

Cape Breton Regional Municipality

Special Council Meeting

AGENDA

THURSDAY, OCTOBER 13, 2022

1:30 P.M.

Via Videoconferencing

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Cape Breton Regional Municipality

Special Council Meeting

Thursday, October 13, 2022

1:30 p.m.

AGENDA ITEMS

Roll Call

1. APPROVAL OF AGENDA: (Motion Required)
2. CBRM Governance and Boundary Review – Council Size Report: John Heseltine, Stantec (See page 3)

ADJOURNMENT



**CBRM GOVERNANCE AND
BOUNDARY REVIEW**
Council Size Report

October 7, 2022

Prepared for:
Cape Breton Regional Municipality

Prepared by:
Stantec Consulting Limited

Project Number:
160410435



CBRM Governance and Boundary Review

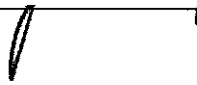
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ORIGINAL SIGNED BY

Prepared by:

 _____
Signature

John Heseltine, LPP MCIP

Reviewed by:

Signature

Printed Name

Approved by:

Signature

Printed Name



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EXECUTIVE SUMMARY

INTRODUCTION

Stantec conducted the previous boundary review for the Cape Breton Region Municipality in 2011. The resulting Council of 12 was approved by the NSUARB at that time. In 2016, CBRM submitted a "simplified application" to confirm its Council arrangements, which the Board also approved. The current study considers the performance of CBRM Council through comparison to similar Nova Scotia municipalities and consultation with Regional Council and CBRM residents. Applying the process recommended by the Utility and Review Board, Stantec will determine whether a change in the size of CBRM's Council should be considered. Regardless of the recommended Council membership, Stantec will delineate polling district boundaries suitable for electing future Council members in consideration of criteria set out in Nova Scotia legislation.

CURRENT GOVERNANCE

CBRM has the second largest Council members among Nova Scotia regional and rural municipalities, the second most constituents per Council member, the 15th most land area per member, and the second most expenditure per member. Municipal population has fallen for many years, although the rate of decline has recently moderated. Our demographic projections, however, suggest population will continue to decrease by close to 6,000 people by 2031.

Council interviewees strongly favored maintaining their current membership. Apart from one interviewee who favored decreasing Council from the current 12 Councillors plus the Mayor and three who were unsure, nine preferred to maintain the current Council size. Community views expressed through an online survey that attracted 534 respondents were more mixed. While a substantial proportion favoured maintaining the Municipality's current 12-member Council (17.7%), more favoured reducing the number of Councillors to six (25.4%). Substantial proportions of respondents also favoured eight (12.0%) or 15 Councillors (10.9%).

PAST BOUNDARY REVIEWS

Council size and electoral boundaries have been reviewed five times since the process that led to the creation of CBRM as Nova Scotia's first regional municipality. From the first assessment undertaken in 1994 to determine the appropriate number of Councillors for the new regional government to the last review completed in 2016, the number of Regional Councillors has gradually been reduced from 20 to the current 12.



BOUNDARY DELINEATION

Section 368 (4) of the MGA sets criteria that the NSUARB must consider in establishing the boundaries of polling or electoral districts within municipalities:

In determining the number and boundaries of polling districts the Board shall consider number of electors, relative parity of voting power, population density, community of interest and geographic size.

The leading criteria are voter parity, which is reflected in the requirement of the NSUARB that the number of electors in each district be within $\pm 10\%$ of the average number of electors in all districts, and community of interest.

For discussion with Council, we have developed scenarios for 6, 8, 12 and 15 districts, which are the four sizes that received the most support in the Council Size Survey. We also included a three-district scenario, although it only ranked seventh among the Council size options considered, because it reflects the configuration suggested by the Viability Study.

The $\pm 10\%$ parity standard is met by all districts for scenarios involving three to eight districts. Two districts in the 12-district scenario and one in the 15-district scenario exceed the Board's criterion, but the discrepancies are modest and, we believe, would be accepted by the Board.

The clearly preferred options are to continue with the current twelve-member Council or reduce Council to six, which are respectively supported by 17.7% and 25.4% of survey respondents. Eight members ranks third and is representative of 27.2% of respondents who would prefer a Council of eight to ten.

We recommend, therefore, taking the six- and twelve-district scenarios to the public for consideration in Phase 2 of the Governance and Boundary Review. We can also present the eight-district scenario, if Council wishes, to give community members the opportunity to consider an intermediate reduction in Council membership.





1 INTRODUCTION

1.1 Project Mandate

Pursuant to Section 369(1) of the *Municipal Government Act* (MGA), all Nova Scotia municipalities must "conduct a study of the number and boundaries of polling districts in the municipality, their fairness and reasonableness and the number of councillors" ... "in the years 2006 and every eighth year thereafter." The current year, 2022, starts the fourth cycle since the adoption of the Act.

Stantec conducted the previous boundary review for the Cape Breton Region Municipality in 2011. The resulting Council of 12 was approved by the NSUARB at that time. In 2016, CBRM submitted a "simplified application" to confirm its Council arrangements, which the Board also approved. The current study considers the performance of CBRM Council through comparison to similar Nova Scotia municipalities and consultation with Regional Council and CBRM residents. Applying the process recommended by the Utility and Review Board, Stantec will determine whether a change in the size of CBRM's Council should be considered. Regardless of the recommended Council membership, Stantec will delineate polling district boundaries suitable for electing future Council members in consideration of criteria set out in Nova Scotia legislation.

1.2 Study Process

Having completed many boundary review studies, Stantec staff are very familiar with the specifications of the MGA as well as Nova Scotia Utility and Review Board (NSUARB) 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 user 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 (number of electors, relative parity of voting power, population density, community of interest and geographic size). Just as



with determining the desired number of polling districts, public consultation is essential to a successful process of setting boundaries.¹

Our proposal submitted to Cape Breton Regional Municipality on May 26, 2022, committed to adhere to these specifications. This Council Size Report completes Phase 1 as set out above. It summarizes the results of our review of municipal council sizes in Nova Scotia as well as our consultation with Regional Council members and CBRM residents. It presents our recommendations concerning council size that will set the framework for developing and assessing electoral boundary options to be considered in Phase 2 of this project.

1.3 Study Conduct

CBRM notified Stantec of our selection to conduct an electoral boundary review via a letter emailed on June 3, 2022. During the following week, Stantec assembled data and mapping from our past work and reviewed our past study for CBRM conducted in 2010 and 2011. From June 29 and July 13, 2022, Stantec interviewed twelve District Councillors, the Mayor, and CAO concerning their opinions on CBRM's governance and Council size. In consideration of input from Council members and municipal staff as well as the specifications of the RFP for this assignment, Stantec developed a questionnaire to explore public views on governance and Council size that was posted online from July 27, 2022, to August 22, 2022. In the same period, with the assistance of CBRM staff we scheduled and conducted a Council Size public meeting, which was held in Sydney on August 8.

This Council Size Report summarizes the results of all the foregoing investigations and consultations. As noted, this Council size assessment leads into Phase 2 of the project in which we will determine the preferred electoral boundary scenario for consideration by Regional Council. Consultation in Phase 2 will include review of boundary scenarios with CBRM Council, a second online survey for district residents, and six public meetings distributed across the municipality as follows:

- Louisbourg Fire Hall, October 24, 1:00 to 4:00 pm
- Miners Forum Common Room, Glace Bay, October 24, 6:00 to 9:00 pm
- Boisdale Fire Hall, October 25, 1:00 to 4:00 pm
- Sydney Mines Firemans Club, October 25, 6:00 to 9:00 pm
- Big Pond Fire Hall, October 26, 1:00 to 4:00 pm
- Centre 200, Sydney, October 26, 6:00 to 9:00 pm.

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



CBRM Governance and Boundary Review
1 Introduction

Preliminary boundary scenarios are included in this report for the consideration of Council to take to the public in the second phase. On completion of Phase 2 consultations, we expect to prepare a final report incorporating key content from this report, a summary of Phase 2 consultation, and a recommendation concerning the preferred electoral boundaries for the Regional Municipality.



2 CURRENT GOVERNANCE

There are no hard and fast rules for determining the number of members a municipal council should have. People who favour larger councils usually cite improved service from councillors who have fewer constituents and, therefore, more time to deal with individual constituent concerns as a key benefit. Many will also argue for more council members where a large geographic territory must be covered and will often add that more voices in council provide more scope for the expression of diverse interests, particularly interests associated with specific geographies. The arguments for smaller councils, by contrast, usually centre on efficiency. Excessive numbers of council members can extend council debates as each member seeks to have his or her say. Additional members also usually require more direct compensation and more municipal staff support, increasing municipal costs that taxpayers must cover.

2.1 Council Size

Under Nova Scotia's *Municipal Government Act (MGA)* councils must have a minimum of three members, exclusive of a mayor but inclusive of a warden. Regional municipalities like CBRM must elect a mayor as must towns, while rural may choose to have a mayor. Among 20 rural municipalities, the Counties of Colchester and Kings, and the Municipal District of Lunenburg are now led by mayors. Although towns may elect council members at large or from wards, rural and regional municipalities are required to elect councillors from districts, with only one councillor permitted per district.

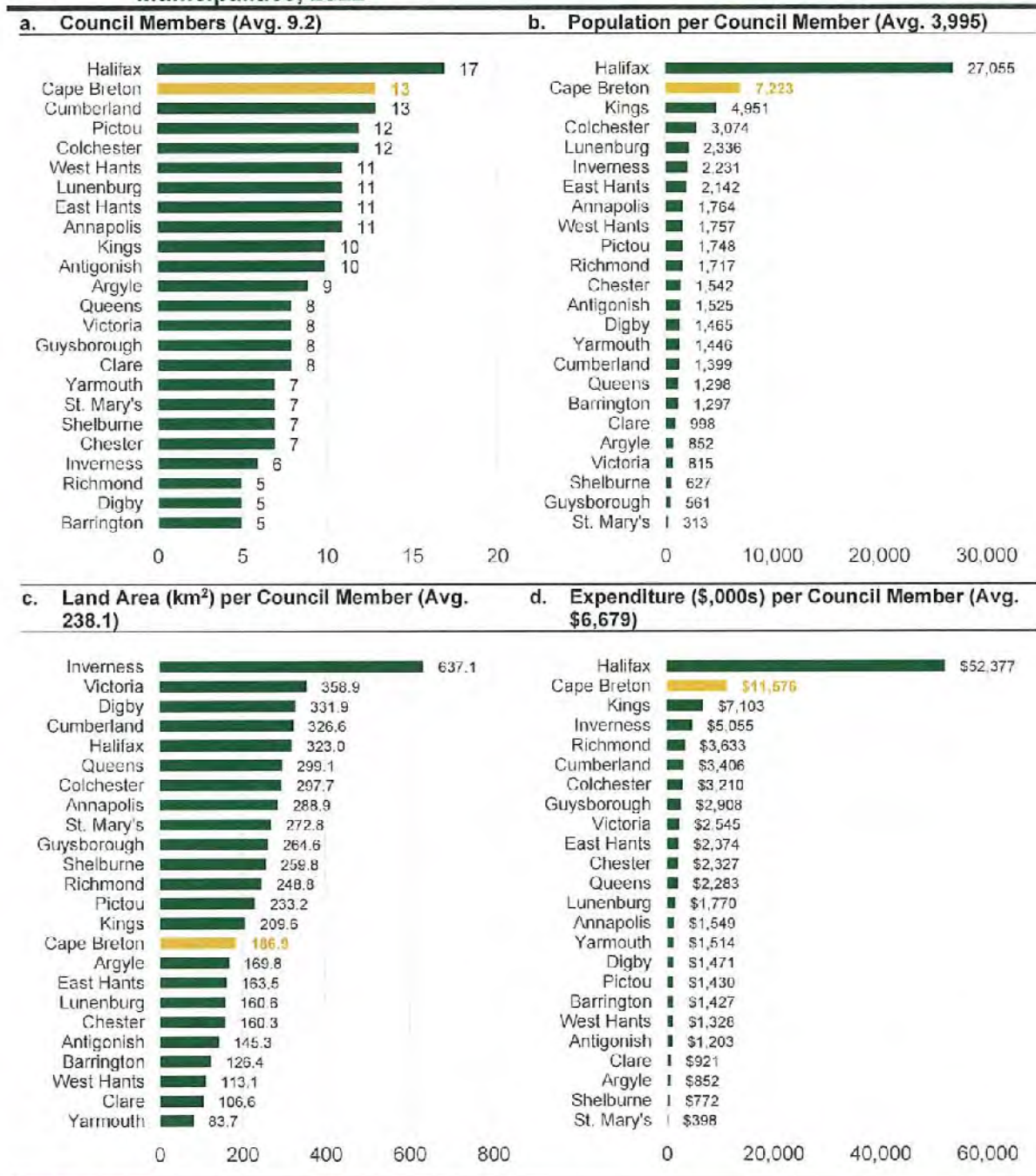
2.1.1 NOVA SCOTIA BENCHMARKING

As our brief discussion of the pros and cons of larger and smaller councils suggests, key parameters against which council sizes are typically judged are the ratios of constituents and land area to councillors, and the cost of council. While there are no accepted benchmarks against which a council can be judged to have too many or too few members, comparison to other similar municipalities at least gives a measure of where CBRM stands.

