



## Ward Boundary Review

The Township of Ramara

April 26<sup>th</sup>, 2021



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## Executive Summary and Summary of Recommendations

In December 2020, the Township of Ramara (the “Township” or “Ramara”) retained StrategyCorp Inc. and Sajecki Planning to conduct a Ward Boundary Review (the “Review”). Since then, we have had the pleasure of speaking to Ramara’s elected officials, staff, and residents about the structure of Ramara’s ward boundaries.

Ontario law gives municipalities a significant degree of set their own ward boundaries. In the case of Ramara, the challenge is finding a model that can deliver effective representation given:

- the municipality’s distinct communities of interest;
- the wide range of potential growth scenarios; and
- the uneven distribution of expected population growth.

### Steps Since our Interim Report

Since the presentation of our interim report, we have:

1. developed ward boundary concepts, based on the insights from our earlier phases of work, the principles of Effective Representation, and the Terms of Reference (TOR) evaluative criteria.
2. Pre-screened concepts for adherence to Effective Representation factors and TOR evaluative criteria.
3. Consulted public with via an on-line survey and two digital public meetings on a “Long-List” of 6 favourable options.
4. Narrowed the “Long-List” to a “Short-List” of preferred options based on public comment, and our evaluation, based on the principles of Effective Representation, and the TOR evaluative criteria.
5. Prepared this Final report to Council:
  - reporting on consultation and
  - making recommendations having regard to the principles of Effective Representation, and the TOR evaluative criteria.

### Summary of Recommendations

The report presents six options and several subvariants that arose from the consultation process. Options 1 to 5 would all be satisfactory to meet the population parity requirements of the Terms of Reference.

**This report Recommends Option 5**, as described below, and as amended by 5a, as most suitable to meet the requirements of the Terms of Reference. 5a was a minor tweak proposed in the consultations which extends the boundary of ward 5 slightly to the south to achieve better population parity goals.

- **Choosing Among Options 1-5:** While each of options 1-5 would be acceptable on the mathematics of parity alone, we do not believe they are all equally desirable from a perspective of Effective Representation.
- **Ruling out Options 2 and 4:** In our consultations, we heard many times that it was a desirable outcome of this process to unify the Lake St. John area in one ward. Options 1-5 all achieve this goal. Options 1, 3 and 5 would allocate the area to ward 1 and Options 2 and 4 would allocate it to ward 2.

We believe the alignment with ward 1 is more appropriate, and we think this is sufficient advantage on which to rule out options 2 and 4.

- **Ruling Out Option 1:** We heard in our consultations that the flaw in Option 1 is that it results in boundaries for ward 2 that are unreasonably large. This would likely lead to challenges in workload for the local councillor that could undermine the overall effectiveness of representation in the ward. Option 1 also fails to respect the existence a large provincially significant wetland which was the basis for the current ward 1 boundary. The new configuration would leave residents on the north side of the wetland isolated from the remainder of the ward, undermining its ability to provide effective representation.
- **Choosing between Options 3 and 5:** There are reasons to prefer both options 3 and 5.
  - Both are acceptable from the perspective of relative parity of ward population.
  - Both unify Lake St John in Ward 1.
  - Both avoid creating unacceptably large wards.
  - Both deliver three wards that will have a vested interest in the affairs of the rural community. This compares favourably with Option 1, that would only have had two rural wards.

**The alignment of wards in Option 3 is more readily understandable and communicable than the shapes of the wards in Option 5.**

**Option 5 maximizes the number of wards that will have a direct interest in Lake Couchiching and Lake Simcoe.** Some commentators who saw the narrow corridors of wards 2 and 4 touching Lakes Couchiching and Simcoe viewed this as a weakness, that risked “cutting up” the accountability of representation along the shoreline into too many wards, and too many councillors. On the other side, we heard “we should all have a stake in protecting the shoreline.”

We would be sympathetic to the concerns of blurring accountability if we were drawing municipal boundaries and dividing up a shoreline among different governance structures. In this case, the issue is drawing wards within one municipality, and one governance structure, where all decision-making is the role of the entire Council, and not of any one local councillor. We agree with those who think that it is a positive move to draw wards to maximize attachment to shoreline issues.

**Conclusion:** On this basis, having regard to all the factors in the terms of reference, and in particular the overall principles of effective representation, we:

- Favour options 3 and 5, and of the two; and
- Recommend option 5, as amended by 5a, as being the best fit for the next ten years of Ramara’s growth.

## Report Sections

- **Part One** provides a project overview including progress to date, and engagement following the Interim Report.
- **Part Two** describes the process and major considerations that went into designing initial ward boundary configurations.
- **Part Three** presents the initial six Draft Ward Boundary Options, feedback on public consultations, and our evaluation of each option on its own.
- **Part Four** evaluates the Draft Ward Boundary Options against the evaluative criteria set by the Terms of Reference and Makes our Recommendations to Council.

## Part 1: Project Overview

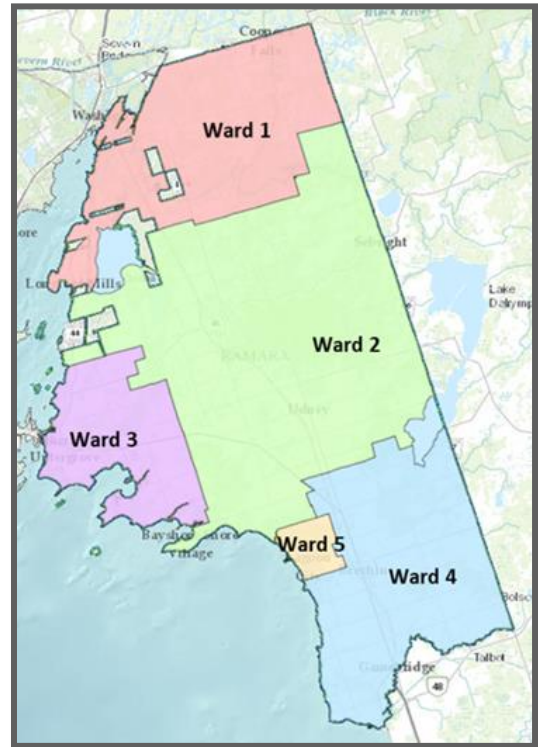
### Progress to Date

A full description of the process so far, including methodology for making current and future population estimates can be found in our Interim Report dated February 22<sup>nd</sup>, 2021, which is linked [here](#).

### Summary of Key Findings & Recommendations From our Interim Report

- The image (right) shows Ramara’s current wards boundaries, and the table below illustrates how the current ward structure no longer delivers effective representation due to lack of population parity among wards.

Ward	Population Per Ward	Share	Variance from Average
Ward 1	2,882	19%	-2%
Ward 2	3,365	22%	+15%
Ward 3	3,710	24%	+26%
Ward 4	2,583	17%	-12%
Ward 5	2,146	14%	-27%
<b>Total</b>	<b>14,686 (100%)</b>		<b>2,937 (Average)</b>



- With the current boundaries, this problem is forecast to worsen over the period 2020 to 2030. The rate at which the variance in population among wards will increase varies based on three potential growth scenarios.

- Low-Growth:** This assumes 2.3% growth based on historical population growth between 2011-2016 but is distributed using the same distribution as the high-growth scenario.
- Mid-Growth:** This assumes all the above developments occur but to only 50% the anticipated capacity. This would represent a 20% population growth from 2025 projections, with the same distribution as the high-growth scenario.
- High-Growth:** This assumes all the above developments occur resulting in 32% growth from 2025 projections. *The distribution of this growth is 60% occurring in ward 3; 35% in ward 2; and 5% in ward 4.*

2030	Low growth (at 2.3%)		Mid-Growth (at 20%)		High-Growth (at 32%)	
	Population	Share	Population	Share	Population	Share
Ward 1	2,937	19%	2,937	17%	2,937	15%
Ward 2	3,518	23%	4,248	27%	5,101	25%
Ward 3	4,330	28%	5,582	36%	7,045	35%
Ward 4	2,599	17%	2,692	17%	2,801	14%
Ward 5	2,146	14%	2,146	14%	2,146	11%
<b>Total</b>	<b>15,529</b>		<b>17,605</b>		<b>20,031</b>	

Based on guidance from Council at the meeting on February 22<sup>nd</sup>, 2021, we have based our analysis of ward boundary options on the low growth option, on the basis that:

- the high growth forecast would be considerably greater than historic levels of growth. It is contingent on normal economic conditions, as well as provincial and local policy approvals.
- Much of the growth in the high growth scenario is not expected to be occupation-ready until 2030, which is the last year of the period covered by this study.
- There is some likelihood that projects contemplated by the medium and high growth scenarios will not occur until after 2030, which is the outer planning horizon for this study.

## Review Process Since the Interim Report

During the third phase, we developed Ward Boundary Options based on the findings of the first two phases.

### Public Engagement

There were several opportunities for public input and feedback, including:

- ▶ Information about the Review was posted on the Township's website.
- ▶ Two virtual public meetings held to seek comment on the Draft Boundary Options.
- ▶ These Town Halls were held on March 17<sup>th</sup>, and on March 24<sup>th</sup>. Advance public notice was provided via the normal communications channels of the Township; and
- ▶ A public engagement survey was posted on the Township's website from March 10<sup>th</sup> to April 2<sup>nd</sup>, 2021.

### Engagement in a Time of COVID

In compliance with Ontario's Emergency Order, public consultation has been and will continue to be undertaken in an interactive online format, in lieu of more normal face-to-face meeting arrangements.

### The Online Public Engagement Surveys

The public engagement survey was available on-line and provided a convenient mechanism for residents to get involved by providing their opinions and feedback. Physical copies were also made available upon request. A total of 33 participants completed the online survey.

The completed responses provided qualitative insights into the opinions of participants, which were very helpful in the preparation of the Interim Report.

**A Public Engagement Survey is NOT to be mistaken for a Scientific Opinion Poll:** Given that respondents were self-selecting, the public engagement survey results should not be misconstrued as a representative sample of the public or a quantitative public opinion poll of the population of Ramara. Such a poll would have been different in that it would have required a randomly selected group of participants, chosen using methods to model Ramara's demographics.

A public engagement survey is a survey of self-selected willing participants. As a result, where we have reported on the numerical outcomes of the survey, it should be taken as a report on the opinions of those who participated but NOT as statistically representative of broader public opinion.

## Part 2: Designing Ward Boundary Concepts

### Design Process

To create potential draft ward boundary for options for consideration by the public and Council, StrategyCorp

- 1) identified “population blocks”, and
- 2) grouped those population blocks into draft ward configurations.

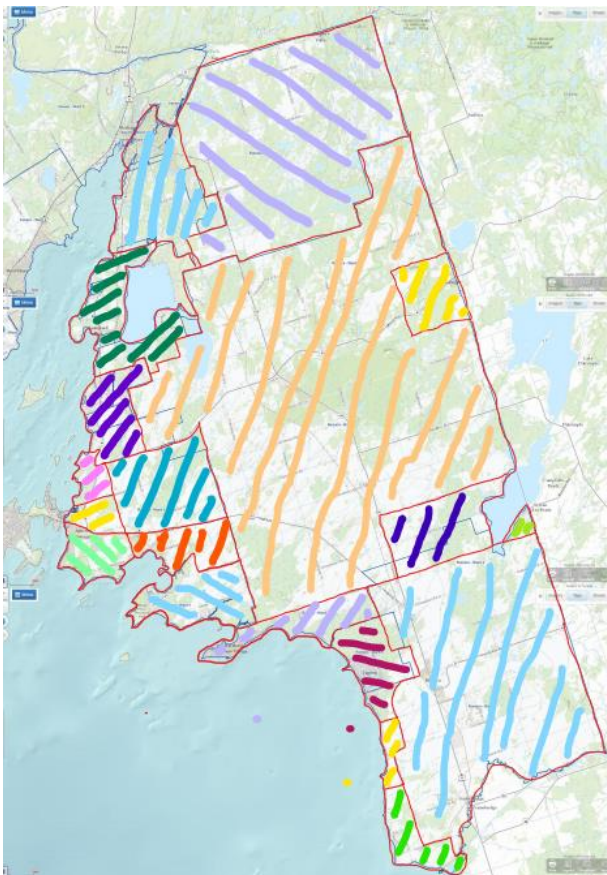
The factors used to determine these two steps are described below.

#### Step One: Identify “Population Blocks”

Population blocks are the “building blocks” of ward design. They were developed using the following process:

- Existing communities of interest such as neighbourhoods and hamlets were identified.
- The boundaries of these areas were delineated having regard to natural, human made features and/or property ownership.
- For each identified population block, current and future populations were estimated.

The following image illustrates some of the original “population blocks” created for the analysis.



Community Block Name	Current Population	Share
Washago	1,847	13%
Coopers Falls	524	4%
Lake St. John	1,005	7%
Rama Rd N. (Fawn Bay)	432	3%
Rama Rd S.	147	1%
Atherley Narrows	97	1%
Atherley	1,235	8%
Uptergrove (N of HW-12)	244	2%
Orkney Beach	1,012	7%
Joyland Beach	800	5%
Bayshore	1,244	8%
Lagoon City	2,477	17%
Brechin Beach	400	3%
Gamebridge Beach	840	6%
Brechin	699	5%
S. Dalrymple	299	2%
N. Dalrymple	138	1%
Sebright	136	1%
Udney	1,109	8%



## Step 2: Group Population Blocks into Draft Ward Configurations

Population blocks are then assembled to create possible ward boundary options, having regard to the following considerations over the period of 2020 to 2030.

- Current and forecasted population of “population blocks” and their ability to deliver appropriate parity among wards.
  - The Ideal average ward size for 2020, based on a population of 14,686 is 2,937.
  - The Ideal average ward size for 2030, based on a population of 15,532 is 3,106.
- Areas forecasted to experience the most growth were identified for their potential impact on population parity between wards.
- Population blocks were evaluated for their patterns of community of interest.
- Key natural and human made boundaries were identified for their potential to create common boundaries for groups of population blocks.
- Patterns of communication and transportation among grouped population blocks were considered, where relevant.
- Township servicing issues, such as water and wastewater, were considered, where relevant.
- Issues relating to overall “effective representation” and the fit of population blocks as draft wards were assessed, including such issues as:
  - Rural representation
  - Waterfront representation
  - Overall area of the wards
  - Projected workload of Councillors

This analysis creates literally dozens of inputs into the design of wards which are then reflected in the Ward Boundary Options that we developed. The ones brought forward for consultations meet a minimum threshold of population parity, and an at least satisfactory performance on other characteristics. Many other versions which failed to meet this level of fit were left “on the cutting room floor.”

## Key Factors That Influence All Designs

Based on the analysis above, certain overarching factors came to light that provide the basic “facts on the ground” that all options must have regard to. The following list is not exhaustive of all factors, but highlights for the reader some of the facts that need to be accommodated in a ward design that will deliver on effective representation for all Ramara. They are summarized here and elaborated on in the pages below.

- **Focus Points of Projected Growth:** Growth is NOT forecast to be evenly distributed, and areas with planned growth need to be taken into consideration for 2020 and 2030 to ensure reasonable population parity.
- **Rural and Waterfront Representation:** With 80% of the Township population clustered in waterfront population blocks, any ward boundary design that reflects population parity and delivers effective representation, need to have an element of east-west orientation in the wards that links waterfront and rural areas.
- **Addressing Population Shortfalls in Wards 4 and 5:** Given their location in the Township, to make progress on this lack of parity, any new ward design would need to move the northern boundary of wards 4 and/or 5 north and reallocate population among the resulting two wards.
- **Defining Ward 3 Around Atherley:** Due to the Atherley’s relatively high population density, its central location, and proximity to key growth areas in the Township, ward 3 presents the most options for ward alignment to consider.
- **Achieving unified Representation for Lake St. John:** Lake St. John was identified as an area with a legitimate community of interest that is currently divided among wards. Options are presented to achieve “single ward” representation for Lake St. John.
- **Township Servicing Issues:** Water and wastewater services are a high-cost item relevant to representation but is only provided to some neighbourhoods within the Township.

All the factors discussed in this section were considered, along with other factors relevant to effective representation and the terms of reference, to develop the Draft Ward Boundary Options presented in this report, *as well as several options shown in Appendix B that were not shown in public consultations because they were deemed unsuitable by StrategyCorp and were “left on the cutting room floor”.*

## Focus Points of development Projected Population Growth

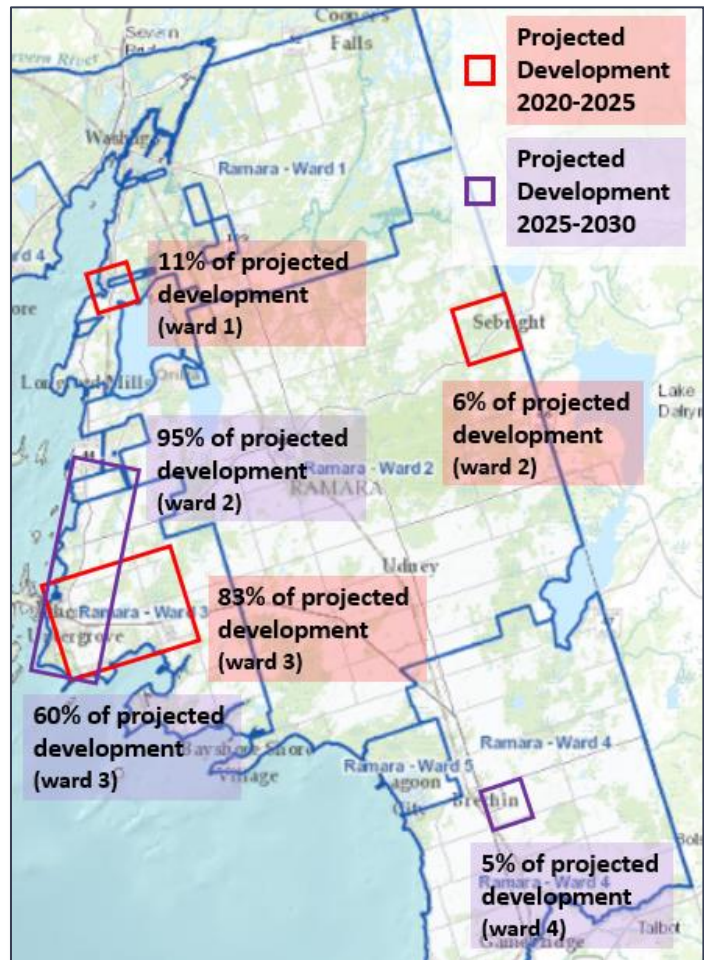
The following map (right) illustrates the distribution of expected development and population growth across the Township.

These projections were fully discussed in our previous report, and are fully described in *Appendix A*.

