



**REGION OF WINDSOR AND WEST HANTS MUNICIPALITY
CO-ORDINATING COMMITTEE**
Meeting Agenda
Monday, 15 April 2019 – 6:00 p.m.
West Hants Council Chambers, 76 Morison Drive, Windsor NS



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- 1. CALL TO ORDER**
 - 2. APPROVAL OF AGENDA** – Additions and/or Deletions
 - 3. APPROVAL OF MINUTES** – Meeting of April 1, 2019
 - 4. DELEGATIONS / PRESENTATIONS (if any)**
 - (a) John Heseltine, Stantec (Windsor-West Hants Governance Review)**
 - (b) Robert Johnston, OCL (Executive Search)**
 - 5. BUSINESS ARISING FROM PREVIOUS MINUTES (if any)**
 - (a) Terms of Reference (attached)**
 - (b) Start-up meeting – Approved RFP for Asset Management – (Hatch)**
 - 6. STAFF REPORTS**
 - (a) Fire Services RFP Recommendation**
 - (b) Financial Implementation**
 - 7. BILL 55, SECTION 12 ITEMS**
 - 8. ADDITIONS TO THE AGENDA**
 - 9. IN-CAMERA (if any)**
 - 10. NEXT CO-ORDINATING COMMITTEE MEETING DATE(S) & ADJOURNMENT**



**REGION OF WINDSOR AND WEST HANTS MUNICIPALITY
CO-ORDINATING COMMITTEE**

Meeting Minutes

Monday, April 01, 2019 – 6:00 p.m.

Windsor Town Council Chambers, 100 King Street



ATTENDANCE

Co-ordinating Committee Members

Kevin Latimer	Co-ordinator, Chair
Anna Allen	Mayor, Town of Windsor
Laurie Murley	Deputy Mayor, Town of Windsor
Abraham Zebian	Warden, Municipality of the District of West Hants
Paul Morton	Deputy Warden, Municipality of the District of West Hants

Staff/Alternate Committee Members

Louis Coutinho	CAO, Town of Windsor
Martin Laycock	CAO, Municipality of the District of West Hants
Shelleena Thornton	Municipal Clerk, Town of Windsor
John Bregante	Councillor/Alternate Co-ordinating Committee Member, Town of Windsor
Jennifer Daniels	Councillor/Alternate Co-ordinating Committee Member, Municipality of the District of West Hants
Donna Jones	Project Administrator
Nick Barr	Manager, Legislative & Policy Services, Department of Municipal Affairs

Regrets - None

Gallery

John Heseltine Consultant, Stantec (arrived at 6:31pm)

7 members in the gallery

1. CALL TO ORDER – Chair Latimer called the meeting to order at 6pm and welcomed Juanita Spencer, Chief Executive Officer with the Nova Scotia Federation of Municipalities (NSFM).

2. APPROVAL OF AGENDA – Additions and/or Deletions

**MOVED/SECONDED THAT THE AGENDA BE APPROVED AS CIRCULATED.
MOTION CARRIED**

3. IN-CAMERA (typically #11 on the agenda but moved up) – Contract Matter

Those that remained for the in-camera session included the Co-ordinating Committee members, CAOs Coutinho and Laycock, Alternate Committee members Daniels and Bregante, Municipal Clerk Thornton, and Project Administrator Jones.

**MOVED/SECONDED THAT AT 6:03 PM, THE MEETING MOVE IN-CAMERA TO
DISCUSS A CONTRACT MATTER. MOTION CARRIED**

**MOVED/SECONDED THAT AT 6:15PM, THE MEETING MOVE OUT OF IN-CAMERA.
MOTION CARRIED**

Regular Open Meeting Re-convened at 6:16pm.

4. APPROVAL OF MINUTES – Meeting of March 18, 2019

MOVED/SECONDED THAT THE MARCH 18, 2019 CO-ORDINATING COMMITTEE MEETING MINUTES BE APPROVED WITH THE FOLLOWING AMENDMENTS:

- **Item 4(a) Second Paragraph**
 - Currently reads, “...first step is to decide the two council sizes...”
 - Amend to read, “...first step is to decide the council size...”
- **Item 7(c) First Paragraph**
 - Currently reads, “He noted that most of the proponents provided...”
 - Amend to read, “He noted the recommended proponent provided...”
- **Item 7(g) Last Paragraph – Add the following sentence at the end:**
 - “Ms. Rochon confirmed an implementation plan would come back to the committee.”

MOTION CARRIED

5. DELEGATIONS / PRESENTATIONS (if any) - None

6. BUSINESS ARISING FROM PREVIOUS MINUTES

- (a) Workplan 2019-2020** – Chair Latimer provided an overview of the updated Workplan noting it captures areas of activity that need to be successfully addressed. There are five main areas that identify associated tasks, timelines and the individuals to oversee the work. The significant RFPs (for the most part) have gone out and have been awarded. This workplan will be a regular monthly agenda item. It was further noted the Communications Team can advise their plan and all that is entailed as well. It was also noted that committee members could provide input with information not captured.

Consultant John Heseltine arrived at 6:31pm.

MOVED/SECONDED THAT THE WORKPLAN AND SCHEDULE BE ADOPTED AS PRESENTED. MOTION CARRIED

- (b) Governance Review** – No new information to report at this time. Consultant John Heseltine will report on the governance review (Council Size and Electoral Boundaries) at the conclusion of this meeting to both councils. The final report will go before the Co-ordinating Committee’s April 15, 2019 meeting.
- (c) Start-up meetings – Approved RFP proponents** – Co-ordinator Latimer said they met with three consultants for those awarded RFPs (Communications, HR Analysis, and Executive Search). There will be follow-up with each of the three firms within the next week. The relationship between the RFPs and the workplan was briefly reviewed. Some other references included:
- Some items on the workplan have been completed and the workplan is a working document and will change as things progress;
 - Financial Tax Impact is a work-in-progress and will be coming forward to the Committee in May 2019;
 - Property and Transfer of Lands – on the back burner at this time. Theory is to have an inventory of lands of both municipal units going into regionalization (will look at in the 2nd or 3rd quarter of 2019).
- (d) Funding Agreement Update & Insurance** – Through electronic communications, committee members provided input and instructed Co-ordinator Latimer to sign the Agreement on March 29, 2019.

MOVED/SECONDED THAT THE FUNDING AGREEMENT BETWEEN THE PROVINCE OF NOVA SCOTIA AND THE CO-ORDINATING COMMITTEE BE SIGNED AS OF MARCH 29, 2019. MOTION CARRIED

(e) **Project Administrator – Update** – Co-ordinator Latimer provided an overview of the submitted report.

MOVED/SECONDED THAT THE PROJECT ADMINISTRATOR INFORMATION REPORT, INCLUDING THE POSITION SUMMARY (JOB DUTIES AND RESPONSIBILITIES) BE RECEIVED AND KEPT ON FILE. MOTION CARRIED

(f) **Pension Plans – Review of merger (verbal update)** – CAO Coutinho indicated the pension plans are being reviewed by an independent agent who will look at all possible combinations and come back with options and associated costs. Should be resolved by the end of June 2019.

7. NEW BUSINESS

(a) **Stantec Governance Review Presentation** - Meeting of both Windsor and West Hants Council Members to occur at 7:00pm (following the Co-ordinating Committee meeting).

8. STAFF REPORTS

(a) **RFP Asset Registry and Asset Roadmap** – An overview of the submitted report was presented by Director Todd Richard noting that four proposals were received. Most of the work should be done by the end of September 2019, followed by workshops until December 2019. This will allow set-up for joint delivery services April 1, 2020.

CAO Coutinho noted that although over-budget, it could be worked through in the proposed budget.

Director Richard further noted that both units have a lot of assets identified in the GIS. CAO Coutinho said they will ask the successful proponent for the tasks and associated timelines so as to be included in the workplan.

MOVED/SECONDED THAT RFP# CCWHMUN19-04 BE AWARDED TO HATCH LTD., WITH A BID OF \$ 159,316 PLUS HST FOR THE PROVISION OF DEVELOPING AN ASSET REGISTRY AND ASSET MANAGEMENT ROADMAP. MOTION CARRIED

9. **BILL 55, SECTION 12 ITEMS** - None

10. **ADDITIONS TO THE AGENDA** – None; however, the following noted:

- Newsletter – attached to agenda package. It will also be circulated throughout Windsor and the municipality as well as posted on www.strongerregion.ca.
- Consolidation Fact Sheet – will be available on the www.strongerregion.ca website.
- Workshop May 9, 2019 in Truro – Co-ordinating Committee to present an overview of some key items to be raised in-relation to consolidation.

11. **IN-CAMERA** – Was held at the start of this meeting; Item #3.

12. **NEXT CO-ORDINATING COMMITTEE MEETING DATE(S) & ADJOURNMENT** – Next meeting is scheduled for 6:00pm Monday, April 15, 2019 at West Hants' Sanford Council Chambers.

MOVED/SECONDED THAT AT 6:57PM, THE CO-ORDINATING COMMITTEE MEETING BE ADJOURNED. MOTION CARRIED

**** Stantec Presentation to Windsor and West Hants councils – on the following page.**

STANTEC PRESENTATION (Meeting of Windsor & West Hants Council members)

ATTENDANCE

West Hants

Abe Zebian	Warden
Paul Morton	Deputy Warden
Jennifer Daniels	Councillor
Debbie Francis	Councillor
Kathy Monroe	Councillor
David Keith	Councillor
Tanya Leopold	Councillor
Martin Laycock	CAO
Rhonda Brown	Municipal Clerk

Regrets

Randy Hussey	Councillor
Rupert Jannasch	Councillor
Robbie Zwicker	Councillor

Guests/Gallery

Nick Barr	Manager, Legislative & Policy Services, Department of Municipal Affairs
Kevin Latimer	Co-ordinating Committee Chair
John Heseltine	Stantec Consulting
Juanita Spencer	CEO, NS Federation of Municipalities

No members of the public

Windsor

Anna Allen	Mayor
Laurie Murley	Deputy Mayor
John Bregante	Councillor
Jim Ivey	Councillor
Shelley Bibby	Councillor
Louis Coutinho	CAO
Shelleena Thornton	Municipal Clerk
Todd Richard	Director of Public Works

Consultant Heseltine handed out revised maps of the districts and reviewed the PowerPoint presentation, noting the changes are reflective of the consultation sessions. He doesn't believe the changes to polling districts that put them over 10% parity would be viewed poorly by the NS Utility and Review Board because there is good rationale.

Presentation concluded at 7:35 pm.

Comments/Questions

- Revised maps represent good changes;
- Changes to the 11 District map ensure communities of interest were kept together, but in the nine district proposal; there is more divide. Mr. Heseltine said Districts 4, 5 and 6, many communities were put together that were divided and some that were already divided, remain divided. He also referenced Hwy. 101 being a natural boundary. Further adjustments could make the parity too great;
- The two overriding objectives are communities of interest and the parity. They almost contradict each other (dividing communities by highways, rivers, etc). Communities our size (population), the NS Utility and Review Board should look more at the people-side of things rather than the parity.

Stantec finalizes the report and it goes before the Co-ordinating Committee at the Apr. 15th meeting.

With no further questions/comments; concluded at 7:42pm.

Chair

Municipal Clerk

Windsor-West Hants Governance Review

Council Size and Polling District Boundaries Report

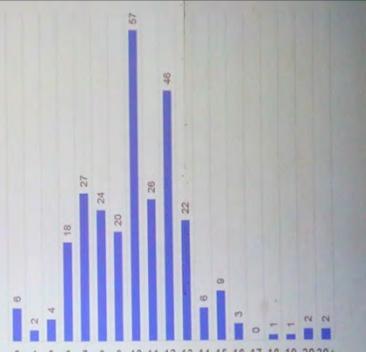
Windsor-West Hants Co-ordinating Committee

April 10, 2019



Council Members*

- Leading Responses:
 - +10 – 20.7%
 - +7 – 9.8%
 - +12 – 16.7%
- Average Response: 10.2



* Results as of 2/5/2019



Windsor-West Hants Governance Review

Council Size and Polling District
Boundaries Report

April 10, 2019

Prepared for:
Windsor-West Hants Co-ordinating
Committee

Prepared by:
Stantec Consulting Ltd.

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Windsor-West Hants Governance Review: Executive Summary

Introduction

Under Section 10(1) of the *Region of Windsor and West Hants Municipality Act*, the Co-ordinator is responsible to apply "to the Nova Scotia Utility and Review Board for a determination of ... the number of councillors and the boundaries of the polling districts in the Regional Municipality." This study has been undertaken to assist the Co-ordinator to fulfil that requirement.

The Board has well-established guidelines and priorities concerning the determination of council size and delineation of related boundaries. The Nova Scotia Utility and Review Board (NSUARB or the Board) User Guide for boundary reviews has prescribed a two-step process for the conduct of polling district boundary reviews. The phases and their scope, as outlined in the Board's user guide, are as follows:

- **Phase 1 – Number of Councillors**
- **Phase 2 – Boundaries and Polling Districts**

This Boundaries Report incorporates substantial content from the Council Size Report submitted to the Co-ordinating Committee at the close of Phase 1. It adds our summary of additional research and consultation undertaken in Phase 2 and is Stantec's final output from the Governance Review process.

Background Review

The Town of Windsor has had a council of five including the Town's Mayor since it reduced from seven members in 1997. The Municipality of the District of West Hants had a council of nine from at least 1994 until the NSUARB determined in 2016 that its membership should be increased to ten to ensure proper representation of the Town of Hantsport, which became part of West Hants on its dissolution on July 1, 2015.

Rural and regional municipalities in Nova Scotia currently average one councillor per 240.8 km². West Hants council members each currently cover a relatively modest 124.4 km² on average. Population is usually more strongly emphasized when assessing council size but is distorted by the regional municipalities of Halifax and Cape Breton. Rural municipalities distinct from the regional municipalities have one council member per 1,695 residents, which West Hants approaches at 1,537 constituents per councillor.

Dr. Jamie Baxter prepared a study of regional governance in Nova Scotia commissioned by the Co-ordinating Committee. The study found that the NSUARB approved larger councils than the co-ordinators for Cape Breton and Halifax applied for when those regional municipalities were formed. Subsequently, however, the Board approved reductions in council membership for both regions as well as for the province's third regional government in Queens.

Council Size Consultation

NSUARB guidelines and past Board decisions have reinforced the Board's emphasis on public consultation. Stantec investigated public opinion on council size through a program of consultation meetings distributed throughout Windsor and West Hants and an online survey. Hard copy survey questionnaires were also made available at Windsor Town Hall and the West Hants municipal office,

as well as at the public meetings. In response to concerns expressed by public meeting participants, the Co-ordinating Committee decided to distribute hard copy questionnaires to rural areas presumed to have inferior Internet access.

Stantec undertook five public meetings with the assistance of municipal staff with Windsor and West Hants. Participants in the first two meetings in Avondale and Brooklyn expressed concerns with the access of rural residents to the online survey because of poor Internet connections in outlying communities. The Co-ordinating Committee decided to directly distribute hard copy surveys to areas of concern.

A total of 86 residents attended the meetings. The sessions publicized the study and provided opportunities for Stantec's consultant to explain the governance study and obtain the views of residents. The survey, however, provided more specific information from a wider range of residents. Eventually, 609 completed surveys were submitted online, and another 139 hard copy surveys were collected directly from residents providing the views of 748 residents.

The key question asked respondents how many council members including the mayor they would prefer to represent residents of the new Regional Municipality. The most frequent response was ten, which was favoured by 23.2% of 740 respondents to the question who expressed a preference. The second choice was twelve, which was selected by 21.8%. Fully, 88.5% of responses fell between seven and 13, and 61.5% were accounted for by ten through twelve.

Respondents who chose very small council sizes (i.e., six or fewer) and provided comments on their choice emphasized efficient decision-making more than any other factor. Those preferring a council of 13 or more stressed representation, particularly representation of rural interests.

Boundaries Consultation

Based on the results of Phase 1 work described under Council Size Consultation, Stantec recommended that we should **assess scenarios for nine and eleven districts in Phase 2 of this Governance Study**. The Co-ordinating Committee unanimously approved the recommendation and Stantec subsequently prepared scenario maps for nine and eleven districts that were presented to the public at a second round of five public meetings and in a second online survey.

The meetings drew 56 residents. As before, the sessions allowed Stantec to explain the process and obtain detailed feedback from community members. The survey ultimately obtained 883 responses, a portion of which were collected directly by West Hants Council members and then entered online.

The most critical question in the survey questionnaire asked respondents to state their preference between the two scenarios. We recognized in this context that some respondents might prefer one council size to the other without approving the boundaries proposed and provided options to approve of either scenario and the proposed boundaries or approve of a scenario despite reservations concerning the boundaries.

The most frequent selection (49.1%) was the eleven-district scenario and the boundaries proposed by Stantec. Just over 15% of respondents who favoured eleven districts (9.5% of all respondents to the question) did not however like the boundary arrangements. The nine-district scenario was preferred by 35.2% of respondents of whom 84.4% (29.7% of all respondents to the question) were

also satisfied with the proposed boundaries. Only 6.2% of respondents rejected both scenarios. Between the two options, 58.6% preferred eleven districts, whereas 35.2% favoured nine districts.

Results are strongly skewed by input from District 3, however. Not only did District 3 generate more than one-third of all responses to Question 1, 90.3% of the answers favoured the eleven-district scenario. In Ashdale, Greenhill, and McKay Section, where responses were collected through a door-to-door canvas by the local councillor, 96.0% chose eleven districts. The results for Question 1 excluding Ashdale, Greenhill, and McKay Section illuminate the influence of this group of respondents. Among remaining respondents, 45.9% favoured nine districts, while 45.7% preferred eleven, essentially a dead heat relative to the wide margin favouring eleven districts when all responses are counted.

Consultation meetings, survey responses, and interviews with council members and the municipal CAOs identified concerns with some boundaries. Stantec took these suggestions and realigned the districts accordingly. For the most part, as mentioned, we found the effect of the changes suggested did not violate the $\pm 10\%$ parity criterion established by the NSUARB or could be undertaken if additional reasonable adjustments were made. The resulting nine and eleven-district scenarios are illustrated, respectively, in **Figure 4-6** and **Figure 4-7**.

Stantec presented the revisions at the April 1 Joint Council Meeting that concluded the Governance Review consultation process. Council members present agreed, albeit without a formal vote, that the changes proposed for both eleven and nine districts improved the scenarios previously presented. Stantec's Project Manager indicated that he would make a recommendation based on the revised arrangements to which council members raised no objection.

Recommendation

Taking into account the foregoing considerations, we recommend the Council of the Regional Municipality of Windsor and West Hants should consist of a Mayor elected at large and eleven Councillors elected from districts generally bounded as illustrated in the April 10, 2019, Windsor-West Hants Governance Review Council Size and Polling District Boundaries Report.

1. Introduction

Pursuant to the *Region of Windsor and West Hants Municipality Act* passed by the Province of Nova Scotia on October 11, 2018, the Town of Windsor and the Municipality of the District of West Hants have agreed to consolidate into a single municipality. Under the terms of the Act, which is also referred to as Bill 55, the two current municipal units will become Nova Scotia's fourth regional municipality on April 1, 2020.

The Act requires the Province to appoint a Co-ordinator to chair a Co-ordinating Committee to oversee the consolidation of the two municipal units. The appointed Co-ordinator is Kevin Latimer, Q.C. Pursuant to the Act, the Committee consists of Mayor Anna Allen and Deputy Mayor Laurie Murley of the Town of Windsor, and Warden Abe Zebian and Deputy Warden Paul Morton of the Municipality of the District of West Hants.

1.1. Project Background

Under Section 10(1) of the *Region of Windsor and West Hants Municipality Act*, the Co-ordinator is responsible to apply "to the Nova Scotia Utility and Review Board for a determination of ... the number of councillors and the boundaries of the polling districts in the Regional Municipality." This study has been undertaken to assist the Co-ordinator to fulfil that requirement.

The determination of council size and boundaries is a critical early requirement of the municipal consolidation process. The Nova Scotia Utility and Review Board (NSUARB or the Board, below) has set aside June 24 and 25 to hear an application from the Co-ordinator.

Review of governance arrangements is a well-established process for Nova Scotia municipalities. All municipal units are required under the *Municipal Government Act* (MGA) to review their governance on an eight-year cycle, which began on passage of the MGA in 1999. Reviews were subsequently undertaken in 2008 and 2016. A review will be required again in 2024. Reviews are also normally required in the event of significant structural changes to municipalities. Several reviews were conducted over the past six years as five Nova Scotia towns dissolved, including the Town of Hantsport, which joined West Hants.

While the process and aspirations of municipal consolidation differ from dissolution, changes to governance requirements are similar. Two municipalities are becoming a single municipal government. The combined municipal populations require new governance arrangements to ensure fair and equitable representation of all residents on the council of the new entity. Consideration should also be given to the objectives of combining the two municipal units and, in the current case, the nature of the new regional municipality that will be created.

1.2. Project Process

While the consolidation of the Town of Windsor and the Municipality of the District of West Hants is being guided by special legislation rather than the MGA, Bill 55 requires the Co-ordinator to apply to the NSUARB in the same manner as councils must under the MGA.

The Board has well-established guidelines and priorities concerning the determination of council size and delineation of related boundaries. The NSUARB User Guide for boundary reviews has prescribed a two-step process for the conduct of polling district boundary reviews. The phases and their scope, as outlined in the Board's guide, are as follows:

- **Phase 1 – Number of Councillors** – ... the desired style of Council, the governance structure of Council, and a determination of an effective and efficient number of councillors. The style of government is a question which should not be decided by council until adequate public consultation has occurred respecting the expectation of its constituents. The size of council and its governance structure is a matter which can then be determined by Council in an informed debate.
- **Phase 2 – Boundaries and Polling Districts** – ... the task becomes one of distributing the polling districts to satisfy the objectives listed in s. 368(4) of the Act. Just as with determining the desired number of polling districts, public consultation is essential to a successful process of setting boundaries.¹

Stantec's proposal for the Governance Review assignment submitted to the Municipality of the District of West Hants on November 29, 2018, committed to adhere to these specifications. This Boundaries Report completes the second and final phase of the review. It incorporates critical content from the Council Size Report submitted on February 21, 2019, which summarized the results of our research and extensive consultation concerning the most appropriate council size for the new Regional Municipality.

The Council Size Report provided the foundation for our assessment of polling districts undertaken in Phase 2. In particular, it reported the council sizes preferred by residents as determined through a round of public meetings and a questionnaire survey described in **Section 3.2** below. Stantec created polling district scenarios for the two most preferred council sizes (10 and 12 members including the Mayor) that were evaluated through a second consultation process that included a second survey as described in **Chapter 4** below. Phase 2 consultation results formed the basis for our recommendation presented in **Chapter 5**.

¹ NSUARB, "Municipal Boundary User Guide," no date, p. 2, https://nsuarb.novascotia.ca/sites/default/files/nsuarb-222634-v1-user_guide_-_mb_reviews_.pdf

1.3. Study Conduct

Stantec Consulting Ltd. was notified of our selection to carry out the governance study on December 17, 2018. Although a formal project initiation meeting could not be scheduled until January 7, 2019, we began research work immediately. In addition to making a presentation on the Governance Review process at the Co-ordinating Committee Meeting on January 10, Stantec prepared for consultation initiatives over the next two weeks of January.

On January 17, we initiated an online survey to investigate public opinion concerning council size. Our first public consultation meeting was scheduled for January 29 and four additional meetings were held over the course of two weeks concluding on February 7. Results of the survey were reported and updated at successive public meetings. Concerns with the availability of the survey to rural residents expressed at the first two public meetings led the Co-ordinating Committee and the municipalities to distribute hard copy surveys directly through municipal councillors to households in Districts 1, 2, 3, 4, 5, and 7.

As noted in the preceding section, Stantec summarized the results of this Phase 1 research in a Council Size Report. The report was considered by the Co-ordinating Committee on February 25, 2019. The Committee approved Stantec's recommendation to consider arrangements for nine and eleven districts required to support potential regional councils with ten or twelve members including the Mayor in each case.

Stantec proceeded to develop mapping of the two scenarios. Our approach, described below, adhered closely to NSUARB guidelines for boundary definition. The scenario maps were presented to the public at five public meetings conducted between March 5 and March 14, 2019, as well as in a second online questionnaire, which asked respondents to select the scenario they preferred and provide the reasons for their preference. The survey also gave respondents the opportunity to comment on and provide alternatives to the proposed boundary arrangements for each scenario. A related interview process with current Windsor and West Hants Council members explored similar issues. Suggestions from council members and the public identified several possible boundary modifications that Stantec used as a basis for revising the boundary scenarios. The revised scenarios were presented to a joint meeting of the councils on April 1, 2019. While the joint meeting did not formally approve the revisions, the clear consensus was that they had been improved and should provide the basis for Stantec's recommendation, which is presented in **Chapter 5**.

This report is submitted for consideration by the Co-ordinating Committee. Following the Committee's review of the report recommendation and determination of its preferred course of action, the Co-ordinator will apply to the NSUARB for a council size and polling district boundary arrangement for the first election for the new Regional Municipality in March 2020.

