

Deliberation at work

Final Report of the Prince Edward County Citizens' Assembly

September 2013



Prince Edward County
Citizens' Assembly

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Executive Summary

For years the size of Prince Edward County's Council has been a matter of contention. In April 2013, Council decided to establish a citizens' panel to answer a question that had been so elusive: what is the appropriate size-of-council in Prince Edward County? Thus, the Prince Edward County Citizens' Assembly was born.

Selected at random using a civic lottery system, twenty-three residents of the County met on three Saturdays in July and August 2013. They heard from former County employees, local councillors, consulted friends and neighbours, deliberated together, and, finally, made a principles-based recommendation to Council.

By consensus, the Assembly recommended that Council should be made up of ten councillors plus one mayor. They further decided that these councillors should be distributed across a number of wards created in accordance with a list of primary values developed over the course of the Assembly's meetings.

This report summarizes the recommendations, the reasoning behind those recommendations and provides an account of how those decisions were made.

The Citizens' Assembly was led by Dr. Jonathan Rose, an associate professor in the Department of Political Studies at Queen's University.

What is a Citizens' Assembly?

A citizens' assembly model places citizens at the heart of public decision-making. It involves a group selected at random to deliberate on matters of public importance. Assembly members, who are broadly representative of the population, are given an in-depth curriculum that includes insider perspectives, small group discussions and plenary debates. The Assembly is created through a civic lottery whereby randomly selected citizens are invited to opt into a pool of potential participants. From this list, individuals are randomly selected until a representative balance of key demographic attributes such as gender, age, and geography is achieved.

The Citizens' Assembly model is designed to draw upon the capacities of non experts to make informed decisions in the public interest. In the past, this model has been used by national and provincial governments to resolve contentious issues in a democratic and transparent manner. At its core, a Citizens' Assembly is about consensus-

building and finding shared interests. It is not a replacement for elected democracy but is a tool used to enhance it.

Convening a Citizens' Assembly is a new process that has been tried in a few places across Canada to resolve challenging and divisive public issues. What distinguishes the Citizens' Assembly from other forms of public consultation is the faith it places in the abilities of the typical citizen. Through a specially crafted and rigorous curriculum, presentations and roundtable discussions, this process turned randomly selected citizens into citizen-experts capable of making informed and well-reasoned policy decisions. This approach is much deeper than typical surveying methods or poorly attended public meetings. Citizens' Assembly members are asked to learn about a particular issue, deliberate with their fellow citizens and come to a consensus on a policy issue.

Acknowledgements

Jonathan Rose, Tim Abrey-Nyman and Aaron Ettinger would like to express our gratitude to the people that helped make this Citizens' Assembly possible. Running the very first Citizens' Assembly at the municipal level of government in Canada would not have been possible without the involvement of many talented people.

First, we would like to thank Victoria Leskie, former County Clerk for her energy and efforts at bringing the Citizens' Assembly process to Prince Edward County. Not only did she work tirelessly at the size-of-council question for many years, but was willing to share her unique insight on municipal governance with the Citizens' Assembly on its first meeting. A big thank you goes to Chris Ellis at MASS LBP whose expertise was an invaluable part of the random selection process, from the original mail-out of 5,000 invitations to the final civic lottery.

Amanda Black, Graphic Designer, designed the logo that we all wear proudly and that appeared on every Citizens' Assembly document. She also produced the layout and design of the final report. We extend our thanks for her fine work. A very satisfied thank you goes to Miss Lilly's Café for keeping the Assembly members happy and full of fuel.

A special thanks to Leslie Rose for her selfless work behind the scenes keeping tabs on everything and to Tom Carpenter whose editorial magic greatly improved the final report.

Dick Shannon, former CAO added a wealth of insight from his years working for Prince Edward County, including stories that illustrated perfectly the challenges of municipal governance. At Shire Hall, we would also like to thank Kim White, Clerk, Ashley Stewart, Corporate Communications Officer, and Merlin Dewing, CAO. In addition, we are indebted to the assistance of George Hansey, who helped to create a random mailing list, Grant Hopkins, who provided County maps and Nancy Houghton, who ensured Picton Town Hall was ready for each meeting.

Most importantly, we would like to thank all 23 Assembly members¹ who so generously gave of their time to make the first ever Citizens' Assembly in the County a success.

¹ 24 Members were selected but one withdrew the day before the first session and could not be replaced on time.

Prince Edward County Citizens' Assembly by the numbers

0	Number of times a Citizens' Assembly had previously been used by a municipality to address the size-of-council issue in Canada
5000	Number of Letters sent to residents of the County in May 2013
365	Responses by phone or by mail, a 7.3 percent return rate
6	Upon hearing they'd been selected, the number of times members said "I feel like I won the lottery!"
70	Percentage of Assembly members who have lived in the County for more than ten years
26	Percentage of Assembly members who have lived in the County for 5 to 9 years
96	Percentage of Assembly members who are year-long residents of the County
576	Total volunteer hours given by members of the Citizens' Assembly
95.7	Percentage of Assembly members who agreed or strongly agreed with the statement, "I would participate in another Citizens' Assembly again"
95.7	Percentage of Assembly members who agreed or strongly agreed with the statement, "I learned a lot during this process"
100+	Number of slides presented over three weekends
24	Number of hours spent by each Citizens' Assembly member deliberating, discussing and learning
3	Total absences over three sessions (96 percent attendance)
0	Easy answers

The Prince Edward County Citizens' Assembly recommendations

The following is the recommendation of the Prince Edward County Citizens' Assembly to Council:

“We, the Prince Edward County Citizens' Assembly, recommend that the appropriate size-of-council be ten councillors (plus one mayor) and that those councillors be distributed across a number of wards created in accordance with the values we have articulated.

About size-of-council

81% of Assembly members want Council to be comprised of ten councillors and one mayor

An even number of councillors plus a mayor is necessary to arrive at decisive voting majorities on Council.

Currently, a tie vote is automatically defeated and such an outcome is possible because Council is comprised of an even number (15 plus a mayor). An even number of councillors plus mayor would prevent this from occurring.

There was no desire among the members of the Citizens' Assembly to increase the size-of-council.

About ward configuration

The Assembly's recommendation of a Council of 10 plus a mayor points to a ward configuration that consists of one, two, five or ten wards of roughly equal population.

While ward configuration was beyond the scope of the Assembly's mandate, there are some implications for ward structure that can be drawn from the deliberations and that suggest a system of either two or five wards of roughly equal population.

The relevant considerations were as follows:

There was no appetite for an at-large system (i.e., one ward) because it would cause many small communities to lose their voice on Council. Moreover, campaigning in a single, at-large ward could impose prohibitive costs on potential candidates. High costs could keep talented people from running for office.

Representation by population must be satisfied. This is the principle that each vote should be roughly equal in its influence on elections. When wards differ significantly in population, the value of each vote counts more in some places than in others. The implication of representation by population alongside the ten-councillor recommendation is that the current ten-ward structure is not viable and needs to be reconfigured. In its present form, wards have varying populations, which creates voter inequality.

In order to satisfy the members' principles of greater good, effectiveness and forward thinking, there needs to be fewer wards than the current ten.

The greater good value is satisfied by the fewest number of wards. But this must be balanced against the needs of smaller communities and regional populations. Ten is too many; one is too few.

Balance and fairness suggests that, where possible, wards should include urban and rural mix.

Finally, any redistricting must be accompanied by meaningful consultation with citizens of Prince Edward County.

While re-districting was beyond their scope, the Assembly was clear that their values provide clear guidance as to how their recommendation could be implemented. An elaboration of this is found in *An Account of the Citizens' Assembly proceedings*, Day three.

About the values

The values articulated by the Citizens' Assembly are the product of many hours of deliberation and form the core reasons for their recommendation. They should be taken into consideration when Council makes its decisions on the recommendations expressed in this report. For people who did not watch the proceedings, the number ten may at first seem rather arbitrary. However, Assembly members spent a lot of time thinking about their values and how they inform their size-of-Council decision. This table explains how the values-based reasoning translated into the specific recommendation that emerged in the final meeting.

Why do these values mean ten councillors?

Value	What it means	Why it means ten Councillors
Balance and Fairness	<p>The needs of the County should take precedence over needs of each ward.</p> <p>There should be a balance between: the needs of business and labour; permanent and non-permanent residents; urban and rural; north and south.</p> <p>All wards should have urban and rural elements wherever possible.</p>	<p>A ten councillor system is large enough to ensure that there is a low councillor-to-resident ratio and provides for representation of smaller communities on Council.</p> <p>Under a six or eight councillor system, the needs of smaller communities may become lost in the workload of few councillors. Twelve or fourteen councillors would begin to strain the principle of effectiveness.</p> <p>The matter of redistricting to have wards encompass urban and rural elements is a technical matter that the Assembly cannot reasonably pursue.</p>
Effectiveness	<p>Effectiveness is understood as Council governing and not managing.</p> <p>Elected officials are elected to govern and decide, not to administer and execute.</p> <p>An effective Council should not have tie votes. The tie-breaker mechanism should not create a higher threshold for passage of motions.</p>	<p>A smaller Council is necessary in order to achieve the goal of governing. If Council focuses on governing, councillors will be less inclined to manage the implementation of policy, leaving that for County staff.</p> <p>Fewer councillors representing a greater number of residents is ideal. However, the number of councillors cannot be brought down too low without compromising the low councillor-to-resident ratio. Based on population projections, ten councillors would maintain a desirable resident-to-councillor ratio.</p> <p>To rectify the tie-breaker mechanism, an even number of councillors is necessary so that alongside the mayor (elected at-large), an effective Council would be comprised of an odd number.</p>
Forward Thinking	<p>Forward thinking as a value suggests that the size-of-council ought to be adaptable to changes in County population patterns</p>	<p>The Assembly felt that reducing the size-of-council was desirable, but that their recommendation needed to anticipate future growth.</p> <p>This value reinforces the historically low councillor-to-resident ratio that is so valuable in Prince Edward County.</p> <p>The County population is expected to grow by 2,000 over the next two decades and a Council of ten (plus the mayor) is a reasonable balance between effectiveness and adaptability.</p>

Value	What it means	Why it means ten Councillors
Greater Good	<p>The needs of the entire County come first wherever possible.</p> <p>Collective good of the County as a whole should take precedence over individual or regional good.</p>	<p>The current number of councillors and the current ward configuration make it too easy for decision making to become captured by parochial interests. At the same time, it is important not to completely eliminate individual interests.</p> <p>A ten councillor system balances representation of interests with a broader vision of Prince Edward County.</p> <p>Combined with a well-crafted ward configuration, ten councillors could satisfy the greater good much better than the current system.</p>
Openness	<p>Accessibility, engagement and responsiveness are core features of a good Council.</p> <p>Councillors are conduits for these three virtues.</p> <p>Free flow of information places emphasis on governance over management.</p>	<p>For a small community, having easy access to councillors is an important virtue. Therefore, maintaining a low councillor-to-resident ratio is important in Prince Edward County.</p> <p>A ten-councillor system will still retain one of the lowest ratios among similarly sized municipalities in Ontario in the coming decades (see Table 1, page 15).</p> <p>Ten councillors is a reasonable compromise between the larger Council sizes, and the other values articulated by the Assembly.</p>
Representation by Population	<p>Following good democratic practices, each councillor should represent approximately the same number of constituents.</p>	<p>This is a legal requirement that will have to be satisfied regardless of the size-of-council. See <i>Electoral Boundary Readjustment Act (RSC, 1985, s. 15)</i>. At both the federal and provincial levels, the population variation for each district should not exceed 25 percent except in extraordinary circumstances.</p> <p>Having ten-councillors allows for a degree of flexibility in redistricting that can satisfy the diverse needs of different communities.</p>

An account of the Citizens' Assembly proceedings

So what exactly did the Citizens' Assembly do? This is an important question because the process is as important as the outcome. These pages contain an extensive descriptive account of what the Citizens' Assembly decided and how they arrived at that conclusion.

