

THE CORPORATION OF THE TOWN OF GEORGINA

COUNCIL ADDENDUM

Wednesday, February 15, 2017
7:00 PM

12. REPORTS

(2) REPORTS REQUIRING SEPARATE DISCUSSION

Reports from the Administrative Services Department:

Pages 1-27

- (A) Consultant Report from Watson & Associates Economists Ltd. in association with Dr. Robert J. Williams
Council Composition and Electoral Review (Ward Boundary Review)

(Advisement: Presentation to be provided by Consultant in conjunction with report)

18. CLOSED SESSION

- (1) Motion to move into closed session of Council

- (B) ADVICE THAT IS SUBJECT TO SOLICITOR-CLIENT PRIVILEGE,
INCLUDING COMMUNICATIONS NECESSARY FOR THAT
PURPOSE; SECTION 239 (2) (f), MA**
- Regional Governance Review

Town of Georgina Council Composition and Electoral Review

Final Report

In association with:

Dr. Robert J. Williams

February 10, 2017



Plaza Three
101-2000 Argentia Rd.
Mississauga, Ontario
Canada L5N 1V9

Phone: (905) 272-3600

Fax: (905) 272-3602

e-mail: info@watson-econ.ca

www.watson-econ.ca

 Planning for growth

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1. Introduction

1.1 Terms of Reference

Watson & Associates Economists Ltd. (Watson & Associates), in association with Dr. Robert J. Williams, was retained by the Town of Georgina to conduct a comprehensive and independent Council Composition and Electoral Review.

The primary purpose of the study is to prepare Georgina Town Council to make decisions about whether to maintain the existing ward structure or to adopt an alternative arrangement. The project has a number of key objectives in accordance with the project terms of reference, as follows:

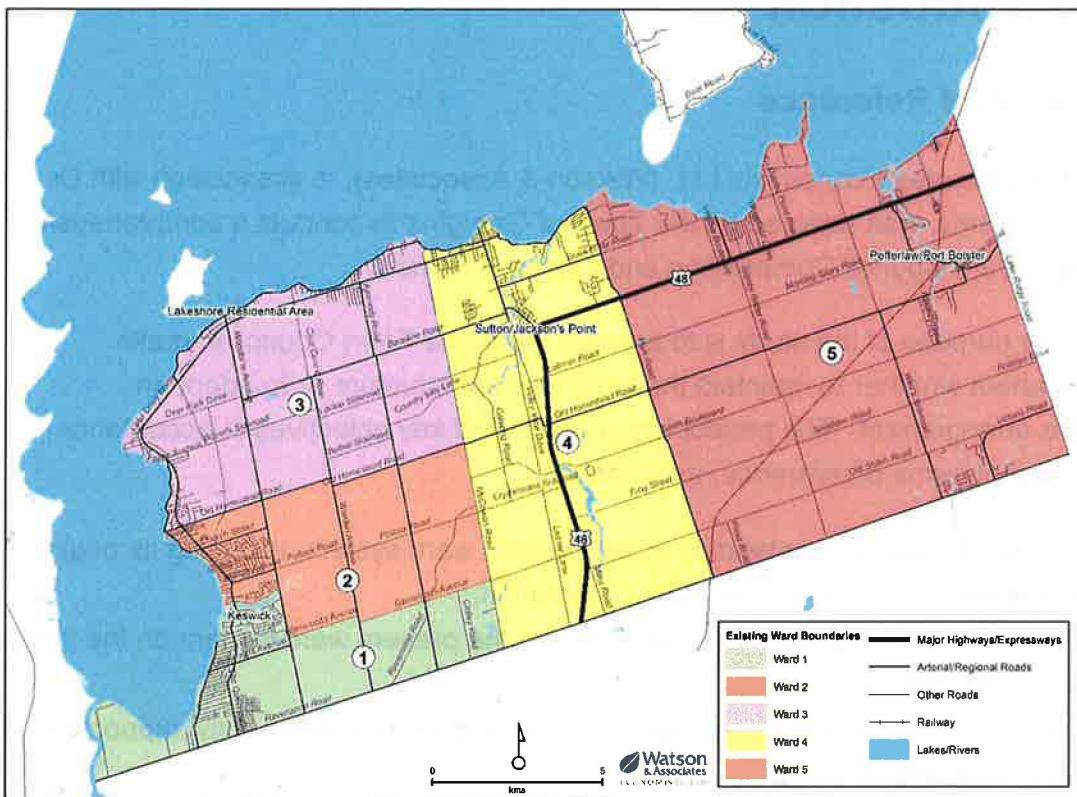
- Develop a clear understanding of the present ward system, including its origins and operations as a system of representation;
- Evaluate the strengths and weaknesses of the present ward system on the basis of the identified principles;
- Conduct an appropriate consultation process to ensure community support for the review and its outcome;
- Identify plausible modifications to the present ward structure; and
- Deliver a report that will set out recommended alternative ward boundaries to ensure effective and equitable electoral arrangements for the Town of Georgina, based on the principles identified.

This phase of the study provides Council with a final report and alternative ward boundary structures for their consideration, as presented herein.

1.2 Context

The basic requirement for any electoral system in a representative democracy is to establish measures to determine the people who will constitute the governmental body that makes decisions on behalf of electors. Representation in Canada is organized around geographic areas, units referred to as constituencies in the federal and provincial parliaments and typically as wards at the municipal level, as is the case in the Town of Georgina. The Town of Georgina's Council is comprised of seven members, including the Mayor and one Regional Councillor elected at-large and five Councillors elected in five wards. Georgina's current ward structure is presented in Figure 1.

Figure 1 – Georgina's Existing Ward Structure



Municipal councils have the legal right to create, change and even eliminate wards for the purpose of electing municipal councillors. Provincial legislation, however, does not establish a framework for such a review and adjustment of electoral arrangements in Ontario municipalities.