The areas highlighted in red are those that will be completed by 2025 with a high degree of certainty. Most of this development is centered in ward 3 along Highway 12, with some limited slated in Longford Mills (ward 1) and Sebright (ward 2).

The areas highlighted in purple are those slated to be complete between 2025-2030, but that have a lower degree of certainty for several reasons. This includes several developments along the Rama Road corridor (ward 2 and 3), and a large development in Brechin (ward 4).

Given most of the population growth will occur around Atherley and the Rama Road corridor, care must be taken to ensure anticipated growth in these areas is divided among wards to ensure the boundaries can withstand expected growth until 2030.



## Rural and Waterfront Representation

This analysis illustrates the challenges of balancing the requirement for relative population parity, with maintaining wards of a reasonable geographic size when considering rural and waterfront representation.

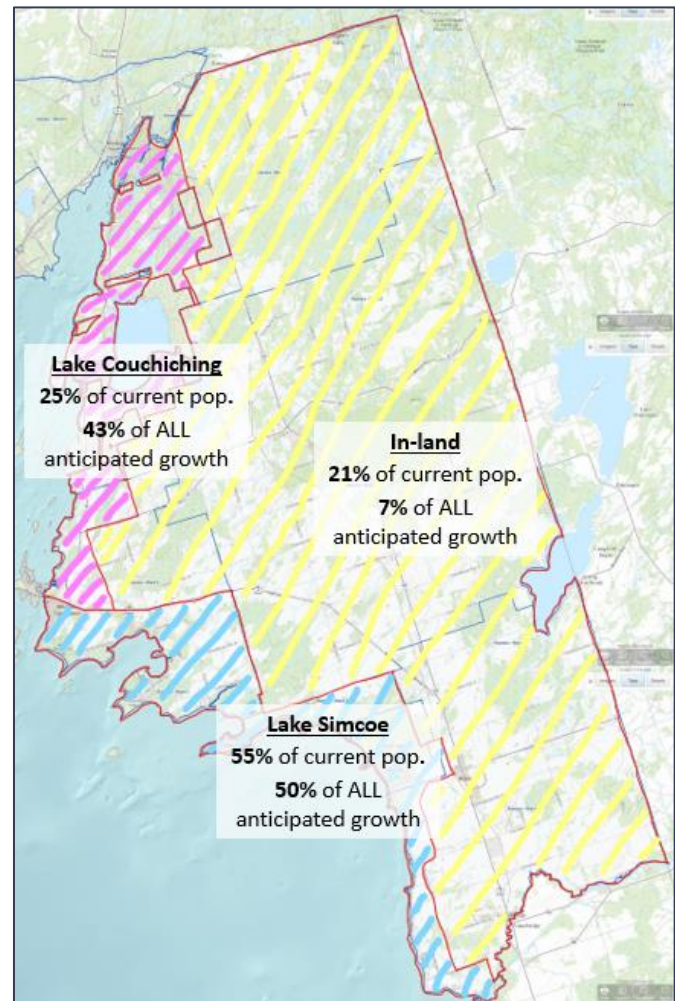
It demonstrates that in any design that reflects population parity and delivers effective representation, there is a need to have an element of east-west orientation in the wards, that links waterfront and rural areas.

This map (right) shows the distribution of current population and anticipated growth for the major shorelines of Lake Simcoe, Lake Couchiching, and the in-land areas.

Roughly 80% of Ramara's population is focused along the shores of these two lakes. The remaining 20% includes the entire eastern side of the Municipality comprised of mostly rural in-land communities, but also some smaller waterfront communities along Dalrymple Lake, and the Trent-Severn Waterway.

So, designing a purely rural ward that achieves relative population parity would require one "too big" ward that included the entire north-south length of Ramara. Clearly, this would not be conducive to "effective representation."

The options that we present reflect this population distribution reality.



## Addressing the Population Shortfalls in Wards 4 and 5

At present, Ramara's two southern wards (4 and 5) have a low population share relative to the northern wards. They need to gain up to ~2,200 residents to achieve full population parity with the northern wards of the Township.

In the current configuration, ward 5 is surrounded by ward 4. Other than through increase in population, which is not forecasted due to zoning limitations, it can only grow at the expense of ward 4 which already has a low share of the population.

Considered as a block, wards 4 and 5 are surrounded by water on the west and municipal boundaries to the south and east. Given their location, to make progress on this lack of parity, any new ward design would need to move the northern boundary of wards 4 and/or 5 further north.

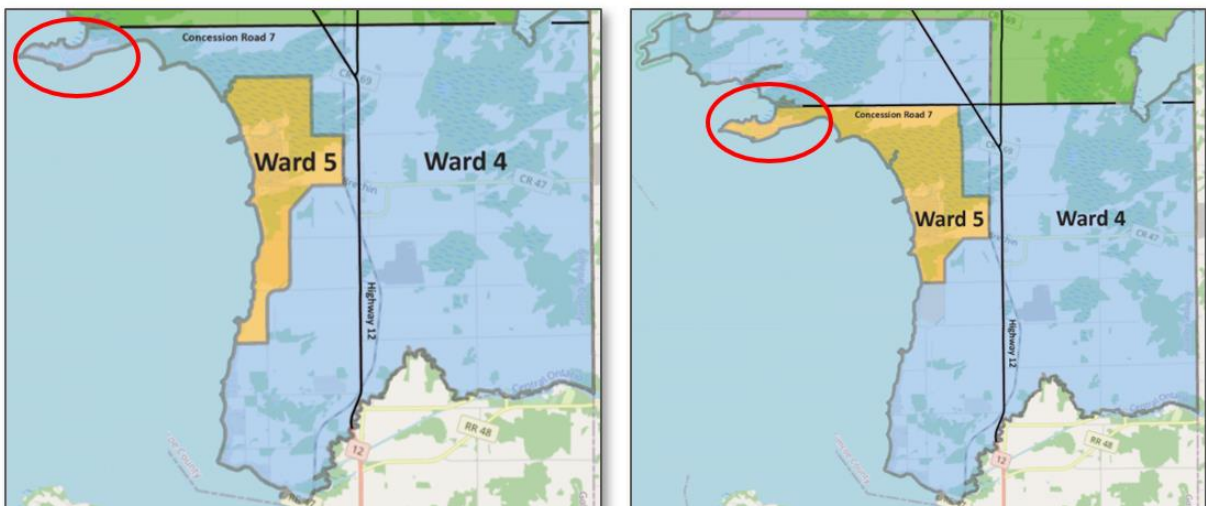
**Lagoon City** is a community built around a network of canals with a population of just under 2,500 residents. Lagoon City is almost entirely represented by ward 5. A small portion is in ward 4. Ward 5 is over-represented on council with only 14% of the current population, resulting in a variance from the average of -27%.

**Bayshore Village** is currently in ward 2. It is the first significant population block to the north of wards 4 and 5, with a population of just over 1,200 people, including those along the shoreline to the south.

Given the proximity and population size of Bayshore Village to both Lagoon City and Brechin, and how sparsely populated the eastern side of the Township is, it is reasonable to assume either ward 4 or ward 5 will need to include Bayshore Village.

From community consultation, we learned that these two communities have very distinct expectations. Each was strongly identified as a community of interest that should not be divided.

The images below illustrate the two options for moving Bayshore into ward 4 (left) or ward 5 (right) that were discussed in public consultations.



During the first round of consultations, we heard divided stakeholder and public input on whether Bayshore and Lagoon City should be included in the same ward.

Those in favour point out that Lagoon City and Bayshore are both connected to municipal water and sewer, both shoreline communities, and both share many of the same concerns related to many issues including bylaw enforcement, and short-term rentals.

Those opposed note that the two communities are separated by an impassable provincially significant wetland, meaning that they are not as close in travel time as they appear to be, as the crow flies. They also note that both these communities generate large amounts of case work for their respective councillors.

From a population parity perspective, combining the populations of Bayshore Village and Lagoon City would locate over 25% of the Township’s population in one ward, +27% greater than the average and more than the current wards 4 and 5 combined.

In our view, there is not a justification related to the goals of effective representation that would make it desirable to combine Bayshore Village and Lagoon City at this time.

Given the volume of comment about combining those communities, we modelled it in Option 6. However, we do not recommend it.

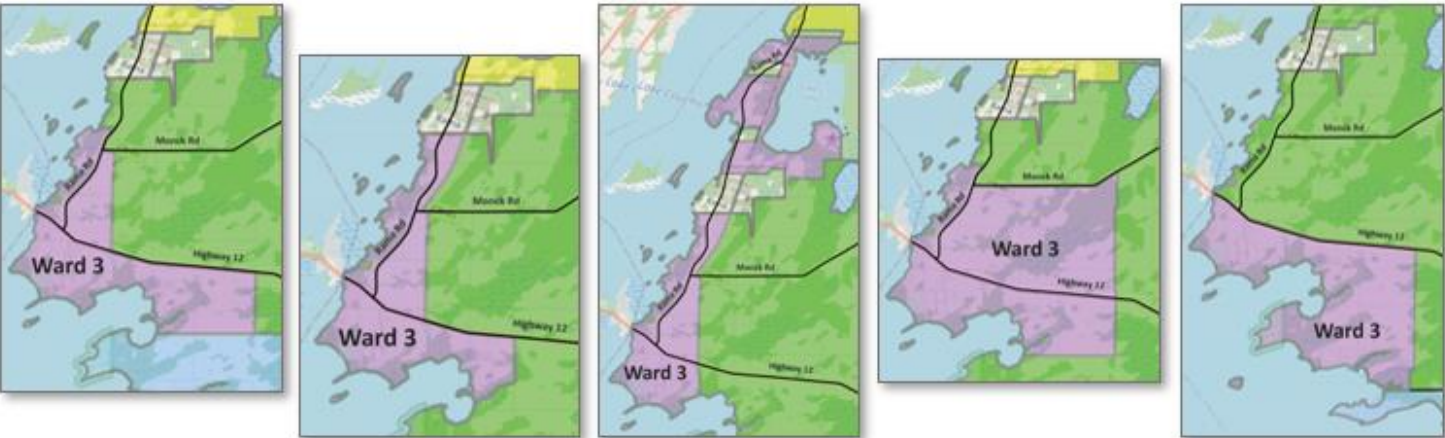
In the remaining 5 options:

- Ward 4’s population is increased by extending its northern boundary to Concession Rd. 7 to include Bayshore Village.
- Ward 5’s population is increase by extending its southern boundary south to Concession Rd. 1.

This extension of ward 5 was made to ensure the entire Lagoon City community was in the same ward, and to include additional shoreline properties with that would be more aligned with the new ward than other surrounding properties, to achieve population parity.

**Defining Ward 3 Boundaries Around Atherley**

Due to the Atherley’s relatively high population density, its central location, and proximity to key growth areas in the Township, ward 3 presents the most options for ward alignments. We have presented five different options for its boundaries (below) that account for several factors described on the next page.



## Projected Growth around Atherley and the Rama Road Corridor

As described in the previous section on key growth areas in the Township, the areas southeast of Atherley and Uptergrove will receive most of the Township's growth between 2020 and 2025, and the Rama Road Corridor is forecast to experience the greatest growth over the period of 2025 to 2030. The need to accommodate this growth is both a challenge and opportunity in designing the ward around Atherley and the Rama Road Corridor.

## Orientation of Atherley's Surrounding Communities

One factor under consideration is how communities that surround Atherley are oriented with respect to their communication and servicing patterns.

Many stakeholders identified that the communities to the east and south including Orkney Beach, Uptergrove, and Joyland Beach were far more oriented toward Atherley and Orillia, than to Brechin in the south.

Those communities north of Atherley along the Rama Road Corridor seem to orient to both the north with other communities along Lake Couchiching, and to the south, accessing services primarily in Atherley or Orillia. This flexibility presents several acceptable options for configuring the communities along Rama Road.

## Boundaries Along the Rama Road Corridor

Rama Road runs between Atherley and Washago along Lake Couchiching. The stretch of road between Highway 12 and Territory of the Chippewas of Rama First Nations is known as the Rama Road corridor.

Currently the corridor is divided just south of Casinorama between wards 2 and 3 along Mara Rama Boundary Rd. – a vestige of the pre-amalgamation divisions. North of Casinorama, ward 2 abruptly ends just south of Longford Mills at the boundary for ward 1 (see image right).

These boundaries were identified during the first round of consultations as arbitrary and difficult to understand even for residents who lived in the area.

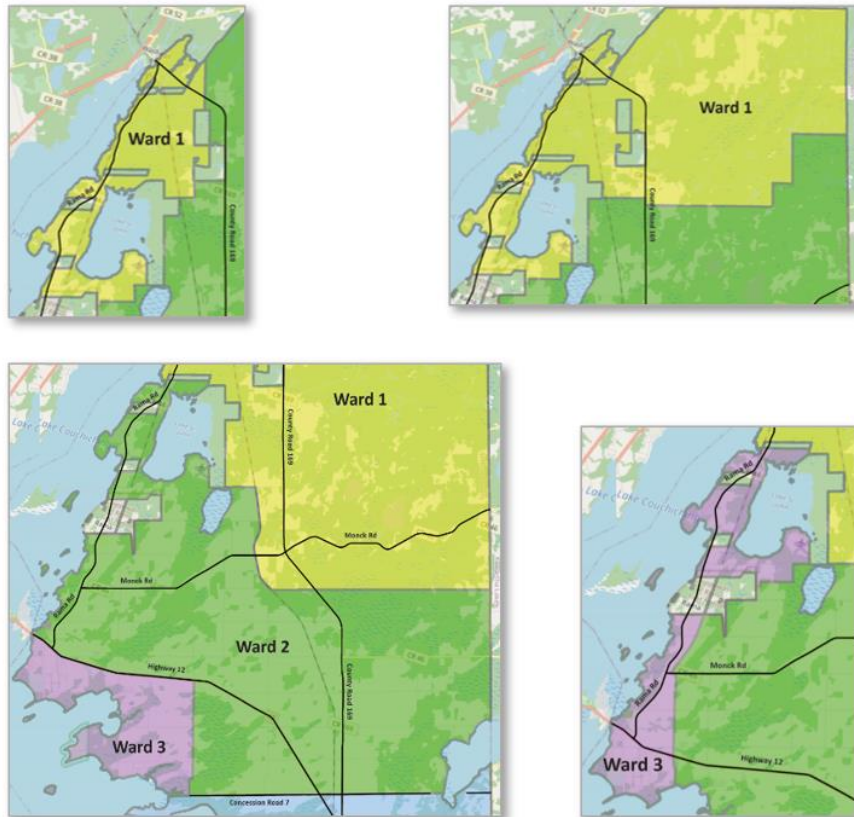
One of the priorities established for the new ward designs was to ensure these boundaries were logical and easy to understand by using more identifiable boundaries including the Casino, Monck Rd., or to have only 2 wards cover the entire Lake Couchiching shoreline to reduce the number of boundaries along the corridor entirely.



## Achieving Unified Representation for Lake St. John

The residents along Lake St. John were identified as a community of interest that is currently divided between wards 1 and 2. With its own resident association and ~1,000 residents, it was identified as an area that would receive more effective representation if it were unified in one ward.

All the Draft Options are designed to achieve this goal. We presented Options that included the Lake St. John area with Washago in ward 1 (top row), or with the Rama Road Corridor (bottom row) in ward 2 or 3.



Generally, stakeholders confirmed that the Lake St. John area would be better served in some version of a northern ward 1, as they tended to relate more to Washago than other communities on the southern shore of Lake Couchiching.



## Part 3: Description and Analysis of Ward Boundary Options

What follows are the ward boundary options that we presented to the public for their consideration.

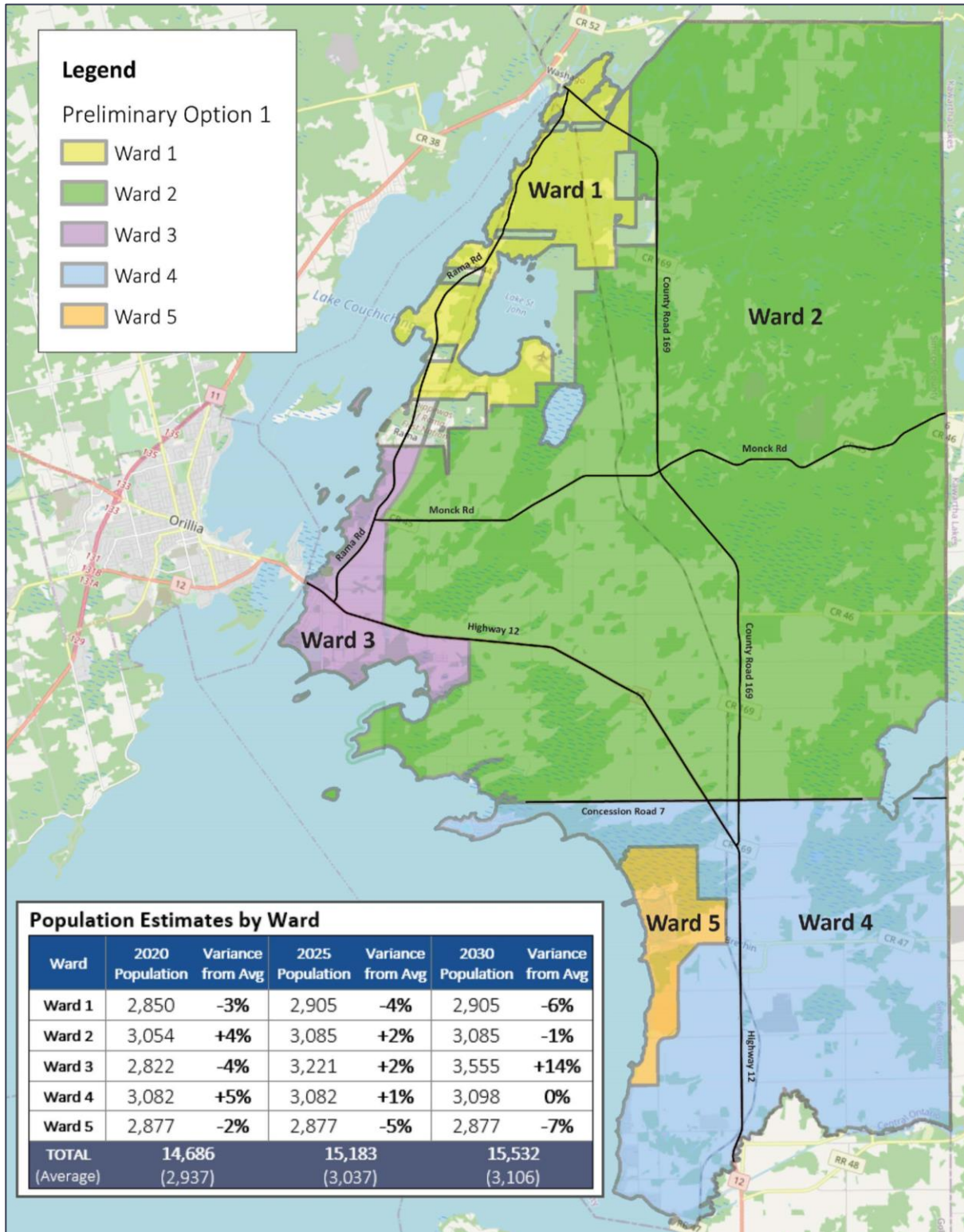
For each, we have presented the following:

- A map, showing the boundaries.
- A chart showing the population for 2020, 2025 and 2030, as well as variance from the average.
- A chart showing public and stakeholder feedback and comments on each option.
- Results of the input from the community survey.<sup>1</sup>
- StrategyCorp’s evaluation of each Option having regard to the scorecard which reflects our terms of reference, and the “Effective Representation” test, as elaborated by the Supreme Court of Canada, and decisions of Ontario Tribunals in the context of ward boundary reviews.