Saturday July 27, 2013

Learning from experts, learning from each other

The first meeting of the Prince Edward County Citizens' Assembly was convened on July 27, 2013 at the historic Picton Town Hall. Under portraits of mayors past, this space was a perfect venue for a public conversation about democratic representation in Prince Edward County, and twenty three residents assembled to do something that had never been done in the County: learn, deliberate and make recommendations about Council's appropriate size.

In the morning



Acting Mayor Bev Campbell welcomes Assembly Members

The Assembly was welcomed by the Acting Mayor Bev Campbell. She noted the challenge they faced and the sacrifices they were making, giving up three of their Saturdays during the summer. She was gracious and set an important tone for the rest of the day: that the Citizens' Assembly had a difficult but worthwhile task ahead.

Shortly after Bev Campbell spoke, lead facilitator and Queen's University professor, Jonathan Rose introduced the Citizens' Assembly to the question it faced: what is the appropriate size of Prince Edward County Council? The question had been a difficult one to answer in recent years and needed a new way of tackling the problem.

Hence, the Prince Edward County Citizens' Assembly was created on the size-of-council was created.

Rose walked the Assembly members through a presentation on how the members were selected, why they were being asked to commit their time and what they could expect from the three meetings. Most importantly, he asked the Assembly members to think of themselves, not only as representatives of their own ward, but as trustees working on behalf of all members of Prince Edward County. To this, the assembled citizens of Prince Edward County agreed.

The size-of-council: An Ongoing Debate

Jonathan Rose then introduced the first two speakers of the day, former Chief Administrative Officer, Dick Shannon, and former Clerk Victoria Leskie. The two discussed the political background to the size-of-council question in the County and addressed the all-important matter of "how did we get here?" Shannon proved to be a wealth of knowledge about the inner workings of Prince Edward County. He related his experiences about effects of amalgamation in the 1990s and described how the daily governance of the County was dramatically transformed. Where one time, there were fifty-six elected representatives in Prince Edward County, now there are sixteen. The amalgamation of County municipalities brought a lack of clarity about responsibilities, leaving officials and administrators scrambling to make the new system work. On a lighter note, the shift also presented the area with some awkward naming issues that perfectly illustrated the conundrum of amalgamation in the County. At one point, the County was called the City of the County of Prince Edward. Drivers travelling along the 401 could only shake their heads.

Shannon's take-away was a simple but powerful assertion: "community is not where you live, it's the people you want to be around."

The entire process of amalgamation was, indeed, a challenge for the County and, in 2008 it undertook a new review of its ward system. Victoria Leskie discussed this by describing the occasional attempts made to examine the size-of-

council in the 2000s, all of which ended with no action. At the time, a majority of Council did not think that council size was a problem. In 2008, a committee was established with a mandate to research, analyze and evaluate different options for the size-of-council in light of key criteria, like representation, efficiency of decision making, cost savings and work load. The Composition of Council Committee (CCC) considered thirteen models for the County, including those that included at-large members as well as the status quo. In October 2008, the CCC report was presented to Council. It found that the cost savings of a smaller council were not significant and that a public consultation process was an important next step. No action was taken by Council.

In 2009, Council received a petition to redraw ward boundaries and create a six ward system with thirteen elected members. When Council took no action, petitioners appealed to the Ontario Municipal Board (OMB). The ten-day OMB

“Community is not where you live, it's the people you want to be around.

**– Dick Shannon,
Former CAO, Prince
Edward County**

hearing was divisive and costly, and ultimately dismissed the appeal, largely because Council was actively addressing the matter through a question on an upcoming ballot. In 2010, the size-of-council question was put to the people of Prince Edward County in a ballot question during the municipal election. It asked “Are you in favour of Council commencing a public consultation to review the size-of-council for the County of Prince

Edward?” After the ballots were counted, 41.3% of eligible electors answered the question. That response was below the 50% threshold needed to make the results binding. Consequently, Council turned to a different approach to the size-of-council question: the Citizens’ Assembly.

Many members of the Citizens’ Assembly had a passing familiarity with the history of the matter and many recalled voting on the ballot question in 2010. However, few members ever had access to the wealth of knowledge that Shannon and Leskie brought to this process. Their insights into the politics of Prince Edward County Council were indispensable and gave the Assembly members

a solid foundation.

Getting to know your fellow Assembly members

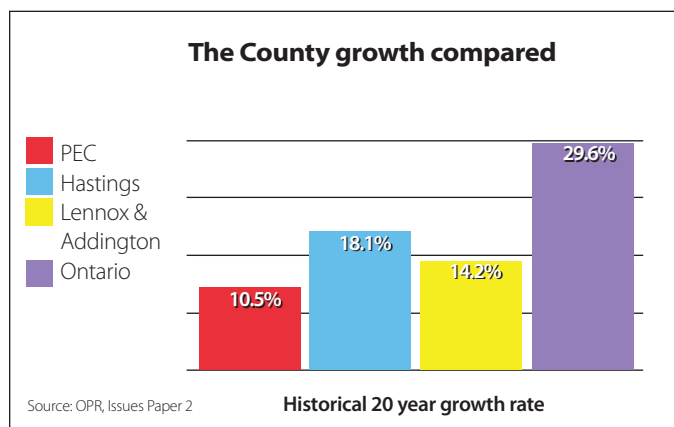
Halfway through the morning, the Assembly members had heard a great deal about the County and the reason for them being here. But they did not know much about one another. Using the spacious Picton Town Hall as an imaginary map of the County, Assembly members fanned out and stood in approximation of where they live. One after another, the Assembly members said a few words about themselves and why they decided to participate in the Citizens’ Assembly. This human map gave members a sense of where everyone was coming from literally and metaphorically.

After a break, the Assembly reconvened to hear about demographic trends in the County. Rose walked the Assembly through the County’s Official Plan. There were two main themes: changes in the County’s economy and changes in the County’s population patterns. Economically, the County’s economy is shifting from an economy based on primary resources and tourism, to one that is more diverse and that includes culture and technology. In the coming years, the County faces a range of issues, including the need to provide affordable housing, adequate services for a low-density population that is aging, a balanced transit system, support for development, protection for agriculture, natural resources and the environment, as well as a the need to preserve and promote cultural resources.

These requirements are the result of a number of demographic trends. The first is slow population growth. Over the last twenty years, the population grew from 23,760 in 1991 to 26,260 in 2011. This 10.5 percent growth rate is smaller than nearby jurisdictions in Hastings (18.1 percent) and Lennox & Addington (14.2 percent), and much smaller than the overall provincial growth rate (29.6 percent). But for all its slow growth, Prince Edward County has grown faster than municipalities of similar size around the province. Internally, the County growth patterns are quite different. The largest growth areas are in Sophiasburgh and Wellington, while Picton and Bloomfield actually shrunk between 1991 and 2006.

What accounts for these patterns? In short, the answer is net migration. There are more people moving to Prince Edward County than the provincial average, and they are settling in some areas more than in others.

Population density is an important signal of trends



in the County. Not surprisingly, Picton has the most people per hectare, far more than Bloomfield and Wellington, which run a distant second and third. Overall, 34 percent of residents live in the northern areas of the County, while 16 percent live in the South. The other half, cluster in the centrally located wards of Hillier, Wellington, Bloomfield, Picton and Hallowell.

The second trend relates to the County's aging population. Many of Prince Edward County's newcomers are actually older in age. The result is a population that is considerably older than areas nearby. The median age in Prince Edward County is 50.6, compared with 46.5 in Brighton and 43.8 in Brockville. In general, the County is the second oldest census district in Ontario. But this aging population is not evenly distributed throughout the County.

So what does this mean for the future? Prince Edward County is expected to grow 7.7 percent over the next two decades. This is not a high growth rate, especially compared with Eastern Ontario, which should grow by 21 percent. By 2036, the population will not only have grown slowly, but will also have aged considerably. By that time the median age of the County will be 59, and approximately 43 percent of the population will be classified as seniors.

In closing, Rose asked Assembly members to reflect on the numbers and consider how all this information may influence deliberations about the size-of-council. In small groups, Assembly members talked about what they heard and the implications these population trends have on democratic representation. They generated a list of ideas and questions that they wanted to have inform the rest of the day's discussions.

With that, the first half of the day was complete and the Assembly recessed for a well-deserved lunch.

In the afternoon

When the Assembly reconvened, all the data about Prince Edward County was put into broader perspective. Facilitator Aaron Ettinger gave a short presentation about municipal governance in Ontario and where Prince Edward County fit in the political arrangement. This was an opportunity for the Assembly to see how powers and responsibilities are divided among federal, provincial and municipal governments. In Ontario, municipal governments are divided even further into single-tier and two-tier arrangements. In all, there are 444 municipalities in Ontario, of which 290 are two-tier (30 upper and 241 lower), and 154 are single-tier, which includes Prince Edward County.² The municipal system in Ontario is so important because municipalities deliver the services that most affect the daily lives of residents, and for the most part, these services are not explicitly defined. The result is often confusion, negotiation and division. Victoria Leskie then took to the stage again. Her stories provided valuable insight into the unique challenges that municipalities face in Ontario and specific challenges for the County.

After a quick break, the Citizens' Assembly got back down to business. They had heard stories and statistics about the County, now it was time to establish their values. In small groups, they were asked to develop and define a set of values that they thought should inform the size-of-council. Discussions around the three tables covered a wide range of values, from the personal traits of individual councillors, to efficiency, to broad desires for a Council that is focused on the common good.