2. Background Review

The consolidation of Windsor and West Hants will create a new municipality in a different category to provide local services across the region. The regional municipality that will take the place of the current town and rural municipal district will have the same basic governance structure, although legislation prescribes certain features that differ. While the new structure is an opportunity to rethink local governance, current council arrangements in Windsor and West Hants, as well as among municipal units across Nova Scotia provide the context for considering the direction for the new Regional Municipality.

2.1. Past and Current Council Size

All Nova Scotia municipalities are governed by a municipal council led by a mayor elected at large or a warden elected by councillors from among themselves following their election from a district framework. Under the MGA, councils must have a minimum of three members, exclusive of a mayor but inclusive of a warden. Towns and regional municipalities must elect a mayor. Rural municipalities have traditionally been led by a warden; however, the MGA in 1999 introduced the option of electing a mayor instead. Among 21 rural municipalities in Nova Scotia, the Counties of Colchester and Kings, and the Municipality of the District of Lunenburg are now led by mayors.

Rural and regional municipalities are required to elect councillors from districts, with only one councillor permitted per district. Towns may elect members at large or from wards. Only Truro, New Glasgow, and Stellarton among Nova Scotia's 26 towns elect councillors from wards, in each case choosing two councillors from each ward.

2.1.1. Town of Windsor

Windsor currently has a five-member Council consisting of a Mayor, Deputy Mayor, and three Councillors. All Council members are elected at large.

The current council size was adopted in 1997 following the Town's application at that time to reduce its number of councillors from six to four.² The NSUARB approved applications by the Town in both 2007 and 2015 to maintain its Council at five members.

2.1.2. Municipality of the District of West Hants

West Hants residents are currently represented by a council of ten that has been in place since the Municipality took in Hantsport following the dissolution of the Town in 2015.

² Re: Town of Windsor, 2007 NSUARB 13, p. 3.

Stantec reviewed past decisions concerning governance arrangements in West Hants as part of our work for the 2014 governance study required by the Town of Hantsport's prospective dissolution. Before the addition of Hantsport to the Municipality, West Hants Council consisted of nine councillors from at least 1994, the earliest NSUARB decision concerning the Municipality that we have reviewed.

Stantec's 2014 report evaluated governance arrangements if the Town joined with the County of Kings or the Municipality of the District of West Hants, both of which were considered possibilities at the time. Stantec recommended if Hantsport and West Hants combined, the municipal council should have nine members with Hantsport and Mount Denson forming a new district. The existing nine West Hants districts were to be replaced by eight new districts with reconfigured boundaries.

When the Town of Hantsport dissolved and joined West Hants, the former Town's Mayor was added to West Hants Council to represent the community's interests as prescribed by Section 400(1) of the MGA. In preparation for the October 2016 municipal election, the Municipality of the District of West Hants applied to the NSUARB to reduce its council to nine and adjust its boundaries as recommended by Stantec. The Board heard the application on February 25, 2016.

The Think Hantsport Innovative Development Association (THIDA) argued at the NSUARB hearing that the Stantec study dealt with two potential destinies for the Town and did not fully consider the concerns of community in the context of union with West Hants. They contended that the Municipality should have engaged the community in specific consultation related to its application as opposed to simply adopting Stantec's rationale and recommendation.³

The Board agreed with the sentiments THIDA expressed:

The Board finds, in the circumstances, that the Municipality should have given greater consideration to the former town of Hantsport as being a strong community of interest. This does not mean it should always be considered as such for future polling district boundary reviews. At the very least this should have been re-examined by the Council before submitting the Application. To inform Council's discussion, some form of an additional study should have been conducted.⁴

Given that the Board did not consider time was available to conduct the kind of engagement it saw as necessary, it determined that it should chose between the application made by the Municipality and THIDA's proposal "that there should be 10 councillors and that the former Town of Hantsport [should] have its own polling district" based on THIDA's contention in the foregoing quote, "that the former Town is a community of interest," , with which the Board concurred.⁵

The Board approved the Council of ten that currently governs West Hants. The prevailing districts in West Hants were retained and Hantsport became the tenth district, although the number of eligible voters or electors in the former town was 26% less than the average number of electors in each municipal polling district. The variance is significantly beyond the $\pm 10\%$ target sought by the NSUARB and

³ Re: Municipality of the District of West Hants, 2016 NSUARB 44, p. 5.

⁴ *Ibid.*, pp. 9-10.

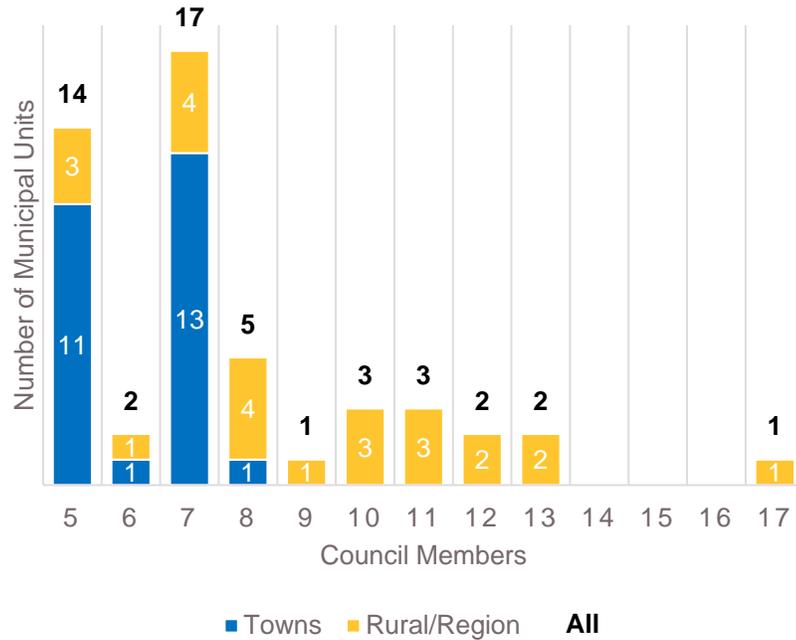
⁵ *Ibid.*, p. 11. Following submissions from both THIDA and the Municipality of the District of West Hants in March 2016, the Board rendered its decision on April 16, 2016, leaving just over four months before the standard deadline for nominations on the second Tuesday in September.

slightly beyond the maximum variance that the Board generally suggests is tolerable; however, the Board deemed it to be “a reasonable variance” in consideration of the circumstances of the case.⁶

2.2. Nova Scotia Council Sizes

Nova Scotia municipal councils range in size from five to 17 members, including the mayors in municipal units where one is elected. Halifax Regional Municipality (HRM) has the largest council. Many municipalities have councils of five including the municipal districts of Barrington and Digby, the County of Richmond, the Town of Windsor, and ten other towns. Towns, for the most part, have councils of five or seven. The Town of Pictou has a six-member council and the Town of Bridgewater has eight, which is the largest town council in the province. With ten members, the Municipality of the District of West Hants Council is just above the median council size for rural and regional municipalities. Twelve municipalities in the group have councils with eight or fewer members, twelve have nine or more (Figure 2-1).

Figure 2-1 Council Sizes by Number of Municipal Units, Nova Scotia, 2019

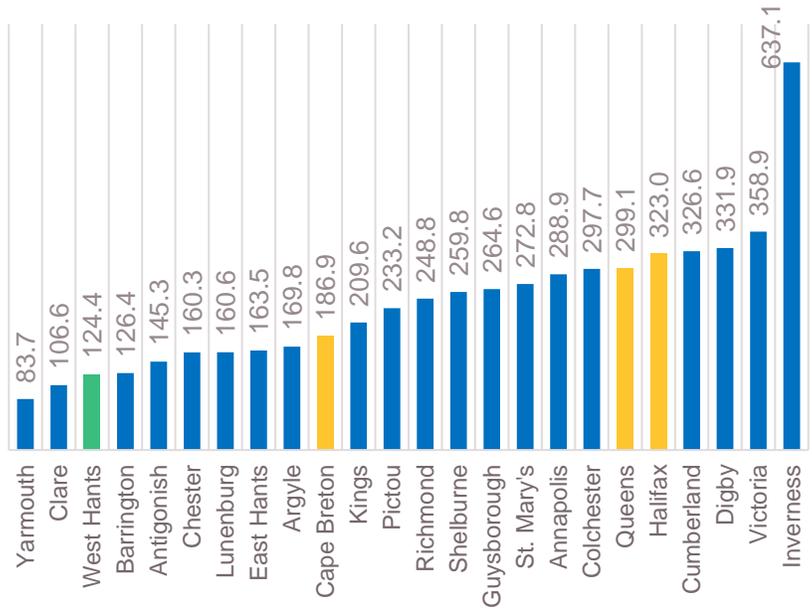


Source Stantec Consulting Ltd.

The size of rural and regional municipal councils is often assessed in relation to the land area and the population to be served in each municipal unit. There is little variation in the land area of towns and, as the foregoing figure illustrates, modest variation in their sizes. Focusing on rural and regional municipalities, the average area served by regional and rural councillors in Nova Scotia is currently 240.8 km² per council member. Councillors in West Hants, which is currently a rural municipality, each represent 124.4 km² on average (Figure 2-2, which shows West Hants in green, other rural municipalities in blue, and the three current regional municipalities in yellow).

⁶ *Ibid.*, 00. 12-13.

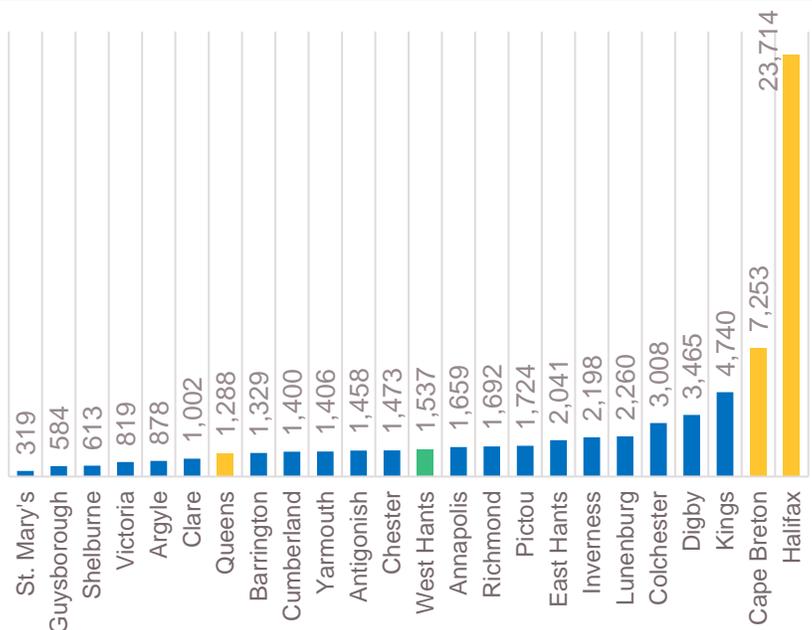
Figure 2-2 Council Members by Land Area (km²), Nova Scotia Rural and Regional Municipalities, 2016



Source Stantec Consulting Ltd.

More emphasis is normally placed on the number of constituents served in any case. The average for rural and regional municipalities of 2,828 people per council member is heavily skewed by HRM, where the average councillor serves 23,714, or more than the combined population of Windsor and West Hants. The average for rural municipalities is 1,695, which West Hants approaches at 1,537 constituents per councillor (**Figure 2-3**).

Figure 2-3 Council Members per Capita, Nova Scotia Rural and Regional Municipalities, 2016



Source Stantec Consulting Ltd.

2.3. Regional Governance

At the commencement of the Governance Review process, the Co-ordinating Committee commissioned Dr. Jamie Baxter of the Schulich School of Law to prepare a report on “Council Size and Polling Districts for the Region of Windsor and West Hants Municipality.” The report was submitted in mid-February and was considered by the Committee on the same agenda as the Council Size Report.⁷

The paper discusses aspects of the Province’s framework for municipal governance review covered more briefly above in this report. Its main value to the Governance Study is its coverage of regional consolidation including “rationales for regional consolidation” and a review of governance arrangements as they were instituted and have evolved in Nova Scotia’s three established regional municipalities.

Dr. Baxter lists four rationales for regional consolidation in Nova Scotia:

- efficiency—restructuring at the regional level may help municipalities to reduce costs and capture economies of scale, resulting in the more efficient delivery of municipal services and more efficient decision-making;
- regional planning—reorienting planning aims and processes at the regional level can address problems of wasteful competition between municipalities for development, and may drive municipal decision-makers to adopt broader policy orientations that are more appropriate to [the] scale of municipal challenges and opportunities;
- bargaining power—“scaling-up” local governance through consolidation can put regional municipalities in a stronger position to advocate for regional interests to senior levels of government, and to negotiate with potential investors or industry actors for economic development opportunities on more favourable terms;
- equity—combining service delivery across municipal governments may not only improve efficiency, but may also help to make service delivery more uniform and consistent, thereby improving equity among citizens within a region.⁸

We would be inclined to add “capacity building” (i.e., the ability to train or engage better qualified staff, purchase and maintain equipment, etc.) but that is a quibble.

Nova Scotia’s three current regional municipalities were created in 1995 (Cape Breton Regional Municipality or CBRM) and 1996 (Halifax Regional Municipality or HRM and the Region of Queens). Dr. Baxter observes that all three consolidations resulted in immediate and substantial reductions in council representation in each region as individual municipal councils were replaced by a single regional body (**Table 2-1**). Related NSUAR decisions were nevertheless conservative. In the cases of CBRM and HRM, the Board increased the size of the initial regional councils from the applications of the respective co-ordinators: from 20 to 21 in Cape Breton and 20 to 23 in Halifax. On the other hand, the

⁷ Dr. Jamie Baxter, Assistant Professor, Schulich School of Law, “Council Size and Polling Districts for the Region of Windsor and West Hants Municipality,” February 19, 2019.

⁸ *Ibid.*, p. 4.

Board approved the application of the Co-ordinator for Queens to create a council of nine.

In all cases, the Board approved substantial variations in the number of electors per district from the average, although it should be noted that the prevailing Board standard at the time was $\pm 25\%$ as opposed to the current $\pm 10\%$. In CBRM, the Co-ordinator sought to create districts within $\pm 10\%$ but the eventual district framework “allowed a number of districts to vary within ± 21.9 percent” and one to vary by -54.7% .⁹ In HRM, districts varied from -21.6% to $+23.8\%$ ¹⁰ and in Queens, where the consultants on whom the Co-ordinator relied sought to create districts within $\pm 20\%$, the Board approved variations from -22% to $+23\%$.¹¹

Subsequently, as **Table 2-1** illustrates, all three regional councils were reduced. CBRM dropped five Council positions in 2004 and another four in 2011, and the Region of Queens eliminated two in 2011, as the population of both regions fell. Although HRM has been the fastest growing rural or regional municipality in the province since well before the mid-1990s, its council size was reduced from 23 to 16 in 2011 by order of the Board contrary to the Municipality’s application to maintain its council membership. HRM’s Council was perceived to not be functioning well at the time. The desire for smoother council operation also played a part in the reduction of CBRM’s council numbers¹² and may have influenced Queens as well.

Dr. Baxter makes a variety of observations in his

“Recommendations” near the end of his paper. First is his expectation that the Council of the consolidated Region of Windsor and West Hants will have fewer members than the combined number of Council members (15) currently serving the separate municipalities of Windsor and West

Hants. He also notes that “[a]n upper limit on the size of the regional council should be based on serious attention to the decision costs associated with larger councils”¹³ by which we understand him to mean the inefficiencies in decision-making generally associated with larger councils. Against this, he suggests a lower limit “should be sensitive to citizen expectations about the desired style of council, but also to the potential impacts of council size on underrepresented

Table 2-1 Council Size in Nova Scotia’s Regional Municipalities, Pre-consolidation to 2011

Date	CBRM	HRM	Queens
Before Consolidation	70	60	16
After Consolidation (1995 & 1996)	21	23	9
1999	16	23	9
2004	16	23	9
2011	12	16	7

Source: Dr. Jamie Baxter, “Council Size and Polling Districts for the Region of Windsor and West Hants Municipality”

⁹ *Ibid.*, p. 10

¹⁰ *Ibid.*, p. 11

¹¹ *Ibid.*, p. 12

¹² Stantec conducted the CBRM review in 2011 and was engaged by HRM late in their district boundary proposal for the 16-member council mandated by the NSUARB.

¹³ Dr. J. Baxter, *op cit.*, p. 23

groups – especially when the anticipated size is at the smaller end of the spectrum.”¹⁴ He concludes by stating:

A dynamic perspective is essential for recognizing the opportunities and constraints related to institutional change in the context of regional consolidation. While consolidation may open a window of opportunity for ambitious change in the short term, this must be weighed against the value of incremental change to attract buy-in and deal with uncertainty when appropriate.¹⁵

We would summarize these specific thoughts as recognizing the tension between a small and nimble council that can consider issues and make decisions efficiently and the number required to represent varied interests present in the municipality. The final statement further recognizes that regional municipalities in Nova Scotia have progressed from the latter to the former, reducing their council membership over time as constituents have become more comfortable with their regional municipal context and, perhaps, as improvements in council performance have been sought.

¹⁴ *Loc cit.*

¹⁵ *Loc cit.*

3. Council Size Consultation

As noted above, NSUARB guidelines and past Board decisions have reinforced the Board's emphasis on public consultation. Stantec investigated public opinion on council size through a program of consultation meetings distributed throughout Windsor and West Hants as well as an online survey. Hard copy survey questionnaires were also made available at Windsor Town Hall and the West Hants municipal office, as well as at the public meetings. In response to concerns expressed by public meeting participants, Co-ordinating Committee members decided to distribute hard copy questionnaires to rural areas presumed to have inferior Internet access.

3.1. Council Size Consultation Meetings

Stantec undertook five public meetings with the assistance of municipal staff with Windsor and West Hants. The municipalities arranged the necessary venues to meet Stantec's requirements. Locations and dates were as follows:

- Tuesday, January 29, Avondale Community Hall
- Wednesday, January 30, Brooklyn Civic Center
- Thursday, January 31, South West Hants Fire Hall, Vaughan
- Tuesday, February 5, Windsor Community Center
- Thursday, February 7, Falmouth Community Hall.

Meetings were advertised on the strongerregion.ca website maintained by the Co-ordinating Committee to inform the public concerning the consolidation process, as well as on the web sites and social media pages of both municipalities. They were also listed at the end of the Council Size survey questionnaire and a formal advertisement was placed in the Advertiser Journal on January 22 and 29, and February 5, and the Valley Harvester on January 31 and February 5.

Two snow dates were provided but the weather cooperated throughout, and meetings took place as scheduled. The meetings drew a total of 86 residents, although some participated in more than one session. Relative to our experience with other governance review processes, particularly processes in which multiple local meetings were provided, the numbers were reasonably good. In some past cases, local meetings have drawn no attendance or too few attendees to allow group dialogue but all sessions for the council size review attracted enough participants to facilitate healthy discussions.

Venues were opened for all meetings at 6:00 pm as indicated in advertisements. Attendees were encouraged to read four posters prepared by Stantec to explain the Governance Review process and provide background concerning the council size review. Stantec's Project Manager was available during this period to talk with attendees and assist with their questions.

Stantec's Project Manager made a presentation at each session beginning at 7:00 pm, also as advertised. The presentation covered similar content to the posters, although material derived from the online survey was updated for each successive meeting as we received more responses. Given the manageable number of participants at each session, audience members were permitted to ask questions during the presentations. Generally, presentations including questions and answers took about one hour. Stantec's Project Manager solicited additional questions and comments after each presentation until all audience members declined to provide further input.

3.1.1. Avondale Meeting

While 16 people were present at the meeting in Avondale, we were told only six were members of the local community. Others included municipal staff helping Stantec's Project Manager and political representatives monitoring the process. Some municipal staff and representatives were present at each consultation session we conducted to provide support to Stantec and/or to observe proceedings.

Questions during the presentation were diverse. While some inquiries concerned council size and boundary issues, one participant raised strong concerns about the effectiveness of only five meetings to reach rural residents. He expressed his strongest concern with the absence of a meeting in any community on the shore north and east of Summerville, although Stantec's Project Manager noted that a second phase meeting was scheduled to be held in the elementary school in Summerville.

Another respondent reinforced the concern with rural input from the perspective of the online survey. She said that Internet service is inferior in rural areas and in some locations, such as the shore area above Summerville, is not available at all. She suggested that the survey should have been mailed out to all residents. Stantec's Project Manager promised to relay her views to the Co-ordinating Committee, which he did the following morning.

3.1.2. Brooklyn Meeting

The meeting in Brooklyn was the best attended of the five sessions. Municipal staff said 37 residents were present in addition to about a dozen municipal staff and council members, including the Co-ordinator, who observed the meeting. The large group resulted in lively discussion.

For the second time, a great deal of the dialogue focused on the online survey and its availability. Although survey response up to that relatively early point was good (approximately 250), many participants contended it is insufficient from a population of roughly 19,000. Most of these participants asserted that the survey should have been mailed out to give all residents an equal chance to respond.

Many participants expressed concerns with rural input. Several reflected long-term concerns with the attention given to rural Nova Scotia and the representation of rural interests on the prospective regional council. They felt that administration of the survey online reflected this perceived antipathy as rural residents do not have equivalent access to the Internet, which would bias the

results of the survey. In the same light, several also suggested that there are not enough meetings scheduled in the rural area, again noting the shore area to the north and east of Summerville lacks access to the Internet and other information sources. The Co-ordinator and municipal staff attending the session discussed the issues raised following the meeting and decided to respond to the concerns raised by looking into the possibility of distributing hard copy surveys to homes in some rural districts.

3.1.3. Vaughan Meeting

Nine residents attended the meeting in Vaughan. Attendance may have been influenced by an incident on Highway 101 during the evening rush hour, which disrupted the commute for many travelling home to West Hants. While the number of participants was small, discussion was on point throughout in contrast to the preceding two meetings. Participants asked a variety of questions concerning council size and explored the potential influence of the council size decision on boundary definition.

3.1.4. Windsor Meeting

According to Town staff assisting Stantec, 24 residents participated in the Windsor meeting. Roughly ten municipal staff and council members were present, and the Co-ordinator attended again as an observer.

Input from the audience focused on council size issues. Former Town Mayor, Paul Beazley, inquired about potential approaches to boundary delineation, suggesting the possibility of creating polling districts that radiated from the town to include urban, suburban, and rural areas in each district or, at least, in several districts. Mr. Heseltine responded that a scenario based on a similar concept had been developed for the consideration of the public in CBRM when he did the boundary review there in 2011. It was not the approach selected in that situation, but Mr. Heseltine acknowledged that it was worthy of consideration and West Hants was generally well-configured to support the approach.

3.1.5. Falmouth Meeting

Ten people attended the final Phase 1 public consultation meeting in Falmouth. Ten appeared to be residents as opposed to municipal or political representatives. The group included Tom Calkin, who led the Avon Region Coalition, which made the initial application to consolidate Windsor and West Hants, and at least three other individuals who attended previous meetings.

Stantec's Project Manager had the opportunity to talk about council size issues before beginning his presentation. He asked several attendees the number of council members they would prefer and their reasons for favouring their choices, which provided some interesting insights. One suggested seven in the interest of efficiency; another felt ten would be appropriate as it is workable with the current West Hants Council; and one favoured twelve so as to incorporate two councillors from Windsor and one from Hantsport on the regional council.

Dialogue during the presentation continued to focus on council size and boundary issues. One of the repeat participants had pressed for mailing out the survey at the first meeting held in Avondale. She inquired about the approach to distributing hard copy surveys. Stantec's Project Manager said that hard copy questionnaires were being distributed through municipal councillors. In response to a request for more detail, Warden Zebian said that councillors were delivering questionnaires door-to-door themselves or through helpers. Although the participant still felt time should have been taken to formally mail out surveys

through Canada Post, she appeared to view the response to her original concern positively.

3.1.6. Written Submission

Stantec received only one written submission through the course of the five public sessions. The document came through Tom Calkin, Chair of the Avon Region Citizens Coalition (ARC), which was the original advocate of the consolidation of Windsor and West Hants. The report provided was ARC's application for consolidation, which we understand was prepared in 2016. On the subject of governance, the application includes a detailed critique of council leadership by a warden and advocacy of leadership by a mayor elected at large and voting on all council motions in keeping with the requirement of the MGA for regional municipalities.¹⁶

3.2. Council Size Survey

The online council size survey was posted on January 17 and was kept open until February 13, 2019. Although response was good from the outset of posting the survey online, concerns with online access in rural areas led the municipalities and the Co-ordinating Committee to distribute hard copy questionnaires door-to-door in Districts 1, 2, 3, 4, 5, and 7. Hard copies were also made available at the five consultation meetings and could be picked up at Windsor Town Hall or the West Hants Municipal Building.

3.2.1. Questionnaire Content

The questionnaire employed for the survey has been used for several previous boundary review projects conducted by Stantec. It is a simple questionnaire consisting of eight questions that most respondents can complete within two minutes. **Appendix A** includes the hard copy version of the survey. The online survey included an initial question that asked whether respondents live in Windsor or West Hants for the purpose of screening out non-residents. The question was not necessary in hard copy surveys. References to question numbers below refer to the hard copy survey and are one number less than the numbering used online.