This Review is designed to develop units of representation that reflect the distribution of the inhabitants of a municipality for electoral purposes. Since municipalities experience demographic shifts as a result of new residential development, intensification and changes in the composition of their population, electoral arrangements need to be reviewed periodically to ensure that representation remains fair and that electors have an opportunity to elect candidates they feel can truly represent them and their neighbours.

Since 1996 (when the current wards were adopted), Georgina's permanent population has increased by 33%, from an estimated 35,720 in 1996 to 47,360 in 2016.¹ Over this

¹ 1996 population derived from Statistics Canada Census. 2016 population is an estimate by Watson & Associates Economists Ltd. Population includes Census undercount of approximately 2.7%.

period, the Town has also experienced moderate growth in its seasonal population. Population growth over the past two decades has been concentrated along the shoreline communities and particularly in Keswick.

As of 2016, the Town's population (both permanent and seasonal) is estimated to be 53,665¹ and growth within the Town has created significant inequalities in ward-to-ward populations which is expected to be exacerbated through the ongoing development planned in Keswick.

The study is premised on the legitimate democratic expectation that municipal representation in Georgina will be effective, equitable and an accurate reflection of the contemporary distribution of communities and people across the municipality.

1.3 Project Structure and Timeline

The Council Composition and Electoral Review commenced in April, 2016 and is anticipated to be completed in February, 2017.

Work completed to-date includes:

- Research and data compilation;
- Interviews with Councillors and the Mayor;
- Population and growth forecasting and data modelling to 2022;
- Development of four preliminary ward boundary alternatives;
- Preparation of an Interim Report, released to the public on September 7, 2016;
- Public Consultation on preliminary alternatives;
- Development of final options and recommendations, and preparation of a Final Report (this document constitutes the Final Report); and
- In collaboration with Town staff:
 - A project web page was set up – see <https://www.georgina.ca/municipal-government/elections/2016-electoral-review>;
 - A video of the open house presentation was recorded and livestreamed and posted on the project web page;
 - Study reports and presentation were posted on the project web page; and
 - The Review was promoted through the Town's Facebook and Twitter accounts as well as advertised on the Town's LED signs.

¹ 2016 estimate by Watson & Associates Economists Ltd.

1.4 The Interim Report

An Interim Report was released to the Georgina community on September 7, 2016, just ahead of the Public Consultation. That report serves as a platform for the Final Report since it includes:

- An explanation of the Terms of Reference and Objectives for the Review;
- An outline of the format and timeline for the project;
- The context and background for the Review;
- A detailed discussion and explanation of the Guiding Principles that frame the study;
- An analysis of the distribution of the present (2016) Town population and a forecast of population growth over the 2016 to 2022 period;
- An analysis and evaluation of the present wards within the context of the Guiding Principles; and
- Preliminary Alternative Ward Options developed by the Consultant Team.

The Final Report, as presented herein, does not explore these topics except in summary form to provide context and assumes that those interested in the recommendations included herein have reviewed the Interim Report.¹

1.5 Public Consultation

The Review incorporated a comprehensive public engagement component which was undertaken over the September to October, 2016 period and included a series of public outreach initiatives:

- Public Information Session – a 2-hour public open house was held on September 17, 2016 at the Link community centre in Sutton. The event was advertised on the Town's page of the Advocate.² The purpose of the public open house was to inform residents of Georgina about the reason for the Review and the key factors that were considered in the study, as well as to engage the residents in a manner that provides valuable input to the appraisal of the existing ward structure and the development of alternative ward boundaries. Through the public open house, the community was provided with information and context with respect to the evaluation of the existing ward structure and the preliminary ward boundary

¹ The Interim Report is available through the Town's website at <https://www.georgina.ca/municipal-government/elections/2016-electoral-review>

² Advertisements were placed on September 1, September 8 and September 15, 2016.

alternatives. This was completed through a series of display boards and members of the Consultant Team were in attendance to respond to questions from attendees. Attendees were asked to comment on the preliminary options through a comment sheet;

- The Public Information Session display boards were also on view in the Council Chambers at the Civic Centre, Keswick Library and Ice Palace. Hard copies and comment sheets were available at the Civic Centre, all three library locations and the Link until October 18, 2016;
- Hard copies of the materials circulated at the Public Information Session were also made available at the Georgina Farmers' Market on September 25, 2016;
- Project materials, including a PowerPoint slide deck and recorded presentation, and the Interim Report, were made available through the project webpage;
- Online comment/feedback forms were also provided through the project web page; and
- There were numerous mentions made of the Review project at Council meetings in September and October, 2016 as a means to raise public interest and input.¹

Input received through the comment/feedback form circulated throughout the public consultation is summarized in Appendix A. The feedback and comments received through the consultation process are reflected in the analysis presented herein and have helped inform the findings and recommendations.

1.6 Guiding Principles

As discussed in section 1.4 of the Interim Report, the study is framed by six principles utilized by the Consultant Team for evaluating both the existing ward boundary structure and alternative options. These are as follows:

- 1) representation by population;

¹ At the September 14, 2016 Council meeting, it was mentioned that the Review's Public Information Session would be taking place on September 17, 2016. At the September 21, 2016 meeting, it was reported that the Review's Public Information Session had taken place and audio/video of the presentation was available on the website. It was also mentioned that information and comment sheets would be available at all the libraries and the Civic Centre. At the September 28, 2016 Council meeting, it was reported that the Review's information and comment sheets were posted at the three libraries, the Link, Ice Palace, Civic Centre and on the website. At the October 5, 2016 Council meeting, there was a mention of the ongoing study.

- 2) representation of communities of interest;
- 3) recognition of future growth;
- 4) representation of physical features as natural boundaries;
- 5) overriding principle of effective representation; and
- 6) electorate distribution.

No ward system design can uniformly meet all of the guiding principles since some criteria may work at cross-purposes to one another. As well, the priority attached to certain principles makes some designs more desirable in the eyes of different observers.

Ultimately, the ward design adopted by Georgina Town Council should be the one that best fulfills as many of the guiding principles as possible.