² Association of Municipalities of Ontario (AMO), *Municipal Council Counts*.

The hour-long conversation led into a plenary discussion during which a representative from each table presented the ideas.

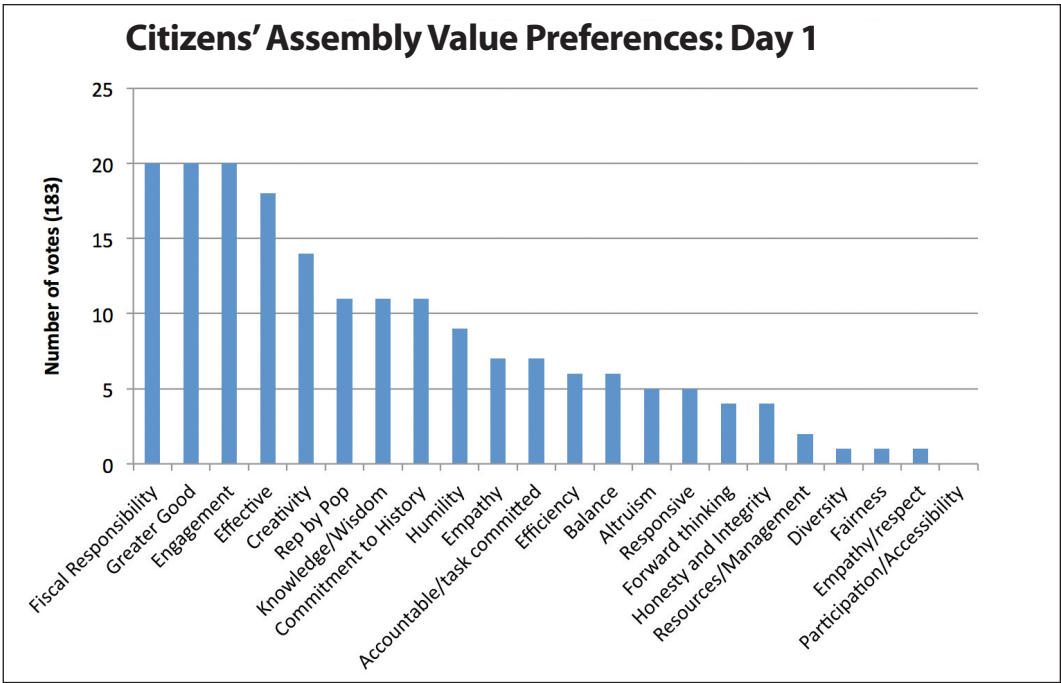
There was plenty of agreement and overlap. Some ideas were self-explanatory and others prompted questions and discussion. A list of what the Assembly came up with is included below.



Honest and Integrity	Responsive	Empathy/Respect/Civility	Empathy
Creativity	The Greater Good	Participation/Accessibility	Diversity
Humility	Effective	Accountable/Task committed	Efficiency
Forward thinking	Fairness	Commitment to history	Balance
Fiscal responsibility	Representation by Population	Engagement	
Altruism	Knowledge/Wisdom	Resources/management	

Assembly members then “voted” on the values. Members were given eight yellow Post-it notes and indicated their preferences by placing the yellow squares on those values they deemed

most important. These values and their relative support formed the starting point for the Citizens’ Assembly’s discussions on the second day of deliberations.



Before ending the day, Assembly members were assigned a little “homework.” Before the next meeting, each member was asked to speak with at least four people about the very same questions facing the Citizens’ Assembly: what

values do you think should inform the size-of-council? And, what is the appropriate size-of-council? With that, the first meeting of the Prince Edward County Citizens’ Assembly recessed. It was a productive and busy day, with much more to come.

Saturday August 10, 2013

Thinking through values and their implications

The second meeting of the Prince Edward County Citizens' Assembly on the size-of-council reconvened at the Picton Town Hall two weeks after the first. The sky was as blue as during the first meeting but members had no qualms about spending another day indoors. Knowing the work ahead of them, the Assembly members arrived promptly and got down to business. From the

“ I am really impressed with how engaged the assembly members are with this question. This is not an easy issue. Council has been wrestling with it for some time. I am encouraged by the level of commitment here and look forward to what they have to say.

– Mayor Peter Mertens,
press release August 10, 2013

front of the room, Jonathan Rose welcomed everyone back and presented the agenda for the day. On this day, the Citizens' Assembly would hold a series of round table conversations and plenary discussions, and would hear from a panel of sitting Prince Edward County councillors. By the end of the day, the Assembly would begin bringing their deliberations about the size-of-council into sharper focus by prioritizing the values that they established on Day One and by thinking through their real-world implications.

In the morning

As the Assembly members settled in, so too did several curious observers in the small viewing gallery at the back of the room. Before the session began, the observers were asked to introduce themselves to the Assembly. There were a few councillors, some County residents and even a couple of people who were organizing a deliberative forum in Bolivia and who wanted to observe a Canadian citizens' assembly. All expressed a desire to see the sight of public decision-making in action.

With these introductions made, Rose set the tone for the day. It was clear that the question about the appropriate size-of-council could take conversations along many divergent paths. But as

a constant reminder of the Assembly's mission facilitators unfurled along a side wall a banner that read “Does this help us answer the question?” This was the Assembly's lodestar; the guiding principle that would keep members on the right course as the conversations unfolded. Assembly members and facilitators alike appreciated a visual reminder to stay focused. Over the course of the day, merely pointing at the banner would act as a shorthand way of pulling conversations back on track.

This session began with a report from each of the Assembly members about their “backyard conversations.” The individual Assembly members had been asked to go out into their communities and talk to friends, family and co-workers and to ask two questions: what values should inform the size of Council, and what is the appropriate size-of-council? This was a way of taking the temperature of the broader Prince Edward County community. Assembly members did not disappoint, and neither did the County residents they consulted. In small groups, and with the help of facilitators, Assembly members recounted their experiences, what they heard from neighbours, friends, co-workers, and in a surprising number of cases, complete strangers! On large flip charts, facilitators recorded the general themes that were relayed by Assembly members and opinions about the size-of-council. For the most part, there was a common set of values that County residents thought were important in determining the size-of-council. Similarly, the people members spoke with consistently tended to think that council ought to be smaller or stay the same size. While not a scientific sample, it seemed that reports from the broader community reflected many of the same thoughts and values that were discussed by the Assembly on Day One. The Assembly took the results as a positive sign that it was on the right track. A transcription of facilitator notes are listed in Appendix 1.

After a short plenary discussion about what everyone had heard, the Assembly returned to the cluster of values developed in the first session. A list of twenty-three values was projected onto the screen at the front of the room. In a plenary

discussion, Jonathan Rose led the conversation while facilitator Aaron Ettinger adjusted the list to reflect the Assembly's new thinking. The conversations covered three areas: additions to the list of values overlooked in the previous week, areas of overlap, and areas that needed clarification. The purpose of the exercise was to begin the process of prioritization and ensure there was consensus on the Assembly's collective beliefs. Slowly, through deliberation, debate and argument, the Assembly clarified terminology. Conversations explored different avenues of thinking about the values, finding dead-ends here and helpful insights there. The process of thinking through the language sometimes veered off track but was very capably brought back to the centre by the astuteness of the Assembly members. After some discussion, the list of values slowly evolved with help from some organizing concepts suggested by one member. It was an excellent start and provided great fodder for a conversation that would continue in the afternoon.

After a break for coffee, it was time for the centrepiece of the day: a roundtable conversation with six County Councillors hosted by facilitator Tim Abray-Nyman. This was a unique opportunity to get an inside perspective from the people who are entrusted with the public interest. Councillors work hard to engage citizens, but this was different: it was a rare opportunity for citizens to engage councillors. The six councillors, who generously gave up their time on a summer Saturday, shared the nuts-and-bolts of sitting on Council. Assembly members listened intently and quizzed the panelists as they discussed their day-to-day lives as elected representatives and the challenges and surprises that they encounter.

The panel of elected officials represented different backgrounds and viewpoints, including first-term councillors and veteran representatives. Bev Campbell, who, as Acting Mayor, had kicked off

the Citizens' Assembly two weeks prior, gave her insights as a representative from Picton (Ward 1); Janice Maynard and Dianne O'Brien from Ameliasburgh (Ward 4) brought their long experience on Council representing the most populous ward in Prince Edward County; Jamie Forrester, from Athol (Ward 5) brought his insights from years spent in the private sector to bear on how this most public of institutions works; Heather Campbell, a first term councillor and Keith

MacDonald, a veteran of thirty-nine years on Council, represented Hallowell (Ward 6) at the round table. All together, there were many lifetimes of public service experience in Picton Town Hall that day.

The conversation was as wide-ranging as it was captivating. Councillors

began by speaking about the expectations they had about their role before entering office and the surprises they encountered after getting down to the business of representing the public. On this question, the specific experiences were different but the basic theme was consistent: this is a busy part-time job. Representation is more than just sitting around the "horseshoe" at Shire Hall. Councillors said they wear their responsibilities every waking moment, whether they are answering phone calls at the breakfast table, bumping into constituents at the grocery store, or working in the office.

Bev Campbell reported working upwards of sixty hours per week when she was first elected. But as time went on, the time crunch eased. Dianne O'Brien suggested that she averages about thirty five hours per week as a councillor. Janice Maynard made an important point about the difficulty of balancing the supposedly part-time responsibilities as a councillor with her own small business, especially during election time. Other councillors concurred with this sentiment. Keith MacDonald, the longest-serving councillor on the panel captured the tension between time and responsibility: councillors have to look after the small things for their constituents and this is getting harder to do. The amount of time that councillors

Councillors' Roundtable

Bev Campbell
Heather Campbell
Jamie Forrester
Keith MacDonald
Janice Maynard
Dianne O'Brien





Councillors share a laugh at the PECCA Roundtable

spend as part-time councillors is, they said, one of the biggest misconceptions they face.

On a more philosophical level, the councillors spoke about the nature of teamwork and competition on Council, civility and the impulse towards ward territoriality, not to mention the messy and sometimes inefficient nature of the democratic process. They echoed many of the conceptual distinctions that the Assembly members had been debating between “efficiency” and “effectiveness.” Perhaps most surprising was the way these issues speak to the fundamental question that councillors grapple with: what is the proper role of Council? The answer, whatever it may be, informs everything else.

Though the discussion was scheduled for about an hour, it stretched to almost two. Assembly members were content to delay their lunch and were eager to listen and ask questions; councillors responded generously with their answers and their time. Without a doubt, the councillors’ round table added a great deal to the Assembly members’ understanding of how the institution works and gave them renewed appreciation for the implications of their decisions.

