



# Ward Boundary Review

Township of Brock

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Preliminary Options Report

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# 1. Introduction

## 1.1 Terms of Reference

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In February 2020, Council gave budgetary approval for a review of the Township of Brock ward boundaries before the 2022 municipal election. Watson & Associates Economists Ltd. (Watson), in association with Dr. Robert J. Williams, hereafter referred to as the Consultant Team, was retained by the Township of Brock to conduct the Review.

The primary purpose of the study is to prepare 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:

- 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 guiding principles adopted for the study;
- Develop and conduct an appropriate consultation process in accordance with Brock's public engagement practices under COVID-19 restrictions to ensure community support for the Review and its outcome;
- Prepare population projections for the development and an evaluation of alternative electoral structures for the 2022, 2026 and 2030 municipal elections; and
- Deliver a report that will set out recommended alternative ward boundaries to ensure effective and equitable electoral arrangements for Brock Township, based on the principles identified.

The present document will review the process and guiding principles for a Ward Boundary Review (W.B.R.) in Brock Township and will place before the community and



Council alternatives for four (4) preliminary options to redivide the Municipality into an equitable five-ward system.<sup>1</sup>

## 1.2 Why A Ward Boundary Review Now

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Brock Township was created under provincial legislation at the beginning of 1974 as a lower-tier municipality in the new Regional Municipality of Durham. It was the result of an amalgamation of four separate municipalities: Townships of Brock and Thorah and the Villages of Beaverton and Cannington. The former Police Village of Sunderland was dissolved as part of the amalgamation.

Brock is governed by a seven-member Council, composed of a Mayor and a Regional Councillor, both elected at-large (in what is termed in Ontario legislation “a general vote” across the entire Township), plus five Councillors, one elected in each of the five wards. The current ward boundary structure in Brock has not been reviewed since the municipality was created in 1974.

Since amalgamation, the Township’s permanent population increased by more than 16%, from approximately 10,000 in 1974 to 11,642 in the 2016 Census and has increased since then. Over the period since 1974, the Township has also experienced moderate growth in seasonal population. This growth within Brock Township has contributed to inequalities in ward-to-ward population which is expected to be increased through future residential development over the next decade that will be concentrated in two urban settlements. These facts lead to questioning whether the present system of representation is consistent with the changes that have occurred in the municipality since amalgamation or are expected to occur in the next decade.

Moreover, it is unlikely and implausible that a municipality would let any other aspect of its operations go unexamined for close to forty years – yet that is the situation in relation to a fundamental component of local democracy in Brock. This Review is premised on the democratic expectation that municipal representation in Brock will be effective,

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<sup>1</sup> The report from the Township Clerk (2020-COW-O8) included options to conduct a council composition review as well as a W.B.R.. Council declined to undertake the former. Brock Township Council will continue to be composed of seven members.



equitable and an accurate reflection of the contemporary distribution of communities and people across the municipality.

It is also important to understand that this Review might lead Council to determine that the present ward boundaries still meet legitimate expectations and would not therefore need to be changed. Until the questions are asked and present conditions independently evaluated, however, the strengths and weaknesses of the existing wards can only be based on conjecture and informal familiarity.

### **1.3 The Ward Boundary Review Process in Brock**

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In Ontario municipalities, there is no mandatory requirement to review electoral arrangements periodically, nor are there standard practices, terms of reference, criteria or guiding principles either in provincial legislation or regulation that can be used to evaluate a municipality's electoral system. In other words, a review of the electoral arrangements in Ontario municipalities is discretionary; the obligation to undertake a review of municipal electoral districts is entirely absent from legislation.

The *Municipal Act, 2001* includes only two references to this the structure of municipal representation. Section 217 authorizes "a local municipality" like Brock Township to change the composition (that is, the size) of its council subject to certain conditions (such as a minimum size) and to determine how those councillors are elected (by general vote or in wards). Section 222 authorizes a municipality "to divide or redive the municipality into wards or to dissolve the existing wards." Any by-law passed under section 222 is subject to appeal to the Local Planning Appeal Tribunal (LPAT), the successor to the Ontario Municipal Board.