2. Georgina's Existing Ward Structure

A detailed evaluation of the existing ward structure in Georgina is found in section 3 of the Interim Report. That discussion rigorously applies the guiding principles to the individual wards and the overall design.

As discussed in the Interim Report, and summarized in Figure 2, the current (2016) population figures suggest that one of the wards (Ward 1) is well beyond the top of the acceptable range of variation and another (Ward 5) is outside the bottom of the range. Only three of the present wards are within the 25% maximum variation threshold with Ward 3 barely above that minimum threshold.

As illustrated in Figure 2, the current imbalance in population in the present wards is expected to become more pronounced over the forecast period. Growth is concentrated primarily in the southern portion of Keswick (specifically in the present Ward 1) with some growth in Sutton (the present Ward 4). The net result is that three of the five wards are expected to be outside the acceptable range of variation by 2022. The two wards without significant population clusters today (the present Wards 3 and 5) are expected to be below the range of variation threshold and the present Ward 1 is expected to be well above.

Figure 2 – Town of Georgina Population by Ward, 2016 and 2022

Ward	2016 Population			2022 Population		
	Population ¹	Variance ²		Population ¹	Variance ²	
1	15,950	1.49	OR+	17,965	1.57	OR+
2	11,210	1.04	WR	11,390	0.99	WR
3	8,160	0.76	WR	8,300	0.72	OR-
4	10,685	1.00	WR	11,935	1.04	WR
5	7,660	0.71	OR-	7,735	0.67	OR-
Total	53,665			57,325		
Ward Average	10,735			11,465		

Source: Watson & Associates Economists Ltd.

1. Population includes permanent and seasonal population and Census undercount of approximately 3%.

2. Variance from average ward size. Variance within +/- 25% is considered within acceptable range (WR) while that above/below threshold is out of range OR+ and OR-, respectively.

This evaluation suggests that the existing ward boundary configuration in Georgina does not meet the expectations for the two population principles, as illustrated in Figure 3. In other words, it would be improbable that a review aiming to meet the population principles set out for this Review would recommend a structure that incorporates the existing ward boundaries. The deliberate design of wards based on diverse communities of interest has been a fundamental articulated strategy in Georgina and was generally successful when the present configuration was adopted. The presence of seasonal residents, however, is relatively small in two rapidly growing wards and significant in two others, since without them Wards 3 and 5 would be even further from the optimal population range.

The option of leaving representation “as is” would not, in our view, be appropriate.

Figure 3 – Town of Georgina Existing Ward Boundary Configuration Evaluation Summary

Principle	Does Existing Ward Structure Meet Requirements of Principle?	Comment
Representation by Population	No	Only two wards are near optimal size; three are at or outside the acceptable range of variation.
Representation of Communities of Interest	Yes (as defined)	All wards intentionally include diverse communities of interest since residential clusters are combined with low-density territory and shoreline. Keswick, however, is divided into three parts, and rural and seasonal representation is fragmented.
Recognition of Future Growth	No	One ward exceeds the acceptable range of variation and two are below the acceptable range of variation.
Representation of Physical Features as Natural Boundaries	Yes	Arterial roadways primarily used with one exception (the Maskinonge River); all are easily understood.
Effective Representation	Partially successful	Wards consisting of differing property characteristic types may contribute to better decision-making but are arguably less successful in representing those designated communities of interest.
Electorate Distribution	Yes	Seasonal residents are included in the population figures for all wards but are numerically small in the present Wards 1 and 2, and insufficient to bring the present Wards 3 and 5 up to the optimal range.

3. Options

Over the course of the study, a number of possible electoral structure alternatives were explored for Council to consider. These helped frame the Final Options presented in this report and are discussed below.

3.1 A General Vote System in Georgina

The Interim Report (section 4.1.1) raised the possibility that a general vote (or at-large) electoral system might be considered as an alternative to a ward configuration, if only to make sure that all possible options have been expressly evaluated.¹ The idea was discussed with elected officials in the early stages of the Review and was included as a topic during the public consultations.

This alternative was rejected as a plausible model by the Consultant Team in the Interim Report in light of the presence of several separate settlements within the Town and what was called "the looming numerical dominance of residents in Keswick that could skew the results of a general vote election towards Councillors whose appeal is primarily directed at this concentration of electors." These perspectives were echoed in public comments submitted to the Consultant Team.

The Options developed for Georgina in this report, therefore, will recommend redividing the Town into new wards rather than dissolving the wards.

3.2 Changing the Composition of Council

The Interim Report (section 4.1.2) also raised the possibility that an increase in the size of Georgina Council (referred to as the "composition of council" in the *Municipal Act*) be considered, again if only to make sure that all possible options have been evaluated. The idea was also discussed with elected officials in the early stages of the Review and was included as a topic during the public consultations.

The Interim Report included two Options for larger Councils that were developed in light of the guiding principles. Most of the responses from the public were inclined towards staying with five ward Councillors but adding one additional Councillor was viewed positively by some. Those who supported the retention of the present composition cited additional costs and a possible negative impact on Council decision-making with more representatives around the Council table. Those who endorsed an increase saw it as a way to address forecast growth, recognizing that the additional representation would inevitably be needed in Keswick since that is where population growth is concentrated. Having an additional ward would avoid having to reduce rural representation as significantly as could occur in a five-ward system.

¹ The alternative of a mixed system of wards with some wards electing one member and others electing two members was rejected as inequitable and has not been considered in the Final Report. See Interim Report (section 4.1.3).

The Consultant Team prepared a Six-Ward Preliminary Option and asked for comments in the public consultations where it was endorsed by those who were prepared to see an increase in the number of Councillors. It should be noted that there was limited support for the return to a seven-ward system (the format used from 1971 to 1996).

On the basis of these perspectives, the Final Options developed for Georgina in this report include both a five-ward and a six-ward design consistent with the guiding principles, as discussed below.