In the afternoon: Finding the right note

Returning after lunch, Assembly members shared their immediate reactions to what the councillors had to say. Everyone was impressed with the degree of commitment shown by their councillors.

Shortly thereafter, the Citizens’ Assembly returned to the conversation that had started in the morning. They still had to clarify and prioritize among the values they discussed on Day One. The discussions that ensued were the most challenging thus far. For over an hour, the Assembly members worked through their concepts like singers searching for the harmony. They explored the dynamics of the values they had developed, refined the terminology, and



Assembly members were left with the impression that the particular matter before them – what is the appropriate size-of-council – has significant implications for both day-to-day of representation and the long-term health of democracy in Prince Edward County.

began organizing the themes in their logical sequences. It was detailed and, at times, frustrating work but well worth the struggle. Soon enough, the voices and ideas blended into a sound that was much more agreeable.

In concert, the Assembly began to distinguish between “values regarding the size-of-council” and “values that we want reflected in an elected official.” This was a crucial distinction. There is no doubt that the public wants representatives to be fiscally responsible, honest, respectful, knowledgeable and engaged. Who would disagree? Yet Assembly members ultimately agreed that matters related to the character of elected representatives are best left

to voters at election time, and they set about uncovering factors that bear specifically on the question of council size. This was an important moment in the deliberation process.

Ultimately, the cluster of values was refined into three general categories suggested by an Assembly member: *process oriented values; values relating to the size-of-council; and individual councillor attributes*. Once these distinctions were marked, the plenary discussion focused on classifying the values under the proper category. The chart below shows the Assembly’s thinking halfway through the afternoon.

Process	Values regarding size-of-council	Individual Attributes
Fiscal responsibility	Greater Good	Engagement
Effective	Balance	Participation of citizens
Efficiency	Fairness	Wisdom/knowledge
Good resource management	Representation by Population	Fiscal responsibility
Accountability	Accessibility of Council to Citizens	Honesty and integrity
Forward thinking	Responsive	Humility/civility/empathy
		Respect and altruism

After further discussion, there were still clarifications to be made. The Assembly decided to collapse some value statements into others, and set process oriented values and individual attributes aside for later reference. In doing so, Assembly members settled on the following six value and value clusters.

Representation by population Greater good Balance and fairness	Accessibility to citizens, responsiveness and engagement Effectiveness Forward thinking
---------------------------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------

By 2:45 PM, the primary values were embodied in a deeper and more directed conversation about their relationship with the size-of-council. After such detailed deliberation, the Assembly members were confident that they had gotten it right.

In round table conversations, the Assembly members addressed each of the five values. Each value was assigned to a different group and facilitator. Assembly members chose which conversation they wanted to join and “voted with their feet” accordingly.

With time running short, the Assembly had two blocks of time remaining to redefine each value and to think through the implications for Council. Working with facilitators, the round tables did two things. First, they discussed the meaning of each value in light of everything they had heard, and second, they made arguments about the implications of this value for the size-of-council if Council was larger, smaller and if it stayed the same. This exercise served to draw discussions about abstract high-level values into the real world. Moreover, it prepared the Assembly for

some of the discussions on Day Three during which these implications would be held up against actual examples of different council sizes. About twenty minutes was spent discussing the meaning of the value and twenty discussing the implications for the size-of-council. As the clock neared four o’clock, the Assembly reconvened in a plenary to report back on this second set of conversations. A transcription of the activity cards can be found in Appendix 2 of this report.

Time was up but the conversation continued. Though exhausted, the Assembly was prepared to continue through the complex issues laid out before them. It was a testament to their work ethic and sense of mission that members wanted to go on as the minute hand tilted past 4:00 pm. Though they clearly had more to say, Jonathan had to remind the members that time was up and that they would have more time when they next met for the final meeting two weeks hence. On August 24, the Assembly would test their values against real-world options for size-of-council reform and come to a final recommendation.



Saturday August 24, 2013

From values to a recommendation

The third and final meeting of the Prince Edward County Citizens' Assembly convened on August 24, 2013. There were no more presentations and no more lectures. Today was decision day. Assembly members arrived as punctually as they had for the previous two meetings and were prepared for a busy, intense day ahead. At 9 am, Jonathan Rose welcomed everyone back for the final session. There were three major tasks on the day: fine tuning the values that the Assembly had crafted over the first two meetings; analyzing the optimal size-of-council for each of the individual values, and then deliberating openly about a satisfactory size-of-council.

In the morning

Before beginning in earnest there were a few small but important matters to address. First, as with the other meetings, members of the viewing gallery were asked to introduce themselves. For this final meeting, the audience was larger and included journalists, interested citizens, and one "concerned councillor." This last introduction got a good laugh out of the Assembly. With the introductions made, Jonathan Rose reviewed some of the media attention that the Citizens' Assembly process had received over the previous two weeks. There had been newspaper coverage in outlets like the *Wellington Times*, the *Belleville Intelligencer*, as well as local radio and even a radio segment on CBC's province-wide show *All in a*

Day. Debate also continued on *County Live* and on the Assembly web-based discussion board. Clearly, word of the Citizens' Assembly was getting around. On this day, they would hammer out a decision. There was a

brief conversation about how news coverage or other petitioning may have affected Assembly members over the previous two weeks. All agreed that the attention was respectful and that no one had unduly sought to influence their thinking.

It was then time for some social science. Assembly members were asked to complete survey questions designed to gauge political attitudes. The questions were derived from the Canadian Election Survey and were intended to generate information about the kinds of citizens who volunteer for this kind of process. After about twenty minutes, the surveys were collected and the Assembly got down to business.

At 9:30, the Assembly set out to review the values, their meanings and implication that had been generated two weeks prior. Summarized versions of the values were projected on to the screen while Assembly members consulted exact transcriptions of their deliberations from the previous session. Though the values and implications had already been given a great deal of attention, it was important to get them right. After all, these values are were terms of reference that would inform the final size-of-Council decision. The discussion that ensued proved fruitful and Assembly members were pleased with the depth, letter and spirit of the values.

As it happens, the members were much more interested in exploring the implications of the values. They identified matters that had not been taken into consideration yet, including such things as the effects of their decisions on administrative staff and the associated costs, committee participation and the effects of physical size of new wards on councillor workload. In keeping with the previous week's conversation, there was further discussion of the culture on Council. This was an important consideration to take into account. Jonathan Rose reminded them that the structure of institutions and their culture are inter-related.



Table 1:
How does municipal representation in the County compare with others?

	Municipality Type	Population	# Councillors (+ 1 mayor)	Wards	Residents per councillor
London	Single tier	366,151	14	14	26,153
Peterborough	Single tier	78,698	10	5	7,870
Kawartha Lakes	Single tier	73,214	16	16	4,576
Norfolk	Single tier	63,175	8	7	7,897
Belleville	Single tier	49,454	8	2	6,182
Quinte West	Single tier	43,086	12	4	3,591
County of Brant	Single tier	35,638	10	5	3,564
Stratford	Single tier	30,886	10	1	3,089
Prince Edward County	Single tier	25,258	15	10	1,684
Brockville	Single tier	21,870	9	1	2,430
Sudbury	Single tier	21,196	12	12	1,766

Source: municipality websites; Statistics Canada *National Household Survey 2011* available at <http://www12.statcan.gc.ca/nhs-enm/2011/dp-pd/prof/index.cfm?Lang=E>

Throughout this hour long conversation, Assembly members agreed that the current Council size is not tenable; an even number of councillors plus a mayor is necessary to arrive at decisive voting majorities on Council. This was a very important point of convergence.

Some of the conversations emphasized the importance of the ‘forward thinking’ value, which anticipated perfectly new data that was then presented to the group. Prior to the final session, facilitators provided information on other single-tier municipalities in Ontario of similar population or similar Council size in order to give a sense of where Prince Edward County sat among its peers. Table 1 illustrates these numbers. The municipalities are arranged according to population so Assembly members could see how Prince Edward County ranks alongside with

other similarly sized municipalities. Of special interest was the column on the far right which shows the average number of residents that each councillor represents.

Assembly members were also provided data that showed current and future councillor-to-resident ratios. This gave members assurance that their recommendation would be appropriate well into the future. According to a 2011 Official Plan Review paper, the County population will rise to 27,258 in 2031, an increase of 2,000 residents.³ Table 2, reproduced on the following page, presented Assembly members with an idea of how many residents would be represented by each councillor under different Council sizes in the year 2031. This was important information to consider when thinking about the downstream effects of the size-of-Council decision.

³ Projected population is based on Statistics Canada *National Household Survey 2011*; figures for Prince Edward County are from *Prince Edward County and Growth 2031: People Make the Difference*. Official Plan Review Issues Paper 2, County of Prince Edward Planning Department, July 2011, pp. 8.

Table 2: Projected Prince Edward County Residents-per-Councillor, 2031

Size-of-council in 2031	Number of Residents- per-councillor in 2031
If there are 20 councillors	1,363
If there are 19 councillors	1,437
If there are 18 councillors	1,514
If there are 17 councillors	1,603
If there are 16 councillors	1,704
If there are 15 councillors	1,817
If there are 14 councillors	1,947
If there are 13 councillors	2,097
If there are 12 councillors	2,272
If there are 11 councillors	2,478
If there are 10 councillors	2,726
If there are 9 councillors	3,028
If there are 8 councillors	3,407
If there are 7 councillors	3,894
If there are 6 councillors	4,543
If there are 5 councillors	5,452
If there are 4 councillors	6,815
If there are 3 councillors	9,086
If there are 2 councillors	13,629
If there is 1 councillor	27,258

Source: *Prince Edward County and Growth 2031: People Make the Difference*.
Official Plan Review Issues Paper 2, County of Prince Edward Planning
Department, July 2011,

These conversations came to an end at about 10:30. After a quick break, it was time, as one member said, “to put the rubber to the road,” or, more accurately, put numbers to the values. In small working groups, Assembly members deliberated on the question “what size-of-council best satisfies each individual value?” The purpose of this exercise was to decide how many councillors could satisfy each value individually and then see what kinds of patterns emerged, perhaps even see if the Assembly could come up with a line of best fit. On a sliding scale worksheet,

each individual Assembly member was asked to think about possible Council size and mark a point or shade a range along the continuum that he or she thought was just right for each value. A version of this worksheet is reproduced on the facing page. It is important to note that this table only shows even numbers of councillors so that, when the mayor is added, Council would be comprised of an odd number of people. This reflects the Citizens’ Assembly’s deliberations over the past two meetings.

