

---

# Taking Control of Our Future

---

Final Report of  
Voluntary Planning s  
Fiscal Management Task Force  
*January 2000*



VOLUNTARY  
PLANNING

© Copyright, Voluntary Planning, 2000

Copies of this paper are available at the Nova Scotia Government Bookstore, through public libraries, on the World Wide Web at <http://www.gov.ns.ca/ecor/vp/prtf>, or by contacting Voluntary Planning.

Voluntary Planning is a voluntary association of non-government individuals and groups, funded by the Government of Nova Scotia, that operates at arm's length from government to promote sustainable development.

Voluntary Planning invites public input. Please submit your comments to Voluntary Planning at Suite 600, 1690 Hollis Street, Halifax, Nova Scotia B3J 3J9, or by calling 424-8998 in Halifax or toll-free at 1-877-520-7377, or by logging on to our website (<http://www.gov.ns.ca/ecor/vp/prtf>) and responding to the Task Force via the on-line response form.

ISBN: 0-88871-609-5

Published by Communications Nova Scotia.

*Design:* Paul Chenard

*Production:* Patti MacAulay

*Editorial:* Teresa MacNeil and Susan Lucy

*Cover film:* Wade Company Ltd.

*Printing:* Queen's Printer



---

# Table of contents

Preface ..... 3

Executive summary. .... 6

    The immediate fiscal crisis. .... 6

    The long-term structural and Vision problems. .... 9

Foreword to the Final Report ..... 13

What's new. .... 14

    Introduction. .... 14

    What we've heard ..... 14

    What we did with what we heard ..... 17

    Responding to the consultation process ..... 17

    What hasn't changed ..... 24

Introduction ..... 25

Solving the short-term crisis ..... 35

    Introduction. .... 35

    The fiscal decision-making system ..... 36

        The Program Decision Process ..... 37

        The process of evaluation ..... 39

        The budgeting exercise. .... 40

    Restructuring government ..... 41

        The ministry concept ..... 42

        Standing committees ..... 42

        The role of the Cabinet. .... 43

    Other issues ..... 44

        Reducing expenses ..... 44

        Raising revenues ..... 47

        Human resources issues ..... 49

        Political leadership ..... 50





Solving the long-term problems . . . . .	52
Introduction . . . . .	52
A Vision, goals, and action plans . . . . .	53
The budget process . . . . .	56
Openness and accountability . . . . .	57
Lifelong Learning . . . . .	59
Appendixes . . . . .	68
Appendix 1	
Recommendations . . . . .	68
Appendix 2	
Voluntary Planning Task Force Strategy for	
Fiscal Management: Terms of Reference . . . . .	72
Introduction . . . . .	72
Mandate . . . . .	72
Composition . . . . .	73
Process . . . . .	73
Appendix 3	
Task Force members . . . . .	74
Appendix 4	
Invited experts . . . . .	77
Appendix 5	
Program Decision Process . . . . .	79
Appendix 6	
Planning and Accountability Framework . . . . .	80
Appendix 7	
Public consultations schedule . . . . .	82
Appendix 8	
Lifelong Learning as the centrepiece of Nova Scotia society . . . . .	83
Appendix 9	
Bibliography . . . . .	85
Appendix 10	
List of those who made written submissions . . . . .	90
Appendix 11	
About Voluntary Planning . . . . .	100

---

# Preface

On October 20, 1999, Premier John Hamm announced that Voluntary Planning had agreed to appoint this special, independent task force to advise his new Government both on ways to deal with what it considered to be an immediate financial crisis and on structures and procedures to improve its fiscal management in the future. Our formal terms of reference were to



- undertake a review of the financial position of the Province of Nova Scotia, including its Crown corporations, agencies, boards, and commissions
- submit recommendations to ensure fiscal openness and accountability, to improve government financial management, and to eliminate deficit financing
- establish a framework or set of guidelines that will allow for the immediate review of all government programs, including its Crown corporations, agencies, boards, and commissions with a view to eliminating those programs that cannot be justified on the basis of necessity, cost, and efficiency
- recommend on any other matters the Task Force may deem necessary as a result of information coming to its attention during the course of the review.

In carrying out those tasks, the Premier invited us to study the Government's own internal files and documents, speak with those involved in the decision-making process, consult widely with other governments and outside experts, consider submissions from the public—and, oh yes, file our completed report and recommendations within 90 days of our appointment.

We accepted that challenge and, I'm pleased to report, we have achieved that objective—publishing not only this final report within the Government's timetable but also, and just as importantly, a preliminary report in December, which gave Nova Scotians the chance to respond to our initial findings (and for us to then consider their responses) before we reached these final conclusions.

I want to thank my colleagues on the Task Force, busy people with their own lives and important responsibilities, who have quite literally given up their days, nights, and weekends for the past three months to make sure that we



*We propose  
a legislative  
framework  
to help future  
governments avoid a  
similar crisis.*

not only completed our work on time but also came up with concrete recommendations for resolving our fiscal problems that are practical, thoughtful, and helpful.

In doing that, we've had a lot of help: from the staff of Voluntary Planning who put in even more hours than the members of the Task Force preparing and organizing all the research and resources, as well as in finding answers to our many questions; from the Auditor General, who served as a special advisor to the Task Force and provided us with the benefit of his hard-earned wisdom on critical issues such as financial accountability; from the visiting experts from four different provinces and the federal government who generously offered us insights into the issues we face and how other jurisdictions have handled fiscal problems similar to the ones Nova Scotia now faces; from a group of invited participants who attended special workshops the Task Force organized to discuss specific issues; from the many dedicated professionals within the province's public service who helped us understand how the current system works—and sometimes doesn't—and, of course, from Nova Scotians themselves.

During the preliminary phase of our work, 677 individuals and organizations in Nova Scotia offered their own written insights and suggestions for dealing with our fiscal problems. During the public consultation stage following publication of our preliminary report, approximately 1,250 Nova Scotians attended public meetings in nine different communities—Yarmouth, Bridgewater, Kentville, Halifax, Truro, Amherst, Stellarton, Port Hawkesbury, and Sydney—to discuss that report. Two hundred and thirteen people spoke at those meetings; another 139 offered written submissions.

Not everyone agreed with our preliminary report, of course, and not everyone will agree with this final one either.

But we think it's important to make the point that Nova Scotians—both inside and outside government—have clearly indicated they are eager to debate and deal with these issues. It will be up to the Government, as it tackles the daunting task ahead, to continue to consult and engage Nova Scotians in solving our fiscal problems. And it will be up to us as Nova Scotians to come to terms with the realities of the economic circumstances in which our government finds itself.

---

The Voluntary Planning Task Force believes those problems are very real. For more than two decades, we have been living beyond our means. We ran up deficits year after year after year. We accumulated a huge debt with no clear plan to pay it off. We claimed we eliminated the deficit without really even coming to terms with the full extent of it. We lost credibility with other levels of government and with those who lend us money. We have made ourselves—and our province's future—vulnerable to forces over which we have little control.



We can't go on this way.

We—governments and citizens—have to change, and change now. For today. And for the future. For the sake of our children and grandchildren.

*Government and citizens must change for the sake of our children and grandchildren.*

Our report isn't—and was never intended to be—a catalogue of specific recommendations on which government departments, or programs, or workers to cut and which to keep. That's clearly the responsibility of the Government and the public service. Our task was to come up with a broader framework to help the Government make those decisions fairly, rationally, and efficiently so that it can come to terms with our current fiscal crisis, bring the budget back into balance, and establish the structures and procedures that will help avoid such crises in the future.

We believe we have done that. It is now up to the Government to consider our recommendations and to begin to tackle the very real problems we all face.

Allan C. Shaw  
*Chair*  
Task Force on Fiscal Management  
Voluntary Planning  
January 19, 2000



## Executive summary

Nova Scotia has an immediate fiscal crisis—and a long-term structural problem. It makes no sense to deal with one without tackling the other. And we can't overcome either without making a dramatic change in our political culture. But beyond the pain, there is hope.

That's the capsule version of the challenge—and the opportunity—the Nova Scotia Task Force on Fiscal Management identified when it began its work in mid-October.

The challenge, and the opportunity, remains.

The success of the proposals we make ultimately depends not only on a political will to change the way government operates but also—and equally importantly—on a public understanding and acceptance that such changes should be made if we are to regain and maintain control of our economic destiny.

We are all in this together.

### *The immediate fiscal crisis*

By the end of March 2000, the Government of Nova Scotia will have added another \$500 million to our accumulated debt, bringing the total to just over \$11 billion.

We recommend that the Government eliminate its deficit and balance its books by 2002–03. Assuming no increase in provincial revenues, this means the Government must reduce its net program expenditures by approximately 12 per cent. Because there are some significant expenses over which the Government has little or no control—from the annual cost of servicing its existing debt to certain

**Total debt burden—  
(Nova Scotia)**  
\$ billions



Source: Atlantic Institute for Market Studies (AIMS)

---

federally mandated spending—and because there will inevitably be increased short-term costs associated with the necessary restructuring, the reality is there will almost certainly have to be drastic cuts in many other programs and services in order to achieve this goal.



We also recommend that the Government establish a Program Decision Process to review every program in every department, agency, board, and commission of government, including Crown corporations, fairly, rigorously, and systematically to determine if it fulfils a core governmental function and whether it can be delivered by government or others more effectively and efficiently, or whether it should be considered as a candidate for elimination.

*We also recommend that the Government establish a Program Decision Process to review every program ...*

At the same time, we recommend that each and every department and agency of government go through a budgeting exercise, preparing two separate business plans: one based on the assumption it will have 15 per cent fewer resources available to perform its functions; the second based on a 30 per cent reduction. We must emphasize that this is an exercise. Its goal is simply to provide the budgetary decision makers with options as well as an understanding of departmental priorities.

In order to oversee the Program Decision Process and the budgeting exercise, we recommend the Government appoint a small, high-level implementation team. This team, responsible directly to Cabinet, would also then be responsible for preparing proposed budgets for Cabinet that balance the books in three years. The implementation team's final duty would be to make sure those budget decisions are carried out.

The Government asked us to develop a framework for reviewing programs rather than suggesting specific programs, services, or operations to cut. But it also asked us to make recommendations “on any other matters the Task Force may deem necessary as a result of information coming to its attention during the course of the review.” With that in mind, the Task Force also recommends

- The Government should adopt a “ministries” organizational model. Such a model, which is in use in a number of other jurisdictions, would combine common-themed departments, agencies, boards, commissions, and functions under one minister. This would provide for a more rational, effective delivery of programs and services.



- The Government should establish broadly based standing committees to deal with common issues—such as human resources and information technology—across ministries. Such committees would help reduce bureaucratic turf wars and encourage everyone to put the work of the Government ahead of the interests of their particular ministry.
- The Government should streamline its organizational structure so there are as few levels of bureaucracy as possible between the deputy minister and the citizen using a government program or service.
- The Government should consider all reasonable options for increasing its revenues, including—where appropriate—imposing user fees for non-essential services, introducing a provincial surtax on cigarettes and alcohol, eliminating or reducing certain tax credits for businesses, and maintaining current levels of personal and corporate income tax, until the deficit is eliminated. It should also consider selling certain fixed assets and using the proceeds to pay down the debt.
- The Government should control health care spending. Health spending is currently approaching 35 per cent—and growing—of all government expenses. If health care spending continues to escalate at current rates it could eventually swallow every dollar government collects—and more. It is therefore imperative that government rethink health care delivery as well as its role in providing health care.
- The Task Force acknowledges that achieving the spending reduction targets the Government has set will inevitably result in some hardship. We urge the Government to ensure that the poor and the powerless do not bear the primary burden of meeting those targets. We also urge the Government to work with the people of the province, its employees, and employee unions to minimize the impact of cuts and provide for an orderly, humane transition to a smaller, more effective government and reduced levels of service.
- The Government should stop providing grants and forgivable loans to business, except in the most exceptional and publicly explained circumstances. It should also manage its existing loan portfolio in a more businesslike and professional way.
- The Government should dramatically reduce the number of provincially appointed agencies, boards, and commissions. Those that remain should be made more accountable through the appropriate ministry.



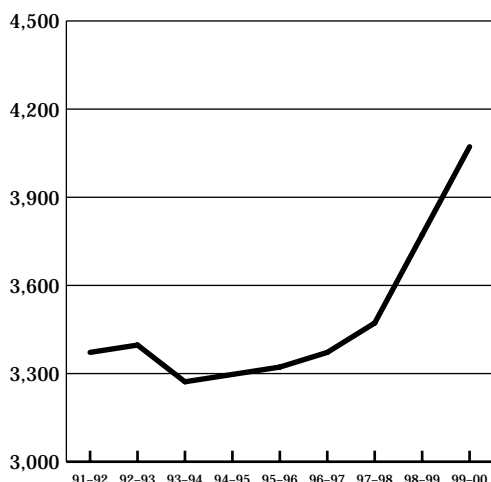
- As part of its overall debt management policies, the Government should continue to transfer as much of its foreign borrowing into Canadian dollars as is reasonable, to minimize the potentially adverse impact of currency fluctuation on our overall debt.
- The Government should continue to press Ottawa to review its policies with respect to transfer payments and cost-shared programs in health care, education, and social services.

## *The long-term structural and Vision problems*

The current fiscal crisis has developed, in large measure, because we don't have a legislated process in place to enable us to plan, assess, monitor, and review how we spend public money on a continuing basis in a way that is both open and accountable. If we don't put the proper systems in place now, future governments will almost inevitably find themselves in fiscal crises similar to, or worse than, the current one.

*If we don't put the proper systems in place now, future governments will almost inevitably find themselves in a similar or worse fiscal crisis.*

**Province of Nova Scotia—  
program expenditure trends**  
*\$ millions*



Source: Nova Scotia Department of Finance

The first step is for the Government to clearly identify a common Vision, based on fair and equitable social values, for the economic future of our province. To make sure we achieve our Vision, the Government should define a limited number of specific, measurable goals on the road to the Vision. Finally, it should put in place a legislated framework and a process we can all use to measure its performance against those goals.

The Task Force believes that our Vision for Nova Scotia's economic future should be to control our own economy in order to enhance the opportunities and well-being of all our citizens.

In order to achieve that Vision, the Government should establish—and commit itself to reaching—the following specific goals



- reduce our existing debt-servicing level from the current 19 per cent of provincial revenues to 10 per cent or to that of the national average—whichever is less—within 10 years
- become a “have” province in 10 years
- become a world leader in learning in 10 to 20 years
- significantly improve our role in world trading in 5 to 10 years.

Government must keep in mind this Vision and these goals as it develops its immediate and short-term fiscal plans.

In order to keep its “eyes on the prize” of the Vision, we recommend that the Government move beyond annual budgeting to include multi-year and next-year fiscal action plans. Such multi-year plans would help ministries focus on outcomes—where they want to be in terms of the Vision in three years—even as they deal with the inevitable day-to-day and next-year demands.

This approach will, of course, work only if it is accompanied by a process of open public consultation, continuous assessment, and regular accountability. The Government should not only consult widely—and in a timely manner—with Nova Scotians in the preparation of its budget and fiscal action plans, but it should also produce clear and understandable annual reports documenting its activities and outlining its future plans. The Government must also develop broad social and economic outcome measurements to provide the public with the information they’ll need to understand and help shape future public policy.

*... this Planning and Accountability Framework should be enshrined in legislation.*

It is not enough to depend on the goodwill of the government of the day to ensure that all of this happens. In line with repeated recommendations from the Auditor General, we believe this Planning and Accountability Framework (see Appendix 6) should be enshrined in legislation.

Once such a framework is legislated and established, it will help develop the critically important organizational culture of continuous improvement within government that will enable it to become more efficient, effective, service-oriented, and productive.

We believe smaller can also be better—if there is a clear focus on serving the citizen. We all have our own favourite horror stories of bureaucracy:

---

spending hours on the telephone, for example, calling one department after another, dealing with one layer after another of bureaucracy while trying to get the answer to what should be one simple question. We need to make it easier for citizens to get what they need from their government.



*We need to make it easier for citizens to get what they need from their government.*

During our research, we learned about Service Ontario, a government initiative to provide “a single window” for people needing particular kinds of government service. Before Service Ontario, for example, an entrepreneur might need 14 weeks to get the 40 licences and permits to start a small business. By dramatically reducing the number of licences and making it possible to apply on line, the process can now be completed in 20 minutes. The Ontario system is adapted from an Australian model that allows consumers to pay their taxes or utility bills, register to vote, obtain a copy of their birth certificate, renew their driver’s licence, or get a hunting and fishing licence, all from one kiosk or website. The system not only provides better service, it saves the Government money, too. We recognize that the Nova Scotia Government has begun to move in this direction too, but we believe it should move faster and go farther in providing such one-stop services for citizens.

While the focus of this report is on taming the deficit and debt, making government smaller, and lowering public expectations about what government can do, we don’t want to suggest for a moment that there isn’t plenty of room for optimism about our economic possibilities—or ways in which a vibrant, growing economy can generate increased government revenues that will help reduce the need for government cutbacks.

As just one example, consider the growing information technology sector. If we could achieve additional knowledge-based exports of \$1.5 billion within five years, it would mean 6,000 jobs with an annual payroll of \$360 million and increased government revenues of \$60 million per year. This is simply one example of how improving our economy will help generate revenues that will ultimately make the task of getting our fiscal house in order much less painful.

We can achieve these increases in exports—and more—but we need an economic strategy in place that will allow us to identify and coordinate those opportunities. Much of the groundwork has already been done: *Creating Our Own Future*, Voluntary Planning’s own 1991 economic development strategy



paper, and *Government by Design*, developed by the previous administration, are useful starting points for developing an economic strategy for the new millennium.

We need to begin thinking strategically—and creatively—about where we invest our scarce resources.

*We need to begin thinking strategically—and creatively—about where we invest our scarce resources.*

When the Task Force began its work, we certainly didn't expect our report on fiscal management would end with a focus on the issue of Lifelong Learning. But the more we heard and the more we investigated, the clearer it became that education in its broadest sense is a critical lever in achieving our Vision. The numbers are compelling. While they show that 40–50 per cent of Nova Scotians don't have some of the essential life skills to accomplish everyday living and workplace tasks, they also show clearly that the more education an individual has the more likely they are to be employed, the more likely the job they have will be well paying and rewarding, the more likely they will be contributing to the province's tax base, the more likely they are to be healthy, and the less likely it is that they will need to make use of public health and social services.

The idea we propose is to make Nova Scotia a learning society.

By investing strategically in making sure every one of our citizens has the opportunity to achieve their educational potential, we will reduce health and welfare costs, while increasing government revenues and improving the overall economy.

Committing ourselves to becoming a world leader in learning—a learning society—will, almost by definition, help us reach our other goals and achieve our Vision.

---

## Foreword to the Final Report



In preparing its Final Report, the Task Force has carefully considered the many oral and written presentations received during the consultation process following publication of our preliminary report in December 1999.

While the overall thrust of our report—we have an urgent fiscal crisis and long-term structural problems we must deal with now—and of our recommendations remains the same, we believe we have made some significant changes in this Final Report as a result of what we heard from Nova Scotians. Some recommendations have been dropped, others added. Some sections of the report have been expanded, some clarified, some dropped.

To help those who read our preliminary report see quickly the key changes we've made—as well as to provide everyone with an understanding of the consultation process and its impact on our Final Report—we've added a new section to the report, entitled *What's new*.

It explains what we heard, what we did with what we heard, what's changed as a result, and—equally important—what hasn't changed.

The rest of the report is a revised version of *Shaping Nova Scotia's Future*, the preliminary report we published in December 1999.



---

## What's new

### *Introduction*

In early January, the Fiscal Management Task Force held public forums in nine different communities in every region of the province to hear public response to our preliminary report, *Shaping Nova Scotia's Future*. At least one Task Force member—and often more—attended each forum. Approximately 1,250 Nova Scotians showed up for these sessions, at which 213 people spoke publicly. One hundred and thirty-nine more offered the Task Force their comments in letters, emails, and other submissions. (See Appendix 10.)

In addition, Voluntary Planning held a special board meeting to discuss the report and public reaction. Prior to that, its Taxation Committee also staged a workshop session to discuss the report. And the Chair of the Task Force met with representatives of the Nova Scotia Federation of Labour and the Nova Scotia Government Employees' Union to hear their comments as well.

As a result of some of that input, the Task Force convened two additional workshops to examine more closely some critical issues: *How to Take Control of and improve Our Economy*, and *How to implement Lifelong Learning*.

### *What we heard*

What did we learn from all that consulting?

*We couldn't help but be struck by the pervasive skepticism—bordering on cynicism—we encountered throughout the consultation process.*

Perhaps not surprisingly—given the subject matter of our report and the difficult choices we face—not everyone agreed with everything in the preliminary report. In fact, it's fair to say a clear majority of those who spoke publicly at the consultation meetings criticized our report.

While it would be impossible in the space available in this report to catalogue every criticism, comment, and suggestion, there were some common themes we want to highlight.

We couldn't help but be struck, for example, by the pervasive skepticism—bordering on cynicism—we encountered throughout the consultation process.

---

Many people who made representations to the Task Force even questioned whether the fiscal crisis we'd been appointed to advise the Government how to deal with was real, or simply the result of creative accounting designed to provide the Government with excuses to cut programs and services.



Others criticized the Task Force itself: claiming that it was an unrepresentative group appointed simply to carry out the Government's political bidding; that our preliminary report had been tailored to fit the Government's "business" agenda; and that the consultation process was a sham, since our final report had probably been written long before we heard a single word from the public. The preliminary report, these skeptics noted, had been released in the middle of the holiday season when few people would have an opportunity to consider it, and the time frame between the preliminary and final reports was far too short for any meaningful consultation to take place, let alone for the Task Force to fairly consider their suggestions. Besides, even if the Task Force were to incorporate each and every one of their recommendations into its final report, they knew the Government wouldn't pay any attention anyway. It was only interested in helping its political friends.

It was clear to us from listening that a lot of Nova Scotians have lost faith in the political process.

Perhaps related to this general skepticism, many of those who spoke at our public meetings criticized our report for what they saw as singling out public sector workers and the most vulnerable Nova Scotians to bear the brunt of the pain of dealing with the deficit and debt. Still others saw the report's recommendations as favouring the interests of the more economically prosperous regions of the province at the expense of the rest. People made it clear our Final Report must more equitably "share the pain," a phrase we heard more than once, and in more than one context.