The two questions after the initial screening question are largely included to introduce the subject matter the survey addresses (i.e., municipal governance and council size) in preparation for Question 3, which asks for the respondent's council size preference. Question 1 inquiring about voting in recent municipal elections also gave us a gauge of the familiarity of respondents with municipal governance, particularly in Windsor and West Hants. Question 2 concerning expectations of a small versus a large council introduced factors that are often considered to be influenced by council size.

Question 2 provides context for considering the central question in the survey instrument – Question 3, which asks how many members including the mayor the respondent would prefer on the regional council. The question was compulsory in the online version of the survey. The following question asked the respondent to elaborate on their choice.

¹⁶ ARC - Avon Region Citizens, Application for a Preliminary Order of Amalgamation of the Municipality of the District of West Hants and the Town of Windsor, undated, pp. 8-9.

3.2.2. Survey Interpretation

The survey conducted is not a poll. The method of distributing the survey – online and by direct handout – cannot obtain a representative sample. Respondents, by definition, are individuals interested in the governance study and the issue of council size. Residents with less interest in these issues who do not want to take the time to access and complete the survey excluded themselves. The numbers summarized below do not reflect the views of this second, apparently less interested group, who would be solicited through a properly conducted telephone sample and are clearly a significant proportion of the local population.

The results are better interpreted as a canvas of the population, similar to the results of a vote to elect a political representative. The survey allowed us to reach considerably more residents than were likely to attend our public consultation sessions regardless of the number and location of such meetings. It also obtained structured quantifiable information, which is difficult to draw in an orderly manner from audience members at a meeting.

We did not restrict the number of times the survey could be filled out from the same computer. While Survey Monkey, by default, limits each IP address to one response, we chose to remove the restriction to facilitate access to the survey by individuals who share a computer with others, although we were aware that it would make it easier for a person to abuse the survey by making multiple responses.

To reduce this possibility, Stantec sorted and reviewed survey responses by IP address and date/time to identify any bulk responses from the same address or in a close time period. Although our observation of data trends indicated a concentration of responses from one community over a two-day period, we did not find any evidence of the same response originating from one source. While the community in question produced more than 50 responses in a short period, the responses in question came from varied IP addresses and had varied answers to critical questions.

3.2.3. Survey Response

Overall survey response was very good. At the close of the online survey at midnight on February 13, 2019, 609 completed surveys were received (including roughly 20 completed on print questionnaires received at the public sessions by Stantec), which, at that point, exceeded the best overall response to a governance-related survey that we have conducted.¹⁷ Another 139 hard copy surveys were collected directly from residents who received them through the municipal offices of either Windsor or West Hants, or through their municipal councillors.

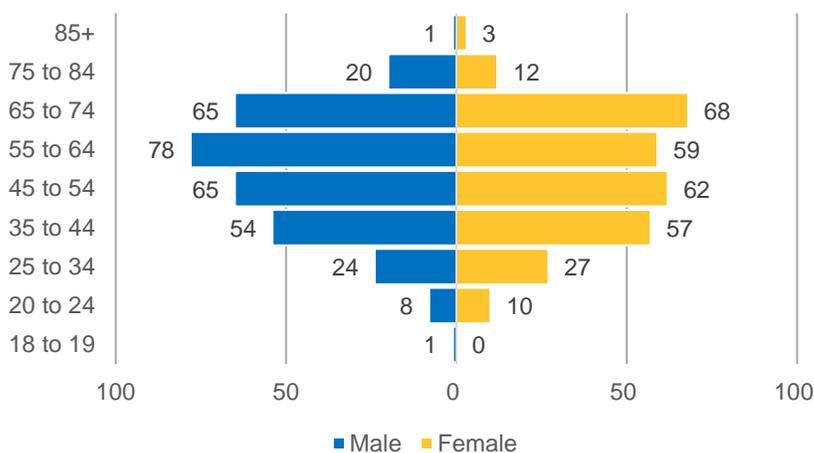
The majority of respondents were male (51.2% of those who identified their gender). All respondents were 18 years of age or over but, for the most part they were between 35 and 75 years of age (80.0%). Although **Figure 3-1**, shows only four respondents over 85 years, there were six as two did not identify their gender. They all responded to the print survey as opposed to online.

¹⁷ The survey URL was accessed 688 times. Some accesses were by Stantec in order to enter roughly 20 hard copy surveys received at public meetings. Of 79 surveys that were not completed, 11 were individuals who indicated they did not live in either Windsor or West Hants and were therefore excluded from the survey. The remaining 68 entered the survey but then left. Roughly half of these were apparently confused by the survey because they returned later (usually very soon after) and completed the questions. Another portion did not return.

Notwithstanding concerns with Internet access in rural areas expressed at public meetings, responses were also well-distributed. Of 51 named communities in West Hants, at least one online response was received from 50 based on responses to Question 5.

The hard copy surveys distributed by councillors went to rural districts that participants in consultation sessions contended did not have equivalent Internet access to “urban” areas such as Windsor, Falmouth, and Three Mile Plains. The communities that contributed the most responses through this outreach were Brooklyn (25), Summerville (18), Cambridge (9), Ellershouse (9), Centre Burlington (8), Cheverie (7), and Union Corner (5). Remaining responses covered a wide range of mostly rural communities. Three responses came from Windsor through the Town Hall and one came from Three Mile Plains.

Figure 3-1 Age-Sex Distribution of Respondents, Windsor-West Hants Council Size Survey, 2019



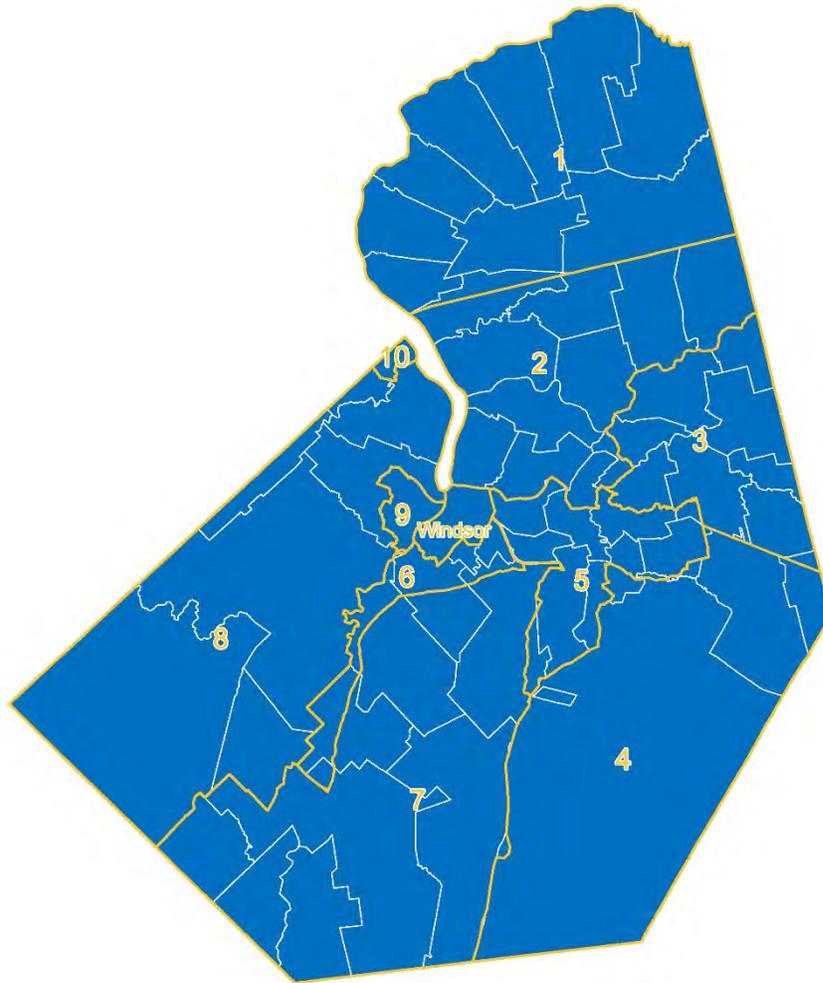
Source Stantec Consulting Ltd.

Stantec was not involved in developing the approach to this additional distribution. Based on results from all survey responses, the additional surveys addressed the concern expressed at the initial public meetings that the shore area in District 1 would be underrepresented because of Internet access concerns. Communities in District 1 and District 3 accounted for the bulk of responses received on print surveys distributed through the councillors.

Ultimately, these districts generated significantly more responses than we would have expected relative to their shares of electors as did several other districts. As **Table 3-1** illustrates, the percentages of responses from Districts 1, 2, 3, 4, 8, and 9 exceeded the proportions of voters in those areas according to 2016 enumeration data. Falmouth, which is partially in District 8 but largely in District 9, produced by far the most responses of any community in the region.¹⁸ The share of responses from District 1 was more than double its share of electors and the share in District 9 also considerably exceeded the expected percentage.

¹⁸ For communities that cross district boundaries such as Falmouth, Lower Burlington (Districts 1 and 2), Newport Corner (Districts 4 and 5), and Leminster (Districts 7 and 8), Stantec allocated survey responses to each district based on the share of electors in those districts. For example, 1,299 of 1,789 or 72.6% of electors within the NSCAF boundary for Falmouth are with District 9. Stantec, therefore, allocated 72.6% of 150 responses (i.e., 109) received from Falmouth to District 9. Some error may also be attributable to inaccurate identification of some communities by some respondents relative to NSCAF boundaries.

Table 3-1 Respondents by Town of Windsor and West Hants Polling Districts, Windsor-West Hants Council Size Survey, 2019



District	Responses			% of Responses			Electors
	Online	Print	All	Online	Print	All	
1	55	42	97	9.2%	35.3%	13.5%	6.0%
2	44	20	64	7.3%	16.8%	8.9%	7.3%
3	42	30	72	7.0%	25.2%	10.0%	8.3%
4	40	12	52	6.7%	10.1%	7.2%	7.9%
5	37	11	48	6.2%	9.2%	6.7%	7.0%
6	45	0	45	7.5%	0.0%	6.3%	10.4%
7	42	1	43	7.0%	0.8%	6.0%	10.0%
8	75	0	75	12.5%	0.0%	10.4%	9.9%
9	109	0	109	18.2%	0.0%	15.2%	8.5%
10	29	0	29	4.8%	0.0%	4.0%	6.0%
Windsor	81	3	84	13.5%	2.5%	11.7%	18.8%
TOTALS	599	119	718	100.0%	100.0%	100.0%	100.0%

Source Stantec Consulting, Town of Windsor, and the Municipality of the District of West Hants

3.2.4. Survey Results

The core questions in the survey were Questions 1 through 4, which solicited opinions concerning council size. Question 3 was unquestionably the central question and was compulsory for respondents who filled out the survey online. A “Don’t know/Not sure” option was provided for those who were not comfortable specifying a preferred council size but only four respondents took it. Question 4, which was open-ended, was also a valuable source of detailed opinions on council size preferences.

Question 1 – Participation in Municipal Elections

Survey respondents clearly had an established interest in municipal politics. Of 724 respondents to Question 1, 603 stated they voted in at least one previous election in Windsor or West Hants. Close to half (46.4%) voted in 2008, nearly two-thirds (61.3%) in 2012, and 81.2% in 2016.

Question 2 – Expectations of Council Size

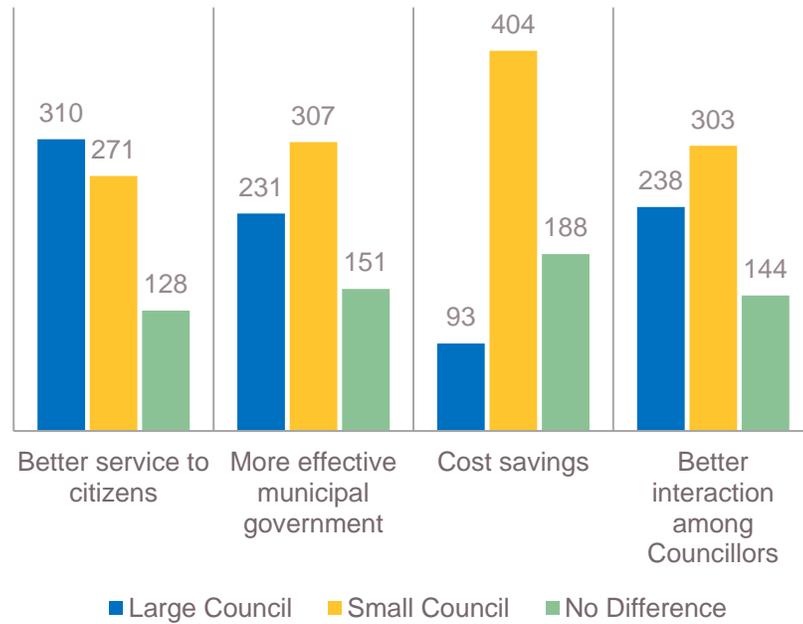
As noted, the key purpose of Question 2 was to introduce some of the leading factors that respondents might account for when considering what council size to enter in response to following Question 3. The factors, which are raised in literature on council size as well as discussions we have had with members of the public in past consultations, are cost, service to residents, council interaction, and council effectiveness.

We have asked the question in previous surveys with the advantage of having an existing council size to provide a context to establish the meanings of “large” and “small.” In the case of the yet to be established regional council, we could not provide a benchmark, which some participants in the consultation sessions criticized.

With this reservation, respondents indicated more positive expectations of a “small” council with respect to three of the four factors. Respondents placed the strongest emphasis on cost savings, which 59.0% felt would be more likely with a small council (**Figure 3-2**). Past surveys have obtained similar results.

The margins in favour of a small council were close for effective municipal government (44.6%) and council interaction (44.2%). Respondents anticipated better council service to residents from a large council with 43.7% expecting more from a large council and 38.2% endorsing a small council. Later responses to the question in the print survey, tended to favour a large council. Those responses swung the response to a result more in-line with previous surveys of this type that we have conducted where respondents usually favoured a larger council with respect to expectations of service.

Figure 3-2 Expectations of Council Size, Windsor-West Hants Council Size Survey, 2019



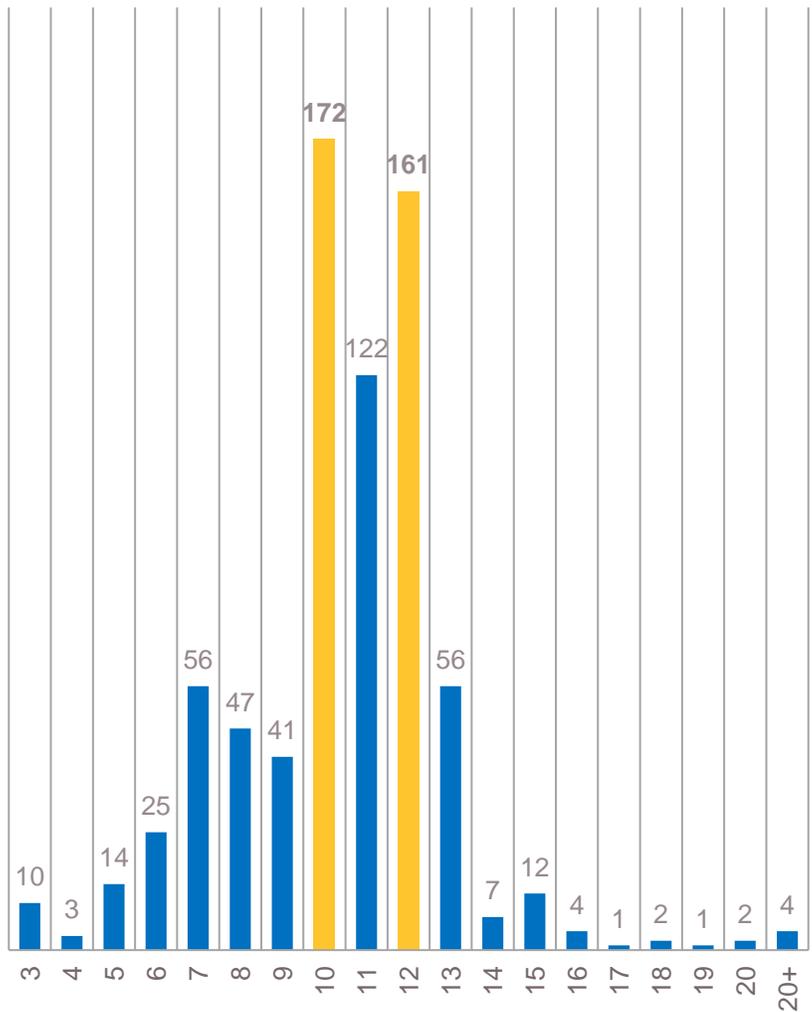
Source Stantec Consulting Ltd.

Question 3 – Preferred Council Size

The most preferred council size including the mayor was ten, which was favoured by 23.2% of 740 respondents to the question who expressed a preference. The second choice was twelve, which was selected by 21.8% (**Figure 3-3**). Councils of ten and twelve exchanged the lead position over the course of data collection for the survey. At the outset, ten was the most popular choice but later respondents tended to favour larger council sizes. Close to the end of the survey and immediately before the final public session, twelve briefly overtook ten, although the last responses received restored ten to the leading position. In the same context, eleven rose to become the third choice, drawing 16.5% of responses and overtaking seven.

Fully, 88.5% of responses fell between seven and 13, and 61.5% were accounted for by ten through twelve. Interestingly, eleven was the most popular answer among respondents to the print survey, accounting for 39.3% of that subset of respondents. In the overall survey, a significant group (19.5%) endorsed a council of seven to nine, although many more favoured the range of larger councils from eleven to thirteen (45.8%). A total of 196 (26.5%) preferred a council of less than ten and 89 (12.0%) preferred 13 or more. The average of all responses was 10.4 council members including the mayor.

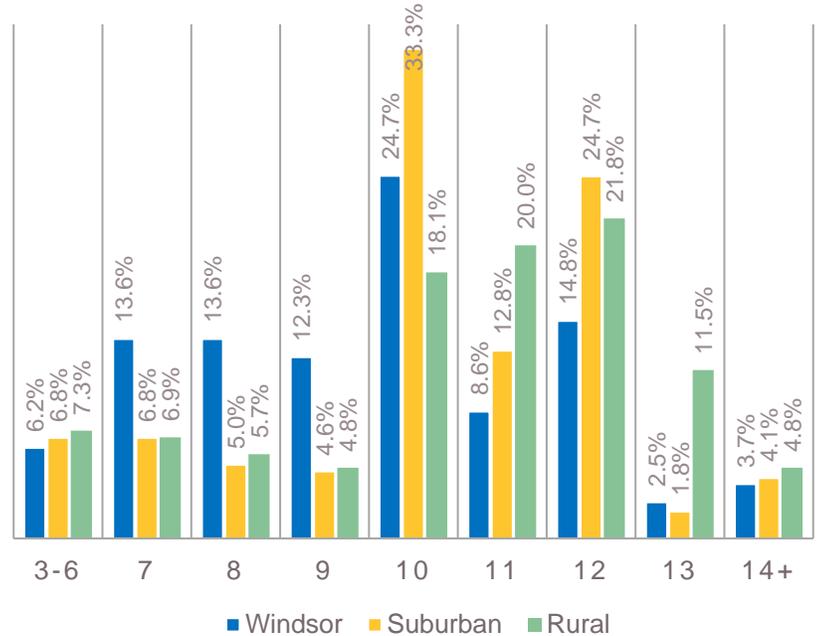
Figure 3-3 Preferred Council Size, Windsor-West Hants Council Size Survey, 2019



Source Stantec Consulting Ltd.

Figure 3-4 illustrated the breakdown among the Town of Windsor, other serviced areas (i.e., Hantsport, Falmouth, Currys Corners, Garlands Crossing, and Wentworth Creek), and remaining rural areas of West Hants. The three distributions suggest a stronger preference for a larger council among rural residents than serviced area and Windsor residents, but the differences are not particularly pronounced. The average response of Windsor residents was 9.6 council members, for residents of other serviced areas 10.3. In rural areas the average was 10.6. Notable differences between the areas are the large proportion in Windsor who favour a council of seven to nine and a significant group of rural residents who would prefer a council of 13 (11.5%). While, the range from eleven through twelve accounted for just less than half of Windsor respondents (48.1%), clear majorities favoured it in the other serviced areas (70.8%) and rural areas (59.9%).

Figure 3-4 Council Size Preference by Area, Windsor-West Hants Council Size Survey, 2019



Source Stantec Consulting Ltd.

Question 4 – Rationale for Council Size Preference

Stantec examined all 478 comments in response to Question 5 taking into account the preferred council size chosen and the community of the respondent. Respondents who chose very small council sizes (i.e., six or fewer) emphasized efficient decision-making more than any other factor. Those preferring a council of 13 or more stressed representation, particularly representation of rural interests. Comments from the latter group tended to be negative toward consolidation, which most appeared to consider a threat to rural interests.

Some within the larger group who preferred a council of seven to twelve expressed similar concerns with efficiency and representation as well as support for and opposition to the consolidation initiative; however, many introduced more detailed breakdowns of how council seats should be distributed among the leading communities. Those favouring seven to nine council members emphasized efficient decision-making but also suggested that the ratio of population to council members was realistic and manageable. In this range, respondents suggested one councillor would be enough for Windsor and the remainder would serve West Hants.

Among respondents espousing a council of ten to twelve, priority shifted more clearly to representation. Many recognized that a council of ten or more would provide two positions for Windsor and one for Hantsport, leaving six to eight positions for West Hants. Even within this group, a significant number of respondents expressed a desire for efficiency recognizing that even a council of twelve represents a reduction relative to the 15 political representatives currently serving Windsor and West Hants as separate municipal units.

Question 8 – Final Comments

Only 142 respondents chose to add final comments at the end of the survey. Most reinforced views expressed in response to Question 5 and offered opinions concerning consolidation. Several addressed the representation of specific communities and two from Hantsport expressed their desire that Hantsport continue to be recognized in a separate district without Mount Denson.

3.3. Council Size Summary

Council sizes from ten through twelve were clearly favoured by respondents to our survey of residents. Even in the Town of Windsor, which had the largest constituency preferring a smaller council, nearly half of residents expressed preferences between ten and twelve, and the majority (54.3%) favour a council of ten or more. While there are very clear shortcomings with the representativeness of the survey, all significant sub-groups that we have examined favoured a council in the same range. In areas outside of Windsor, the majority generally favoured a larger council.

While direct consultation with residents at meetings cannot be expected to extract clear opinions concerning council numbers, the input of meeting participants was not at odds with survey results. Unquestionably, speakers who were most supportive of consolidation expressed the hope that a smaller council would be adopted to reflect their aspirations for a unified municipality; however, other participants expressed concern for representation of existing communities. Several, in fact, gave specific breakdowns of their expectations for Windsor, Hantsport, and West Hants that would typically require a council of ten or eleven members in addition to a mayor.

While the portion of the community most supportive of consolidation appears to favour a smaller council, they are clearly a minority. Only 20.9% of survey respondents expressed a preference for a council of nine or fewer. Input at the public sessions aligns with the survey result: select participants spoke for a smaller council in the interest of focused and efficient decision-making but they were outnumbered by speakers more concerned with representation.

A council of ten received the most support among survey respondents with 23.2% favouring the number. A council of twelve was however a close second with 21.8%. The third most popular response, eleven, fell between the two. Based on responses to Question 4, which asked respondents to indicate their preferred council size including the mayor, and our broader consideration of survey results and input received at public meetings, Stantec recommended the assessment of scenarios for nine and eleven districts in Phase 2 of this Governance Study.

4. Boundaries Consultation

The results of consultation described in the preceding chapter were summarized in the Council Size Report completed and submitted to the Co-ordinating Committee on Thursday, February 21, 2019. The report was reviewed by municipal staff who provided a Staff Report for consideration by the Co-ordinating Committee on Monday, February 25. Following a brief presentation by Stantec and discussion of the document, the Committee voted unanimously to approve Stantec's recommendation to **assess scenarios for nine and eleven districts in Phase 2 of this Governance Study.**

4.1. Boundary Criteria

As noted above, the number of councillors in the regional municipality will dictate the number of districts from which they are to be elected and, therefore, sets the challenge of boundary definition. The NSUARB has distinct specifications for defining polling districts. Under Section 368(4) of the *Municipal Government Act*, the Board must consider the number of electors, relative parity of voting power, population density, community of interest, and geographic size when determining the number and boundaries of polling districts.

Past NSUARB decisions have typically emphasized "voter parity," which is easily quantified and assessed. The standard is applied to reflect the basic democratic principle that representation should be in proportion to population, commonly referred to as "rep by pop." The Board currently requires the number of voters in each polling district to be within $\pm 10\%$ of the average for all polling districts.

Since the early 1990s, the Board has gradually tightened this standard to the present level. At one time, it was only necessary for districts to be within $\pm 33\%$ of the average and, until the turn of the current century, $\pm 25\%$ was considered sufficient. The $\pm 10\%$ criterion has been applied in boundary reviews since 2006. Nearly all boundary applications to the NSUARB that we have reviewed contain a table documenting the number of electors in each district within the municipality in question with the variance of each from the average. The Board is usually sympathetic to small variations above or below its criterion but requires a written justification to consider any significant discrepancy.