CBRM currently has 12 Councillors plus a Mayor. The Municipality's Council membership, including the Mayor, ranks second among 24 regional and rural municipalities in Nova Scotia (**Figure 2-1a**). CBRM, of course, is the province's second largest regional municipality by population and has a much larger population than any of the province's 20 rural municipalities, which have an average of 9.2 members. It ranks second in terms of the number of constituents per councillor, with 7,230 relative to an average of 3,995, which is skewed heavily by HRM, where the number of constituents per council member is 27,055 (**Figure 2-1b**).



Figure 2-1 Council Size and Measures of Council Size, Nova Scotia Rural and Regional Municipalities, 2022



Source: Stantec Consulting Limited



Although CBRM is also relatively large in terms of land area (2,430.1 km²), ranking eighth among the 24 municipalities considered, its larger Council membership places the Municipality 15th when ranked by land area per council member (**Figure 2-1c**). CBRM's position does not change when mayors are taken out of consideration and comparison is based on land area per councillor. While the average area served by a CBRM Councillor is 202.5 km², six other municipalities with mayors also have larger average electoral district areas than **Figure 2-1c** suggests, and CBRM remains in 15th place.

By the final measure shown, expenditure divided by council representatives, CBRM ranks second only to HRM at \$11,567,072 or 73.2% more than the average of \$6,679,302 (**Figure 2-1d**). The numbers are, again, heavily skewed by HRM, which has a very large budget in comparison to the other Nova Scotia municipalities. The figure, nevertheless, suggests the CBRM Council members have significantly more responsibility than municipal representatives in the province's remaining regional and rural municipal units.

2.1.2 CURRENT AND FUTURE POPULATION

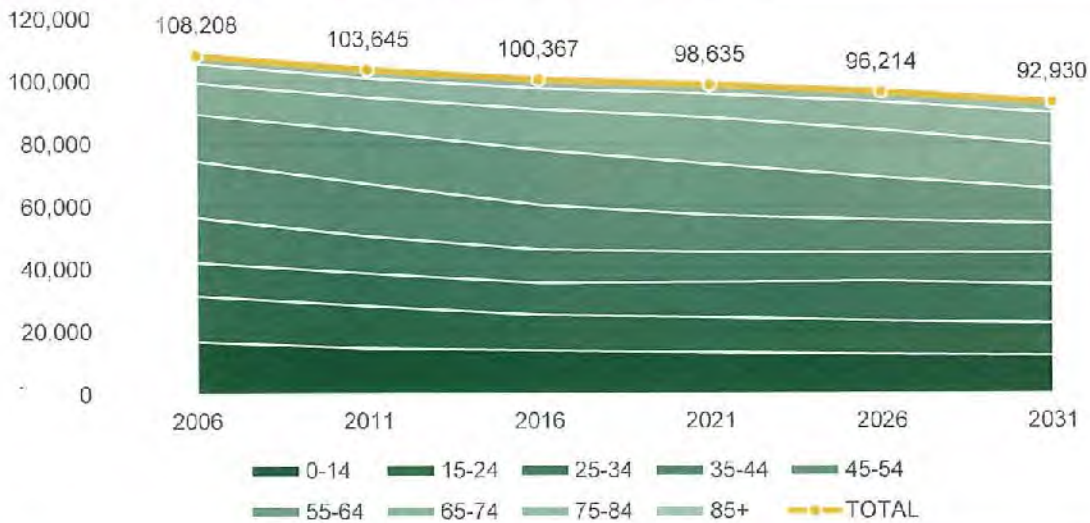
Population decline has been a long-standing concern for CBRM. As coal mines and the steel plant closed during the 1990s, local employment opportunities declined, and many residents left the region looking for work. Out-migration of young adults was particularly pronounced, exaggerating the aging of the region's population and the concomitant decline in its ability to reproduce. From 2006 to 2021, CBRM, including the First Nations communities of Eskasoni and Membertou, lost 9,843 residents or 9.1% of its population (**Figure 2-2**). The proportion of the population in the key family-forming group from 18 to 44 years of age decreased to 29.5% from 32.2%.

The region, nevertheless, benefitted from Nova Scotia's attraction for in-migration during the most recent census period from 2016 to 2021, losing only 1.7% of its population, the lowest decline of any five-year period this century and the region's best demographic result for more than 50 years. Critically, the proportion of the region's population between 18 and 44 increased from 28.9% to 29.5%.

While CBRM's modest rebound is positive, further population decline appears likely. Predictions to 2031 prepared by Stantec based on the age structure of the population and the recent population trend suggest population will continue to decline to 92,930 by 2031 a further reduction of 5,705 people (5.8%). While our calculations suggest the proportion of residents between 18 and 44 will rise back to 32.4% or roughly its 2006 level, stabilization of the region's population will likely require a longer period than the eight years to the next boundary review cycle.



Figure 2-2 Population by Age Group, CBRM, 2006-2031



Cohort	2006	2011	2016	2021	2026	2031
0-14	16,814	14,686	13,816	13,161	12,460	12,085
15-24	14,613	13,467	11,430	11,213	10,754	10,266
25-34	10,669	10,480	10,213	11,321	12,622	12,406
35-44	14,371	11,838	10,612	9,566	9,300	10,183
45-54	18,053	16,777	14,296	11,734	10,226	9,200
55-64	14,994	16,755	17,580	16,423	13,612	11,176
65-74	9,950	10,780	12,959	14,796	15,103	14,026
75-84	6,225	6,211	6,752	7,552	9,060	10,192
85+	2,519	2,671	2,709	2,869	3,078	3,415
TOTAL	108,208	103,645	100,367	98,635	96,214	92,930
<i>Change</i>	-3.5%	-4.2%	-3.2%	-1.7%	-2.5%	-3.4%

Proportions of Total Population						
0-17	19.9%	18.0%	17.0%	16.4%	16.1%	16.0%
18-44	32.3%	30.6%	28.9%	29.5%	30.9%	32.4%
45-64	30.5%	32.4%	31.8%	28.5%	24.8%	21.9%
65+	17.3%	19.0%	22.3%	25.6%	28.3%	29.7%

Source: Stantec Consulting Limited

2.2 Council Consultation

Between June 29 and July 13, 2022, Stantec interviewed the Mayor and 12 CBRM Councillors who together form Regional Council, as well as the Municipality's Chief Administrative Officer. Interviews were conducted using online applications or telephone. In general, Councillors favoured maintaining CBRM's current 12-member Council. They also expressed general satisfaction with their municipal role and most



CBRM Governance and Boundary Review
2 Current Governance

rated their experience in municipal governance highly. Overall, Councillors felt strongly about ensuring CBRM constituents have adequate access to Council and that representation of the distinct rural and urban interests is maintained.

The Councillors, Mayor, and CAO indicated that the current Council has brought a new perspective because of the number of first term representatives. Although one Councillor is serving his eighth term, the next longest serving member is only on their third term, with seven Councillors as well as the Mayor serving for the first time. For five members, the 2020 cycle was the first time they offered for election. Only the longest tenured Councillor has ever been acclaimed. Eight interviewees considered their latest campaign competitive and called the margin of their electoral victory "close."

Stantec asked Council members and the CAO to assess the influence of the number of members on Council's current administrative capacity, efficiency, effectiveness, and collaboration. Interviewees were also asked to comment on any perceived changes in the Council atmosphere during their service. Respondents were asked to rate performance on a scale from one for Poor to five for Excellent. Responses given ranged from two to four with an average of 3.38. The most common response was four, which was selected by seven interviewees. Two respondents gave a rating of two and four assigned a three, with one individual choosing not to comment.

Many interviewees commented that Council seems to function well from their point of view with good representation, administrative capacity, and public accessibility. Several suggested, however, that the turnover from the 2020 election has forced a noticeable learning curve and adjustment in leadership style. Others noted increased demand for Council members due to improvements in public access through social media and other technologies and difficulty in fulfilling all necessary duties in part-time hours. The most critical individuals cited dysfunctionality, inexperience, contrasting leadership, and a division of perspectives.

Many interviewees gave very different interpretations of identical themes with some identifying Council strengths that others regarded as challenges. For example, while several Councillors stated the large number of first-time winners in the 2020 municipal election has brought a fresh perspective to the table, others remarked that the high turnover caused a steep learning curve that inhibited Council's immediate effectiveness. Other strengths discussed by interviewees included diversity of backgrounds, constituent loyalty, a proportionate balance of urban and rural perspectives, open mindedness, professional passion, communication, unity, approachability, and proactive response to development. Conversely, when asked if they saw any significant issues with the current Council, interviewees identified communication, difficulty in district travel and accessibility, balance with permanent staff, unity, leadership, reactionary tendencies, limited municipal experience, and district-centered perspectives.

Stantec also discussed the influence of the number of representatives on Council/municipal operations with each Councillor, the Mayor, and CAO. On the whole, respondents felt that Council size is not a factor. Of nine who responded that the number of representatives does not affect Council/municipal operations, several remarked that the consensus-based system values multiple opinions. However, to this end, some added on that a change in Council size could affect this response. Of the remainder who held



opposite beliefs, the common rationale was that the number of representatives reinforces what they consider to be disproportionate rural representation and that louder voices dictate the direction.

Council interviewees strongly favored maintaining their current membership. Apart from one interviewee who favored decreasing Council from the current 12 Councillors plus the Mayor and three who were unsure, nine preferred to maintain the current Council size. Supporters of the status quo cited the need for balanced rural and urban representation, inefficiencies among service jurisdictions (i.e., the Province of Nova Scotia is responsible for road maintenance and snow removal in much of rural CBRM), and the feeling that there was no apparent reason for change. Remaining interview subjects mentioned manageability, unification, and the promotion of 'regional thinking' as reasons to support or consider supporting a further decrease in Council size.

The few willing to speculate about reducing Council membership suggested nine members plus the Mayor would be sufficient. Others suggested a decrease to ten plus the Mayor but did not provide a rationale for their suggestion. No respondent advocated increasing Council size, although one said they would weigh the benefits due to the ongoing high workload. The three respondents who did not have a strong opinion in either direction spoke of their willingness to consider a decrease or the status quo, while another thought that districts should be based on a uniform population of 10,000 voters, meaning a reduction by roughly two members, although they allowed for some flexibility to address the geographic size of districts.

Most respondents also strongly opposed Recommendation 5 of the CBRM Viability Report, which suggests considering a reduction in Council representation to three districts. Several believed that rural communities would be left out if the recommendation was implemented and more populous urban areas would dominate elections and municipal debate. Others were noncommittal but acknowledged that the three-district framework reflects the current organization of Public Works operations.

Some felt at-large representation could encourage a more regional perspective in municipal debate, but at large representation is not implied by the authors of the Viability Report, who make no reference to it or the need to amend the *Municipal Government Act*, which does not presently allow at large election of councillors in rural or regional municipalities. Difficulty in managing the ensuing workload in a part-time capacity was also cited as a concern. The two interviewees who favoured the recommendation thought that it would give residents more options to access their representative(s) and that it could lead to better, collective decision-making.

The final line of questioning addressed boundary issues for each Councillor's district as well as for other districts. One Councillor mentioned that boundaries should reflect CBRM and Provincial service boundaries as it presents complexity and confusion for both Council and residents otherwise. Two other Councillors thought those areas in which the street centerline acted as the district boundary was not intuitive and unnecessarily confusing. For example, Councillor MacDonald of District 5 stated that from the North End to Wentworth Park, both sides of the street are within District 5. However, this changes to only one side after the hospital but then returns to both sides of the street. Also, Champlain Avenue is in District apart from one house hidden behind the other homes on the street. Some other boundary issues



were expressed but none in particularly strong terms. Few interviewees had issues with other districts other than those covering particularly large land areas, which causes issues in political canvassing, and transportation in and around the district.

2.3 Community Consultation

Engagement of community members involved two initiatives in the first project phase: an open public meeting and an online survey. Both were open to all interested persons in CBRM. The objective in both cases was to determine the views of residents and stakeholders on the appropriate size of Regional Council to narrow the options to consider in the second phase of the project in which boundaries from which to elect Council members will be drawn for a range of Council sizes for consideration by the public. Investigations also included consideration of the three-district recommendation put forward in the Viability Study and related concerns with the number of councillors representing each district and the potential for at large election of some or all councillors.

2.3.1 COUNCIL SIZE PUBLIC MEETING

August 8 at Centre 200 in Sydney. Attended by approximately 25 people of whom as many as half were CBRM staff or Council members. Stantec provided display panels explaining the boundary and governance review process, providing our benchmarking assessment, and reporting preliminary results from the Council Size Survey. After allowing attendees some time to read the panels and talk to representatives from Stantec and CBRM's Planning Department, Stantec made a formal presentation covering similar content as the panels. A question-and-answer session followed the presentation. Speakers expressed opinions concerning CBRM's current governance and asked a variety of questions concerning information provided on the panels and in our presentation.

Most questions and comments were process-oriented, concerning the consultation process and the NSUARB approval process. Some speakers also commented on their perceptions of the performance of the Municipality and the current Council. No questions raised specific boundary issues.

2.3.2 ONLINE COUNCIL SIZE SURVEY

To assess Council size preferences among CBRM residents, Stantec developed a questionnaire survey for online posting based on previous questionnaires we have developed for the Council size component of past governance and boundary reviews. Given the terms of reference provided in CBRM's request for proposal for the assignment, the questionnaire was expanded to include additional questions concerning the recommendation in the Viability Study and related to concerns with the number of councillors to represent each district and the potential to include members elected at large on council.

The survey was posted online on July 27, 2022, and was kept open until August 22, 2022. CBRM promoted its availability on the municipal website as did Stantec on the website we created for the project. Stantec also purchased Facebook advertising to increase awareness among community members who do not visit the municipal website. Our experience using Facebook on this project and



similar projects in the past has been very positive. It allows us to target advertising to municipal residents and offer a direct link to the survey within each ad. Public awareness was also assisted by a story on the study published in the Cape Breton Post after our public meeting and later reprinted in the Chronicle-Herald.