*People made it clear  
our Final Report  
must more equitably  
"share the pain."*

Many speakers criticized the report, as well, for focusing too much on cutbacks and not enough on increasing government revenues to deal with the deficit. Many of their suggestions—from imposing additional taxes on luxury items to increasing corporate taxation—related back to the issue of fairness and sharing the pain more equitably.



There were disagreements with the Task Force's view of the role of government itself. Many felt we had not paid enough attention to what they saw as the important role governments play in delivering programs and services for citizens. This was especially true in rural communities.

Others argued we needed to pay more attention to what Ottawa's role had been in exacerbating our financial problems—reducing its deficit in part by cutting back on transfer payments to the provinces for health care and education—and what its role should be in solving those problems.

Still others made the point that, while we had identified escalating health care costs as a major contributor to our current financial crisis, we had not offered much in the way of concrete recommendations for bringing them under control or, more importantly, reducing them in the future.

In addition to those general themes, there were also some common concerns raised about specific recommendations in our preliminary report. Many people argued, for example, that the two-year time frame we had set for balancing the province's books was unrealistic and would result in too much pain for too little gain. Similarly, some argued that our 20-year target for eliminating the debt entirely was not only too ambitious but too restrictive. Others were confused about the purpose of the budgeting exercise we had recommended in which every department would be required to produce budgets based on 15 and 30 per cent reductions in funding.

None of this is to suggest that no one supported the general thrust of our preliminary report. Some even suggested our recommendations didn't go far enough or fast enough in eliminating our deficit and debt. And most of those who commented on the report—even those who criticized other aspects of it—praised our emphasis on the importance of Lifelong Learning, although many were skeptical that it would be possible to achieve our goals for Lifelong Learning while cutting back on government expenditures for education.



---

## *What we did with what we heard*

Despite the skepticism noted above, we think the consultation process was important and useful. We knew when we began that the time frame between publishing our preliminary and final reports—not to mention for the entire process itself—was extremely tight and that the holiday season would make it difficult for many people to find the time to carefully consider our report.

But we accepted then—and still do now—that the issues we are dealing with require urgent attention. We wanted to be able to make recommendations to the Government in time for it to consider incorporating them into its budget-making process for the coming fiscal year. We think most Nova Scotians will understand our sense of urgency.

We were gratified by the fact that so many not only participated in the consultation process on short notice but also offered so much thoughtful, constructive criticism. We thank them all.

Following the public meetings, Task Force members met to consider the input from the meetings as well as from the many additional written submissions we received.

We identified the common themes outlined above, and we considered the specific suggestions that people had made for changes in our report and its recommendations.

## *Responding to the consultation process*

**Skepticism.** We have heard the public's skepticism loudly and clearly; we understand where it is coming from. And we see it as the single most difficult—and important—psychological obstacle not only to balancing the province's books and eliminating the deficit but also to achieving our more ambitious long-term goals of becoming a “have” province, a world trading partner, and a global leader in Lifelong Learning.



Nova Scotians have reasons for their skepticism. We have been misled by politicians for more years than we care to recall. We have been told one thing by politicians seeking our votes and another after the votes are cast. We have allowed our votes to be bought, often with our own tax dollars. We have also seen how governments help their friends and punish their enemies with our tax dollars. More recently, we have made sacrifices to get our fiscal house in order at the behest of one government only to be told by its successor that the sacrifices we made weren't nearly enough and we must go through the process all over again.

No wonder Nova Scotians don't trust their governments.

*The danger is that this lack of trust will blind us to what the Task Force continues to believe is the true reality of our current fiscal crisis ...*

The danger is that this lack of trust will blind us to what the Task Force continues to believe is the true reality of our current fiscal crisis and will make us unwilling to take the steps necessary to regain control of our financial destiny. We worry that if there isn't broad general support for the steps necessary to get control of our future, the temptation will be for politicians to backslide, to declare a quick victory and return to business as usual. If that happens, we believe the next government will almost certainly find itself having to deal with an even worse crisis, and sooner rather than later. And with even less public support for tough measures.

We also see this skepticism as symptomatic of a broader malaise that undermines our eagerness to take control of our economic destiny for the longer term. Since Confederation, Nova Scotia has become increasingly dependent on handouts, transfers, and other forms of outside support. That, coupled with the impact of patronage, has created a sense of economic powerlessness as well as a defeatism about the ability of government to provide leadership, which has made many of our best and brightest unwilling to take on political and bureaucratic leadership roles. This must change.

The challenge to the current Government is daunting. It must not only balance the books and set us on a more prudent long-term financial course, but it must also convince Nova Scotians that it can do so fairly, without fear or favour, and without imposing undue hardship on the most vulnerable members of our society.

---

We believe the Program Decision Process and the legislative framework for openness and accountability—both key recommendations in our preliminary report and, again, in this Final Report—will improve not only the process but also, ultimately, the public’s faith in it.



Still, we know there is no magic wand we can wave to transform that skepticism—and the dependence and helplessness it fosters—into trust, or that dependence into independence.

It is up to the Government to respond to that challenge, to show real leadership.

While Nova Scotians must play a key role in this process, we believe they will—and should—also be watching to make sure that the Government follows through on the commitments it makes.

*The Program Decision Process and the Planning and Accountability Framework are key to making short and long-term change.*

**Fairness.** In its preliminary report, the Task Force identified a number of ways we believed the Government could reduce its expenditures. Many of those who spoke at our public meetings argued we had unfairly singled out public servants to bear the brunt of the pain of balancing the books. (Many of those who spoke, it should be pointed out, were public servants themselves.) They argued they had already endured salary freezes and unpaid leaves, and the Task Force was now asking them to do so again while private sector workers, the well-to-do, and corporations escaped relatively unscathed in our report.

Others claimed those who would suffer most as a result of the measures we recommended were those most in need of government services and least able to cope without them as well as those who lived in rural areas.

There were many suggestions for ways to share the pain more equitably, including

- requiring contractors and others doing business with the government to contribute to the deficit-cutting effort
- imposing a special debt-reduction surtax on wealthy individuals
- increasing the corporate tax rate
- eliminating or reducing tax credits, grants, and forgivable loans to business



- imposing a luxury tax on boats and cars valued above a certain amount.

While not all of these particular suggestions may be practical—some may turn out not even to be desirable—we acknowledge the sentiment they reflect. Over the years, all segments of society have contributed to, and benefited from, our fiscal problems, so all Nova Scotians must now contribute to the solution.

Given the combination of our own tight time frame, which made it impossible to do the kind of research that would be needed, and the reality that our role isn't so much to recommend detailed, specific measures to the Government as it is to establish frameworks for its decision making, we haven't added recommendations in this Final Report to deal with those specific suggestions.

But we do attempt to explain, in the text, the impact some of those suggestions might have on our fiscal situation. And we have reiterated our position that the Government must not solve our economic crisis on the backs of the poor and most disadvantaged in our society.

*... a mandatory unpaid leave program for the public service would be neither fair nor practical.*

We have also eliminated one of the more controversial cost-cutting suggestions in our preliminary report—that the Government consider using unpaid leave for public sector workers as a way to balance its books. We have been persuaded, as a result of our consultation process, that a mandatory unpaid leave program for the public service would be neither fair nor practical.

**Increasing government revenues.** As many people noted during the consultations, reducing expenditures is only one approach to solving our fiscal problems. We must also look at ways to increase government revenues. Perhaps even more importantly, if we are to achieve the longer-term goals we set for ourselves in the preliminary report, we must find ways to encourage economic growth in order to generate the increased revenues government will need to keep our financial house in order in the future. There are many different ways we can do this, ranging from making the real commitment to Lifelong Learning recommended in our preliminary report, to changing the culture of dependence that has worked against self-reliance for decades, to encouraging increased levels of immigration into Nova Scotia

---

that will help offset the problems created by an ageing population. The Task Force is recommending that the province work with Ottawa to ensure that Nova Scotia receives its proportionate share of new immigrants to Canada.



**The role of other governments.** While the preliminary report points out that Ottawa's reduction in transfer payments during the past decade has made Nova Scotia's fiscal problems worse, some people argued during the consultation that our final report should not only be more forceful in pointing this out but must also urge our Government to pressure the federal government to use some of its current surpluses to restore those cuts. At the same time, other people—especially those from municipalities—made the case that the province cannot and should not attempt to balance its books by downloading its costs to local governments. We agree and have incorporated those arguments into the text.

**Health care costs.** Many people pointed out that our preliminary report focuses a lot of attention on the concept of Lifelong Learning but offers very little in the way of concrete suggestions for dealing with health care costs, which we do identify as the single most expensive service government provides. One reason for the public concern, of course, is that people consider health care the most essential service government provides, and they are understandably concerned about the impact of cuts.

Even if making specific recommendations for cutting health care costs was part of our mandate—which it isn't—the Task Force had neither the time nor the expertise to evaluate specific programs or services.

Our role was to come up with the framework to help those who do have the expertise make the appropriate choices. We believe that the Program Decision Process, which we recommended and which outlines a systematic process for evaluating and prioritizing all government programs and services, will make that difficult process fair and responsive.



---

Having said that, it's also worth pointing out that one of the reasons we chose to emphasize Lifelong Learning was because the research clearly shows that improving the education level of citizens results in lower social and health care costs to the system.

**Lifelong Learning.** Even among those who supported our push for Lifelong Learning there was confusion about what it meant and how it could be achieved. We have added an appendix to our Final Report as well as an expanded section in the report itself, which we believe will both clarify this concept and provide some additional specific suggestions for implementing it.

**Time frames.** In its preliminary report, the Task Force recommended the Government eliminate the deficit within two budget years and the debt within 20 years.

*... the bond rating agencies that control our credit rating have made it clear they want to see action to eliminate the deficit quickly or our credit rating may be downgraded.*

We chose the clearly very tight time frame for eliminating the deficit for a number of reasons. We wanted to emphasize the urgency of our fiscal crisis. And it is urgent: the bond rating agencies that control our credit rating have made it clear they want to see action to eliminate the deficit quickly or our credit rating may be downgraded. We also recognized the political reality that governments are usually more willing to make difficult, even unpopular, decisions in the first few years of their mandate. The closer they get to an election, the more likely politicians will postpone or even abandon difficult decisions in the interests of getting themselves re-elected. And last, but certainly not least, we recognized that the longer the Government took to balance the books, the more our total indebtedness would increase.

Having said that, however, we also recognize that setting a time frame for balancing the books is, at least in part, an arbitrary exercise. Should it be two years? Should it be three? The most important thing is that there is a timetable that is realistic and doable. And that the Government sticks to it.

Many of those who made representations to the Task Force argued that allowing only two years to cut \$500 million from the budget was unrealistic and would create unnecessary hardship for those who depend on government services. They also made the point that there will inevitably be costs associated with restructuring that will increase rather than decrease costs in the short term.

---

We accept all of that. In our final report, we are recommending that the books be balanced in three years rather than two, although we continue to urge the Government to make most of those cuts in the first two years.



In response to the Task Force's recommendation that the Government eliminate the debt entirely within 20 years, many people argued that not only was the deadline unrealistic but so was the notion that the Government could—or should—be debt free. While governments should never borrow to pay current operating costs, government must be able to continue to borrow prudently in order to invest in necessary infrastructure and public works.

We agree, and have revised this recommendation to state that the Government should reduce its existing debt-servicing level from the current 19 per cent of provincial revenues to 10 per cent or to that of the national average—whichever is less—within 10 years.

**Confusion over the 15 and 30 per cent budget reduction exercise.** In our preliminary report, we recommended that each government department go through two separate budgeting exercises: one in which it assumed it would have 15 per cent fewer dollars to work with the next year, and the other in which it assumed it would have 30 per cent fewer dollars to work with.

Many readers found this part of the preliminary report difficult to follow. Many assumed departmental budgets would inevitably be cut by 15 or 30 per cent as a result. This was never the intention of the exercise, which was simply designed—in concert with the Program Decision Process—to help departments establish their priorities and help the Government to assess and balance those priorities in coming up with the province's overall budget.

We have rewritten this section of the final report in a way that, we hope, makes our intentions clearer.



## *What hasn't changed*

Perhaps not surprisingly, few of those who responded to our preliminary report had much to say about what we consider two of our most important recommendations:

- setting up a Program Decision Process to help the Government systematically, fairly, and quickly analyse each of its current activities to determine whether it fulfils a core government function, whether it provides good value for costs, and whether it should be considered as a candidate for restructuring, alternate service delivery, or elimination
- establishing a legislative fiscal Planning and Accountability Framework that will require the Government to plan, assess, monitor, and review its fiscal decisions on a continuous, ongoing basis and to do so in an open, transparent way that will provide the public with the information it needs to evaluate the Government's performance too.

We say not surprisingly, because we accept that those recommendations, on the face of them, may seem abstract and bureaucratic. But we believe they are not only central to the job the Government asked us to do—recommending a framework—but also, if implemented, will have a significant positive impact on both our short-term and long-term fiscal health.

That's why, perhaps not surprisingly as well, those recommendations continue to be central to our Final Report. As does our continued belief in the rationale for this report.

Some of those who spoke during our public consultation argued that what we called a fiscal crisis is nothing of the sort and had simply been manufactured by the Government as an excuse to cut the size of government.

We don't buy that argument.

The deficit crisis is real. The debt problem is serious. We will either deal with them ourselves or the bond rating agencies will deal with them for us. We believe we have no choice but to tackle both of them immediately and sincerely. Our Final Report, like the preliminary one, reflects those clear convictions.

*The deficit crisis is real. The debt problem is serious.*



# Introduction

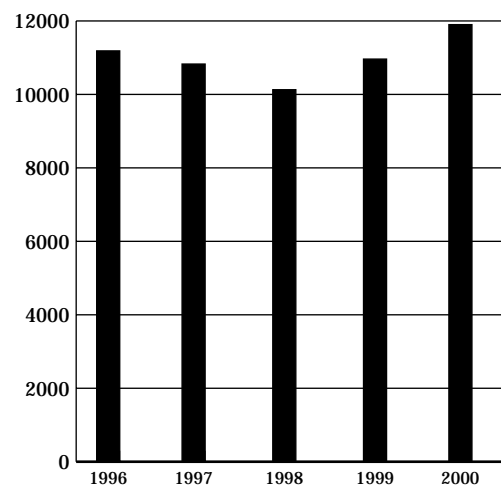
The problem is deceptively simple.

We spend more each year than we take in.

The Government of Nova Scotia, in fact, has been spending more and taking in less each and every year since 1976. To make up the difference, our governments have borrowed more money each and every year for the past 23 years. But they never paid any of it back. Instead, they paid only the interest

## Total debt burden per capita (Nova Scotia)

*\$ thousands*



*Source: Atlantic Institute for Market Studies (AIMS)*

on the money they had previously borrowed, so the total debt—this year's shortfall on top of last year's deficit added to the previous year's overspending—just kept growing. And growing. And growing ...

By the end of this fiscal year, in fact, Nova Scotians will collectively owe a grand total of about \$11 billion; that's the equivalent of nearly \$12,000 for every child, woman, and man in the province. Two billion dollars worth of that debt, it's worth noting, has been added in just the last five years. If we don't do something about it now, our children's children will still be paying for debts that were run up in our parents' time. And, make no mistake, that debt continues to mount. By the end of this fiscal year alone, we'll have spent another \$500 million more than we took in.

Why should that concern you?

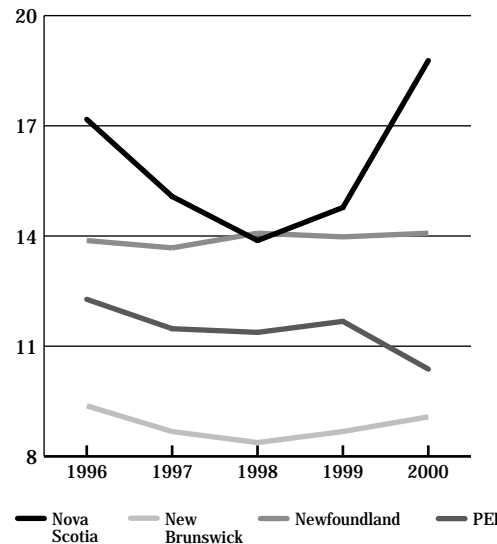
Well, for starters, since we have to pay the interest on all that old debt out of the revenue the Government brings in during the current year, there's less new money available to spend on our current needs. In fact, our Government



*... our Government now spends about 19 cents of every dollar it takes in just to pay the interest on our debt.*

now spends about 19 cents of every dollar it takes in just to pay the interest on our debt. That's roughly the same amount we spend on education and significantly more than we spend on social services. In essence, it means we took in nearly \$1 billion last year that we couldn't choose to spend on ongoing programs or services, or use for tax relief, or even finally pay down the debt we've built up over the years. Continuing to borrow just to pay the interest on money we have already borrowed results in a never-ending cycle that only keeps dragging us deeper and deeper into debt and making it harder and harder to ever escape from under the crushing weight of that burden.

**Debt-servicing charges (Atlantic Provinces)**  
% of total revenues



Source: Atlantic Institute for Market Studies (AIMS)

Our debt not only limits our fiscal flexibility but it also makes us more vulnerable to a whole range of economic fluctuations over which we have no control. It's estimated that 46 per cent of our debt is currently owed to foreign lenders, much of it in American dollars and subject to fluctuations in the value of the Canadian dollar. That means if the value of Canada's currency goes down relative to the U.S. dollar, our debt will instantly go up. How serious might that be? We've been told a one-cent increase in the value of the American dollar could increase our total debt by \$30 million. Just like that. And we are vulnerable, too, to changes in interest rates.

As our debt becomes larger and the amount it takes to service it uses up more of our current revenues, those who lend us money—quite reasonably and understandably—become nervous about our ability to pay it back. They may eventually decide we're not such good credit risks any longer. In the worst case scenario, they might ultimately decide we're such bad risks that they don't want to lend us any more money.

And then where would we be?

---

We simply can't go on like this.

We need to get our economic house in order.

This isn't a partisan argument. You may be among those who believe that government is too big and we need to reduce its influence in our everyday lives. Your neighbour may believe an activist government is central to our social well-being. Despite those very different philosophies and goals, this Task Force believes that the one thing you can both agree on is that we must be in control of our own financial future in order to achieve either of your goals. If we didn't have to pay out all that money each year in interest, governments would have the flexibility to choose to spend more on providing services for people, or to reduce taxes, or perhaps even both. We simply don't have those options at the moment.

That's why getting back control of our own financial future must be the province's number one priority—the necessary first step without which all other steps will be meaningless.

That is also why the Premier asked Voluntary Planning to offer suggestions for balancing the budget and for establishing a framework for fiscal reform that the new Government could use to help it, as the Government press release put it, "redefine what government is and ... what it isn't."

The only organization of its kind in Canada, Voluntary Planning has been providing independent, non-partisan advice to successive Nova Scotia governments since 1963. Our Task Force represents a broad spectrum of views among our organization's 350 volunteers, who, in turn, represent more than 250 community, business, industry, and labour organizations.

Over the past three months, the Task Force has examined the province's current financial situation. We have looked at ways other governments in other places—including Alberta, Manitoba, Ontario, New Brunswick, and Ottawa—have come to terms with their deficit and debt problems. We have met with experts to hear their suggestions for more open and accountable systems for managing the spending of public money. We have consulted with other experts in various fields and conducted an international search of the appropriate literature. Prior to the publication of our preliminary report, we



*The Task Force received more than 800 written submissions.*



considered submissions from more than 677 individuals and organizations in Nova Scotia who offered us a broad range of thoughtful concerns and interesting suggestions for achieving the tasks that the Government has set for us. Since the release of the preliminary report, we have held well-attended meetings in nine different communities at which 213 people offered us their feedback publicly, and we have received an additional 139 written submissions. (See Appendix 10.)

Not all those suggestions have ended up in this report, of course, and we don't have the space to list all of them here. But a quick sample will give you a flavour of the scope and creativeness of their thinking: from establishing business-tax-free zones outside metro Halifax to providing students, doctors, and patients with a full accounting of the real cost of their education or health care services; from setting up a 1-800-NS-IDEAS line to solicit cost-cutting advice to setting up a public "debt meter" as an ongoing visual reminder of our fiscal situation; from increasing corporate and personal taxes to decreasing corporate and personal taxes; from organizing a special lottery for debt reduction to increasing public support for sports, recreation, and culture.

In addition to the specifics of what we learned from the ideas we heard from our fellow citizens, we also quickly came to understand just how seriously Nova Scotians take our fiscal problems and how eager they are to help solve them.

If describing our fiscal problem is simple enough, solving it—we have discovered—will be anything but. For starters, there is no single solution that can magically and painlessly restore us to good fiscal health and well-being. And the fixes, whatever they are, will not be quick either; this is, after all, a problem that has been almost 25 years in the making and will not be solved in a day, or a year, or even in the term of a provincial government.

*We Nova Scotians must fundamentally rethink what we expect of our government.*

We Nova Scotians must fundamentally rethink what we expect of our government. In the short term certainly, we are also going to have to make many difficult and painful economic choices about what we can afford and what we can't.

Wait a minute, you may be saying to yourself. Haven't we been down this road before?

---

We have ... sort of.

In 1993, the then-new Liberal Government of Dr. John Savage similarly declared that the financial situation it had inherited from the previous Conservative Government was a mess and introduced a series of austerity measures—from unpaid holidays for public servants to cutbacks in government services—which, it believed, would solve the problem. By the late 1990s, it seemed they had. The Government was even able to introduce several budgets in a row it claimed were balanced.



Problem solved? ... Well, not really.

The reality is that the Government's so-called balanced budgets were based on the false premise that the deficit it had eliminated represented the true state of the province's finances. It didn't. The Government had been using an accounting policy that didn't take into account the annual losses from a whole range of what is also, in fact, public spending—including spending on regional hospital and school boards, Sydney Steel, Nova Scotia Resources Ltd., and so on. This was no secret even at the time; the Auditor General pointed out the problem to the Government numerous times, but the Government chose not to act.

We don't want to minimize what was accomplished during the early to mid-1990s. Indeed, the statistics—even adjusted to take into account those other costs—do show there were significant reductions in the annual operating deficits during that period. But our real financial situation was, in truth, much worse than it seemed. So the sacrifices we made at the time—while certainly necessary and important—are only the beginning of what we must now do to finally put our financial house in order.