The most common reason for having districts that vary beyond the Board standard is community of interest, as it is usually desirable to represent communities of interest within a single district. Communities of interest may be racial, ethnic, religious, economic, or geographic groups. Districts do not, however, normally represent a specific community of interest. They usually contain several, but it is considered desirable to keep identifiable, geographically defined interests together in a single district and not divide them among two or more districts where their influence may be diluted or distorted. Larger communities such as Windsor that have significantly more electors than the average district may have to be divided to maintain voter parity. Smaller

communities may also have to be divided to achieve parity, but it is a necessary trade-off rather than a desirable outcome.

The NSUARB is also mindful of population density and geographic size within each polling district. In sparsely populated areas, the Board recognizes that it may be difficult to achieve relative voter parity (i.e., to keep the number of electors in each district within $\pm 10\%$ of the average of districts) without creating an extensive area in which disparate interests may be combined and which may be unreasonable for a councillor to serve. In many rural municipalities, for example, it is necessary to have at least one larger district to encompass lightly populated areas and the Board has often accepted lower populations in such districts recognizing that meeting the parity standard would require coverage of an excessive land area.

While not referenced among NSUARB criteria, districts are generally contiguous; that is, their territory is continuous and uninterrupted. District 2 in Guysborough, which combines the well-separated African-Nova Scotian communities of Lincolnville and Sunnyvale, is the only exception of which we are aware in Nova Scotia. Its unusual configuration is justified by the objective of representing the African-Nova Scotian community of interest within the Municipal District of Guysborough. We are not aware of another similar example among municipal districts in the province.

In addition, while it is also not directly expressed in the legislation, we consider it beneficial for districts to be internally connected. Roadways and equivalent transportation connections that join communities directly within a district (i.e., without departing to another district) are desirable because they promote communities of interest and facilitate the work of councillors who must travel among constituents in their district. They are also likely to be more convenient for electors when they travel to the polling station within their district on election days.

Finally, it is desirable to have readily identifiable boundaries and avoid significant geographic barriers within districts. Distinct boundaries can be difficult to find. Roads, particularly limited access highways, often make excellent boundaries because they tend to be well known and very visible. Limited access roadways like Highway 101 through West Hants work as more or less absolute barriers as few properties face each other across the right-of-way and direct interaction is limited to lands adjacent to interchanges. Rivers, lakes, inlets, and other watercourses also serve well as they often separate communities, especially where there are no crossing links (e.g., bridges across water features, which are equivalent to interchanges on highways).

On the other hand, communities most certainly form on opposite sides of roadways to which access is not limited as well as around interchanges and harbours, and on opposing sides of rivers. In the absence of dividing physical features that limit communication between communities, it is usually effective to draw boundaries in areas where population is sparse and separation of communities can be avoided. In such situations, boundaries defined by topographic features such as ridges or, in the absence of such landmarks, by straight lines, serve well.

4.2. Boundary Scenarios

With the approval of the Co-ordinating Committee, Stantec prepared boundary scenarios consistent with our recommendation to consider eleven and nine districts. Both scenarios were created using techniques refined through previous boundary review assignments. Our basic approach involves sorting communities as identified in the Nova Scotia Community Address File (NSCAF) into the number of electoral districts associated with each scenario. As we sort areas, we monitor the adherence of the districts to the $\pm 10\%$ voter parity criterion.

Our first priority is to satisfy the parity criterion as nearly as possible. We also try to avoid dividing communities between districts. When we have developed a scenario that appears workable, we map it and assess the districts to ensure each district is internally connected by the road network and has clear, readily discernible boundaries. If necessary, we sometimes subdivide communities to create new smaller areas that allow us to improve parity and/or strengthen boundaries.

Mapping of the proposed boundaries for each scenario was provided to the Co-ordinating Committee for review. Stantec met with Committee members and municipal staff on Friday, March 1, to discuss any necessary changes to the maps. All participants agreed that the arrangements submitted were suitable for presentation to the public without change. The district boundaries shown on the scenario maps below correspond to NSCAF community boundaries or to subdivisions of those polygons that Stantec has created for this study. Further adjustments may be made to enhance the boundaries provided such adjustments do not shift electors.

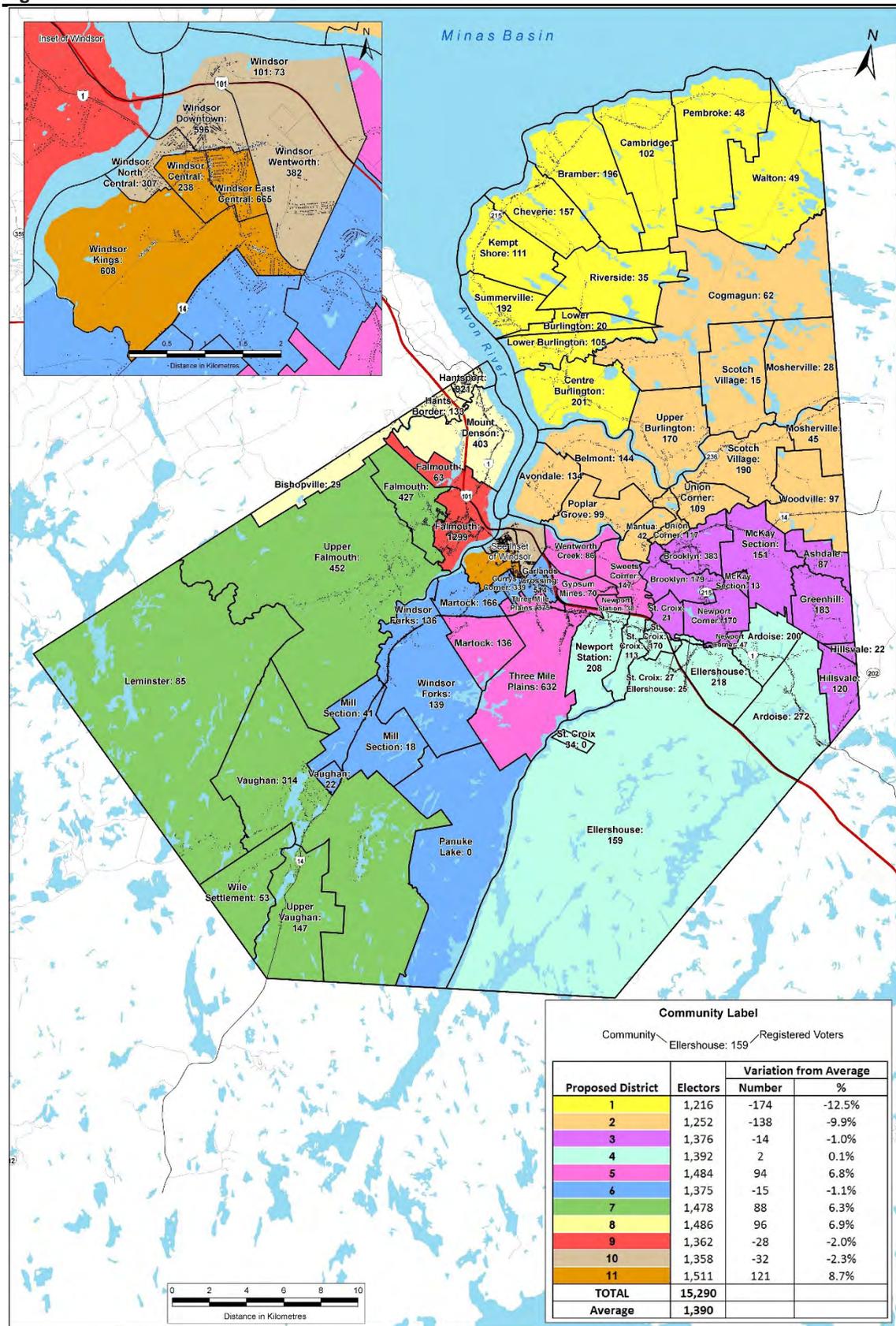
4.2.1. Eleven-District Scenario

Figure 4-1 illustrates the eleven-district scenario presented to the public in Phase 2. The starting point for creating the district framework was the current West Hants districts. With eleven districts, the average number of electors per district in Windsor and West Hants together is 1,390. All proposed districts came within the NSUARB parity guideline except proposed District 1, which fell 12.5% short of the average. While District 1 is not necessarily the most sparsely populated area of West Hants, given very large vacant areas in the southern portion of Ellershouse and the western part of Leminster, it encompasses a collection of small well-separated communities. It is typical of districts in many other rural municipalities in which a smaller population must be traded off with a relatively larger area. The only alternative to enlarging the population of proposed District 1, in any case, is to exchange Cogmagun from proposed District 2, which would pull the latter district below -10%.

With an average of 1,390 electors per district, Stantec was able to divide 2,869 Town of Windsor electors between two proposed districts meeting the parity criterion (i.e., District 10 within -2.3% and District 11 at 8.7% over the average). The remaining proposed districts were created within the current area of the District of West Hants.

With eleven districts, it was possible to separate suburban areas abutting Windsor from outlying communities that are more clearly rural. To meet the parity criterion, the area of the former Town of Hantsport was combined with the adjacent communities of Hants Border, Mount Denson, and Bishopville in proposed District 8. Although Hantsport is currently a distinct district, its count of 921 electors falls well short of the average of all districts (33.7%).

Figure 4-1 Windsor West Hants Eleven-District Scenario



Source Stantec Consulting Ltd.

4.2.2. Nine-District Scenario

Shifting from eleven districts to nine raises the average number of electors to 1,699. Stantec was able to meet the parity criterion in its proposal for the nine-district scenario. The most extreme variances are proposed District 9 at exactly 10.0% above the average and proposed District 5 at 9.9% short of the average.

The need to enlarge districts correspondingly required several significant adjustments (**Figure 4-2**). Most notably, Windsor's electorate is too large to be incorporated in one district but too small to be divided in two. Stantec created one district entirely within the current town (proposed District 9) consisting of the Downtown, the residential area extending immediately to the south of the Downtown, and the western edge of the town, which includes the Kings-Edgehill campus as well as extensive residential neighbourhoods. This district wraps around two largely residential areas that are connected across the Avon River to Falmouth via the Evangeline Trail. They have been combined with the core of Falmouth to create proposed District 7. Areas to the west of proposed District 9 flanking Wentworth Road and to the west of Highway 101 were combined with proposed District 3, which extends to the western edge of the region.

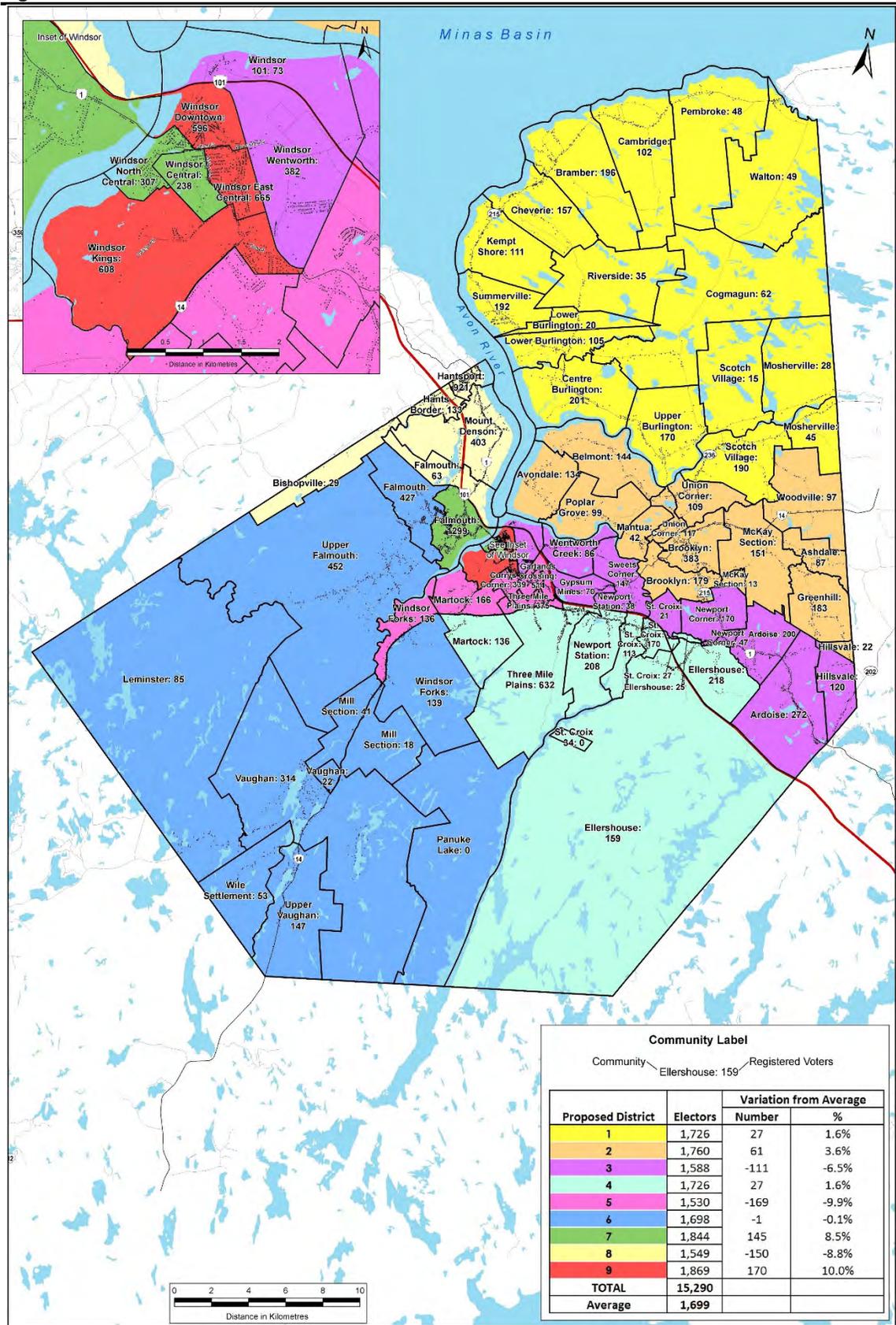
Proposed District 3 will incorporate the full range of settlement types present in the region. In addition to the western sections of Windsor and serviced areas of West Hants abutting the western limit of the town the district will incorporate unserviced rural lands through Ardoise to Hillsvale. The area includes the Forest Lakes development, which could eventually become a substantial community within the region incorporating a mixture of housing types and resort amenities such as the already operating golf course.

Other proposed districts mix urban, suburban, and rural areas to varying degrees. District 7 will combine some of the densest older areas of Windsor with suburban areas in Falmouth. Proposed District 5 will combine suburban areas in Currys Corner, Garlands Crossing, and Three Mile Plains with more rural areas of Martock and Windsor Forks. Proposed District 6 will combine outer suburban areas of Falmouth with more distinctly rural lands in Vaughan and Leminster and proposed District 4 will bring the larger portion of Three Mile Plains together with more rural areas along Highway 1 to Ellershouse. As noted under our discussion of the eleven-district scenario, both areas include extensive unpopulated lands extending to the southwest corner of West Hants in the case of proposed District 6 and the southeast corner in the case of proposed District 4.

Remaining districts are more clearly rural. Proposed District 1 is further enlarged relative to the eleven-district proposal. It is also more distinctly divided from District 2 by the Kennetcook River between Upper Burlington and Belmont, although the river runs through the communities of Scotch Village and Mosherville, which form the southeastern portion of proposed District 1. Proposed District 2 is similarly separated from Windsor by Wentworth Creek. It incorporates all the community of Brooklyn, which has many features of a small town or village, although it has never had municipal status.

Proposed District 8, which includes Hantsport, adds a portion of Falmouth to the communities combined with the former town in the eleven-district arrangement.

Figure 4-2 Windsor West Hants Nine-District Scenario



Source Stantec Consulting Ltd.

4.3. Boundary Consultation

The consultation process for Phase 2 was similar to Phase 1. Stantec again hosted five public meetings with the assistance of municipal staff with Windsor and West Hants. Four of the five venues, which the municipalities again arranged, were different from sites of the Phase 1 sessions but were similarly distributed through the region. Locations and dates were as follows:

- Tuesday, March 5, Three Mile Plains
- Wednesday, March 6, Hantsport
- Thursday, March 7, Summerville
- Wednesday, March 13, Ardoise
- Thursday, March 14 Windsor.

As before, meetings were advertised on the strongerregion.ca website, as well as on the web sites and social media pages of both municipalities, and at the end of the Boundaries Survey questionnaire. The meetings were advertised in the Advertiser Journal on February 26, and March 5 and 11, and in the Valley Harvester on March 7 and 14. We estimate the sessions drew 56 residents, allowing that some participants attended more than one meeting.

4.3.1. Three Mile Plains Meeting

The first Phase 2 meeting took place in Three Mile Plains. It was poorly attended with just three "residents," as opposed to municipal officials, attending. Another five or six people present were council and staff members from the District of West Hants. Only one attendee had not been at a previous session.

Given the familiarity among all participants, the discussion was nevertheless positive. Discussion covered some shortcomings in notification concerning the survey and with maps presented by Stantec. These issues included notifying residents that the recently posted boundaries survey was different from the earlier council size survey, displaying scenario maps prominently online outside of the survey questionnaire (in which they were incorporated), notification of the sites where the maps can be viewed, and enlargement of the maps displayed at the meeting. All issues were dealt with before the meeting in Hantsport the following day.

4.3.2. Hantsport Meeting

The Hantsport meeting drew eight residents. In the context of general discussion of council size and boundary issues, two residents made a case for Hantsport to continue to be recognized as a distinct "community of interest" within West Hants preserving the former town's current situation as a single district. Stantec's Project Manager noted that Hantsport was combined with Mount Denson and other communities in both proposed district scenarios because 921 electors in the community according to the 2016 enumeration list was well short of the average number of electors in each case. He and the two residents lightly debated whether the Board's recognition of Hantsport as a community of interest was a long-term rationale for it to remain as a distinct district or a once-approved arrangement subject to reconsideration in every boundary review.

4.3.3. Summerville Meeting

Roughly 15 residents attended the meeting at Arthur Hines Elementary School in Summerville. Attendees came from a more extensive rural area than for the other Phase 2 meetings. No major issues were raised with either boundary scenario, although some concern was expressed with the size of proposed District 1, where most participants live, in the nine-district arrangement.

4.3.4. Ardoise Meeting

The meeting in Ardoise was attended by ten residents. They were a small but receptive group. They had a good discussion after Stantec's presentation concerning the issues of representation versus efficiency.

4.3.5. Windsor Meeting

The final meeting in Windsor drew approximately 20 residents. The question and answer period following Stantec's presentation was brief but focused on specific council size and boundary issues. Former Windsor Mayor Paul Beazley raised a concern that an odd number of council members (including the Mayor) would be preferable to the even numbers proposed. Tom Calkin, a resident of Falmouth, suggested that a Windsor district might be combined with an abutting community other than Falmouth in the nine-district scenario. He also suggested that it would be desirable to examine a ten-district scenario.

4.4. Boundary Survey

Stantec posted the boundaries survey online on February 28, 2019. The survey was kept open until March 21. The survey incorporated the maps of the boundary scenarios represented in **Figure 4-1** and **Figure 4-2**, above. The municipalities posted large format maps in 42 publicly accessible locations in Windsor and West Hants so that residents could familiarize themselves with the detail in each map to assist with response to the survey and participation in the public sessions described in preceding **Section 4.3**. As in Phase 1, Stantec also provided hard copies at the consultation meetings and the municipalities distributed them from their respective municipal offices.

4.4.1. Questionnaire Content

As with the Council Size Survey, the online version of the Boundaries Survey began with a screening question to ensure respondents were residents of the Windsor-West Hants Region. The print copy of the survey, which is included as **Appendix B** to this report, began with the core question of the survey asking for the respondent's preference between the eleven and nine-district scenarios. Following questions asked respondents to explain their choice and provide suggestions to improve the proposed boundaries. Remaining questions obtained demographic information identical to the Council Size Survey (i.e., community of residence, gender, and age). The survey concluded with an open-ended question providing a final opportunity to share opinions and ideas related to governance issues.

4.4.2. Survey Interpretation

As with the Council Size Survey, the Boundaries Survey collected responses from self-selected residents of the region. The survey, again, is a canvas of the interested community. Its value is to reflect the precise opinions of a much larger number of Windsor and West Hants residents than we can engage through other consultation approaches.

4.4.3. Survey Response

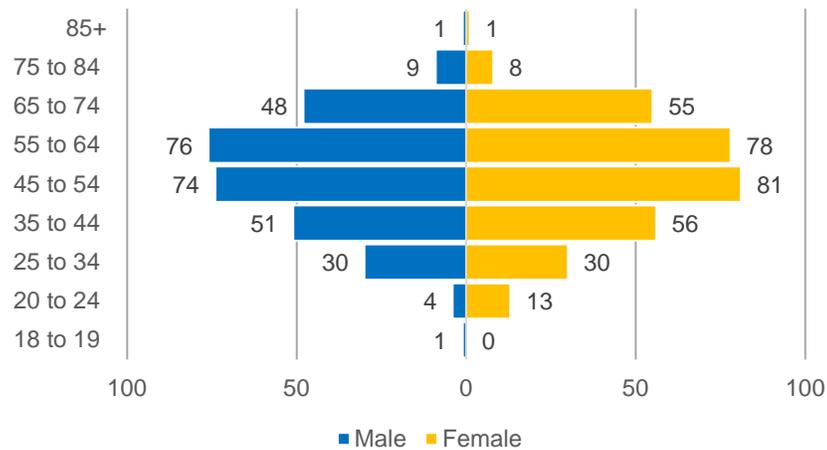
The number of responses to the Boundaries Survey exceeded the excellent response to the Council Size Survey. At the close of the survey on March 21, 883 questionnaires had been completed online. The municipalities collected and entered hard copy questionnaires as they were completed, so a distinct “hard copy response” could not be isolated as with the Council Size Survey.

We would also note, because the situation, arose with the boundaries survey, that an online survey – not unlike an election or plebiscite – is vulnerable to campaigning as well as “stuffing.” In the case of the Boundaries Survey neither happened as such; however, the initiative of one councillor to ensure response from his constituents had a similar impact to a campaign. While these efforts were motivated by the desire to provide access to the survey in rural areas with poor Internet, it resulted in disproportionate response from several areas that we have taken into account in our following discussion of survey results.

4.4.4. Survey Results

Of 883 responses to the survey from residents of Windsor and West Hants 294 said they were male (47.7% of respondents who indicated their gender) and 323 stated they were female (52.3%). Respondents were predominantly between 45 and 64 years of age and were almost evenly divided between individuals between 45 and 54 and between 55 and 64 (**Figure 4-3**).

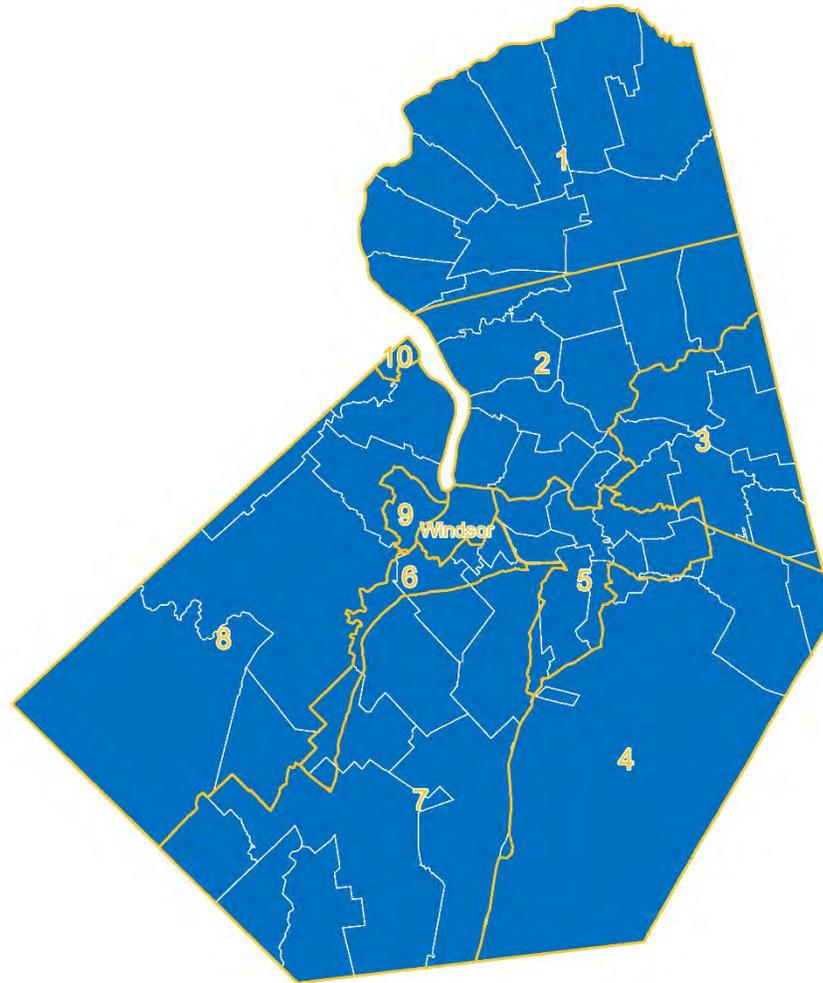
Figure 4-3 Age-Sex Distribution of Respondents, Windsor-West Hants Council Size Survey, 2019



Source Stantec Consulting Ltd.