In the absence of standard practices and principles, municipalities look to relevant decisions made previously by the Ontario Municipal Board, case law and best practices followed in other municipalities to establish guiding principles and to evaluate appropriate models of representation that might apply to their circumstances. Working from a set of guiding principles is particularly important since without such provisions in place there is a risk that an electoral review may lead to unfair, ill-conceived or politically motivated results. The guiding principles for the Brock W.B.R. will be presented below.



Given the political importance of the ward boundaries, a review that would be considered acceptable by the community and by LPAT should not be conducted for the municipality by someone who is a member of Council or a municipal employee.

The Consultant Team identified earlier will direct the W.B.R. process for the Township and will gather background information on the present ward system from interviews with Town staff and elected officials and will compile data on the present and projected population of the Township. Based on that research, the consultants will assess the present ward boundaries and develop alternative designs consistent with the guiding principles for the Review.

The *Municipal Act, 2001* no longer requires the municipality to hold a public meeting before changing ward boundaries but public consultation is essential for the review process to be legitimate and effective. The primary goal of public consultation in this W.B.R. is to ensure that members of the public are provided with opportunities:

- to comment on the current ward boundary structure;
- to offer suggestions or new alternatives; and
- to consider and provide comments on the options presented.

When this review was planned in the early part of 2020, public consultation sessions (open houses) were to be held in each of the present wards. That option is not available for the foreseeable future in the light of the COVID-19 pandemic, so the Consultant Team (working in close collaboration with Township staff) will present two virtual open houses in October 2020 and has developed a number of online and other resources to gather information from residents of Brock.

The Township's website presents comprehensive and up-to-date information on the public consultation sessions and other materials about the W.B.R., as well as a survey that seeks information and opinion from citizens on the present and future ward boundaries for the Township. Please see [www.townshipofbrock.ca/wbr](http://www.townshipofbrock.ca/wbr)

A Final Report will be submitted to Council for action (possibly as early as December 2020) since the *Municipal Act, 2001* assigns the statutory authority to the municipal council "to divide, redivide or dissolve existing wards."

Section 223 of the Act also contains a mechanism whereby electors (500 or one percent of municipal electors, whichever is less) may petition Council to pass a by-law to divide,



redivide or dissolve existing wards. Appeals to ward boundary decisions (including a decision not to implement a change) can be made to the LPAT. For this reason, the Final Report will be completed with ample time for an LPAT hearing in the event that the by-law is appealed.



## 1.4 What Will Be Considered in the Brock W.B.R.?

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At a very general level, the W.B.R. will consider two key questions:

- 1) Does the present system need to change?
- 2) Are there identifiable “problems” that need to be addressed?

The answers to both questions are built upon the guiding principles, as are possible solutions to both questions. In other words, if the residents of Brock Township were undertaking to draw wards for the first time, would the present system meet those principles? If not, where does it fall short? Below, the present ward system will be examined through the lens of the guiding principles, as will possible alternatives.

The five guiding principles are:

- a. Representation by Population
- b. Population and Electoral Trends
- c. Representation of Communities of Interest
- d. Geographical and Topographical Features
- e. Effective Representation

It is important to the success of the Review that the Consultant Team spell out its understanding of the guiding principles to the community and how they will be applied in the W.B.R. in Brock.

### **Representation by Population**

The concept of representation by population (“rep by pop”) has a long history in Canada, usually associated with the idea that elective offices in a particular jurisdiction are distributed in such a way that each one is associated with roughly the same number of people or of electors. In some democracies this principle of voter parity is enforced rigorously – almost to the exclusion of any other factor – so that there is almost no variation in the population of electoral units within a particular jurisdiction.



In the most significant judicial ruling on electoral representation in Canada, however, the majority of the Supreme Court understood that Canadian electoral law has never been driven by the need to achieve “full parity” in the population of electoral divisions.<sup>1</sup> The Court concluded that some degree of variation from parity would be acceptable and, at times, even necessary to achieve effective representation (a concept that will be discussed below). In other words, representation should at least be equitable (that is, fair) when it cannot be mathematically equal.

In this review, to the extent possible, every Councillor will generally represent the same number of constituents. The closer the population of the wards is to parity, the more the entire design can be assessed as equitable. Some variation, however, will be considered acceptable to take account of residential density and the patterns of settlement in the Township and in this review the acceptable range will be understood to be 25% above or below the population of what will be called an “optimal” ward in Brock unless it can be justified as a way to meet one of the other criteria. This is a rather generous range of tolerance from parity but is based on long-standing parameters for the federal redistribution process and will be discussed again below.