To make matters worse, the fact that we didn't deal with the real situation at a time when most other governments were getting their financial houses in order means we must now come face to face with still-more daunting fiscal problems at a time when our fellow citizens in many other jurisdictions are considering what to do with their "fiscal dividend."

It would be easy to blame successive administrations for misleading us about the true state of our fiscal affairs. But the truth is there's more than enough



blame to go around. We've been running up deficits and accumulating debt—and finding ways to avoid accurately accounting for it—for nearly 25 straight years through six different administrations representing two different political parties.

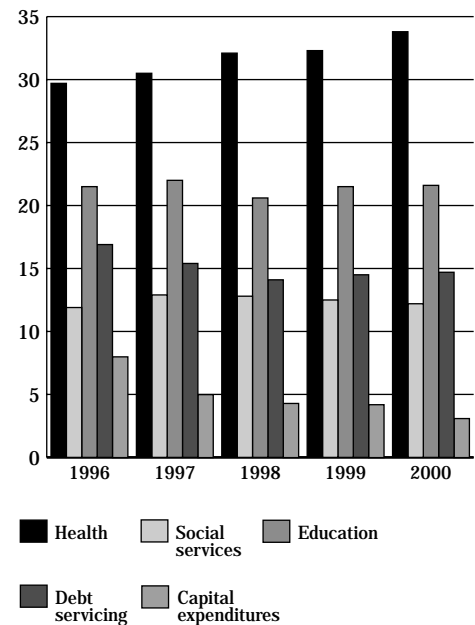
And we can't pretend that we as taxpayers and voters don't at least share some responsibility for our current problems. As a society, we have traditionally expected a lot from our governments—without necessarily asking the important question about how all those things we wanted were going to be paid for. We continue to make demands on the public purse, even now. And, while we claim we don't want our governments to live beyond their—which is to say our—means, we are quick to criticize them if they do try to eliminate or reduce our pet programs or services.

It is probably no coincidence that most governments that have attempted to implement cost-cutting measures in recent years have done virtually all of their cutting in the first few years of their mandates. After that, they tend to become more concerned about their own re-election prospects, and they begin to make promises that they believe we want to hear, but that they know they shouldn't (and often know they can't) keep.

*We citizens have been part of creating this problem; we must also be part of the solution.*

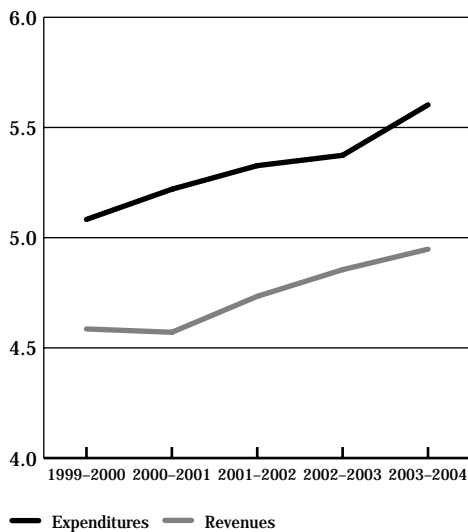
We citizens have been part of creating this problem; we must also be part of the solution. As we do in our own daily lives, we must recognize that governments must live within their—which is to say our—means. We can't regard government resources as inexhaustible and we can't expect government to use those resources—which is to say, again, our collective resources—to solve every problem.

**How your money is spent  
(Nova Scotia)**  
% of total spending



Source: Atlantic Institute for Market Studies (AIMS)

**Projected expenditures  
and revenues  
1999–2000 to 2003–2004**  
\$ billions



Source: Nova Scotia Department of Finance

There is no “best” time to deal with our financial crisis, and, truth be told, we no longer have the luxury of deciding for ourselves when to begin addressing the issue. But it’s worth noting that our economy generally is in the best shape it’s been in this decade.

That’s not to suggest that every part of the province has benefited equally from the overall prosperity. There is, in truth, more than one economy in Nova Scotia. While metro Halifax may be in the midst of a boom, Cape Breton is reeling from a series of economic reversals. And the economic

prospects and problems are different in urban centres than they are in rural areas. The Government must recognize—and account for—these disparities as it seeks ways to balance its books.

But that doesn’t change the fact that the economy generally is better able to cope with the impact of cutbacks than at any time this decade. As the Dominion Bond Rating Service put it in a recent report on the province: “Nova Scotia’s economic fundamentals have improved in recent years with a more diversified economic base, low inflation and an unemployment rate that has been on a downward trend for the last five years. Nova Scotia’s economy is expected to register growth of 3.4 per cent in 1999, buoyed by a number of major capital projects, and continued strong exports and tourism.” All of that—even coupled with the recognition that this prosperity is not evenly distributed throughout the province—should help us weather the inevitable problems that dealing with our deficit crisis will create.

In practical terms, the election of a new majority Government also offers a small window of opportunity to make painful but necessary decisions that will allow us to begin to get back control of our finances.



*... the economy generally is better able to cope with the impact of cutbacks than at any time this decade.*



But the opportunity for real and lasting change will be wasted if the new administration doesn't do much more than balance the books in the short term. There is much, much more that needs to be done to make sure we will have a sustainable economy now and for the future. But realistically, governments are unlikely to make the long-term changes that need to be made unless they believe we as citizens understand—and accept—the need for them. We must give our politicians the courage of our convictions; we must make it clear that we are prepared to change our expectations of government in the short term in order to ensure our economic future in the long term.

What must be the role of the Government in all of this?

*... the Government must establish immediate, short-term, and long-term targets that are clear, realistic, and fair ...*

For starters, the Government must establish immediate, short-term, and long-term targets that are clear, realistic, and fair

- for balancing the books on an annual basis
- for reducing the accumulated debt over time.

If those targets are to be meaningful, they must, of course, be combined with equally clear, realistic, and fair methods to regularly and continuously monitor and measure their progress against those targets.

And, perhaps even more importantly for the longer term, government must put a permanent framework in place for ongoing planning, public consultation, and accountability so that this Government—and whatever governments follow—can stay on track in future.

The Hamm Government has already taken what we believe is an important first step in this larger process by changing its financial reporting policy to reflect more accurately the real state of our public finances. We say that without intending to be partisan. After consulting with the Auditor General, we are satisfied that the new system simply reflects what the accountants like to call “generally accepted accounting principles,” meaning that the people whose job it is to assess such things believe it accurately represents the true costs and debt of government. While it is true there may yet be other figures we will ultimately need to account for in our financial reporting—environmental liabilities, unfunded pension liabilities, and so on—we believe that we can use those figures as an acceptable starting point for determining where we are now, and as a valid benchmark against which to measure our progress in future.

---

The Government has also already identified its own primary short-term fiscal target: eliminating the province's annual deficit.

While that helps us recognize the target, it won't make achieving it any easier. The prospect of moving from an annual deficit that will nudge \$500 million by the end of this fiscal year to one that is balanced in just three years is, to say the least, a daunting one. Five hundred million dollars represents approximately 10 per cent of the total the province will spend this year.

While there are opportunities to increase revenues to help offset some of those expenses, it is clear that that shortfall is far too significant to be made up simply by increasing the amount of money the province takes in each year.

And our immediate options are limited as well by the fact that there are some expenses the provincial Government must pay—the interest on the debt, for example, and our obligations under the Canada Health Act—that are beyond our immediate control.

What that means is that, if the Government is to achieve the short-term goal it has set, the Government simply cannot continue to do everything it does now and meet that target.

Our role as a task force was not to identify the specific cuts the Government should make to achieve its targets but rather to establish the framework so that those choices can be made rationally, fairly, and effectively.



*... the Government simply cannot continue to do everything it does now and meet that target.*



*...we must  
reconsider the role  
our provincial  
government plays in  
our lives.*

In order to develop that framework, we must reconsider the role our provincial government plays in our lives. What are the vital core functions government must perform? What criteria should we use to decide what's essential, and what's not? Within that context, what can we realistically afford? How do we make sure that those functions we do deem essential—but beyond the means of government to provide under the current circumstances—continue to be provided effectively but efficiently by someone else? Finally, how do we make sure that those who will inevitably be adversely affected during what will certainly be a difficult transition are not only treated fairly but also do not end up becoming an additional burden on the province's limited resources?

Answering those questions—as important as they are—is, of course, only the beginning. Once we get our current financial crisis under control, we must deal with the question of how to make sure our economy is sustainable and the government is doing what it ought to be doing to achieve our long-term goals. How do we create the framework so government—and citizens—can continuously monitor and assess our province's fiscal performance?

In short, how do we take control of Nova Scotia's future?

---

# Solving the short-term crisis

## *Introduction*

When we talk about solving the short-term crisis, we are referring to what we need to do between now and the end of the next three fiscal years, not only to achieve a balanced budget but also to remake government into a smaller, better, and more service-oriented operation as well as one that is more accountable to the taxpayer and more credible to everyone. That is Job 1—and the Task Force's first recommendation.

**RECOMMENDATION 1:** The Government should balance the provincial budget by 2002–03 as part of a broader process of rethinking government so it becomes a smaller, better, more service-oriented, and accountable operation.

Before we get into the specifics of what that means and how to go about achieving it, it is important to point out that all of these short-term solutions must fit into the Government's long-term Vision. While we will explore the elements of that Vision in more detail in the next section, it's worth simply stating it at this point to indicate that all of our short-term goals are in keeping with our Vision, which has both economic and social dimensions

- to gain control of our own economy in order to enhance the opportunities and well-being of all our citizens.

Because our Vision involves more than simply cutting expenditures, the Task Force doesn't believe it makes sense for the Government to cut costs indiscriminately across the board, selecting some magic percentage reduction target in order to achieve the goal of balancing the books, instructing every government department to eliminate that percentage from its operating costs, and damning the consequences. But neither does the Task Force believe it is possible for the Government to make the magnitude of cuts in the time frame we've set out and continue to provide all the services it now offers.

Choices must be made.

The problem is that, in the absence of a fair and efficient formula for determining which programs and services should have first call on limited



*... the Task Force doesn't believe it makes sense for the Government to cut costs indiscriminately across the board.*



---

public resources, how can governments make rational fiscal decisions? And will the public, too used to governments making decisions on the basis of patronage, accept that these decisions have been made fairly and equitably?

In order to regain control of our fiscal situation, of course, we first have to understand what the situation actually is. That isn't as easy as it sounds. Governments grow incrementally. A program is created to meet a need here. A service is offered in response to a demand there. Those programs and services develop lives of their own. Once established, they become difficult to eliminate, often even after the real need for them has disappeared. After a while, the Government is offering so many programs and services no one knows how many there are, let alone which ones are still necessary, or doing the job they were intended to do.

### *The fiscal decision-making system*

**RECOMMENDATION 2:** The Government should adopt and implement a fiscal decision-making system that is rational, fair, efficient, credible, open, and accountable.

The Government has already taken an important first step in laying the groundwork for this new approach to fiscal decision making. Its Priorities and Planning Secretariat (P&P) has collected the information necessary to provide a baseline inventory and initial categorization of every existing government program and activity. As a result of its work, P&P has identified significant potential savings. This is encouraging.

We believe creating the inventory is an important beginning. But it is only a beginning. The next step for the Government is to

- put a framework in place to evaluate all of its programs
- require all departments to go through a budgeting exercise to prioritize their programs and services
- establish an interdepartmental implementation team to assess the results of the departmental evaluation process and budgeting exercise, prepare budget recommendations for Cabinet, and then make sure whatever Cabinet decides is acted upon and implemented.

---

## *The Program Decision Process*

**RECOMMENDATION 3:** The Government should adopt a Program Decision Process that will allow it to analyse systematically, fairly, and quickly each of its activities to determine whether it

- fulfils a core function of government
- provides good value for its cost
- should be a candidate for restructuring, alternate service delivery, or elimination.



*The Program Decision Process is a key tool.*

This recommendation—which responds directly to the Government’s request for a framework for evaluating government programs to determine which should be maintained and which can be eliminated—is critically important; we see it as the key tool the Government can use to help solve our short-term fiscal crisis in a fair and efficient way without engaging in arbitrary, across-the-board cuts.

What do we mean when we say a core function of government? We believe government has two main functions: setting the public policy course and implementing those policies by delivering services.

Traditionally, governments were primarily in the business of setting policy. But over the past 30 years, as the role of government has expanded, more and more of its activities relate to delivering services. Today in Nova Scotia, in fact, nearly 70 per cent of the annual provincial budget goes to delivering programs and services.

Given the current financial crisis, we simply can’t afford to keep doing that. That’s not to say there isn’t a vital role for government to provide services itself, but the focus must shift back to government’s role in policy making.

The Task Force has identified the following, in no particular order of priority, as the core government functions:

- policy and planning
- strategic investment
- legislative/regulatory
- standards/measurements
- quality control/audit



- delivery of selected public services
- accountability/reporting

The Task Force has developed a standard, step-by-step framework (see Appendix 5, Program Decision Process) the Government can use to analyse each of its programs and services as well as all its agencies, boards, and commissions. This framework provides clear criteria to determine whether the program or service is a core function of government, as well as to assess the value of each program and the cost to deliver it.

By evaluating each program in light of the core functions and the framework, it will be possible to determine which programs should be considered for

- continuance
- continuance with modification
- alternate delivery
- termination.

Under the framework, each program would also be designated high or low value depending on

- its immediate, short-term, and long-term impact on the health, security, and welfare of Nova Scotians
- whether it benefits a small segment of the population or Nova Scotians as a whole
- its immediate, short-term, and long-term impacts on a community, on an industry, or on sustainable economic development.

Each program would be designated high or low cost depending on

- how much the program or service costs per capita in comparison with past costs, with costs in other jurisdictions, etc.
- the consequences of not delivering it.

---

Measuring each program against these value and cost criteria would allow the program to be classified as:

- A = High value, low cost
- B = High value, high cost
- C = Low value, low cost
- D = Low value, high cost

Within these general classifications, departments and agencies could then rank each of their programs according to priority.

By using such criteria, policy makers may determine, for example, that there are alternative, less costly ways to deliver some high-value/high-cost programs. They may also decide that even though some programs appear to be low value because they don't affect Nova Scotians' collective health, security, or welfare, they may still be important to maintain because they preserve and protect minority rights, for example, or because they cost relatively little to provide.

In other words, the Program Decision Process is designed to provide a rational, flexible way to evaluate and balance the costs and benefits of competing programs.

### *The process of evaluation*

It won't be enough, of course, to simply analyse, categorize, and prioritize government programs. Someone—or some group—has to take responsibility for making sure that the process is followed and that it leads to the appropriate decisions.

**RECOMMENDATION 4:** The Government should establish a small interdepartmental implementation team of deputy ministers to coordinate the accomplishment of its deficit elimination strategy.

This implementation team would consist of the Deputy Minister of Priorities and Planning, the Deputy Minister of Finance and two other senior deputy ministers, plus staff seconded as needed. The deputy minister of any department whose programs were being reviewed by the team would also participate in its deliberations.



*... the Program Decision Process is designed to provide a rational, flexible way to evaluate and balance the costs and benefits of competing programs.*



The role of the implementation team would be to

- oversee the initial screening of all programs using the Program Decision Process
- coordinate the departmental budgeting exercise (see below)
- prepare overall budget recommendations for Cabinet based on the results of the Program Decision Process reviews and budgeting exercise, as well as its own analysis and deliberations
- monitor to ensure the budget approved by Cabinet is adhered to.

The implementation team, a short-term group, would report directly to Cabinet and would be disbanded after the Government achieves its balanced budget. Cabinet, with the support of a properly and professionally staffed Priorities and Planning Secretariat, would continue to be ultimately responsible for making sure that its fiscal objectives are achieved.

**RECOMMENDATION 5:** The Government should strengthen the role of the Priorities and Planning Secretariat (P&P) as the Government's corporate planning agency. P&P should also monitor implementation of the restructuring process, including overseeing legislative and regulatory reform, streamlining management, developing a more service-oriented approach, and implementing alternate delivery systems.

### *The budgeting exercise*

**RECOMMENDATION 6:** The implementation team will ensure that the Program Decision Process is applied by each department and agency. Each department and agency should prepare two business plans for the next fiscal year on the assumption it will have 15 per cent fewer dollars to work with and a second on the assumption it will have 30 per cent fewer dollars to work with. This process should be repeated in years two and three.

It is important to make the point here that this is an exercise, not the preparation of an actual budget. It doesn't mean departments will be arbitrarily cut by 15 or 30 per cent. The goal of the exercise is simply to clarify departmental service priorities and to help those who will make budget decisions for the Government as a whole understand those priorities.

---

How would it work?

Well, let's look at what actually happened in Alberta several years ago when that province put its departments through a similar budget-cutting exercise, using reduction targets of 20 per cent and 40 per cent. It turned out that in some departments cutting the budget by even 20 per cent would have meant the elimination of essential services, while in other departments it was possible to reduce expenses by more than 40 per cent and still not affect essential services. As a result, the budget the Cabinet eventually adopted involved cuts ranging from 11 per cent in one department all the way to 49 per cent in another.



While this is an exercise, however, it is anything but a frivolous one.

We know the Government must cut approximately \$500 million from its current operating budget over the next three years if it is to balance its books by March 31, 2003. We have chosen 15 and 30 per cent as the reduction targets for this exercise in order to give the decision makers a range of choices as they prepare the Government's overall budget.

### *Restructuring government*

The measures outlined above are intended as an immediate response to the current crisis. We must get our economic house in order—and quickly—to balance the books by 2002–03.

But there are other measures the Government can take in the short term that will not only help it achieve its immediate fiscal objectives but will also put in place structures to produce smaller, more effective, and more service-oriented government for the long term. Some of these, and other, changes we recommend will require legislation. But this should not be an excuse for delay.

**RECOMMENDATION 7:** Government should revise its organizational structure to ensure that there are as few layers of bureaucracy as possible between the deputy minister and the person receiving any government program or service. As part of this process, the Government must also ensure proper training is available for staff to develop and enhance the culture of service.



### *The ministry concept*

In our research, we discovered that a number of jurisdictions have fundamentally restructured and streamlined the organization of their governments by combining similar-themed departments, programs, services, boards, commissions, and agencies under a single ministry. Such a restructuring would make government structure more logical and also more efficient.

Within the umbrella of a health ministry, for example, one might find not only the programs and services currently provided by the Health Department but also some of the mental health and long-term care services now under the auspices of Community Services or healthy lifestyles education programs offered by the Department of Education.

**RECOMMENDATION 8:** Government should adopt a ministry approach in restructuring its operations.

### *Standing committees*

Traditionally, governments were organized vertically within departments, or even ministries. Those who worked in them sometimes confused their own bureaucratic interests with the interest of the government as a whole and with the public interest. The result was that the parts became more important than the whole.

But if the “whole” is the Government’s overall agenda, then it is clear this tendency to territoriality is counter-productive and must be broken down.

When we brought together a group of experts for a workshop to discuss Lifelong Learning (see Solving the long-term problems), they not only identified five different existing government departments—Education, Health, Justice, Community Services, and Economic Development—they believed should be involved in any Lifelong Learning initiative, but also warned us that turf wars within the existing bureaucracy would be the single greatest obstacle to achieving our objective of developing such a Lifelong Learning culture in Nova Scotia.

---

Other governments employ inter-ministerial standing committees—focusing on such broad concerns as human resources, information technology, infrastructure, and marketing—to bring together officials from different ministries to achieve common goals as well as to encourage them to put the work of the government ahead of the interests of their particular ministry or group.



**RECOMMENDATION 9:** Government should establish inter-ministerial standing committees as a way to overcome territoriality and encourage the achievement of overall government goals. These standing committees will be responsible to the Cabinet.

### *The role of the Cabinet*

One of the Cabinet's key roles is to be responsible for the provincial budget. But this is a policy and oversight responsibility, not a day-to-day micro-management role. Cabinet must set the budget, accept its bottom line as "sacred," let its managers manage it, and then hold them accountable for the results. Nova Scotia needs to implement a strong Cabinet committee system to deal with the everyday housekeeping details and allow the Cabinet to focus on the broader issues.

*The budget must be a sacred document.*

That is not to suggest there won't be the need from time to time for Cabinet to make changes within the overall budget to enable government to launch a new initiative or respond to an urgent need. But in order to safeguard the integrity of the budget process, it's essential that the Cabinet then find corresponding ways to reduce or eliminate other programs to keep the overall budget in balance. The budget, we say again, must be a sacred document.

Traditionally, cabinets, under pressure to make decisions, have also often failed to consider—or even have the information available to consider—the impact on the province's finances when they approve requests for funding. This must not be allowed to continue.



**RECOMMENDATION 10:** The Cabinet should adopt new tools to help it keep track of expenditures and the impact of its decisions on the current and future provincial budgets. As part of the process of accountability, it should also immediately disclose to the public any decisions it makes that will have an impact on the budget. This disclosure should include information on the estimated costs of any decisions.

### *Other Issues*

The Government did not ask us to—and we did not—attempt to identify specific programs or services that should be eliminated. We leave that to those who know better the details of individual programs and services. We believe the process and framework described above will assist them in that difficult task.

Our terms of reference, however, did invite us to make recommendations and observations to the Government “on any other matters the Task Force may deem necessary as a result of information coming to its attention during the course of the review.”

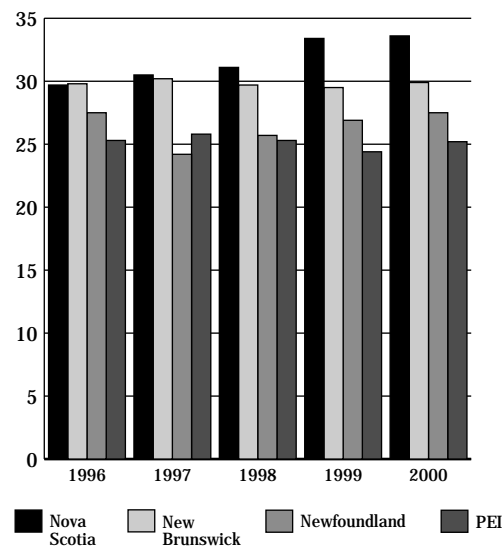
There were many of them.