Table 4-1 breaks down responses from the Town of Windsor and West Hants’ current ten polling districts along with the distribution of responses to Question 1 from all eleven areas. As can readily be seen, responses were not evenly distributed across the region. Each West Hants district should have a roughly similar number of responses given that, excepting District 10 (Hantsport), they are within the NSUARB’s ±10% parity criterion. They range, however, from 1.2% of responses from District 10 to 36.2% from District 3. Remaining districts are reasonably close together once we acknowledge that the community identities that we use to assign respondents to districts provide an imperfect fit, particularly for Districts 8 and 9, which share Falmouth. The two districts together account for 16.5% of responses, although we have assigned all Falmouth responses to District 9, which has just under three-quarters of the community’s electors.

Table 4-1 Responses to Question 1 by Town of Windsor and West Hants Polling Districts, Windsor-West Hants Council Size Survey, 2019



District	Responses						% of Responses	Margin for 11	Preferred District Scenario
	11 Councillors /Like Boundaries	11 Councillors /Do Not Like Boundaries	9 Councillors /Like Boundaries	9 Councillors/ Do Not Like Boundaries	None	Total			
1	18	2	11	4	1	36	5.4%	5	11
2	21	0	10	2	2	35	5.3%	9	11
3	164	49	21	2	4	240	36.2%	190	11
4	10	0	7	4	3	24	3.6%	-1	9
5	12	0	9	7	3	31	4.7%	-4	9
6	7	0	21	1	3	32	4.8%	-15	9
7	19	1	21	2	6	49	7.4%	-3	9
8	5	1	10	2	1	19	2.9%	-6	9
9	46	5	29	5	5	90	13.6%	17	11
10	1	2	3	2	0	8	1.2%	-2	9
Windsor	25	3	55	6	10	99	14.9%	-33	9
TOTALS	328	63	197	37	38	663	100.0%	157	11

Source Stantec Consulting

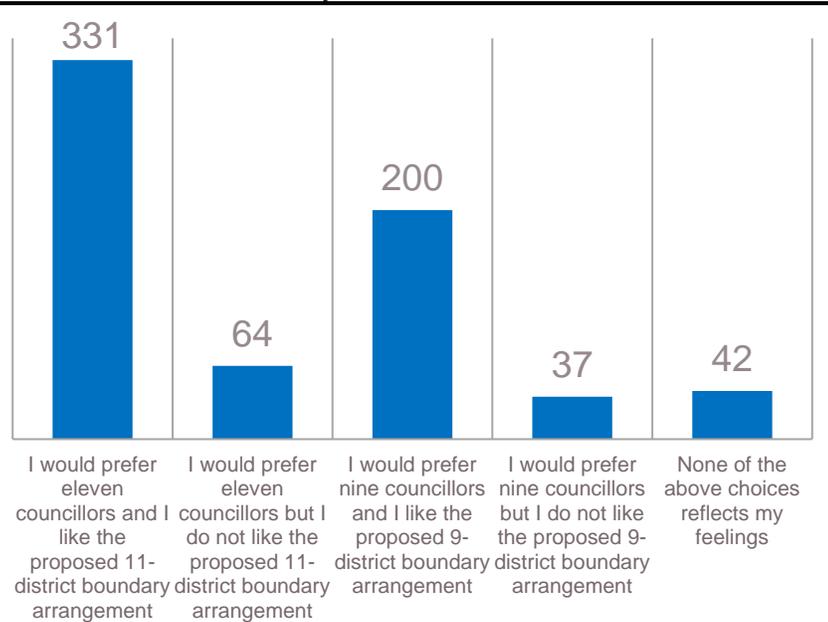
While the poor response from District 10 is disappointing, the large response from District 3 is concerning. It is the result of the direct conduct of the survey by the District’s councillor, who went door-to-door in the communities of Greenhill, Ashdale, and McKay Section and collected responses to Question 1 as well as some demographic information on a table he created.¹⁹ Although the three communities account for just 2.8% of the region’s electors, they generated 173 responses to the survey or 19.6% of all responses . Brooklyn, a large portion of which is in District 3, also produced an inordinate number of responses (7.1%) relative to its share of the region’s electors (3.7%). Input from the area had a substantial influence on results obtained for Question 1, as discussed following.

Question 1 – District Boundary Scenario Preference

The core concern of Phase 2 of the Governance Review was to select a suitable district boundary arrangement. While a choice between two scenarios was offered, we recognized that some respondents might prefer one council size to the other without agreeing with the boundaries proposed. We consequently offered responses corresponding to each scenario for those who preferred the council size and approved of the proposed boundaries and those who preferred the council size but did not like the boundaries. We also provided an option for respondents who did not like either scenario.

The most frequent selection (49.1%) was the eleven-district scenario and the boundaries proposed by Stantec. Just over 15% of respondents who favoured eleven districts (9.5% of all respondents to the question) did not however like the boundary arrangements. The nine-district scenario was preferred by 35.2% of respondents of whom 84.4% (29.7% of all respondents to the question) were also satisfied with the proposed boundaries. Only 6.2% of respondents rejected both scenarios (see **Figure 4-4**). Between the two options, 58.6% preferred eleven district, whereas 35.2% favoured nine.

Figure 4-4 District Boundary Scenario Preference, Windsor-West Hants Council Size Survey, 2019

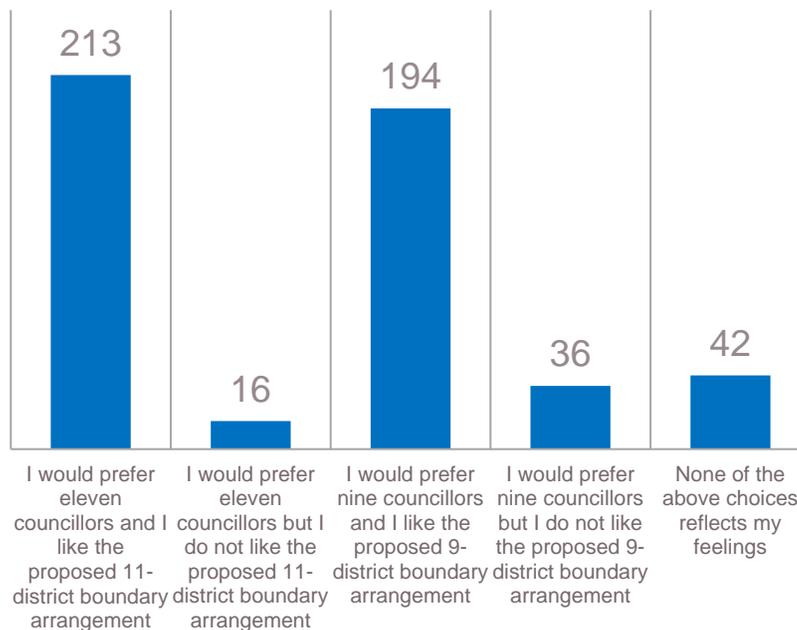


Source Stantec Consulting Ltd.

¹⁹ Although not all questions were answered, all responses included an answer to question. The respondents did not exit the survey and are, therefore, are recorded as complete responses by Survey Monkey.

Results were, however, strongly skewed by input from District 3 as **Table 4-1** makes apparent. Not only did District 3 generate more than one-third of all responses to Question 1 (see **Table 4-1**, above) 90.3% of the answers favoured the eleven-district scenario. In Ashdale, Greenhill, and McKay Section, where responses were collected through a door-to-door canvas by the local councillor, 96.0% chose eleven districts. The results for Question 1 excluding Ashdale, Greenhill, and McKay Section illuminate the influence of this group of respondents (**Figure 4-5**). Among remaining respondents, 45.9% favoured nine districts, while 45.7% preferred eleven, essentially a dead heat relative to the wide margin favouring eleven districts when all responses are counted.

Figure 4-5 District Boundary Scenario Preference, Excluding Responses from Ashdale, Greenhill and McKay Section, Windsor-West Hants Council Size Survey, 2019



Source Stantec Consulting Ltd.

Among other West Hants districts and the Town of Windsor, seven of ten favoured the nine-district scenario over eleven districts. By community, respondents from 20 communities favoured nine districts, 19 preferred eleven, and the remainder were tied. If District 3 respondents are excluded, 49.3% of remaining respondents to Question 1 favoured nine districts (of whom 16.4% expressed reservations with the boundaries), 42.0% preferred eleven (8.3%), and 8.8% rejected both scenarios.

Question 2 – Reasons for Response to Question 1

The primary basis for choosing between the eleven and nine-district scenarios was council size preference. Most of the 109 respondents who provided their rationale for preferring eleven districts emphasized representation. Proponents of nine districts who explained their choice (141 respondents) generally favoured a smaller council in the interest of efficient decision-making and/or cost-savings.

Some within both groups saw benefits in the boundary arrangements, although their rationales differed. Respondents who favoured the eleven-district arrangement tended to view the boundaries as more respectful of communities of interest. Many also felt eleven districts would create a gentler transition from the current district framework in West Hants. Those who preferred nine districts cited benefits in its combination of urban, suburban, and rural areas within the same district. Several also saw benefits in dividing Windsor, a feature that was criticized by some proponents of eleven districts as well as a few who favoured nine.

Only seven respondents who chose the eleven-district scenario but objected to the boundary arrangement provided comments and they were varied. One objected to the inclusion of Mount Denson and other areas with Hantsport. In addition to dislike for the division of Windsor, comments from 29 respondents who preferred the nine-district arrangement but objected to the proposed boundaries mostly cited a poor fit with familiar communities of interest. Some also addressed the larger areas of some rural districts, which commenting respondents felt would be difficult to serve, particularly proposed District 1.

Roughly one-third of respondents who rejected all the offered choices were opposed to municipal consolidation (11 or 34 who commented on their choice). Another substantial group (8 of 34 respondents) would have preferred an odd number of council members or a smaller council. Interestingly, nearly every respondent who would like an odd-numbered council, specifically suggested a nine-member council (i.e., eight districts). Only two respondents who rejected the scenarios because they considered both proposed boundary arrangements to be unsuitable provided comments.

Question 3 – Modifications to District Boundaries

Only a small number of the 107 respondents to Question 3 made specific suggestions concerning boundaries, although some commented on both boundary arrangements. Many repeated or reinforced comments provided in response to Question 2 including a significant proportion who reinforced their satisfaction with the proposals. On the other hand, a countervailing group, reiterated their dissatisfaction with one or both proposed boundary arrangements, their preference for an odd number of council members, or their opposition to the consolidation process.

Among respondents, who made specific recommendations was one who urged that Hantsport should remain a separate district in both the eleven and nine-district arrangements. Other comments pertained to Windsor. For the most part, they questioned the division of Windsor among three districts in the nine-district arrangement, although there were also respondents who suggested adjustments to the two districts that comprised Windsor in the eleven-district scenario. The most prominent objection was to the combination of the core of Falmouth with areas of Windsor in the nine-district scenario. A second concern mentioned by three respondents was the inclusion of the “Island” area of the town on the east side of Highway 1 in proposed District 3, which stretches to Ardoise and Hillsdale. Detailed responses suggested discomfort with combining the Island with distant rural areas and separating it from the town.

Question 8 – Final Comments

Of 883 respondents to the survey, only 55 (6.2%) provided final comments. Some took their final opportunity to criticize consolidation and the process being followed, including aspects of the survey. Others reinforced responses to Question 1 or proposed larger or smaller councils as their preferred alternatives.

4.5. Council Consultation

Stantec conducted two consultation initiatives with Windsor and West Hants Council members. On March 20 and 21, 2019, Stantec's Project Manager interviewed council members concerning the proposed district boundaries. On April 1, 2019, immediately following the Co-ordinating Committee Meeting held that evening in the Town of Windsor Council Chamber, Stantec met with both councils to present adjustments to proposed boundaries.

4.5.1. Council Interviews

Stantec's Project Manager was able to interview 13 of the 15 council representatives with the two municipalities. He also interviewed the CAOs of the two municipalities. Two West Hants councillors were not available because of other responsibilities. Most interviews were conducted in person, although three were conducted over the phone at the request of the councillors and one CAO.

Interviews were loosely structured around the questions in the Boundaries Survey (**Appendix B**). Our Project Manager asked for the preference of each council member and CAO between the nine and eleven-district scenarios and then explored their suggestions concerning boundary improvements. He also explained the issue concerning the distribution of survey responses outlined in **Subsection 3.2.3** above, and concluded with a discussion of each interview subject's views on the Governance Review process.

Some council members were vague concerning their preference between nine and eleven districts, often suggesting they would defer to the views of the public. Those who did express a preference were evenly divided. Some also had no suggestions concerning boundaries but several made concrete recommendations that generally proved to be workable when they were applied by Stantec as outlined in the following subsection.

Councillors generally approved of the conduct of the governance process. Several expressed disappointment with turnouts at community meetings but recognized the strong response to both online surveys. Several also expressed concerns with uneven online access and a few asserted that a mail-out survey would have been more appropriate.

4.5.2. Boundary Adjustments

As noted, several council members suggested specific boundary changes. Many of these suggestions addressed concerns raised through public consultation, while others originated with the councillor's own observations. Among the issues raised were the size of District 1 in the nine-district scenario, the complexity of the boundary between Districts 3 and 4 in both scenarios, the division of several communities in both scenarios, and the boundary of proposed District 8 in the nine-district scenario.

Stantec took these suggestions and realigned the districts accordingly. For the most part, as mentioned, we found the effect of the changes suggested did not violate the $\pm 10\%$ parity criterion established by the NSUARB or could be undertaken if additional reasonable adjustments were made. The resulting nine and eleven-district scenarios are illustrated, respectively, in **Figure 4-6** and **Figure 4-7** and can be summarized as follows:

Eleven Districts

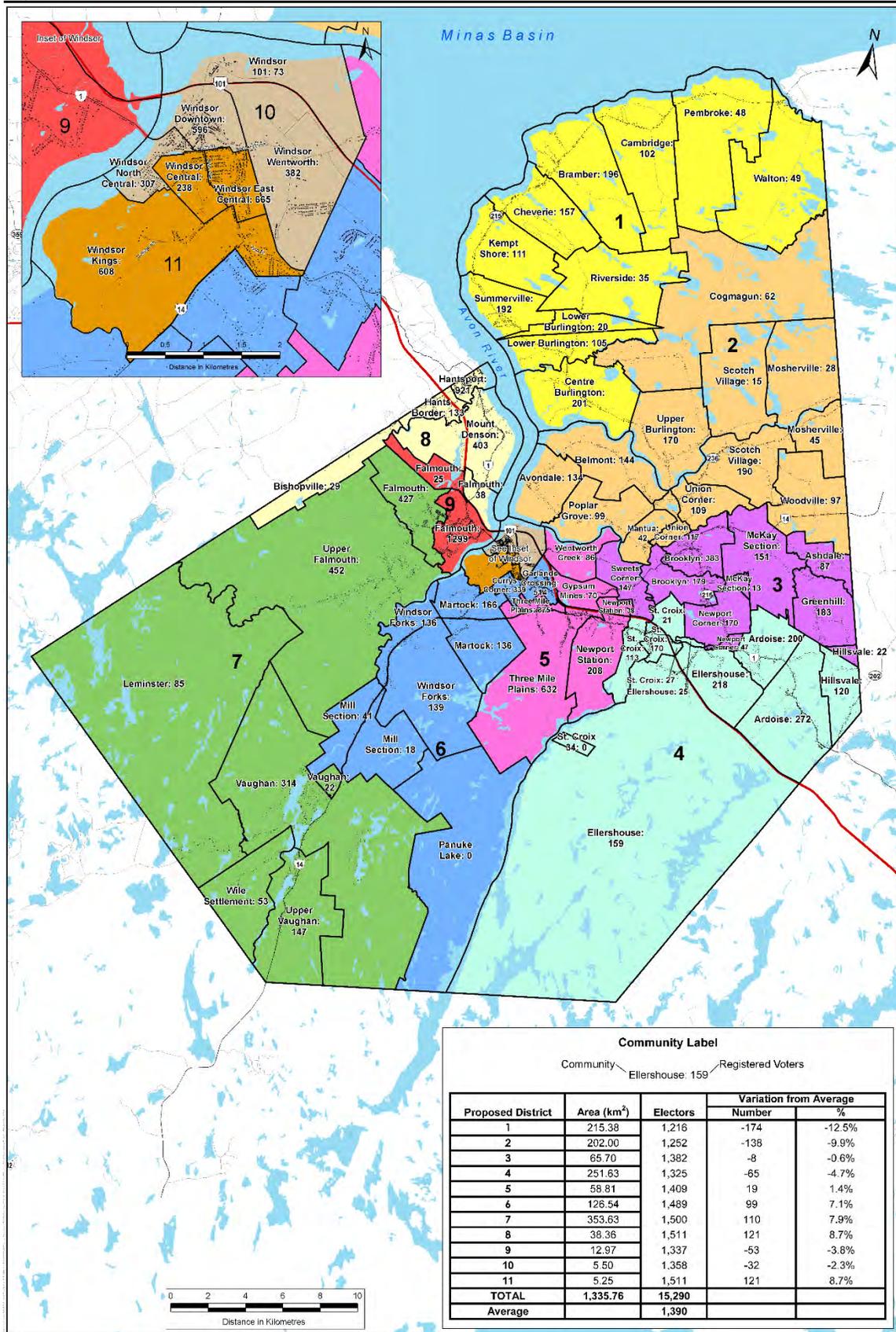
- *District 3* - Added Sweets Corner (147 electors) from proposed District 5.
- *District 4* - Added the portion of Hillsvale currently in West Hants District 4 (120 electors) and the portion of St. Croix previously in proposed District 3 (21 electors), which brings all of St. Croix into proposed District 4.
- *District 5* - Added the larger portion of Newport Station (208 electors) south of Highway 101 to bring all of Newport Station into proposed District 5 and balance its loss of Sweets Corners to proposed District 3.
- *District 6* - Added the area of Martock south of Route 14 (136 electors) to unify Martock in proposed District 6.
- *District 7* – Added the small area of Vaughan in proposed District 6 (22 electors) to consolidate Vaughan in proposed District 7.
- *District 8* - The area of Falmouth to the east and north of Highway 101, which has 38 electors, was added to create a stronger boundary between proposed Districts 8 and 9 at the 101.

Nine Districts

- *District 2* – Stantec added 196 electors from the communities of Scotch Village (190 electors) and Mosherville (45 electors) south of the Kennetcook River to reduce the size of District 1 and extend the use of the river as the boundary between Districts 1 and 2.
- *District 3* - Portions of St. Croix (27 electors) and Ellershouse (218 and 25 electors) north of Highway 101, as well as Greenhill (183 electors) and the portion of Hillsvale (22 electors) now in West Hants District 3 (475 electors total) were brought into the district so that the Highway forms the entire southern boundary of proposed District 3 and Hillsvale is no longer split between two districts.
- *District 4* - The area of Three Mile Plains north of Highway 1 was added to proposed District 4. The change added 375 electors to compensate for losses to proposed District 3 and unified Three Mile Plains in proposed District 4.
- *District 5* - The area of Martock south of Route 14 with 136 electors was brought into the proposed district to unify the Martock community and balance the loss of lands from Windsor Forks, which also has 136 electors. The Wentworth Road area of Windsor (382 electors) was also added from District 3 in exchange for the northern part of Three Mile Plains (375 electors) added to proposed District 3.
- *District 6* – Added the area of Windsor Forks north of Route 14 (136 electors) from proposed District 5 to consolidate Windsor Forks in proposed District 6 and the northern-most area of Falmouth (25 electors) from proposed District 8.
- *District 8* – Subtracted the northern-most area of Falmouth (25 electors), which is to the west of Highway 101.

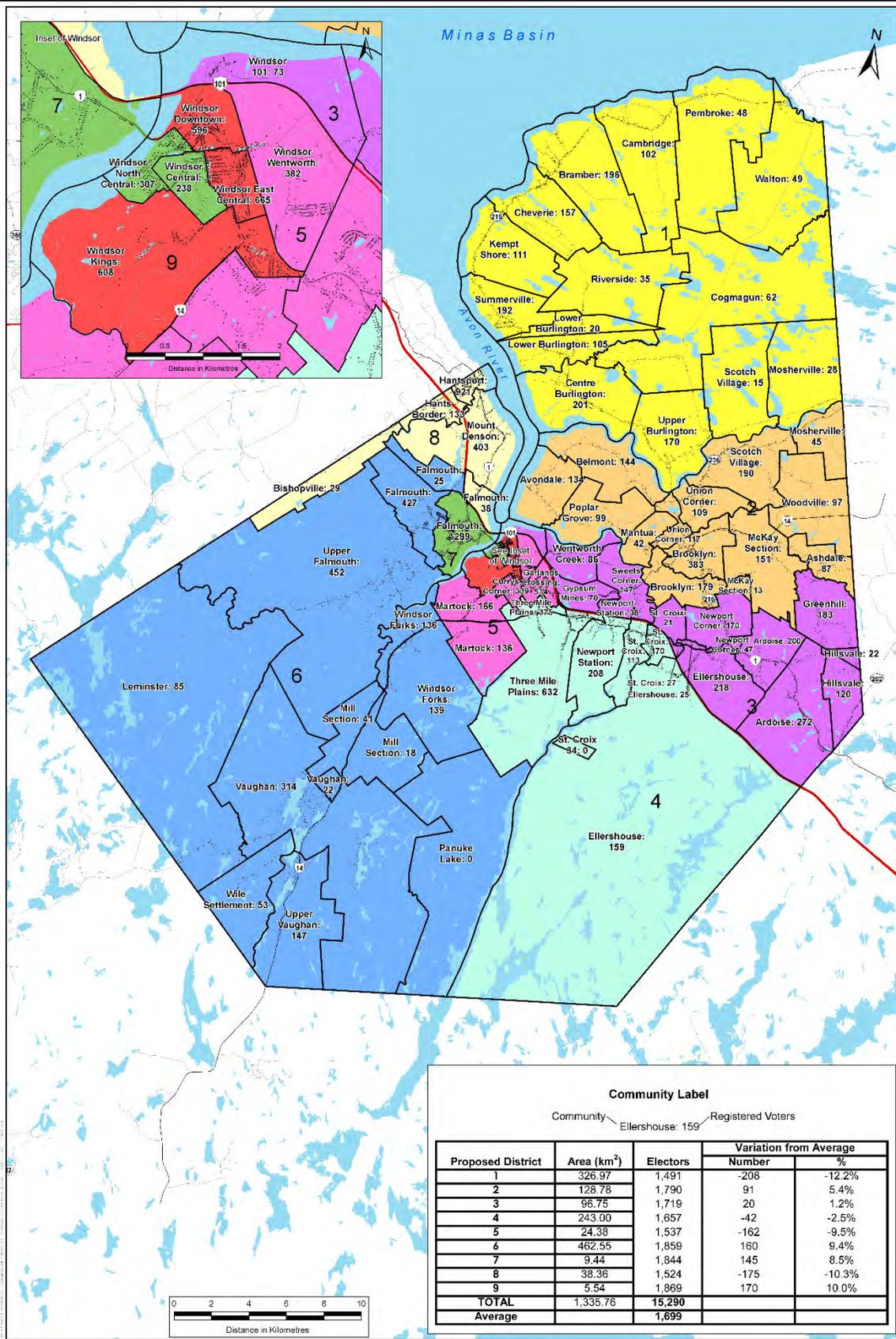
We are pleased with the results of these changes. In addition to responding to suggestions from council members and residents, the resulting boundaries are generally clearer and fewer communities are divided.

Figure 4-6 Windsor West Hants Revised Eleven-District Scenario



Source Stantec Consulting Ltd.

Figure 4-7 Windsor West Hants Revised Nine-District Scenario



Source Stantec Consulting Ltd.

4.5.3. Joint Council Review

As stated, Stantec met with members of both municipal councils on April 1. Stantec's Project Manager reviewed the two-phase Governance Review process emphasizing the key outcomes of consultation in each phase: the decision to assess nine and eleven districts based on Phase 1 input and the results of consultations concerning those two scenarios in Phase 2.

Stantec's Project Manager had not made the determination presented in following **Chapter 5**. The focus of discussion was the boundary adjustments presented in the preceding subsection. Stantec's Project Manager briefly reviewed each proposed alteration using mapping incorporated in his PowerPoint presentation. Councillors were invited to ask questions and comment on the changes. Although all declined to do so, some offered comments to close the session.

Comments were generally approving. Members present agreed, albeit without a formal vote, that the changes proposed for both eleven and nine districts improved the scenarios previously presented. Stantec's Project Manager indicated that he would choose between the revised arrangements to which council members raised no objection.