## **Population and Electoral Trends**

Brock is expected to experience some population growth over the next decade, primarily concentrated in Beaverton and Cannington and only a few other areas within the municipality. This growth is driven, in part, by the construction of new housing to meet market pressures in the Greater Toronto Area (G.T.A.).

Any changes to ward boundaries in Brock in 2020 will be based on some empirical certainty about population changes that have occurred since the wards were established. This principle, however, seeks to ensure that a ward design does not merely “catch up” with such changes but addresses the municipality’s future by giving some weight to projected population growth. Population projections will be based on

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<sup>1</sup> *Reference re: Provincial Electoral Boundaries (Saskatchewan)* [1991] 2 S.C.R. 158. This is often cited as the Carter decision. Note that, although the judicial decision is based on the rights of electors, the overall population of the municipality will be considered in the W.B.R. since non-resident electors are constituents served by those elected to Council.



adopted municipal-wide residential growth forecasts and other planning data compiled in 2019.

In other words, this principle encourages the design of wards that will not be out-of-date the day after they are adopted but will maintain equitable representation by population, to the extent possible, over a three-election cycle (2022, 2026, and 2030).

### **Representation of Communities of Interest**

As discussed in relation to representation by population, electoral districts in Canada are not traditionally considered to be merely arithmetic divisions of the electorate designed to achieve parity of voting power. Rather, they are part of a system “which gives due weight to voter parity but admits other considerations where necessary” (*Carter* decision, page 35). One of the customary other considerations is “community of interest.” Since the rationale is that electoral districts should, as far as possible, be cohesive units and areas with common interests related to representation, wards will be composed of plausible groupings of communities and established settlements.

In the municipal context, “community of interest” is frequently linked to “neighbourhoods” since the neighbourhood is the most identifiable geographic point in most people’s lives; it is where they live. More importantly, the responsibilities of the municipality are also closely associated with where people live; roads and their maintenance, the utilities that are connected to or associated with their dwelling, and the myriad of social, cultural, environmental and recreational services are often based on residential communities. Even municipal taxation is inextricably linked to one’s dwelling. Identifying such communities of interest comes from a recognition that geographic location brings shared perspectives that should be reflected in the representational process.

In most municipalities there are more communities of interest or neighbourhoods than there are electoral districts, so wards will of necessity have to be created by grouping together such building blocks for the purposes of representation. This principle addresses two perspectives: what is divided by ward boundaries; and what is joined together. Alternative ward configurations will, therefore, be assessed in terms of how successfully they separate or assemble certain communities of interest into plausible units of representation. The first priority is that communities ought not to be divided



internally; as a rule, lines are drawn around communities, not through them. Secondly, as far as possible wards should group together communities with common interests.

## **Geographical and Topographical Features**

Electoral boundaries are the means by which members of a community are grouped together to elect a representative. Ideally, boundaries used to delineate wards should be straightforward and easily recognizable and, to the extent possible, reflect customary patterns of communication among communities and settlements within the Township.

To capture coherent communities of interest, boundaries should rely on “markers” that are recognizable and permanent, as well as easily remembered. Municipalities usually have many such markers; some are part of the tangible physical environment (and are “natural” in the sense that they are part of the natural world like lakes, rivers and valleys) while others are human artefacts (i.e. roadways, utility corridors and railway lines). In both instances, these are features of the municipal setting that often form a barrier that actually separates residents who live on opposite sides of the marker.

This principle is probably the easiest to visualize and appreciate; however, it is only one of several principles to be considered. A clear-cut boundary between two wards might be more desirable than “fine tuning” population numbers between them, for example. Such a choice may compromise the population balance among the wards to some degree but the indisputable physical separation of one part of the municipality from another probably warrants separate political representation. In addition, wards will be contiguous in shape and as compact as possible.