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<sup>1</sup> As noted above, due to small sample size and self-selection by participants in the survey, the survey results should NOT be taken as a statistically relevant quantitative report on public opinion. Rather, it is a qualitative assessment of those who were kind enough to participate. (and we think them for it!!)

# Draft Boundary Option 1



\*Projections for the medium-growth scenario for this option is available in Appendix C.

## Public Feedback – Option 1

### Option 1 - Summary of Participant Feedback<sup>2</sup>

#### Favourable

- ▶ *“Ward 2 currently is mostly rural. The lakefront people's votes could easily be swamped by the rest of the ward. Proposal 1 resolves this.”*
- ▶ *“As a ward 1 resident, the boundaries of ward 1 in option 1 nicely end in logical spots. This option allows Ward 1 to represent all lakeshore cottagers and shoreline residential, as they have the same concerns.”*
- ▶ *“This makes the most sense of keeping neighbourhoods (and their specific respective interests) together, and respecting socio-economic and geographical boundaries, whilst keeping the numbers pretty fair.”*
- ▶ *“This segregates the lakeshore from the interior, managing the potential for cottager votes to be washed out by permanent residents.”*

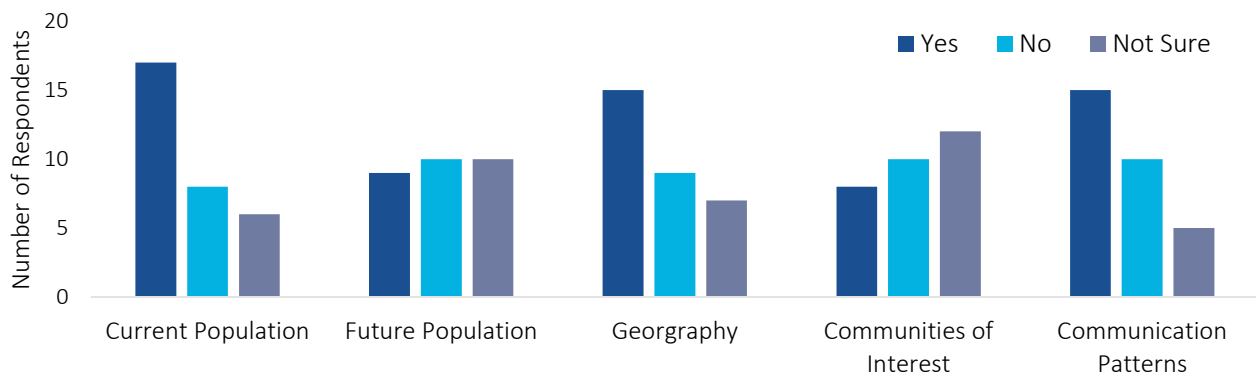
#### Not Favourable

- ▶ *“Not fair representation by 2030.”*
- ▶ *“Ward 2 way too big geographically.”*
- ▶ *“Shoreline communities in Wards 2 and 4 are isolated from similar communities. Balancing the population of each Ward is not the most important part of effective representation.”*
- ▶ *“Ward 2 is too big and ward 1 too small geographically.”*

#### Improvement Ideas

- ▶ *“Move Bayshore down to Ward 5. Bayshore has more similarities with Lagoon City than Ward 4.”*
- ▶ *“Reduction of Ward 2 to exclude shoreline properties and population.”*

Residents were asked whether they were satisfied with how Option 1 met the five established criteria for achieving “effective representation.” Their responses are presented below.



<sup>2</sup> We have edited some comments for clarity and brevity.

## Ward Boundary Evaluation – Option 1

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
<b>1. Consideration of Representation by Population</b>	
<i>Wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the township's characteristics.</i>	<ul style="list-style-type: none"> <li>This option provided excellent parity in the near term, with under/over in the low single digits.</li> </ul>
<b>2. Consideration of Present and Future Population Trends</b>	
<i>Population and Electoral Trends: consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council.</i>	<ul style="list-style-type: none"> <li>Relative parity is maintained through 2025, with no ward deviating more than 5% from the average and only 7% between the smallest and largest ward populations.</li> <li>By 2030, focused growth in Atherley and along the Rama Rd. corridor results in larger but still acceptable variances between wards of up to 21% between the smallest and largest ward populations.</li> <li>Risk Management Note: In the medium growth scenario, ward 3 would reach +57% variance from the average because this alignment of ward 3 focuses all the forecast growth in the Rama/Atherley corridor in one ward. See appendix C.</li> </ul>
<b>3. Means of Communication and Accessibility:</b>	
<i>Group existing neighbourhoods into wards that reflect current transportation and communication patterns.</i>	<ul style="list-style-type: none"> <li>In this design, ward 2 is very large. The result is that it includes several rural neighbourhoods that in their transportation and service consumption patterns orient in very different directions, with those in the north orienting to Washago, those in the south orienting to Brechin, and the eastern areas orienting to Atherley or Orillia.</li> </ul>
<b>4. Geographic and Topographical Features:</b>	
<i>Use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand.</i>	<ul style="list-style-type: none"> <li>This option does not respect the significant wetland south of Coopers Falls which makes it less convenient to service the residents to the north of the wetland by the councillor from ward 2.</li> <li>With the size of ward 2, the drive from the northeast end at Cooper's Falls to Joyland Beach in the southwest would take around 40 minutes.</li> </ul>
<b>5. Community or Diversity of Interests:</b>	
<i>As far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods, and community groupings – not through them.</i>	<ul style="list-style-type: none"> <li>Ward 2 represents primarily rural communities and farmland, grouping similar communities of interest including Udney, Rathburn, Sebright, and Coopers Falls together.</li> <li>The option divides Ramara's rural communities among two wards and the waterfront among all five wards.</li> <li>Lake Couchiching is represented in two wards, and Lake Simcoe is represented in four wards.</li> <li>Boundaries do not arbitrarily divide existing neighbourhoods, hamlets, and villages.</li> <li>It includes Bayshore in ward 4. This is viewed as both a strength and a weakness by different stakeholders from a quality of representation point of view.</li> </ul>

## SCI Observations – Option 1

Without repeating each of the factors set out above, in general:

- This option achieves population parity based on current numbers and the low growth forecast.
- It achieves unified representation for Lake St. John, in a revised ward 1.
- It addresses population growth issues in wards 2 and 3 under the low growth scenario, subject to the risk management considerations set out below.
- It addresses the population shortfalls in wards 4 and 5.

Options 1-5 all have a similar treatment of wards 4 and 5. The benefits of combining Bayshore Village with ward 4 to promote population parity outweigh the risks associated with the workload of the resulting ward, and these issues can be addressed in other ways, through corporate casework management improvements.

While some have expressed the view that Bayshore does not have any commonality of interest with the rest of ward 4, this appear to be overstated, particularly in comparison with its current alignment with ward 2.

A downside is that results in an alignment for ward 2 that is geographically too large to deliver effective representation.

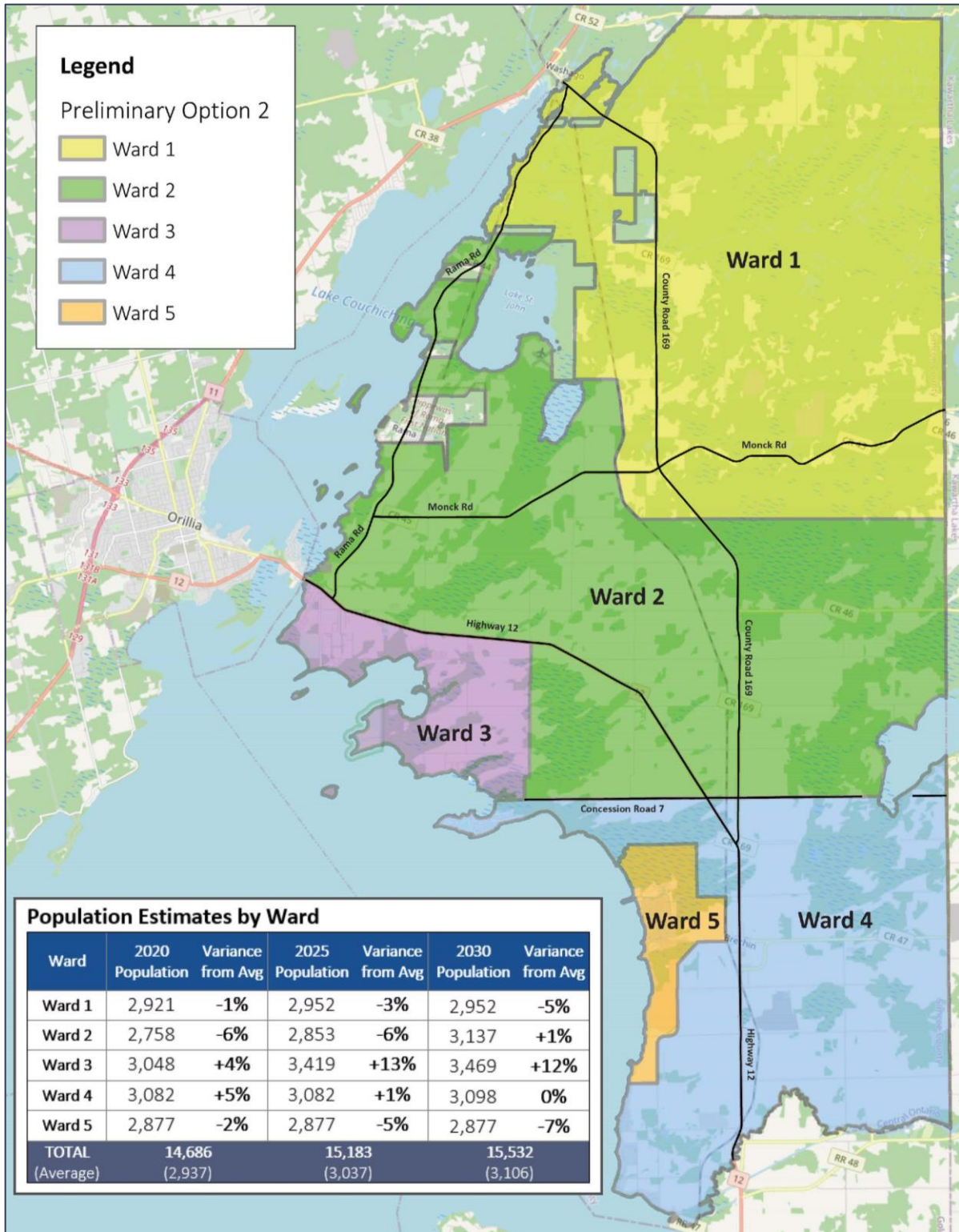
This also has the result that there are only 2 wards with a substantial rural representation.

This alignment does not maximize the number of wards with a direct interest in each of Lake Couchiching (2) and Lake Simcoe (3).

**Risk Management:** It also focuses the Rama/Atherley corridor in one ward, ward 3, making the model vulnerable to population inequality should actual growth exceed the low growth forecast.

**For this reason, it is an acceptable option, but not our preferred recommendation.**

## Draft Boundary Option 2



\*Projections for the medium-growth scenario for this option is available in Appendix C.

## Public Feedback – Option 2

### Option 2 - Summary of Participant Feedback<sup>3</sup>

#### Favourable

- *“In option 2, Bayshore Village is linked with Brechin and some waterfront communities further south. I think it's OK.”*
- *“Option 2 makes the most sense. It keeps the Rama Road community all together. Ward 3 is good. Ward one covers the north and central rural Ramara well and wards 4 and 5 are done well.”*
- *“My biggest concern is to ensure we can be as equal as possible, option 2 seems to maintain that over time.”*

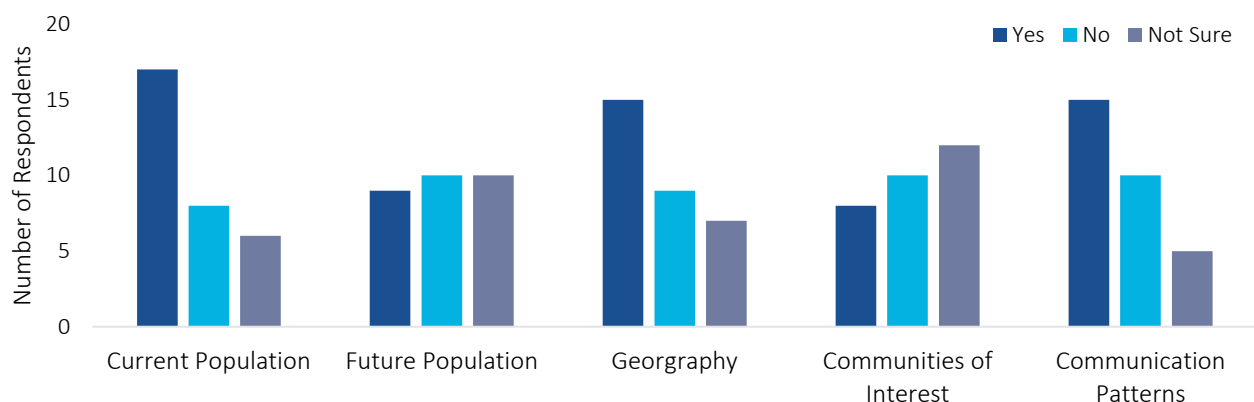
#### Not Favourable

- *“Ward 4 is completely cut off from similar communities. They would not receive effective representation based on this model.”*
- *“Ward 2 still too large.”*
- *“I don't see how ward 2 aligns with natural or human features or any relationship”?*
- *“This option is bound to force the councillor to not be able to adequately represent the entire ward, as the interests of the rural crowd vs shoreline are not the same.”*
- *“Not fair representation by 2030.”*
- *“This option makes it harder for Lakefront residents to have voices heard.”*

#### Improvement Ideas

- *“I live on Monck road and I'm unsure why a section between Monck road and Hwy 169 is included in ward 1? This seems odd and cuts half our neighbours into a new ward?”*
- *“Ward 1 ward 2 are divided by the lake around Rama. Use it.”*

Residents were asked whether they were satisfied with how Option 2 met the five established criteria for achieving “effective representation.” Their responses are presented below.



<sup>3</sup> We have edited some comments for clarity and brevity.

## Ward Boundary Evaluation – Option 2

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
<b>1. Consideration of Representation by Population</b>	
<i>Wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the township's characteristics.</i>	<ul style="list-style-type: none"> <li>This option provides excellent parity in the near term, with under/over in the low single digits.</li> </ul>
<b>2. Consideration of Present and Future Population Trends</b>	
<i>Population and Electoral Trends: consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council.</i>	<ul style="list-style-type: none"> <li>By 2025, variances increase, but remain within acceptable ranges, with ward 3 ward deviating +13% from the average and 19% between the smallest and largest populations.</li> <li>Between 2025 and 2030, population parity remains relative stable.</li> <li>Risk Management Note: As with option 1, in the medium growth scenario, ward 2 would reach +37% variance from the average because this alignment of ward 2 focuses all the forecast growth in the Rama Corridor in one ward. See appendix C.</li> </ul>
<b>3. Means of Communication and Accessibility:</b>	
<i>Group existing neighbourhoods into wards that reflect current transportation and communication patterns.</i>	<ul style="list-style-type: none"> <li>In this option, Atherley is grouped with shoreline communities to the south, which many stakeholders identified as being more reflective of common transportations and communications patterns.</li> </ul>
<b>4. Geographic and Topographical Features:</b>	
<i>Use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand.</i>	<ul style="list-style-type: none"> <li>This option does not respect the significant wetland south of Coopers Falls which makes it less convenient to service the residents to the south of the wetland by the councillor from ward 1.</li> <li>This option clearly divides representation along Ramara's two major lakeshores of Lake Couchiching and Lake Simcoe</li> <li>This option uses highway 12 as a boundary between wards 2 and 3 which was identified in the first round of consultations as an appropriately identifiable landmark but was more recently identified as potentially increasing alienation of northern wards who often feel underrepresented.</li> </ul>
<b>5. Community or Diversity of Interests:</b>	
<i>As far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods, and community groupings – not through them.</i>	<ul style="list-style-type: none"> <li>Boundaries may divide some rural neighbourhoods or hamlets around Rathburn in the centre of the Township.</li> <li>It includes Bayshore in ward 4. This is viewed as both a strength and a weakness by different stakeholders from a quality of representation point of view.</li> <li>Lake Couchiching is represented in two wards, and Lake Simcoe is represented in three wards.</li> <li>The option divides Ramara's rural communities among three wards and the waterfront among all five wards.</li> </ul>



## SCI Observations – Option 2

Without repeating each of the factors set out above, in general:

- This option achieves population parity based on current numbers and the low growth forecast.
- It achieves unified representation for Lake St. John, in a revised ward 2.
- It addresses population growth issues in wards 2 and 3 under the low growth scenario, subject to the risk management considerations set out below.
- It addresses the population shortfalls in wards 4 and 5.

**Risk Management:** It focuses the Rama corridor growth in one ward, ward 2, making the model vulnerable to population inequality should actual growth exceed the low growth forecast.