Appendix A summarizes survey results. Over the period the survey was open, 534 individuals responded to its questions. Responses were well distributed across the municipality, according to answers to Question 2, with the lowest return from any district being 29 (District 9) and the largest being 62 (District 4). Most districts fell between 7% and 9% of all respondents. Men significantly outnumbered female respondents (58.2% v. 34.7%, with the remaining 7.1% either preferring not to say or refraining from responding). In terms of age, the largest group of respondents (22.1%) was between 45 and 64 years of age. Respondents were also generally familiar with municipal government. Of 498 who responded to Question 1 dealing with participation in past municipal elections, 78.1% said they voted in all three and only 3.0% stated they voted in none.

The third question asked respondents to rate the performance of Regional Council on a scale of 1 to 5 on which, 1 was Poor and 5 was excellent. The largest group of respondents (33.2%) chose the middle category or a rating of 3. Responses were however skewed to lower ratings with 50.5% rating Council with a 1 or 2, and just 16.3% giving scores higher than 3. The average rating was 2.5. When asked to identify the strengths of the current Council, the comments from more than half of respondents were negative, although some indicated they liked the Mayor or their current Councillor and several suggested that the largely new group was developing a new direction for the Municipality.

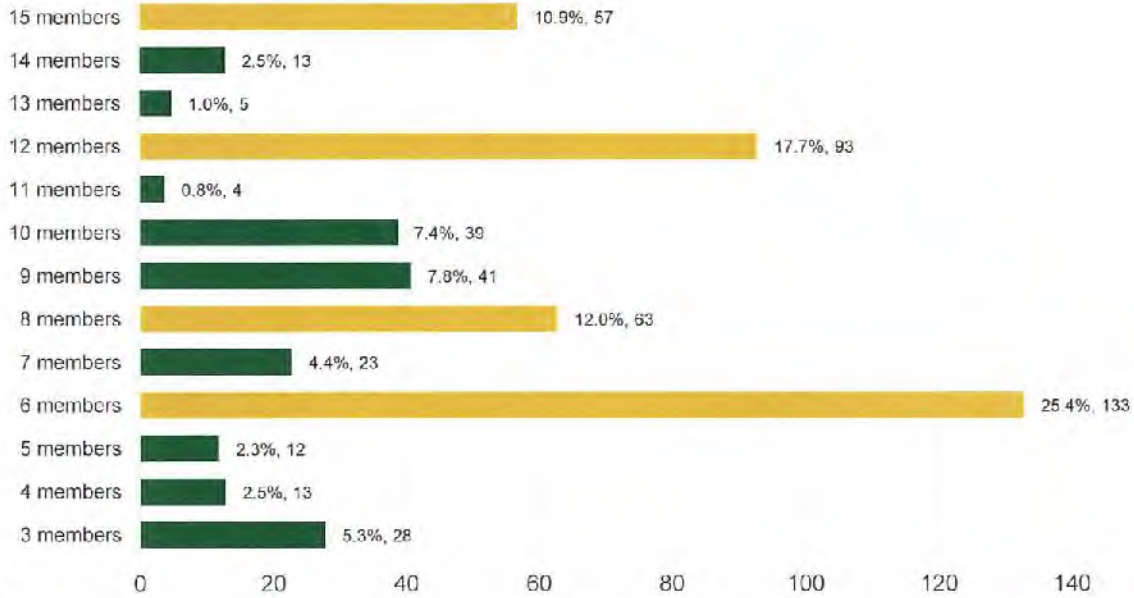
Question 5 asked whether respondents whether they felt the size of Council influences performances. More than two-thirds (67.0%) stated they believe the number of members is relevant. In responding to Question 6, a similar proportion (64.2%), however, said they did not believe the reduction of CBRM Council from 16 to 12 members brought about any change in their dealings with Council. The largest group who answered Question 7 (32.3%), furthermore, stated that changes to Council size and boundaries have had "no effect" on Council performance. A quarter (25.7%) indicated effects have been mixed, while 18.9% suggested Council had worsened and just 12.5% said it improved.

While the survey solicited comments concerning changes in Council behavior, responses were unfocused, emphasizing criticisms of Council that were largely unrelated to its membership. Comments with a clear connection to Council size tended to bring up traditional beliefs that smaller councils are more efficient, while larger councils allow councillors to better serve constituents, particularly in rural areas.

Question 9 addressed the core issue of the survey and the first phase of the governance and boundary review. It asked respondents to identify the number of members they would prefer to have on CBRM Council between three (the minimum permitted under Nova Scotia legislation) and 15 or more. The most popular single response was six, which was supported by a quarter of decided respondents (25.4%). The current Council membership or 12 was the second most frequent choice (17.7%), eight was third (12.0%) and 15 or more came fourth (10.9%) (**Figure 2-3**).



Figure 2-3 Council Size Preferences, CBRM, 2022



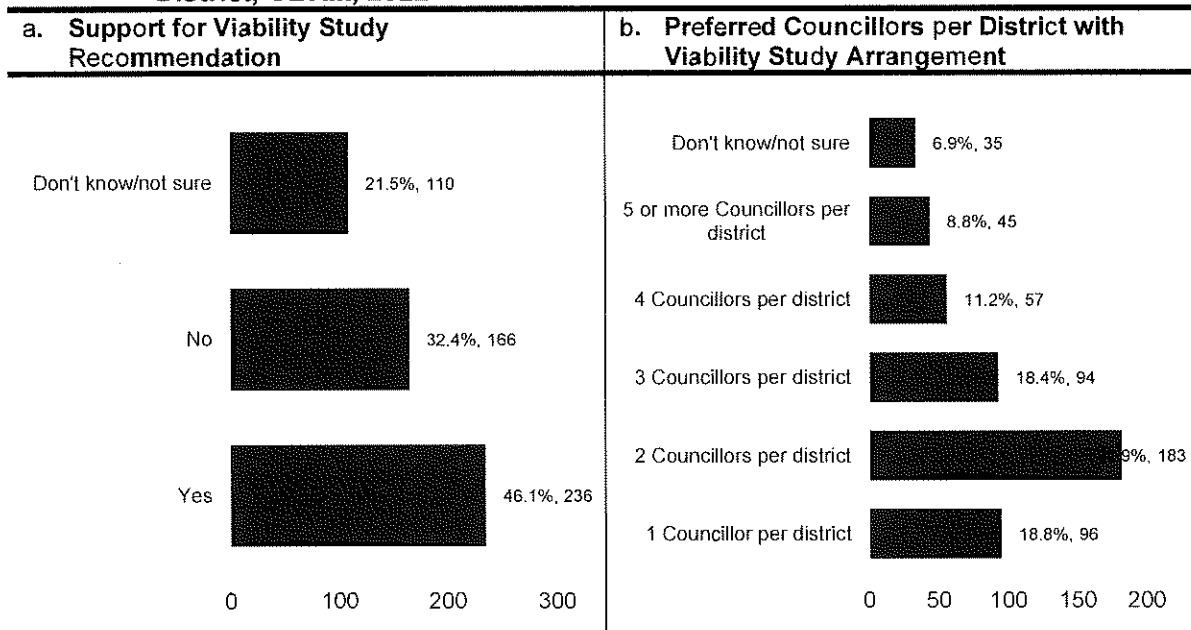
Source: Stantec Consulting Limited

Comments in response to follow-up Question 10 concerning the reasons for choosing a Council with three to eleven members, suggested supporters of smaller Council size felt it would be more cost-effective and would take a more "executive" approach to municipal management. Some also cited the Municipality's declining population. Respondents who would like Council numbers to be maintained, responded to Question 11 and generally appeared to be satisfied with current Council performance and concerned that a smaller number of representatives would compromise service to constituents. Respondents to Question 12 favoured enlarging Council. They were also concerned with service, but less satisfied with current performance. Many identified particular areas that they thought could be better dealt with if the areas in question were more directly represented in a larger Regional Council.

Questions 13 and 14 dealt with the Viability Study recommendation to have only three districts and potential changes to the number of representatives per district. Respondents endorsed the recommendation by a margin of 46.1% to 32.4%, with 21.5% uncertain, and 4.1% skipping the question (Figure 2-4a). Only 18.8% would want the three districts to have only one Council member each, however, which the report implies would be its expectation given that it does not refer to the number of councillors to be elected (Figure 2-4b). The most preferred number of councillors was two, which 35.9% favoured. Two representatives per district was followed by three (18.2%) with declining numbers for larger numbers of councillors.



Figure 2-4 Viability Study Recommendation and Preferred Council Representatives per District, CBRM, 2022



Source: Stantec Consulting Limited

Question 15 asked more generally interest in electing some or all CBRM Councillors at large. The question arose from discussion in connection with the Viability Study recommendation concerning mixing at large with district-elected councillors to encourage a more regional view on Council, which the Viability Study's three-district arrangement also sought. Responses favoured at large election by a narrow margin over no at large election (40.4% to 38.3%). Additional responses, however, reinforced the preference for at large election with the remainder of respondents split among electing at least half of Council at large (8.5%), electing at least three Councillors at large (9.2%), and electing less than half of Council at large (3.7%). Some degree of at large election, therefore, was favoured by 61.7% of 520 respondents to the question.

Few respondents made concrete suggestions concerning their district boundaries in response to Question 16. Of 534, 108 did not answer the question (20.2%) and 289 responded with some version of "No" (54.1%). Of the remaining 25.6%, 49 (9.2%) made specific suggestions relevant to their district while others made more general comments concerning boundaries (e.g., the districts are too big) and their views on municipal governance. Responses to Question 17 were, unsurprisingly, even less specific. Of 534 respondents, 146 (27.3%) declined to answer and 276 (51.7%) responded with no suggestions. Remaining suggestions were general comments concerning the size of districts, the need to reduce Council size, and similar matters. No respondent suggested a specific boundary adjustment.



2.4 Other Community Input

While discussion of Council arrangements outside the survey and the public open house at Centre 200 was very limited, Cape Breton University Political Science Professor Tom Urbaniak introduced an interesting alternative approach through a column in the *Cape Breton Post*. Professor Urbaniak suggested that CBRM should align its Council districts with the five provincial ridings within its municipal boundaries.² For four ridings that are completely within the Regional Municipality, he recommended two Councillors should be elected, while he suggested one could represent the Victoria The Lakes riding, which is split between CBRM and neighbouring Victoria County.

The proposal has clear merit insofar as it would align municipal representation with the Province's framework, which in theory should assist in coordinating service delivery. It might also help community members by reducing the number of political jurisdictions with which they have to familiarize themselves. A clear problem with the proposal is that the MGA, as mentioned, does not permit two councillors to be elected from the same district.

An adaptation of Urbaniak's idea that would satisfy the MGA might be to divide the ridings in two reasonably equal parts to create "sub-districts" from which one Councillor would be elected. The number of electors in each Provincial riding is reasonably equal within CBRM so that it should be relatively easy to create districts that would meet the $\pm 10\%$ parity criterion employed by the NSUARB to ensure municipal districts have balanced populations as discussed below. It might, however, be difficult to respect communities of interest within ridings if municipal districts are to adhere strictly to riding boundaries.

A second issue raised at the Public Session at Centre 200 as well as in some responses to the online survey is representation for the large Indigenous population in the Municipality. First Nations members are concentrated on the Eskasoni and Membertou Reserves, which are, respectively, in current Districts 3 and 5. A model for separate representation of ethnic or racial communities has been established for some time in the District of Guysborough where the Municipality's District 2 has been developed to separately represent the African Nova Scotian communities of Lincolnville, Sunnyville, and Upper Big Tracadie. The Guysborough district is the only non-contiguous municipal electoral district of which we are aware in Nova Scotia because Sunnyville is well-separated from the other two communities.

Following Guysborough's approach, Eskasoni and Membertou might be combined in a single non-contiguous First Nations District. The number of electors in the proposed district would not be critical given that its primary purpose would be to represent the First Nations communities. Guysborough's District 2 has far fewer electors than the Municipality's other districts but has been repeatedly approved by the NSUARB in recognition of its special design.

² Tom Urbaniak, "Align CBRM council seats with provincial ridings," *Saltwire*, August 16, 2022 (Updated: August 18, 2022).



CBRM Governance and Boundary Review
2 Current Governance

Our understanding, however, is that Guysborough undertook considerable study before creating its special district. Taking the step for CBRM's Indigenous population will require consideration of general community support as well as support from the two Bands. It should also carefully assess the benefits and possible costs for the two Reserves, which receive most local services from the Government of Canada, and will be primarily interested in coordinating their actions with the Municipality and having a say in municipal actions that affect them.



3 PAST BOUNDARY REVIEWS

Council size and electoral boundaries have been reviewed five times since the process that led to the creation of CBRM as Nova Scotia's first regional municipality. From the first assessment undertaken in 1994 to determine the appropriate number of Councillors for the new regional government to the last review completed in 2016, the number of Regional Councillors has gradually been reduced from 20 to the current 12.

3.1.1 1994 BOUNDARY REVIEW

As part of the process of creating Nova Scotia's first regional municipality, the appointed Co-ordinator applied to the NSUARB to determine the number of Councillors and the boundaries of the electoral districts for the new Cape Breton Regional Municipality. Based on the Board's written decision, the Co-ordinator, "submitted three successive applications that gradually refined the polling district boundaries proposed by the Co-ordinator."