## **Effective Representation**

The concept of “effective representation” will be applied in Brock’s W.B.R. as an overarching principle since it has become an integral part of the evaluation of electoral systems in Canada, dating from a reference taken to the Supreme Court of Canada in 1991 (see note 2). The concept is premised on the conventional on-going relationship between voters and their elected representative: residents should have comparable access to their elected representative and each Councillor should speak in governmental deliberations on behalf of approximately the same number of residents.

In the Carter case, the Court was asked to determine whether the variance in the size of voter populations permitted in legislation for certain types of provincial constituencies in



Saskatchewan (in urban, rural and northern areas) infringed on the democratic right found in section 3 of the *Canadian Charter of Rights and Freedoms* (“Every citizen of Canada has the right to vote in an election of members of the House of Commons or of a legislative assembly and to be qualified for membership therein”).

The majority opinion concluded that, although representation by population is the single most important principle to be considered in determining electoral boundaries, the “purpose of the right to vote enshrined in s. 3 of the *Charter* is not equality of voting power *per se* but the right to ‘effective representation.’” It went on to state that since the purpose of a vote is to be represented in government (and not the way that the voter is “counted” on Election Day), “to insist on voter parity might deprive citizens with distinct interests of an effective voice in the legislative process as well as of effective assistance from their representatives in their ‘ombudsman’ role.” This may mean that, at times, deviations from parity may be justified on the grounds of practical impossibility or in order to better achieve other principles.

In this review, effective representation will serve as a kind of summary evaluation of wards (and the ward system itself) built around the previous four principles. For example, are the individual wards proposed for Brock plausible and coherent units of representation? Do they provide equitable access to councillors for residents of the municipality? Are the proposed wards of a size, scale and shape that a representative can serve her or his constituents successfully? In summary, do the wards constitute a system that can be judged to deliver effective representation even if some of the specific principles are only partially successful? In the absence of any direction from the Province through the *Municipal Act* or any other legislation or regulation, the ruling of the Supreme Court of Canada will provide the central perspective. A municipal electoral system that is considered, on balance, to meet these expectations can be said to provide “effective representation.”

As noted earlier, Madam Justice McLachlin observed in the *Carter* case that representation recognizes “the right to bring one's grievances and concerns to the attention of one's government representative.” One of the measurable indicators of accessibility is the number of people who might wish to have a conversation with a councillor on a municipal matter. In the present day, communicating with municipal officials has become easier for many people across Ontario. Email, cell phones or other mobile electronic devices provide more-or-less instantaneous and sometimes nonstop lines of communication that supplement (and perhaps even overwhelm) traditional



forms of communication that used to come about through interactions on a daily basis in the neighbourhood, at leisure-time events or in places of business. The process of achieving access to a representative is not as dependent on personal proximity as it was even twenty years ago. In Brock, however, there are areas where high-speed internet and cell phone service is weak or unavailable. This reality may have a bearing on which communities should be grouped together to allow the elected representative to “connect” readily with residents of the ward and vice versa.

It must be emphasized that it is unlikely a ward system will uniformly meet all these principles given the limits imposed by the social and natural environment of the municipality. In determining what constitutes “effective representation” in Brock, it may be necessary to apply some principles less stringently in certain alternative ward systems in order to better satisfy what may be viewed as other, more desirable, principles.

It is, of course, within the power of this Council to choose to maintain the present ward configuration indefinitely. In that scenario, however, everyone should be confident that the merits of the present system actually outweigh its shortcomings and that none of the alternatives that arise in this Review are better suited than the status quo to address the population imbalance, other identified shortcomings and the consequent impact on electoral democracy in Brock.

## 2. Existing Population and Forecast Growth in Brock

As previously discussed, one of the basic premises of representative democracy in Canada is the belief that the geographic areas used to elect a representative should be reasonably balanced with one another in terms of population. In order to evaluate the existing ward structure and subsequent alternatives in terms of representation by population in the existing year (2020), a detailed population estimate for the Township of Brock and its respective wards and communities was prepared. This analysis reflects both Brock’s permanent and seasonal population.

The Township of Brock is forecast to experience moderate population growth and population shifts over the next decade. For this reason, it is important that this study assess the representation by population for both existing and future year populations. In accordance with the study terms of reference, the analysis considered representation



of population over the next three municipal elections through 2030. As such, a population and housing forecast for the Township and its communities for the 2020 to 2030 period was generated. The results of this analysis are discussed below.