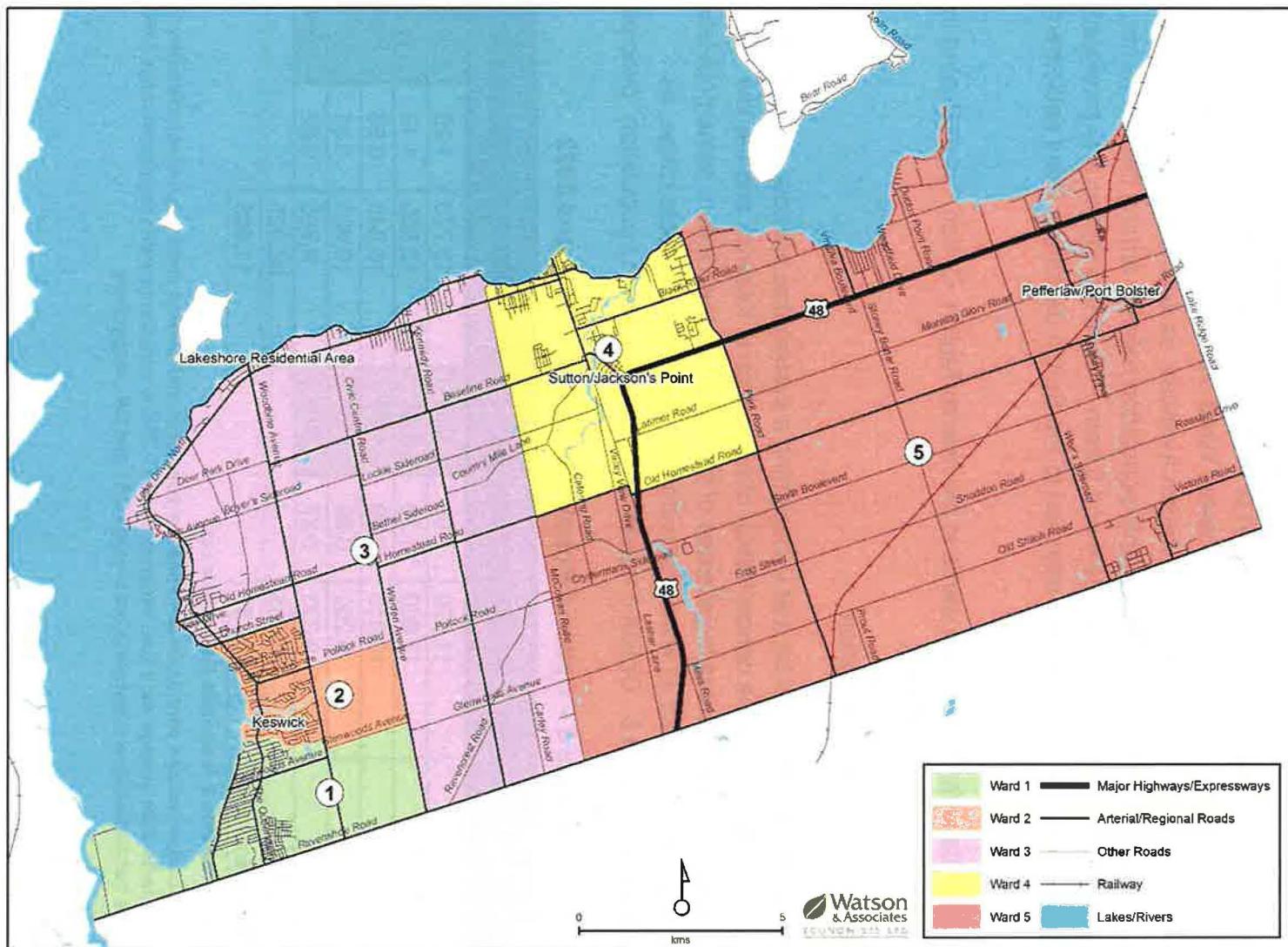
3.3 Option 1 – A Five-Ward System

Two preliminary Five-Ward Options (labeled A and B) were developed for Georgina in the Interim Report and members of the public were asked to rank and comment on them. In light of these community perspectives and a thorough re-examination of the basic features of the two preliminary Options, a Five-Ward Option (Option 1) is presented in Figure 4.

Option 1 represents a hybrid Option drawn from the two preliminary Five-Ward Options (i.e. preliminary Options A and B) presented in the Interim Report and best meets the principles underpinning present and future representation in Georgina.

Key characteristics of the design include:

- Southern and Central Keswick constitute two wards (Wards 1 and 2, respectively); however, the two wards also include a rural component extending east to Warden Avenue. A small creek, extending from Cook's Bay, immediately south of Wynhurst Beach, through Bayview Park, as well as Dovedale Drive and Glenwoods Avenue, serves as a boundary between the two wards;
- Ward 3 includes Northern Keswick (north of Church Street), the Lakeshore Residential Area and all rural lands west of McCowan Road and south to the municipal boundary that are not included in Wards 1 and 2;
- Ward 4 includes the Sutton/Jackson's Point settlement area as well as the rural area south to Old Homestead Road;
- Ward 5 includes all parts of Georgina east and south of McCowan Road, Old Homestead Road and Park Road including Pefferlaw/Port Bolster;
- The design achieves an acceptable population range across all five wards in 2016 and 2022;
- All five wards include a shoreline component, settlement areas and a rural area; and
- The design relies primarily on the use of major roadways as ward boundaries.

Figure 4 – Option 1 - Five-Ward Option

In this Five-Ward Option, the bulk of the urban population of Keswick is concentrated in two wards that run from the shoreline to Warden Avenue (basically the proposed Wards 1 and 2 from Preliminary Option B), thus keeping the planned Keswick Industrial Park in the more urban wards. The northern part of urban Keswick is grouped with the Lakeshore Residential Area as in the present Ward 3 but extends through the bulk of the rural area east of Woodbine and Warden Avenues; as such it is the most diverse of the five wards. To achieve an acceptable population balance among the five wards, the configuration for the proposed Wards 4 and 5 from Preliminary Option A is proposed, thereby reducing the rural territory attached to the Sutton-Jackson's Point settlement area.