Even after three iterations, the Board and the Co-ordinator disagreed on the number of districts required. Interestingly, the Board insisted 21 districts were required in opposition to the Co-ordinator's proposal for 20. The Board felt an additional Council position was required to represent the rural area of the new municipality properly. The Co-ordinator did not want to accommodate the concern because the extra district would be more than 50% short of the average number of electors per district (see **Table 3-1**). The Board, which normally places a heavy emphasis on compliance with the voter parity criterion, over-rode the Co-ordinator's reluctance saying that "this inequality is acceptable for purposes of electing the first Council for the new Cape Breton

Table 3-1 Voters by Polling District, CBRM, 1994

Polling District	Land Area (km ²)	Voters	Variation from Average	
			Number	%
1	441.9	2,926	-1087	-27.1
2	165.8	3,844	-169	-4.2
3	5.2	4,706	693	17.3
4	4.7	4,641	628	15.7
5	17.6	3,976	-37	-0.9
6	20.5	4,452	439	10.9
7	47.9	4,440	427	10.6
8	160.8	3,879	-134	-3.3
9	19.9	4,306	293	7.3
10	5.4	3,887	-126	-3.1
11	3.9	3,986	-27	-0.7
12	3.9	4,002	-11	-0.3
13	N/A	3,595	-418	-10.4
14	357.7	4,844	831	20.7
15	383.8	4,125	112	2.8
16	38.9	4,473	460	11.5
17	69.7	4,006	-7	-0.2
18	12.2	4,166	153	3.8
19	7.8	4,049	36	0.9
20	121.0	4,269	256	6.4
21	N/A	1,696	-2,317	-57.7
TOTALS	1,888.4	84,268		
Averages	99.4*	4,013		

* Excluding Districts 13 and 21

Source Nova Scotia Utility and Review Board 1999



Regional Municipality,” adding “The Board is treating this as a special circumstance and one that is not engraved in stone.”

3.1.2 1999 BOUNDARY REVIEW

The 1999 boundary review downsized CBRM Council from 21 to 16 Councillors. A plebiscite had found 70% of eligible voters favoured reducing Council size. During the hearing, the Board heard several competing presentations supporting reductions to 7, 8, 9, 10, 12, and 15 polling districts. In response, a committee consisting of nine Councillors, the Mayor, and three citizens engaged in broader public engagement to arrive at the formal decision to recommend a Council of 16 plus the Mayor.

Of the 21 districts in CBRM approved in 1994, two were substantially outside the $\pm 25\%$ parity guideline that prevailed at the time (District 1 with 27.1% fewer voters than the average, District 21 with 57.7% fewer than the average). An additional six Districts were outside the $\pm 10\%$ range, which is now the standard, with one close to the 25% mark (District 14 at 20.7% above the average). The Board approved the large variation in District 21 during the 1994 amalgamation that the initially proposed 20 polling districts compelled too great a division of rural and urban voters. In addition, it was determined that the area of previous District 13 was too large. Therefore, an additional twenty-first District was created and permitted to stand despite its sizeable variation from the average.

The Committee noted difficulties to the Board in drawing boundaries that did not segment the 104 individual communities within the Regional Municipality; however, the 16 Districts it recommended all fit within the $\pm 25\%$ threshold (Table 3-2). While there was little debate over the boundaries of the 16 proposed districts (lettered A through P in the Board’s decision), debate occurred over slight adjustments to District D, F, and G due to their large geographic size. These concerns were reconciled due to the expansive unpopulated portions of the districts.

Table 3-2 Voters by Polling District, CBRM, 1999

Polling District	Land Area (km ²)	Voters	Variation from Average	
			Number	%
A (1)	123.9	4,349	-918	-17.4%
B (2)	12.8	5,764	497	9.4%
C (3)	9.6	5,339	72	1.4%
D (4)	525.8	4,041	-1,226	-23.3%
E (5)	77.3	4,983	-284	-5.4%
F (6)	356.5	5,033	-234	-4.4%
G (7)	1132.6	4,888	-379	-7.2%
H (8)	95.7	5,202	-65	-1.2%
I (9)	179.3	5,553	285	5.4%
J (10)	6.5	5,613	346	6.6%
K (11)	38.5	4,931	-336	-6.4%
L (12)	15.2	5,678	411	7.8%
M (13)	64.2	6,002	735	13.9%
N (14)	8.3	5,909	642	12.2%
O (15)	5.6	6,191	924	17.5%
P (16)	6.5	4,792	-475	-9.1%
TOTALS	2,658.3	84,268		
Averages	166.1	5,267		

Source: Nova Scotia Utility and Review Board 1999



CBRM Governance and Boundary Review
3 Past Boundary Reviews

Shortly after being passed by CBRM Council, the consulting firm KPMG issued a report titled *Governance and Organizational Review of the Cape Breton Regional Municipality* recommending a Council between 8 and 10 elected representatives, that was ultimately rejected. During the hearing, the Board commented that inadequate public consultation by KPMG led them to dismiss the consultant's recommendation. However, the report and its recommendations remained open for witnesses to introduce.

While there were some proponents of an 8 to 10-member Regional Council, including the Mayor, its initial rejection by Council was again cited by the Board. Other parties, namely select Councillors and members of the public, expressed a preference for maintenance of the status quo since a reduction would mark a further departure from the combined 70 municipal representatives in existence prior to amalgamation.

In closing, the Board nevertheless approved the application to reduce CBRM Council size to 16. In its decision, the Board acknowledged concerns over geographic size; however, given that none of the polling district exceeded the 25% standard, the decision was made for a reduction consistent with the public opinion as expressed in the plebiscite.

3.1.3 2007 BOUNDARY REVIEW

In 2007, CBRM applied to maintain its Council size at 16 plus the Mayor based on the recommendation of its Boundary Review Committee, which was comprised of seven Councillors. The Board, however, also heard counter-arguments supported by the Mayor and members of the public favouring reduction to eight Councillors. In their rebuttal to advocates for reduction, the Committee emphasized concerns with adequate representation and public access to Council members given the doubling of constituents per Councillor that would follow from the suggested reduction. They also expressed concern with Councillor workload and the blending of rural and urban interests within districts.

Although CBRM applied to maintain its Council membership, the lowering in 2004 of the parity standard from $\pm 25\%$ to $\pm 10\%$ of the average number of voters combined with shifts in population necessitated boundary adjustments. At that time, the Board also established that its previous standard of

Table 3-3 Voters by Polling District, CBRM, 2007

Polling District	Land Area (km ²)	Voters	Variation from Average	
			Number	%
1	1,047	5,631	164	3.0%
2	167	5,943	476	8.7%
3	7	5,238	-229	-4.2%
4	95	5,558	91	1.7%
5	51	5,137	-330	-6.0%
6	8	5,906	439	8.0%
7	50	6,046	579	10.6%
8	8	6,245	778	14.2%
9	5	6,104	637	11.7%
10	6	5,323	-144	-2.6%
11	70	5,333	-134	-2.4%
12	83	5,120	-347	-6.3%
13	754	4,448	-1,019	-18.5%
14	10	5,415	-52	-0.9%
15	12	5,553	86	1.6%
16	166	4,466	-1,001	-18.3%
TOTALS	2,539	87,466		
Averages	5,467			

Source: Nova Scotia Utility and Review Board 2007



CBRM Governance and Boundary Review
3 Past Boundary Reviews

±25% would only be permitted in exceptional cases that had to be justified by population density, communities of interest, or geographic size. Of the 16 polling districts in effect during the preceding 2004 election, five were outside the ±10% target: two by a substantial margin (Districts 13 at 18.3% and 16 at 18.1%), one by a more moderate discrepancy (District 8 at 14.4%), and two just outside the standard (Districts 7 at 10.6% and 9 at 11.7%) (Table 3-3).

The Board was critical of the application. It took issue with the scope and comprehensiveness of the Boundary Review Committee's public engagement process and suggested Committee members had expressed partisan or personal views that discouraged contrary input from the public. Citing the approaching CBRM election in October 2008, the Board concluded that approving the application for 16 polling districts was necessary to avoid disrupting the electoral process and confusing voters. To address its concerns with the process, the Board directed CBRM to file another application no later than December 31, 2010, providing sufficient time for further study and consultation.

3.1.4 2011 BOUNDARY REVIEW

In 2011, the Municipality engaged Stantec to conduct its boundary review. Based on public input largely obtained through a telephone survey, Stantec recommended reducing the number of Councillors from 16 to 12. As summarized on the project blog site at the time, the Council Size survey conducted by the market research firm, The Marketing Clinic:

... contacted 809 residents from CBRM's 16 Council Districts based on a quota sample that obtained at least 50 responses from each District. The key question in the survey asked how many members each respondent preferred to have on Regional Council. The most popular response (254 respondents or 33.8 per cent of 752 decided respondents) was 16 or the current membership of Council. A larger combined number (408 respondents or 54.2 per cent of decided respondents), however, chose between 8 and 12 Councillors.

Given a majority in favour of downsizing, we presented two boundary scenarios for twelve districts. The first, described as Option 1 in our report, followed the established approach of balancing polling districts among identified communities of interest within the municipality. Option 2 intentionally mixed communities of interest in districts that roughly radiated from the urban centre of the region so as to include urban, suburban, and rural components in most districts.

Table 3-4 Voters by Polling District, CBRM, 2011

Polling District	Land Area (km ²)	Voters	Variation from Average	
			Number	%
1	28	7,660	724	10.4%
2	115	7,297	361	5.2%
3	540	5,316	-1,620	-23.4%
4	1,021	5,683	-1,253	-18.1%
5	550	5,831	-1,105	-15.9%
6	35	7,447	511	7.4%
7	30	7,699	763	11.0%
8	33	8,117	1,181	17.0%
9	120	6,167	-769	-11.1%
10	6	7,544	608	8.8%
11	8	7,410	474	6.8%
12	54	7,065	129	1.9%
TOTALS	2,539	83,236		
Average		6,936		

Source: Nova Scotia Utility and Review Board 2011



CBRM Governance and Boundary Review
3 Past Boundary Reviews

Because maps illustrating boundary options could not realistically be presented through a telephone interview at the time, Stantec developed an online survey, which was promoted online through CBRM's website and the project blog site. As the avenues for promoting an online survey were not as well-developed at the time, The Marketing Clinic also contacted the 809 respondents to the Council Size survey by email and phone to notify them of the online boundaries questionnaire and encourage their response. The Marketing Clinic also issued two rounds of reminders.

The Boundaries Survey obtained 331 responses. The key question in the survey asked respondents to "Please indicate the District boundary option you prefer." Of the 331 respondents, 313 (95%) answered the question, with the following results:

- *Option 1* – I would like to see the current District boundaries adjusted for population changes. **80 respondents (25.6%)**
- *Option 2* – I would like to see District boundaries changed so that most districts will include a mix of urban, suburban, and rural areas. **124 respondents (39.6%)**
- *Existing* – I would prefer District boundaries to remain exactly as they are. **88 respondents (28.1%)**
- I don't like any of the options above. **21 respondents (6.7%).**

As described in Stantec's 2011 report:

... responses require some interpretation. The option selected by the largest number of respondents was Option 2, which represents the most significant change from the existing boundaries used in the 2008 municipal election. Retention of the existing boundaries, however, was the second most popular choice, trailing by 36 respondents. Option 1, furthermore, is essentially a fine tuning of the Status Quo and it was not far behind with just eight fewer respondents endorsing it than maintaining the existing boundaries. The sum of respondents favouring the existing boundaries and Option 1 is 168 or 54 per cent of the 313 decided respondents to the question.

On this basis, CBRM sought approval from the NSUARB for a Council of 12 members with boundaries developed for Option 1, and the Board approved the application. Although four of the 12 proposed districts fell outside the $\pm 10\%$ parity criterion, the Board concluded "the present matter represents one of the exceptional cases which justifies a departure, in some districts, from the $\pm 10\%$ variance which normally applies" (Table 3-4).



3.1.5 2016 BOUNDARY REVIEW

As CBRM had reviewed its boundaries at the Board's direction between 2008 and 2016, the Municipality was permitted to submit a "simplified application" in 2016.

The Municipality's application acknowledged that 2013 enumeration data showed that the number of electors in four of the twelve districts were more than $\pm 10\%$ from the average of all districts, but only one of these (District 3) was beyond the absolute threshold of $\pm 25\%$. CBRM staff, who carried out the assessment, transferred the communities of Point Edward and Northwest Arm from District 4 to raise the number of electors in District 3 from 31.2% below the average to 25.9% less. While the adjusted district was still outside $\pm 25\%$ (Table 3-5), the Board accepted the Municipality's proposal and approved the application. In its decision, the Board noted that no member of the public had expressed any objections to the Municipality's boundary proposal. The approved districts are currently in place and were employed for municipal elections in 2016 and 2020.

Table 3-5 Voters by Polling District, CBRM, 2011

Polling District	Land Area (km ²)	Voters	Variation from Average	
			Number	%
1	153	7,084	453	6.8%
2	45	7,089	458	6.9%
3	44	4,915	-1,716	-25.9%
4	132	6,587	-44	-0.7%
5	824	7,248	617	9.3%
6	40	7,426	795	12.0%
7	37	5,457	-1,174	-17.7%
8	723	5,479	-1,152	-17.4%
9	47	7,224	593	8.9%
10	10	7,494	863	13.0%
11	6	7,713	1,082	16.3%
12	1,196	5,855	-776	-11.7%
TOTALS	3,257	79,571		
Averages	501	6,631		

Source: Nova Scotia Utility and Review Board 2011



4 BOUNDARY DELINEATION

Section 10 of the Nova Scotia *Municipal Government Act* (MGA) establishes the key governance parameters for municipalities in the province. The section requires that a municipal council have at least three members and that only "[o]ne councillor shall be elected for each polling district in a county or district municipality and in a regional municipality [like Cape Breton Regional Municipality]." In other words, Councillors in CBRM must be elected from defined geographic districts. Two councillors cannot be elected to represent a single district, nor can councillors be elected at large, both of which are permitted for Nova Scotia towns under the same section of the Act.