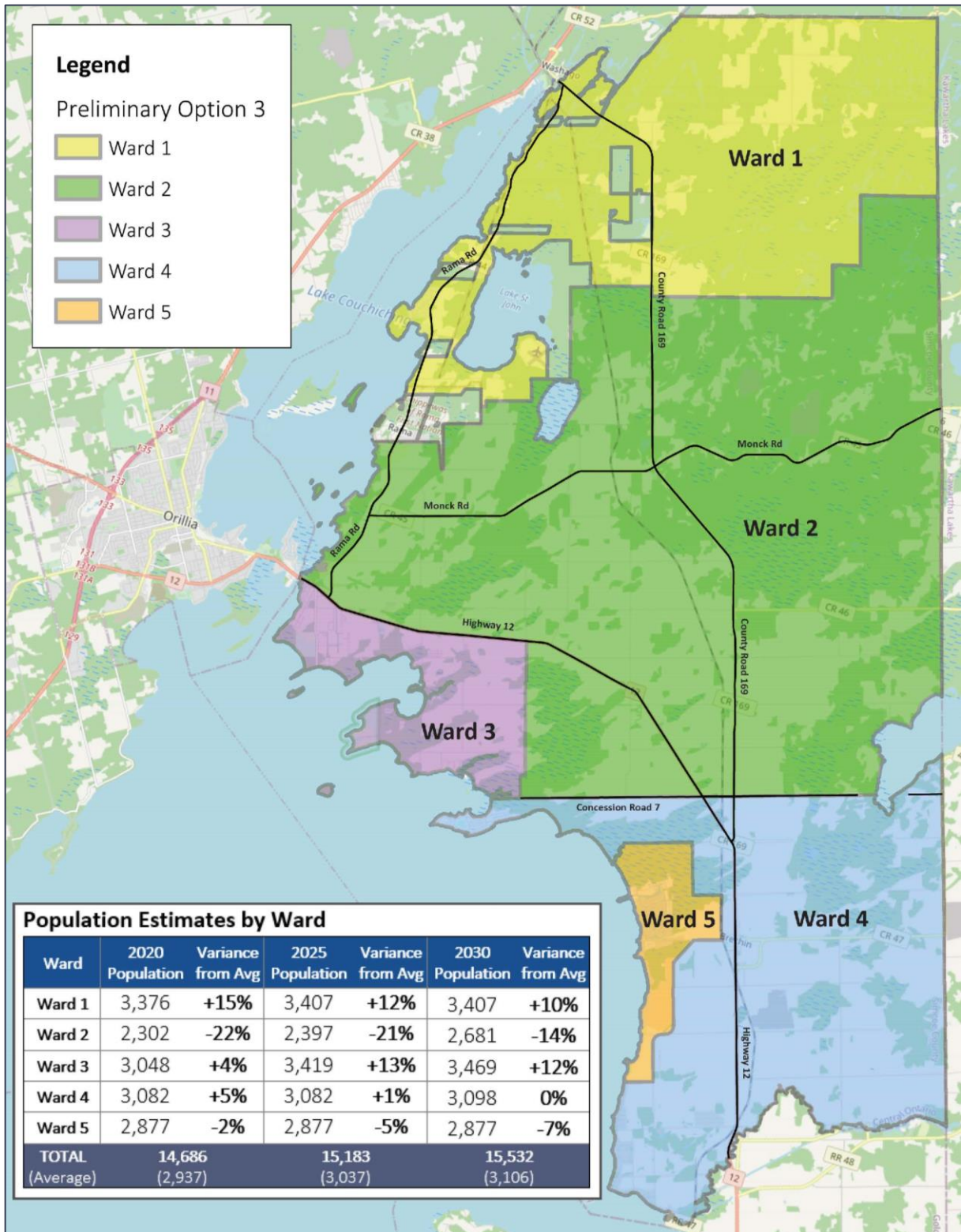
We think it is a positive that this option provides substantial rural representation in three wards, unlike other options that only provide two wards with substantial rural representation.

This alignment does not maximize the number of wards with a direct interest in each of Lake Couchiching (2) and Lake Simcoe (3).

The problem with option 2 is that it makes more sense for Lake St. John to be in Ward 1 and it is more oriented to the north of Ramara Township.

**For these reasons, this is an acceptable option on the mathematics of population parity, but not our preferred recommendation.**

## Draft Boundary Option 3



\*Projections for the medium-growth scenario for this option is available in Appendix C.

## Public Feedback – Option 3

### Option 3 - Summary of Participant Feedback<sup>4</sup>

#### Favourable

- *“Having Bayshore and Brechin in the same ward is okay.”*
- *“Better.”*
- *“I like this one the best.”*

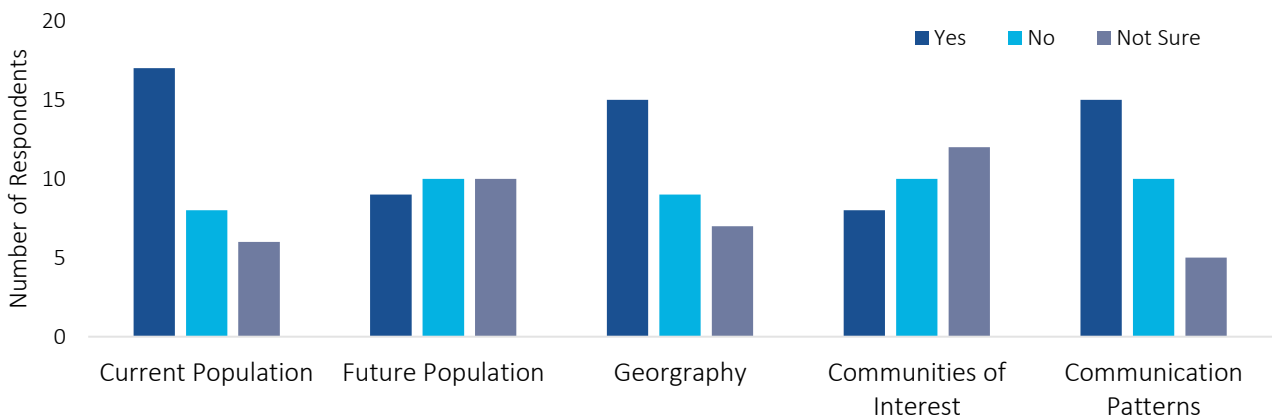
#### Not Favourable

- *“I do not see this as an improvement over the current boundary. Shoreline communities are cut off from similar communities. This does not give effective representation to Ward 2 and Ward 4.”*
- *“This is way too much on ward 1 councillor's plate in option 3. Considering the problems that exist in north Ramara (i.e., internet), this is too big a problem to be spread out that far, and somebody would get the short end of the stick.”*
- *“Lakefront residents will have difficulty having their voices heard.”*
- *“Wildly unfair representation both in 2020 and 2030.”*

#### Improvement Opportunities

- *“Bayshore population more aligned with Ward 5 or Ward 3 than Ward 4.”*
- *“Why not move Ward 5 to take in the corner on Concession 7 to take some of the pressure off ward 4?”*

Residents were asked whether they were satisfied with how Option 3 met the five established criteria for achieving “effective representation.” Their responses are presented below.



<sup>4</sup> We have edited some comments for clarity and brevity.

## Ward Boundary Evaluation – Option 3

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
<b>1. Consideration of Representation by Population</b>	
<i>Wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the township's characteristics.</i>	<ul style="list-style-type: none"> <li>This option provided acceptable, but sub-optimal parity in the near term, with under/over of up to 37%, which is less effective than other options.</li> </ul>
<b>2. Consideration of Present and Future Population Trends</b>	
<i>Population and Electoral Trends: consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council.</i>	<ul style="list-style-type: none"> <li>Relative parity improves through 2025, with the deviation between the smallest and largest ward populations decreasing to 34%.</li> <li>By 2030, the deviation further narrows to 26%.</li> <li>Risk Management Note: In the medium growth scenario, all wards would be within the acceptable maximum range for variance from average, with none exceeding 24%. See appendix C.</li> </ul>
<b>3. Means of Communication and Accessibility:</b>	
<i>Group existing neighbourhoods into wards that reflect current transportation and communication patterns.</i>	<ul style="list-style-type: none"> <li>In this design, all wards are relatively compact in their geography, minimizing the practical impacts of transportation and service consumption issues.</li> <li>In this Option, Lake St. John is grouped with other northern communities that share an orientation towards Washago in the north.</li> <li>In this option, Atherley is grouped with shoreline communities to the south, which many stakeholders identified as being more reflective of common transportation and communications patterns.</li> </ul>
<b>4. Geographic and Topographical Features:</b>	
<i>Use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand.</i>	<ul style="list-style-type: none"> <li>Generally, this option uses clear geographic features as the basis of boundaries, including Hwy 12, the Rama First Nations Territory, Concession Rd. 7, and the large wetland south of Cooper's Falls resulting in clear, easy to understand boundaries.</li> <li>This option clearly divides representation along Ramara's two major lakeshores of Lake Couchiching and Lake Simcoe.</li> <li>This option uses highway 12 as a boundary between wards 2 and 3 which was identified in the first round of consultations as an appropriately identifiable landmark but was more recently identified as potentially increasing alienation of northern wards who often feel underrepresented.</li> </ul>
<b>5. Community or Diversity of Interests:</b>	
<i>As far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods, and community groupings – not through them.</i>	<ul style="list-style-type: none"> <li>Boundaries do not arbitrarily divide existing neighbourhoods, hamlets, and villages.</li> <li>The option divides Ramara's rural communities among three wards and the waterfront among all five wards.</li> <li>Lake Couchiching is represented in two wards, and Lake Simcoe is represented in three wards.</li> <li>It includes Bayshore in ward 4. This is viewed as both a strength and a weakness by different stakeholders from a quality of representation point of view.</li> </ul>

### SCI Observations – Option 3

Without repeating each of the factors set out above, in general:

- This option achieves acceptable population parity based on current numbers and the low growth forecast. It starts out with worse performance on parity, but unlike some other options, its performance improves with growth.
- It achieves unified representation for Lake St. John, in a revised ward 1.
- It addresses population growth issues in wards 2 and 3 under the low growth scenario and performs well in the mid-growth scenario.
- It addresses the population shortfalls in wards 4 and 5.

This alignment does not maximize the number of wards with a direct interest in each of Lake Couchiching (2) and Lake Simcoe (3).

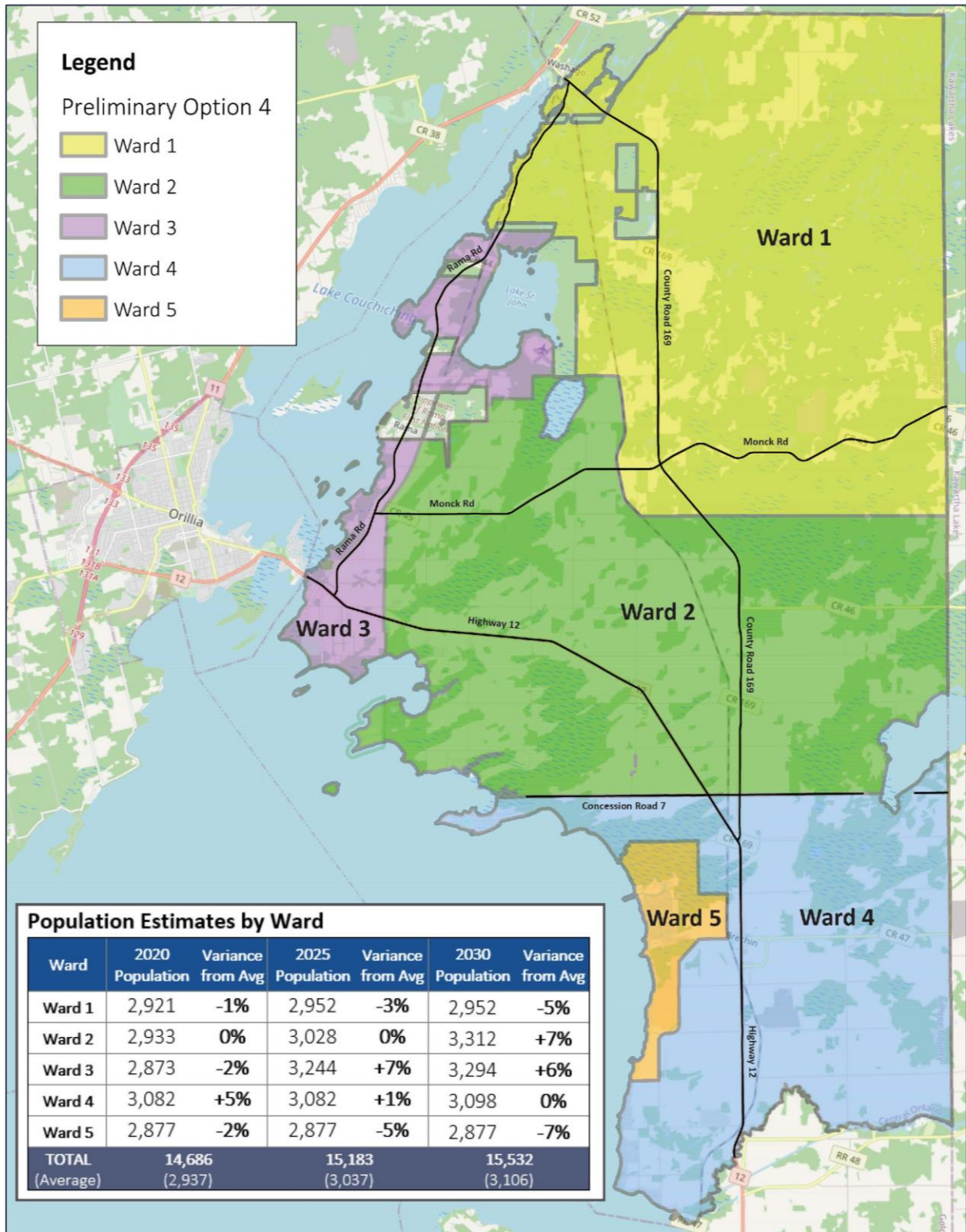
It provides substantial rural representation in three wards, unlike other options that only provide for two wards with rural representation,

The main problem with option 3 is current population distribution.

In our stakeholder interviews, we found some tolerance for ward 1 starting off at a higher base relative to the other wards, as it is not slated for any significant growth over time. It may promote the durability of the ward structure to allow ward 1 to start.

**For these reasons, this is one of our two preferred options, but not our recommendation.**

## Draft Boundary Option 4



\*Projections for the medium-growth scenario for this option is available in Appendix C.

## Public Feedback – Option 4

### Option 4 - Summary of Participant Feedback<sup>5</sup>

#### Favourable

- *“Better than current.”*
- *“This is the fairest representation both in 2020 and 2030.”*
- *“Having Bayshore linked with Brechin is fine.”*

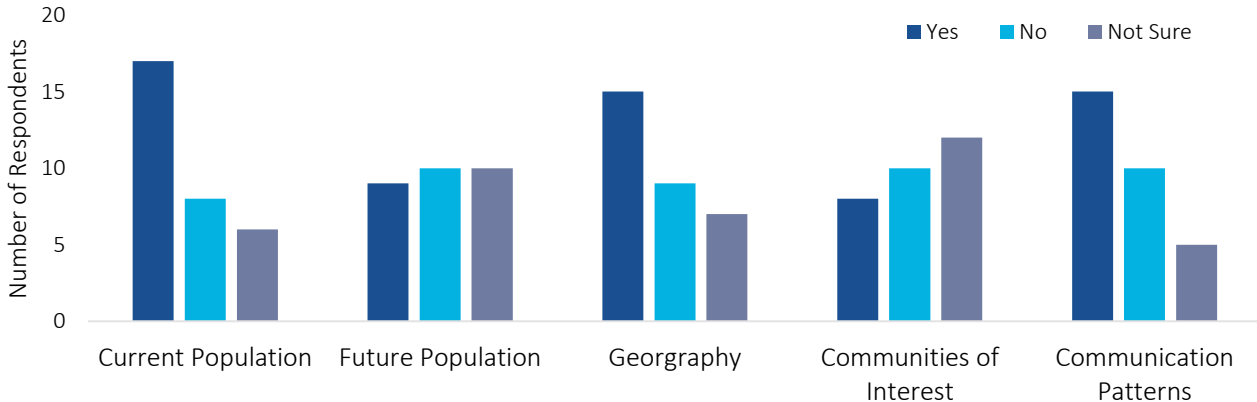
#### Not Favourable

- *“Ward 4 and Ward 2 shoreline communities are cut off from similar communities. They would not get effective representation.”*
- *“This does have Wards 1,2, & 4 all stuck with a portion of waterfront properties and developments. These populations are not the rural community. Ramara is more than her shores.”*
- *“Ward 1 is too big of an area for a councillor to be traipsing around.”*

#### Improvement Opportunities

- *“Personally, I like Atherley being separate from the Rama Road Corridor. It does not really impact my travel and is not really part of my immediate community. We associate more with Joyland Beach and Val Harbour.”*

Residents were asked whether they were satisfied with how Option 4 met the five established criteria for achieving “effective representation.” Their responses are presented below.



<sup>5</sup> We have edited some comments for clarity and brevity.

## Ward Boundary Evaluation – Option 4

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
<b>1. Consideration of Representation by Population</b>	
<i>Wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the township's characteristics.</i>	<ul style="list-style-type: none"> <li>This option provides excellent parity in the near term, with under/over in the low single digits.</li> </ul>
<b>2. Consideration of Present and Future Population Trends</b>	
<i>Population and Electoral Trends: consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council.</i>	<ul style="list-style-type: none"> <li>Relative parity is still excellent through 2025, with the deviation between the smallest and largest ward populations only at 12%.</li> <li>By 2030, the deviation further grows to only 14%.</li> <li>Risk Management Note: In the medium growth scenario, ward 2 would reach +42% variance from the average because of more concentrated growth south of Atherley and Uptergrove then in ward 3. See appendix C.</li> </ul>
<b>3. Means of Communication and Accessibility:</b>	
<i>Group existing neighbourhoods into wards that reflect current transportation and communication patterns.</i>	<ul style="list-style-type: none"> <li>Lake St. John and Atherley are combined in single ward, though they are service consumption patterns orient in very different directions, with Lake St. John orienting north to Washago, those in Atherley orienting to Orillia to the west or Brechin to the south.</li> </ul>
<b>4. Geographic and Topographical Features:</b>	
<i>Use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand.</i>	<ul style="list-style-type: none"> <li>This option does not respect the significant wetland south of Coopers Falls which makes it less convenient to service the residents to the north of the wetland by the councillor from ward 2.</li> </ul>
<b>5. Community or Diversity of Interests:</b>	
<i>As far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods, and community groupings – not through them.</i>	<ul style="list-style-type: none"> <li>Boundaries do not arbitrarily divide existing neighbourhoods, hamlets, and villages.</li> <li>The option divides Ramara's rural communities among three wards and the waterfront among all five wards.</li> <li>Lake Couchiching is represented in two wards, and Lake Simcoe is represented in four wards.</li> <li>It includes Bayshore in ward 4. This is viewed as both a strength and a weakness by different stakeholders from a quality of representation point of view.</li> </ul>



## SCI Observations – Option 4

Without repeating each of the factors set out above, in general:

- This option achieves excellent population parity based on current numbers and the low growth forecast.
- It achieves unified representation for Lake St. John, in a revised ward 2.
- It addresses population growth issues in wards 2 and 3 under the low growth scenario, subject to the risk management considerations set out below.
- It addresses the population shortfalls in wards 4 and 5.

This alignment delivers 3 wards with a substantial rural representation.