As was the case for the present wards in the Interim Report, Option 1 is evaluated in terms of the guiding principles:

1) Representation by Population

The challenge that must be met in designing a system that provides for relative parity in Georgina is the concentration of population in Keswick and the low population density across large areas of the Town. In this Option, some population variation will occur but all wards fall within the defined acceptable range, as illustrated in Figure 5. Option 1 meets the "representation by population" principle.

Figure 5 – Option 1 Population by Ward, 2016 and 2022

Ward	2016 Population			2022 Population		
	Population ¹	Variance ²	WR	Population ¹	Variance ²	WR
1	11,670	1.09	WR	13,770	1.20	WR
2	12,860	1.20	WR	12,855	1.12	WR
3	10,610	0.99	WR	10,845	0.95	WR
4	9,200	0.86	WR	10,465	0.91	WR
5	9,320	0.87	WR	9,395	0.82	WR
Total	53,665			57,325		
Ward Average	10,735			11,465		

Source: Watson & Associates Economists Ltd.

1. Population includes permanent and seasonal population and Census undercount of approximately 3%.

2. Variance from average ward size. Variance within +/- 25% is considered within acceptable range (WR) while that above/below threshold is out of range OR+ and OR-, respectively.

2) Representation of Communities of Interest

As discussed in the Interim Report (page 1-5), this principle has been formulated in an unconventional manner in Georgina; historically the Town has seen wards that are deliberately “diverse” communities of interest rather than “coherent” communities of interest. The continuing validity of this approach was among the questions put to the public for comment but no clear consensus emerged about its continued viability or desirability.

Option 1 maintains the expectation of diversity in certain respects (all wards continue to include shoreline, for example) but the growth of population clusters in Keswick and Sutton requires that three of the proposed wards include only limited rural areas. At the same time, Keswick is divided into three parts and the rural and shoreline communities are distributed across all wards. Nonetheless, this design still meets the representation of communities of interest principle since the specific statement of the principle declares that differing property characteristics are “desirable...in as many wards as possible.” Option 1 meets the “representation of communities of interest” principle.

3) Recognition of Future Growth

The population of Georgina is expected to grow at a moderate rate over the next few years (see Interim Report, Chapter 2) but to be concentrated in Keswick. The proposed wards are also expected to be appropriate for elections in 2018 and 2022. To meet these two conditions, the boundaries proposed in this Option were assessed in terms of forecast population for 2022 and are deemed to be well within the acceptable range of variation, as presented in Figure 5. Option 1 meets the “recognition of future growth” principle.

4) Representation of Physical Features as Natural Boundaries

As is the case in the present ward configuration, ward boundary lines in this Option rely almost exclusively on “man-made” features – arterial roads that are familiar and well-travelled demarcations that form clean boundary lines. The exception is the boundary between the proposed Wards 1 and 2 west of Woodbine Avenue along Dovedale Drive and a greenbelt and creek bed from Bayview Park to Cook’s Bay. Option 1 meets the “physical features as natural boundaries” principle.

5) Overriding Principle of Effective Representation

The moderate population discrepancy among the proposed wards in 2016 and 2022 gives the residents of each ward an equitable voice in decision-making. The concentration of urban residents in the proposed Wards 1 and 2 and the allocation of much of the rural area to one ward (Ward 5) enhance the capacity of the system to give residents an effective voice in decision-making. Despite the significant changes to the distribution of population balance within Georgina, Option 1 meets the "effective representation" principle today and for at least the next two elections.

6) Electorate Distribution

This principle was understood to direct the Consultant Team to treat "non-resident electors" and "resident electors" equally in the design of wards that have "relatively equal population totals." The population figures used in relation to the Five-Ward Option have followed this direction. As was the case in the evaluation of the existing wards in the Interim Report (section 3.2.6), the idea that there would actually be a "balance of lakefront, urban and rural components" within each ward is no longer plausible. Non-resident electors (primarily seasonal residents), however, remain a significant community of interest within three wards (proposed Wards 3, 4 and 5), similar to the existing system. Option 1 meets the "electorate distribution" principle.

7) Overall Evaluation

This evaluation demonstrates that Option 1 successfully overcomes the shortcomings of the existing ward system identified during this Review and meets all the principles established for an electoral system in Georgina, as summarized in Figure 6.

Figure 6 – Option 1 Evaluation Summary

Option 1 (Five-Ward Option)		
Principle	Does Proposed Ward Structure Meet Requirements of Principle?	Comment
Representation by Population	Yes	All wards within the acceptable range of variation.
Representation of Communities of Interest	Yes (as defined)	All wards intentionally include mixed communities of interest since residential clusters are combined with some rural area and shoreline. Keswick is divided into three parts, and rural and seasonal representation is fragmented.
Recognition of Future Growth	Yes	All wards within the acceptable range of variation.
Representation of Physical Features as Natural Boundaries	Yes	Arterial roadways primarily used with one exception; all are easily understood.
Effective Representation	Yes	Population balance contributes to equitable and effective representation across the wards.
Electorate Distribution	Yes	Seasonal residents are included in the population figures for all wards but are proportionately relatively small in the proposed Wards 1 and 2.

3.4 Option 2 – A Six-Ward System

All five-ward designs considered in this Review (including the present ward structure, the two preliminary options included in the Interim Report and Option 1 discussed in section 3.3) include two wards dominated by the residents of Keswick and a third ward that includes both established Keswick neighbourhoods north of Church Street such as Orchard Beach and neighbourhoods to the east of Metro Road but also extensive lakeshore and rural communities.

The shortcoming in this design is that the population of Keswick is proportionately about one-half the Town: it is too large to be confined to only two of five wards and too small

to be assigned three of five wards.¹ One solution to this democratic inequity is to change the composition of Council and to re-configure the Town into six wards.