### *Reducing expenses*

Government must consider all possible options for reducing the deficit, including various ways to reduce its expenses. These include

- **Health care spending.** This, of course, is the single most expensive service government provides. But the figures show health care spending per capita is greater in Nova Scotia than in other provinces and that, worse, health care spending generally is continuing to rise. It currently represents almost 35 per cent of all government

**Health spending as a percentage of total spending (Atlantic Provinces)**  
% of total spending



Source: Atlantic Institute for Market Studies (AIMS)



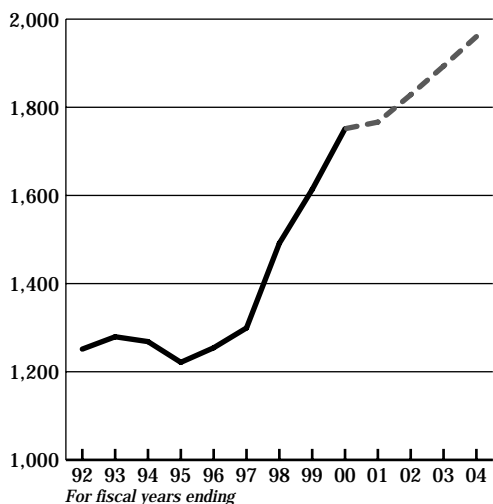
spending, and, if it continues to escalate at current rates, health care alone could consume every dollar the government raises.

Clearly, this cannot be allowed to continue. Government not only must find a way to cap health care expenses but it must also actually find ways to significantly reduce them if it is to achieve the goal of a balanced budget in three years.

It won't be easy—some of these expenses are mandated under the Canada Health Act—but we believe there are plenty of opportunities for more creative approaches to reducing costs. We have suggested one modest measure that we think will have more than one benefit: providing both patients and caregivers with a full accounting of how much their various services, tests and treatments cost the system. This measure could not only reduce costs by making patients and physicians think twice before

demanding or ordering expensive tests or services but it would also make the system more open and accountable as well.

**Province of Nova Scotia—  
expenditure trends for health**  
\$ millions



Source: Nova Scotia Department of Finance

cut costs while maintaining all services; we must give them a realistic budget and demand that they make the necessary decisions to meet their budgets. We believe the Program Decision Process we have recommended will be critical in helping administrators better analyse what they do now and prioritize programs and services.

In order to achieve the necessary reductions in health care costs, the Government will also have to look at other ways to reduce the costs of administering the health care system, at alternative ways of delivering health care such as home care, at increasing investment in efforts to improve lifestyles in order to reduce medical expenses, and so on.

At the same time, we can't continue to tell hospital administrations to

*... we can't continue to tell hospital administrations to cut costs while maintaining all services ...*



• **Grants, loans and forgivable loans.** Given our current financial crisis, the Government must reconsider its policies for making grants and forgivable loans to business. While there may be valid economic development reasons for governments to provide such financial assistance—especially in rural areas and to support new, knowledge-based businesses that lack physical collateral—we believe that they should be used only in exceptional circumstances and that there should be full public disclosure in each case. We also believe that the process by which the Government grants and manages all loans should be more businesslike as well as open and accountable. The Government may wish to consider taking equity positions in companies to which it loans money in order to safeguard its investment and ensure that public funds are being used for the intended purposes

**RECOMMENDATION 11:** The Government should provide grants or forgivable loans to business only in the most exceptional circumstances, such as to support rural economic development or assist knowledge-based industries that lack physical collateral. There should be full public disclosure of all such loans or grants.

*There should be full public disclosure of all loans or grants.*

• **Agencies, boards, and commissions.** Nova Scotia has over 300 provincially appointed agencies, boards, and commissions—from the Apple Maggot Review Board to the Youth Advisory Council, from the Children and Family Services Act Advisory Board to the Board of Registration for Embalmers and Funeral Directors. While many of these groups undoubtedly do useful and important work, there are simply far too many of them for a province of our size. When the Task Force looked at the situation in other provinces, we found that some provinces that are significantly larger than Nova Scotia have far fewer agencies, boards, and commissions. Worse, it appears there are no standards for determining whether or how much appointees are remunerated and no consistency in determining whether or how they are to be publicly accountable.

**RECOMMENDATION 12:** The Government should require all agencies, boards, and commissions to be subject to the same sort of program review process as other government programs with a view to dramatically reducing their numbers.

• **Hedging.** The size of our debt, of course, is a major concern. But so is the nature of that debt. The fact that so much of it is owed to foreign lenders

---

and subject to the vagaries of international currency fluctuations is cause for serious alarm. Since 1994, the province's Department of Finance has made important progress in reducing the level of our foreign exposure ratio from 72 to 46 per cent through a process known as hedging (swapping the foreign debt into Canadian dollars). It has accomplished this in spite of significant declines in the value of the Canadian dollar that masked its very real progress in reducing our exposure. Still, Nova Scotia's foreign exchange exposure continues to be too high according to the Provincial Finance Act; it recommends the level be "20 per cent or less of the total public debt of the Province." The Task Force believes the Government should go even further.



**RECOMMENDATION 13:** The Government should set as its goal to hedge 100 per cent of its foreign debt. It should report regularly on its success in reaching that goal.

- **Reconsidering the fiscal union.** As the Task Force examined the province's fiscal problems, we were struck by the extent to which provincial spending is mandated by, or tied to, federal legislation, and the extent to which Ottawa in recent years has reduced the amount it contributes to funding such programs. This is not just Nova Scotia's problem, of course. We believe it is past time for a full public debate on the future of Canada's fiscal union, and we think the Nova Scotia Government should take a leading role in encouraging this debate.

Now that the federal government is reporting budget surpluses—thanks in part to its reductions in transfer payments to the provinces—we also believe the Nova Scotia Government should continue to press Ottawa to use at least part of these surpluses to restore transfer payments to more realistic levels. It goes without saying that Nova Scotia's moral leverage in this regard will be significantly improved if it can demonstrate that it has taken the necessary steps to put its own financial house in order. Conversely, its position will be weakened if it attempts to download any of its financial problems to municipalities.

*... the Nova Scotia Government should continue to press Ottawa to use at least part of these surpluses to restore transfer payments to more realistic levels.*

### *Raising revenues*

While the Task Force doesn't believe the Government can—or should—attempt to solve our very daunting fiscal crisis only by raising revenues, we do believe it is incumbent upon Government to consider all possible options



---

for reducing the deficit, including ways to increase revenues. These include

- **Fixed Asset sales.** Many submissions the Task Force received suggested selling off certain public assets to reduce the debt. The assets named included Nova Scotia Resources Ltd., the Nova Scotia Liquor Commission, and the provincially owned resort hotels, among others. While the Task Force believes selling some assets may be both necessary and desirable, we think it is important to raise a number of cautions.

**RECOMMENDATION 14:** The Government should undertake a thorough cost-benefit analysis of any proposed fixed asset sale to ensure the sale will be in the long-term best interests of taxpayers.

**RECOMMENDATION 15:** The Government should make sure any “windfall” proceeds from the sale of assets are not used for new program expenditures.

- **User pay.** The Task Force opposes the introduction of means tests for essential services. But we do believe that, in areas other than health care, there may be instances where those who benefit from a particular government program or service—a new highway, for example, or a service to business—should contribute to the cost of providing it through tolls or other fees.

*We encourage the government to eliminate or reduce any tax credits that are no longer necessary or no longer meet objectives.*

- **Tax credits.** According to the most recent budget, the province currently provides \$86 million each year in corporate income tax credits and tax expenditures. These range from \$600,000 through the Small Business Tax Holiday to \$44 million through the Small Business Rate Reduction. The Department of Finance is currently reviewing each of these programs to determine whether they are still fulfilling the function for which they were originally created. We encourage the department to make such reviews ongoing and to eliminate or reduce any tax credits that are no longer necessary or no longer meet their objectives.

- **Personal and corporate income taxes:** Since 1990, high income earners in Nova Scotia have paid a provincial surtax of 10 per cent on the amount of provincial income tax they pay over \$10,000. The purpose of this surtax was to help reduce the deficit. The Task Force recommends that this surtax be continued—and that there be no reduction in either personal or corporate provincial income tax rates until the province balances its books. We also recognize that if the federal government decides to reduce federal

---

tax rates the province may, in fact, be forced to increase its own tax rate in order to make sure it continues to collect the same amount of tax revenue. We think this would be necessary and appropriate, given our economic circumstances.



**RECOMMENDATION 16:** The Government should ensure that revenues from personal or corporate provincial income tax remain at current levels until the province balances its books.

- **Other taxes.** While we do not generally favour increasing the overall tax burden as a means of reducing the deficit, the Task Force believes there may be both social and economic benefits from strategic increases in taxes on such products as cigarettes and alcohol. We have been told, for example, that the province could raise up to \$150 million a year by increasing the tax on a pack of cigarettes, a bottle of liquor, and a 24-bottle case of beer by one dollar. Those figures assume no decline in the current rates of consumption. Realistically, of course, such a tax might indeed lead to declines in consumption, but that would have the equally positive long-term benefit of discouraging smoking, encouraging a healthier lifestyle, and—ultimately—reducing associated health care costs.

**RECOMMENDATION 17:** Government should explore the possibility of imposing an additional provincial surtax on cigarettes, spirits, and beer.

### *Human resources issues*

The Task Force acknowledges that achieving the spending reduction targets it has set will inevitably result in some dislocation and hardship. We believe the Government must make every effort to minimize the human cost of such dislocation.

**RECOMMENDATION 18:** We recommend the Government work with its employee unions and non-union employees in order to find innovative ways to achieve its goals while minimizing the impact these cuts will have on the lives of individual public servants and their families.

- **Attrition.** If the Government declared an immediate freeze on all new hiring and implemented a policy of not directly replacing those who retire or leave the public service, including teachers, professors, and health care



*It's important that public servants not be singled out to bear most of the burden of eliminating the deficit.*

*Patronage not only fosters cynicism among the citizens but it also creates the climate of dependence ...*

workers, we estimate the savings would be in the order of \$150 million per year based on the recent annual attrition rate in the civil service. The significance of this is that such savings could be achieved without resorting to layoffs. We recognize, however, there will be situations in which such a blanket non-replacement policy is unrealistic. We were told, for example, that 3,500 teachers are expected to leave the public school system within the next five years. And that there is currently a shortage of nurses in the province that must be addressed. Such unusual situations need to be dealt with on their merits. But we still believe the Government should use attrition as one means of reducing its costs.

It is important that public servants not be singled out to bear most of the burden of eliminating the deficit. All Nova Scotians—including members of the legislature, cabinet ministers, private sector workers, administrators, and corporations—must share the pain.

### *Political leadership*

Politicians must lead by example. If the Government is truly committed to reviewing every program, service, board, commission, and agency to make sure each is advancing the core functions of government and providing the best value at the lowest cost, it must be just as willing to put its own perquisites under the microscope, too. Is the current MLAs' pension plan too generous in light of our current economic situation? Should former MLAs be required to wait until they turn 55 to begin collecting their pensions? Should the Government continue to provide leased cars for the use of cabinet ministers? Should government travel restrictions be more stringent? Should the Government encourage more use of other "meeting" options such as teleconferencing in order to reduce travel costs?

Given Nova Scotia's long tradition of patronage, the Government must clearly demonstrate its own good faith if it is to convince public servants and the public to join it in the war against the deficit and the debt. It must, for example, follow its own public tendering process rigorously.

This goes beyond politicians simply agreeing to accept their share of the fiscal pain. The Task Force believes that the patronage system—while certainly not unique to Nova Scotia and not nearly as influential as it once was—is still a major impediment to achieving our potential as a province.

---

Patronage not only fosters cynicism among the citizens but it also creates the climate of dependence that assumes our economic fate is in other hands.



Putting in place an open and accountable planning, decision-making, and accountability framework as described in the following section of the report will make it more difficult for patronage to survive, let alone to flourish, and is one important step the Government can take in restoring public faith in the political process.

Another is to act to reduce the potential for political influence in the appointment of senior officials. As part of broader economic and political reforms in the 1980s, New Zealand created the position of State Services Commissioner, an independent official whose duties include recommending individuals for senior appointments. The commissioner, appointed for a five-year term and removable only by a parliamentary resolution, is responsible for soliciting, vetting, and recommending applicants for senior positions. If the Cabinet decides to reject the commissioner's recommendation and make its appointment, the decision—by law—must be made public.

**RECOMMENDATION 19:** The Government should consider alternative models for appointing senior officials in order to ensure that the process is free from political interference.

Nova Scotian politicians have credibility fence-mending to do beyond our borders as well.

In talking with representatives of other governments and lending agencies, the impression the Task Force got is that Nova Scotia's politicians do not have a good reputation for living up to their fiscal commitments.

That must change.

It will change only if this Government, having publicly dedicated itself to achieving a balanced budget within three years and reducing our annual debt-servicing charges to more reasonable levels in 10 years, makes good on those promises. Not just in the next budget. Or even the budget after that. We must continue to work toward that goal until it is achieved, regardless of which political party is in power.

*We must continue to work toward the goal until it is achieved, regardless of which political party is in power.*



---

# Solving the long-term problems

## *Introduction*

In the past, when governments talked about “long-term planning,” they weren’t usually thinking much beyond the last year of their current electoral mandates. While that kind of short-term/long-term planning may have seemed politically rational at the time, we now know it was fiscally irrational—and dangerous to the economic well-being of all of us. In fact, we’re in the economic mess we’re in today largely because, budget after budget, year after year, government after government, decade after decade, our leaders failed, or refused, to look very far beyond the next election.

Implementing the immediate and short-term recommendations outlined in the previous section is important and necessary in order to regain control over our economic present. But if the short-term pain we are prescribing is to produce the economic future we all want for Nova Scotia, the Government must go well beyond simply balancing its books—or even announcing a tax cut—in time for the next election.

Taking Control of Our Future *means not just eliminating the annual deficits and generating surplus budgets but also paying down the accumulated debt.*

*Taking Control of Our Future* means not just eliminating the annual deficits and generating surplus budgets but also paying down the accumulated debt. That’s a long-term goal that can’t realistically be accomplished within the term of any one administration. Transforming our province from a dependent within the Canadian federation to an independent, self-sustaining economic contributor to Canada and the world—a no less important aspect of our economic and social Vision—is also a long-term one.

The Task Force believes that most Nova Scotians, regardless of their individual political beliefs, will agree that eliminating the debt and becoming a “have” province—one that no longer requires federal transfer payments—are not only legitimate but also laudable public policy goals. But how do we make sure our politicians keep those generally accepted long-term goals in mind even as they have to deal with the day-to-day demands of governing and their not-unreasonable desire to win re-election?

The Task Force believes much of the answer lies in developing a legislated framework for planning, budgeting, openness, and accountability, which,

---

while allowing governments of different political stripes the flexibility to set their own strategies, will provide the public with the tools to measure their real progress in achieving our common goals.

Real change will require not only changes in legislation, of course, but also a change in thinking—and not just from our politicians. We as citizens must face up to the fact that public resources are not infinite, and we must understand what our means really are and resolve to live within them.

### *A Vision, goals, and action plans*

The process of taking control of our economic destiny begins with clearly identifying a Vision we can all agree on—one that has both economic and social objectives. With that Vision in mind, we can then define a limited number of specific, measurable goals we will achieve to get us to that Vision, and action plans to enable us to reach those goals. Finally, we need to put in place a legislated, open, and accountable process so citizens can assess the Government's actual performance in relation to its action plans, its goals, and the Vision.

**RECOMMENDATION 20:** Nova Scotia's Vision should be to gain control of its own economy in order to enhance the opportunities and well-being of all its citizens.

**RECOMMENDATION 21:** The Government should define the following specific goals to achieve that Vision:

- reduce our existing debt-servicing level from the current 19 per cent of provincial revenues to 10 per cent or to that of the national average—whichever is less—within 10 years
- become a “have” province in 10 years
- become a world leader in learning in 10 to 20 years
- significantly improve our role in world trading in 5 to 10 years.

What measures are needed now to ensure that we will be a “have” province in 10 years? What do we need to do today to make sure we have significantly reduced the existing debt in 10 years? Become a world leader in learning? A trading partner to the world?



*Real change will require not only changes in legislation, but also a change in thinking...*



If we are to achieve those goals, the Government must move beyond the traditional annual cycle of budgeting and spending and must develop—and implement—multi-year business plans. An economic strategy is also required.

There is nothing new about the notion that Nova Scotia should have an economic strategy. In 1991, Voluntary Planning, at the request of the then-government of Nova Scotia, proposed an economic development strategy for the 1990s. While much of the groundwork exists, we clearly need a new economic strategy now for the 21st century.

**RECOMMENDATION 22:** The Government should develop a new economic strategy for Nova Scotia that takes into account the social implications of economic policy.

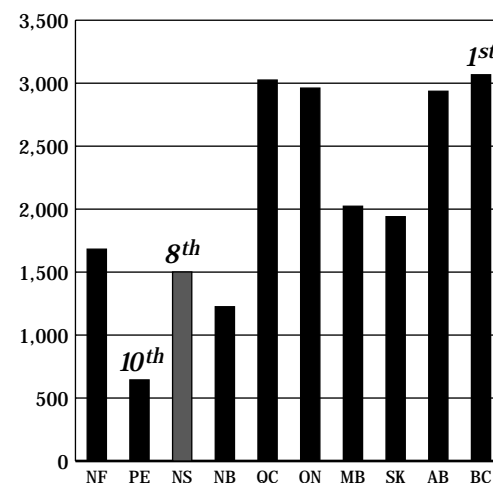
Why do we need such a strategy?

While natural resources remain important to the economy, Nova Scotia is in the midst of a dramatic transition to a knowledge economy. During its research, the Task Force learned that the province's knowledge industries have set a goal of increasing the value of knowledge-based exports over five years to \$1.5 billion annually. Achieving that would mean 6,000 jobs paying salaries of \$360 million each year and generating \$60 million in new revenue for the province. Good things are already beginning to happen. Worldwide

Telecom (Canada) Inc. recently announced it has selected Halifax as the Canadian landing site for its transatlantic fibre optic backbone network. This project, which does not require the infusion of any provincial tax dollars, will not only provide new construction and permanent jobs but will also link Halifax with major centres in North America and Europe through its high-

**Nova Scotia needs to do better in the competition for national research funds**

*Sponsored university research expenditures per FTE student (\$)*



Source: CAUBO

*Sponsored university research expenditures per FTE (full-time equivalent) student, by province, 1996-97, as provided by the Council of Nova Scotia University Presidents (CONSUP)*

---

speed networks, creating the spinoff possibility for even more new jobs in firms that take advantage of the competitive edge such access provides. Such developments are exciting and positive, but they need to be part of a broader and more carefully planned economic development strategy. For example, Nova Scotia still lags behind all provinces except Prince Edward Island in research spending, and Nova Scotia's universities need help in competing for research dollars.



At the same time that knowledge-based industry is blossoming, our fledgling offshore oil and gas industry is creating incredible possibilities and challenges. During our research, we also heard a good deal about the economic potential of various other sectors—from tourism to arts and culture—and the important role government can play in enabling them to reach their full potential.

All of this points to the need for a comprehensive economic strategy to harness this potential, one that also takes into account the reality that Nova Scotia has a number of different economies—urban, rural, industrial Cape Breton—that all must be nurtured and encouraged.

Growth does not happen in a vacuum. Given that the core functions of government include establishing policy and planning as well as strategic investment, the Government can and should move quickly to outline an economic strategy that will help us achieve our goals.

Such a strategy should include measures both to keep skilled Nova Scotians from having to leave the province to find work and to attract new immigrants to Canada to settle here in numbers proportionate to our population. We know from Department of Finance projections that, while the province's overall population is expected to grow by a modest 8.8 per cent in the next 25 years, the percentage of the population over 65 will increase from 13.1 per cent to 20.4 per cent, while those under the age of 24 will decrease from 33.4 per cent to 25.6 per cent. Worse, the largest percentage of those leaving the province during those years will be our best educated. Immigration not only stimulates the economy, but it has been shown to create jobs—both for the newcomers and for the existing population. At the moment, unlike other provinces, Nova Scotia has no immigration policy to attract energetic, hard-working, and innovative new citizens. We need to address who would stimulate the economy.



**RECOMMENDATION 23:** The Government should immediately develop an immigration policy and action plan and work with Ottawa to attract our proportionate share of newcomers.

A comprehensive economic strategy will also provide policy makers with a context for preparing action plans and budgets.

Multi-year plans would help departments and agencies focus on where they want to be in 3 years, as well as in 10 or 20 years, even as they deal with the day-to-day and next-year demands.

Such an approach will, of course, work only if it is accompanied by a process of open public consultation, continuous assessment, and regular accountability. Government must measure—and provide the public with the information it needs to measure—how well it is doing.

Nova Scotians should be proud of the work already done through such projects as *Nova Scotia Counts* in developing outcome measurements that provide analytical snapshots of where we are—and where we want to be—on a broad range of social, economic, fiscal, and accountability issues. We believe the Government should continue to develop and improve the collection of these broad societal performance indicators so citizens will have access to the information they need to understand and help shape future public policy.

This process of measurement and accountability must take place on a continuing basis, of course, but also at fixed intervals in order to provide major checkpoints to compare progress to date with the overall goals.

**RECOMMENDATION 24:** The Government should develop and publish multi-year business plans as well as annual reports detailing its successes and failures in completing its action plans.

### *The budget process*

Traditionally, governments developed their budgets in secret, presenting them to the legislature and the public only as finished, take-it-or-leave-it documents. But budgeting, especially in today's complex, interrelated world,

---

is far too important to be left to the politicians and the bureaucrats alone. And it is too important to be left to the last minute either. While there have been some tentative, ad hoc attempts in recent years to open up the pre-budget consultation process, the Task Force believes the issue of timely, wide-ranging pre-budget consultation is so important that it should be mandated by legislation.



We think it is equally important for the Government to keep the requirement that it maintain a balanced budget enshrined in legislation. While we recognize—and know from recent experience—that passing such legislation does not guarantee governments won't find ways to circumvent it, we think legislation will serve not only as a useful deterrent to the temptations governments face but also as another accountability tool the public can use to assess the performance of a government.

**RECOMMENDATION 25:** The Government should bring forward legislation to provide for meaningful and timely public consultation in the preparation of its annual budget. This means the budget process for the coming fiscal year must begin earlier in a previous fiscal year.

### *Openness and accountability*

Nova Scotians have a right to expect the Government will be open with important information about its operations and accountable for the decisions it makes.