Table 3: Matching Values with the Right Number of Councillors

	number of councillors					status quo					
	2	4	6	8	10	12	14	15	16	18	20
balance & fairness											
effectiveness											
forward thinking											
greater good											
openness											
'rep by pop'											

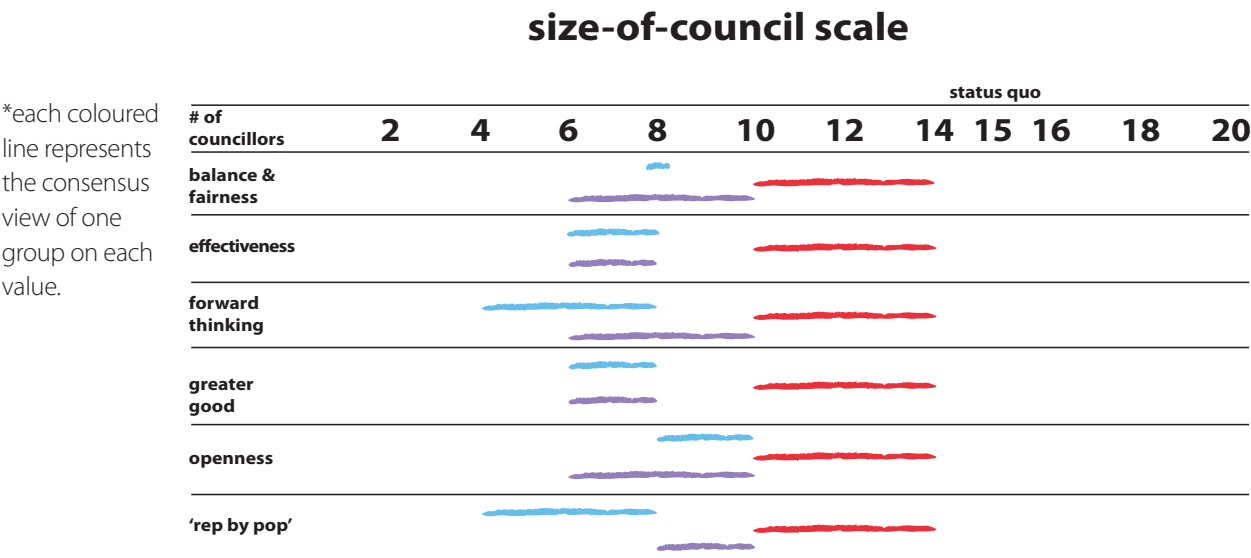
But the working group session, which was allotted a full 75 minutes, was not just a matter of marking an 'X' under a number. It was about explaining choices. Moving from value to value, the members of each group stated their preferences, defended their choice and persuaded others that theirs was the best figure. Facilitators pressed each group member on their reasoning while all preferences were recorded on a master work sheet. Once the individual preferences were recorded and explained, each working group assessed the convergences and outliers. Preferences that clustered together were taken as important points of agreement while the outliers were interrogated further. For the most part, each table demonstrated a general convergence on a narrow size-of-Council range. But there were some members who registered disagreement

and these voices are a valuable component to a Citizens' Assembly. This set the scene for the afternoon when the varying views would have to come together, and quickly.

In the afternoon

The Assembly rounded the final turn and headed into the home stretch. Members of the viewing gallery returned to their seats. As the four o'clock deadline got closer, the sense of determination and desire to find commonality were palpable. All the lectures, roundtable discussions, plenary sessions and homework had served their purpose in providing a solid foundation for a reasoned and principled decision. It would all come together this afternoon. With no time left for hedging, the Prince Edward County Citizens' Assembly had to reach its conclusion.

Table 4: Mapping Values to size-of-council*



After lunch, the Citizens' Assembly reviewed the results of its morning discussions (Table 4). There were four major observations made. First, there was no appetite to increase the size-of-council. Second, the line of best fit for two out of the three tables was somewhere between six and eight councillors. An outlier table expressed a preference for a Council between ten and fourteen councillors but still smaller than the present Council. Third, a few dissenters maintained a strong affinity for the status quo. Fourth and perhaps most importantly, the line of best fit that accounted for the most number of interests was ten councillors. In other words, ten councillors (plus a mayor) was the number that came closest to satisfying most of the members' preferences.

Each table explained its reasoning for landing upon its range of preferences, and very often the reasoning was similar. But arriving at different conclusions by way of similar reasoning needed further explanation. The table with the highest range (marked in red) agreed that a smaller Council was desirable but was not prepared to go too small lest it give up flexibility in determining the number of wards. Other tables were more confident that six-to-eight councillors could satisfy all of the values. The group represented by the purple line was not prepared to contract Council too much for fear of permitting strong personalities to dominate a small group. For them, this would violate a number of principles so they felt the range should not drop below six. The group represented by the blue line was the most dramatic in its general will, suggesting that council could be as low as four to satisfy forward thinking and representation by population, but about six-to-eight in order to satisfy most other values. Clearly, arriving at a precise number was not going to be easy. Members were told by



Jonathan Rose that deliberation is about interests and not positions. Many of the members talked about the shared interests in the data suggesting that the process from here was about fine tuning not realigning.

As Assembly members and the viewing gallery absorbed the results, there was one quick resolution that could be voted on: "We believe that Council should not be larger." The Assembly agreed to this unanimously. The next question did not receive the same resounding support. Lead facilitator Jonathan Rose asked if it was the consensus of the group that the appropriate size-of-council should be ten. Only about a third of the group agreed. This was perfectly fair. Though ten was the line of best fit, consensus decision making is not about acting on the average of people's preferences, but rather an outcome that is satisfactory to all. So discussion continued.

And so the most challenging part of the entire Citizens' Assembly process began. Facilitating from the front of the room Jonathan weaved the conversation together, collecting thoughts, summarizing positions and pushing people on their ideas. This was no light conversation. Every angle was interrogated. By about 2:30 there had been some movement at bringing people's opinions towards the eight-to-ten councillor range but not enough to have consensus. It was time to take the room's temperature. Assembly members were asked to rank their preferences between eight and ten. They were asked to raise one finger to express first preference, a two to express second preference, and a fist to reject both options.

The poll was fairly evenly divided between those who preferred eight or ten as first preference. A group of four dissented from this majority expressing preferences for either fourteen or fifteen councillors. Though the vote was split and did not articulate a precise number that expressed the will of the Assembly there was one very important revelation: 81 percent of the membership supported a council with eight-to-ten members.

This level of support already had 'supermajority' support but deliberation is about giving ample voice to minority opinions. After a short break, the theme of the discussion became whether the eight-to-ten range could satisfy members who were adamant about twelve-to-fourteen and the status quo. At the back of Picton Town Hall, a small viewing gallery that had been home to one or two curious observers in the past was now packed. Three journalists, a handful of councillors and a group of curious citizens watched the conversation unfold. The plenary session weaved

through the ideas and narrowed the consensus to a reasonable range of options. By three o'clock a consensus had yet to be forged and with an hour left, no one in the room, not the Assembly members, the facilitators, or the onlookers, could say what the outcome would be.

There were two lines of thinking among the small minority who had concerns about the consensus view that ten would be the ideal number. Members who wished to retain the status quo did not think that the institution of Council as such was broken, but rather that Council dysfunction was a product of personality clashes. The second line of thinking argued that a twelve-to-fourteen range was preferable because it solved the problem of the tiebreaker mechanism while retaining enough representatives to ensure that smaller communities would not lose their traditional voice on Council. The conversation that followed was intense and wide ranging. Some members expressed a willingness to shift opinions but by 3:30 it was time to settle on a number and the question was put to a vote. Jonathan asked "Do you recommend the Council be made up of ten councillors plus a mayor?" This question received supermajority support with 81 percent. It was agreed that a minority report would include the views of those that preferred twelve-to-fifteen councillors. A more complete explanation is available in the minority opinion at the end of this report, on page 21.

A recommendation with supermajority support would ordinarily be cause for celebration. Here, however, the Assembly turned to the other major issue that hung over the Assembly: ward configuration in Prince Edward County. Though it was not in the Assembly's mandate, members were convinced that the recommendation would



fall flat without some guidance to Council on how to operationalize this number. Everyone agreed that it was well worth having a conversation about how their recommended number informed the ward system.

Time was running short but the Assembly's recommendation of ten councillors pointed to several obvious ward options: at-large, two wards, five wards or ten wards. There was clear consensus that at-large would not be viable because of the expense of campaigning as well as the fear that the voice of smaller communities would be lost in an at-large system. Everyone also converged upon the idea that parochialism should not become the enemy of the greater good. Because of that, ten wards would be too many. Consequently, the Assembly's logic suggests a two ward option and a five ward option. Reinforcing this point, members also said that their values of satisfying the greater good, effectiveness and forward thinking implied fewer wards than the current ten. Some noted that a two or five ward system appeared viable but that more study would be needed in order to make an informed decision. After some spirited discussion, the Assembly articulated a series of principles that they felt should guide boundary re-districting reproduced below (Table 5).

Table 5:
Principles that Should Inform Future Ward Boundary Changes

Any new ward system should be drawn with careful consideration of urban and rural areas. This includes redefining what constituted an urban area in Prince Edward County.

Representation by population must be satisfied in any boundary re-districting. The implication of the Assembly's ten-councillor (plus mayor) recommendation was that the current ten-ward structure was not viable and would need to change.

An at-large system (one ward) should not be pursued because it disadvantages the smallest communities and is costly for candidates to campaign.

Redistricting must be accompanied by meaningful consultation with the public.

With that the Assembly had completed its assignment. All that was left was to draft and ratify the following statement for Council:

“We, the Prince Edward County Citizens’ Assembly, recommend that the appropriate size-of-council be ten (plus mayor), distributed across a number of wards that satisfies the values we have articulated.”

The Assembly was asked to vote on the following:

Do you agree that this recommendation is an accurate representation of this body’s deliberations?

100 percent agreed to this statement.

Is this the recommendation you would like to put forward to council?

81 percent agreed to this statement.

The recommendations were given supermajority assent by the Citizens’ Assembly and the job was done.

To close out the three day process Jonathan Rose expressed how grateful and impressed he was with the intellect and commitment of the people in the room. Kind words were reciprocated by Assembly members who, through the process showed great humour, generosity and seriousness, and were a testament to the civic spirit of Prince Edward County residents.

From the back of the room a bottle of sparkling wine (from the County, of course) went “pop.” The members of the Citizens’ Assembly toasted their work. Handshakes and fond farewells followed. More than a few commented on the bitter-sweet nature of the day. Giving up another Saturday would not be missed but the same could not be said for the new friendships that were made. As glasses were raised to the Assembly’s fine work, one member, a volunteer fire fighter, was called into action. Saying his goodbyes on the run, he gathered his things and hastened to his duty.

It was a fitting end for this unique citizen deliberation. For him, as one civic duty ended, another began.



Minority Opinion

While the final recommendation received a strong supermajority support, there were four members who expressed different views. Their positions were strongly held and articulately expressed during the deliberations. Though the arguments did not sway the supermajority, dissenters made their cases with integrity and conviction. These minority voices reflected two separate positions.