4.1 Boundary Criteria

Section 368 (4) of the MGA sets criteria that the NSUARB must consider in establishing the boundaries of polling or electoral districts within municipalities:

In determining the number and boundaries of polling districts the Board shall consider number of electors, relative parity of voting power, population density, community of interest and geographic size.

Following is a summary of Stantec's interpretation of each criterion and the relative importance we have observed that the Board places on each. Our interpretation is based on our review of past Board decisions and our direct experiences before the Board.

4.1.1 NUMBER OF ELECTORS

The number of electors or eligible voters in individual districts is intertwined with following criteria, particularly voter parity. Certainly, the number of constituents needs to be sufficient to justify the creation of a district and should not be so large that it would be beyond the capacity of a councillor to deal with constituent concerns. The latter issue is however highly debatable given the wide disparity in the number of constituents served by councillors in Nova Scotia. CBRM Councillors serve an average of 7,825, which we have noted ranks second among rural and regional municipalities in Nova Scotia behind Halifax Regional Municipality, whose Councillors serve 28,746. Only CBRM, and Kings and Colchester Counties have more total population than a single typical HRM Councillor represents. The average CBRM Councillor serves more constituents than the total number of residents in seven Nova Scotia rural municipalities.

4.1.2 RELATIVE PARITY OF VOTING POWER

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, with a larger proposed variance being viewed as a greater burden on the municipal unit to justify.

4.1.3 POPULATION DENSITY

The NSUARB is also mindful of population density and geographic area of 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 tended to accept lower populations in such districts recognizing that meeting the parity standard would require coverage of an excessive land area. This is a notable feature in CBRM given its relatively dense urban core and more sparsely populated rural areas.

4.1.4 COMMUNITY OF INTEREST

The second most cited reason, in our experience, 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, linguistic, religious, economic, or geographic groups. Districts do not, however, normally represent a specific community of interest. They usually contain several. It is nevertheless 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 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 or address other criteria, but it is a necessary trade-off rather than a desirable outcome.

4.1.5 GEOGRAPHIC SIZE

The main issue in considering the geographic size or land area of a district is ensuring a cohesive territory and a manageable area for the serving councillor. As noted, in relation to population density, above, the NSUARB has been willing to approve electoral districts that fall short of the $\pm 10\%$ voter parity standard where sparse populations require the excessive area to capture the necessary number of electors. In CBRM outlying rural Districts 3, 7, and 8 are notably larger than the remaining districts clustered around and near to Sydney Harbour. Other Considerations



We take several additional considerations into account in drawing boundaries that are not explicitly identified in the MGA. To begin, 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; however, Guysborough has no limited access roadways. On the other hand, lower order roads, particularly in undeveloped areas are useful, as are rivers, lakes, inlets, which often separate communities, especially where there are no crossing links (e.g., bridges across water features, which are equivalent to interchanges on highways). Where dividing physical features are lacking, 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.

Electoral districts are also generally contiguous; that is, their territory is continuous and uninterrupted. District 2 in the Municipal District of Guysborough is the only exception we are familiar with in Nova Scotia. Its configuration is justified by the objective of ensuring representation for the separated African-Nova Scotian communities in Lincolnville, Sunnyville, and Upper Big Tracadie. We are not aware of another similar example among rural or regional municipalities in the province and consider contiguity to be an absolute objective for typical electoral districts.

Finally, although it is also not directly expressed in the legislation, we consider it beneficial for electoral 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.

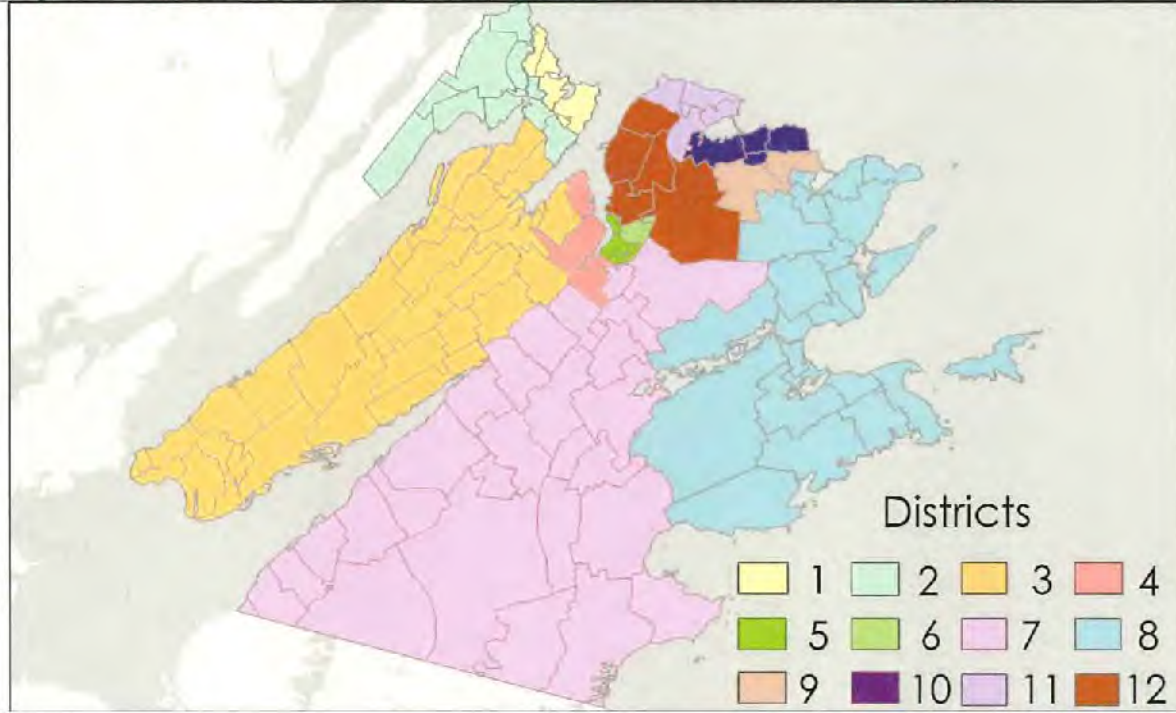
4.2 Preliminary Boundary Scenarios

For discussion with Council, we have developed scenarios for 6, 8, 12 and 15 districts, which are the four sizes that received the most support in responses to Question 9 of the Council Size Survey. We have also included a three-district scenario, although it only ranked seventh among the Council size options provided in Question 9, because it reflects the configuration suggested by the Viability Study.

Stantec used ArcGIS Pro's Build Balanced Zones tool to create the potential boundary configurations. The districts are comprised of communities defined by the Province for the Nova Scotia Civic Address File (NSCAF) (Figure 4-1) with division of those communities only in exceptional cases in scenarios for 12 and 15 districts. The division of communities in the larger scenarios generally followed the boundaries of current districts as those division are apparently acceptable in the communities in question. The districts have been designed to satisfy NSUARB criteria, particularly the requirement that the number of electors in each district should be within $\pm 10\%$ of the average of all districts.



Figure 4-1 Current Electoral Districts and NSCAF Communities, CBRM, 2022



Proposed District	Land Area (km ²)	Electors 2022	Variation from Average (No.)	Variation from Average (%)
1 Sydney Mines	28	7,073	288	4.2%
2 North Sydney-Boularderie No.	115	7,009	224	3.3%
3 Bras d'Or	555	6,526	-259	-3.8%
4 Westmount	38	7,242	457	6.7%
5 Sydney Centre	8	7,268	483	7.1%
6 Whitney Pier	6	7,062	277	4.1%
7 CBRM South Central	1,038	5,841	-944	-13.9%
8 CBRM East	550	5,573	-1212	-17.9%
9 Glace Bay So-Reserve Mines	35	7,083	298	4.4%
10 Glace Bay No.-Dominion	30	7,285	500	7.4%
11 New Waterford	33	7,653	868	12.8%
12 New Victoria- Grand Lk. Rd.	120	5,810	-975	-14.4%
TOTALS	2,556	81,425		
Averages	213	6,785		



We have provided geographic names for each proposed district. The names are based on area descriptors or one or more prominent communities in the proposed district. They are provided to help readers locate each district and would not have an official importance. Refinement of the boundaries to account for geographic features will be undertaken in Phase 2 of the Review process.

Figure 4-1 illustrates the current district arrangement. The average area of each district is 213 square kilometres and the average number of electors is 6,785 per district. Four districts (8, 9, 11, and 12) are outside the $\pm 10\%$ parity criterion. District 8 has the largest variance from the average at 17.9%.

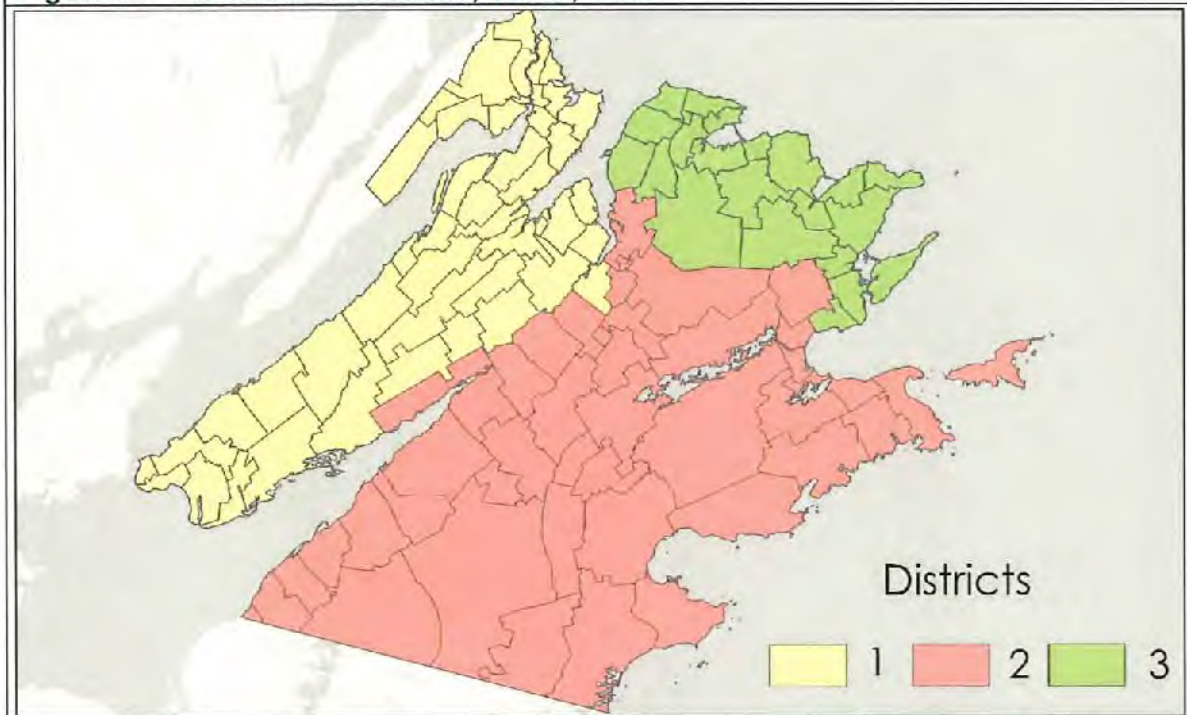
4.2.1 THREE-DISTRICT SCENARIO

As noted, three districts only ranked seventh among responses to Question 9 in the Council Size Survey. It is, however, the arrangement recommended for consideration by the Viability Study, which also recommended that the three districts should divide the Regional Municipality in North, Central, and East sectors.

The districts average 852 square kilometres, which is four times the current average area with twelve Councillors. The largest of the three districts is proposed District 2, which has an area more than twice the size of proposed District 1, the second largest district in the three-district arrangement (Figure 4-2). The three districts, on the other hand, are very balanced in terms of their numbers of electors with all three within less than 1.5% of the average number of electors in all three districts. Councillors will serve an average of 27,143 electors, which is similar to the HRM average of 27,055 presented in Figure 2-1b, above, recognizing that the HRM number includes the non-voting population as well as enumerated electors.