And not just when it comes to budgets.

If Nova Scotians are going to understand the extent of our fiscal dilemma, they need to know more of the true costs of some of the publicly funded services they now receive. For example, patients and care providers should be provided with a written accounting of the costs of all tests and medical services they receive or order. And students should know the amount of public funding that supports their education. Such accountings would be a forceful reminder that there are no “free” services.

Nova Scotians should know, too, the true extent of our indebtedness, and its direct impact on them. In New York City, there is a National Debt Clock that provides a visual reminder not only of the up-to-the-minute U.S. national debt



---

but a display that shows “your family’s portion is ...” The Government needs to find innovative ways to demonstrate the per-capita debt Nova Scotians currently face and our ongoing progress in reducing it.

While citizens need to know more about our deficit and debt, they also need to know what government has done about it, what it is doing, and what it plans to do. Government must become more accountable.

The Government—including all of its departments, agencies, boards, and commissions—should produce clear and understandable annual reports documenting their activities and their progress during the previous year in meeting the Government’s overall goals and Vision. Such reports should not only document what has been accomplished but also identify any significant problems it encountered and lay out clear action plans and spending estimates for the next year, as well as the next several years.

The Task Force does not believe it is good enough to depend on the goodwill of the Government of the day to ensure that this happens. We believe this Planning and Accountability Framework must be enshrined in legislation.

*Government must  
become more  
accountable.*

Once such a framework is legislated and established, we believe it will help develop the critically important organizational culture of continuous improvement within government that will enable government to become more efficient, effective, service-oriented, and productive.

**RECOMMENDATION 26:** The Government should introduce legislation requiring every department or ministry, agency, board, and commission to publish clear and understandable annual reports documenting its past activities and future plans.

As part of our own research, we tried to put a dollar figure on how much the province actually provides to businesses in grants and forgivable loans each year. We discovered it wasn’t nearly as easy as we expected—or as it should have been—to find out such information. Different departments have different programs with different criteria and, often, very different ways of collecting and reporting the same kinds of information. Worse, there is no process to analyse the impact such measures have on economic growth.

This wasn’t the only situation in which we came face to face with obstacles

while trying to get information from the Government in preparing this report.

We discovered, for example, that while departments often divide up the province into districts for various purposes, the boundaries are rarely the same from department to department, or even program to program.



Why is that important? Well, without uniform data collection and reporting across departments, it's difficult for us—or policy makers, or the public—to understand what the Government has really been doing, let alone how to plan to do it better or more efficiently in the future.

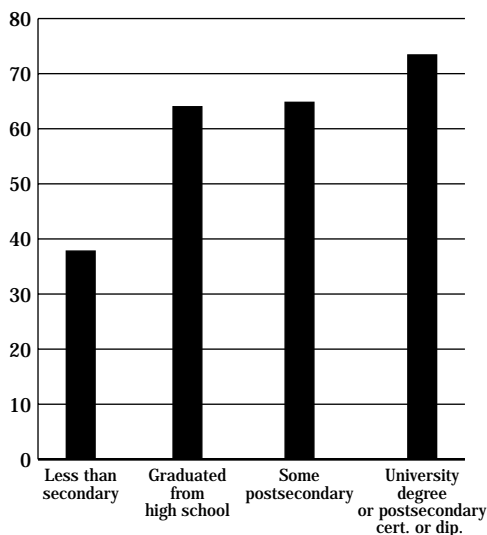
**RECOMMENDATION 27:** The Government should strengthen corporate information systems for better information retrieval, policy development, and planning.

## *Lifelong Learning*

*“Finally, the light bulb has gone on: in a tough, global marketplace, knowledge is the capital on which both companies and countries compete.”*

-Maclean's Magazine

### **Highly educated people participate most actively in the work force** *percentage participation*



Source: Statistics Canada

Labour force participation rates by educational attainment, Nova Scotia, 1998, as provided by the Council of Nova Scotia University Presidents (CONSUP)

The numbers are clear, and the story they tell is compelling. The more education a person has, the better her or his chances of getting a job. In Nova Scotia in 1998—when the average unemployment rate was 11 per cent—the unemployment rate for those without a high school diploma was closer to 18 per cent. As the education level went up, the unemployment level went down. The unemployment rate for those with a post-secondary diploma or certificate was 9 per cent, half the rate for those without high school. For university graduates, the news was even better—an unemployment rate of just 5 per cent.



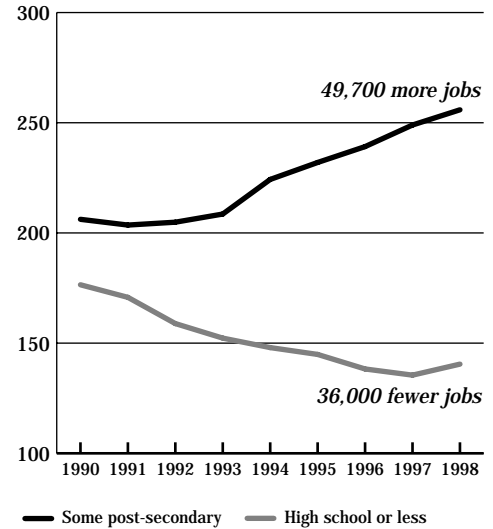
Let's look at the importance of education in another way. Between 1990 and 1998, the Nova Scotia economy generated 49,700 new jobs for those with some post-secondary education. In the same period, 36,000 jobs that had been filled by people with high school or less disappeared.

And the more education people have, the more money they earn. By the time they reach their peak-earning middle years, those with a university degree average more than \$55,000 per year, while those without a high school education earn \$20,000 a year or less. Those with doctoral degrees earn more than twice as much as the average high school drop-out.

The more a person earns, of course, the more he or she generally will contribute in taxes to the provincial revenues.

If you flip the telescope and look at it from the other end, you get just as stark a picture. A recent report from the Labour Market Development Secretariat quoted Department of Community Services estimates that 60 per cent of social assistance recipients have not completed high school. And the statistics even show a direct correlation between income levels and good general health.

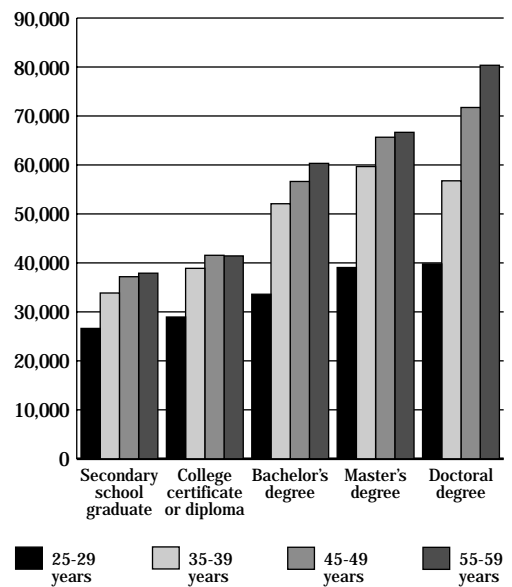
### Jobs for highly educated people are growing thousands of jobs\*



\*Nova Scotia employment levels, by level of educational attainment (in thousands)

Source: Nova Knowledge: 1999 Knowledge Economy Report Card and APEC/Statistics Canada, as provided by the Council of Nova Scotia University Presidents (CONSUP)

### Post-secondary education means better lifetime income prospects (\$)

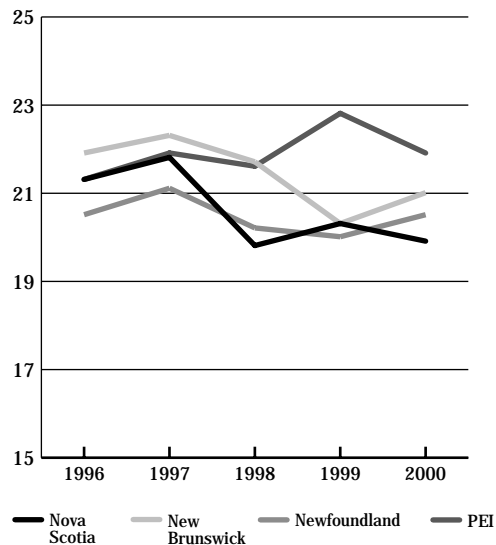


Source: AUCC/Statistics Canada

Income, education, and age cohort — Canada, 1996, as provided by the Council of Nova Scotia University Presidents (CONSUP)

**Education spending as a percentage of total spending (Atlantic Provinces)**

% of total spending



Source: Atlantic Institute for Market Studies (AIMS)

contributes per capita to community college education and dead last again in the country in terms of both the total amount its government provides to universities relative to its Gross Domestic Product and on a per-student basis. When it comes to investing in research—another key element of learning—Nova Scotia again falls well below the national average, 41 per cent below, in fact.

The results speak for themselves. Between 40 and 50 per cent of Nova Scotians do not have the essential skills for everyday living and workplace tasks. What does that mean? Well, *Reading the Future: A Portrait of Literacy in Canada*, published by the Government of Canada in 1996, looked at literacy levels in Atlantic Canada on three scales: prose, document, and quantitative literacy. It found that, among adults 16 years and over, 41–53 per cent of Atlantic Canadians had serious difficulty dealing with printed materials. Those who could deal with printed materials could cope only with material that was simply and clearly laid out and material in which the tasks involved were not too complex. In other words, they can read, but not well.

That means the higher the education level, the lower the demand for health and social services.

The conclusion is inescapable: investing in learning at every level is the single smartest thing we can do to improve our overall economic situation.

But that isn't what we've been doing. Despite the obvious need to invest in education, government policy over the past decade has been to dramatically reduce spending on learning. Nova Scotia ranks dead last in the amount it



*Investing in learning is the single smartest thing we can do ...*



---

More than 30 per cent of our citizens have less than high school certification compared with the national average of just over 25 per cent. Fifty-five per cent of Nova Scotians earn less than \$20,000 a year, and most aren't qualified to get higher-paying positions.

The Task Force did not set out to focus on education. But the more we learned, the more we came to realize just how vital education, in the broadest sense, will be to achieving all the elements of our Vision: that is, controlling our own economy in order to enhance the opportunities and well-being of all our citizens.

**RECOMMENDATION 28:** The Government should make Lifelong Learning a priority for both economic and social development.

What is Lifelong Learning? Perhaps it will help to start by saying what it's not. It's not simply the formal education system, and it doesn't limit itself to the traditional view of education as something only schools and teachers, or universities and professors provide. Lifelong Learning encompasses everything from family and life-skills education to literacy and numeracy training, from community colleges to community development, from prenatal courses to postgraduate studies and ... well, anything that has to do with learning. For each person, it means having access to learning resources wherever they live, whatever their age, whenever they require them, and through whatever means they choose to learn.

The goal is to create a learning culture, a commitment to provide the resources and the tools to enable every individual to reach her or his full potential over the course of their lifetime through continuous learning.

The idea isn't new. It's been the subject of discussions at the international level for 30 years. (See Appendix 8.) Some European countries have adopted Lifelong Learning as a social and economic priority, with positive results. Finland, for example, tops the world in the level of computerization and the number of high school graduates per capita, two outcome measures that indicate a commitment to Lifelong Learning. Finland also—and not coincidentally—boasts one of the highest standards of living in the world.

Despite that, the notion of Lifelong Learning still hasn't caught on in much of the world. It is, admittedly, a difficult concept not so much to grasp as to

---

implement. And it requires a willingness on the part of the people who currently deliver learning programs and services to put aside their turf wars to work toward a larger social good. Our institutions must also be willing to acknowledge the life experience and other skills many adult learners bring to the table and not force them to study again those things they already know in order simply to fulfil some arbitrary bureaucratic certification requirement. Those in the system need to remember that the real goal is to encourage and support learning.



We think Nova Scotia would make an ideal incubator and laboratory to demonstrate the real benefits of Lifelong Learning.

For starters—despite the recent cutbacks—this province has a reputation for excellence in its educational institutions. Much of the physical and intellectual infrastructure we need is already in place.

And, since we are currently in the process of rethinking how government should operate, this would seem to be the ideal time to introduce such an innovative idea. Lifelong Learning could very easily become the focus for a standing committee that would cut across the ministerial and bureaucratic lines and deliver on the social and economic promise Lifelong Learning offers.

If we can—and we can—develop the necessary tools to measure the true impact of a commitment to Lifelong Learning on a range of economic and social indicators, and then measure our improvements as we implement this initiative, we believe the federal government may be interested in partnering with us in this commitment. In the recent Throne Speech, in fact, Ottawa expressed a desire to “forge partnerships with other governments, public and private sector organizations ... to establish a national action plan on skills and learning in the 21st century.” The plan, the speech said, “will focus on Lifelong Learning.”

Just as importantly, we believe that accepting the challenge of developing a true learning society—and making it a reality—will enable Nova Scotians to be more creative, flexible, and productive in all aspects of their lives. Doing so will truly make Nova Scotia a world leader in learning from preschool through retirement. With that reputation we cannot help but attract



investment and development in the knowledge age that the new century promises to become.

That's not to suggest there is a sudden groundswell of public support to broaden and strengthen Nova Scotia's role as a learning society. In part, we believe that's because the concept requires us to rethink many of our assumptions about what learning really is and, in part, because the incredible impact learning has on every other aspect of our social and economic well-being is still not clearly understood. While learning is the business of our public schools, colleges, universities, and private educational organizations, it is also the business of each person who wants to prosper.

But wait a minute. What happened to all our talk in earlier sections of this report about the need for cutbacks, and short-term pain, and scaling back our demands on government?

We haven't changed our mind about any of that. We must make sacrifices to get our economic house in order, and, generally, we don't think it makes sense in these difficult times for governments to launch new initiatives. And we certainly don't mean to exempt the Department of Education from the same budget-cutting exercise as other departments.

There simply are areas where strategic investment for the future makes good social and economic sense. And Lifelong Learning is one of those areas. There is, as we pointed out earlier, no single lever with more potential to improve our economy and society and, ultimately, reduce social and health costs than learning. There will undoubtedly be need for some carefully targeted investment.

It's probably fair to say that Nova Scotia will not become a learning society without strong leadership and commitment from the top. We believe that commitment should be there.

That doesn't mean we think the Government has to create some new super-bureaucracy—a Ministry of Lifelong Learning. But the issue goes way beyond the Department of Education. In Nova Scotia, we have a great many resources for learning, from public schools, community colleges, universities, various

---

government departments, private training organizations, hospitals, and community and individual initiatives. Each has a role to play in the Lifelong Learning enterprise. To achieve a comprehensive shift becomes a matter of reorienting, reharnessing, and coordinating current programs, personnel, instructional methods, and physical infrastructure to fit a learning society where access to learning resources is central.



And, of course, providing leadership.

While much of what we envision can be achieved with little or no cost, changing to a learning society will call for concentrated attention to ways of fitting our learning resources with the population's Lifelong Learning requirements. For example:

- crediting individuals for what they have already learned instead of forcing them to repeat for the sake of fulfilling credit requirements (This would save public funds that could be used elsewhere, for example, for special needs.)
- adapting such learning support systems as buildings, personnel, libraries, and telecommunications media at every level within the public education sector to accommodate the population's learning needs
- following the lead of some schools to make their facilities available to community groups and to encourage synergy between teachers and the community
- providing access to learning opportunities within the publicly funded education system for every adult regardless of their school-leaving level
- using the advantages of the Internet as a medium of learning and thereby decreasing demands upon the system's physical resources
- tapping the potential of qualified volunteers to assist delivery of learning programs in locations where it is difficult to provide faculty resources
- integrating educational resources of various levels within the educational system to eliminate duplication and provide one-stop service for those who seek access
- organizing partnerships with business and community-level projects to afford practical learning experience (for example, co-op education for learners of all ages)
- investing in learning from the earliest age to avoid the cost of later-age interventions.



---

We have to understand that learning does not just happen in a classroom or within the traditional education system. It happens from birth to the end of a person's life, at home, at school, at play, at work, in the community, everywhere.

Unfortunately, we haven't yet been able to link up all of the available resources, and too many people cannot access them for reasons of age, education level, income level, special needs, or program and/or administrative complexity.

We must develop public policy to break down the barriers and encourage maximum cooperation.

As a starting point, those who use—and need access to—our government departments and our learning organizations need to be heard. We need a province-wide debate about education and learning that will result in a learner-driven and society-defined learning policy and strategy for the Nova Scotia. We believe that it will take at least eight or nine months to allow the people of Nova Scotia to define how Nova Scotia will become known worldwide as a learning society.

We believe that a strategic reallocation of resources will provide enough money to support this new direction. It means reconstructing the way educational goals are achieved by placing increasing responsibility on learners as they steadily improve their ability to learn. It is a matter of discontinuing the things that do not add value and starting to do the things that do. And it is the public of Nova Scotia who should decide what that value is.

**RECOMMENDATION 29:** The Government should launch a province-wide debate on education and learning that will lead to a strategy for implementing Lifelong Learning.

As we noted earlier, this is not where we expected to end when we began the process of looking at how Nova Scotia could regain and maintain control of its economic destiny.

But we have become convinced as we studied, learned, and listened that a commitment to Lifelong Learning must be a key part of the solution. Certainly,

---

we can't wait for the benefits of a Lifelong Learning strategy to solve our current economic crisis. We must act, and act now, to bring our expenses into line with our revenues. And we can't expect that Lifelong Learning will eliminate the need for the legislated, open fiscal Planning and Accountability Framework to keep government on the right course. But we also can't lose sight of the fact that the best way to ensure the economic and social future we want for ourselves and our children will be to develop a true learning society.



It's all about *Taking Control of Our Future*.



---

# Appendixes

## *Appendix 1*

### *Recommendations*

#### *Solving the short-term crisis*

1. The Government should balance the provincial budget by 2002–03 as part of a broader process of rethinking government so it becomes a smaller, better, more service-oriented, and accountable operation.
2. The Government should adopt and implement a fiscal decision-making system that is rational, fair, efficient, credible, open, and accountable.

#### *The fiscal decision-making system*

3. The Government should adopt a Program Decision Process that will allow it to analyse systematically, fairly, and quickly each of its activities to determine whether it:
  - fulfils a core function of government
  - provides good value for its cost
  - should be a candidate for restructuring, alternate service delivery, or elimination.
4. The Government should establish a small interdepartmental implementation team of deputy ministers to coordinate the accomplishment of its deficit elimination strategy.
5. The Government should strengthen the role of the Priorities and Planning Secretariat (P&P) as the Government's corporate planning agency. P&P should also be responsible for monitoring implementation of the restructuring process, including overseeing legislative and regulatory reform, streamlining management, developing a more service-oriented approach and implementing alternate delivery systems.
6. The implementation team will ensure that the Program Decision Process is applied by each department and agency. Each department and agency should prepare two business plans for the next fiscal year on the assumption it will have 15 per cent fewer dollars to work with and a second on the assumption it will have 30 per cent fewer dollars to work with. This process should be repeated in years two and three.

---

### *Restructuring government*

7. Government should revise its organizational structure to ensure that there are as few layers of bureaucracy as possible between the deputy minister and the person receiving any government program or service. As part of this process, the Government must also ensure proper training is available to staff to develop and enhance the culture of service.
8. Government should adopt a ministry approach in restructuring its operations.
9. Government should establish inter-ministerial standing committees as a way to overcome territoriality and encourage the achievement of overall government goals. These standing committees will be responsible to the Cabinet.
10. The Cabinet should adopt new tools to help it keep track of expenditures and the impact of its decisions on the current and future provincial budgets. As part of the process of accountability, it should also immediately disclose to the public any decisions it makes that will have an impact on the budget. This disclosure should include information on the estimated costs of any decisions.



### *Reducing expenses*

11. The Government should provide grants or forgivable loans to business only in the most exceptional circumstances, such as to support rural economic development or assist knowledge-based industries that lack physical collateral. There should be full public disclosure of all such loans or grants.
12. The Government should require all agencies, boards, and commissions to be subject to the same sort of program review process as other government programs with a view to dramatically reducing their numbers.
13. The Government should set as its goal to hedge 100 per cent of its foreign debt. It should report regularly on its success in reaching that goal.



---

### *Raising revenues*

14. The Government should undertake a thorough cost-benefit analysis of any proposed fixed asset sale to ensure the sale will be in the long-term best interests of taxpayers.
15. The Government should make sure any “windfall” proceeds from the sale of assets are not used for new program expenditures.
16. The Government should ensure that revenues from personal or corporate provincial income tax remain at current levels until the province balances its books.
17. Government should explore the possibility of imposing an additional provincial surtax on cigarettes, spirits, and beer.

### *Human resources issues*

18. We recommend the Government work with its employee unions and non-union employees in order to find innovative ways to achieve its goals while minimizing the impact these cuts will have on the lives of individual public servants and their families.
19. The Government should consider alternative models for appointing senior officials in order to ensure that the process is free from political interference.

### *Solving the long-term problems*

20. Nova Scotia’s Vision should be to gain control of its own economy in order to enhance the opportunities and well-being of all its citizens.
21. The Government should define the following specific goals to achieve that Vision:
  - reduce our existing debt-servicing level from the current 19 per cent of provincial revenues to 10 per cent or to that of the national average—whichever is less—within 10 years
  - become a “have” province in 10 years
  - become a world leader in learning in 10 to 20 years
  - significantly improve our role in world trading in 5 to 10 years.

- 
22. The Government should develop a new economic strategy for Nova Scotia that takes into account the social implications of economic policy.
  23. The Government should immediately develop an immigration policy and action plan and work with Ottawa to attract our proportionate share of newcomers.
  24. The Government should develop and publish multi-year business plans as well as annual reports detailing its successes and failures in completing its action plans.



#### *The budget process*

25. The Government should bring forward legislation to provide for meaningful and timely public consultation in the preparation of its annual budget. This means the budget process for the coming fiscal year must begin earlier in a previous fiscal year.

#### *Openness and accountability*

26. The Government should introduce legislation requiring every department or ministry, agency, board, and commission to publish clear and understandable annual reports documenting its past activities and future plans.
27. The Government should strengthen corporate information systems for better information retrieval, policy development, and planning.

#### *Lifelong Learning*

28. The Government should make Lifelong Learning a priority for both economic and social development.
29. The Government should launch a province-wide debate on education and learning that will lead to a strategy for implementing Lifelong Learning.