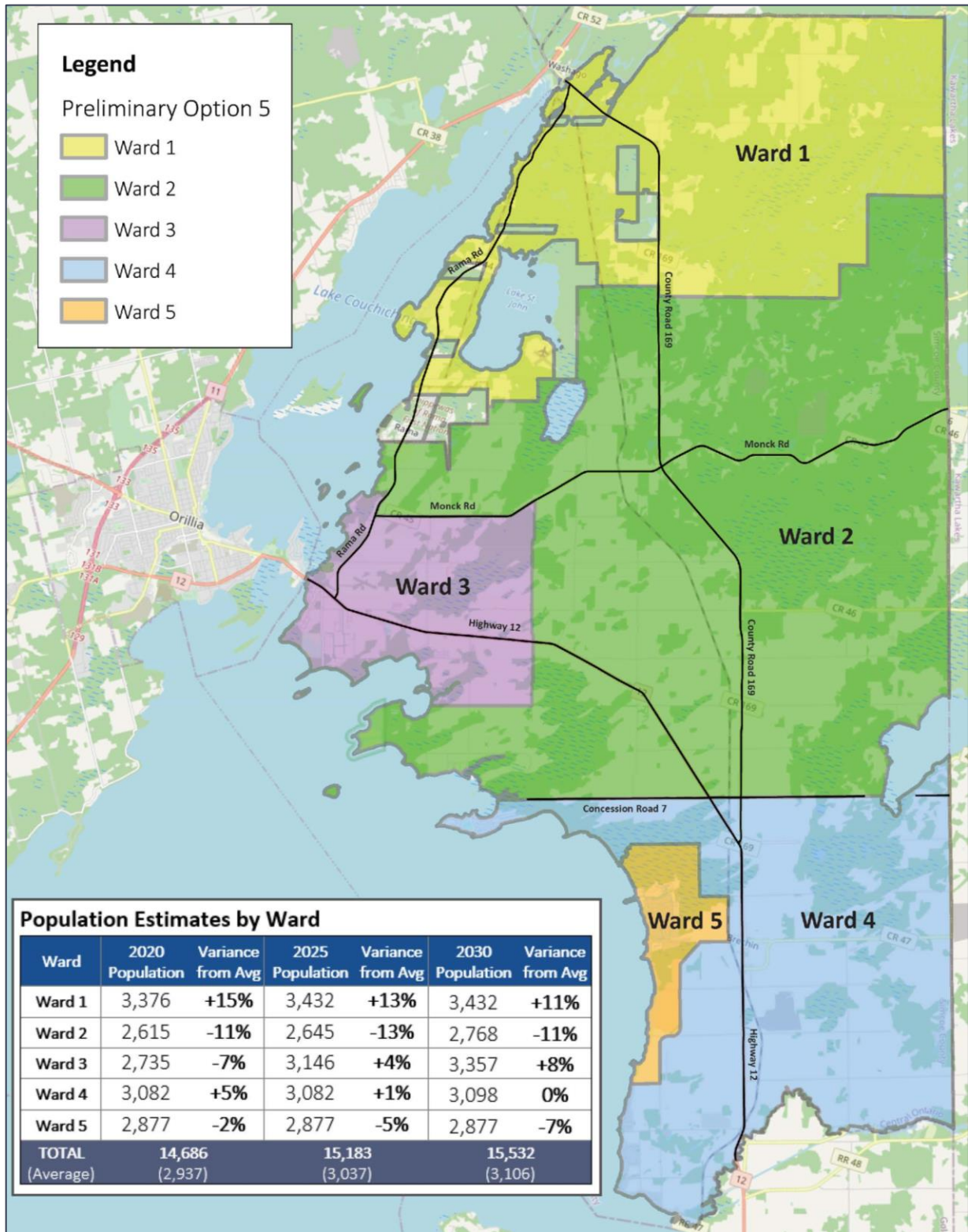
This alignment does not maximize the number of wards with a direct interest in each of Lake Couchiching (2) and Lake Simcoe (4).

**Risk Management:** While this alignment delivers excellent parity on the low growth scenarios, ward 2's alignment makes it vulnerable in the medium growth scenario because of growth south of Atherley.

The problem with option 2 is that it makes more sense for Lake St. John to be in Ward 1 and it is more oriented to the north of Ramara Township.

**For these reasons, it is an acceptable option, but not our preferred recommendation.**

## Draft Boundary Option 5



\*Projections for the medium-growth scenario for this option is available in Appendix C.

## Public Feedback – Option 5

### Option 5 - Summary of Participant Feedback<sup>6</sup>

#### Favourable

- *“This is the fairest option.”*

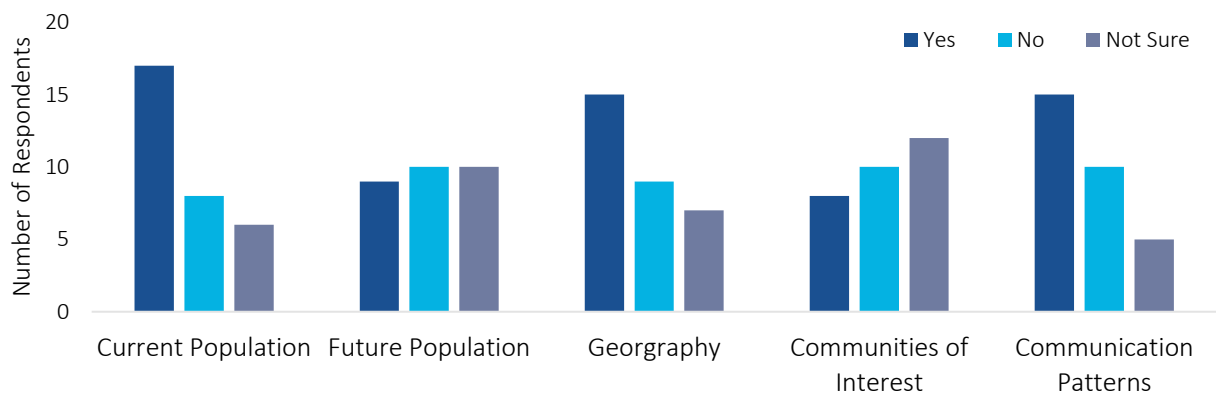
#### Not Favourable

- *“I don't think Rama Road Corridor should be lumped in with Atherley. They are also different lakes. Plus, in this example the Rama Road Corridor is cut in half which doesn't make sense to me.”*
- *“Makes it harder for Lakefront residents to have voices heard.”*
- *“Wildly unfair representation.”*
- *“Shoreline communities that share common needs are cut off from each other. It is not just about balancing the numbers.”*
- *“Doesn't make sense to extend Ward 3 to the East.”*
- *“This is still too much for the ward 1 councillor to carry. To have ward 1 be all the way in the most northeastern corner, no thank you.”*

#### Improvement Opportunities

- *“Ward 3 has more community relationships along the southern shores.”*
- *“I Could see that if you were to move ward 1 boundary about 2km east of 169, maybe that would work.”*

Residents were asked whether they were satisfied with how Option 5 met the five established criteria for achieving “effective representation.” Their responses are presented below.



<sup>6</sup> We have edited some comments for clarity and brevity.

## Ward Boundary Evaluation – Option 5

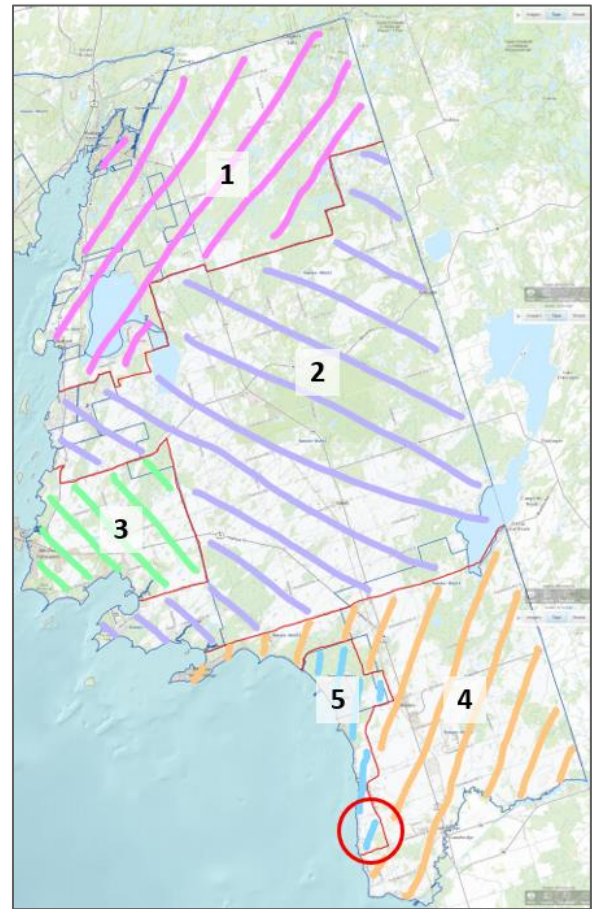
Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
<b>1. Consideration of Representation by Population</b>	
<i>Wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the township's characteristics.</i>	<ul style="list-style-type: none"> <li>This option provided acceptable, but sub-optimal parity in the near term, with under/over of up to 26%, which is less effective than other options.</li> </ul>
<b>2. Consideration of Present and Future Population Trends</b>	
<i>Population and Electoral Trends: consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council.</i>	<ul style="list-style-type: none"> <li>Relative parity remains stable through 2025 with the largest gap being 26% but becomes more balanced with the largest variance from the average at 13%, down from 15% in 2020.</li> <li>By 2030, the largest deviation between wards narrows to 22%.</li> <li>Risk Management Note: In the medium growth scenario, ward 3 would reach +31% due to projected growth along the Rama/Atherley corridor being more concentrated in ward 3 than ward 2. See appendix C.</li> </ul>
<b>3. Means of Communication and Accessibility:</b>	
<i>Group existing neighbourhoods into wards that reflect current transportation and communication patterns.</i>	<ul style="list-style-type: none"> <li>In this Option, Lake St. John is grouped with other northern communities that share an orientation towards Washago in the north.</li> </ul>
<b>4. Geographic and Topographical Features:</b>	
<i>Use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand.</i>	<ul style="list-style-type: none"> <li>This option most closely resembles the existing ward boundaries.</li> <li>This option respects the significant wetland south of Coopers Falls which makes a convenient boundary between wards 1 and 2.</li> <li>This option uses several side roads and property lines as boundaries that may be less identifiable.</li> </ul>
<b>5. Community or Diversity of Interests:</b>	
<i>As far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods, and community groupings – not through them.</i>	<ul style="list-style-type: none"> <li>Boundaries do not arbitrarily divide existing neighbourhoods, hamlets, and villages.</li> <li>The option divides Ramara's rural communities among three wards and the waterfront among all five wards.</li> <li>Lake Couchiching is represented in three wards, and Lake Simcoe is represented in four wards.</li> <li>It includes Bayshore in ward 4. This is viewed as both a strength and a weakness by different stakeholders from a quality of representation point of view.</li> </ul>

## Option 5A – Alternative Boundary Configuration

Year	2020		2030	
	Share of Pop.	Variance from Avg.	Share of Pop.	Variance from Avg.
Ward 1	23%	<b>+15%</b>	22%	<b>+10%</b>
Ward 2	18%	<b>-11%</b>	18%	<b>-11%</b>
Ward 3	19%	<b>-7%</b>	22%	<b>+8%</b>
Ward 4	20%	<b>-1%</b>	19%	<b>-6%</b>
Ward 5	21%	<b>+4%</b>	20%	<b>-1%</b>
<b>Original Option 5 Population Distribution</b>				
Ward 4	21%	<b>+5%</b>	20%	<b>0%</b>
Ward 5	20%	<b>-2%</b>	19%	<b>-7%</b>

Option 5A is a minor variant to Option 5 suggested in the stakeholder discussion. It is intended to balance out the population distribution between wards 4 and 5, by extending the ward 5 boundary further south along the shoreline from Concession Rd. 1 to Concession Rd A. This move ~200 residents from ward 4 to ward 5.

As you can see from the chart above 5A provides marginally better outcomes than Option 5.



## SCI Observations – Option 5 and 5A

Without repeating each of the factors set out above, in general:

- This option achieves acceptable population parity based on current numbers and the low growth forecast.
- The minor variant, 5A, which we recommend, achieves slightly better outcomes, and reduces the size of ward 4 relative to ward 5 slightly.
- It achieves unified representation for Lake St. John, in a revised ward 1, which is in our view the better way to achieve this outcome.
- It addresses population growth issues in wards 2 and 3 under the low growth scenario, subject to the risk management considerations set out below.
- It addresses the population shortfalls in wards 4 and 5.

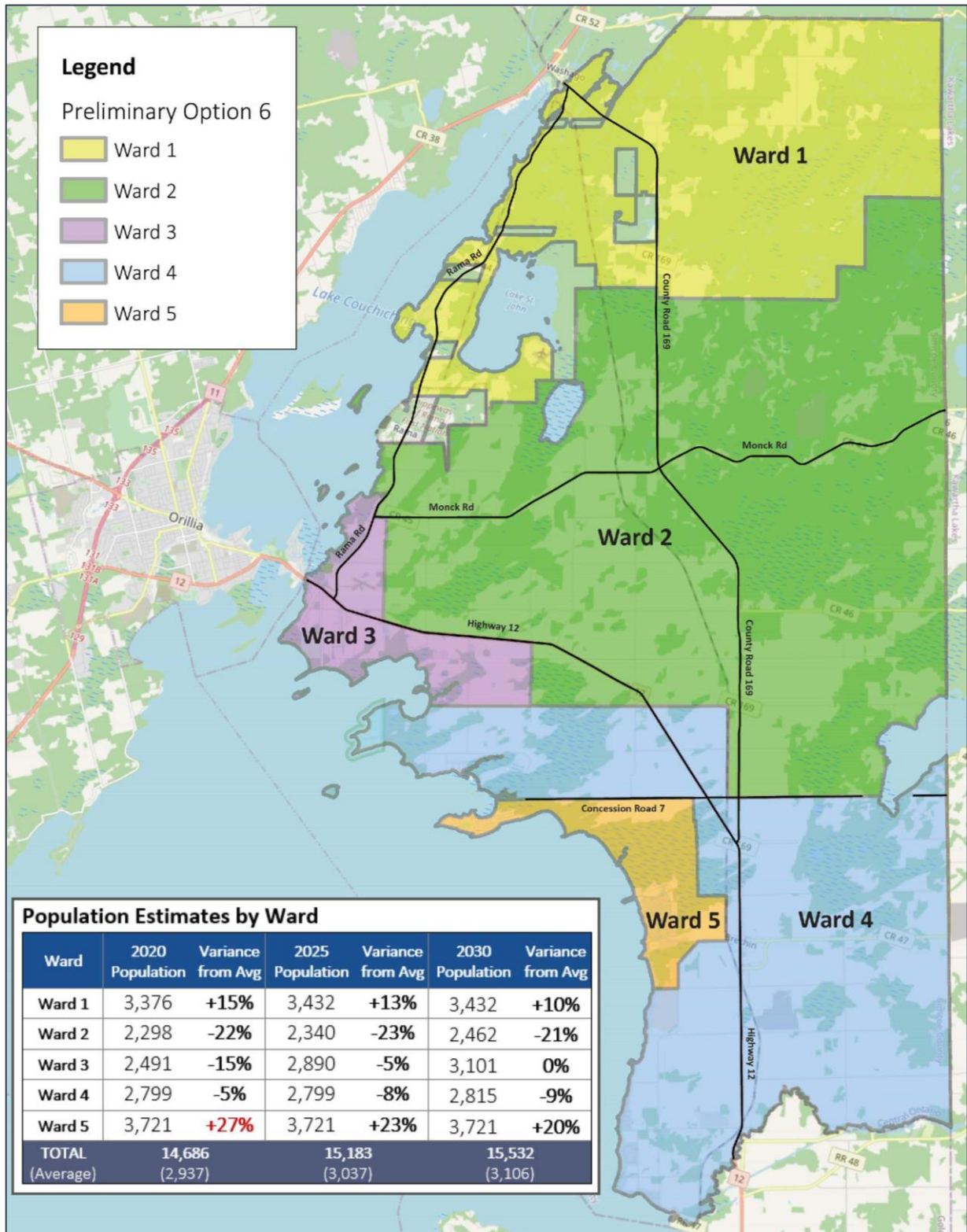
This alignment delivers 3 wards with a substantial rural representation.

This alignment maximizes the number of wards with a direct interest in each of Lake Couchiching (3) and Lake Simcoe (4).

**Risk Management:** While this alignment delivers acceptable parity on the low growth scenarios, In the medium growth scenario, ward 3 would reach +31% due to projected growth along the Rama/Atherley corridor being more concentrated in ward 3 than ward 2.

**For these reasons, Option 5 as amended by 5A is our preferred Option.**

## Draft Boundary Option 6



\*Projections for the medium-growth scenario for this option is available in Appendix C.

## Public Feedback – Option 6

### Option 6 - Summary of Participant Feedback<sup>7</sup>

#### Favourable

- *“This option best congregates similar communities based on interests and features.”*
- *“Combining Bayshore Village, Glenrest Beach, Southview Beach, Sandy Cove and Lagoon City in one Ward would achieve effective representation in Ward 5. This is the only option that delivers this! I think the effective representation it delivers outweighs that population imbalance.”*

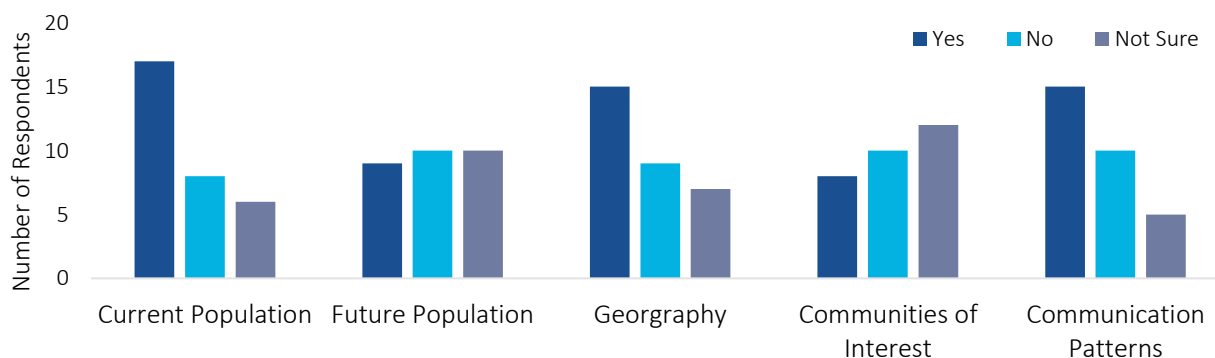
#### Not Favourable

- *“The needs to Joyland beach are not the same as Brechin. This option is my least favourite. It’s too jumbled and broken.”*
- *“Makes it harder for Lakefront residents to have voices heard.”*
- *“Bayshore is linked with Lagoon City in this option; we do share many issues, but we’d both be under-represented and probably outvoted by communities with other interests.”*
- *“This is the most unfair representation by population.”*
- *“Bayshore and lagoon should not be in same ward.”*
- *“The portion of 4 above 5 seems disconnected and they aren’t heading to Brechin. There services are Atherley and Orillia.”*
- *“Ward 5 is too big in this one, and it is not a natural collaboration, to have Lagoon City and Bayshore together. That said, at least they all have internet and water/sewer, so they have similar issues. Ward 1 is also too big.”*
- *“Not understanding why ward 4 needs to be chopped.”*
- *“The councillor workload for Ward 5 will be too high; by adding it, it would be too much and could make it too heavy a burden.”*

#### Improvement Opportunities

- *“Ward 2 could take up some and 3 could take up the shoreline communities.”*
- *“Lagoon City has more in common with the Southern shoreline communities.”*

Residents were asked whether they were satisfied with how Option 4 met the five established criteria for achieving “effective representation.” Their responses are presented below.