5. Recommendation

The quote from Dr. Jamie Baxter provided at close of **Chapter 2** illuminates the challenge of deciding between the eleven and nine-district scenarios outlined in the previous chapter. The choice, in Dr. Baxter's word, is between "ambitious change in the short term" and "the value of incremental change to attract buy-in and deal with uncertainty." It clearly frames the question for this study of the Town of Windsor and the Municipality of West Hants as they prepare to join together.

5.1. Summary and Final Considerations

The scope of investigation for this Governance Review has been wide-ranging. We have reviewed past NSUARB decisions concerning governance in the Town of Windsor and the Municipality of the District of West Hants; conducted ten public meetings attended by 142 residents as well as municipal staff and officials; carried out two questionnaire surveys that obtained 748 and 883 (1,631 total) completed responses; interviewed 13 of 15 municipal council members as well as both municipal CAOs; and closed the consultation process by meeting with the joint municipal councils. In addition, we have the benefit of Dr. Baxter's investigation, which supplements our own research into NSUARB decisions concerning municipal governance arrangements in Nova Scotia.

As explained below, while this extensive research has given us a good understanding of views on the issues at play, it has not revealed an obvious course of action. It reinforces the view expressed by Dr. Baxter as to the choice to be made and the interests that will be served by each choice.

5.1.1. Consultation Input

While the difference between a council of ten or twelve is hardly dramatic, commentary through consultation at meetings and interviews, and well as through two surveys, showed a clear divide between supporters of each scenario. Individuals who favour nine districts were more likely to favour consolidation. They are seeking a more efficient council that will be able to take full advantage of co-ordinated service delivery through the regional municipal structure. Those who would prefer eleven were most concerned with representation of their communities and easing into regional governance.

Opinions concerning boundaries reflected similar priorities. While some supporters of nine districts did not necessarily endorse all boundaries proposed, most were comfortable with major features such as the division of the Town of Windsor among several districts and the combination of urban, suburban, and rural areas in many of the proposed districts. Proponents of eleven districts generally did not like those features of the nine-district approach. Many comments suggested they wanted to minimize change from the current district arrangement in West Hants. Many also commented that the eleven-district scenario "kept communities together."

As we have noted and results of both surveys quantified, preference for a larger or smaller council correlated with geography. Urban residents were the strongest supporters of a small council followed by suburban residents (including Hantsport). Rural residents favoured a larger council, frequently stating that it would provide better representation for their communities and more manageable areas for their councillors to serve. The final boundary adjustments may address some of these concerns with the nine-district scenario as the size of District 1 has been reduced and several communities that were previously divided have been consolidated in one district; however, we expect that concerns for the ratio of residents to council representatives and for a more gradual transition of governance arrangements will continue to prevail for most who prefer eleven districts.

5.1.2. Research Review

Review of research and consultation input presented brings the following considerations to bear:

- The Town of Windsor and the Municipality of the District of West Hants currently have 15 municipal representatives between them.
- The NSUARB has tended to favour larger councils following dissolutions and amalgamations. When two of the three current regional municipalities were formed, the Board increased council membership from the number applied for by the responsible co-ordinator. The Board also chose to increase the size of West Hants Council relative to the Municipality's application when it absorbed the Town of Hantsport.
- The Board eventually approved reductions in council membership for all three regional municipalities.
- Public meetings in both phases of this Governance Review did not provide clear direction concerning council size or boundary preferences, although they did help Stantec to understand the factors that shaped the views of residents on both matters.
- Respondents to the Council Size Survey favoured a ten-member regional council corresponding to nine districts over a twelve-member council and eleven districts by 172 (23.1% of all respondents to Question 3) to 161 (21.6%). The third choice, an eleven-member council was supported by 122 respondents (16.5%). A total of 196 (26.5%) preferred a council of less than ten and 89 (12.0%) preferred 13 or more.
- Respondents to Question 1 of the Boundaries Survey preferred the eleven-district boundary scenario to the nine-district scenario by 395 (58.6%) to 237 (35.2%); however, if responses from the communities of Ashdale, Greenhill, and McKay Station, which may be questionable, are excluded, 229 (45.7%) prefer eleven districts and 230 prefer nine (45.9%).

Unfortunately, none of these considerations gives us a clear indication of the better choice between the eleven and nine-district approaches. The strongest indicators are the survey results but support for the two alternatives was very close in both surveys. In Phase 1, a council of twelve (eleven districts) was favoured by 12 more respondents or 1.5 more percentage points over a council of ten (nine districts). In Phase 2, the margin for eleven districts was substantial when all survey responses were considered, but the options are essentially tied if questionable responses are excluded.

5.1.3.Hantsport

A few residents from Hantsport have asserted that the former town should continue to be a separate district as approved by the NSUARB in 2016. At our boundaries consultation meeting in Hantsport, two participants contended that the Board had recognized Hantsport as a “community of interest” and that designation justified the ongoing separation of the former town from adjacent communities such as Mount Denson and Bishopville.

A wide range of arguments counter this position. To begin with, all 51 communities in West Hants as well as the Town of Windsor, can be regarded as communities of interest. Most of them are combined in other districts and some have been split between districts to meet the NSUARB’s parity criterion and/or to address other considerations.

With 921 electors, Hantsport on its own falls well short of the average number of electors with either eleven (-33.7%) or nine-(-45.7% districts). The community is separated from many areas of West Hants by Highway 101; however, at least two of the communities the residents in question are resisting joining (i.e., Bishopville and Hants Border) are only accessible via Hantsport.

In its 2016 decision, the Board was clear that Hantsport should not “always be considered as [a separate community of interest] for future polling district boundary reviews.” Our view is that it is time to incorporate Hantsport with adjacent communities in the same manner as other communities in the region.

5.1.4.Additional Boundary Adjustments

Although municipal officials provided positive response concerning the final boundary changes outlined in **Subsection 4.5.2** above, we would like to outline two further alterations to the nine-district scenario for the benefit of the Co-ordinating Committee. Both apply to the nine-district scenario.

First, Stantec added 196 electors from the communities of Scotch Village (190 electors) and Mosherville (45 electors) south of the Kennetcook River to reduce the size of District 1 and extend the use of the river as the boundary between Districts 1 and 2 in the nine-district arrangement. A further change that might be considered would be to add the northern portions of Scotch Village and Mosherville now in proposed District 1 to proposed District 2. The change would shift a total of 43 electors (15 from the north part of Scotch Village and 28 from the north part of Mosherville). It would increase the shortfall of proposed District 1 from 12.2% below the average to 14.5% below average, while proposed District 2 would rise to 7.9% above. A justification would be required for the first variance, but we feel it can be reasonably made in terms of unifying Scotch Village and Mosherville and reducing the land area of proposed District 1.

The second adjustment concerns the Island area east of Highway 101 in the Town of Windsor. A few survey respondents and one Town of Windsor Councillor suggested the area, which has 73 electors, should not be “isolated” from the rest of the town and was not compatible with the very rural areas of proposed District 3 with which we proposed to join it. If the Committee considers either or both these concerns should be addressed, an alternative would be to exchange the Island from proposed District 1 to proposed District 5. The transfer of electors would take proposed District 3 from 1.2% above the average of all districts to 3.1% below and would change proposed District 5 from 9.5% below to 5.2% below the average. The Island would be in the same district with the Wentworth Road area of Windsor, with which it is clearly connected. The proposed district would however also have a rural element with the inclusion of Martock.

5.2. Recommendation

The most important consideration for the many decisions that the Co-ordinating Committee must make as it works toward consolidating of the Town of Windsor and the Municipality of the District of West Hants on April 1, 2020, will be the implications of each choice for the success of the future regional municipality. That choice, in the case of this Governance Review, is between “ambitious change” and “incremental change” as outlined by Dr. Baxter. Ambitious change, we assume, will make the most of the potential of consolidation as quickly as possible after the new municipality is formed. Incremental change, as Dr. Baxter states, will encourage acceptance from those who are less committed to the new structure.

As we are confident that residents who support consolidation will encourage the new municipality to achieve its potential regardless of council size or boundary arrangements, we feel the more important issue for the success of the municipality is to bring those who are doubtful into the fold. In reaching that difficult decision, we noted that the NSUARB has supported larger councils in the initial terms of regional municipalities and some municipalities enlarged as a result of dissolutions. We also noted that in those cases, council numbers have eventually been reduced as the municipalities in question have matured.

We are conscious with respect to the latter observation that size reductions responded to concerns with council dynamics and interactions. The councils in question, however, still have more than the twelve members we propose for Windsor-West Hants. Furthermore, the difference of two council members between the choices we must consider is insufficient, by itself, to bring on dysfunction. The quality of council leadership and the personalities of individual council members, which are both unpredictable, are two obvious factors that are likely to have at least as much influence.

Finally, the council size and boundary arrangements resulting from this study will be subject to review in four years when all municipalities in Nova Scotia will be required to conduct governance reviews. During their first term, members of the Windsor-West Hants Regional Council and residents of the new municipality will have the opportunity to assess their governance and determine whether a larger or smaller council will better serve their needs. Regardless of whether the number of council members is altered, at least some adjustments to boundaries can be expected either to account for population shifts or to address flaws in the recommended boundary framework that may be revealed through experience.

Recommendation

Taking into account the foregoing considerations, we recommend the Council of the Regional Municipality of Windsor and West Hants should consist of a Mayor elected at large and eleven Councillors elected from districts generally bounded as illustrated in the April 10, 2019, Windsor West-Hants Governance Review Council Size and Polling District Boundaries Report.

Appendix A Council Size Survey Questionnaire



Windsor-West Hants Governance Review

About this Survey

The Municipality of the District of West Hants and the Town of Windsor will be consolidating into a new Regional Municipality April 1, 2020.

Stantec Consulting Limited has been engaged by the Region of Windsor and West Hants Municipality Co-ordinating Committee to help determine the appropriate size of the new council and the electoral boundaries of the new Regional Municipality.

As part of this process, we are asking residents to take part in this short survey. These results, along with information obtained from residents at public meetings starting in late January, as well as consultation with the existing Councils and staff, will provide the basis for the recommendation that Stantec Consulting will be submitting to the Co-ordinating Committee for review.

The Co-ordinating Committee will then present the preferred council size and boundary arrangement to the Nova Scotia Utility and Review Board for consideration. This will be one of many factors that will determine the structure and governance of the new Regional Municipality.

We appreciate you taking the time to complete the survey and helping us to become a stronger region.

Please drop your completed survey off at either:

- Windsor Town Hall, 100 King St., Windsor
- West Hants Municipal Office, 76 Morison Drive, Windsor

For further information, please contact:

John Heseltine, LPP MCIP

Stantec Consulting Ltd.

102-40 Highfield Park Drive, Dartmouth NS B3A 0A3

Phone: (902) 481-1477

John.Heseltine@stantec.com

This survey is also available online through <https://strongerregion.ca/> and the websites maintained by the Town of Windsor and the Municipality of the District of West Hants.



Windsor-West Hants Governance Review

Consolidation and Council Size

1. Please indicate if you voted in any of the past three municipal council elections in either the Municipality of the District of West Hants or the Town of Windsor. [CHECK AS MANY AS APPLY]

- 2008 2012 2016
 I did not vote in any of these elections

2. Please indicate whether you would expect a large or small council to have the following benefits for the new Regional Municipality.

	Large Council	Small Council	Won't make any difference
Better service to citizens	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
More effective municipal government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Cost savings	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
Better interaction among Councillors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

3. West Hants currently has ten council members serving 15,368 residents; Windsor has five council members serving 3,648. The new Regional Council will include a Mayor and will serve 19,016 residents.

Please indicate the number of Council members, including the Mayor, you feel should represent the residents of the new Regional Municipality (the minimum Council size is three members plus the Mayor).

4. Why did you choose that number as the number of council members you would prefer for the new Regional Municipality?



Windsor-West Hants Governance Review

Some Information About You

5. What community do you live in?

- | | | |
|---|--|---|
| <input type="radio"/> Ardoise | <input type="radio"/> Hantsport | <input type="radio"/> St. Croix |
| <input type="radio"/> Ashdale | <input type="radio"/> Hillsvale | <input type="radio"/> St. Croix 34 |
| <input type="radio"/> Avondale | <input type="radio"/> Kempt Shore | <input type="radio"/> Summerville |
| <input type="radio"/> Belmont | <input type="radio"/> Leminster | <input type="radio"/> Sweets Corner |
| <input type="radio"/> Bishopville | <input type="radio"/> Lower Burlington | <input type="radio"/> Three Mile Plains |
| <input type="radio"/> Bramber | <input type="radio"/> Mantua | <input type="radio"/> Union Corner |
| <input type="radio"/> Brooklyn | <input type="radio"/> Martock | <input type="radio"/> Upper Burlington |
| <input type="radio"/> Cambridge | <input type="radio"/> McKay Section | <input type="radio"/> Upper Falmouth |
| <input type="radio"/> Centre Burlington | <input type="radio"/> Mill Section | <input type="radio"/> Upper Vaughan |
| <input type="radio"/> Cheverie | <input type="radio"/> Mosherville | <input type="radio"/> Vaughan |
| <input type="radio"/> Cogmagun | <input type="radio"/> Mount Denson | <input type="radio"/> Walton |
| <input type="radio"/> Currys Corner | <input type="radio"/> Newport Corner | <input type="radio"/> Wentworth Creek |
| <input type="radio"/> Ellershous | <input type="radio"/> Newport Station | <input type="radio"/> Wile Settlement |
| <input type="radio"/> Falmouth | <input type="radio"/> Panuke Lake | <input type="radio"/> Town of Windsor |
| <input type="radio"/> Garlands Crossing | <input type="radio"/> Pembroke | <input type="radio"/> Windsor Forks |
| <input type="radio"/> Greenhill | <input type="radio"/> Poplar Grove | <input type="radio"/> Woodville |
| <input type="radio"/> Gypsum Mines | <input type="radio"/> Riverside | |
| <input type="radio"/> Hants Border | <input type="radio"/> Scotch Village | |

Other community (please specify)



Windsor-West Hants Governance Review

6. What is your gender?

- Female Male Prefer not to answer

7. Which category below includes your age?

- | | | |
|--|--------------------------------------|--|
| <input type="radio"/> 14 years or less | <input type="radio"/> 25 to 34 years | <input type="radio"/> 65 to 74 years |
| <input type="radio"/> 15 to 17 years | <input type="radio"/> 35 to 44 years | <input type="radio"/> 75 to 84 years |
| <input type="radio"/> 18 to 19 years | <input type="radio"/> 45 to 54 years | <input type="radio"/> 85 years or more |
| <input type="radio"/> 20 to 24 years | <input type="radio"/> 55 to 64 years | <input type="radio"/> Prefer not to answer |

Upcoming Public Meetings

We appreciate your help with the Governance Review and encourage you to attend one of the following public meetings planned to discuss the size of the future Regional Council for Windsor and West Hants. Each meeting will begin with an open house from 6:00 to 7:00 pm followed by a presentation at 7:00 pm:

- **Tuesday, January 29** - Avondale Community Hall, 50 Avondale Cross Rd, Avondale
- **Wednesday, January 30** - Brooklyn Civic Center, 995 Hwy 215, Brooklyn
- **Thursday, January 31** - South West Hants Fire Hall, 1884 Hwy 14, Vaughan
- **Tuesday, February 5** - Windsor Community Center, 78 Thomas Street, Windsor
- **Wednesday, February 6** (snow date for the 1st 4 meetings) - West Hants Municipal Office, 76 Morison Road, Windsor
- **Thursday, February 7** - Falmouth Community Hall, 147 Falmouth Back Rd, Falmouth
- **Wednesday, February 13** (snow date for February 7) - West Hants Municipal Office, 76 Morison Road, Windsor

8. If you have any further thoughts about the size of the council for the new Regional Municipality or any related issue, please share them with us here.

Appendix B **Boundaries Survey Questionnaire**



Windsor-West Hants Electoral District Boundary Review

About this Survey

The Municipality of the District of West Hants and the Town of Windsor will be consolidating into a new Regional Municipality April 1, 2020.

Stantec Consulting Limited has been engaged by the Region of Windsor and West Hants Municipality Coordinating Committee to help determine the appropriate size of the new council and the electoral boundaries of the new Regional Municipality.

We have recently completed Phase 1 of the study through which we have determined that the majority of Windsor and West Hants residents who completed our Council Size Survey support a regional council of **9 or 11 councillors** plus the Mayor. We have developed boundary proposals for 9 or 11 districts from which to elect councillors. This survey is an opportunity for you to look at the two options and indicate which you prefer. There are also opportunities to comment on the details of each proposal and suggest modifications to either.

We appreciate you taking the time to complete the survey and helping us to become a stronger region.

Please drop your completed survey off at either:

- Windsor Town Hall, 100 King St., Windsor
- West Hants Municipal Office, 76 Morison Drive, Windsor

For further information, please contact:

John Heseltine, LPP MCIP

Stantec Consulting Ltd.

102-40 Highfield Park Drive, Dartmouth NS B3A 0A3

Phone: (902) 481-1477

John.Heseltine@stantec.com

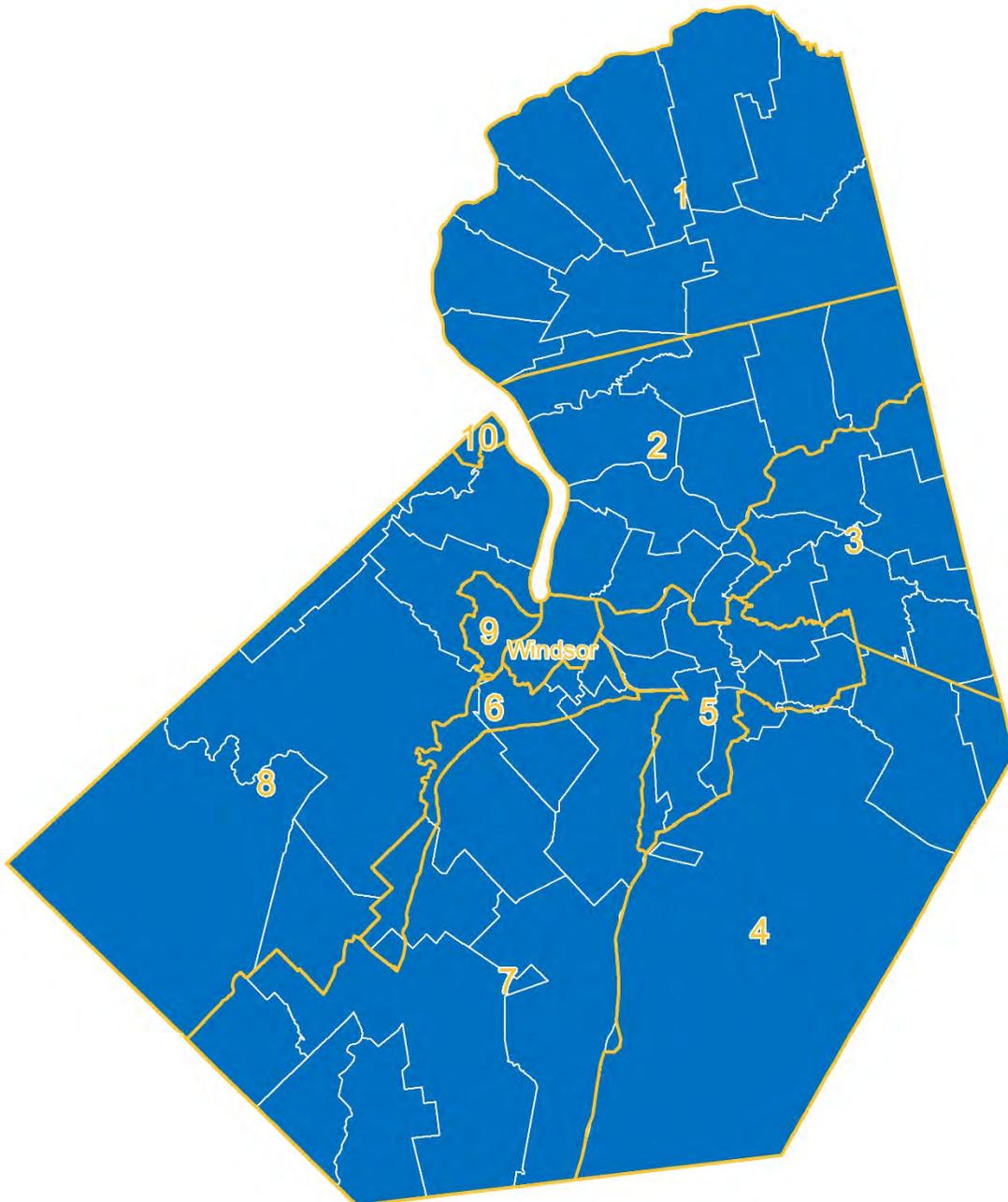
This survey is also available online through <https://strongerregion.ca/> and the websites maintained by the Town of Windsor and the Municipality of the District of West Hants.



Windsor-West Hants Electoral District Boundary Review

Electoral District Boundaries

For reference, West Hants currently has ten electoral districts with boundaries shown in yellow on the following map. Windsor is located at the centre toward the top of the map. The white lines represent the boundaries of 51 recognized communities within West Hants. The names of the communities are provided on the maps of proposed districts in **Question 2**.



1. The maps on the following two page represent proposals for 11 and 9 electoral districts for the Region of Windsor and West Hants Municipality. The primary criteria for setting these boundaries are to create districts in which the number of electors is within or as close as possible to + or -10% of the average for all districts and to respect the integrity of existing communities. In the 11-district arrangement, proposed District 1 falls moderately outside the parity criterion (12.5% below the average). In the 9-district scenario, all districts are within the criterion.

Please indicate which of the preceding boundary arrangements you prefer. **Note that your choice implies the council size you prefer as well as your preference for the boundary arrangement shown.** You can express any reservations concerning your choice in response to **Question 2** and you may suggest potential improvements to proposed boundaries in either scenario in response to **Question 3**.

- I would prefer **eleven** councillors and I like the proposed **11-district** boundary arrangement
- I would prefer **eleven** councillors but I do not like the proposed **11-district** boundary arrangement
- I would prefer **nine** councillors and I like the proposed **9-district** boundary arrangement
- I would prefer **nine** councillors but I do not like the proposed **9-district** boundary arrangement
- None** of the above choices reflects my feelings

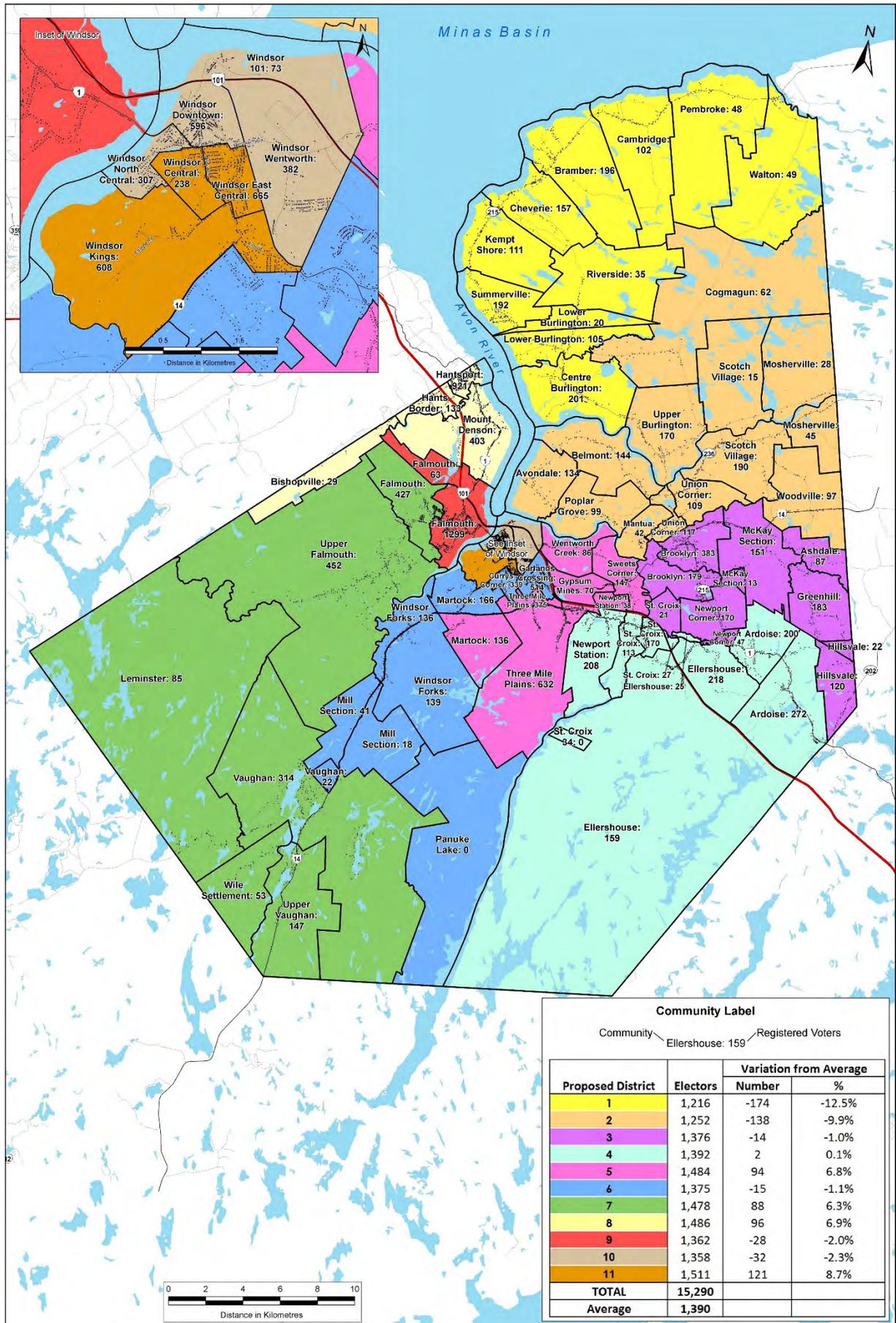
2. We would appreciate if you could provide your reasons for your response to **Question 1**.