## *Appendix 2*

### *Voluntary Planning Task Force*

Strategy for Fiscal Management: Terms of Reference

#### *Introduction*

The Province of Nova Scotia must live within its means; achieve balanced budgets; and be open and accountable to Nova Scotians for the management of their finances.

A Fiscal Management Strategy is required to meet the fiscal demands and to strengthen the economy.

The strategy would provide the Nova Scotia government with a framework under which the economy could grow and Nova Scotia is better able to afford needed health, education, and social services.

#### *Mandate*

Voluntary Planning has been commissioned to

- undertake a review of the financial position of the Province of Nova Scotia, including its Crown corporations, agencies, boards, and commissions
- submit recommendations to ensure fiscal openness and accountability, to improve government financial management, and to eliminate deficit financing
- establish a framework or set of guidelines which will allow for the immediate review of all government programs, including its Crown corporations, agencies, boards, and commissions with a view to eliminating those programs that cannot be justified on the basis of necessity, cost, and efficiency
- recommend on any other matters the Task Force may deem necessary as a result of information coming to its attention during the course of the review.

---

### *Composition*

A special task force will be established by Voluntary Planning. It shall operate independently of government.

The provincial Auditor General will be asked to serve as a special advisor to the Task Force.

### *Process*

The Task Force will

- study the Government's internal files and documents, and may speak to individuals who were involved in the decision-making process or had subsequent responsibilities in administering specific transactions and commitments
- conduct consultations to seek input on the fiscal management and fiscal accountability of the province
- present a report and recommendations to the Premier of Nova Scotia within 90 days after the appointment of the Task Force.





---

## *Appendix 3*

### Task Force Members\*

**Allan Shaw**, chair of the Task Force, is the chair and CEO of the Shaw Group Ltd. and is the past chair of the Voluntary Planning Board. Currently, he is a director of the Bank of Nova Scotia and chairman and Governor of Dalhousie University, he Chairs Calmeadow Nova Scotia, and he is a Director of the Harvard Business School Alumni Association Board. Among other numerous positions held by Mr. Shaw, he is a member of the Advisory Council of the Atlantic Institute for Market Studies, governor of Junior Achievement for Mainland Nova Scotia, and is past chair of the Construction Labour Management Board. Mr. Shaw is a graduate of Dalhousie University and graduated from Harvard Business School's MBA program with distinction.

**Richard Goldbloom**, OC, MD, is a full-time teacher and researcher as professor of pediatrics at Dalhousie University and is a member of the active medical staff at the IWK-Grace Health Sciences Centre in Halifax. Among his many achievements, Dr. Goldbloom received the Queen's Jubilee Medal in 1988 and the Confederation Medal in 1993. In 1999 he received the F. N. G. Starr Award, the Canadian Medical Association's highest award for outstanding achievement. He was appointed an officer of the Order of Canada in 1987 in recognition of his contributions to regional health care for children. He has authored over 120 original papers in medical literature, and has served on numerous boards and commissions. Most recently he chaired the Minister's Task Force on Regionalization of Health Care in Nova Scotia.

**Edwin C. Harris**, QC, FCA, is a partner in the law firm of Daley Black & Moreira, with practice concentrating on taxation and estate planning. He is an adjunct professor at Dalhousie Law School and co-chairs the taxation committee of Voluntary Planning and is a long-standing member of the Voluntary Planning Board. Among numerous appointments, Mr. Harris chairs the Dalhousie Planned Giving Advisory Board, is a director and executive committee member of Sydney Steel Corporation, and is a frequent speaker and moderator at conferences sponsored by the Canadian Tax Foundation. Mr. Harris has authored many articles on taxation and estate planning.



---

**Ray Ivany**, a native of Sydney, Nova Scotia, joined the Nova Scotia Community College as President and Chief Executive Officer in October 1998. Prior to joining the College, Mr. Ivany served as Executive Vice President of the University College of Cape Breton. Over the past 15 years, he has been active in shaping post-secondary education and economic development policy within the region as a member of the Nova Scotia Research, Development and Innovation Advisory Board, the Maritime Provinces Higher Education Commission, and the Nova Scotia Voluntary Planning Board. He has also served as Special Advisor on education, training, and sustainable development at the Atlantic Canada Opportunities Agency in Moncton and as a member of the Federal Task Force on the Northern Cod Fishery in Ottawa. In March 1999 the Prime Minister of Canada appointed Mr. Ivany to the National Roundtable on the Environment and the Economy. He also serves on the Board of the Metropolitan Halifax Chamber of Commerce, as well as the Canadian College Presidents Network.

**Dr. Teresa MacNeil** is a former professor at St. Francis Xavier University, a post she occupied from 1970 to 1996. During her tenure as professor, Dr. MacNeil also served as chair of Cape Breton Development Corporation (1985–88), vice president of Enterprise Cape Breton (1985–87), and president of the Canadian Cooperative Development Foundation (1993–97). Dr. MacNeil has served on a number of public and private boards, including the federal-provincial task force on the economy of Cape Breton, the Canadian Labour Force Development Board, and the Minister of Industry's Blue Ribbon Panel on Smart Communities. She is currently a member of the board of Elderhostel Canada and serves as chair of the Board of Directors of Sydney Steel Corporation and the Cape Breton Centre for Craft and Design. Dr. MacNeil has published and presented numerous papers on community economic development and has been a guest speaker at conferences, round tables, and seminars throughout Canada. Dr. MacNeil lives in Johnstown, Richmond County.

**Robert Radchuck**, PEng, FCA is an independent consultant with extensive experience in industry, professional services, non-profit organizations, and government. He is the Chairman of Voluntary Planning, a member of Dalhousie University's Board of Governors, and the Board of Farmers Cooperative Dairy Ltd. He has held numerous positions on boards and commissions, including Chair of the Art Gallery of Nova Scotia, the Halifax Board of Trade, and the Halifax Water Commission.



**Dr. Sonia Thon** holds a PhD in Spanish Linguistics and Literature from the University of Toronto. She is an associate professor of Spanish and former Head of the Department of Spanish at Acadia University, where she has been teaching since 1984. Dr. Thon is past-president of the Acadia University Faculty Association (AUFA) and the Nova Scotia Confederation of Faculty Associations (NSCUFA). That organization has been replaced by the Association of Nova Scotia University Teachers (ANSUT) where she continues to serve and is a previous chair of the Relations with Government Committee. Dr. Thon has served on the Executive and Board of Voluntary Planning representing Labour since 1995.

**Gordon Tynes** operates a wood-processing facility outside Halifax, a business he has owned since 1994. Mr. Tynes holds a Bachelor of Mechanical Engineering from TUNS, Diploma of Engineering from Dalhousie University, and a Diploma of Engineering Technology from the Nova Scotia Institute of Technology. Mr. Tynes is a member of the Association of Professional Engineers of Nova Scotia and the chair of the Board of Directors for the Black Business Initiative Society (BBI). Mr. Tynes is originally from Digby, Nova Scotia.

\* **John Risley** was initially appointed a member of the Task Force but, due to business commitments, was unable to serve.

**The following is a list of Voluntary Planning staff and others who have contributed directly in support of the Task Force.**

Lynn Adam	Leo Dillman	Rita Fraser
Jim Gordon	Stephen Hayes	Carole MacDonald
Charles McKenna	Elizabeth Mills	Heather LaRoche Mills
Janice Nugent	Barbara Pike	Penelope Russell
Yvonne Urquhart	Heather Wood	

---

## *Appendix 4*

### *Invited experts*

The following appeared before the Task Force:

#### **Deputy Ministers**

Dr. Patricia Ripley, Deputy Minister, Priorities & Planning

Dr. Nuala Kenny, former Deputy Minister of Health

Bill Hogg, Deputy Minister, Department of Finance

Dr. Thomas Ward, Deputy Minister, Department of Health

Ed Cramm, Deputy Minister, Economic Development

Doug Nauss, Acting Deputy Minister, Department of Education

Ron L'Esperance, Deputy Minister, Community Services

#### **Visiting Experts**

Elizabeth Beale, President & CEO, Atlantic Provinces  
Economic Council (APEC)

Laura Freeman, New Brunswick

Frank McKenna, former Premier of New Brunswick (via conference call)

John Cumberland, Manitoba

Rich Goodkey, Alberta

Martin Ulrich, Treasury Board of Canada

Nola Juraitis, Treasury Board of Canada

Art Daniels, Ontario

Glenna Carr, Ontario

#### **Others**

Claude Carter, Deputy Auditor General

Ramsey Duff, Assistant Deputy Minister, Department of Finance

Rusty McClellan & Greg Beaulieu, Priorities & Planning

Roy Salmon, Auditor General

Leo Dillman, Nova Scotia

Dennis Pilkey, Nova Scotia

Keith Neumann, Corporate Research Associates



The following participated in workshops organized by the Task Force:

**Lifelong Learning Workshop: January 15, 2000**

Amery Boyer, Chair

Ron Colman

Deborah Kaetz

Ross McCurdy

Gordon Michael

Doug Myers

Jim Sharpe

Rick Williams

**Taking Control Workshop: January 13, 2000**

Peter Aucoin

Jim Bickerton

Brian Crowley

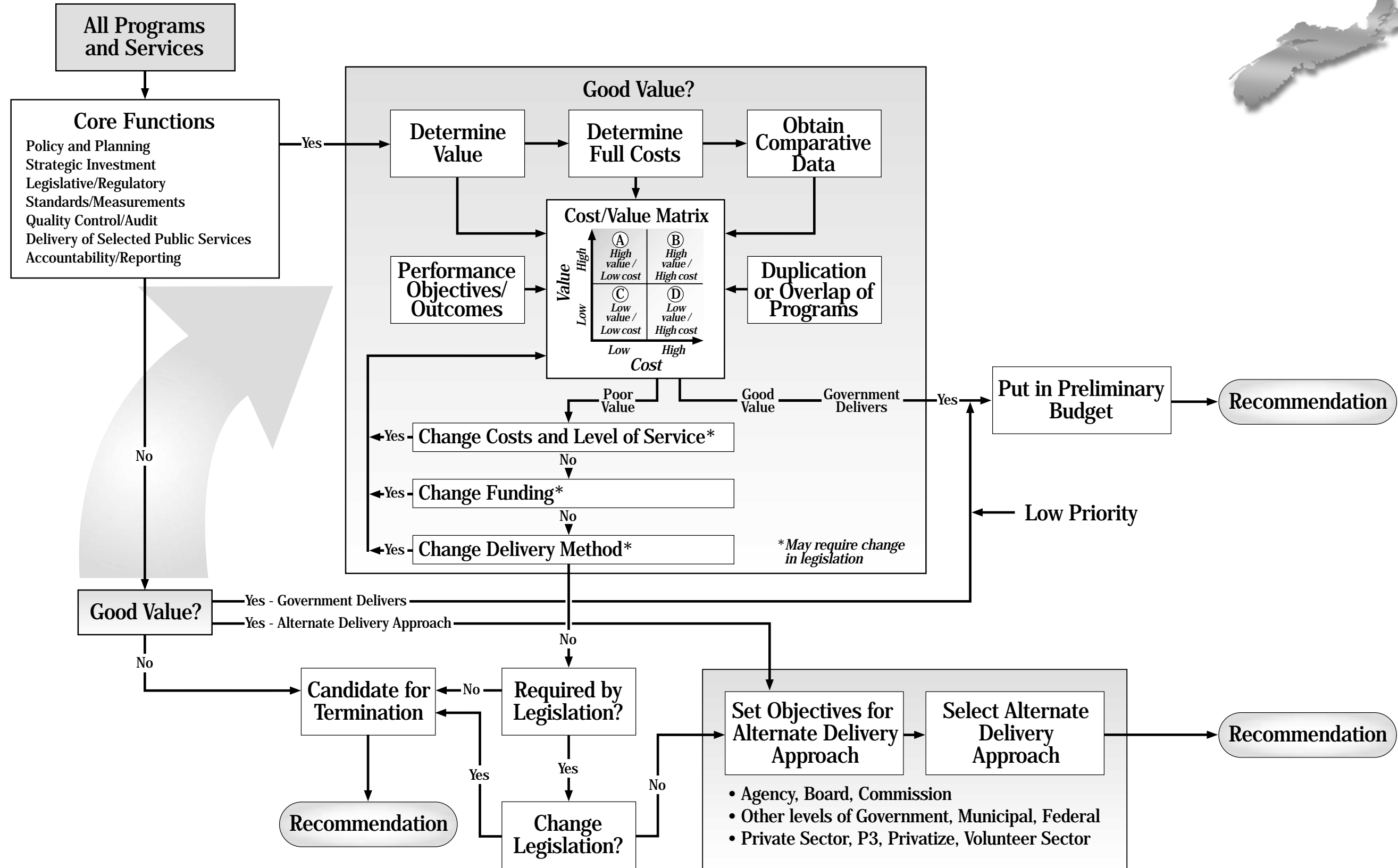
Janet Guildford

Ross McCurdy

John Reid

Doug Ruck

# Appendix 5 - Program Decision Process





---

## *Appendix 6*

### *Planning and Accountability Framework*

#### A. Strategic Direction/Focus

- develop an economic strategy
- 10-year plan to reduce debt-servicing costs to provincial average
- “have” province within 10 years
- umbrella of openness and accountability framework
- balanced budget legislation
- strengthened central policy function

#### B. Previous year fiscal results with explanation

- corporate reporting
- ministerial reporting
- both departmental and associated agencies, boards, and commissions
- accountable agencies, boards, and commissions
- clear and understandable presentation in addition to figures
- identification of significant successes and problems
- quarterly reporting (public disclosure of accounting and achievements)
- report on pension liabilities
- report on evaluation of environmental liabilities

#### C. Societal Performance Indicators

- for shaping public policy
- ongoing improvement of indicators

#### D. Themes from annual consultation

- pre-budget consultation process involves discussion of:
  - most recent major check point on strategic direction/focus
  - previous year’s fiscal results
  - societal indicators
  - intentions for next year (business plans, budgets) consolidate and rationalize themes for incorporation

---

#### **E. Multi-year business plans**

- **focus on three-year horizon**
  - corporate
  - ministry
- **consistent with strategic direction/focus**
- **three-year targets provided to ministries**
- **advanced timing to produce draft budget in October**



#### **F. Next-year business plan**

- **first step in multi-year business plan**
- **consistent with multi-year business plan and strategic direction/focus**
- **advanced timing to produce draft budget**

#### **G. Next-year estimates derived from business plan**



## *Appendix 7*

### *Public Consultations Schedule*

Wednesday, January 5

Kentville: Wandlyn Inn, 7270 Highway 1, Coldbrook

Halifax: Nova Scotia Institute of Technology, Room C-313,  
5685 Leeds Street

Truro: Keddy's Motor Inn and Convention Centre, 437 Prince Street

Thursday, January 6

Port Hawkesbury: Strait Area Educational and Recreational  
Centre (SAERC), 304 Pitt Street

New Glasgow: Museum of Industry, Feature Gallery, Stellarton

Monday, January 10

Sydney: Centre 200, MacDonald Room, 481 George Street

Amherst: Viking Theatre, E. B. Chandler High School, 28 Dickey Street

Tuesday, January 11

Bridgewater: Salon A, Wandlyn Inn, 50 North Street

Yarmouth: Burrige Campus, Nova Scotia Community College,  
Room 125, 372 Pleasant Street

---

## *Appendix 8*

### *Lifelong Learning as the centrepiece of Nova Scotia society*

The Fiscal Management Task Force's major challenge, of course, was to address the province's fiscal situation.



Through the course of our public consultations and research, however, it became clear that a better-educated and/or skilled society offers great potential for economic growth and reductions in social spending.

A good education and/or marketable skills mean better employment opportunity, higher income, better health prospects, and greater participation in the community. Low levels of literacy, numeracy, and/or skills mean greater reliance on government services and funding in areas such as income support, health, social services, and justice and less citizenship participation in our society.

To focus on these issues, some jurisdictions have adopted a "learning charter" and have passed legislation to support Lifelong Learning. While Nova Scotia might choose to emphasize other dimensions, we offer the charter adopted by the City of Southampton in England as one example of an approach we might consider:

We recognize the crucial importance of Lifelong Learning as the driving force for the future prosperity, stability and quality of life of our citizens, and of working with all parts of our community to enhance learning opportunities for all.

We recognize therefore, the need to work with all members of our community to develop and enhance ways of stimulating and empowering learning for all.

Within our community, we will use our best efforts to:

- provide the leadership, Vision, focus, and implementation, to build on learning opportunities.
- help define the needs of every individual for career development, personal growth, and family well-being and



co-operate with learning providers to satisfy these needs.

- encourage partnerships focused on creating and valuing learning opportunities using and sharing appropriate resources.
- develop and communicate a learning plan for learning achievement.
- ensure learning opportunities for all.
- value learning wherever it takes place; celebrate our success and recognize those who demonstrate it.
- energize providers to take relevant learning to the learner.
- excite the community to develop and keep the habit of learning and to use it for the benefit of others.
- encourage the provision of learning guidance and support.
- learn from successful policies and practices from any part of the world.

---

## Appendix 9

### Bibliography

Armit, Amelita and Jacques Bourgault (1996) **Hard Choices or No Choices—Assessing Program Review**. Toronto, Ontario: The Institute of Public Administration of Canada & Regina: Canadian Plains Research Center

Brown, M. Paul (1997) **Genesis, Termination and Succession in the Life Cycle of Organizations—The Case of the Maritime Resource Management Service**. Toronto, Ontario: The Institute of Public Administration of Canada

Budget Process Review Panel-Report Summary (1999) **Credibility, Transparency & Accountability—Improving the B.C. Budget Process**. British Columbia

Canadian Centre for Management Development & The Learning Centre (1999) **Citizen-Centred Service: Responding to the Needs of Canadians for the Citizen-Centred Service Network**.

Charih, Mohamed & Arthur Daniels (1997) **New Public Management and Public Administration in Canada**. Toronto, Ontario: The Institute of Public Administration of Canada

Colman, Ronald (1999) **Measuring Sustainable Development—Application of the Genuine Progress Index to Nova Scotia—A Pilot Project for Canada—Project Profile & Budget 1998–2001**. Halifax, Nova Scotia: GPI Atlantic

Colman, Ronald (1998) **Measuring Sustainable Development: Application of the Genuine Progress Index to Nova Scotia—Progress Report and Future Directions**. Halifax, Nova Scotia: GPI Atlantic

Dobbin, Murray (October 1999) **Ten Tax Myths**. Ottawa, Ontario: Canadian Centre for Policy Alternatives

Dobell, Rodney and Philip Steenkamp (1994) **Public Management in a Borderless Economy—Proceedings of an International Seminar**. Toronto, Ontario: The Institute of Public Administration of Canada

Freedman, Joe & Fred McMahon **The Atlantic Institute for Market Studies—Charter Schools in Atlantic Canada “An Idea Whose Time Has Come” (Digital Edition)** <http://www.aims.ca/chartershcool/charterpg1.html>

Government of Canada (1996) **Reading the Future: A Portrait of Literacy in Canada**. Canadian Report on the International Adult Literacy Survey (IALS)

Government of Nova Scotia (1997) **Report of the Auditor General**

Government of Newfoundland and Labrador (1996) **Education Indicators for Atlantic Canada**. Halifax, Nova Scotia: Atlantic Provinces Education Foundation



---

Government of Nova Scotia & Dalhousie University Policy Formulation & Analysis—  
Unit 7 **Communicating Policy Options & Recommendations**. Nova Scotia

Government of Nova Scotia (1998) **Report of the Auditor General**.