The Status quo: Changing the size-of-council is the wrong solution to the wrong problem.

The first opinion held that the problem with Council is not the size but with the councillors. Proponents of the status quo argued that there is nothing wrong with the institutional make-up of Council itself. “If it ain’t broke don’t fix it” was the refrain from these proponents. Problems that afflict Council come as a result of the personalities of the councillors. Reducing or increasing their numbers will have no qualitative effect on the way Council operates. Assembly members who took this position maintained that the status quo is just fine. Instead, councillors need to do their best to avoid personality clashes and entrenched positioning.

Proponents of the status quo drew upon the broader values that the Assembly had identified to make their case. Two in particular stood out. First, thinking about the greater good before parochial or personal interests, councillors can foster a more cooperative environment in which to do the work of County citizens. Moreover, the values associated with openness – engagement, accessibility and transparency – can be fostered in Councils of any size. If councillors pay close attention to these virtues, then many of the problems that beset Council can be solved.

Council is too large, but ten is too small: Fourteen councillors is a more appropriate size-of-council, not ten

The second opinion held that the size-of-council does, in fact, need to be reduced. But members taking this position were not prepared to accept a Council made up of ten plus a mayor. These members agreed that the tie-breaker mechanism under the current sixteen-seat Council needs to be fixed, but that the best option is a reduction of Council by a single seat. The basis for this dissension was a concern for smaller communities in Prince Edward County. These members argued that eliminating too many seats from Council would be detrimental to the traditional representation that smaller and rural communities have enjoyed on Council. Subsuming the interests of small communities into larger constituencies would be disadvantageous. Moreover, the local identities that are so much a part of civic and social life in Prince Edward County would be compromised. Ultimately, reducing the size-of-council by one achieves the aim of fixing the tie-breaker problem without eliminating the traditional representation of small communities.

The Prince Edward County Citizens' Assembly

Who they were and how they were selected

The method of randomly selecting citizens to serve their communities has a long history. Jury duty is probably the most familiar way of staffing citizen panels. The Prince Edward County Citizens' Assembly took a distinct approach to selecting its members. The method was designed to maximize the randomness of invitation, rigour of methodology, while also ensuring that the Assembly would be representative of the community.

Step 1 – Select 5,000 electors

Invitations to opt-in to a civic lottery were sent out to 5,000 electors drawn from a current voter's list. This number was chosen because best practices for this kind of mail out suggest a 5 percent return rate. That would yield 250 responses which was deemed sufficiently robust to select twenty-four

assembly members. The 5,000 electors were chosen using a true random number generating system that had been independently tested and certified. The selection was weighted to account for population distribution across the County and gender equality in each ward. Therefore, the number of invitations, by ward, looked like this:

Table 6: Citizens' Assembly random selection method

Ward 1 Picton	750 invitations	375 female + 375 male
Ward 2 Bloomfield	100 invitations	500 female + 500 male
Ward 3 Wellington	400 invitations	200 female + 200 male
Ward 4 Ameliasburgh	1,150 invitations	575 female + 575 male
Ward 5 Athol	300 invitations	150 female + 150 male
Ward 6 Hallowell	750 invitations	375 female + 375 male
Ward 7 Hillier	450 invitations	225 female + 225 male
Ward 8 North Marysburgh	350 invitations	175 female + 175 male
Ward 9 South Marysburgh	250 invitations	125 female + 125 male
Ward 10 Sophiasburgh	500 invitations	250 female + 250 male

Step 2: Collect candidate response cards

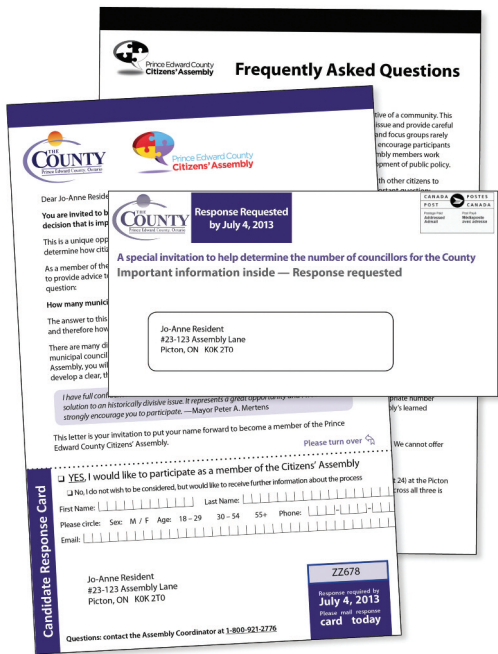
Recipients of the initial 5,000 lottery invitation had approximately four weeks to mail in their response or call a toll free number to register. We had expected around 250 responses from this mailout of 5,000, but 365 response cards were received. This suggests an appetite for this kind of citizen engagement or that this issue was seen as important in the County or perhaps both.

Step 3: Select the winners.

Once all the candidate response cards were collected, the information was entered into a database. Using an algorithm, a list of lottery winners was generated that was balanced for gender, weighted for ward representation and age distribution in the County. The final list of 24 winners reflected the demographic profile of Prince Edward County as accurately as possible based on the available candidates.

Step 4: Calling the Winners

Winning candidates were then called and informed that they had been selected. They were reminded that they had to attend all three sessions and that they would not be compensated for their time.



Step 5: Reselecting

Understandably, some of the winners had to withdraw their candidacy before the process began. To replace these individuals, we returned to candidate response cards for reselection. Cards for candidates that had the same characteristics (age, gender and ward) were collected together and a winner was drawn from the pile at random. The selected card was the new member.

With the 24 candidates selected, phone calls went out to confirm each member's attendance. One member unexpectedly had to withdraw from the entire process the day before the first session. Given the short notice, it was not possible to replace her.

Table 7: Demographic Makeup of 24 Citizens' Assembly members

Gender: 50% female 50% male	Time Lived in County: Less than 5 years 4% 5-9 years 26% More than 10 years 70% Permanent Residents 96% Non-Permanent Residents 4%
Age: 30-54 10 members 55+ 14 members	

Members of the Prince Edward County Citizens' Assembly



In case you were wondering, here is the fine looking group. Each member gave their time and energy to a difficult, but worthwhile process. They should be recognized for their dedication and their commitment to civic life in Prince Edward County. The majority of Assembly members, about 70 percent, have lived in the County for over ten years. Another 26 percent have been here for five to nine years. Every member of the Assembly except one are year-long residents.

Krystina Baklinski (Hallowell)

I have been living in Prince Edward County since 2005. I am a passionate gardener and bird watcher. I volunteer with Community Care for Seniors in Picton, teaching Tai Chi. I taught high school in York Region although I mostly lived in Toronto, where I was born and raised. I retired from teaching in 2004.

George Cadieux (Hallowell)

Born and raised in Montreal, in 1973 I moved to Ottawa to study at Algonquin College and become a mental retardation counsellor. In 1976, I was married and moved to Picton to work at Prince Edward Heights, a facility for the developmentally handicapped, until it closed in 1999. After that, I worked in the community with Community Living Prince Edward until 2006 when I retired. Now I do volunteer work for Regent Theatre, Taste the County and Maple in the County. I have two lovely daughters who live in Belleville and Vancouver.

Drew Dick (Hillier)

Born in 1965, I'm a fourth generation resident of the County. I grew up on a farm near Wellington. I went to school in Wellington and Picton and attended the University of Ottawa and Sir Sandford Fleming College. I am currently a carpenter and tile installer for Loyalist Contractors. I am also a volunteer firefighter. I enjoy all sports, camping, canoeing and music. I've been married for eighteen years and have two teenage children. I currently live near Hillier.

Edie Haslauer (South Marysburgh)

Edie moved to the County with her family in 1980 from Toronto. She went to school in Picton but left after that to live in Toronto and Southern Georgian Bay. She has returned to live in the County and loves it here.

Louise Henney (Picton)

I have been a permanent resident in Picton since the end of April 2013, having previously been a summer resident since 2005. I still have “one foot” in Toronto, commuting twice weekly. I am originally from the UK and have lived in Vancouver, Halifax and Toronto prior to Picton. Apparently, being close to water is important to me. My favourite place in the County is Point Petre.

Nancy Jackson (Picton)

Born in Prince Edward County as Nancy Gorsline, I attended Prince Edward County schools in Sophiasburgh and Picton. I attended Peterborough Teachers’ College and taught elementary school for thirty five years in Peterborough, Renfrew County, Stanford Township, and Prince Edward County. My favourite jobs there were as teacher librarian and setting up a junior kindergarten program. I have been married for fifty four years and have two children and five grandchildren. I participate in the Command Performance Choir and the Picton United Choir. I also work at the Hospital Auxiliary and Cancer Society where I am trained to visit the newly diagnosed. I started a breast cancer support group here. When I am not volunteering, I enjoy gardening and golf.

Lynn Kennedy (Ameliasburgh)

As part owner of East & Main Bistro and Pomodoro, Lynn has invested her future in Prince Edward County. After a long and fulfilling career, she realized that the County offered a unique blend of community and opportunity that perfectly suited her dreams. As a foreign exchange trader at the Bank of Montreal, Lynn learned the realities of business dealings. She was promoted to senior management because of her ability to foster teamwork and staff development. As a Managing Director in both Montreal and Toronto, she was responsible for large project initiatives such as electronic trading. Her ability to bring together people of diverse backgrounds made her a natural choice to manage capital markets staff in China. (Perhaps growing up in Montreal

developed her ability to find common ground for people from diverse cultures?) As a board member on an international capital markets professional association, Lynn was able to support her love of travel, while meeting business people from around the world who have come to visit her at home, and understand why she feels the County is so special. She and her husband still travel, but are always happy to return to heaven on the north shore of Lake Consecon.

Linda Labelle Kingston (Wellington)

I moved to Wellington seven years ago from Toronto. I graduated from Queen’s University and York University where I taught Visual Arts for one year before living in Nairobi, Kenya for seven years. As the spouse of a diplomat I learned to play squash, tennis, golf and taught art part-time at the International School of Kenya. Ever since, I have pursued a career as a practicing artist, digital painter, art instructor and importer of crafts from Kenya. Presently, I live in the lovely town of Wellington, where I enjoy cycling, swimming and wine-tasting.