3. Would you like to suggest any modifications to either district boundary arrangement?

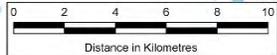
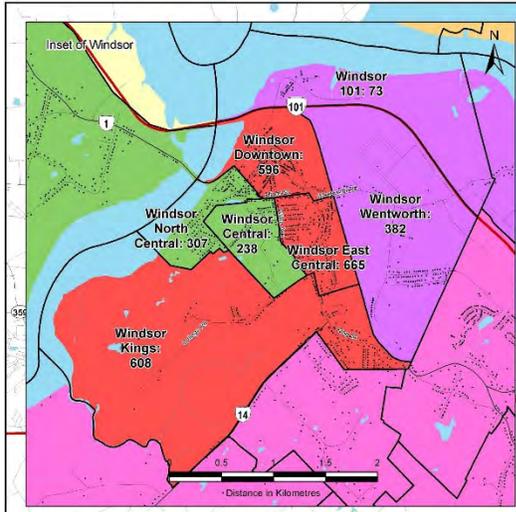
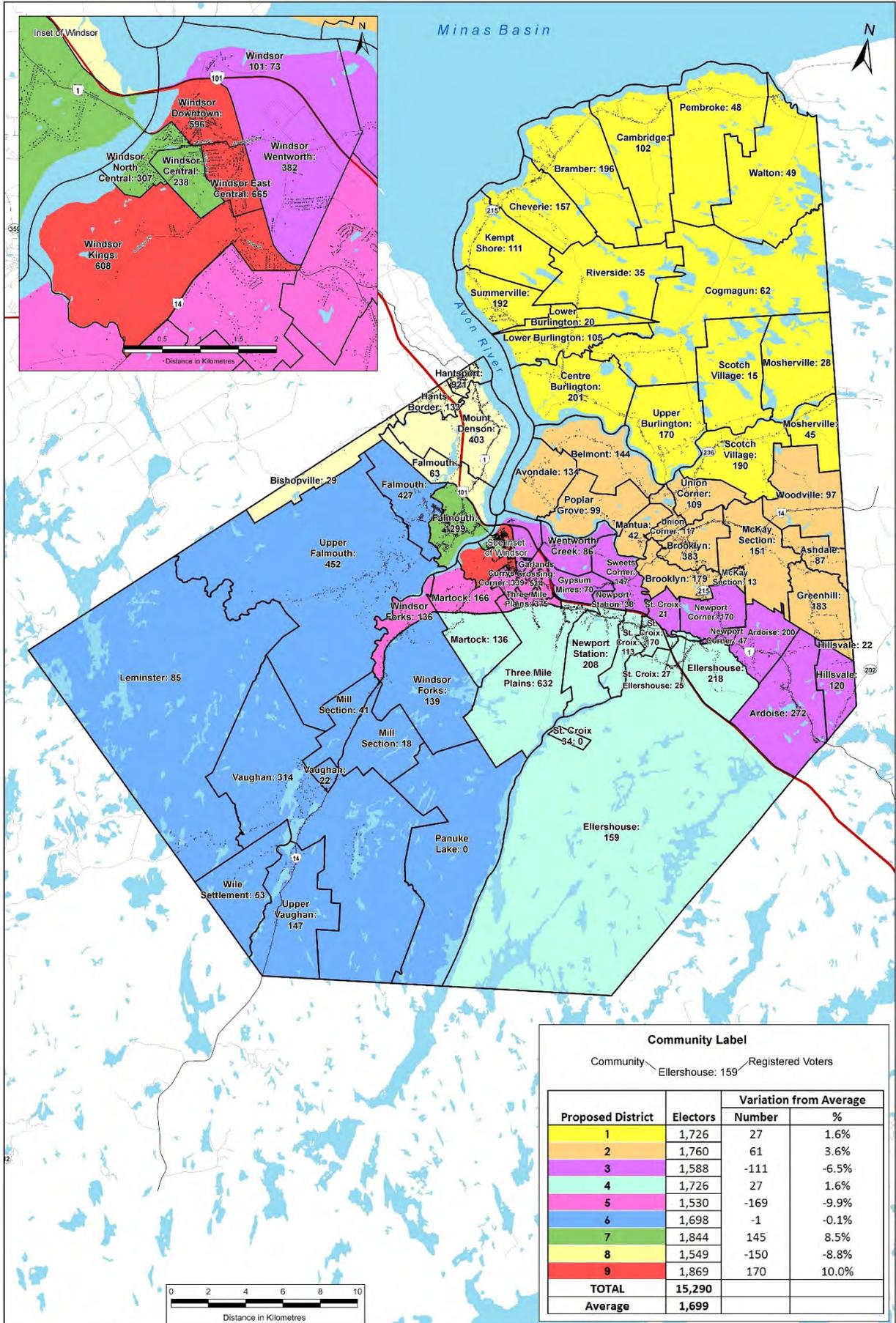
11 Districts

9 Districts

11 Districts



9 Districts





Windsor-West Hants Electoral District Boundary Review

Some Information About You

4. What community do you live in?

- | | | |
|---|--|---|
| <input type="radio"/> Ardoise | <input type="radio"/> Hantsport | <input type="radio"/> St. Croix |
| <input type="radio"/> Ashdale | <input type="radio"/> Hillsvale | <input type="radio"/> St. Croix 34 |
| <input type="radio"/> Avondale | <input type="radio"/> Kempt Shore | <input type="radio"/> Summerville |
| <input type="radio"/> Belmont | <input type="radio"/> Leminster | <input type="radio"/> Sweets Corner |
| <input type="radio"/> Bishopville | <input type="radio"/> Lower Burlington | <input type="radio"/> Three Mile Plains |
| <input type="radio"/> Bramber | <input type="radio"/> Mantua | <input type="radio"/> Union Corner |
| <input type="radio"/> Brooklyn | <input type="radio"/> Martock | <input type="radio"/> Upper Burlington |
| <input type="radio"/> Cambridge | <input type="radio"/> McKay Section | <input type="radio"/> Upper Falmouth |
| <input type="radio"/> Centre Burlington | <input type="radio"/> Mill Section | <input type="radio"/> Upper Vaughan |
| <input type="radio"/> Cheverie | <input type="radio"/> Mosherville | <input type="radio"/> Vaughan |
| <input type="radio"/> Cogmagun | <input type="radio"/> Mount Denson | <input type="radio"/> Walton |
| <input type="radio"/> Currys Corner | <input type="radio"/> Newport Corner | <input type="radio"/> Wentworth Creek |
| <input type="radio"/> Ellershuse | <input type="radio"/> Newport Station | <input type="radio"/> Wile Settlement |
| <input type="radio"/> Falmouth | <input type="radio"/> Panuke Lake | <input type="radio"/> Town of Windsor |
| <input type="radio"/> Garlands Crossing | <input type="radio"/> Pembroke | <input type="radio"/> Windsor Forks |
| <input type="radio"/> Greenhill | <input type="radio"/> Poplar Grove | <input type="radio"/> Woodville |
| <input type="radio"/> Gypsum Mines | <input type="radio"/> Riverside | |
| <input type="radio"/> Hants Border | <input type="radio"/> Scotch Village | |

Other community (please specify)



Windsor-West Hants Electoral Boundary Review

5. What is your gender?

- Female Male Prefer not to answer

6. Which category below includes your age?

- | | | |
|--|--------------------------------------|--|
| <input type="radio"/> 14 years or less | <input type="radio"/> 25 to 34 years | <input type="radio"/> 65 to 74 years |
| <input type="radio"/> 15 to 17 years | <input type="radio"/> 35 to 44 years | <input type="radio"/> 75 to 84 years |
| <input type="radio"/> 18 to 19 years | <input type="radio"/> 45 to 54 years | <input type="radio"/> 85 years or more |
| <input type="radio"/> 20 to 24 years | <input type="radio"/> 55 to 64 years | <input type="radio"/> Prefer not to answer |

Upcoming Public Meetings

We appreciate your help with the Governance Review and encourage you to attend one of the following public meetings planned to discuss the size of the future Regional Council for Windsor and West Hants. Each meeting will begin with an open house from 6:00 to 7:00 pm followed by a presentation at 7:00 pm:

- **Tuesday, March 5** - Three Mile Plains Community Hall, 4474 Hwy 1, Three Mile Plains
- **Wednesday, March 6** - Hantsport Baptist Church Hall, 6 Willow Street, Hantsport
- **Thursday, March 7** - Dr. Arthur Hines Elementary School, 75 Musgrave Road, Summerville
- **Wednesday, March 13** - Ardoise Community Recreation Centre, 3 School House Road, Ardoise
- **Thursday, March 14** - Windsor Community Center, 78 Thomas Street, Windsor
- **Tuesday, March 19 (snow date for all meetings)** - West Hants Municipal Office, 76 Morison Drive, Windsor

7. If you have any further thoughts about the size of the council for the new Regional Municipality, the districts from which councillors will be elected, or any related issue, please share them with us here.



Design with community in mind

Windsor-West Hants Governance Review
Council Size and Polling District Boundaries Report

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Toronto, Ontario M2J 4R3
Direct Tel. (416) 385 9975
rjohnston@oclsearch.ca

STRICTLY PRIVATE AND CONFIDENTIAL



CHIEF ADMINISTRATIVE OFFICER SEARCH

PROFILE AND COMPETENCIES WORKING DOCUMENT

April 10, 2019

ROLE OF THE CHIEF ADMINISTRATIVE OFFICER

SUMMARY

Reporting to the Mayor and Council, the Chief Administrative Officer (CAO) provides the cornerstone leadership for all aspects of W/WHRM's business and services. The Chief Administrative Officer is expected to work closely with the Coordinating Committee to ensure the successful launch of the new regional municipality and thereafter help facilitate the development of a clear mission in line with Council directions and strategic priorities; implement a community based strategic plan and implement Council's goals; build a strong and effective Senior Management Team (SMT); challenge the organization to be innovative and responsive; and improve the efficiency and effectiveness of programs and services delivered to the community. The CAO should have a good understanding of financial management and holding others accountable, be results oriented and lead through collaboration.

The Chief Administrative Officer is expected to be a visible leader, to proactively develop critical internal and external relationships, understand the importance of both formal and informal communications and be responsible for advising the Mayor and Council on all matters relative to the RM's operations and implementing Council policies.

KEY RESPONSIBILITIES

Leadership

- Provide leadership and direction to the organization to promote the effective and efficient delivery of the RM's services.
- Create within the Senior Management Team an openness to new ideas, encouraging innovation and implementing a culture of accountability for actions and results - evaluating outcomes and determining the most effective use of resources.
- Provide inspiring leadership through communication, accessibility and a shared vision - setting a positive tone for the RM by suggesting new ways for the organization to embrace and participate in change in a positive and constructive manner.
- Co-ordinate initiatives with the Mayor to maintain a clear focus on Council vision and direction as well as priority setting for key projects.
- In conjunction with the SMT, establish business plans and priorities to implement Council's vision, strategic priorities and directions.
- Set a visible and positive leadership example in order to promote empowerment of employees through coaching, mentoring, two-way communications and delegation of decision making responsibility; take necessary steps to anticipate impact of changes and to identify and remove barriers.
- Provide Council with advice based on professional standards and best practices; be familiar with applicable legislation and guide Council accordingly.
- Provide leadership in the on-going identification and tracking of "best practices" (including benchmarking of other municipalities) and the latest technology; make recommendations for applications to support continuous improvement efforts.

Management

- Oversee the day-to-day operations and procedures under policy direction of Council and in accordance with current legislation and regulations.
- Consolidate and review annual work plans and capital and operating budgets with recommendations to Council for approval.
- Establish procedures to monitor the performance of W/WHRM's operations against plan / budget, identifying and correcting as necessary variances from plan / budget.
- Innovate and lead change that results in increased efficiency and enhanced customer service.
- Ensure that all high risk, complex situations with potential liability for W/WHRM are reviewed and monitored on an ongoing basis.
- Conduct regular reviews and assessments of the programs, services and organization structure of Departments using best practice research, evaluating effectiveness of the allocation of responsibilities and authorities, and ensure adequate measurement systems are in place.
- Establish procedures to optimize financial resources, exercise financial control and conduct ongoing reviews on W/WHRM's financial position to ensure expectations are being achieved.

Communications

- Establish regular formal and informal communication processes with the Mayor and members of Council regarding all key issues.
- Provide comprehensive advice and reports on W/WHRM's operations and issues to Council, Standing Committees and Community representatives / partners as required.
- Play a key leadership role in the public on issues that impact the overall sustainability of the community; ensure that strategic communication competencies are in place, to communicate effectively with citizens and manage those processes.
- Ensure that Council is informed of all high risk, complex situations that have potential liability for W/WHRM.
- Communicate Council's directions and priorities to SMT.
- Deliver regular periodic briefings of operations and results to ensure that employees across W/WHRM can gain an appreciation of the "big picture" – enhanced employee engagement across the organization.
- Develop and maintain a contact network covering:
 - Key Community Stakeholders and representatives of development, industry, academic, social services and trade and professional associations;
 - Citizen associations / rate payers groups;
 - Counterparts in other municipalities, including neighbouring municipalities; and
 - Federal and Provincial government officials at the policy and working levels.

PROFILE

The Chief Administrative Officer candidate must possess a progressive track record of success in a leadership role within a multi stakeholder organization. The ideal candidate will have significant and varied leadership and executive experience.

- A solid strategic visionary and implementer of plans; experience in the development of strategic plans including developing operational priorities and associated resource allocation requirements - ability to translate strategic vision into plans for implementation and execution.
- A transformational leader who has the ability to vision and explore innovative service delivery models.
- A strategic communicator; able to adapt and tailor the conversation / presentation to a variety of audiences and contexts; understands the importance of both formal and informal communications.
- Track record of bringing people together and building strong teams; demonstrates the ability to energize, motivate and lead an organization to achieve objectives; demonstrates the ability to build a sense of confidence and consensus, and create a positive and constructive work environment; sensitive to team needs, shows honesty and genuine interest in their concerns, avoids arrogance and defensiveness, develops sound solutions or approaches; requests, listens, and responds to feedback.
- Given the challenges of amalgamation facing the W/WH municipalities currently, the Chief Administrative Officer needs to exhibit a strong horizontal and collaborative style of leadership - lead initiatives across the organization, rather than using the more traditional up and-down approach.
- Utilizes a variety of management styles, depending on the situation, with a capacity to facilitate groups through issues; leads by example; action oriented, generates original and innovative ideas and solutions – a continuous improvement perspective; high acceptance for change.
- Has a solid personal awareness – capacity to build a senior leadership team and to capitalize on strengths and minimize limitations.
- Talented broker and strategic negotiator in both an "at the table" sense as well as behind the scenes.
- A bold decision maker, who is willing to take measured risks and who has a track record as a decision maker - absolute results oriented and performance driven; links short term actions and long term goals.

- Believes in and drives for results and accountability at all levels; pragmatic, believes in delegating responsibility and holding individuals accountable for results / performance; encourages the establishment of high standards and stresses the importance of continuous improvement; is prepared to ask tough questions and address sub-standard performance quickly and effectively; assumes responsibility for decisions / results.
- Excellent interpersonal skills, capable of relating effectively to a diverse range of people, personalities and styles (both internal and external) - demonstrated ability to work collaboratively with stakeholder across the W/WHRM and in establishing and building relationships with all stakeholder groups; an objective sounding board and voice, able to listen to vested interest groups and make objective recommendations that are best for the W/WHRM; ability to speak the 'partners' language, establishing rapport immediately; exhibits a character of integrity and develops trust easily; willingly accepts the trust delegated by Council.
- Exhibits a "Boardroom" presence - credible and articulate, able to present concepts and plans to Council, the Senior Management Team and external stakeholders.
- Enhanced analytical problem solving skills; an ability to think critically; a realist who exhibits a common sense approach to problem resolution.
- Stamina, a self-starter who exhibits high adaptability and flexibility to changing systems, conditions, or priorities; responds quickly to requests, meets deadlines and budgets.

PRELIMINARY CORE COMPETENCIES

- **Leadership**
The ability to create and communicate a vision and engage others in its achievement. It is the ability to demonstrate behaviours that model and support the organization's aspirations and values and ensure its success.
- **Leading Change**
The ability to initiate, facilitate or implement change. Helping staff and stakeholders understand what the change means to them, building a shared vision and providing the ongoing guidance and support which will generate and maintain enthusiasm and commitment to the change process.
- **Strategic Orientation**
The ability to link long-range vision and concepts to daily work. Strategic orientation moves from understanding business fundamentals and strategies to a sophisticated awareness of the impact of the external environment on strategies and how external factors affect choices.
- **Shaping the Organization**
The ability to work effectively within structures, stakeholders and relationships within the W/WHRM. The ability to identify the decision-makers and the individuals who can influence them and work with them to achieve objectives. The ability to predict how new events or situations will affect individuals and groups both within and external to the RM and to utilize that knowledge to achieve the organization's objectives.
- **Relationship Building**
Establishing, building, and maintaining strong and reciprocal relationships and a network of contacts to keep a pulse on W/WHRM's political and internal issues and to make informed decisions. Identifying who to involve and when and how to involve them in order to accomplish objectives and minimize obstacles.
- **Political Acuity**
Dealing with the culture of W/WHRM. Navigating the formal and informal channels and networking with Council, the Senior Management Team, management groups, the media and the community.
- **Innovation**
An effort to enhance performance by being creative, promoting new ideas and introducing new solutions or processes.

- **Customer First Orientation**
A desire to identify and meet/exceed the requirements of both internal AND external customers / clients. Clear emphasis on service to customer groups:
 - Recognizing the variety of “customers” within W/WHRM and at all levels of the organization and accommodating their diverse needs.
 - Recognizing the variety of external customers including residents, community groups and key stakeholders.

- **Communication**
High degree of interpersonal skill, tact and diplomacy. Ongoing contact and dialogue with members of Council and various stakeholders at all levels. External contact with Community stakeholders and partners, the provincial and federal governments, the media and related organizations to provide and exchange information and solve problems. Able to adapt and tailor the conversation / presentation to a variety of audiences and contexts.

- **Partnering**
Creating an organizational environment that is open to alliances and attracting partnerships. Able to strategically identify and then approach potential partners – understands what’s “in it” for the other partner. Negotiating and managing the strategic nature of alliances and determining when adjustments, fine tuning or termination of partnerships is required.

- **Results Orientation**
The desire or drive to achieve or surpass identified goals. Establishes performance objectives and measures to continuously improve performance and the standard of excellence across W/WHRM. Includes innovative or entrepreneurial behaviours.

- **Holding People Accountable**
Ensuring others meet objectives and expectations in an appropriate and effective manner. Ensuring the performance management process is conducted throughout the year. Provides clear direction, appropriate tools, resources and authority to support success.

- **Fiscal Accountability**
The ability to effectively manage and optimize human, financial and physical resources, undertake qualitative and quantitative measurement, planning and control of resources to maximize results.

- **Teamwork**
Being part of a team and working co-operatively with others. "Team" is broadly defined as any task or process-oriented group of individuals working towards a common goal.

W/WHMUN CHIEF ADMINISTRATIVE OFFICER SEARCH
STAKEHOLDER INPUT SUMMARY
APRIL 8, 2019

The following notes are meant to capture the key themes / points that emerged from stakeholder discussions with Coordinating Committee members and other Stakeholders.

ATTITUDES / ABILITIES

- Broad background
- Personable - boardroom presence - optimistic and confident
- Excellent communicator – verbal and written; understands strategic communications
- Collaborative / supportive / and transparent
- Innovative and creative
- Measured risk taker - risk aware – NOT risk adverse
- Delivers results; consultative but not afraid to make decisions
- Responsive to Council and that Council objectives / priorities are being implemented
- Open and honest; open door; builds trust and respect
- Results oriented
- Calm, strong ethics and integrity
- High energy and stamina
- Understands and respects the differing issues of urban, suburban and rural communities

LEADERSHIP

- Strong leader; broad background
- Communicates / shares information with staff
- Strategic leader and a strategic communicator
- Visionary; influencer; creates excitement; inspires confidence
- Track record as a builder - proactive and forward looking – not reactive; not status quo
- Highly interactive and must be visible
- Balanced fiscal understanding / value for money / continuous improvement
- Consensus builder – but able to make the tough decision
- Sets high expectations and builds strong teams
- Able to build a Senior Management Team and inspire confidence
- Leader who encourages, promotes and identifies strengths - capitalizes on strengths; coaches and mentors; identifies talent

BUILDING RELATIONSHIPS AND PARTNERSHIPS

- A consensus builder
- Internal stakeholder groups:
 - With the Mayor – critical to success
 - Council – political acuity
 - Senior Management Team – one voice and no silos
- Community and key external stakeholders – be visible:
 - Key community leaders / organizations
 - Neighbouring municipalities
 - Province

CANDIDATE GENERAL EXPERIENCE

- Chief Administrative Officer experience not essential; could be #2
- Private sector experience is okay
- Municipal / broader public sector experience is an asset; could be critical
- Proven track record
- Change management / culture change experience
- Broad background and experience preferred
- Network / contacts with peers and other levels of government
- Financial savvy
- Union / Labour relations experience
- A customer service champion
- Understands the role differences – Council and Chief Administrative Officer / staff

EXPECTATIONS – FIRST YEAR

- Work closely with the Coordinating Committee and the two Councils
- Develop a “Road Map / Work Plan” with timing and priorities to continue and complete the amalgamation process
- Start to implement the Work Plan
- Design the organization structure and develop, implement and complete a recruiting strategy and process for all levels; first priority is the direct reports
- Build an understanding of the RM.s culture and community
- Plan the March 2020 election
- Develop a training and orientation program for the newly elected Councillors
- Develop a strategic planning process including a vision for the new RM – prior to the March 2020 election; after election:
 - engage Council in the process and develop a vision
 - develop a 2020 – 2021 Council Priorities document
 - develop a Work Plan to deliver the Council priorities
- Begin the consolidation process regarding policies:
 - Planning bylaws
 - General bylaws
 - Human resources
 - IT
 - Procurement
- Gain the respect of Council - develop positive relationships with the Mayor and members of Council; connect with each Councillor
- Design and implement a staff survey for end of year 1; including a 360 performance review of the CAO from Council and SMT
- Build stakeholder relationships:
 - Internally with:
 - The Mayor and Council
 - Senior team
 - All Staff
 - Externally with:
 - Key community stakeholders / potential partners; at appropriate events
 - The key neighbouring municipalities
 - Provincial and Federal governments; influence policy at the provincial level
- Demonstrate significant advancement on the amalgamation process

- Ensure that programs and services are delivered in a cost-effective, efficient manner that meet the expectations of citizens while being mindful of the fiscal resources and capacity of the RM
- Create a work environment that promotes and supports citizen-focused service delivery, accountability, and continuous improvement
- Undertake own organization assessment:
 - assess the RM's needs and challenges
 - review service levels and costs
 - present organization options for Council review (if any)
 - introduce / make changes
- Reduce red tape and develop a customer service mentality and culture

KEY CHALLENGES

- Consolidating the two work forces and resolving staffing issues
- Eliminating the different cultures from the two predecessor units and building a new culture for the RM
- Making significant progress in policy realignment / harmonization
- Managing community expectations across the RM with respect to taxes
- Ensuring that Fire Services are harmonious across the RM
- Building a sustainable future for the RM:
 - Move the RM forward – Growth (jobs and tax base) - continue economic development and growth
 - Fiscal sustainability – develop a long term capital plan; supported by an asset management plan – taxation and revenue sources
 - Policy changes



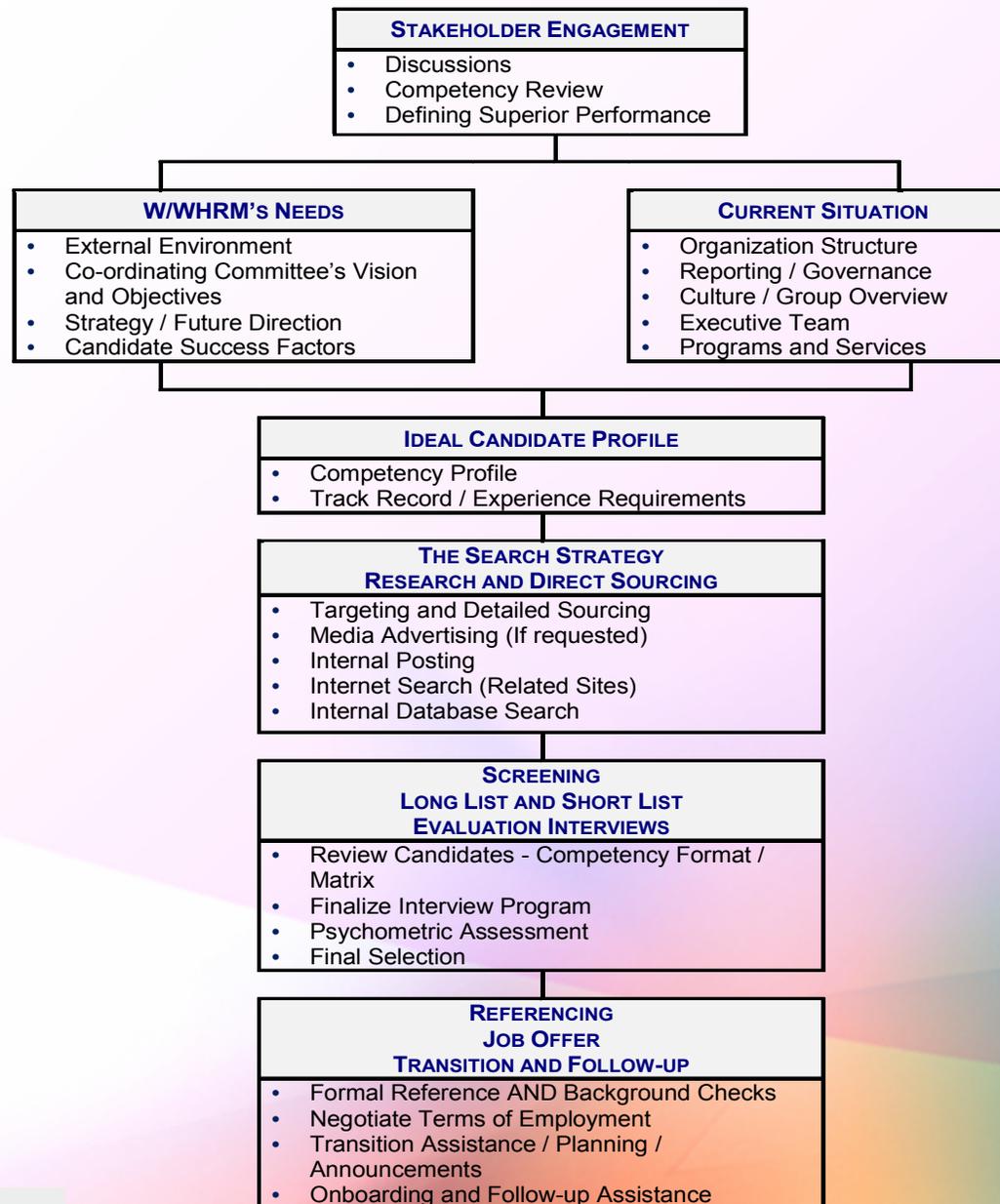
CHIEF ADMINISTRATIVE OFFICER SEARCH ENGAGEMENT

**PRESENTATION TO
COORDINATING COMMITTEE**

ORGANIZATION CONSULTING LIMITED

Robert Johnston

April 15, 2019



Consultation - Engaging the Stakeholders

- Building consensus – competencies and profile of the CAO
- Coordinating Committee and Stakeholder Input

Search Strategy

- National
- Focus on concentrated targeting
- Internet advertising
- Best possible candidate

Preliminary Screening

- Candidate information package
- Receive applications
- Screening sessions
- Long List of Potential Candidates
- Select for interviews

Selection Process

- Two rounds of interviews
- Detailed and thorough discussions
- Final candidate
- Negotiate an offer

Thank You!