<sup>7</sup> We have edited some comments for clarity and brevity.



## Ward Boundary Evaluation – Option 6

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
<b>1. Consideration of Representation by Population</b>	
<i>Wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the township's characteristics.</i>	This option does fall within the Supreme Court's guidelines for population parity, with ward five reaching a +27% variance from the average resulting in an over/under spread of 49%.
<b>2. Consideration of Present and Future Population Trends</b>	
<i>Population and Electoral Trends: consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council.</i>	<ul style="list-style-type: none"> <li>▪ Relative parity falls into acceptable ranges through 2025, with the deviation between the smallest and largest ward populations decreasing to 46%, with no wards deviating from the average by more than 23%.</li> <li>▪ By 2030, this deviation further narrows to 41%, but is still sub-optimal compared to other options.</li> </ul> <p>Risk Management Note: In the medium growth scenario, all wards would be within the acceptable maximum range for variance from average, with none exceeding 24%. See appendix C.</p>
<b>3. Means of Communication and Accessibility:</b>	
<i>Group existing neighbourhoods into wards that reflect current transportation and communication patterns.</i>	This option groups Joyland Beach with several southern communities in ward 4 though they are service consumption patterns orient in different directions. While southern communities orient around Brechin and Gamebridge, Joyland Beach orients toward Atherley to the northwest.
<b>4. Geographic and Topographical Features:</b>	
<i>Use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand.</i>	<ul style="list-style-type: none"> <li>▪ This option respects the significant wetland south of Coopers Falls which makes a convenient boundary between wards 1 and 2.</li> <li>▪ This option does not respect a provincially significant wetland north of Lagoon city that geographically separates Lagoon City from other communities to the north.</li> </ul>
<b>5. Community or Diversity of Interests:</b>	
<i>As far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods, and community groupings – not through them.</i>	<ul style="list-style-type: none"> <li>▪ Boundaries do not arbitrarily divide existing neighbourhoods, hamlets, and villages.</li> <li>▪ The option divides Ramara's rural communities among three wards and the waterfront among all five wards.</li> <li>▪ Lake Couchiching is represented in three wards, and Lake Simcoe is represented in four wards.</li> </ul>

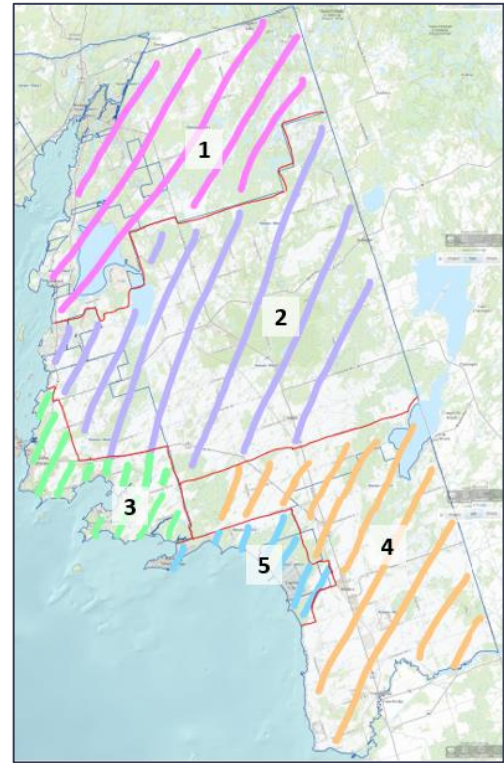
## Draft 6A – Alternative Boundary Configuration: Not Recommended

Year	2020		2030	
	Share of Pop.	Variance from Avg.	Share of Pop.	Variance from Avg.
Ward 1	23%	+15%	22%	+10%
Ward 2	13%	-37%	13%	-35%
Ward 3	22%	+12%	25%	+26%
Ward 4	17%	-17%	16%	-21%
Ward 5	25%	+27%	24%	+20%

This adapted configuration of Option 6 was developed to respond to stakeholder input as a potential way to limit the amount of new shoreline and geographic size added on the northern end of Ward 4, by adding the Joyland Beach area to Ward 3 and making up the necessary population in ward 4 by pushing up the northern boundary of the ward along the eastern border of the Township instead.

This option does not achieve sufficient population gains for ward 4 to achieve parity goals.

**Based on the inability to deliver population parity, this is not recommended.**

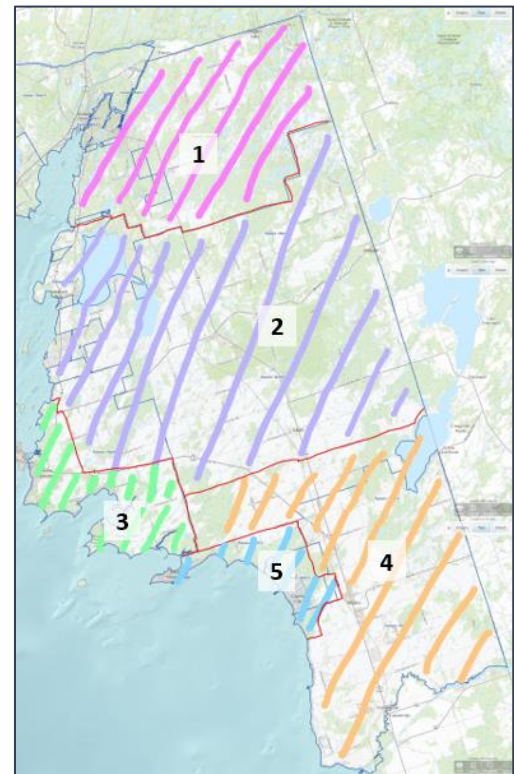


## Draft 6B – Alternative Boundary Configuration

Year	2020		2030	
	Share of Pop.	Variance from Avg.	Share of Pop.	Variance from Avg.
Ward 1	16%	-19%	15%	-24%
Ward 2	20%	-2%	20%	-1%
Ward 3	22%	+12%	25%	+26%
Ward 4	17%	-17%	16%	-21%
Ward 5	25%	+27%	24%	+20%

This adapted configuration of Option 6 makes further amendments to Draft 6A to correct for some of the issue's reduction in the population of ward 2 caused by increasing ward 4 at the expense of ward 2. As a result, ward 1 is reduced to increase the size of ward 2 by moving the Lake St. John area into ward 2 from ward 1.

**This version is not recommended as it also fails to achieve parity and has desirable characteristics, such as allocating Lake St. John to Ward 2.**

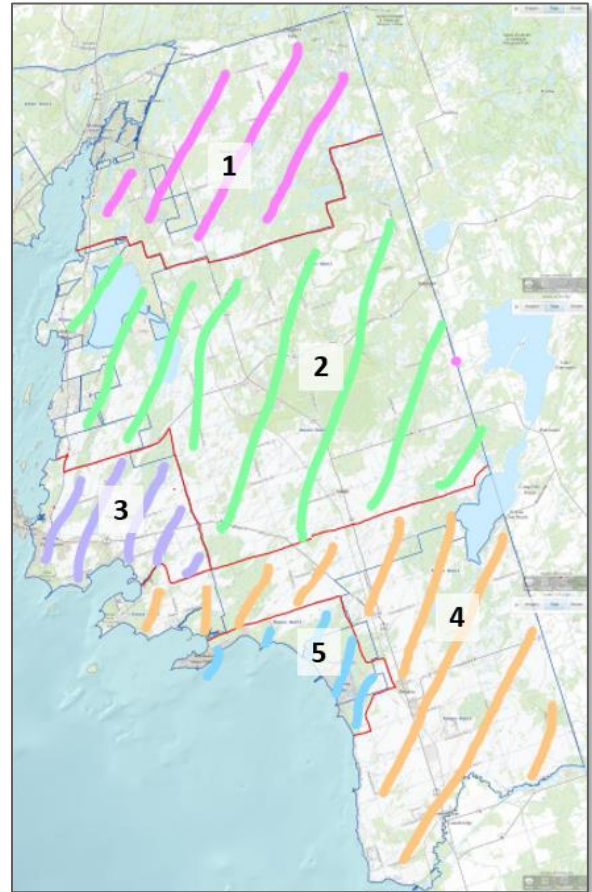


## Draft 6C – Alternative Boundary Configuration

Year	2020		2030	
	Share of Pop.	Variance from Avg.	Share of Pop.	Variance from Avg.
Ward 1	16%	-19%	15%	-24%
Ward 2	20%	-2%	20%	-1%
Ward 3	19%	-7%	22%	+8%
Ward 4	20%	0%	19%	-5%
Ward 5	25%	+27%	24%	+20%

This variation aims to address some of the more confusing boundary lines in the original Option 6 by including all of Lake Dalrymple in Ward 4, and adjusts the boundaries of Wards 1, 2, and 3 to accommodate and more evenly distribute the lower population in those wards. This variation is still based on a Ward 5 that includes both Lagoon city and Bayshore Village, and a Ward 4 that includes waterfront both north and south of Lagoon City.

**Based on the inability to deliver population parity, this is not recommended.**



## SCI Observations – Option 6 and Proposed Variations

Without repeating each of the factors set out above, in general:

- This option fails to achieve the target outcomes for population parity based on current numbers and the low growth forecast. It would begin with a population variance of 49% between highest and lowest. Other variants considered do not significantly improve this performance.
- It achieves unified representation for Lake St. John, in a revised ward 1, which is in our view the better way to achieve this outcome.
- It addresses population growth issues in wards 2 and 3 under the low growth scenario, subject to the risk management considerations set out below.
- It addresses the population shortfalls in wards 4 and 5.

This alignment delivers 3 wards with a substantial rural representation.

This alignment does not maximize the number of wards with a direct interest in each of Lake Couchiching (3) and Lake Simcoe (3).

**Risk Management:** In the medium growth scenario, all wards would be within the acceptable maximum range for variance from average, with none exceeding 24%. See appendix C.

The main difference between options 1-5 and 6 is the method of addressing the population parity challenges of wards 4 and 5.

- The approach taken in option 6 is to merge Lagoon City and Bayshore Village in a new Ward 5, and to expand the boundary of ward 4 north along the eastern border of the Municipality.
- The approach taken in options 1 to 5 is to expand ward 5 to the south, and ward 4 north to concession y across from Lake Simcoe to the eastern border of Ramara, including Bayshore Village in Ward 4.

In our view, the approach taken in options 1-5 delivers better results than Option 6 and its sub-variants 6A, 6B, and 6C, that we modelled to see if we could make Option 6 work.

We think there is good reason to be cautious about combining the communities of Lagoon City and Bayshore Village into one ward.

This could reduce the effectiveness of their representation both within the resulting combined ward, and at the Council table, where they would only then have one directly interested councillor, instead of two.

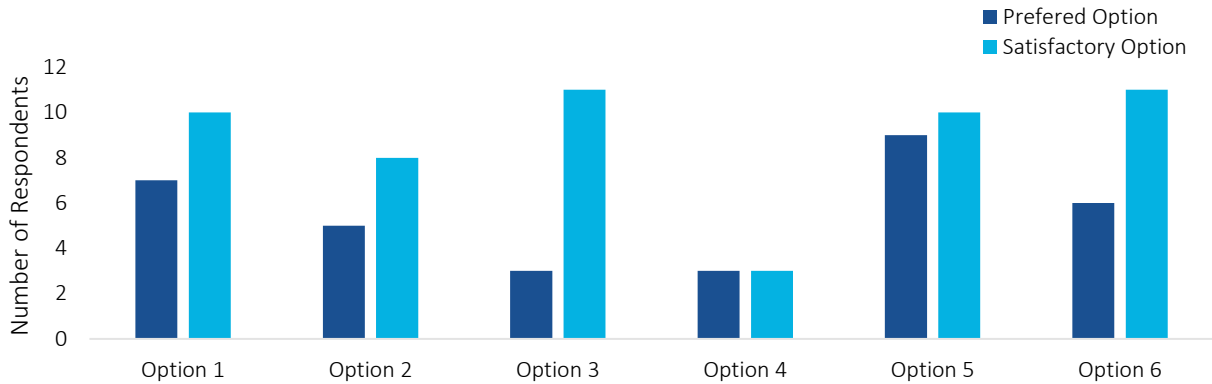
The realities of Ramara geography dictate that the boundary of ward 4 needs to move north, and we think Bayshore Village will achieve effective representation in a new urban-rural ward 4, much as it is currently represented in the current urban rural ward 2.

Similarly, we think that the resulting ward 4 will continue to give effective representation for residents outside of Bayshore Village.

**For these reasons, we do not recommend this Option.**

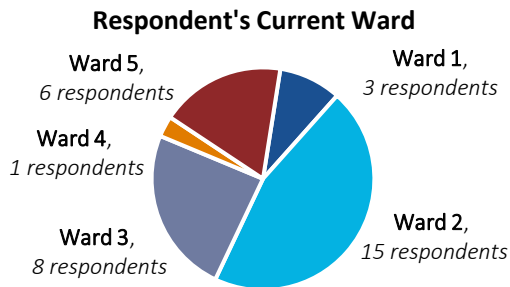
## Public Feedback Overview of All Draft Options

Respondents were asked to select their preferred option among those presented, as well as identifying all the options they would be satisfied with overall.



\*6 respondents indicated they would not be satisfied with any of the presented options.

**Overall, the preferred option was Option 5**, followed by Option 1, and Option 6. However, the option that respondents most frequently reported being satisfied with were Options 3 and 6, followed by Options 1 and 5.



The figure (left) shows the current ward of the respondents who responded to the Public Survey. The majority of respondents came from ward 2, with very few responses from wards 3 and 4.

## Summary of Participant Feedback<sup>8</sup>

### On the presented options

- *"I like that options 5 & 6 keep the rural communities in ward 2."*
- *"In every option shoreline communities are cut off from similar properties."*
- *"Make the Lake St. John area into Ward 1."*
- *"I think slightly below Monk road should be the dividing line between the wards."*

### General comments

- *"Make the population equal between all wards even if a ward splits a street in half. Make it fair."*
- *"Have you considered designing the wards around the existing infrastructure?"*
- *"Go back and do your homework and make things fair and equal. Otherwise, you have one less voting family here."*

### On shoreline and rural representation

- *"Ramara is strung out along the lake: the reason many of us are here is the lake; it is really important that each ward councillor has a stake in the health of the lake and the watersheds; prefer everyone to have a share."*
- *"As a shoreline resident, I would not want a rural councillor, and I would also think that a rural resident would not want a shoreline councillor."*
- *"There is underlying resentment between the rural and shoreline communities. It is evident to anyone in Ramara that this is a "high/low" township, in that there are two distinct socio-economic groups, and these can generally be divided as shoreline vs rural."*
- *"If you mix the shoreline and rurals under one representation, there will be someone getting the short end of the stick, and the councillor will suffer gross job dissatisfaction based on always feeling like somebody hates him."*
- *"Ward 1 should represent all lakeshore cottagers and shoreline residential, as they have the same concerns. There is enough for one councillor to ensure the needs of these residents are met, without having to also be familiar with rural issues."*
- *"I do believe that going back to the well, with a view in mind of grouping together shoreline communities with other shoreline communities. Hopefully, you would eventually come up with a better solution for all of the shoreline residents that would not have so many individual shoreline areas clumped in with totally dissimilar communities!"*

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<sup>8</sup> We have edited some comments for clarity and brevity.

## Summary of Stakeholder Feedback<sup>9</sup>

### Ward 1

- *“Option 1 eliminates all rural representation from ward 1, which should be avoided.”*
- *“It makes a lot of sense to add the entire Lake St. John area into ward 1.”*
- *“Having a larger population in ward 1 is reasonable given the area will not see much growth in the future.”*

### Ward 2

- *“If ward 2 remains mostly rural, it makes sense that its population might be smaller to ensure they are adequately represented on Council.”*
- *“Option 1 just makes ward 2 too big.”*
- *“Ward 2 should have some representation on both Lake Simcoe and Lake Simcoe.”*

### Ward 3

- *“Options that use Highway 12 as the northern boundary for ward 3 may reinforce old pre-amalgamation divisions.”*
- *“Ward 3 should include representation on both sides of Highway 12 and both Lake Couchiching and Lake Simcoe.”*
- *“Making ward 3 a purely waterfront ward, by extending up the Rama Corridor or to Lake St. John will not result in balanced representation.”*

### Ward 4

- *“Bayshore Village represents a high amount of case work, adding it to Ward 4 would make the workload for that Ward unmanageable, and detract from areas like Brechin which also generate a lot of casework.”*
- *“Bayshore would appear to be manageable as part of ward 4, it would also more equitably distribute case work from community organizations and resident associations amongst Council.”*
- *“Adding Bayshore Village to Ward 4 results in a nice balance of rural and “urban” residents.”*
- *“Ward 4 is already a large ward geographically; it shouldn’t grow much larger than it currently is.”*
- *“There may be unintended consequences to only having fewer councillors with constituents on municipal sewer.”*

### Ward 5

- *“Extending Ward 5 south makes the most sense, it balances the population and representation between Lagoon City and other waterfront properties.”*
- *“Ward 5 is already the craziest when it comes to casework, adding Bayshore would require a full-time Councillor.”*
- *“Extending ward 5 north will not make sense for equally distributing population.”*
- *“Ward 5 could be extended even further south than presented in options 1-5 to balance out wards 4 and 5 more.”*

<sup>9</sup> We have edited some comments for clarity and brevity.

## Part 4: Recommendations

### Achieving “Effective Representation”

The following recommendations are based on our application of Council’s Terms of Reference (see Appendix E) to all of the inputs that we have received from this process as described above. We make these recommendations in an attempt to give effect to the principles of “effective representations” which guide this process and influenced the Terms of Reference.