Figure 4-2 Three-district Scenario, CBRM, 2022



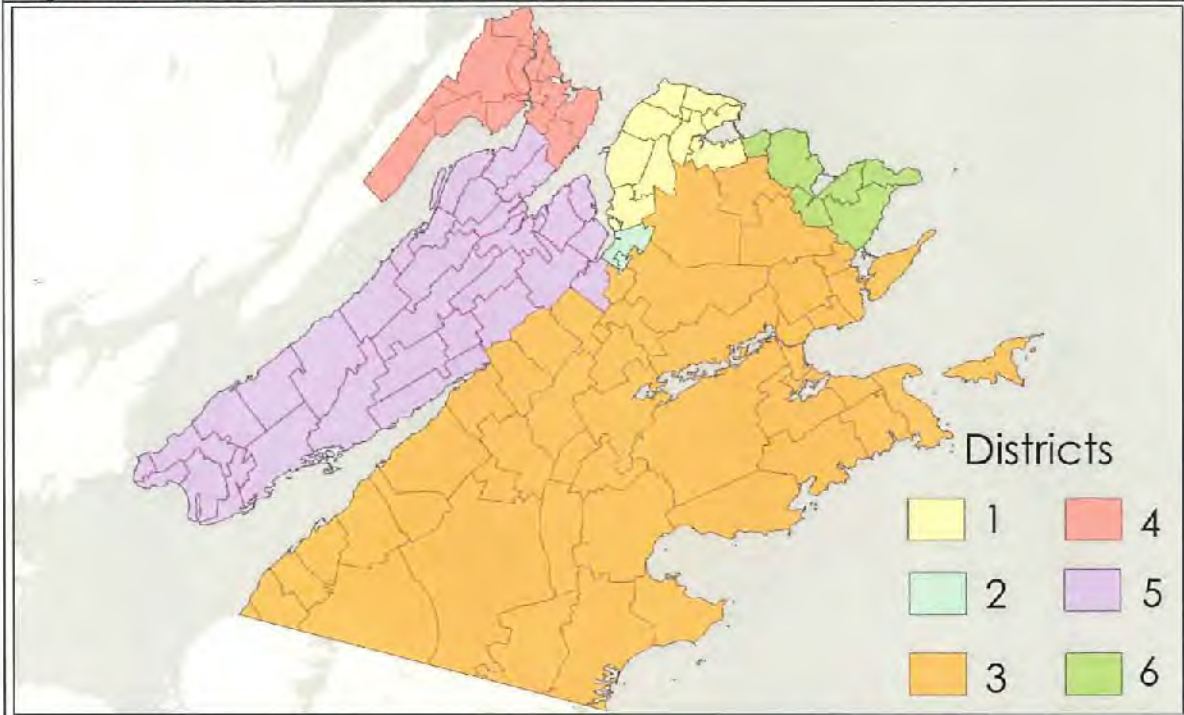
Proposed District	Land Area (km ²)	Electors 2022	Variation from Average (No.)	Variation from Average (%)
1 North	709	27,350	207	0.8%
2 East	1,503	27,249	106	0.4%
3 Central	343	26,830	-313	-1.2%
TOTALS	2,556	81,429		
Averages	852	27,143		

4.2.2 SIX-DISTRICT SCENARIO

Six Councillors received the most support of the potential Regional Council sizes offered to respondents to Question 9 (25.4%). The number is half the current number of Councillors, which obviously doubles the area of the required districts and the average number of constituents to be served by each Councillor (from 6,631 to 13,572 or by 51.1%).



Figure 4-3 Six-district Scenario, CBRM, 2022



Proposed District	Land Area (km ²)	Electors 2022	Variation from Average (No.)	Variation from Average (%)
1 New Waterford	104	12,407	-1,165	-8.6%
2 Sydney	11	13,978	407	3.0%
3 Eastern CBRM	1,622	14,802	1,231	9.1%
4 Sydney Mines-Boularderie No.	143	12,535	-1,037	-7.6%
5 North Sydney-Bras d'Or	593	13,627	56	0.4%
6 Glace Bay-Dominion	82	14,080	509	3.7%
TOTALS	2,556	81,429		
Averages	426	13,572		

District 3, which encompasses the eastern portion of the municipality from Prime Brook to CBRM's southern border, is, by far, the largest district. It covers 63.5% of the Region's area and is 56.3% larger than Region's current largest district (District 7, which also covers the southeastern part of the Region) (Figure 4-3, above). All districts meet the NSUAR's parity criterion. The largest variation is for District 3 and has 9.1% more electors than the average. It is closely followed by District 1 centred on New Waterford, which is 8.6% short.



4.2.3 EIGHT-DISTRICT SCENARIO

Eight Councillors was the third most popular Council size among respondents to Question 9 (12.0%). Like the six-district arrangement, it will increase the size of districts and the number of constituents to be served, although to a lesser degree. The area of districts will be 319 or 50% larger than the current 213 square kilometres and the average number of constituents per district will increase from 6,631 to 10,179 (53.5%).

The largest proposed district is District 6, which is, again, the southeastern portion of the municipality. The proposed district has an area of 1,536 square kilometres, which is 48.0% larger than current District 7 (Figure 4-4). Parity is improved with eight districts as delineated relative to our proposed six-district arrangement. The largest variation is just 6.8% for District 4, which covers the North End and Whitney Pier in Sydney. The remaining districts are all within $\pm 4\%$ of the average and four are within less than $\pm 2\%$. On the other hand, increasing the number of districts from six requires the division of Sydney between Districts 3 and 4.

4.2.4 TWELVE-DISTRICT SCENARIO

Twelve districts represent the status quo. It was the second most popular choice (17.7%) among respondents to Question 9. The average district size will not change; however, the number of constituents will increase because of changes in the numbers recorded by the Municipality's latest enumeration. The increase in numbers despite overall population loss is likely attributable to population aging and, possibly, increased registration by electors.

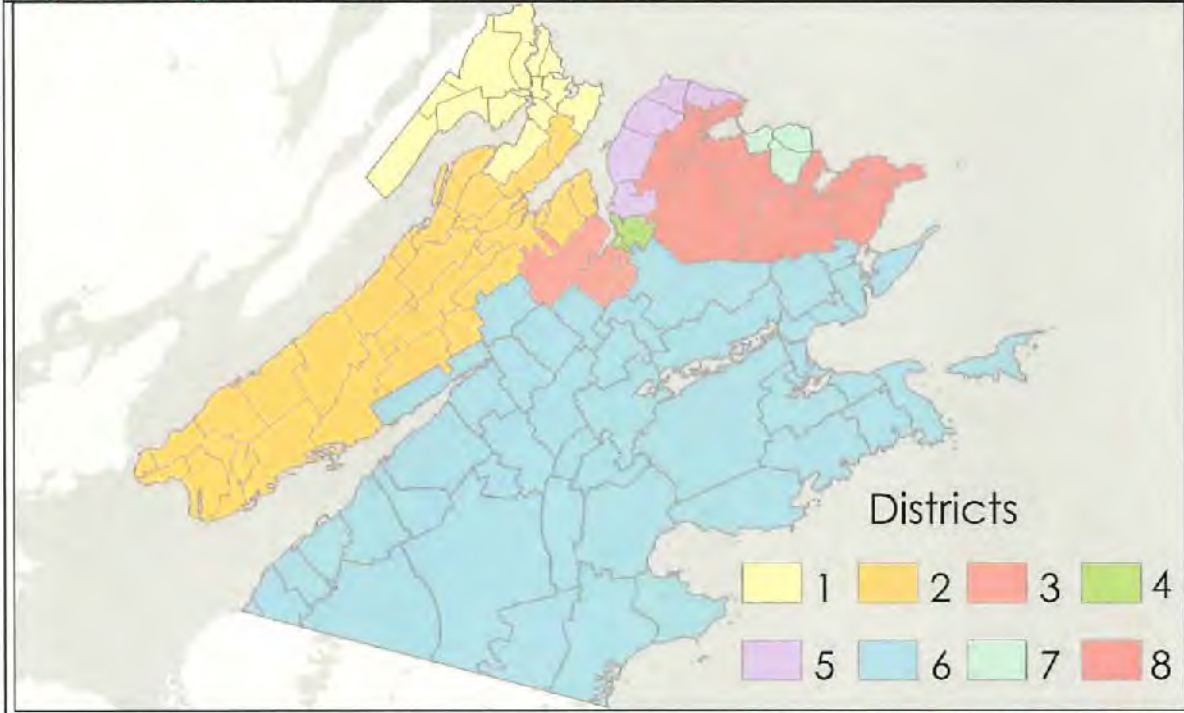
Proposed District 7 covering the south-central rural area of the municipality is the largest by area. It is 44 square kilometres smaller (4.2%) than current District 7 (Figure 4-5). Ten of the twelve proposed districts are comfortably within the $\pm 10\%$ parity criterion. None, in fact is more than 5% from the average. Districts 3 and 4 are, however, 10.7% below and above the average, respectively. Both deviations are only marginally outside the parity criterion and would likely be acceptable to the NSUARB if a boundary adjustment cannot be made to bring them in line.

Changes to current district boundaries were modest. We were able to maintain the numbering of existing districts in the proposed scenario. Alterations included:

- Transfer of Point Edward (273 electors) from current District 3 to proposed District 4
- French Road (64) from current District 7 to proposed District 8
- Transfer of a small portion of Reserve Mines from current District 10 to proposed District 9
- To balance the addition to proposed District 9, the southern portion of Reserve Mines was transferred from current District 9 to proposed District 8
- Transfer of New Victoria (773) from current District 11 to proposed District 12.



Figure 4-4 Eight-district Scenario, CBRM, 2022



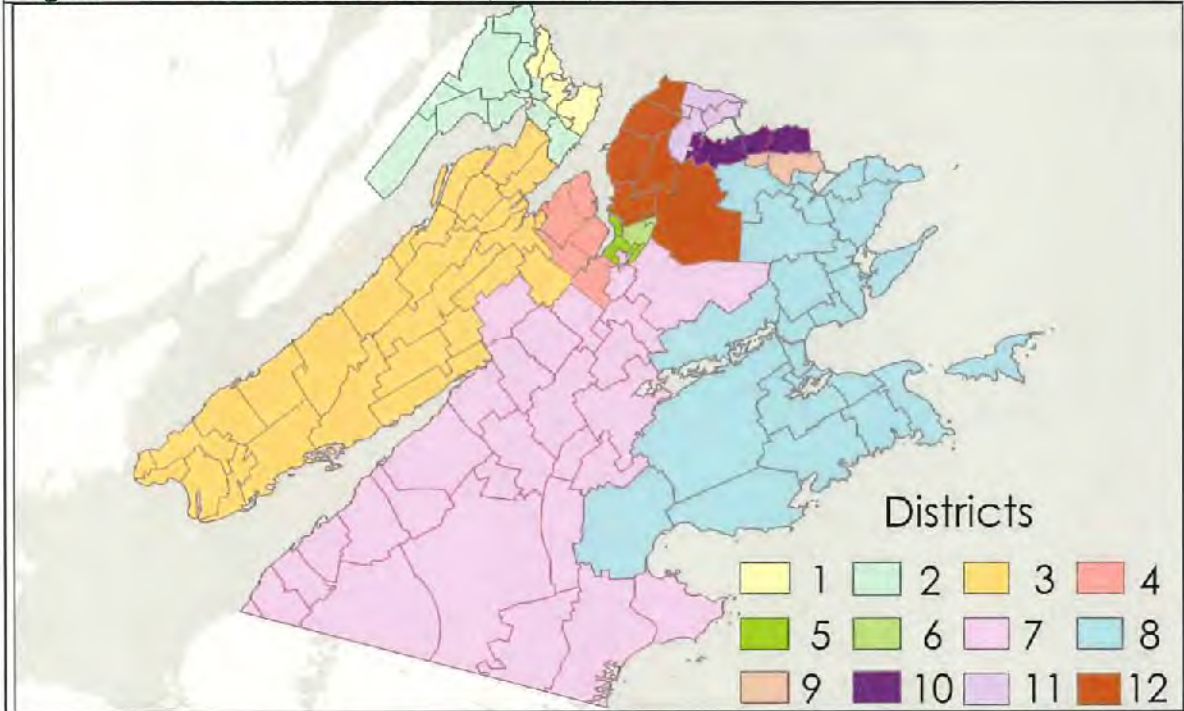
Proposed District	Land Area (km ²)	Electors 2022	Variation from Average (No.)	Variation from Average (%)
1 Boularderie North	149	9,911	-268	-2.6%
2 North Sydney-Bras d'Or	489	9,782	-397	-3.9%
3 Westmount-Coxheath	57	10,501	322	3.2%
4 Sydney North	10	10,872	693	6.8%
5 New Waterford	58	9,984	-195	-1.9%
6 Eastern CBRM	1,536	10,020	-159	-1.6%
7 Glace Bay-Dominion	23	10,010	-169	-1.7%
8 Grand Lk. Rd.-Donkin	232	10,349	170	1.7%
TOTALS	2,556	81,429		
Averages	319	10,179		

We could not resolve the division of Glace Bay between Districts 9 and 10. Reserve Mines has been divided in a different manner to preserve the balance between the districts, but the separation of the community is not ideal in either case. Glace Bay alone falls 1,662 electors short of the 13,572 electors (12.2%) needed to form two average-sized districts. The variances would likely be tolerated by the Board with an explanation of the rationale, which would be based on community of interest; however, the



challenge of redistributing 1,589 electors in Dominion and 1,370 in Reserve Mines to adjacent districts is significant.

Figure 4-5 Twelve-district Scenario, CBRM, 2022



Proposed District	Land Area (km ²)	Electors 2022	Variation from Average (No.)	Variation from Average (%)
1 Sydney Mines	28	7,073	287	4.2%
2 North Sydney-Boullarderie No.	115	7,009	223	3.3%
3 Bras d'Or	518	6,063	-723	-10.7%
4 Westmount	52	7,515	729	10.7%
5 Sydney Centre	7	6,554	-232	-3.4%
6 Whitney Pier	6	7,062	276	4.1%
7 CBRM South Central	994	6,681	-105	-1.5%
8 CBRM East	643	6,505	-281	-4.1%
9 Glace Bay So-Reserve Mines	14	6,720	-66	-1.0%
10 Glace Bay No.-Dominion	28	6,783	-3	0.0%
11 New Waterford	25	6,880	94	1.4%
12 New Victoria- Grand Lk. Rd.	128	6,584	-202	-3.0%
TOTALS	2,556	81,429		
Averages	213	6,786		



4.2.5 FIFTEEN-DISTRICT SCENARIO

A Council of 15 or more was favoured by 10.9% of respondents, ranking it fourth. Technically, the response covers preferences exceeding 15, but we have chosen to represent 15 districts for Council's consideration. With 15 districts, the average territory of each district will be reduced from 213 to 170 square kilometres (20.2%). The number of constituents to be served by each Councillor will fall from the current 6,631 to 5,429 (18.1%).

