure a minimum level of understanding.

Review:

- A review on the code of conduct shall begin 3 years post implementation to consider the effectiveness for municipal elected officials.
- Review the Municipal Elections Act (MEA) to see if there is potential to reduce the gap between the sanctions in the code of conduct and the Municipal Elections Act.

Appendix A: Recommended Prescribed Code of Conduct

The recommended prescribed code of conduct would be applicable to all municipalities and villages with separate codes being developed to reflect the difference in terminology (e.g. village versus municipality, Chief Administrative Officer versus Clerk).

Code of Conduct shall apply to elected officials from the time that they are declared elected until:

a) their resignation;

b) their disqualification while in office; or

c) their successor is sworn into office, or, if there is no successor, until the meeting at which the successor would have been sworn into office if there was a successor

The guiding principles to be included are:

a. Collegiality – members of council will work together to further the best interests of the municipality in an honest and honourable way.
b. Respect – members of council will demonstrate respect towards one another, the democratic decision-making process, and the role of staff.
c. Integrity – members of council are expected to act lawfully and adhere to strong ethical principles by giving the municipality or village interests priority over private individual interests.
d. Professionalism – members of council will create and maintain an environment that is respectful and free from all forms of harassment, including sexual harassment and discrimination. They must show consideration for every person's values, beliefs and contributions, and supporting and encouraging others to participate in council activities.
e. Transparency – members of council will be truthful and open regarding their decisions and actions and make every effort to accurately communicate information openly to the public.
f. Responsibility – members of council are responsible for the decisions that they make and must be held accountable for their actions and outcomes. They must demonstrate awareness of their own conduct and consider how their words or actions may be perceived as offensive or demeaning.

General Conduct

- Members of Council must be truthful and forthright, and not deceive or knowingly mislead Council, the CAO, or the public.

- Members of Council will respect the presiding officers, colleagues, staff and members of the public that present during the council meeting or other proceedings/meetings of the municipality.
- Members of Council will adhere to procedure and direction of presiding officers in respect to rules of procedure.
- Members of Council must conduct Council business and all of the member's duties in an open and transparent manner, other than for those matters which Council is authorized by law to deal with in private.
- Members of Council must ensure that they are not impaired by alcohol or drugs while attending any meeting of the municipality.

Confidential Information

- No Member of Council will disclose or release by any means to any member of the public, any confidential information acquired by virtue of their office, in either oral or written form, except where required by policy or law or authorized by the Council to do so.
- No Member of Council will use confidential information for personal or private gain or for the gain of any other person or entity.
- Members of Council should not access or attempt to access confidential information in the custody of the municipality unless the information is necessary for the performance of their duties and its access is not prohibited by legislation or by the by-laws or policies of the Municipality.
- Members of council must not discuss any matters relating to an active investigation under this Code of Conduct with anyone other than the investigator or their own legal representative, unless required by law.

Gifts and Benefits

- No Member of Council shall accept a fee, advance, cash, gift, gift certificate or personal benefit that is connected directly or indirectly with the performance of their duties of office, except for the following:
    i. gifts or benefits that normally accompany the responsibilities of office and are received as an incident of protocol or social obligation;
    ii. a suitable memento of a function honouring the member of Council;
    iii. sponsorships and donations for community events organized or run by a member of Council or by a third party on behalf of a member of Council;
    iv. compensation authorized by the municipality.

- A fee or advance paid, or a gift or benefit provided, with the Member's knowledge, to a person closely connected to a member is deemed to be a gift to the Member of Council.

Use of Municipal Property, Equipment and Services

- No Member of Council shall use, or request the use of, any municipal property, including surplus material or equipment for personal convenience or profit, unless the property is:
    i. available for such use by the public generally and the member of Council is receiving no special preference in its use; or,
    ii. made available to the member of Council in the course of carrying out council activities and duties.
- No Member of Council shall use, or request the use of, for personal purpose any municipal property, equipment, services, supplies or other municipally-owned materials, other than for purposes connected with the discharge of municipal duties.
- No Member of Council shall obtain, or attempt to obtain, personal financial gain from the use or sale of municipally-developed intellectual property.
- No Member of Council shall use information, or attempt to use information, gained in the execution of their duties that is not available to the general public for any purposes other than carrying out their official duties.
- No Member of Council, or person closely connected to a member, shall tender on such items such as the sale of older and extra equipment.