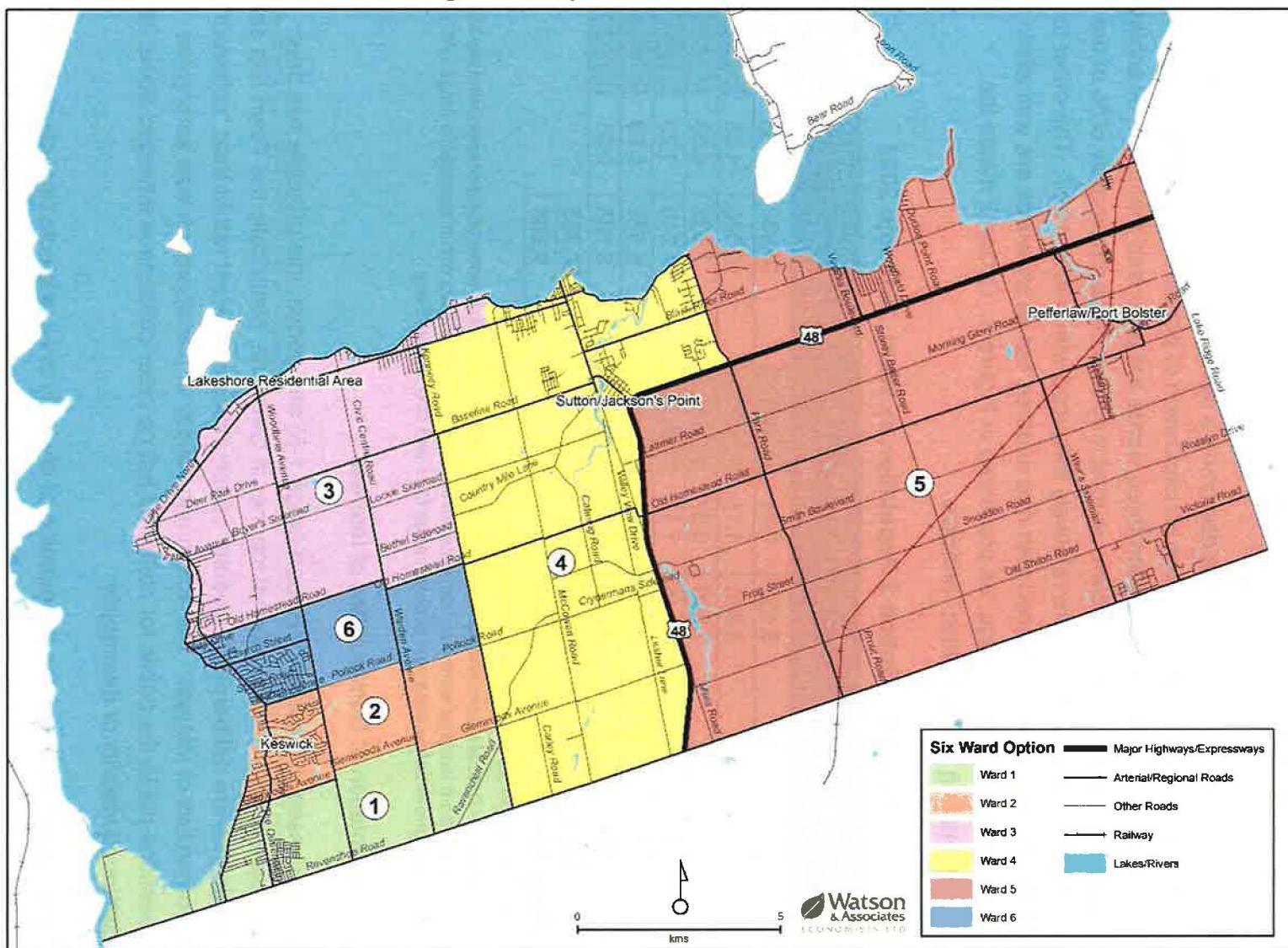
The Six-Ward Option, as presented in the Interim Report, forms Option 2 herein. Option 2 is illustrated in Figure 7.

Key characteristics of Option 2 (Six-Ward Option) include the following:

- Southern, Central and Northern Keswick, along with rural areas east to Kennedy Road are represented by Wards 1, 2 and 6, respectively. Glenwoods Avenue serves as a boundary for Wards 1 and 2, while Pollock Road and Morton Avenue serve as a boundary for Wards 2 and 6;
- Ward 3 is bound by Old Homestead Road to the south and Kennedy Road to the east and includes shoreline communities east to Filey Beach;
- Ward 4 includes Sutton/Jackson's Point settlement area as well as rural areas south between Highway 48 and Kennedy Road;
- Ward 5 covers the eastern part of Georgina, including Pefferlaw/Port Bolster and extends west to Park Road and Highway 48;
- The design achieves an acceptable population range across all six wards in 2016 and 2022;
- All six wards include a shoreline component, settlement areas and rural areas; and
- The design relies primarily on the use of major roadways as ward boundaries.

¹ See Figure 2 (page 2-2) and Figure 4 (page 2-4) of the Interim Report for 2016 and 2022 community population figures.

Figure 7 – Option 2 – Six-Ward Option



Option 2 is also evaluated in terms of the guiding principles:

1) Representation by Population

The challenge that must be met in designing a system that provides for relative population parity in Georgina is the concentration of population in Keswick. As previously discussed, in this Option three wards are proposed that together achieve population parity across the Town: in total they include approximately 50% of the 2016 Town population and are relatively balanced with one another. The other three wards are less evenly balanced with one another, but all six wards are well within the defined acceptable range, as presented in Figure 8. Option 2 meets the "representation by population" principle.

Figure 8 – Option 2 Population by Ward, 2016 and 2022

Ward	2016 Population			2022 Population		
	Population ¹	Variance ²	WR	Population ¹	Variance ²	WR
1	8,155	0.91	WR	10,330	1.08	WR
2	9,970	1.11	WR	10,040	1.05	WR
3	7,800	0.87	WR	7,935	0.83	WR
4	10,445	1.17	WR	11,710	1.23	WR
5	8,505	0.95	WR	8,575	0.90	WR
6	8,785	0.98	WR	8,735	0.91	WR
Total	53,665			57,325		
Ward Average	8,945			9,555		

Source: Watson & Associates Economists Ltd.