Betsy Knight (Wellington)

I grew up in Picton as the daughter of an Anglican clergyman. I have four brothers and I lived in the Anglican rectory until the age of ten, when I moved to Belleville. There I continued my elementary schooling and attended BCIVS Collegiate until grade thirteen. I attended Trent University and Ontario Teacher Education College in Hamilton. Upon graduation, I left to explore the “west” – teaching and residing in Edmonton for six years. I returned to Ontario and taught in northern and western Ontario, finally returning to Prince Edward County in 1998 where I taught at St. Gregory’s Catholic School until I retired in 2012. Throughout my teaching career, I was always very involved in community and service initiatives. I was a teacher representative for six years, writing curriculum and developing policy on safe schools initiatives for the Grande Erie Board of Education I have been very involved in promoting United Way campaigns in various

schools from 1990 – 2012 as a teacher representative. I am presently involved as an instructor in the Roots of Empathy program at St. Gregory's, Picton. This program encourages children to be more caring and kind citizens. I have always believed that one person can make a difference and I am very fortunate to live in the County with my husband.

Durelle Kowacz (Sophiasburgh)

I was born, raised and educated in Prince Edward County. After graduating from Ontario Business College, I accepted a position at a radio station in Brampton for five years as a secretary and traffic manager. I left in 1958, got married and start a family of two sons and a daughter. In 1965, we moved to Maryland where I worked as a secretary to the Vice Principal at Duval Senior High School. Returning to the County in 1976, I started a ceramic business selling wholesale and retail as well as teaching classes. After ten years I needed a change so went back to school at Prince Edward Collegiate to develop my computer skills. Upon completion in 1988, I accepted a position as secretary at the Board of Education in Bloomfield and worked there until I retired in 1998. I winter in Florida and spend my summers on Big Island. I learned how to play shuffleboard and played for Team Canada in Australia and Germany. Supported by Council and the Recreation Department, I am happy to say that the Club is finishing its fifth year. The greatest reward is to hear the players laughing and returning each week to play. New challenges have been my way of living so I feel that being chosen to participate on the PEC Citizens' Assembly is an honour and my way of giving back to the County.

Betty Kuhn (Ameliasburgh)

Betty and her family moved to the County in 2000. As an avid boater, Betty was attracted to the beautiful scenery and the waterways. The wineries didn't hurt as well! Betty is a resource teacher and works with children with special needs. She is really interested in the Citizens' Assembly process and looks forward to sharing the work of the Assembly with students and seeing democracy at work.

Mark McFarland (Hallowell)

Mark is a founding partner of the Jeffries McFarland Group, part of TD Wealth Private Investment Advice. Mark has over sixteen years of industry experience and has been working with TD since 1998. He is a graduate of the University of Western Ontario. Aside from his time at UWO, he has lived in Prince Edward County his entire life. Mark and his wife Patti recently started their family with the birth of their daughter.

Bill McMahon (Ameliasburgh)

I am a retired businessman who has resided in the County for the past fifteen years after moving here from Toronto. I have a background in real estate sales and small business ownership, having owned a travel agency, a sporting goods business and a Pay Day loans franchise. Since moving to the County, I have become quite involved in my local community in Consecon. I am currently the president of CARA, the Consecon and Area Ratepayers Association Inc., a position that I have held for the past four years. In the past four years, I have delivered some eight-to-ten deputations before Council representing the interests and concerns of those living in Consecon, the surrounding area and the Ward of Ameliasburgh. Since retiring three years ago, I spend much of my time writing and am actively involved in community theatre in the County as both an actor and director. I sit on a number of committees, with the Museums of Prince Edward County and the Prince Edward County Historical Society. Municipal government is important to me as in my mind it is the level of government that most closely affects us in our everyday lives.

Laurie McRae (Hillier)

Originally from Toronto, I have lived in Hillier for eleven years. I am semi-retired and still do a small amount of human resources consulting for local and Toronto clients. I also work as an Associate of Knightsbridge Human Capital Solutions. My consulting practice specializes in organizational development, total rewards, recruitment and retention programs and human resources strategic planning. I have more than 25 years of leadership experience in a variety of industries including software, telecommunications, music, pharmaceuticals, wholesale grocery and office equipment. My career history includes executive positions with Camilion Solutions, InSystems Corp., ACCENT Corp. and Sony Music Entertainment. I have a BA in Psychology from Queen's University, my Certified Human Resources Professional designation and an MBA from the International Management Centres Association (UK) and Revans University (US). I am married with no children. I enjoy a rich social and recreational life in Prince Edward County. My hobbies include painting, rug hooking, gardening, cooking, cycling, golf and reading.

Ron Norton (Hallowell)

Born and raised on a farm in Sophiasburgh. Left in 1968 to play hockey in Windsor for two years and worked as an apprentice machinist in Toronto. Moved back to the County in 1972 to raise a family. I have owned farms and farm machinery business, and driven transport throughout eastern Ontario and Western Quebec. I coached my first hockey team at the age of sixteen and have coached minor and junior hockey and fastball, and continue to do so. I've won three Ontario championships and have been to many provincial finals. I started the Picton Pirate Jr. Hockey Club in 1988 and continue to own the team. I had an opportunity to go into real estate when I was around 30 but thought I was not disciplined enough and was too busy with kids' sports. In 1997, however, I started my real estate career.

Lisa Papadopolous (Sophiasburgh)

Lisa and her family moved to Prince Edward County in 2010. Born and raised in Hamilton she is a former real estate agent who has been in marketing for over 15 years with a focus that is now honed in on social media. Lisa can guide and train entrepreneurs to embrace social media and get involved via appropriate, strategized approaches, using new media tools such as Twitter, Facebook, Stumble Upon, Hootsuite and YouTube just to name a few. She is also a wife and mother of three.

Peter Silverman (Ameliasburgh)

Peter Silverman completed his doctorate in British Naval History at the U of T. He was a member of the British Armed Forces, an advertising executive university lecturer, and construction foreman prior to becoming an on-air television journalist since 1974 and Ombudsman for CITYTV for 19 years. He has extensive experience working with NGOs in developing countries and has published extensively in academic journals as well as newspapers and the popular press. His books include *Who Speaks for the Children* and *Voices of a Lost Generation*, both of which examine the child protection/welfare system in Canada. He has received a number of prestigious awards for journalism and, most recently, the Order of Ontario and the Queens Diamond Jubilee Medal for service to the community. Peter volunteers in developing countries and has been or is on the boards of several NGOs and agencies including Habitat for Humanity and Save a Child's Heart, Israel, OMVIC Compensation Fund, Canadian Human Rights Voice.

Phil St-Jean (Bloomfield)

I am a lifelong resident of Prince Edward County and a 23 year resident of Bloomfield. I am married with a son. I am self employed as a general building contractor. Before that, I was a restaurant owner. I am currently President of the Picton Kinsmen Club. I have been involved with other service clubs and organizations such as the Regent Theatre Foundation, Picton BIA, Elks, and Prince Edward Curling Club. I have served on municipally appointed committees and was elected Councillor for Bloomfield Ward from 2001 to 2003.

Nancy Stonelake (North Marysburgh)

My background is in software and business development. I have worked domestically and internationally as a consultant primarily for telecom and financial firms. Though I have had a property in the County for almost 15 years, I was able to relocate to the County full time in 2010. Since then, I have served the greater Quinte area, including Prince Edward County by fulfilling the mandate of the National Research Council's Industrial Research Assistance Program. This is designed to help small to medium sized businesses grow through research and innovation. Over this time I have established relationships with local and regional development organizations to help develop business in the region.

Maureen Townson (Picton)

Raised in Montreal and the West Island, in my twenties I moved to Toronto where I lived and worked until retirement. In the thirty years prior to retirement, I managed a highly successful consulting firm that specialized in offering behavioural assessment tools for employment purposes to companies in North America and abroad. In 2002, my husband (from Bloomfield) and I purchased a waterfront home in The County, just outside of Picton, with the intention of using it as a weekend/vacation retreat until we retired. After retiring in 2007, we moved in full-time. Last year we moved to town where we now live.

Tim Verge (Ameliasburgh)

I came to settle in the County by way of Montreal, Brockville and Ottawa. My wife and I have been residents of Ameliasburgh since 1996. I have been a career railroader and currently work as a locomotive engineer for VIA Rail Canada. Despite having to work away from this area, the County remains my home now and into my pending retirement. The beauty of the County is what drew me to the area and it is the people and the slower pace of life that has kept me here. I enjoy fishing, boating and camping along with roaming

the County roads with what little spare time I have. I am interested in this process because there has been so little progress on the size-of-council since we became one municipality. I think that the process is long overdue.

Kathleen Vowinckel (Ameliasburgh)

After living in Montreal, Toronto, Winnipeg and Victoria, I have lived in the County since 1975, first in Sophiasburgh (Big Island) for twenty-five years, and then in Ameliasburgh (Huff's Island). I spent a fair amount of time at universities and have a B.Sc., a B.Ed. and an MBA. Since coming to the County I have been a farmer, and set up the first cooperative preschool in the County. As well I was a consultant (new technology), translator and teacher. I was elected as a councilor in Sophiasburgh Township for three terms. My three children grew up in the County. Over the years I have been actively involved in municipal issues and the environmental concerns of the Bay of Quinte. Currently I am involved in various local groups and am Chair of the Board of Directors of Habitat for Humanity - Prince Edward Hastings.

Colin Williams (Picton)

Was born and raised in Ottawa and moved to Picton in 2008. Colin owns the Williams Diner which opened 3 years ago and, according to another Citizens' Assembly member, serves the best pad thai around. He has been a chef for 20 years in a number of places around the County. Colin is the father of two young children and cooks at the restaurant with his wife. He wishes he had time for a hobby!

Our 24th member was from Athol but unfortunately had to drop out of the process the day before the first meeting. We were unable to replace her given the short notice.

Prince Edward County Citizens' Assembly Team



Jonathan Rose, Director of the Assembly, is associate professor of political studies at Queen's University in Kingston, Ontario. He has edited, co-edited and written four books, numerous articles both in scholarly journals and the popular press on citizen deliberation, political marketing and Canadian politics. A multiple award-winning teacher, Dr. Rose understands the importance of good communication, deliberation and sound organization for public policy. From 2006 to 2007, Rose was the Academic Director for the Ontario Citizens' Assembly, the first body of its kind in Ontario and third in the world. That body was charged by the Ontario government to learn about electoral systems around the world, consult fellow citizens, deliberate on various alternatives and make a recommendation about whether our electoral system is suitable for the province's current needs. Over a nine month period, Rose led a learning team of twelve facilitators and a group of 103 randomly selected citizens. Since 2007, Jonathan has lectured widely about the success of the citizens' assembly model as good deliberative practice. He has spoken to the Ministry of Justice both in Canada and the UK; Melbourne School of Policy Studies in Australia; universities in Canada, Japan, China, New Zealand and Czech Republic. He has been a consultant to the New Zealand government on their proposed citizens' assembly and a regular contributor on citizen engagement to the Institute on Governance's Executive Program. The culmination of this work is a book called *When Citizens Decide: Lessons From Citizens Assemblies*, co-written with André Blais, R. Kenneth Carty, Patrick Fournier and Henk van der Kolk.