Building, Development, Planning, or Procurement Proposals before Council

- No Members of Council shall solicit or accept support in any form from an individual, group or corporation, with any building, development, planning, or procurement proposal before Council.

Improper Use of Influence

- No Member of Council shall use the influence of their office for any purpose other than for the exercise of their official duties.

Business Relations

- No Member of Council shall allow the prospect of their future employment by a person or entity to affect the performance of their duties to the municipality.
- No Member of Council shall borrow money from any person who regularly does business with the municipality, unless such person is an institution or company

whose shares are publicly traded and who is regularly in the business of lending money.

- No Member of Council shall act as an agent of a person or entity before Council or a committee of Council or any agency, board or committee of the municipality.

Employment of Persons Closely Connected to Members of Council

- No Member of Council shall attempt to influence any municipal employee to hire or promote a person closely connected to the member.
- No Member of Council shall make any decision or participate in the process to hire, transfer, promote, demote, discipline or terminate any person closely connected to the member.

Fairness

- No Member of Council shall give special consideration, treatment or advantage to any individual or entity beyond that which is accorded to all.
- No Member of Council shall give special consideration, treatment or advantage to an organization or group due to the member or person closely connected to the member being involved with or a member of the organization or group.

Adherence to Policies, Procedures, Bylaws and Other Laws

- Members of Council will adhere to the Code of Conduct.
- Members of Council will adhere to the applicable national and provincial legislation.
- Members of Council will adhere to the procedures, policies and bylaws of the municipality.
- Members of Council will adhere to the expense and hospitality policy of the municipality.

Respect for Council as a decision-making body

- A Member of Council must abide by and act in accordance with any decision made by Council, whether or not the member voted in favour of the decision.
- Members of Council must not encourage non-compliance with a statute, regulation, bylaw, policy or procedure.

Communicating on behalf of Council

- A Member, other than the Mayor/Warden, must not claim to speak on behalf of Council unless the member has been authorized to do so.
- The Mayor/Warden/designated individual may speak on behalf of Council and must make every effort to convey the intent of Councils' decision accurately.

Interactions of Council with Staff and Service Providers

- Members of Council must respect the role of the CAO as head of the administrative branch of government of the municipality and must not involve themselves directly in the administration of the affairs of the municipality, including, without limitation, the administration of contracts.
- No Member of Council shall direct, or attempt to direct, the CAO, other than through a direction provided by the Council as a whole.
- Members of Council shall be respectful of the role of CAO and municipal employees to advise based on political neutrality and objectivity and without undue influence from any individual member or faction of the Council.
- Members of Council must not direct or influence, or attempt to direct or influence any municipal employees in the exercise of their duties or functions.
- Council cannot direct municipal employees except through the CAO.
- Members of Council are not to issue instructions to any of the contractors, tenderers, consultants or other service providers to the municipality.
- No Member of Council shall require or request that a municipal employee undertake personal chores or tasks for the Council member unrelated to municipal business.
- Members of council shall refrain from making public statements that are critical of specific and/or identifiable municipal employees and/or service providers.

Respectful Interactions

- A Member of Council must not engage in discrimination or harassment on the grounds articulated in the Human Rights Act of Nova Scotia.
- A Member of Council must not sexually harass any person.
- A Member of Council must not engage in any discriminatory or harassing action or conduct, verbal or non-verbal, directed at one or more individuals or groups that creates a poisoned environment.

Reprisal

- A Member must not undertake any act of reprisal or threaten reprisal against a complainant in a matter under this Code of Conduct or any person providing relevant information in relation to a matter under this Code of Conduct.