Questions?

TERMS OF REFERENCE REGIONAL MUNICIPALITY CO-ORDINATING COMMITTEE

AUTHORITY

The Co-ordinating Committee is established pursuant to Section 5 of Chapter 26 of the Acts of 2018, an Act to incorporate the Region of Windsor and West Hants Municipality (the “Regional Municipality”).

PURPOSE

The Co-ordinating Committee is responsible for designing and implementing the administrative structure of the Regional Municipality in accordance with the legislation (attached as Appendix “A”).

SCOPE

The Co-ordinating Committee has all the powers of the Council of the Regional Municipality and its Police Advisory Board until the Council first takes office on April 1, 2020. The Co-ordinating Committee will be guided in its decision-making by the Guiding Principles adopted by the Committee (attached as Appendix “B”). All acts of the Co-ordinating Committee have, upon the incorporation of the Regional Municipality, full force and effect and are deemed to have been exercised by the Regional Municipality.

CO-ORDINATING COMMITTEE MEMBERSHIP

Membership of the Co-ordinating Committee consists of the Mayor and Deputy-Mayor of Windsor and the Warden and Deputy-Warden of West Hants and the Co-ordinator appointed by the Minister. Alternate members designated in accordance with the Act will attend meetings of the Co-ordinating Committee where a member of the Co-ordinating Committee is unable to attend.

CO-ORDINATOR ROLE

The Co-ordinator, Kevin Latimer, is appointed pursuant to Order-in-Council dated December 4, 2018 (attached as Appendix “C”). The Co-ordinator is the Chair of the Co-ordinating Committee with all the powers of a Commissioner appointed pursuant to the *Public Inquiries Act*. The Co-ordinator’s role is to oversee and facilitate the consolidation process in concert with the Co-ordinating Committee, while working with the Department of Municipal Affairs’ representatives to ensure the timely and orderly establishment of the Regional Municipality. The various duties and responsibilities of the Co-ordinator are more particularly described in the Act.

CO-ORDINATING COMMITTEE MEETINGS

- The Committee shall meet as frequently as required at the call of the Chair to complete its mandate.

- The Committee shall meet at least once monthly with additional meetings scheduled as agreed by consensus of the Committee.
- Three members of the Committee, including the Co-ordinator and at least one member from each municipal unit, constitute a quorum of the Co-ordinating Committee.
- The Committee shall strive to make decisions by consensus, and where unable to achieve unanimity, may make decisions by majority vote.
- Meetings shall be open to the public, except where the Committee determines to meet in-camera pursuant to Section 22 of the *Municipal Government Act*.
- The Committee shall strive to alternate meetings between Windsor and West Hants.
- The CAO's shall attend to advise and assist in the functioning of the Committee but shall not be voting members. Additional staff, external consultants and advisors may attend and advise the Committee as required, under the direction of the Co-ordinator.
- While meetings of the Committee are held in public, the meetings are not public hearings.
- Where possible, regularly scheduled meetings of the Committee will be live streamed over the internet. The Committee will not respond to comments during the live stream; there is no obligation of the Committee to maintain these recordings; and the Committee is not responsible to resolve any technical difficulties that may impact the live stream during a meeting.

CO-ORDINATING COMMITTEE VOTING

All decisions of the Committee shall be determined by majority vote. The Co-ordinator may only vote on questions considered by the Committee in the case of a tie. Where the Committee is unable to decide any question concerning the design and implementation of the administrative structure of the Regional Municipality by majority vote, the Co-ordinator may determine the question, and the decision of the Co-ordinator is final and binding.

AGENDA, MINUTES AND RESOLUTIONS

Minutes and motions of the Committee shall be provided to each member of the Co-ordinating Committee within ten (10) business days after the conclusion of such meeting. The Co-ordinator will endeavour to provide each member of the Co-ordinating Committee with the agenda and required supporting documentation at least two (2) days prior to every meeting.

CONFLICT OF INTEREST

It is expected that all members of the Committee will adhere to the *Municipal Conflict of Interest Act*, disclosing any pecuniary or direct pecuniary interest in any matter before the Committee and refraining from taking part in, or trying to influence either before or after the meeting, any directions or decisions respecting such matters. A breach of this guideline may require the Co-ordinator to request the Minister to remove the member and appoint another member in their stead.

RESOURCES & BUDGET

- The Committee shall have access to the resources necessary to make decisions and complete its mandate in a timely manner.
- The Co-ordinator shall present a Workplan for approval of the Co-ordinating Committee. The Workplan will guide the Committee in its use of project resources.
- The Co-ordinator, supported by the CAO's, shall present a budget to the Committee for approval. The budget will support the execution of the Committee's Workplan.
- The Co-ordinator will provide a budget update/report to the Committee and Minister on a quarterly basis.
- The CAO's shall provide primary assistance to the Committee and may direct additional staff resources to assist as required.
- The Committee acting through the Co-ordinator may secure serviced of such additional staff and advisor(s) as it deems necessary to fulfill its mandate on a timely and cost-effective basis.

REPORTING

- Communications and reporting from the Committee shall come principally from the Co-ordinator or his designate from time to time.
- The Committee shall provide a concise progress update to the Minister and the respective Councils no less than once every thirty (30) days.
- The Committee shall provide a concise information bulletin on Workplan progress and pending activities for public awareness at least once every thirty (30) days.
- The Committee shall report to the Minister of Municipal Affairs through the office of the Deputy Minister.
- Members of the Committee shall keep their respective Councils apprised of the progress of the Committee;

OTHER

The Committee will review the Terms of Reference periodically for changes or amendments it may deem necessary from time to time.

January 31, 2019



**CO-ORDINATING COMMITTEE OF THE REGION OF WINDSOR AND WEST HANTS
MUNICIPALITY
RECOMMENDATION REPORT**

To: Members of the Co-ordinating Committee

Submitted by:

Martin Laycock, CAO, Municipality of West Hants

Louis Coutinho, CAO, Town of Windsor

Date: April 15, 2019

Subject: Fire Services Request for Proposal

Origin:

Passage of Bill 55 and the consolidation of Windsor and West Hants on April 1, 2020.

Legislative Authority:

Region of Windsor and West Hants Municipality Act - Section 7 (2)

Recommendation:

It is recommended that:

...the Co-ordinating Committee direct staff to post a Fire Services Request for Proposals for the Region of Windsor and West Hants Municipality.

Background:

The municipal units of Windsor and West Hants entered into a consolidation process which led to the passing of Bill 55, the Region of Windsor and West Hants Municipality Act, by the

Province of Nova Scotia (Province) in October 2018. The Province has committed \$1.5 million towards the process to provide support for the various studies, services, and materials required for a successful transition.

Discussion:

Fire and emergency services is an important aspect of providing a safe livable community for our residents. Both CAOs, the Joint Fire Services Coordinator, and the local Fire Chiefs are actively working together to ensure that a smooth transition occurs on April 1, 2020. The request for proposal (RFP) will assist the Co-ordinating Committee and the new Regional government to move forward with a long-term sustainable fire services plan that meets the needs of the new Regional Municipality.

In conjunction with Windsor and West Hants Fire Chiefs, staff have prepared an RFP document that, among other things, is looking for a detailed 10-year plan that utilizes current resources and makes recommendations for optimal stations, apparatus and equipment needs for a regional fire service. A critical factor in the development of the report by the successful proponent will be to utilize information gathered from previous studies. This prevents duplication of efforts and should also assist in keeping overall costs down.

Additionally, the RFP is designed to have the successful proponent report on:

- a. All related financial requirements to achieve the developed plan, including potential debt servicing
- b. Required levels of volunteers for each station
- c. Municipal personnel requirements to best manage a regional fire service
- d. A review and creation of new fire zones, including newly developed maps
- e. Risk analysis for moving to a regional service
- f. Analysis of all related legislation and fire standards required to achieve the regional service plan
- g. Establish response model of what stations and apparatus are called to the types of calls.

It is anticipated that a final report from the successful proponent will be presented to the Co-ordinating Committee in September 2019.

Financial Implications:

Through the approval of the 2019-2020 budget on March 18, 2019, the Co-ordinating Committee has already committed \$75,000 for a Fire Services RFP. Based on an understanding of previous study costs and the use of existing study data, it is anticipated that the allotted budget amount is sufficient. However, should costs come in higher than expected, the Co-ordinating Committee has the ability to negotiate the scope of the project to bring it in line with budget.

Alternatives:

- The Co-ordinating Committee could choose not to move forward with a RFP for Fire Services

Attachments:

- None
-

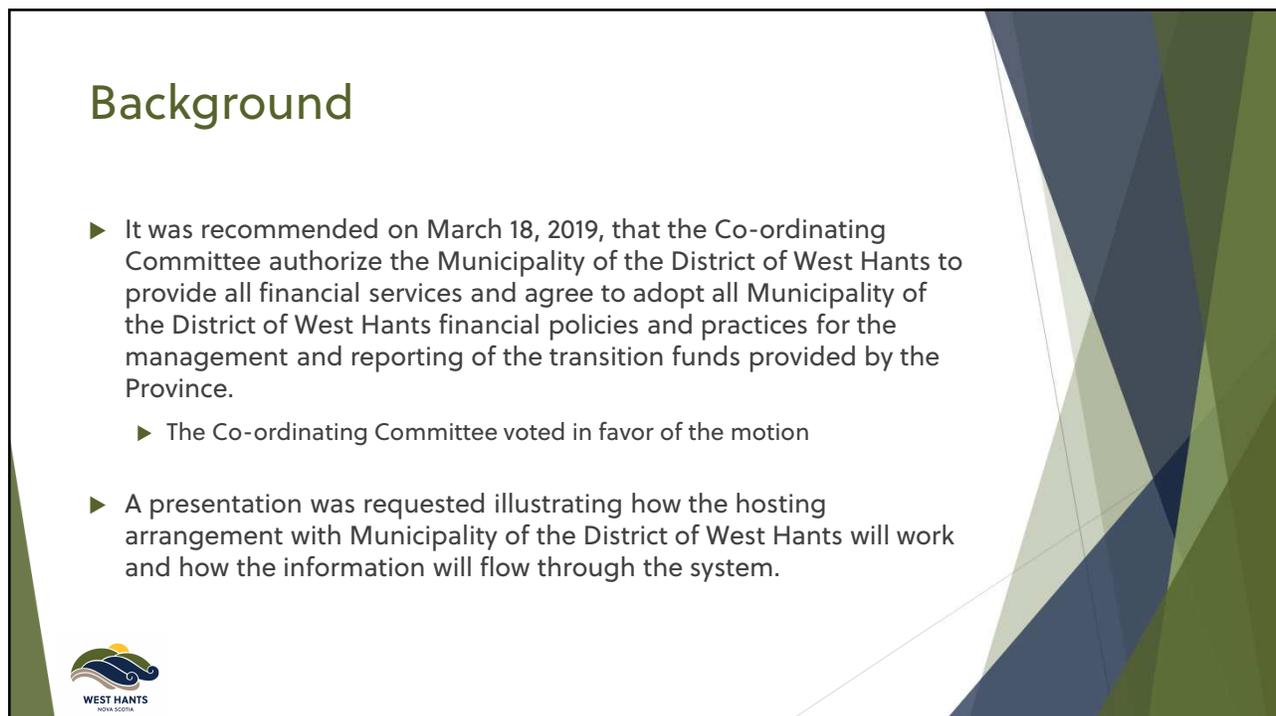
Report Prepared by: _____
Martin Laycock, CAO, Municipality of West Hants

Report Reviewed by: _____
Rhonda Brown, Municipal Clerk, Municipality of West Hants

Report Reviewed by: _____
Louis Coutinho, CAO, Town of Windsor



1



2

Steps

1. Establish the following:
 1. Business Number (In-progress)
 2. Bank Account (Complete)
2. Set up the following:
 1. Chart of Accounts (Complete)
 2. Signing Matrix (In-progress)
 3. Reports, including Balance Sheet, Income Statement, Trail Balance (Complete)
 4. Auditing Requirements (In-progress)
3. Review processes
 1. Meet with Project Administrator (Complete)
 2. Report Schedule – Quarterly (Complete)
 3. Co-ordinator Reporting Requirements (Complete)

3

Banking

- ▶ An account has been set up at the host Municipal units banking provider, Royal Bank of Canada.
- ▶ Authorized signing authority for this account are:
 - ▶ Warden
 - ▶ Alternate: Deputy Warden
 - ▶ Director of Finance
 - ▶ Alternate: Accountant
 - ▶ Alternate: Chief Administrative Officer

4

Signing Authority – Procurement

- ▶ Procurement Signing authority may only be granted by the Consolidation Committee Co-Ordinator, and must meet the terms of the West Hants' Procurement Policy.
- ▶ Signing authority can only be changed by submitting a completed and signed Signing Authority Form.
- ▶ Individuals granted signing authority by the Co-ordinator must work within the approved budget. Anything outside of approved budget must have Co-ordinating Committee approval.
- ▶ Individuals granted signing authority will only be permitted to sign off on their specified budget accounts, and will not be permitted to sign off on any expenses that are payable or will directly benefit themselves.
 - ▶ Any that do not follow this criteria could result in delayed payment, and if it persists, a recommendation will be made to rescind or temporarily suspend their signing authority.

5

Signing Matrix (Proposed)

Name	Title	Accounts	Amount
Kevin Latimer	Consolidation Committee Co-ordinator	All Consolidation Accounts, with the exception of 1621110-21000 to 21001	Exceeding CAO Approval
Martin Laycock	Chief Administrative Officer	All Consolidation Accounts	Goods \$25,000.00 Services \$50,000.00 Construction \$100,000.00
Louis Coutinho	Chief Administrative Officer, Town of Windsor	1621110-21000 to 21001	Services \$50,000.00
Carlee Rochon	Director of Finance	All Consolidation Accounts	\$9,999.99
Jeff Hanshaw	IT Department	16-210-1621090-20420	\$2,499.99
Donna Jones	Project Administrator	All Consolidation Expense Accounts, with the exception of all 1621010 Accounts	\$1,000.00

* Invoices for Cox & Palmer or Kevin Latimer will require two signatures before being processed

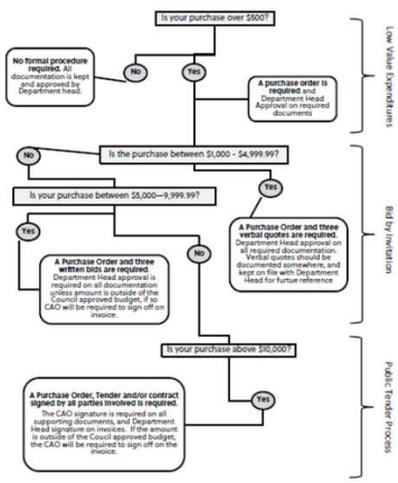
6



POLICY
APPENDIX 1
CORN-003.00

Procurement Process

- ▶ Under \$500
 - ▶ All documentation is kept, and Manager Sign-off
- ▶ Over \$500
 - ▶ Purchase Order Submitted
- ▶ Between \$1,000-\$4,999.99
 - ▶ Three verbal quotes required
- ▶ Between \$5,000-\$9,999.99
 - ▶ Three written quotes required
- ▶ Over \$10,000
 - ▶ Tender/RFP required



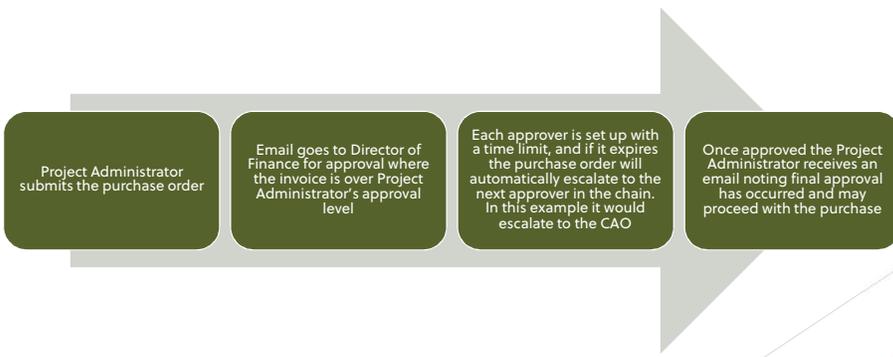
*Contingent on if within approved Budget

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Purchase Order – Approval

The Municipality's purchase order system is completely electronic. As staff submit a purchase order for approval, it will go in the background through an approval process that matches that of the signing matrix.

For example: \$9,000 invoice, based on the proposed signing matrix



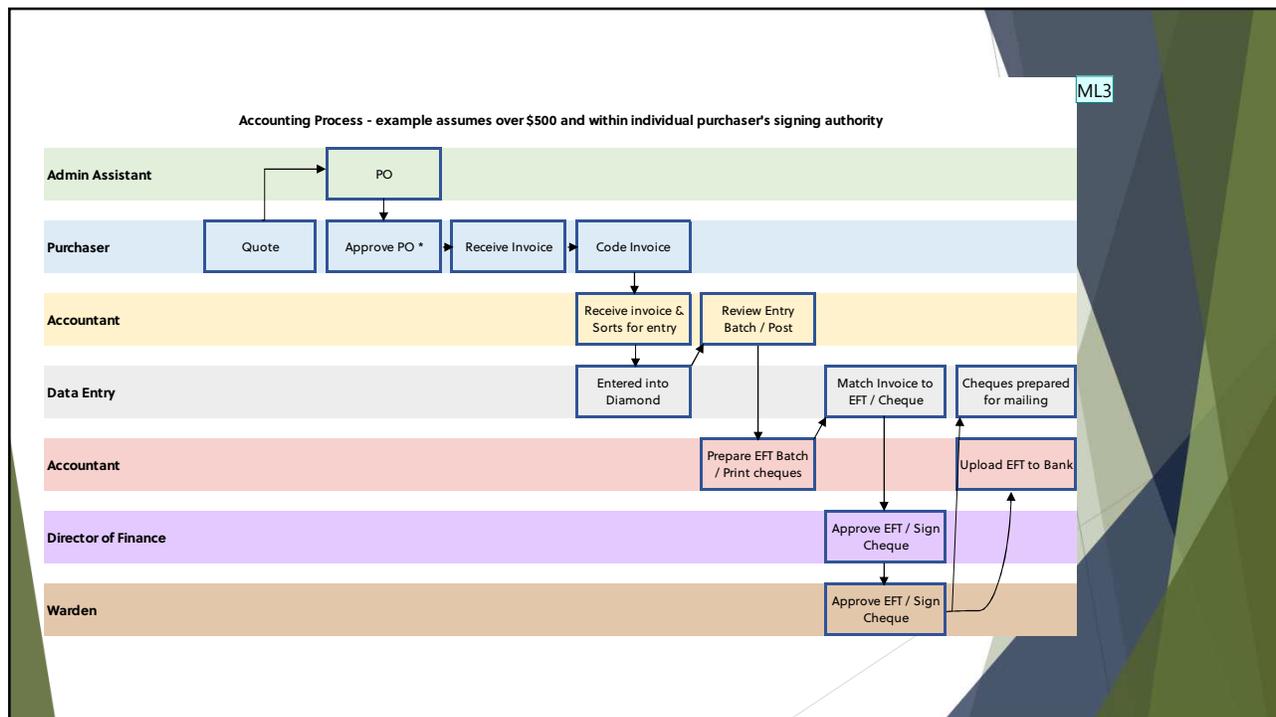
Project Administrator submits the purchase order

Email goes to Director of Finance for approval where the invoice is over Project Administrator's approval level

Each approver is set up with a time limit, and if it expires the purchase order will automatically escalate to the next approver in the chain. In this example it would escalate to the CAO

Once approved the Project Administrator receives an email noting final approval has occurred and may proceed with the purchase

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Auditing Requirement

- ▶ The Municipal auditors, Kent and Duffett have supplied a quote for auditing services for the Co-ordinating Committee and Region of West Hants and Windsor.
- ▶ Audit engagement letter will be reviewed and signed off by the Co-ordinator
- ▶ Two audits will be completed
 - ▶ Fiscal 2018-19
 - ▶ Fiscal 2019-20
- ▶ The results of these audits will be presented to the Co-ordinating Committee

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Slide 9

ML3 You may want to indicate when speaking that these are all different people

Martin Laycock, 4/11/2019

Reporting Process

- ▶ Co-ordinating Committee
 - ▶ Budget to Actuals will be prepared on a quarterly basis and presented to the Co-ordinating Committee
 - ▶ May – Year Ending March 31st
 - ▶ July – Quarter Ending June 30th
 - ▶ October – Quarter Ending September 30th
 - ▶ January – Quarter Ending December 31st
- ▶ Department of Municipal Affairs (DMA)
 - ▶ DMA Budget Report template will be prepared by the Project Administrator
 - ▶ The report is reviewed by the Director of Finance, before the Project Administrator submits it to DMA within 30 days after quarter end.

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Co-ordinator Reporting Requirements

- ▶ The Co-ordinator shall provide a quarterly projection of costs outlining anticipated work, hours required, and associated total costs.
 - ▶ For projected monthly costs that are anticipated to exceed \$20,000 will require Committee approval
- ▶ When monthly costs have reached \$12,000 (60% of \$20,000) and \$18,000 (90% of \$20,000), the Co-ordinator shall provide email notification to the CAO's, within three business days.
- ▶ During any given month, if the Co-ordinator anticipates monthly costs will exceed \$20,000 that have not been previously approved, the Co-ordinator must provide a revised projection for that month, which requires approval from the Warden and the Mayor before he can proceed.

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