Government of Nova Scotia (1998) **Nova Scotia Counts 1997–98**. Nova Scotia:  
Communications Nova Scotia

Government of Nova Scotia (October 25, 1995) **Nova Scotia ID Number**. Nova  
Scotia: Province of Nova Scotia Individual Client Architecture Review

Government of Nova Scotia (1991) **Our Province Our Future Our Choice**. Halifax,  
Nova Scotia: Voluntary Planning

Gow, James Iain (1994) **Learning from Others—Administrative Innovations  
Among Canadian Governments**. Toronto, Ontario: The Institute of Public  
Administration of Canada

**Graham Report** The Report of the Royal Commission on Education, Public Services  
and Provincial-Municipal Relations, (1974) Halifax, Nova Scotia, Queen's Printer

Grujic, Georges, David Naus & Planning, Performance & Reporting Sector Treasury  
Board of Canada Secretariat-Staff Working Paper (November 15, 1999)  
**Performance of Information on Collective Results**. Ottawa, Ontario

Human Resources Development Canada (1996) **Education Indicators for Atlantic  
Canada**. Halifax, Nova Scotia: Atlantic Provinces Education Foundation

Leblanc, Honourable Neil J., Minister of Finance (October 14, 1999) **Budget  
Address—Province of Nova Scotia for the Fiscal Year 1999–2000**. Halifax,  
Nova Scotia: Nova Scotia House of Assembly

Martin, Roland T. (December 1999) **Debtor's Prison II: Shortening the Sentence**.  
Halifax: Atlantic Institute for Market Studies

Marzke, Carolyn, Deborah Both and James Focht (December 1994) **Information  
Systems to Support Comprehensive Human Services Delivery—Emerging  
Approaches, Issues and Opportunities**. National Center for Service Integration

Maslove, Allan M. (1989) **Budgeting in the Provinces—Leadership and the  
Premiers**. Toronto, Ontario: The Institute of Public Administration of Canada

Masters, Gerrie, Senior Advisor, Labour Market Development Secretariat (1999)  
**Toward an Integrated Labour Market Framework—A Consultation with Nova  
Scotia's Labour Market Partners**. Halifax, Nova Scotia: Province of Nova Scotia

McDavid, James C. and D. Brian Marson (1991) **The Well-Performing  
Government Organization**. Toronto, Ontario: The Institute of Public  
Administration of Canada

Office of Program Policy Analysis and Government Accountability-An Office of the  
Florida Legislature **Oppaga 1997–1998 A Time of Challenge & Achievement**

---

**July 1997–December 1998.** Tallahassee, Florida: The Joint Legislative Auditing Committee

Pincock, Marilyn (October 1999) **Reasons Nova Scotia Must Reduce Its Debt Load ... Before It's Too Late.** Business Voice

President of the Treasury Board (1999) **Annual Report to Parliament-Managing for Results 1999 Volume 2: Departmental Key Results Report.** Ottawa, Ontario

Progressive Conservative Party of Nova Scotia (1999) **Strong Leadership ... A Clear Course.** Halifax, Nova Scotia

Richmond, Dale and David Siegell (1994) **Agencies, Boards, Commissions—In Canadian Local Government.** Toronto, Ontario: The Institute of Public Administration of Canada

Savoie, Donald J. (1993) **Taking Power Managing—Government Transitions.** Toronto, Ontario: The Institute of Public Administration of Canada

The Journal of the Institute of Public Administration of Canada Volume 42 (Spring 1999) **Canadian Public Administration.** Toronto, Ontario: The Institute of Public Administration of Canada

The Journal of the Institute of Public Administration of Canada Volume 41 (Spring 1998) **Canadian Public Administration.** Toronto, Ontario: The Institute of Public Administration of Canada

The Journal of the Institute of Public Administration of Canada Volume 41 (Summer 1998) **Canadian Public Administration.** Toronto, Ontario: The Institute of Public Administration of Canada

The Journal of the Institute of Public Administration of Canada Volume 41 (Fall 1998) **Canadian Public Administration.** Toronto, Ontario: The Institute of Public Administration of Canada

The Journal of the Institute of Public Administration of Canada Volume 41 (Winter 1998) **Canadian Public Administration.** Toronto, Ontario: The Institute of Public Administration of Canada

Treasury Board Secretariat of Canada-Presentation (November 1999) **Measuring Government Performance**

Voluntary Planning (November 1991) **Creating Our Own Future.** Halifax, Nova Scotia: Voluntary Planning

#### *Internet Articles*

Australian Public Service **Reform in the Australian Public Service 1983–1996.**  
<http://www.oag-bvg.gc.ca/domino/other.nsf/html/aus.html>



---

Bourgon, Jocelyne, Former Privy Council Clerk (August 1999) **Citizens and the State: The Reforms to Come.**

[www.ipaciapc.ca/english/conf/Jocelyen%20Bourgon.htm](http://www.ipaciapc.ca/english/conf/Jocelyen%20Bourgon.htm)

CCAF Public Performance Reporting Program (July 1999) **Principles for Building A Public Performance Report—A Discussion Paper from Canada's Legislative Audit Community Info.**

[www.ccaf-fcvi.com](http://www.ccaf-fcvi.com)

**Discussion Paper—Assessing Alternative Service Delivery Arrangements**

[www.oag-bvg.gc.ca/domino/other.nsf/heml/dispr\\_e.html](http://www.oag-bvg.gc.ca/domino/other.nsf/heml/dispr_e.html)

Government of Alberta (May 25th & 26th, 1999) **Government of Alberta News Release—Major Reorganization Positions Government for the 21st Century.**

<http://www.gov.ab.ca>

Government of Alberta (March 11, 1999) **Fiscal Plan—A Balanced Budget and a Solid Game Plan Add Up to Big Time Tax Savings for Albertans.** Edmonton, Alberta: Alberta Treasury News Release

[www.treas.gov.ab.ca.comm/newsrel](http://www.treas.gov.ab.ca.comm/newsrel)

Government of Alberta (June 28, 1999) **Year-End Results Show Alberta's Fiscal Plan Is Paying Off.** Edmonton, Alberta: Alberta Treasury News Release

[www.treas.gov.ab.ca.comm/newsrel](http://www.treas.gov.ab.ca.comm/newsrel)

Government of Alberta (September 30, 1999) **Treasury's Fiscal Responsibility Pays Off for Albertans in 1998–99.** Edmonton, Alberta: Alberta Treasury News Release

[www.treas.gov.ab.ca.comm/newsrel](http://www.treas.gov.ab.ca.comm/newsrel)

Government of Alberta (June 24, 1999) **Alberta Wipes Out the Province's Net Debt Ahead of Schedule.** Edmonton, Alberta: Alberta Treasury News Release

[www.treas.gov.ab.ca.comm/newsrel](http://www.treas.gov.ab.ca.comm/newsrel)

Government of Canada (1999) **DRAFT-Sustaining Growth, Human Development, and Social Cohesion in a Global World.**

[web@prs-srp.gc.ca](mailto:web@prs-srp.gc.ca)

Laurendeau, Michel Treasury Board Secretariat **Performance Accountability and Reporting Frameworks (Discussion Paper)**

[www.tbs-sct.gc.ca/rin/ProgramEvaluation](http://www.tbs-sct.gc.ca/rin/ProgramEvaluation)

McKenna, Frank (December 1997) **Atlantic Canada: A Vision for the Future (an address to the Atlantic Vision Conference of Atlantic Canadian Premiers)** Moncton, New Brunswick: Atlantic Institute for Market Studies (AIMS)

[www.aims.ca/commentary/mckenwd.html](http://www.aims.ca/commentary/mckenwd.html)

McMahon, Fred **Research Report: New Brunswick Pulls Ahead of Nova Scotia.** Atlantic Institute for Market Studies (AIMS)

[www.aims.ca/apr99.html](http://www.aims.ca/apr99.html)

---

**Minnesota Planning Minnesota Milestones.** St. Paul: Minnesota  
[www.mnplan.state.mn.us](http://www.mnplan.state.mn.us)

**National Centre for Policy Analysis Health Care Rationing—Government—Created Problems and Market Solutions.**  
[www.fraserinstitute.ca/montpelerin/papers/health](http://www.fraserinstitute.ca/montpelerin/papers/health)

Office of the Auditor General of Canada and the Treasury Board Secretariat  
(January 1998) **Modernizing Accountability Practices in the Public Sector—Discussion Draft.** Ottawa, Ontario

**Office of Program Policy Analysis and Government Accountability (OPPAGA)**  
[www.oppaga.state.fl.us](http://www.oppaga.state.fl.us)

Organization for Economic Co-operation and Development—OECD (October 1999) **Maintaining Prosperity in an Ageing Society.**

Staff of the Auditor General of Canada, John Holmes & Tom Wileman **Toward Better Governance—Public Service Reform in New Zealand (1984–94) and Its Relevance to Canada.**  
<http://www.oag-bvg.gc.ca/domino/other.nsf/html/nzbody.html>

The Fraser Institute (October 1998) **The BC Government Gets an F on Their Report Card.**  
[www.fraserinstitute.ca/media/media\\_releases/1998](http://www.fraserinstitute.ca/media/media_releases/1998)

The Halifax Herald Ltd. (Wednesday, November 17, 1999) **Contradictions Abound in Ontario Spending.**  
[www.herald.ns.ca/cgi-bin/hime/displayst](http://www.herald.ns.ca/cgi-bin/hime/displayst)

The Fraser Institute **Critical Issues—The Case for School Choice: Executive Summary** [www.fraserinstitute.ca/publications/critical\\_issu.../section\\_01.htm](http://www.fraserinstitute.ca/publications/critical_issu.../section_01.htm)

Treasury Board of Canada Secretariat Planning, Performance and Reporting Sector (December 1998) **Staff Working Paper—Management, Accountability and Policy Development: How the Provinces Use Performance Information.**  
<http://www.tbs-sct.gc.ca>

---

## Appendix 10 *List of those who made written submissions*

- Aaboe-Milligan, Betty Ann  
Abram, Tammy, *Kjipuktuk Aboriginal College*  
Acadia Recreation Management Society  
Adams, Ken, *Fundy Geological Museum*  
Albarda, J. W.  
Allen, Brenda, *Victorian Order of Nurses*  
Allsop, Tracey, *Nova Scotia Equestrian Federation*  
Amaratunga, Carol, *Maritime Centre of Excellence for Women's Health*  
Andrew, Trevor  
Ansell, M. G.  
Ardelli, Jerome  
Arden, Storme, *Visual Arts Nova Scotia*  
Armstrong, Scott, *Tatamagouche Elementary*  
Arnold, David  
Arseneau, Don, *Museums Committee of the Old Sydney Society*  
Baas, Keith, *Municipality of the County of Colchester*  
Babineau, Ninette, *Nova Scotia Arts Council*  
Bachynski, C. A.  
Badcock, Jeff, *Athletics Nova Scotia*  
Bagnell, Ronda, *Colchester Early Intervention Program*  
Bagnell, Ken, *National Sport Centre-Atlantic Canada*  
Baker, George C.  
Balcom, James, *Athletics Nova Scotia*  
Ballem, Ruth, *Nova Scotia Equestrian Federation*  
Barter, Donald  
Batdorf, Luke L.  
Bazley, Stephen  
Beals, Harold, *Nova Scotia Association of Social Workers*  
Beaton, Kim, *Nova Scotia Equestrian Federation*  
Beaton, Damien, *Walter Fougere School*  
Beazley, Peter, *Athletics Nova Scotia*  
Bebbington, Tony, *Bebbington Industries*  
Bell, Darcy  
Bell-Tovey, Penny, *Nova Scotia Equestrian Federation*  
Belyea, Jane, *Alpine Ski Nova Scotia*  
Bennett, Ina, *Kentville Elementary School*  
Bennett, E. L., *Town of Middleton*  
Bennett, Geoff, *DesBrisay Museum*  
Bent, Anna-Marie, *School Board*  
Bent, Louise, *Yarmouth County Museum*  
Bergevin, L, *Kentville Elementary School*  
Berryman, Heather, *Kentville Elementary School*  
Betfelo, Herman, *Nova Scotia Equestrian Federation*  
Bignell-Leck, Belinda  
Blanchard, Greg  
Blanchard, Jim, *Glooscap Elementary School*  
Blanchard, Wayne, *Hillcrest Academy*  
Boiduk, Barbara, *Cumberland East Intervention Program*  
Boliver, Darlene, *Saint Vincent's Guest House*  
Boudreau, Wayne  
Boudreau, Jim & Patti  
Bourque, Colin, *Acadian Museum & CRPCD Archives*  
Bourque, Charles, *Baseball Nova Scotia*  
Boutilier, William  
Boutilier, Joan  
Bower, Glenda, *Recreation Nova Scotia*  
Bradfield, Michael  
Bradley, Carol  
Bradley, Laura, *Yarmouth County Museum*  
Brandstad, Kyla  
Brinton, Dean, *Canada Council for the Arts*  
Brisseau, Michael  
Brown, Heather, *Coldbrook and District School*  
Brown, Greg, *Halifax RDA*  
Brown, Sheila A., *Mount Saint Vincent University*  
Brown, Harold, *Recreation Nova Scotia*  
Brown, Douglas Arthur, *Arts Cape Breton*  
Bruhm, Jerome  
Brunton, Ron, *Hants West Local NSTU*  
Buchanan, B. R.  
Burke, Michael, *Hope Cottage*  
Burke, Scott, *The Ship's Company Theatre*  
Bussey, William, *Sydney and Louisburg Railway Historical Society*

---

Byrne, Joanne M.

Caldwell, Owen, *Caldwell Auction Services*

Cameron, Barry, *Science Fair Innovators Group*

Cann, B., *Kentville Elementary School*

Carroll, Gordon, *Housing and Municipal Affairs*

Carron, Ronald

Carvery, Colbie

Casey, Michael D.

Cassidy, Martha, *Business & Professional Women*

Castlebury, Nancy

Cavanagh, Danny, *Truro District Labour Council, CLC*

Cavanaugh, Coleen, *Nova Scotia Gymnastics*

Chaisson, Rodney, *Nova Scotia Highland Village Society*

Chaisson, H.

Chalmers, Fred

Chan, Joseph

Charles, Tony

Chiasson, Angie

Chisholm, Carol, *Kentville Elementary School*

Chisholm, Robert, *Nova Scotia New Democratic Party*

Chisolm, Ben, *United Assoc. of Journeymen & Apprentices, Plumbing*

Choudbury, Rajeev

Christie, Amanda Dawn

Church, Nick, *Athletics Nova Scotia*

Church, Jeanne, *Nova Scotia Yachting Association*

Clark, David C.

Clark, H. M. Janet, *South Shore Regional Library*

Clarke, Chris

Clarke, Rick, *Nova Scotia Federation of Labour*

Clarke, Christopher, *Region of Queens Municipality*

Clarke, Wayne

Coffin, Garth, *Nova Scotia Agricultural College*

Coffin, Scott

Colman, Ronald, *GPI Atlantic*

Committee on Trade/Investment Negotiations and Agreements, *Voluntary Planning*

Community Development Sector, *Voluntary Planning*

Condé, Michael, *Nova Business Ventures*

Connors, John Dave

Connors, John D.

Conrad, Jody, *Bicycle Nova Scotia*

Cooke, Wendy J., *Kippers School of Gymnastics*

Coolican, Murray, *Metro Halifax Chamber of Commerce*

Corbett, Bill, *Glace Bay Miners Museum*

Corkum, Kevin

Corkum, Ruth, *Annapolis Valley Lake & Ridge Runners Snowmobile*

Corkum, Mallory, *Athletics Nova Scotia*

Cornish, Cathy

Cosh, Peggy, *New Glasgow District Labour Council*

Council of Nova Scotia University Presidents

Craswell, Albert, *Avon Foods Inc*

Crinean, Kay, *NovaKnowledge*

Cromwell, Gayle, *Cumberland County Transition House*

Crooker, Marie, *Lunenburg Co. Community Health Board*

Cross, Dwayne

Cross, Heather

Crowell, Stacey

Crowley, Brian Lee, *Atlantic Institute for Market Studies*

Crozier, Donna

Cullen, Maureen, *Athletics Nova Scotia*

Cunningham, Sibylle, *Martock Ski Race Club*

CUPE, *Digby*

Currie, Chris, *Alpine Ski Nova Scotia*

Currie, Kyle, *Alpine Ski Nova Scotia*

Currie, Claudia, *Alpine Ski Nova Scotia*

Curtis-Steele, Anna

d'Entremont, Pauline, *Les Archives Père Clarence d'Entremont & Musée*

d'Entremont, Bernice, *Musée Acadien & Research Center*

d'Entremont, Carol A., *Société Acadienne de la Nouvelle-Écosse de Pubnico*

d'Entremont, Marie, *Société Historique de Pubnico Ouest & Archives*

d'Entremont, Paul, *Le Village Historique Acadien*

D'Eon, Paul, *Recreation Nova Scotia*

D'Orsay, John

Daley, Marg, *St Mary's Elementary School*

Dauphinee, David, *Town of Lunenburg*

Dauphinee-Rout, Nancy, *NSEF Member*

Davey, William

---

Davison Ryan, Audrey  
 de Rome, Cathryn  
 DeGaust, Brain, *Judo Nova Scotia*  
 deGooyer, Kermit, *Wilderness Committee Ecology Action Centre*  
 Delbert, Muise  
 Dempster, Cheryl, *Martock Ski Race Club*  
 den Hollander, Nathan  
 Denney, Donna, *Registered Nurses Association Nova Scotia*  
 Department of Education  
 Devine, Hubert, *Western Regional Health Board*  
 DeWolfe, Jane, *Chrysalis House*  
 Dickson, Bill  
 Dickson, B., *Kentville Elementary School*  
 Dieryckx, Nancy  
 Dingwall, Elizabeth  
 Dodge, R. Bruce  
 Doe, Kent  
 Doherty, Penny, *Thomas Aquinas Center*  
 Donald, Beth  
 Donkin, J Sherman, *Nova Scotia Equestrian Federation*  
 Donovan, Valerie, *ALLKIDS Early Intervention*  
 Doucet, R. J.  
 Doucet, Richard, *MTT*  
 Dow, John M., *Innovative Marine Structures Inc.*  
 Doyle, Tom, *Alpine Ski Nova Scotia*  
 Doyle, Mary Anne, *Speed Skate Nova Scotia*  
 Doyle-Bedwell, Patricia, *N. S. Advisory Council on the Status of Women*  
 Dube, Ann, *Digby/Clare Home Support Agency*  
 Duncanson, James  
 Dunham, Frank  
 Dunkley, David F., *Russell C. Gordon School*  
 Dunn, Sandra, *The Whitney Pier Historical Society and Museum*  
 Dunn, Rex  
 Durling, Jim, *Nova Scotia Equestrian Federation*  
 Durrett, David  
 Dyer, Paul, *Saint Mary's University Board of Governors*  
 Eager, James, *Canoe Nova Scotia*  
 Economic Dev. Committee Acadian Communities Yarmouth Co.  
 Eddy, Danny, *Lunenburg Co. Local of N. S. Teachers Union*  
 Eldridge, Peter  
 Elliott-Foster, Kim, *Nova Scotia Equestrian Federation*  
 Elmore, Ryan, *Middleton Track Club*  
 Energy Sector, *Voluntary Planning*  
 English, Doug  
 English, Dan, *Halifax Regional Municipality*  
 Environment and Economy Sector, *Voluntary Planning*  
 Fantin, Debbie, *Nova Scotia Equestrian Federation*  
 Farah, Frank  
 Farmer, George T., *Baseball Nova Scotia*  
 Fawthrop, Doug, *Nova Scotia Tourism Partnership Council*  
 Ferguson, Theresa  
 Ferguson, Robert, *Athletics Nova Scotia*  
 Ferguson, Robert  
 Ferguson, Jamie, *Nova Scotia Tennis Association*  
 Ferns, Chris, *Association of Nova Scotia University Teachers*  
 Fiander, Wayne  
 Fillmore, Gerald E.  
 Fitt, Art, *Office of the Mayor*  
 Fitzgerald, Dianne E., *Atlantic CED Institute*  
 Fleury, Christine, *Athletics Nova Scotia*  
 Foley, Kelly  
 Forbes, Brian, *Nova Scotia Teachers Union*  
 Forbes, Cynthia  
 Forbes, Margaret A., *Nova Scotia School Board Association*  
 Forbes, Jay, *Nova Scotia Power Corp*  
 Forgeron, Joseph  
 Forrest, Shirley  
 Foshay Langille, Rae, *New Glasgow Youth Centre*  
 Fougere, R.  
 Fowler, Scott, *Alpine Ski Nova Scotia*  
 Fowler, Hal, *Recreation Nova Scotia*  
 Foy, Joseph T.  
 Fraser, Milton  
 Fraser, Kenneth  
 Fraser-McLaughlin, Maureen, *Athletics Nova Scotia*  
 Freeman, Murray  
 Frenette, Heather  
 Fry, Craig  
 Fry, Trish, *Annapolis Royal Historic Gardens Society*

---

Fulton, Judith, *Yarmouth Local NSTU*

Galipeault, Jean-Pierre, *Programs Manager, The Self Help Connection*

Gallagher, Susan

Gallant, Angela, *Nova Scotia Gymnastics Association*

Garaja, Erin, *Kentville Elementary School*

Garner, George

Gaudet, Marilyn, *N. S. Dept of Business & Consumer Services*

Gaudet, Andrea, *East Hants Swimming Pool*

Gentle, Norman, *Alpine Ski Nova Scotia*

Germani, Tyler

Germani, Stuart, *Cross Country Ski Nova Scotia*

Ghent-Nickerson, Pauline, *Registered Nurses Association of Nova Scotia*

Gibson, Katherine

Giles, Terry, *Cobequid Arts Council*

Gillis, A.

Gillis, Bobby

Gillis, Jane, *Nova Scotia Teachers Union*

Giski, Anna, *Synchro Nova Scotia*

Glasgow, Ian R., *Municipality of East Hants*

Glennie, Dale

Goddard, Lynda, *Aspotogan Trails Association*

Goodman, Paul G., *N. S. Insolvency Association*

Gorman, Jerome, *Athletics Nova Scotia*

Gorman, Jeff, *Athletics Nova Scotia*

Gouthro, Patricia

Gouthro, Maurice

Graham, Elizabeth

Graham, Joey, *Alpine Ski Nova Scotia*

Graham, Debra, *BIDS*

Graham, Rev. John, *Eastern Reg. Advisory Council on Addiction Service*

Greatrex, Geoffrey, *Dalhousie University*

Greene, Brian

Greenough, Joann

Gullikson, Shelley

Guppy, Susan

Gushue, Jeff, *Yarmouth Leisure Services*

Hackett, Sherri

Hale, Ken, *Natural Resources Union*

Haley, Betty

Haliburton, William

Hall, Christopher R.

Hall, George, *ATI Consulting Corporation*

Hamilton, Rhonda, *G. R. Saunders Elementary School*

Hamlin, Kathy, *New Ross Family Resource*

Hanham, Victor J., *Louisbourg Playhouse Society*

Hants East Gymnastics Club

Harvey, Nan D., *Colchester Historical Society*

Hatcher, Annamarie

Hatfield, Alechia

Hatfield, Harold S.

Hatt, Doug

Hay, William J., *Mastodon Ridge Developments Limited*

Hay, Bill, *Nova Scotia Tourism Partnership*

Hayne, Derek, *St. Marys Education Centre*

Haynes, Michael

Haynes, Ross H., *The Haynes Group of Lawyers*

Hazelden, Russell G.

Healy, Susan, *Nova Scotia Gymnastics Association*

Heikalo, Daniel

Hendersen, Rochelle

Henderson, Laura & David

Henderson, Raff, *Recreation Nova Scotia*

Hennigar, Ann, *Athletics Nova Scotia*

Hill, Cathy, *Recreation Nova Scotia*

Hilliard, Rick, *Village of Bible Hill*

Hines, Gary

Hines, Lloyd P, Warden, *Municipality of the Dist. Of Guysborough*

Hiscott, Shawn, *Nova Scotia Distiller's Council*

Hofrichter, Richard, *Alpine Ski Nova Scotia*

Hofrichter, Debra, *Martock Ski Race Club*

Hoganson, Gerald

Holec, Ray

Holland, Doug

Hood, David, *Town of Stellarton Recreation & Culture*

Hopkins, John E.