Appendix B: Recommended Sanctions Framework and Possible Sanctions to be imposed

Sanctions Framework:

A Council or Commission shall consider all of the following criteria prior to imposing a sanction or sanctions:

1. The nature of the code contravention;
2. The length or persistence of the code contravention;
3. If the member intentionally contravened the code of conduct;
4. Has the member taken any steps to remedy the contravention;
5. If the member previously contravened the code of conduct;
6. Any external factors that exist to the member's contravention (e.g. family situation, mental health); and
7. The resources the member will need to complete their job.

Sanctions:

1. Member will receive a letter of formal reprimand or warning, as directed by council.
2. Member will issue a letter to include acknowledgement of breach of code and an apology within 15 days.
3. Require the member to attend training, appropriate to the incident, as directed by council.
4. Censure the member publicly.
5. Limit the member's access to certain local government facilities, equipment and/or property.
6. Suspending or removing the member as deputy head of council and/or the chair of a committee, if applicable.
7. Suspending or removing the member for no longer than 6 months from some or all committees and/or boards.
8. Impose a limit on the member's participation on behalf of the municipality.
9. Impose a limit on the member's travel and/or expense reimbursement on behalf of the municipality.
10. Impose a fine on the member for up to $1,000 per occurrence, which is to be paid no later than 6 months from the decision of council and to be collected in the same manner as other taxes.
11. Impose an appropriate reduction in remuneration to the member for no longer than 6 months.
12. Make member repay any direct monetary loss realized by the municipality as a result of the member's action in any amounts determined by the investigator.
13. Make member repay any direct monetary gain they obtained from their actions in any amounts determined by the investigator.

Appendix C: Recommended Complaint and Investigator Process

1. Municipality or village will appoint a person or entity other than a Council Member or an employee of the municipality to receive and investigate complaints.

    a. The person or entity appointed must have experience in conducting investigations and in applying the principles of natural justice and procedural fairness. No conflict of interest can exist between the investigator and the parties involved.

    b. Municipalities must include the investigator's contact information on their publicly accessible website.

2. A complaint must be submitted to the investigator no later than 6 months from discoverability.

    a. Any complaints brought forward during the municipal election period of nomination day until ordinary polling day will not be investigated until the election has concluded.

3. When a complaint is received by the investigator, the investigator shall notify the CAO/clerk of the fact that a complaint has been received.

4. Investigator will determine if there is validity to the complaint. If no validity, then complaint can be dismissed.

5. If the investigator finds that the complaint is valid, the investigator shall notify the member who is the subject of the complaint that a complaint has been made about them, and it is proceeding to an investigation.

6. The investigator will begin their investigation and notify Council/the Commission through a confidential email or in camera of the fact that a complaint is proceeding to the investigation phase.

7. The investigator shall protect the confidentiality of the complainant, the subject(s) of the complaint, and all persons involved in the investigation, to the greatest extent possible, while still applying the principles of natural justice and ensuring procedural fairness.

8. The investigator shall present a report to Council, no later than 6 months from the time the complaint is brought forward, on the investigation and include a

recommendation regarding the validity of the complaint and, if applicable, a recommendation regarding an appropriate sanction.

a. If complaint is brought forward during the municipal election period of nomination day until ordinary polling day it will not be investigated until the election has concluded. Investigations already in progress at the time of nomination day will continue;

b. Council may grant the investigator an extension on when the report can be brought to council for extenuating circumstances, including a delay during a municipal election period;

c. Council is able to discuss the investigators report in camera; and

d. The member who had the complaint lodged against them will have the opportunity to review and respond to the information in the investigator's report, and make submissions to Council, prior to the Council's vote.

9. Council determines if a breach occurred and determines the sanction(s) to impose. If a councillor is the subject of the complaint or has made the complaint under the Code the councillor shall:

    a. In the case of a closed meeting, leave the room in which the meeting is held
    b. In the case of a public meeting, either leave the room or remain in the room in the part of the room for general public; and
    c. Refrain from voting on any question relating to the matter

10. Any breach of the code determined by councils shall automatically retrigger the required Code of Conduct training.

11. The section under the Code of Conduct the complaint was lodged and the investigators recommendations are made public.

12. The decision or penalty of Council/Commission on a Code of Conduct matter is final and binding on all parties.