1. Population includes permanent and seasonal population and Census undercount of approximately 3%.

2. Variance from average ward size. Variance within +/- 25% is considered within acceptable range (WR) while that above/below threshold is out of range OR+ and OR-, respectively.

2) Representation of Communities of Interest

As discussed in the Interim Report (page 1-5) and above, this principle has been formulated in an unconventional manner in Georgina; historically the Town has seen wards that are deliberately "diverse" communities of interest rather than "coherent" communities of interest. The continuing validity of this approach was among the questions put to the public for comment but no clear consensus emerged about its continued viability or desirability.

This Option maintains the expectation of diversity in all respects (including shoreline, rural and commercial interests). At the same time, Keswick is divided into three parts and the rural and shoreline communities are distributed across all the wards.

Even the three proposed wards in Keswick include some rural areas. This Option meets the “representation of communities of interest” principle as understood in Georgina.

3) Recognition of Future Growth

The population of Georgina is expected to grow at a moderate rate over the next five years (see Interim Report, Chapter 2) but to be concentrated in Keswick. The wards are expected to be appropriate for elections in 2018 and 2022. To meet these two conditions, the boundaries proposed in Option 2 were assessed in terms of forecast population for 2022 and are deemed to be within the acceptable range of variation, especially as reflected in the Keswick area, as summarized in Figure 8. The one limitation is that the population in the proposed Ward 4 based on Sutton-Jackson’s Point is forecast to rise close to the upper range of variation by 2022 but there were no reasonable alternatives available without increasing the area of Ward 5.

Nonetheless, Option 2 meets the “recognition of future growth” principle.

4) Representation of Physical Features as Natural Boundaries

As is the case in the present ward configuration, ward boundary lines in this Option rely almost exclusively on “man-made” features – arterial roads that are familiar and well-travelled demarcations that form clean boundary lines. Option 2 meets the “physical features as natural boundaries” principle.

5) Overriding Principle of Effective Representation

The moderate population discrepancy among the proposed wards in 2016 and 2022 gives the residents of each ward an equitable voice in decision-making. The concentration of urban residents in the proposed Wards 1, 2 and 6 and the allocation of much of the rural area to one ward (Ward 5) enhance the capacity of the system to give residents an effective voice in decision-making. Option 2 meets the “effective representation” principle today and for at least the next two elections.

6) Electorate Distribution

This principle was understood to direct the Consultant Team to treat “non-resident electors” and “resident electors” equally in the design of wards that have “relatively equal population totals.” The population figures used in relation to Option 2 have followed this direction. As was the case in the evaluation of the existing wards in the Interim Report (section 3.2.6), the idea that there would actually be a “balance of lakefront, urban and rural components” within each ward is no longer plausible.

Non-resident electors (primarily seasonal residents), however, remain a significant community of interest within half the wards (proposed Wards 3, 4 and 5). Option 2 meets the “electorate distribution” principle.

7) Overall Evaluation

This evaluation demonstrates that Option 2 (Six-Ward Option) successfully overcomes the shortcomings of the existing ward system identified during this Review and meets all the principles established for an electoral system in Georgina, as summarized in Figure 9.

Figure 9 – Option 2 Evaluation Summary

Option 2 (Six-Ward Option)		
Principle	Does Proposed Ward Structure Meet Requirements of Principle?	Comment
Representation by Population	Yes	All wards within the acceptable range of variation.
Representation of Communities of Interest	Yes (as defined)	All wards intentionally include mixed communities of interest since residential clusters are combined with some low-density territory and shoreline. Keswick is divided into three parts, and rural and seasonal representation is fragmented.
Recognition of Future Growth	Yes	All wards within the acceptable range of variation although one ward is approaching the upper limit of variance.
Representation of Physical Features as Natural Boundaries	Yes	Arterial roadways primarily used; all lines are easily understood.
Effective Representation	Yes	Population balance contributes to equitable and effective representation across the wards.
Electorate Distribution	Yes	Seasonal residents are included in the population figures for all wards but are numerically small in the proposed Wards 1, 2 and 6.

4. Recommendations

The Interim Report for the Town of Georgina's Council Composition and Electoral Review evaluated the existing ward structure in terms of the principles established for the Review. That appraisal suggested strongly that the existing ward boundary configuration does not meet the expectations of the guiding principles established for this Review and concluded that the Town would be better served by an alternative ward configuration.

The analysis presented in this report demonstrates that the two final Options successfully address shortcomings identified in the present system primarily by providing wards that are better balanced in population now and over the next two elections and that offer more effective representation than the current ward structure.

Moreover, it is the Consultant Team's professional judgement that either Option 1 (Five-Ward Option) or Option 2 (Six-Ward Option) could be successfully defended before the Ontario Municipal Board in the event that Council's by-law were appealed.

The initial question for Council is whether to exercise its authority under section 217 of the *Municipal Act* to change the composition of Council from a Mayor, one Regional Councillor and five Town Councillors to a Mayor, one Regional Councillor and six Town Councillors. This report has suggested that such a modification would be a significant contribution to achieving a better system of representation in Georgina because it is premised on a more equitable distribution of the Town's overall population. The Consultant Team is not qualified, however, to address the financial, governmental or operational implications of such a change, even though these may be crucial factors in the decision.

If Council is not prepared to change the composition of Council in 2017, the recommended Five-Ward Option (Option 1) remains a successful system of representation for Georgina.

Appendix A

**2016 Town of Georgina
Council Composition and Electoral Review
Comment Sheet**

Please leave in the "Preferences" Box the Open House
or submit to the Clerk's Office by September 30, 2016.

Name (optional) _____

Address (optional) _____

Present Ward _____

1. Should the number of Town Councillors be increased as a contribution to the achievement of more effective representation in Georgina?