#### Choosing Among Options 1-6

**Options one to five would all be satisfactory to meet the population parity requirements of the Terms of Reference.**

**Ruling out Option 6:** Option 6 would not meet the Terms of Reference regarding population parity in the near term, although its fit would improve over time. The plus 27% of ward 5 in Option 6 would not absolutely disqualify Option 6, but variances in parity of greater than 25% should only be accepted if the lack of parity is the necessary consequence to achieving some otherwise missing and unattainable aspect of effective representation.

**In our view, the population parity differences in Option 6 are not necessary to promote effective representation and might make representation worse.**

The main difference between options 1-5 and 6 is the method of addressing the population parity challenges of wards 4 and 5.

- The approach taken in options 6 is to merge Lagoon City and Bayshore Village in a new Ward 5, and to expand the boundary of ward 4 north along the eastern border of the Municipality.
- The approach taken in options 1 to 5 is to expand ward 5 to the south, and ward 4 north to concession y across from Lake Simcoe to the eastern border of Ramara, including Bayshore Village in Ward 4.

In our view, the approach taken in options 1-5 delivers better results than Option 6 and its sub-variants 6A, 6B, and 6C, that we modelled to see if we could make Option 6 work.

We think there is good reason to be cautious about combining the communities of Lagoon City and Bayshore Village into one ward.

This could reduce the effectiveness of their representation both within the resulting combined ward, and at the Council table, where they would only then have one directly interested councillor, instead of two.

The realities of Ramara geography dictate that the boundary of ward 4 needs to move north, and we think Bayshore Village will achieve effective representation in a new urban-rural ward 4, much as it is currently represented in the current urban rural ward 2.

Similarly, we think that the resulting ward 4 will continue to give effective representation for residents outside of Bayshore Village.

We are mindful that some expressed the view that the resulting ward 4 (combining in Bayshore) would result in an excessive volume of casework. We are of this view that there are potential solutions to this problem in corporate approaches to case management that can address this issue for all wards, without it needed to be a barrier to ward boundary design.



## Choosing Among Options 1-5

While each of options 1-5 would be acceptable on the mathematics of parity alone, we do not believe they are all equally desirable from a perspective of Effective Representation.

**Ruling out options 2 and 4:** In our consultations, we heard many times that it was a desirable outcome of this process to unify the Lake St. John area in one ward. Options 1-5 all achieve this goal. Options 1, 3 and 5 would allocate the area to ward 1 and Options 2 and 4 would allocate it to ward 2.

Based on the input we heard from the consultations, and on the overall principles of effective representation, we believe the alignment with ward 1 is more appropriate, and we think this is sufficient advantage on which to rule out options 2 and 4.

We reach this conclusion, while acknowledging that both wards 2 and 4 have excellent outcomes in terms of parity compared to other options. We recognize this but note, as many courts and tribunals have concluded, that ward boundary design is not a purely mathematical exercise. The question is not which one delivers the greatest mathematical parity, it is which model delivers the best outcomes in effective representation while meeting the requirements of mathematical parity.

**Ruling Out Option 1:** We heard in our consultations that the flaw in Option 1 is that it results in boundaries for ward 2 that are unreasonably large. This would likely lead to challenges in workload for the local councillor that could undermine the overall effectiveness of representation in the ward.

Option 1 also fails to respect the existence a large provincially significant wetland which was the basis for the current ward 1 boundary. The new configuration would leave residents on the north side of the wetland isolated from the remainder of the ward, undermining its ability to provide effective representation.

Options 3 and 5 achieve better outcomes without causing similar disruption.

**Considering Options 3 and 5:** There are reasons to prefer both options 3 and 5.

- Both are acceptable from the perspective of relative parity of ward population.
- Both unify Lake St John in Ward 1
- Both avoid creating unacceptably large wards.
- Both deliver three wards that will have a vested interest in the affairs of the rural community. This compares favourably with Option 1, that would only have had two rural wards.

One strong feature of option 3 is the transparent and “orderly” structure of its boundaries, which are based on readily recognizable features, making them easy to understand and communicate to the public. Of note is the difference between the regular shape of wards 2 and 4 in option 3, versus the puzzle-piece shapes of wards 2 and 4 in option 5.

While the visual alignments of wards 2 and 4 may be preferable in Option 3, the wards shapes in Option 5 do delivers important functionality by increasing the number of wards with a direct interest in the shoreline.

Unlike option 3, option 5 maximizes the number of wards that will have a direct interest in Lake Couchiching and Lake Simcoe. See table below.

Maximizes wards with an interest in shoreline:	Option 3	Option 5
Lake Couchiching	2 Councillors (wards 1,2)	3 Councillors (wards 1,2,3)
Lake Simcoe	3 Councillors (wards 3,4,5)	4 Councillors (wards 2,3,4,5)

To be fair, some commentators who saw the narrow corridors of wards 2 and 4 touching Lakes Couchiching and Simcoe viewed this as a weakness, that risked “cutting up” the accountability of representation along the shoreline into too many wards, and too many councillors. On the other side, we heard “we should all have a stake in protecting the shoreline.” That view saw option 5 as being the best at delivering effective representation for waterfront interests.

We would be sympathetic to the concerns of blurring accountability if we were drawing municipal boundaries and dividing up a shoreline among different governance structures. That is not at stake here. In this case, the issue is drawing wards within one municipality, and one governance structure, where all decision-making is the role of the entire Council, and not of any one local councillor. We agree with those who think that it is a positive move to draw wards to maximize attachment to shoreline issues. We think this is certainly favourable to (already dismissed) option 4, which would have created a narrow shoreline ward along Lake Couchiching, potentially setting up unhelpful “we-they” dynamics between wards with more seasonal and wards with more permanent residents.

**Option 5a was a minor tweak proposed during the consultations. It would extend the boundary of ward 5 slightly to the south to achieve better population parity goals, as set out on pages 38-39.**

**Conclusion:** On this basis, having regard to all the factors in the terms of reference, and in particular the overall principles of effective representation, we:

- acknowledge that all of options 1-5 could be suitable or preferred by some, but
- we favour options 3 and 5, and of the two,
- we recommend option 5, as amended by 5A, as being the best fit for the next ten years of Ramara’s growth.

## Appendix A: Projected Population Growth (Interim Report Excerpt)

Under the Terms of Reference, this Review is intended to accommodate projected growth through the 2022, 2026, and 2030 municipal elections. For consistency with the Township's planning framework, 2030 was chosen as the population growth horizon.

StrategyCorp worked with Ramara's staff to estimate current and future population growth as well as anticipate where that growth is expected to occur.<sup>10</sup>

There are two complications in projecting growth of the purpose for designing wards:

- **There is a significant variance between the past actual growth and the projected possible growth for Ramara.** For example, Simcoe County has Ramara projected to reach a permanent population of 13,000 by 2031, representing an average year-over-year growth rate of 2.5% from 9,488 in 2016.<sup>11</sup> This would be a very large increase from StatsCan's reported year-over-year growth of 0.46% between 2011-2016.<sup>12</sup>
- **Most of the projected growth is almost entirely focused along the Rama Road corridor,** primarily within the boundaries of current ward 3 and to a lesser extent ward 2. A list of forecasted development projects and a map indicating where they are anticipated to occur are on the following pages. Many of these projects have been in the planning stage for some time and are contingent on provincial land use approvals which have yet to be granted.

### Known Development Projects 2020-2025

Development	Ward	# of New Units	Additional Population	Est. "Move. in Date"
<b>Ramara Lakefront Resorts</b>				
<i>7199 Rama Rd (Rosy Beach Crt)</i>	1	24	55	2022
<i>6119 Concession Rd B-C (Sebright)</i>	2	3	7	2022
<i>6029 Concession Rd. B-C (Sebright)</i>	2	10	23	2023
<i>4185 Concession Rd 11</i>	3	5	12	2021
<i>3894 Concession Rd 10</i>	3	5	12	2021
<i>4672 McNeil Street (Atherley)</i>	3	2	5	2023
<i>7 Balsam Road (Atherley)</i>	3	4	9	2025
<b>Lakepoint Village</b>				
<i>3986 Concession Rd 10</i>	3	150	345	2025
<b>Rama Resorts</b>				
<i>Christopher Cres. Concession Rd. 12</i>	3	12	28	2025
<b>Total</b>		<b>215</b>	<b>495</b>	

<sup>10</sup> For the purposes of a ward boundary review, we do not express any opinion on whether proposed growth will happen or should happen. We take it in to account only for the purpose of forecasting the effect that growth would have on the distribution of population among wards relevant to the Effective Representation test.

<sup>11</sup> Simcoe County 2018 Economic Development Data Report. <https://www.ramara.ca/en/business-and-development/resources/Documents/Ramara-Economic-Development-Data-Report-2018.pdf>

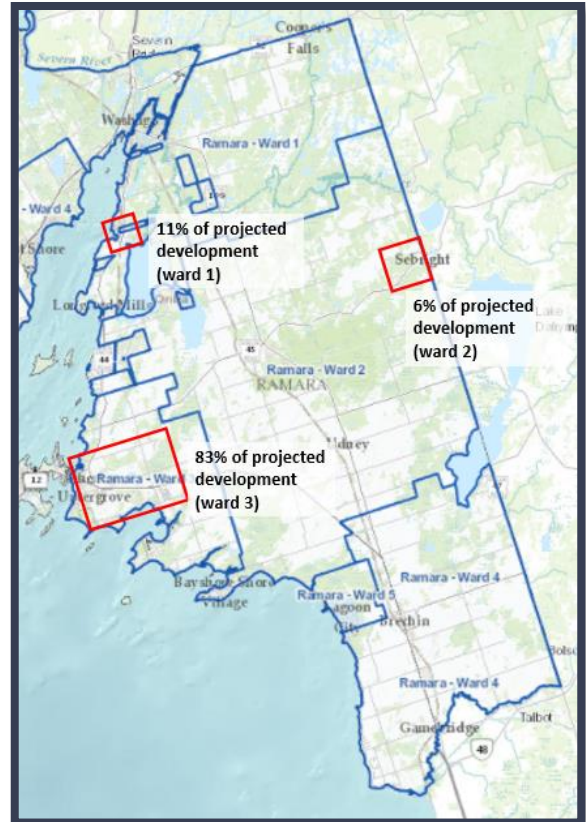
<sup>12</sup> StatsCan (2016) Census data

## Distribution of projected growth 2020-2025

These development applications and proposals provide us with accurate and specific population growth projections to the year 2025, ahead of the 2026 elections.

The chart (below) describes how these developments would impact the current ward populations. The map (right) illustrates the concentration of potential development activity.

Year	2020		2025	
Ward	Population	Share	Population	Share
Ward 1	2,882	19%	2,937	19%
Ward 2	3,365	22%	3,395	22%
Ward 3	3,710	24%	4,119	27%
Ward 4	2,583	17%	2,583	17%
Ward 5	2,146	14%	2,146	14%
<b>TOTAL</b>	<b>14,686</b>		<b>15,180</b>	



## Anticipated Development Projects 2025-2030

Development	Ward	# of New Units	Additional Population	Est. "Move in Date"
<b>Waterpark/Resort</b> <i>South of Casino Rama on Rama Rd. corridor</i>	2	742	<b>1707</b>	2030
<b>Harbour Village at the Narrows</b> <i>West of Rama Rd. S. of Fern Rd.</i>	3	500	<b>1,150</b>	2030
<b>Senior Living Development</b> <i>Rama Rd, between Fawn Bay and Fern Resort</i>	3	322	<b>741</b>	2030
<i>Concession 11/ON-125699 Highway 12</i>	3	150	<b>345</b>	2030
<i>180 Courtland St.</i>	3	300	<b>690</b>	2030
<b>Veltri Subdivision</b> <i>2123 Concession Road 4 (Brechin)</i>	4	95	<b>219</b>	2030
<b>Total</b>		<b>2,109</b>	<b>4,851</b>	

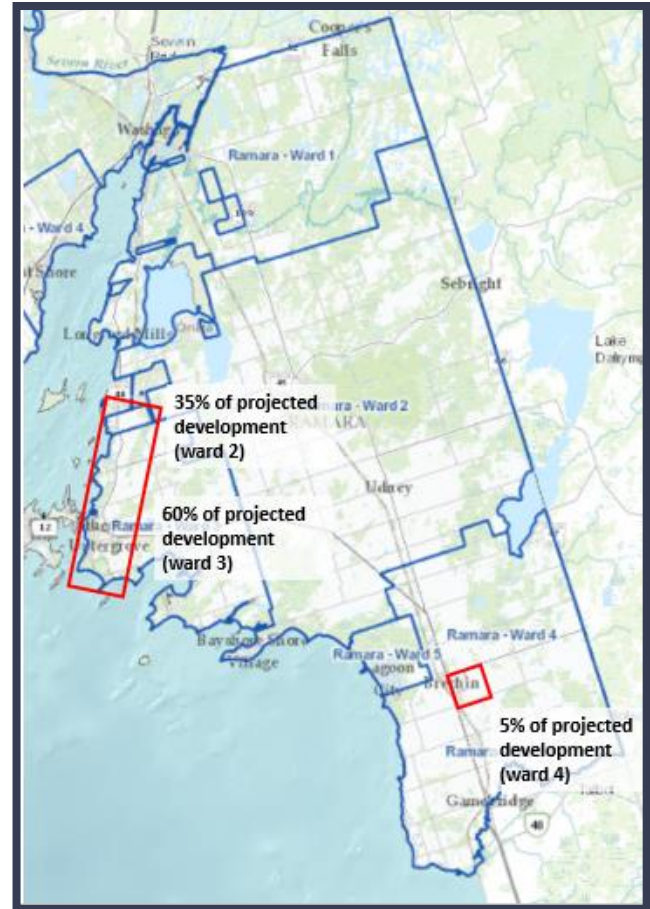
## Distribution of projected growth 2025-2030

Potential Growth in the 2025-2030 period would have a major effect on the relative population of the wards.

- ▶ **Planned projects would deliver an unprecedented increase in the pace of population growth in Ramara.** Planned developments for the 2025-2030 period, if realized, would have a significant impact on Township.
- ▶ **There is a high degree of uncertainty to these growth forecasts.** In addition to the usual uncertainty that comes from the economy, many of the proposed 2025-2030 development projects rely on yet to be confirmed provincial and municipal land use approvals, and the availability of servicing.
- ▶ **Growth will be unevenly distributed.** As illustrated in this map, if the growth happens, 95% of it will happen in Wards 2 and 3.

The contingent nature of forecast growth, and its materiality to ward boundary design has prompted us to develop three possible growth scenarios to assess the range of possible effects on ward boundary design:

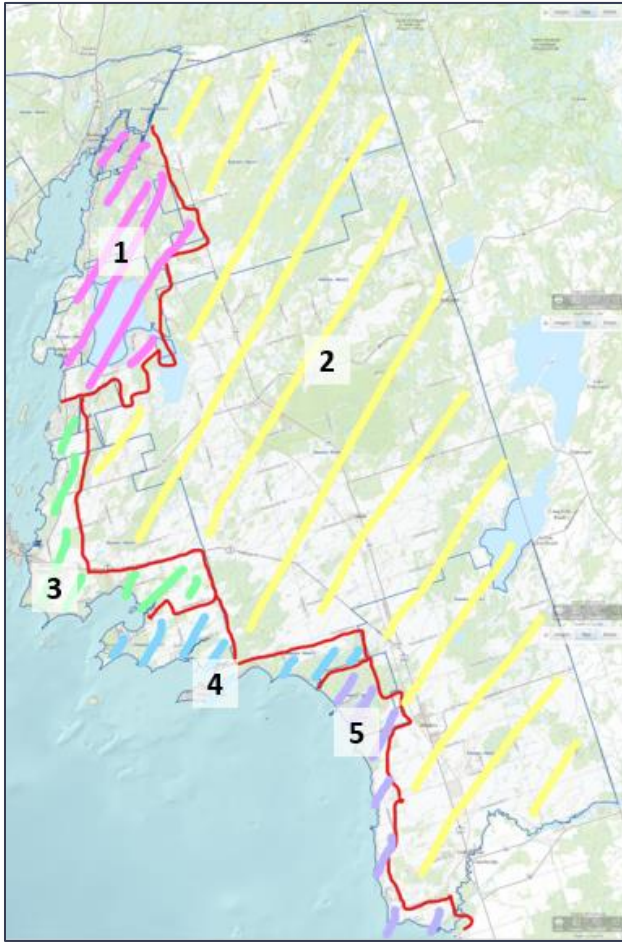
1. **Low-Growth:** This assumes 2.3% growth based on historical population growth between 2011-2016 but is distributed using the same distribution as the high-growth scenario.
2. **Mid-Growth:** This assumes all the above developments occur but to only 50% the anticipated capacity. This would represent a 20% population growth from 2025 projections, with the same distribution as the high-growth scenario.
3. **High-Growth:** This assumes all the above developments occur, resulting in 32% growth from 2025 projections. *The distribution of this growth is 60% in ward 3; 35% in ward 2; and 5% in ward 4.*



2030	Low growth (at 2.3%)		Mid-Growth (at 20%)		High-Growth (at 32%)	
	Population	Share	Population	Share	Population	Share
<b>Ward 1</b>	2,937	19%	2,937	17%	2,937	15%
<b>Ward 2</b>	3,518	23%	4,248	27%	5,101	25%
<b>Ward 3</b>	4,330	28%	5,582	36%	7,045	35%
<b>Ward 4</b>	2,599	17%	2,692	17%	2,801	14%
<b>Ward 5</b>	2,146	14%	2,146	14%	2,146	11%
<b>Total</b>	<b>15,529</b>		<b>17,605</b>		<b>20,031</b>	

## Appendix B: Other Draft Boundary Options

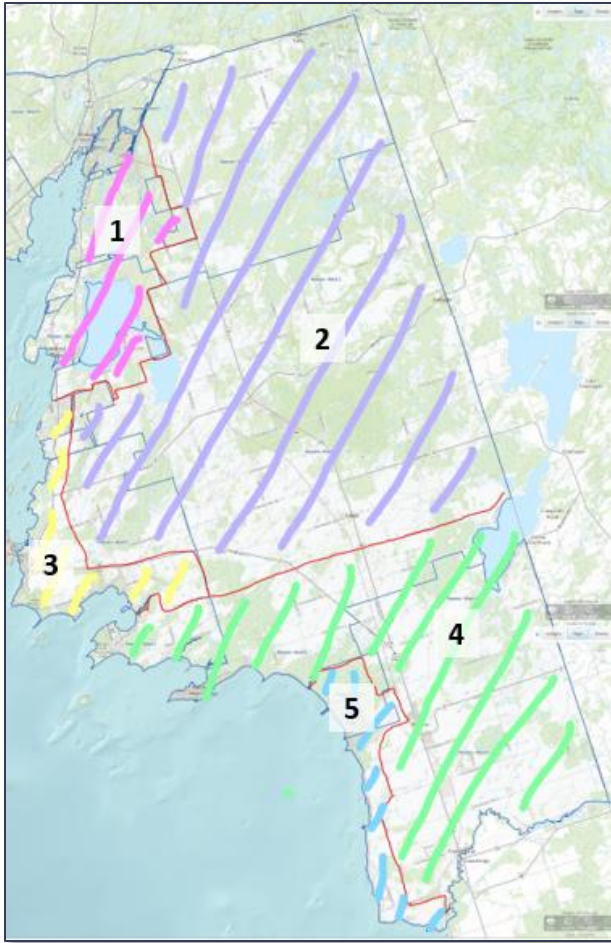
### Draft A



This option is designed to keep the rural and shoreline communities as isolated as possible. It results in a very large rural ward the spans the entire eastern side of the Township. It also presents issues in creating population parity among wards while respecting existing communities of interests.