The largest district in the scenario is proposed District 4 covering the south-central portion of the municipality wrapped around East Bay. At 1,029 square kilometres the proposed District is just 9 square kilometres less than current District 7 (less than 0.1%) (**Figure 4-6**). Of the 15 proposed districts, 14 satisfy the $\pm 10\%$ parity criterion. The only outlier is District 13 taking in the southern portion of Glace Bay and Reserve Mines, which has 10.2% more electors than the average. The discrepancy is minor and, we expect, would be acceptable to the NSUARB.

Increasing the number of districts allows for tighter representation of some communities. Sydney Mines, for example, forms a stand-alone district (District 1). New Waterford also forms most of District 11 with Scotchtown. Reserve Mines is separated from the southern half of Glace Bay and incorporated in proposed District 10 stretching to New Victoria. The northern portion of Glace Bay is still joined to Dominion in proposed District 12 and the south is combined in proposed District 13 with communities wrapped around Reserve Mines, the most notable of which is Grand Lake Road.

4.3 Summary and Recommendation

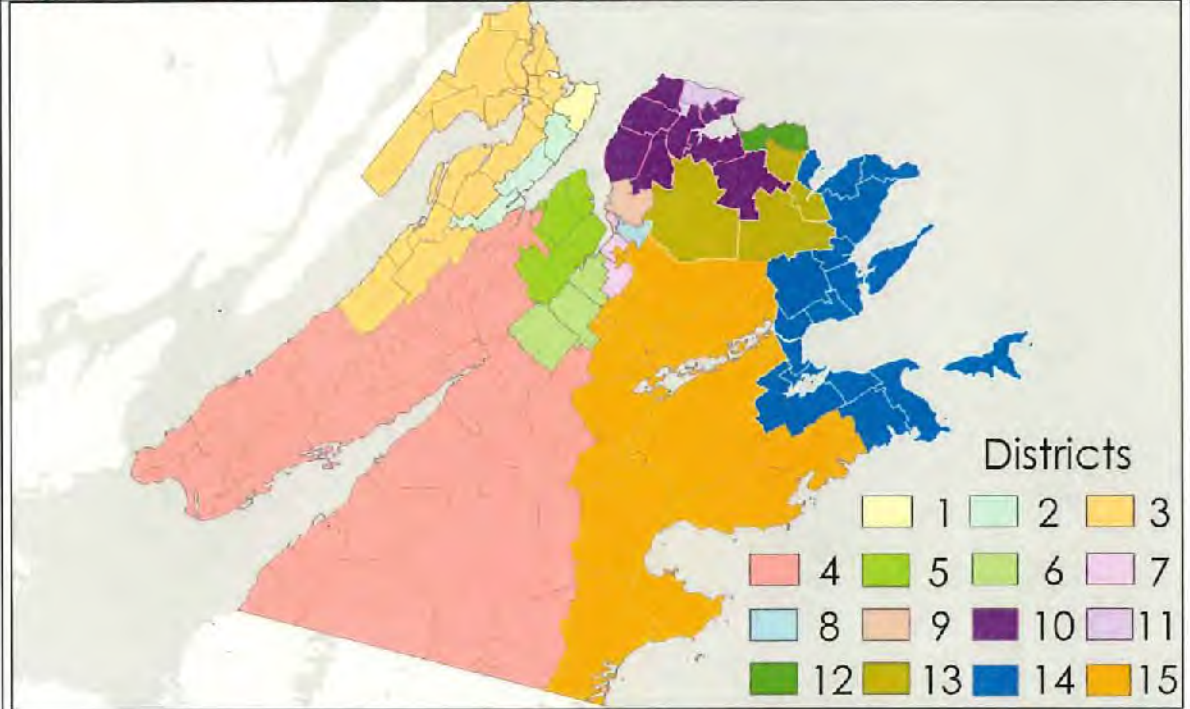
To complete Phase 2 of the Boundaries and Governance Review, appropriate boundary options must be taken to the public for review and feedback. To focus public discussion, scenarios presented should be reduced to realistic and representative options. If a boundary feature in a potentially desirable option can be improved at this time, it would also be advisable to explore adjustments.

4.3.1 SUMMARY

The foregoing scenarios address potential boundary arrangements for the four Council sizes that received the most support from respondents to the Council Size Survey, plus the three-district scenario, which reflects the recommendation of the Viability Study. As noted above, the $\pm 10\%$ parity standard was a leading consideration in creating the proposed arrangements. The standard is met by all districts for scenarios involving three to eight districts. Two districts in the 12-district scenario and one in the 15-district scenario exceed the Board's criterion, but the discrepancies are modest and, we believe, would be accepted by the Board.



Figure 4-6 Fifteen-district Scenario, CBRM, 2022



Proposed District	Land Area (km ²)	Electors 2022	Variation from Average (No.)	Variation from Average (%)
1 Sydney Mines	12	5,406	-23	-0.4%
2 North Sydney	34	5,802	373	6.9%
3 Boularderie North	233	5,502	73	1.4%
4 Bras d'Or-Grand Mira	1,029	5,297	-132	-2.4%
5 Westmount-Coxheath	58	5,355	-74	-1.4%
6 Sydney River	53	5,124	-305	-5.6%
7 Sydney Centre-Prime Brook	12	5,906	477	8.8%
8 Whitney Pier	5	5,784	355	6.5%
9 Sydney North End	13	5,054	-375	-6.9%
10 New Victoria	108	5,478	49	0.9%
11 New Waterford	9	5,234	-195	-3.6%
12 Glace Bay North-Dominion	13	5,304	-125	-2.3%
13 Glace Bay So.-Reserve Mines	123	5,981	552	10.2%
14 Donkin-Catalone	236	5,260	-169	-3.1%
15 CBRM Southeast	618	4,942	-487	-9.0%
TOTALS	2,556	81,429		
Averages	170	5,429		



The 12- and 15-district scenarios also require boundary arrangements in the Glace Bay area that we consider less than ideal. The proposed districts in that area are, nevertheless, similar to the current district arrangement, which appears to have been serviceable since its adoption in 2012. Larger numbers of districts arguably provide balancing advantages by supporting a more refined community framework in which some intermediate-sized communities are more distinctly represented. It may also be possible to improve the boundaries through more detailed assessment.

4.3.2 RECOMMENDATION

While all the scenarios presented are workable, we believe the options should be narrowed down for presentation to the public. Although there is support for consideration of the Viability Study recommendation for three districts, it appears to be predicated on the expectation that more than one councillor would represent each district, which is not permitted under current Nova Scotia legislation. We do not see support for a Regional Council consisting of three Councillors and the Mayor and, therefore, recommend that three districts be eliminated from consideration.

A Council of 15 or more was supported by 10.9% of survey respondents, which ranked fourth among the survey options. If 13 and 14 members are added the share rises to 14.4%, which would rank third; however, we do not see a strong argument for increasing Council size.

The clearly preferred options are to continue with the current twelve-member Council or reduce Council to six, which are supported by 17.7% and 25.4% of respondents to Question 9 of the survey, respectively. Eight members ranks third and is representative of 27.2% of respondents who would prefer a Council of eight to ten.

We recommend, therefore, taking the six- and twelve-district scenarios to the public for consideration in Phase 2 of the Governance and Boundary Review. We can also present the eight-district scenario, if Council wishes, to give community members the opportunity to consider an intermediate reduction in Council membership.

We are not recommending further consideration of the Viability Study's three-district proposal, the five-district concept put forward by Professor Urbaniak, or the possibility of creating a First Nations electoral district. The Viability Study provides limited detail on implementation of the three-district concept, but most residents and stakeholders appear to be uncomfortable with representation by just three councillors. Professor Urbaniak is more explicit that his proposal would involve the election of two councillors in four of the five districts he proposes.

As we have noted, establishing districts with more than one representative per district will require amendment of the MGA. The necessary amendments cannot be implemented before the end of this year when CBRM must submit its application to confirm or alter its governance arrangements to the NSUARB. In our opinion, considerably more study will be required before CBRM should consider changing to multiple representatives from any of its districts. Dual or multiple representation is used in some jurisdictions, but it appears to be rare. We would suggest that its efficacy should be assessed before



CBRM should consider adopting the approach and undertaking to have Provincial legislation amended to allow it.

The notion of a First Nations electoral district would not require any amendment to legislation. On the other hand, while it has been put forward by community members including First Nations representatives, we do not have any measure of overall support nor does the scope of this study allow us to properly assess the implications for the Eskasoni and Membertou communities, or the functioning of Regional Council.

In our opinion, investigation of alternative Council arrangements such as these three initiatives should be done separately from the Governance and Boundaries Review process and without the pressure of an external deadline. CBRM Council should, furthermore, decide whether it is interested in such changes. Restructuring Regional Council, particularly in ways that require changes to Provincial legislation, is a major undertaking and should only be pursued if it is likely to lead to effective reforms.

4.3.3 NEXT STEPS

In the second phase of the Boundaries and Governance Review, we will conduct a second online survey that will ask respondents for their preference between the scenarios presented (i.e., 6, 12, and, possibly, 8), and to identify any concerns with the boundaries of the proposed districts. We will also hold six public meetings distributed across the region as described in Section 1.3, above. At the meetings, we will present information on the review process, including survey responses and solicit feedback from attendees.

Following the second round of public consultation, Stantec will make any adjustments to the scenarios justified by input through the survey and/or the public meetings. We will then prepare a Council Size and Boundaries Report summarizing the Phase 2 consultation processes and recommending a preferred Council size and related district boundaries arrangement. As with all recommendations to a municipal council, CBRM's Regional Council may accept or reject Stantec's recommendation or modify the recommendation. Whatever course of action Regional Council selects, the Municipality is obliged to submit an application to the NSUARB by year's end confirming or altering its Council size and boundary arrangements. The Board will then consider CBRM's application and either approve it, modify it, or reject it.



APPENDIX A



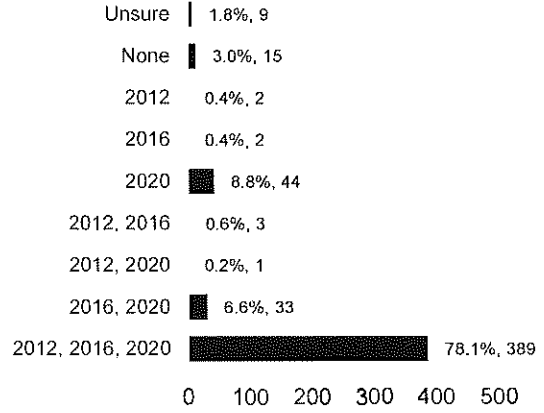
APPENDIX A HEADING 1



**CBRM Governance and Boundary Review
Appendix A Heading 1**

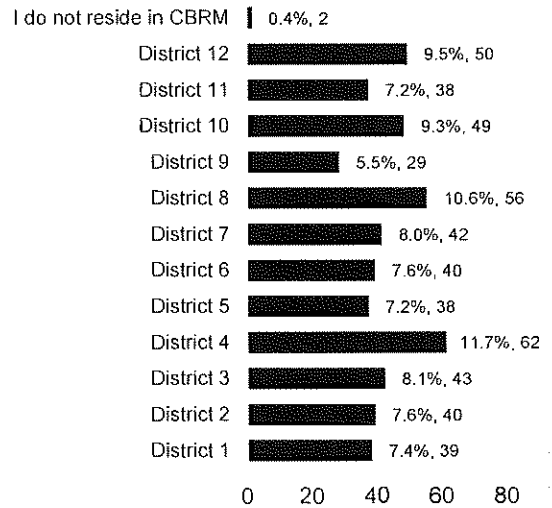
1 How many of the last three CBRM elections have you voted in?

Elections	Number	%
2012, 2016, 2020	389	78.1%
2016, 2020	33	6.6%
2012, 2020	1	0.2%
2012, 2016	3	0.6%
2020	44	8.8%
2016	2	0.4%
2012	2	0.4%
None	15	3.0%
Unsure	9	1.8%
TOTAL	498	100.0%
No response	36	6.7%



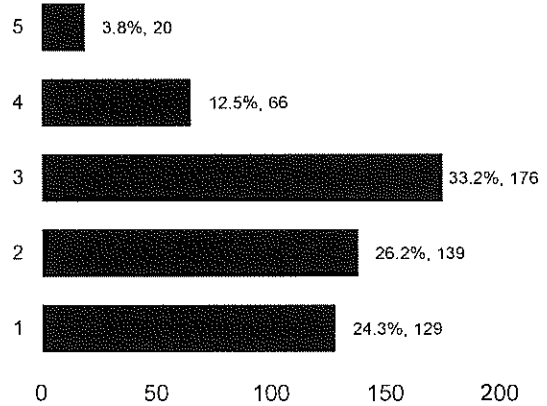
2 In which District do you currently reside? (Follow this link if unsure: <https://www.cbrm.ns.ca/who-is-my-councilor.html>).