Tim Abray-Nyman, a facilitator of the Assembly, is an award-winning communications professional with more than 20 years of experience reaching audiences in both the public and private sectors. Tim has extensive experience in stakeholder relations, public policy communications, employer/employee communications and crisis communications. As a consultant, Tim has designed and led the implementation of many public sector communications initiatives, including providing communications and stakeholder relations counsel to the chief labour

negotiator for the province of Ontario and project-managing communications for the redesign and redeployment of a public sector organization employing more than 1,500 people. Tim has also assisted a wide range of North American business leaders, helping them to become more effective in their dealings with the media. Tim is a former senior communications advisor to an Ontario cabinet minister and, from 1990 until 1995, worked as a radio news anchor, reporter, and editor in several Ontario cities. Tim is the co-author of an IPAC public administration case study: *Building Consensus – exploring broad-based, multilateral collaboration* as a means for executing large-scale change in a public sector environment. Tim holds three academic degrees: a Bachelor of Arts from Queen's University, a Bachelor of Applied Arts in Journalism from Ryerson University and a Masters of Arts in Politics from Queen's University. Tim is currently pursuing a PhD in Politics at Queen's.



Aaron Ettinger, facilitator of the Assembly, is a doctoral candidate in the Department of Political Studies at Queen's University and has extensive experience in managing citizen-led deliberative projects.

Since 2008, he has been project coordinator and roundtable facilitator for MASS LBP, a Toronto-based public engagement firm where he remains as a senior facilitator. Between 2008 and 2013, Aaron facilitated public roundtable discussion groups for clients including the Ontario Ministry of Health and Long-Term Care Local Health Integration Networks, Ministry of Consumer Services, Ministry of Municipal Affairs and Housing, Northumberland Hills Hospital, PricewaterhouseCoopers and Halton Region, among others. He is the author of multiple academic articles and government reports.

Appendices

Appendix 1: Results of 'backyard conversations' July 27-Aug. 10/13

The second meeting of the Prince Edward County Citizens' Assembly began with round table conversations about what members heard from the people in their backgrounds. The general themes of these round table conversations were transcribed by facilitators and are reproduced here.

Group 1: Backyard Conversation Report Back

What values do you think are important in determining the size-of-council?

Ethics	Ability to listen	Forward thinkers
Honesty and Efficiency	Diversity/Term limits	Knowledge
Trust	Altruism	Greater Good
Fiscally responsible	Common Sense	
At large	Communication	

What is the appropriate size-of-council?

✓status quo	✓should be an odd number	✓smaller (lots of support including the following: 10, 9, 8, 7, 6, 5)	✓should be determined by workload
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Group 2: Backyard Conversation Report Back

What values do you think are important in determining the size-of-council?

Transparency	Younger representatives	Efficiency
Representation by region	Good listener and communicator	Integrity
Balance history versus future	Greater Good	Vision and broad perspective
Councillors shouldn't have private agendas	Honesty and Integrity	Transparency
		Fiscal responsibility

What is the appropriate size-of-council?

Smaller ↓↓↓↓↓↓↓↓↓↓↓↓↓↓

Status quo ++++++

Unsure ++

Did not care

Group 3: Backyard Conversation Report Back

What values do you think are important in determining the size-of-council?

Getting on with business	Honesty	Transparency
Fiscal responsibility++++	Representative fairness	Innovation+
Efficiency+	Shared responsibility	Knowledgeable
History+	Accessible and responsible	
Managing the business	Age and geography matters	

What is the appropriate size-of-council?

Status quo ++++++

Smaller ↓↓↓↓↓↓↓↓↓↓↓↓↓↓

Larger

No opinion (a common theme)

Appendix 2: Results of afternoon conversations Day 2

On Week Two, the Citizens' Assembly developed six interrelated values and explored their implications for the size of Prince Edward County Council. The results of these conversations are transcribed below.

Definitions and Implications

Think about the way we defined each value when you are assessing the ward configuration maps and when you make recommendations about the size-of-council.

Balance and Fairness

What does this value Mean?

The needs of the whole County come first.
The needs of all stake holders (permanent and non-permanent residents; business and labour) must be considered.
A county-wide perspective outweighs ward-centric perspectives.
The pressure of history must be balanced against new growth.
Issues should have the same importance to Council, no matter the location (*i.e.* Urban/rural, north/south)The residents of rural areas are as important as those of urban areas. This means equality.
All wards should have urban and rural areas.

What are the implications of this value for the size-of-council

If Council is larger:

There will be more representation for the same number of stakeholders;
There will be better representation and respect for the diversity of all citizens.

If Council is smaller:

Ward boundaries will need to change to reflect the diversity of the population.
Smaller interests will be assimilated into larger interests.

If Council stays the same size:

We retain the same "balance" that presently exists.

Effectiveness

What does this value mean?

Effectiveness means that Council governs and does not manage.
Governing means that councillors decide things (govern), and do not implement things (manage).
An effective Council structure should not lead to tie votes (which under the existing system defeats the motion).

What are the implications of this value for the size-of-council

If Council is larger:

A larger council reduces individual councillor's workload.
More Councillors with fewer constituency responsibilities might lead Councillors to slide into managing or micro-managing.
More ideas and potential solutions are on the table when there are more Councillors. This could yield more effective solutions.

If Council is smaller:

We need a Council with an odd number of Councillors so that tie votes are not defeated by the arbitrary tie-breaker mechanism.
A smaller Council might increase administrative requirements and thereby have cost implications.

If Council stays the same size:

Councillors will continue to emphasize managing over governing, of which we do not approve.
Council staying the same size does not make Councillors more effective and thus is a problem.
It seemed to us that the workload of Councillors is extremely high and may not be sustainable.
Maintaining the status quo does not ameliorate the current situation.
Staying the same means that we retain the arbitrary tie-breaker mechanism.

Forward Thinking

What does this value mean?	Forward thinking means having an electoral model that is adaptable to changes in Prince Edward County population patterns.
What are the implications of this value for the size-of-council	<p>If Council is larger: Changes in one area could have chain reactions across the County.</p> <p>If Council is smaller: A smaller Council is less likely to experience size changes based on population fluctuation.</p> <p>If Council stays the same size: Councillors need to ask themselves if they think the current size-of-council is suited to population changes over the next twenty years.</p>

Greater Good

What does this value mean?	<p>The needs of the county comes first. Citizens should think of the whole. The greater good encompasses all our needs. Collective good takes precedence over individual good.</p> <p>Greater good creates a greater sense of belonging. It stresses commonality over differences. It stresses shared values. It <i>could</i> facilitate at-large voting or voting for multiple candidates in each ward.</p> <p>But it may harm minority interests. It may result in a loss of individual identities. It could shift of power to urban areas. It could compromise ideal urban-rural balance.</p>
What are the implications of this value for the size-of-council	<p>If Council is larger: Smaller County wards will be better represented. It will be harder to have a collective identity. It will result in greater voter choice.</p> <p>If Council is smaller: There will be fewer representatives for smaller areas. There will be increased likelihood of urban areas dominating. It will be easier to identify quality candidates. There will be greater competition in elections so we will get the best representatives.</p> <p>If Council stays the same size: We are not currently serving the greater good of the County, and keeping the Council at the same size does not address the issue of greater good.</p>

Openness

What does this value mean?

Accessibility, engagement and responsiveness are core activities. Councillors are conduits and facilitators of these three things.
Together they ensure good governance.
Making councillors responsible for a free-flow of information places emphasis on governance over management.
Openness promotes the idea of “just right” span of representation (not too high or low a ratio of citizens to councillor); communication rather than micro-managing issues.

What are the implications of this value for the size-of-council

If Council is larger:

There will be greater access for both citizens and staff.
Elected representatives will have more time to be responsive to their constituents.
Having more representatives will increase the possibility of diversity of opinion among candidates.
Councillors may slide into “bad habits,” micromanaging issues that are better left to administrators.
There are diminishing returns on the ratio of representation and diversity of opinion.

If Council is smaller:

A smaller council might privilege facilitation of communication over micromanaging.
Focus on open communication would widen individual councillors’ political perspective and sharpen their focus on the greater good.
A smaller council might decrease participation by reducing accessibility.

If Council stays the same size:

We maintain existing practices that we are familiar with. We maintain continuity in the system of communication between councillors and constituents.
We avoid the cost of change.
Current discontents about access will remain unresolved.

Representation by Population

What does this value mean?

The population of each ward should be roughly equal to the population of other wards.
Ideally, Councillors would represent an equal number of residents.

What are the implications of this value for the size-of-council

If Council is larger:

We will have more wards with changed populations from what we have now.
We will reduce the size of current wards in Picton, Ameliasburgh, Hallowell, Sophiasburgh.
Having more Council members will mean more administrative staff. This would have financial implications.
Much of what the increase means would depend on how many new wards would be created.
More people on Council engaged in debates will slow down Council decision making processes.

If Council is smaller:

Historical wards will be rolled into new regions.
Having fewer Councillors will increase the amount of constituency work which, as we heard, is very time consuming. Council members on a smaller Council might have to be full time politicians.
Council members will have equivalent workloads but more work which will disadvantage Councillors who have other jobs, or prospective candidates who have significant commitments elsewhere in their lives.

If Council stays the same size:

We will retain the disproportionate ward population that we have now and Council continues to reflect these imbalances.

Appendix 3: Prince Edward County Citizens' Assembly Timelines

The size-of-council review is scheduled to take place between Spring and Fall 2013. The following is a list of key dates in this process.

April 23, 2013	Council votes in favour of moving forward on the Prince Edward County Citizens' Assembly
May 31, 2013	Letters mailed to 5,000 randomly selected voters
July 4, 2013	Deadline to register as a candidate for the Citizens' Assembly
July 5 to July 19, 2013	Members chosen and called
July 20, 2013	24 Members chosen and informed of dates and responsibilities; welcome package including background reading sent to all members
July 27, 2013	First Citizens' Assembly Meeting 9 am to 4 pm. Picton Town Hall
August 10, 2013	Second Citizens' Assembly Meeting 9 am to 4 pm. Picton Town Hall
August 24, 2013	Third and final Citizens' Assembly Meeting 9 am to 4 pm. Picton Town Hall
September 19, 2013	Presentation of Prince Edward County Citizens' Assembly Report to Committee of the Whole, County Council, Picton
September 24, 2013	Presentation of this Prince Edward County Citizens' Assembly Report to County Council, Picton

In addition to this report, all presentations, mailings and material can be found on the Prince Edward County Citizens' Assembly website: <http://pecounty.on.ca/assembly>



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Prince Edward County
Citizens' Assembly