Hopkins, Paula, *Les Archives Père Clarence d'Entremont & Musée*

Horner, Barb, *Hfx. Assoc. for Community Living*

---

---

Howard, Patricia  
Howe, Lonnie S., *Lingan Country Club*  
Howell, F. W., *Yarmouth Airport Commission*  
Hubley, Cathie  
Hudson, Lois, *Saint Andrew Jr. School*  
Hughue, Christopher  
Human Resources Sector, *Voluntary Planning*  
Hunter, Stephanie, *Feminists for Just and  
Equitable Public Policy*  
Hurst, Peter  
Inglis, R. D., *Small Business Enterprises*  
Isenor, Carol, *Canadian Mental Health Assoc. - Hfx. Branch*  
Jackson, Judith  
Jacobs, Marie A., *Orienteering Associations of N. S.*  
Janowitz, Martin W., *International Shambala Lodge  
Council of Warriors*  
Jarmyn, Tom  
Jessome, Joan, *Nova Scotia Government Employees Union*  
Johnston, Reg, *Cape Breton-Victoria Regional School Board*  
Johnston, Laurie, *Hantsport Shamrocks Baseball Society*  
Johnston, Marilyn, *Municipality of the District of Shelburne*  
Jollymore, Lisa, *Pictou East Early Intervention Program*  
Jordon, Danny  
Junior High Teachers of Nova Scotia  
Kaiser, Shane, *Alpine Ski Nova Scotia*  
Kaiser, Gary, *Alpine Ski Nova Scotia*  
Kaiser, Dorothy, *Alpine Ski Nova Scotia*  
Kaiser, R., *Alpine Ski Nova Scotia*  
Keddy, Jason Ryan, *Athletics Nova Scotia*  
Kehoe, Sharon, *Kentville & Area Board of Trade*  
Kelley, Russell, *Nova Scotia Arts Council*  
Kendall, Irene  
Kennedy, Judy  
Kikuchi, Mary, *Nova Scotia Gymnastics Assoc.*  
Kikuchi, Tak, *Nova Scotia Gymnastics Assoc.*  
Killam, Bob  
King, Edward  
King, Brian G., *Athletics Nova Scotia*  
King, Christopher, *Nova Scotia Arts Council*  
Kirby, John, *Historic Restoration Society of Annapolis County*  
Kirk, Margo

Kirkpatrick, Les  
Kirwan, Patrick  
Knock, Terry, *Science Fair Innovators Group*  
Kroeger, Gerald  
Kyle, Gordon  
Kyle, Jane  
Lacande, Renee  
LaLande, Pierre  
Langille, Gary, *NSCC*  
Langille, Carol, *Yarmouth Junior High Home  
and School Association*  
Larose, Bonnie  
Lamontagne MacDonald, Rita, *Visual Arts Nova Scotia*  
Lavac, Leah, *Acadia Students' Union*  
Layton, J. Wilbert  
Leadbetter, Brian, *Dalhousie University*  
Leader, Todd, *Public Health Association of Nova Scotia*  
Lebens, Joanne, *The Claire Leisure Commission*  
LeBlanc, Raymond  
LeBlanc, Yvette, *Kentville Elementary School*  
LeBlanc, Lea, *La Société Historique de Pubnico-Ouest  
& Archive*  
Leblanc-Delaney, Monique, *Strait Regional School Board*  
Legere, Laura  
Lenihan, Ken, *Baseball Nova Scotia*  
Levac, Leah, *The Acadia Students Union*  
Lewis, Dave  
Lewis, Roland G., *Cape Breton Artificial Reef Society*  
Lewis, Roland G., *Nervous Wrecks Scuba Diving Club*  
Lewis, Peter  
Lindanger, Ann  
Linzey, Joanne, *Metro United Way*  
Little, Harold  
Littlepar, Cindy  
Littler, Nancy, *Synchro Nova Scotia*  
Lively, Albert  
Livingston, Neal, *Black River Productions Limited*  
Locke, Gerald, *Town of Shelburne Parks & Recreation*  
Loucks, Ron  
Lowe, Chris, *Martock Ski Race Club*  
Ludlow, Basil, *St. Andrew's Junior High School*

---

Lynch, Allan  
 Lyons, Sonya  
 MacAlpine, Byron, *Hillcrest Academy*  
 MacAulay, Duart, *Union of Nova Scotia Municipalities*  
 MacDonald, Allena  
 MacDonald, T.  
 MacDonald, Jennifer  
 MacDonald, Hubert, *Bridgewater Parks Recreation  
and Culture Comm.*  
 MacDonald, Elmer, *Chignecto-Central Regional School Board*  
 Macdonald, Fred  
 MacDonald, Harriet, *Hillcrest Academy*  
 MacDonald, Tina, *Local 470, NSGEU*  
 MacDonald, Pauline, *Recreation Nova Scotia*  
 MacDonald, Patricia, *Town of Glace Bay Day Care Centre*  
 MacDonald, Michael J., *Greater Halifax Partnership*  
 MacDougall, Heather  
 MacDougall, Glen, *Alpine Ski Nova Scotia*  
 MacGillvary, Fred, *Trade Centre Limited*  
 MacInnis, Brenda, *Antigonish Early Childhood  
Intervention Program*  
 MacInnis, Kevin, *Alpine Ski Nova Scotia*  
 MacIntosh, Ian R., *Cape Breton Regional Library*  
 MacIntyre, Donnie, *Nova Scotia Teachers Union*  
 MacKay, Ed  
 MacKenzie, Ann  
 MacKenzie, Carl  
 MacKenzie, Roy, *Canoe Nova Scotia*  
 MacKenzie, Katherine, *Pictou Community New Horizons Club*  
 MacKinnon, Jane, *Member of Local 470 NSGEU*  
 MacKnight, Scott, *Shubenacadie Canal Commission*  
 MacLean, Erin  
 MacLean, John  
 MacLean, David, *Alpine Ski Nova Scotia*  
 MacLean, Leanne, *Alpine Ski Nova Scotia*  
 MacLean, Marie, *Alpine Ski Nova Scotia*  
 MacLean, Joyce, *Central Nova Tourist Association*  
 MacLennan, Barbara, *Salt Springs Elementary School*  
 MacLeod, Debbie  
 MacLeod, Alexander  
 MacLeod, Cyril  
 MacLeod, Greg, *Tompkins Institute UCCB*  
 MacLeod, Kathleen, *North Highlands Museum*  
 MacMichael, Jack  
 MacNeil, Susan F. W., *Nova Scotia Equestrian Federation*  
 MacNeil, J. Bruce, *Nova Scotia Highland Village Society*  
 MacNeil, Georgia, *Women's Centres CONNECT*  
 MacNeill, Sandy, *Alpine Ski Nova Scotia*  
 MacPhee, B., *Kentville Elementary School*  
 MacQuarrie, Charles  
 MacQuarrie, Peter  
 MacQueen, Bill  
 MacSwain, James, *Canadian Conference of the Arts*  
 Mallette, Susan, *Inverness County Council of the Arts*  
 Malloy, Paul  
 Maltby, Roy, *Town of Amherst*  
 Maltby, Janet, *Old Sydney Society*  
 Marchant, Bill, *Baddeck Area Ski Club*  
 Marks, Eva  
 Marshall, Robin, *Kings Community Econ. Dev. Agency*  
 Martell, Giselle  
 Martin, Karen  
 Mason, Lynn, *Nova Scotia International Tattoo*  
 Matheson, Joe  
 Matheson, Lloyd, *Municipality of East Hants*  
 May, Ron, *Alpine Ski Nova Scotia*  
 McCarthy, Fred, *Baseball Nova Scotia*  
 McCleave, Rob, *Nova Scotia Nature Trust*  
 McClelland, Mark, *Early Intervention Nova Scotia*  
 McClelland, Rosemary, *Nova Scotia Society of Medical  
Laboratory Tech.*  
 McCoubrey, David  
 McCurdy, Peter  
 McInnis, Donna  
 McIntosh, Patricia  
 McIntyre, W. Terry, *Hillcrest Academy*  
 McKarney, Anita  
 McKay, Cliff  
 McKenzie, Fabian  
 McLaughlin, Brian, *Athletics Nova Scotia*  
 McLellan, Claire, *Nova Scotia Equestrian Federation*  
 McMullen, Daphne

---

McMullin, John  
 McMullin, Jim  
 McNeill, L. M., *Athletic Nova Scotia*  
 McWade, Pat, *Service Adv. Comm. Addiction  
 Serv Western Region*  
 Meadows, Jerri  
 Meagher, Cyril, *Allendale Electronics*  
 Meisner, Karen  
 Meisner, Sonya, *The Investment Property Owners  
 Assoc. of N. S.*  
 Merchant, Valerie  
 Merriam, Joanne  
 Middleton, Helen  
 Mildon, John, *Family and Childrens Services  
 of Annapolis County*  
 Millar, Ian  
 Miller, Carol  
 Miller, Gary  
 Miller, D., *Baseball Nova Scotia*  
 Miller, Nigel, *Oland Brewery and Atlantic Brewers Association*  
 Miller, Tom, *Cape Breton Miners Museum*  
 Milles, David, *Nova Scotia Tourism Partnership Council*  
 Millman, Paul  
 Mitchell, Judith, *Town of Berwick*  
 Molloy, David  
 Mombourquette, Alex, *The Nova Scotia Co-Operative Council*  
 Moore, Gerry, *North Star Business Centres Inc.*  
 More, Nancy, *Old Sydney Society*  
 Morley, Stephen  
 Moron, Blaise, *SANS*  
 Morrison, Ruth, *Hillcrest Academy*  
 Morrison, Mary M., *Nova Scotia Equestrian Federation*  
 Morrison, Keith  
 Mosher, Donalda  
 Mosher, Glenn  
 Mosher, Allan, *Middleton Track Club*  
 Muise, Jim  
 Muise, John  
 Muise, Leo  
 Muise, Roy, *Community Advocates Network*  
 Mullenger, Dave, *Alpine Ski Nova Scotia*

Murchison, Laurie, *Sport Nova Scotia Board of Directors*  
 Murphy, George  
 Murphy, Patrick, *Nova Scotia Restaurant  
 & Foodservices Association*  
 Murray, Ian  
 Murray, Greta  
 Murray, Linda, *Cross Country Ski Nova Scotia*  
 Murray, Brain, *Liverpool Regional High School*  
 Murray, Sam, *Town of Mulgrave*  
 Myer, Deborah, *Martock Ski Race Club*  
 Myers, Carl  
 Nasager, Leo E.  
 Nash, Ann  
 Nass, Robert  
 Neil, Dawn, *Atlantic View Trail*  
 Nelson, Bryan, *Central Annapolis Valley  
 Chamber of Commerce*  
 Nevitt, David, *Athletics Nova Scotia*  
 Nicholl, J., *N. S. Gymnastics Association*  
 Nicholl, M.E., *N. S. Gymnastics Association*  
 Nickerson, Patricia, *Recreation Committee  
 District of Shelburne*  
 Nix, Greg, E. B. *Chandler Junior High School*  
 Noble, H. C., *Liverpool Regional High School*  
 O'Brien, Rebecca, *Ecology Action Centre TRAX*  
 O'Brien, C.J., *Martock Ski Race Club*  
 O'Keefe, Joan  
 O'Keefe, Greg, *The Children's Aid Society of Cape Breton*  
 O'Neill, Brendan, *Athletics Nova Scotia*  
 O'Neill, Florence, *Halifax Regional School Board*  
 Oldford, Pauline, *Nova Scotia Government Employees Union*  
 Oliver, Kenneth Douglas  
 Ouellette, Jack, *Strait Richmond Palliative Care Society*  
 Owen, Hugh  
 Owens, Catherine, *Martock Ski Race Club*  
 Oxner, Gail, *Nova Scotia Equestrian Federation*  
 Ozmon, Kenneth L., *Saint Mary's University*  
 Palermo, Sharon  
 Parent, Mark  
 Paris, Percy A.  
 Parker, Robert G.

---

Parker, David K.  
 Patenaude, Michelle  
 Patterson, Claire  
 Patterson, Cari, *Sharing Strengths*  
 Payne, Trudy, *Lunenburg/Queens Recreation*  
 Peach, Kevin, *Cape Breton District Local NSTU*  
 Pearce, John, *Transport 2000 Atlantic*  
 Peers, Jim  
 Pellerine, Bev, *Nova Scotia Equestrian Federation*  
 Pelley, Janet, *Colchester East Hants Regional Library*  
 Perkins, James G.  
 Perlmutter, David C., *Music Industry Assoc. of N. S.*  
 Perry, Lorraine  
 Peters, Allen, *Colchester Trails Association*  
 Pickings-Anthony, Carol, *Bridgewater Parks, Recreation & Culture*  
 Pierce, Ellen, *WFNS*  
 Pink, Darrel, *Metro United Way*  
 Pippy, Steven, *Hillcrest Academy*  
 Poetschke, Leonard  
 Port Hood ST460  
 Porter, Judson  
 Porter, Lisa, *Community Special Needs Alliance*  
 Porter, Jack, *University of Cape Breton College*  
 Poteri, Michael  
 Potter, R. Richard, *Meridian Maritime Mining and Manufacturing*  
 Powell, Bob, *Valley Recreation Coordinators/Directors Assoc.*  
 Preeper, Richard  
 Presant, Muriel, *Strait Richmond Palliative Care Society*  
 Price, Anita, *Dartmouth Heritage Museum*  
 Publicover, Elizabeth  
 Purdy, Darlah, *Women for Community Economic Development*  
 Rafuse, Janice, *East Chester Recreational Association*  
 Rafuse, Dale  
 Rafuse, Chris, *St. Josephs Early Childhood Centers*  
 Ralston, Doug, *Nova Scotia Association of Science Teachers*  
 Raven, Pauline, *Annapolis Valley-Hants Community Action Program*  
 Redden, James  
 Redden, Jean  
 Redmond, Barbara  
 Reed, Katherine, *Antigonish Womens Resource Centre*  
 Reeves, Irma, *Wallace & Area Museum*  
 Reid, Melva  
 Reid, David, *Halifax Regional Schoolboard*  
 Reid, Norma, *Friends of the DesBrisay Museum*  
 Reid, Maureen E., *Neptune Theatre*  
 Reynolds, Janice, *Liverpool Regional High School*  
 Rhodenizer, David  
 Rhyno, D.  
 Rhyno, Harry, *Bridgewater and Area Chamber of Commerce*  
 Richard, Mark  
 Richard, Richard, *Athletics Nova Scotia*  
 Richardson, Donna  
 Richardson, Norma, *Colchester Historical Society & Museum*  
 Richman, Barbara, *Symphony Nova Scotia*  
 Rideout, Kim  
 Riggs, Sharon  
 Riordon, Bernard, *Art Gallery of Nova Scotia*  
 Ritcey, G. C.  
 Roach, St. Clair, *Hillcrest Academy*  
 Robar, Norman  
 Roberts, Linda J., *Capt. William Spry Community Centre*  
 Robertson, Cynthia, *Symphony Nova Scotia*  
 Robicheau, Karen  
 Robinson, Michael, *Fisheries Institute of Nova Scotia*  
 Rocheleau, Paul  
 Rodney, Brian, *Tourism Partnership Council*  
 Roscoe, John, *Hillcrest Academy*  
 Roseman, Ellen  
 Ross, Ruth  
 Ross, Donald  
 Ross, Johnson  
 Ross, Nancy, *Dayspring Adolescent Treatment Centre*  
 Ross, Darlene, *Nova Scotia Equestrian Federation*  
 Ross, Mary, *Registered Nurses' Association of Nova Scotia*  
 Ross, Raymond  
 Rost van Tonningen, N.A. Nick, *Burleigh Financial Limited*  
 Roy, Kathy  
 Ruff, Eric J., *Yarmouth County Museum*  
 Rushton, Ed, *Athletics Nova Scotia*

---

---

Ryan, Francis  
 Ryan, Basil, *Community Business Development Corporation*  
 Sampson, Gerald  
 Sampson, Anja, *Saint Andrew Jr. School*  
 Sanford, Susan, *Mental Health Self Employment Opportunities*  
 Sargeant, Dan, *Nova Scotia Yachting Association*  
 Scott, Theresa, *Athletics Nova Scotia*  
 Scott, Katherine, *Cape Breton Centre for Craft and Design*  
 Scott, Robin, *Recreation Facilities Association of N. S.*  
 Shaw, Joseph  
 Sheehan, Peter, *Margaree Management Consultant*  
 Sheppard, Peter  
 Sheppard, Brenda  
 Shore, Christopher, *Alive Theatre*  
 Sidebottom, Mark, *Nova Scotia Power, Hydro Production*  
 Sim, Chris  
 Sirota, Linda, *Home Care*  
 Slack, Stanely  
 Slaunwhite, Debbie  
 Smith, Don  
 Smith, John C.  
 Smith, Kevin  
 Smith, Jane, *Auxiliary, South Shore Regional Hospital*  
 Smith, Jim, *Nova Scotia Liberal Caucus Office*  
 Smith, Jim  
 Smith, Donna M., *Parkdale-Maplewood Community Museum*  
 Smith, Clifford  
 Smith, Kenneth, *Town of Bridgewater*  
 Smyth, Dick, *Alliance of Manufacturers & Exporters Canada*  
 Snarby, Kristopher  
 Snider, C. K., *Canadian Bankers Association*  
 Snow, Robert  
 Soucie, Denis  
 Southwest Regional School Board  
 Speery, Percy  
 Spencer, Sandy K., *Centre for Entrepreneurship Education  
and Development*  
 Spurr, Caldwell C.  
 St. Clair, James, *Iona Connection Cooperative*  
 St. Croix, Jason, *Cole Harbour Place*  
 Stackhouse, Paul, *Nova Scotia Tourism Partnership Council*

Starr, Richard  
 Stea, Rudolph  
 Stelma, Janice  
 Stewart, Lisa  
 Stewart, R. S.  
 Stone, Vera B.  
 Sullivan-Corney, Judith, *N. S. Dept of Human Resources*  
 Summers, Maureen, *Canadian Cancer Society*  
 Sutherland, Nancy  
 Sutherland, George H., *Michelin North America (Canada) Inc.*  
 Sutherland, Ivan, *Nova Scotia Gymnastics*  
 Tarr, D. J., *Baseball Nova Scotia*  
 Tattrie, Lloyd  
 Taxation Sector, *Voluntary Planning*  
 Teacher Action Council  
 Tellier, Pat, *Kentville Elementary School*  
 Tench, Rae  
 Tennessen, Tarjei  
 Terris, Andrew David, *Nova Scotia Cultural Network*  
 Thayer Scott, Jacquelyn  
 Thibodeau, Robert  
 Thimot, Elaine  
 Tileston, Susan, *Annapolis Region Community Arts Council*  
 Tinter, Tanya  
 Toupin, Derek  
 Tourism Industry Association of Nova Scotia  
 Tourism Sector, *Voluntary Planning*  
 Tournier, Johanne L.  
 Traves, Tom, *Dalhousie University*  
 Trenaman, F.  
 Tynnell, Paul, *Baseball Nova Scotia*  
 Uhlman, Luke P.  
 Valley Regional Hospital  
 van Berkel, Elisabeth  
 Van der Veer, Pat  
 Van Thournow, Zack  
 Vance, Cecil, *Nova Scotia Road Builders Association*  
 vanVolsen, Robert  
 Varner, Anne-Marie, *Nova Scotia Film and  
Television Producers Assoc.*  
 Veinotte, David

---

Venner, Michael, *N. S. Insolvency Association*  
Vermeir, Gary, *Alliance of Canadian Cinema  
TV and Radio Artists*  
Vienneau, Carolyn  
Vines, Stephen, *N. S. Trans Canada Trail Council*  
Vissers, Bert J., *Shubenacadie Wildlife Park*  
Wagner, Elizabeth  
Wallace, Perry  
Wallace, Ron  
Waller, Don  
Walsh, R., *Martock Ski Race Club*  
Walsh, Joseph, *North Sydney Historical Society*  
Walt, Shimon  
Walters, Kathy, *Kentville Elementary School*  
Wambolt, Lynn, *NSTU*  
Wambolt, R. McK.  
Ward, Rosemary, *Co. of Colchester,  
Municipality Rec. Co-ordinator*  
Weagle, Anthony  
Webb, Cecilia, *Registered Nurses' Association of Nova Scotia*  
Webber, Harvey, *Cape Breton Miners' Museum*  
Webber, Allen, *Municipality of Chester*  
Weldon, Sirje, *Nova Scotia Committee of  
the Canadian Bankers Assoc.*  
West, Joan, *Nova Scotia Equestrian Federation*  
Westhaver, Brian  
White, Donald  
White, Linda  
White, Karen, *Catholic Pastoral Centre,  
Archdiocese of Halifax*  
Whitehead, Ike  
Whynot, Clarence, *Sport Nova Scotia*  
Win, Roger  
Williams, Fiona  
Wilmot, Ron  
Wilson, Les, *Softball Nova Scotia*  
Wimberly, David  
Winters, Lyndall H.  
Wiser, Sundae, *Yarmouth Jr. High Home  
and School Association*  
Wolstenholme, Sue, *St. Joseph's Early Childhood Centres*

Wong, Ann Marie, *Nova Scotia Gymnastics Association*  
Wood, Ryan, *Alpine Ski Nova Scotia*  
Wood, Eric, *Alpine Ski Nova Scotia*  
Wood, Heather, *Alpine Ski Nova Scotia*  
Wood, Trevor, *Alpine Ski Nova Scotia*  
Woodburn, A.J., *Martock Ski Race Club*  
Yamanaka, Keiji, *Nova Scotia Gymnastics Association*  
Young, Arthur H., *Municipality of the District of Lunenburg*  
Zimmer, Chris, *IMX Communications Inc.*  
Zimmerman, Mark, *J. D. Irving Sawmill*  
Zwicker, June



## *Appendix 11*

### *About Voluntary Planning*

Nova Scotia's Voluntary Planning Board is an independent, non-partisan board, consisting of over 350 volunteers in communities all over Nova Scotia.

The board provides confidential policy advice to the provincial government on sustainable economic development. The sector committees on taxation, tourism, forestry, and transportation, among others, provide for the involvement of private and non-government sector groups in the development of public policy.

Voluntary Planning offers a forum for broad-based consultation, giving citizens an opportunity for input into planned change. As the only organization of its kind in Canada, Nova Scotia's Voluntary Planning Board strives for consensus among participants, often from diverse backgrounds. This ensures its recommendations do not reflect the narrow interests of a single sector or interest group.

Voluntary Planning membership reflects those from the grassroots to leadership roles in communities, businesses, industries, and labour organizations, who are willing to give freely of their time. Members are chosen for their representativeness and ability to provide experienced and balanced opinion on issues. The board attempts to ensure a geographic and demographic balance in its membership.

Voluntary Planning invites public input. Please submit your comments to Voluntary Planning at Suite 600, 1690 Hollis Street, Halifax, Nova Scotia B3J 3J9, or by calling 424-8998 in Halifax or toll-free at 1-877-520-7377, or by logging on to our website (<http://www.gov.ns.ca/ecor/vp/prtf>) and responding to the Task Force via the on-line response form.