No _____ Yes _____ If "yes", how many more? _____

Please provide reasons for your preference:

2. Should wards in Georgina be designed to include an intentional mix of "communities of interest" (or differing property characteristic types such as lakefront, commercial and industrial)?

Yes _____ No _____

Please provide reasons for your preference:

3. Based on the Guiding Principles for the 2016 Georgina Council Composition and Electoral Review (see over), please rank the Preliminary Options (1 = most preferred, 6 = least preferred):

Five-ward Option A _____ Five-ward Option B _____

Six-ward Option _____ Seven-ward Option _____

At-large Election _____ Make No Change _____

Please provide reasons for your preferences:

TOWN OF GEORGINA

GUIDING PRINCIPLES

Report DAS - 2016 – 0005 Attachment #1

The Municipal Electoral Ward Boundary Review in Georgina will have regard to the following principles:

- 1) representation by population
- 2) representation of communities of interest
- 3) recognition of future growth
- 4) representation of physical features as natural boundaries
- 5) overriding principle of effective representation
- 6) electorate distribution

Thank you for participating in the Town of Georgina Council Composition and

Electoral Review.

For additional information, please visit the Town of Georgina website at

<https://www.georgina.ca/municipal-government/elections/2016-electoral-review>

Personal information, if provided, is collected under the authority of the *Municipal Act* and will be used as part of the Council Composition and Electoral Review. Personal information collected may become part of the public record. Questions regarding the collection of personal information may be directed to the Town Clerk at 905-476-4301 ext. 2223 or jespinoza@georgina.ca

Town of Georgina Council Composition and Electoral Review Comment Sheet Responses

Response	1. Should the number of Town Councillors be increased as a contribution to the achievement of more effective representation in Georgina?				2. Should wards in Georgina be designed to include an intentional mix of "communities of interest" (or different property characteristic types such as lakefront, commercial and industrial)?				3. Based on the Guiding Principles for the 2016 Georgina Council Composition and Electoral Review (see over), please rank the Preliminary Options (1 = most preferred, 6 = least preferred):						
	No	Yes	If "yes", how many more?	Please provide reasons for your preference:	Yes	No	Please provide reasons for your preference:	Five-Ward Option A	Five-Ward Option B	Six-Ward Option	Seven-Ward Option	At-large Election	Make no Change	Please provide reasons for your preference:	
1	x	2		To even out pop. representation.	x			3	4	2	1	5	6		
2	x	1		Yes it would make it more representative for the 2 large wards in Keswick.	x			3	4	1	5	6	2	Representation by population is my preference - in an "at-large election" Pefferlaw, Port Bolster and Udora could in all likelihood end up without anyone to represent our interest. As we all know, there is still a large split between the Keswick North Gwillimbury area and the Sutton Pefferlaw area. Of course with more representation for Keswick it will still be unbalanced.	
3	x				x			2	1	5	6	4	3		
4	x			More costly increases changes of dysfunctionality.	x		Rural vs. Urban is good; interests of residents in Keswick much different than Pefferlaw.	4	1	5	6	3	2	Good now; fine tuning due to growth in Keswick is reasonable. At-large worth exploring; more government is bad.	
5	x				x			2	1	5	6	4	3		
6	x				x			1	2	3	4	6	5		
7	x			No need, cost already dropped from 7 to 5 in 1997. Harder to get more people to agree.	x		Where it makes sense may not be possible as population continues to grow.	2	1	5	6	4	3	Industrial park should be part of Wards 1 and 2. Ward 2 is more rural in nature. Maintains waterfront in all wards.	
8	x				x			3				2	1		
9	x			It would seem logical if another ward were created it would go to Keswick which would provide Keswick with greater influence on Council decisions to the potential detriment of other wards.	x		International mix. Right now all councillors represent all types of municipal interests and as such can engage in debates with a full understanding of the issues.		1					1) Keeps the 5 Ward system. 2) Seems to achieve greater voter parity than current. 3) Maintains "international mix" of interests. 4) Maintains some logic in natural boundaries. 5) A six- or seven-ward system would create an imbalance of power on Council favouring Keswick.	
10	x			Cost.	x		No longer relevant.	2	1	5	6	4	3	Cost.	
11	x			Lower cost.	x		Doesn't assist in their decision making.	2	1	5	6	4	3	- Least costly; - ease of shift.	
12		x	1	Because Keswick is growing we may require an additional Councillor.	x		Specialization provides better representation.	3	4	1	2	6	5	6-Ward Option provides the best representation.	
13		x	1	Georgina is growing quickly. Adding another Councillor is a natural progression.	x		I'm not really sure this is needed any longer??	4	3	1	2	5	6	I like the idea of 6 wards. The six-ward option splits Keswick and doesn't increase the size of Ward 5 too much. I don't think 5 wards work any longer. The six-ward model also keeps more of an intentional mix of communities of interest which Council wanted.	
14		x	1	I have chosen 6 wards, therefore we need another Councillor.	x		All wards should have the same mix, rural, lake, etc. to be united in decision making.	4	5	1	2	6	3	Wards 1 & 2 are too large and need to be divided so the tax payers have consistent representation.	
15		x	1	Closer population split	x		Jack of all trades vs. Master of one!	3	4	1	2	6	5	I feel we need more Councillors, however, keeping in mind cost. I do not like the at-large election option; to me it sounds chaotic.	
16		x		Decision making for the Town is well represented by the current number of Councillors.	x		Residents/Town businesses/ farmers all impact the community and need to be represented.	2	1	4	5	6	3	1) Option B - significant distribution of interest including agriculture in most wards. 2) Option A - Population wise similar. 3) Make no change - Seems to be working well now. 4 & 5) No need to increase number of Councillors. 6) Significant misrepresentation of some areas potential result.	
17	x			Had 7 - reduced to 5. Why increase again?	x			2	1	5	6	3	4		
Total Responses	11	6			8	9		1	9	5	1	0	1	# of times option is Ranked 1 (most preferred)	