District	Number	%
District 1	39	7.4%
District 2	40	7.6%
District 3	43	8.1%
District 4	62	11.7%
District 5	38	7.2%
District 6	40	7.6%
District 7	42	8.0%
District 8	56	10.6%
District 9	29	5.5%
District 10	49	9.3%
District 11	38	7.2%
District 12	50	9.5%
I do not reside in CBRM	2	0.4%
TOTAL	528	100.0%
No response	6	1.1%



3 How would you rate the performance of CBRM's current Council?

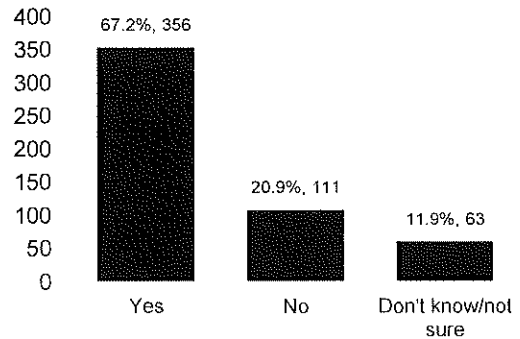
Rating	Number	%
1	129	24.3%
2	139	26.2%
3	176	33.2%
4	66	12.5%
5	20	3.8%
TOTAL	530	100.0%
No response	4	0.7%
Average	2.5	



4 What do you consider to be the main strengths of CBRM's current Council?

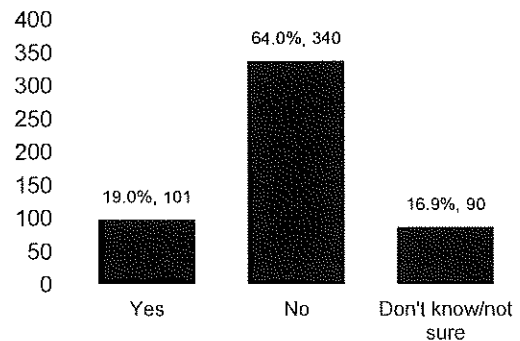
5 Do you think the number of elected representatives influences Council or municipal operations in any way?

Response	Number	%
Yes	356	67.2%
No	111	20.9%
Don't know/not sure	63	11.9%
TOTAL	530	100.0%
No response	4	0.7%



6 Based on your experience with or knowledge of previous CBRM Councils, have you experienced any change in the manner in which your municipal concerns are heard and acted on since Council was reduced to 12 members from 15?

Response	Number	%
Yes	101	19.0%
No	340	64.0%
Don't know/not sure	90	16.9%
TOTAL	531	100.0%
No response	3	0.6%



<p>7 Has the influence of council size or boundary changes improved Council and/or municipal performance, made it worse, or had no effect?</p> <table border="1"> <thead> <tr> <th>Response</th> <th>Number</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Improved</td> <td>57</td> <td>10.8%</td> </tr> <tr> <td>Mixed effects</td> <td>136</td> <td>25.7%</td> </tr> <tr> <td>Worsened</td> <td>100</td> <td>18.9%</td> </tr> <tr> <td>No effect</td> <td>171</td> <td>32.3%</td> </tr> <tr> <td>Don't know/not sure</td> <td>66</td> <td>12.5%</td> </tr> <tr> <td>TOTAL</td> <td>530</td> <td>100.0%</td> </tr> <tr> <td>No response</td> <td>4</td> <td>0.7%</td> </tr> </tbody> </table>	Response	Number	%	Improved	57	10.8%	Mixed effects	136	25.7%	Worsened	100	18.9%	No effect	171	32.3%	Don't know/not sure	66	12.5%	TOTAL	530	100.0%	No response	4	0.7%	<table border="1"> <thead> <tr> <th>Response</th> <th>Number</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Improved</td> <td>57</td> <td>10.8%</td> </tr> <tr> <td>Mixed effects</td> <td>136</td> <td>25.7%</td> </tr> <tr> <td>Worsened</td> <td>100</td> <td>18.9%</td> </tr> <tr> <td>No effect</td> <td>171</td> <td>32.3%</td> </tr> <tr> <td>Don't know/not sure</td> <td>66</td> <td>12.5%</td> </tr> </tbody> </table>	Response	Number	%	Improved	57	10.8%	Mixed effects	136	25.7%	Worsened	100	18.9%	No effect	171	32.3%	Don't know/not sure	66	12.5%																																																
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<p>9 Please indicate the number of Council members you would prefer to have on CBRM Regional Council (the minimum Council size is three members).</p> <table border="1"> <thead> <tr> <th>Response</th> <th>Number</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>3 members</td> <td>28</td> <td>5.3%</td> </tr> <tr> <td>4 members</td> <td>13</td> <td>2.5%</td> </tr> <tr> <td>5 members</td> <td>12</td> <td>2.3%</td> </tr> <tr> <td>6 members</td> <td>133</td> <td>25.4%</td> </tr> <tr> <td>7 members</td> <td>23</td> <td>4.4%</td> </tr> <tr> <td>8 members</td> <td>63</td> <td>12.0%</td> </tr> <tr> <td>9 members</td> <td>41</td> <td>7.8%</td> </tr> <tr> <td>10 members</td> <td>39</td> <td>7.4%</td> </tr> <tr> <td>11 members</td> <td>4</td> <td>0.8%</td> </tr> <tr> <td>12 members</td> <td>93</td> <td>17.7%</td> </tr> <tr> <td>13 members</td> <td>5</td> <td>1.0%</td> </tr> <tr> <td>14 members</td> <td>13</td> <td>2.5%</td> </tr> <tr> <td>15 members+</td> <td>57</td> <td>10.9%</td> </tr> <tr> <td>TOTAL</td> <td>524</td> <td>100.0%</td> </tr> <tr> <td>No response</td> <td>10</td> <td>1.9%</td> </tr> </tbody> </table>	Response	Number	%	3 members	28	5.3%	4 members	13	2.5%	5 members	12	2.3%	6 members	133	25.4%	7 members	23	4.4%	8 members	63	12.0%	9 members	41	7.8%	10 members	39	7.4%	11 members	4	0.8%	12 members	93	17.7%	13 members	5	1.0%	14 members	13	2.5%	15 members+	57	10.9%	TOTAL	524	100.0%	No response	10	1.9%	<table border="1"> <thead> <tr> <th>Response</th> <th>Number</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>15 members+</td> <td>57</td> <td>10.9%</td> </tr> <tr> <td>14 members</td> <td>13</td> <td>2.5%</td> </tr> <tr> <td>13 members</td> <td>5</td> <td>1.0%</td> </tr> <tr> <td>12 members</td> <td>93</td> <td>17.7%</td> </tr> <tr> <td>11 members</td> <td>4</td> <td>0.8%</td> </tr> <tr> <td>10 members</td> <td>39</td> <td>7.4%</td> </tr> <tr> <td>9 members</td> <td>41</td> <td>7.8%</td> </tr> <tr> <td>8 members</td> <td>63</td> <td>12.0%</td> </tr> <tr> <td>7 members</td> <td>23</td> <td>4.4%</td> </tr> <tr> <td>6 members</td> <td>133</td> <td>25.4%</td> </tr> <tr> <td>5 members</td> <td>12</td> <td>2.3%</td> </tr> <tr> <td>4 members</td> <td>13</td> <td>2.5%</td> </tr> <tr> <td>3 members</td> <td>28</td> <td>5.3%</td> </tr> </tbody> </table>	Response	Number	%	15 members+	57	10.9%	14 members	13	2.5%	13 members	5	1.0%	12 members	93	17.7%	11 members	4	0.8%	10 members	39	7.4%	9 members	41	7.8%	8 members	63	12.0%	7 members	23	4.4%	6 members	133	25.4%	5 members	12	2.3%	4 members	13	2.5%	3 members	28	5.3%
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<p>10 If your answer to Question 9 was between 3 and 11, please explain why you think Council size should be decreased from its current 12 members? (if not applicable, please go to Question 13.)</p>	<p>Reduce cost and/or attract better Council representatives with improved compensation. M</p>																																																																																										



11 If your answer to Question 9 was 12, please explain why you think Council size should stay at 12 members? (if not applicable, please go to Question 13.)

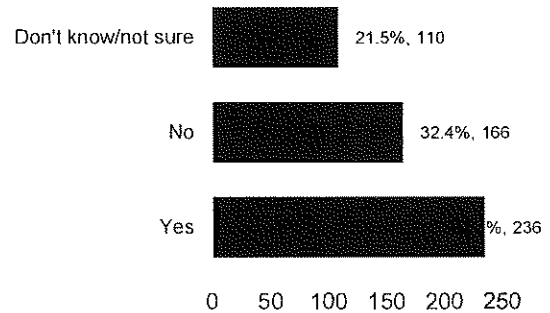
Satisfaction with current Council performance. Concern with rural representation and the area that Councillors much serve.

12 If your answer to Question 9 was any choice from 12 to 15 or more, please explain why you think Council size should be increased from its current 12 members? (if not applicable, please go to Question 13.)

Need for more representation especially in rural areas.

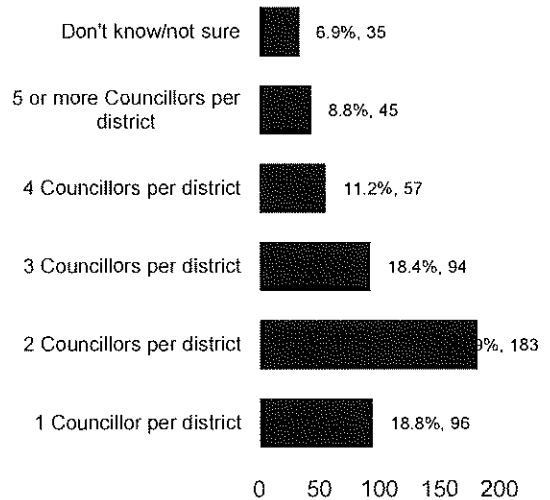
13 Do you support the governance model (i.e., three electoral districts) as proposed by the Viability Study?

Response	Number	%
Yes	236	46.1%
No	166	32.4%
Don't know/not sure	110	21.5%
TOTAL	512	100.0%
No response	22	4.1%



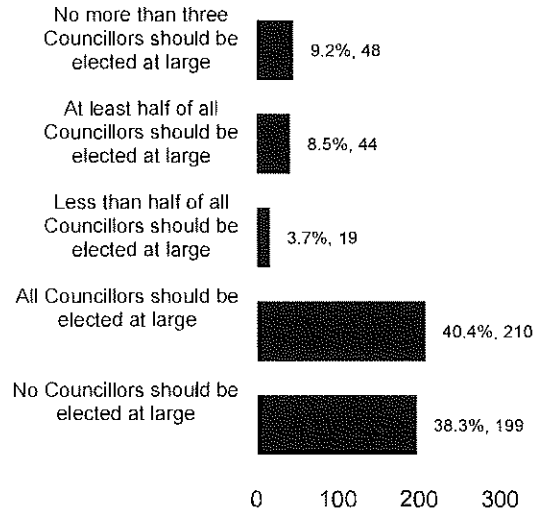
14 If CBRM, were to transition to a three-district governance structure, how many councillors should represent each proposed district? Note that in order to enable more than one Councillor per district, an amendment to the *Municipal Government Act* occur.

Councillors	Number	%
1 Councillor per district	96	18.8%
2 Councillors per district	183	35.9%
3 Councillors per district	94	18.4%
4 Councillors per district	57	11.2%
5 or more Councillors per district	45	8.8%
Don't know/not sure	35	6.9%
TOTAL	510	100.0%
No response	24	4.5%



15 Another alternative that has been discussed and would also require an amendment to the *Municipal Government Act* would be to elect some or all CBRM Councillors at large (i.e., through a vote of all municipal electors).

Response	Number	%
No Councillors should be elected at large	199	38.3%
All Councillors should be elected at large	210	40.4%
Less than half of all Councillors should be elected at large	19	3.7%
At least half of all Councillors should be elected at large	44	8.5%
No more than three Councillors should be elected at large	48	9.2%
TOTAL	520	100.0%
No response	14	2.6%

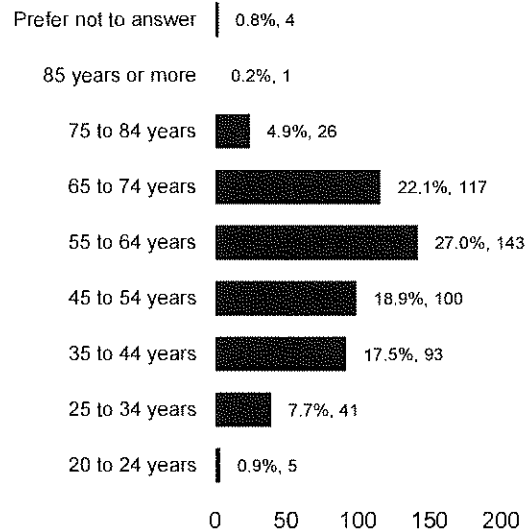


16 Do you have any concerns with the boundaries of your district? No specific recommendations or comments.

17 Do you have any concerns with the boundaries of any other districts in CBRM? No specific recommendations or comments.

//18 Which category below includes your age?

Cohort	Number	%
20 to 24 years	5	0.9%
25 to 34 years	41	7.7%
35 to 44 years	93	17.5%
45 to 54 years	100	18.9%
55 to 64 years	143	27.0%
65 to 74 years	117	22.1%
75 to 84 years	26	4.9%
85 years or more	1	0.2%
Prefer not to answer	4	0.8%
TOTAL	530	100.0%
No response	4	0.7%



19 19. What is your gender?

Gender	Number	%
Male	309	58.2%
Female	184	34.7%
Prefer not to answer	38	7.2%
TOTAL	531	100.0%
No response	3	0.6%