Year	2020		2030	
	Share of Pop.	Variance from Avg.	Share of Pop.	Variance from Avg.
Ward 1	19%	-4%	19%	-6%
Ward 2	20%	+1%	19%	-3%
Ward 3	20%	-2%	23%	+16%
Ward 4	14%	-30%	13%	-34%
Ward 5	25%	+27%	24%	+20%

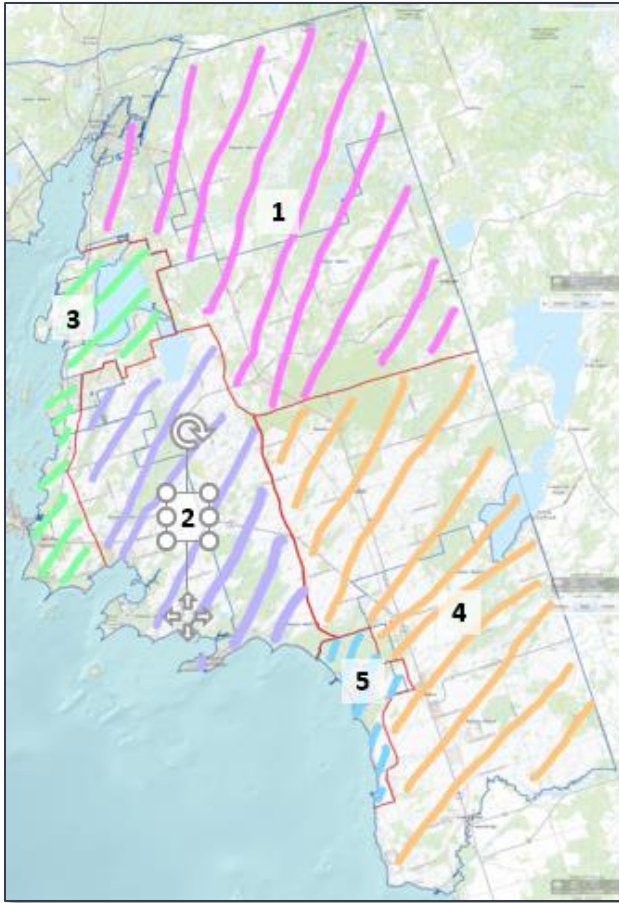
**Draft B**



This option was designed to keep Joyland Beach, Val Harbour, and Bayshore Village together, a priority identified during the second round of public consultations.

Year	2020		2030	
	Share of Pop.	Variance from Avg.	Share of Pop.	Variance from Avg.
Ward 1	19%	-3%	19%	-6%
Ward 2	13%	-33%	13%	-36%
Ward 3	20%	-2%	23%	+16%
Ward 4	22%	+10%	21%	+5%
Ward 5	25%	+27%	24%	+20%

Draft C



This option was designed to examine alternate configurations for Bayshore Village that place it outside of ward 4 or 5. This option also examines how far north the boundary for ward 4 would need to move up the eastern border of the Township to reach a relatively even population.

Year	2020		2030	
	Share of Pop.	Variance from Avg.	Share of Pop.	Variance from Avg.
Ward 1	20%	-1%	19%	-5%
Ward 2	25%	+24%	26%	+29%
Ward 3	20%	-2%	21%	+6%
Ward 4	16%	-19%	15%	-23%
Ward 5	20%	-2%	19%	-7%

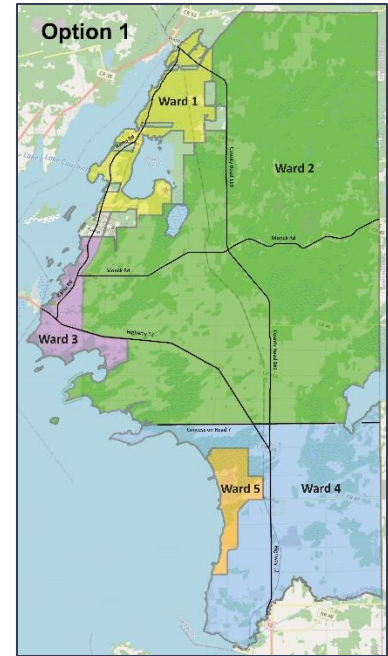


## Appendix C: Projected Mid-Growth 2030 Population Projections

The following tables show the 2030 projects for each Draft Boundary Options under the medium-growth scenario presented in the Interim Report. These figures were deemed by Council to be less likely than the low-growth scenario, but they have been included to illustrate how the presented options might withstand more growth than is anticipated.

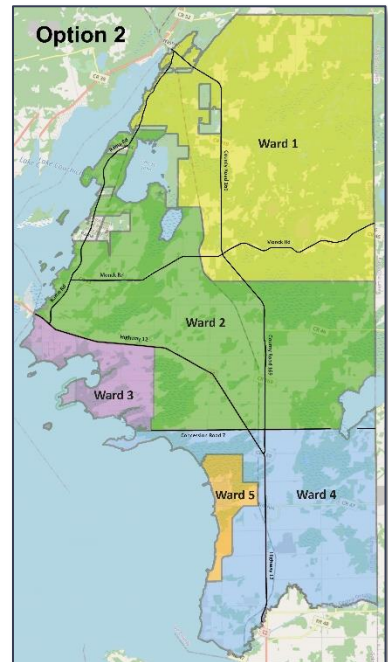
### Draft Boundary Option 1

Ward	2020 Population	Variance from Avg	2030 Population	Variance from Avg
Ward 1	2,850	-3%	2,905	-18%
Ward 2	3,054	+4%	3,085	-12%
Ward 3	2,822	-4%	5,536	+57%
Ward 4	3,082	+5%	3,191	-9%
Ward 5	2,877	-2%	2,877	-18%
<b>TOTAL</b>	<b>14,686</b>		<b>17,608</b>	
(Average)	(2,937)		(3,522)	



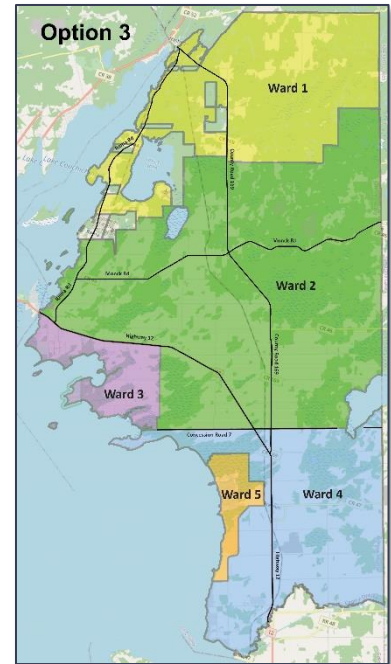
### Draft Boundary Option 2

Ward	2020 Population	Variance from Avg	2030 Population	Variance from Avg
Ward 1	2,921	-1%	2,952	-16%
Ward 2	2,758	-6%	4,823	+37%
Ward 3	3,048	+4%	3,764	+7%
Ward 4	3,082	+5%	3,191	-9%
Ward 5	2,877	-2%	2,877	-18%
<b>TOTAL</b>	<b>14,686</b>		<b>17,608</b>	
(Average)	(2,937)		(3,522)	



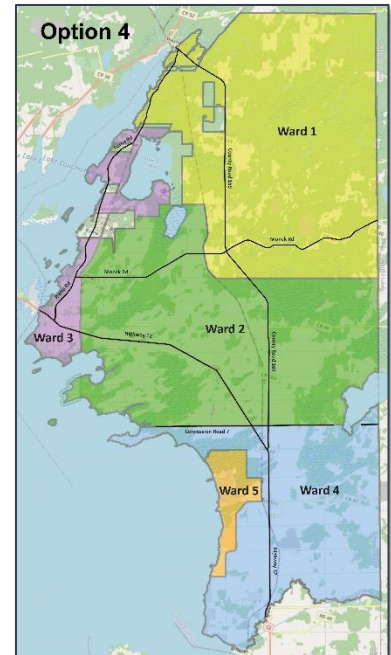
### Draft Boundary Option 3

Ward	2020 Population	Variance from Avg	2030 Population	Variance from Avg
Ward 1	3,376	+15%	3,407	-3%
Ward 2	2,302	-22%	4,367	+24%
Ward 3	3,048	+4%	3,764	+7%
Ward 4	3,082	+5%	3,191	-9%
Ward 5	2,877	-2%	2,877	-18%
<b>TOTAL (Average)</b>	<b>14,686 (2,937)</b>		<b>17,608 (3,522)</b>	



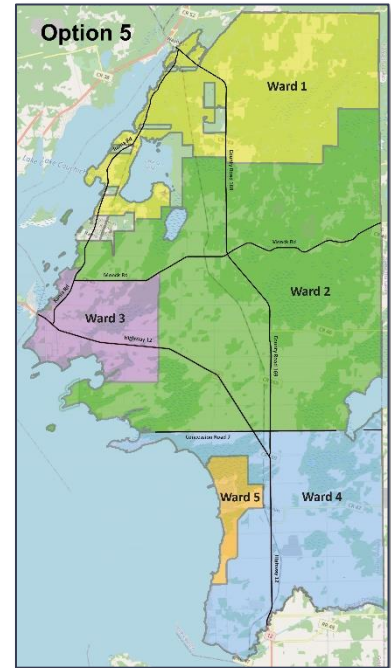
### Draft Boundary Option 4

Ward	2020 Population	Variance from Avg	2030 Population	Variance from Avg
Ward 1	2,921	-1%	2,952	-16%
Ward 2	2,933	0%	4,998	+42%
Ward 3	2,873	-2%	3,589	+2%
Ward 4	3,082	+5%	3,191	-9%
Ward 5	2,877	-2%	2,877	-18%
<b>TOTAL (Average)</b>	<b>14,686 (2,937)</b>		<b>17,608 (3,522)</b>	



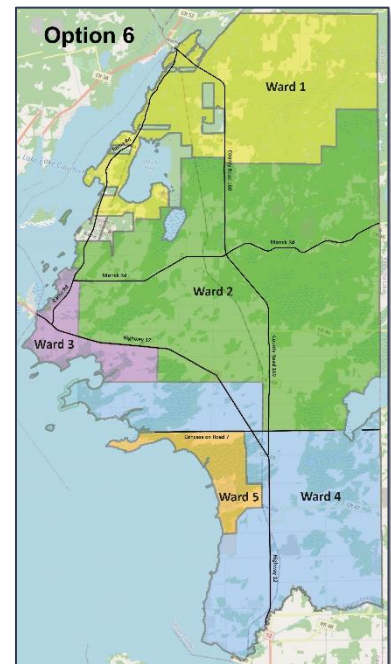
### Draft Boundary Option 5

Ward	2020 Population	Variance from Avg	2030 Population	Variance from Avg
Ward 1	3,376	+15%	3,432	-3%
Ward 2	2,615	-11%	3,498	-1%
Ward 3	2,735	-7%	4,608	+31%
Ward 4	3,082	+5%	3,191	-9%
Ward 5	2,877	-2%	2,877	-18%
<b>TOTAL</b> (Average)	<b>14,686</b> (2,937)		<b>17,608</b> (3,522)	



### Draft Boundary Option 6

Ward	2020 Population	Variance from Avg	2030 Population	Variance from Avg
Ward 1	3,376	+15%	3,432	-3%
Ward 2	2,298	-22%	3,193	-9%
Ward 3	2,491	-15%	4,352	+24%
Ward 4	2,799	-5%	2,908	-17%
Ward 5	3,721	+27%	3,721	+6%
<b>TOTAL</b> (Average)	<b>14,686</b> (2,937)		<b>17,608</b> (3,522)	



## Appendix D: Guiding Principles of this Review

This Ward Boundary Review is led by Guiding Principles which are informed by:

- Statutory Authority
- Council's Terms of Reference
- The Principles of "effective Representation" as enunciated by the Supreme Court of Canada and other Ontario Tribunals

### Statutory Authority

The Municipal Act gives councils discretion to set the ward configuration, including the number of wards, the number of Councillors to be elected in each ward and the boundaries of the wards (*Municipal Act, 2001*, s. 222 (1)).

### Council's Terms of Reference

As set out in the Terms of Reference, the overarching purpose of the Review is to conduct a review of the Township's ward boundaries.

The full terms of reference can be found in Appendix X.

### The Principle of Effective Representation

The principle of effective representation was set out by the Supreme Court of Canada in *Reference Re Provincial Electoral Boundaries (Saskatchewan)*, [1991] 2 S.C.R. 158 (*Carter*),<sup>13</sup> the leading authority for evaluating electoral systems in Canada.

The issue in *Carter* was whether a difference in population between provincial ridings in Saskatchewan infringed the right to vote protected by section 3 of the *Canadian Charter of Rights and Freedoms* (the *Charter*).

In *Carter*, the Supreme Court held that the purpose of the right to vote enshrined in the *Charter* is not "equality of voting power" but the right to "effective representation."

Effective representative is the right to be "represented in government," where "representation" entails both the right to a voice in the deliberations of government (the legislative role of elected representatives) and the right to bring your concerns to your representative (the ombudsman role of elected representatives).

Effective representation begins with voter parity, the idea that all votes should have equal weight and, as a result, the number of people living in each ward should be similar. According to the Supreme Court:

*A system which dilutes one citizen's vote unduly as compared with another citizen's vote runs the risk of providing inadequate representation to the citizen whose vote is diluted. The legislative power of the citizen whose vote is diluted will be reduced, as may be access to and assistance from his or her representative. The result will be uneven and unfair representation.*

While parity is of "prime importance," the Supreme Court held that it is "not the only factor to be considered in ensuring effective representation:"

*Notwithstanding the fact that the value of a citizen's vote should not be unduly diluted, it is a*

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<sup>13</sup> *Carter* is available online here: <http://scc-csc.lexum.com/scc-csc/scc-csc/en/item/766/index.do>.

*practical fact that effective representation often cannot be achieved without considering countervailing factors.*

The Supreme Court provided a non-exhaustive list of factors that should be considered, including geography (natural and manmade), community history, community interests (such as urban and rural), minority representation and population growth. These factors allow the population of wards to vary to some extent.

It is generally accepted, that wards should not vary in population by more than 25% from the average, unless there is a good reason to depart from this having regard to overall effective representation.

When defining effective representation as the right protected by the Charter, the Supreme Court of Canada noted that the relative parity of voting power was a prime, but not an exclusive, condition of effective representation.

One thing is clear though. While maintaining relative parity is important, both now and in the future, it is not the only factor. As one Ontario Tribunal put it, “ward design is not just a purely mathematical exercise.”

Departure from mathematical parity should be avoided and minimized but may be justified where the other factors set out above combine to justify the departure to achieve overall effective representation.

In other words, effective representation is a balance. The Supreme Court rejected the “one person – one vote” approach in favour of a more nuanced approach that balances voter parity with a number of other factors to ensure “legislative assemblies effectively represent the diversity of our social mosaic.”

The principle of effective representation has been interpreted and applied in a long line of Ontario Municipal Board cases dealing specifically with ward boundary and council structure issues.<sup>14</sup>

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<sup>14</sup> See, for example, *Teno v. Lakeshore (Town)*, (2005), 51 O.M.B.R. 473 and *Osgoode Rural Communities Association et al. v. Ottawa (City)* [2003] Decision/Order 0605.

## Appendix E: Terms of Reference

### OBJECTIVE

To conduct a comprehensive review of the Township of Ramara's ward boundaries and make recommendations as to options that would achieve an effective system of fair representation for residents.

### CONTEXT

Pursuant to section 222 of the *Municipal Act*, a municipal council has the authority to divide or re-divide the municipality into wards or to dissolve the existing wards.

### GUIDING PRINCIPLES

The review will have regard to the following guiding criteria, subject to the overriding principle of "effective representation" as set out by the Supreme Court of Canada in *Reference re Provincial Electoral Boundaries* and elaborated by successive OMB/LPAT decisions:

- **Representation by Population:** wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the town's characteristics.
- **Population and Electoral Trends:** consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council.
- **Means of Communication and Accessibility:** group existing neighbourhoods into wards that reflect current transportation and communication patterns.
- **Geographic and Topographical Features:** use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand; and,
- **Community or Diversity of Interests:** as far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods, and community groupings – not through them.

### OPTIONS FOR CONSIDERATION

Having regard to the Municipal Act and the Guiding Principles, the review of the ward boundaries will consider:

1. Acceptability of the status quo.
2. Options for reconfiguration of ward boundaries.

### TIMING CONSIDERATIONS

For the Ward Boundary Review to be completed and take effect for the 2022 Municipal Election, the By-law to amend the City's Wards must be adopted and in full force and effect by December 31, 2021. Under the Municipal Act, there is a 45-day appeal period once the By-law is adopted by Council.

### ROLES & RESPONSIBILITIES

Council

- Approve terms of reference.
- Monitor public consultation, provide input on options.
- Decision maker on final recommendations

#### Consultant

- In consultation with the Clerk, develop a communication plan to inform the public of the ward boundary review.
- Review all pertinent background information made available by the Town.
- Review OMB cases, best practices, and other relevant resources
- Consult with Council, Ramara staff, school boards and any other significant stakeholders.
- Organize public consultation in a manner consistent with the Township's current COVID19 protocols in collaboration with the Clerk.
- Prepare appropriate public consultation materials, which shall include a description of the process, the current ward boundary structure and provide an opportunity for the public to give ask questions, receive answers, and give input for inclusion into the review.
- Receive and review comments and submissions from stakeholders and the public.
- Develop a report detailing options and present to Council for consideration.

#### CAO, Clerk & Township Staff

- Work in collaboration with consultant, to assist in scheduling necessary consultations with Council and the public, in a manner consistent with norms of the Township.
- Provide information regarding current population and projected population forecasts.
- Promote the ward boundary review using normal Township communications channels.
- Maintain a webpage on the review.
- Draft all required staff reports to accompany the consultant's recommendation.