## 2.1 Existing Population and Structure

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Brock's permanent 2020 population is estimated to total 12,850.<sup>1</sup> The Township's seasonal population is estimated at approximately 920 and is also factored into the total population.<sup>2</sup> The Consultant Team estimates the Township's of Brock 2020 population, reflecting both permanent residents and seasonal residents, totals approximately 13,770. Permanent residents account for approximately 93% of the population base, while seasonal residents account for 7%. The seasonal residents are primarily located in Beaverton and along Lake Simcoe.

The Township's 2020 total population by settlement area as well as rural population is presented in Figure 1. As shown, 29% (population of 3,990) is located in Beaverton followed by 16% (2,170) in Cannington, and 12% (1,590) in Sunderland. The balance 44% (population of 6,030), is located within the Township's rural area.

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<sup>1</sup> Reflects a mid-2020 population estimate which includes Census undercount of approximately 3.1%.

<sup>2</sup> The Township's seasonal population was estimated using 2016 Census housing data and MPAC property information and applying an average persons per unit (i.e. occupancy) of 3.66.

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Figure 1 – Township of Brock 2020 Population by Community

Population by Community		
Community	2020 Total Population <sup>1</sup>	Population Share
Urban	7,750	56%
Beaverton	3,990	29%
Cannington	2,170	16%
Sunderland	1,590	12%
Rural	6,030	44%
<b>Total</b>	<b>13,770</b>	<b>100%</b>

Note: Population may not add due to rounding

<sup>1</sup> Population includes permanent and seasonal population and the census undercount of approximately 3.1%

## 2.2 Forecast Population Growth, 2019 to 2030

Forecast population growth Township-wide over the 2020 to 2030 period was guided by the Township of Brock's 2019 Development Charges Background Study,<sup>1</sup> updated to reflect recent development trends. Community level growth allocations were guided by a comprehensive review of opportunities to accommodate future residential growth through plans of subdivision (registered unbuilt, draft approved and proposed), site plan applications and discussions with Municipal planning staff.

Brock Township is expected to experience moderate population growth and shifts over the next decade. By 2030, Brock's population is expected to reach approximately 15,700, an increase of 14% (approximately 1,930 people).<sup>2</sup> Approximately three-quarters of the population growth, totaling approximately 1,500, is expected within Beaverton as illustrated in Figure 2. Sunderland is also expected to experience strong population growth over the period, with an increase of approximately 510 people over the period. The highest population growth is anticipated in new urban greenfield areas within existing Wards 1 and 5.

<sup>1</sup> Township of Brock 2019 Development Charges Background Study prepared by Hemson Consulting Ltd.

<sup>2</sup> Reflects permanent and seasonal population and Census undercount of approximately 3.1%.



Figure 2 – Brock’s 2020 to 2030 Population Growth by Community

<b>Geography</b>	<b>2020 Population<sup>1</sup></b>	<b>2030 Population<sup>1</sup></b>	<b>2020-2030 Growth</b>
Beaverton	3,990	5,490	1,500
Cannington	2,170	2,070	-100
Sunderland	1,590	2,100	510
Rural	6,030	6,040	10
<b>Total</b>	<b>13,770</b>	<b>15,700</b>	<b>1,930</b>

Note: Population may not add due to rounding

<sup>1</sup> Population includes permanent and seasonal population and the census undercount of approximately 3.1%

## 3. Brock’s Existing Ward Structure – Evaluation

### 3.1 Overview

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The 2020 W.B.R. in Brock is framed by principles that will be applied in the search for an equitable system of representation in the future. It is not unreasonable to apply the same principles to the existing system of representation: (a) to elaborate on and explain how the principles are applied in relation to a design that residents of Brock will be familiar with; and (b) to highlight any shortcomings that may have developed in the system originally designed at amalgamation in terms of the principles that are guiding the present Review.

This section will evaluate the existing ward structure in Brock in terms of the identified principles. The existing ward structure is presented in Figure 3 for reference purposes.

#### **Representation by Population**

The goal of this Review is to design a system of representation that achieves relative parity in the population of the wards, with some degree of variation acceptable in light of population densities and demographic factors across the municipality. The indicator of

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success in a ward design is the extent to which all the individual wards approach an “optimal” size.

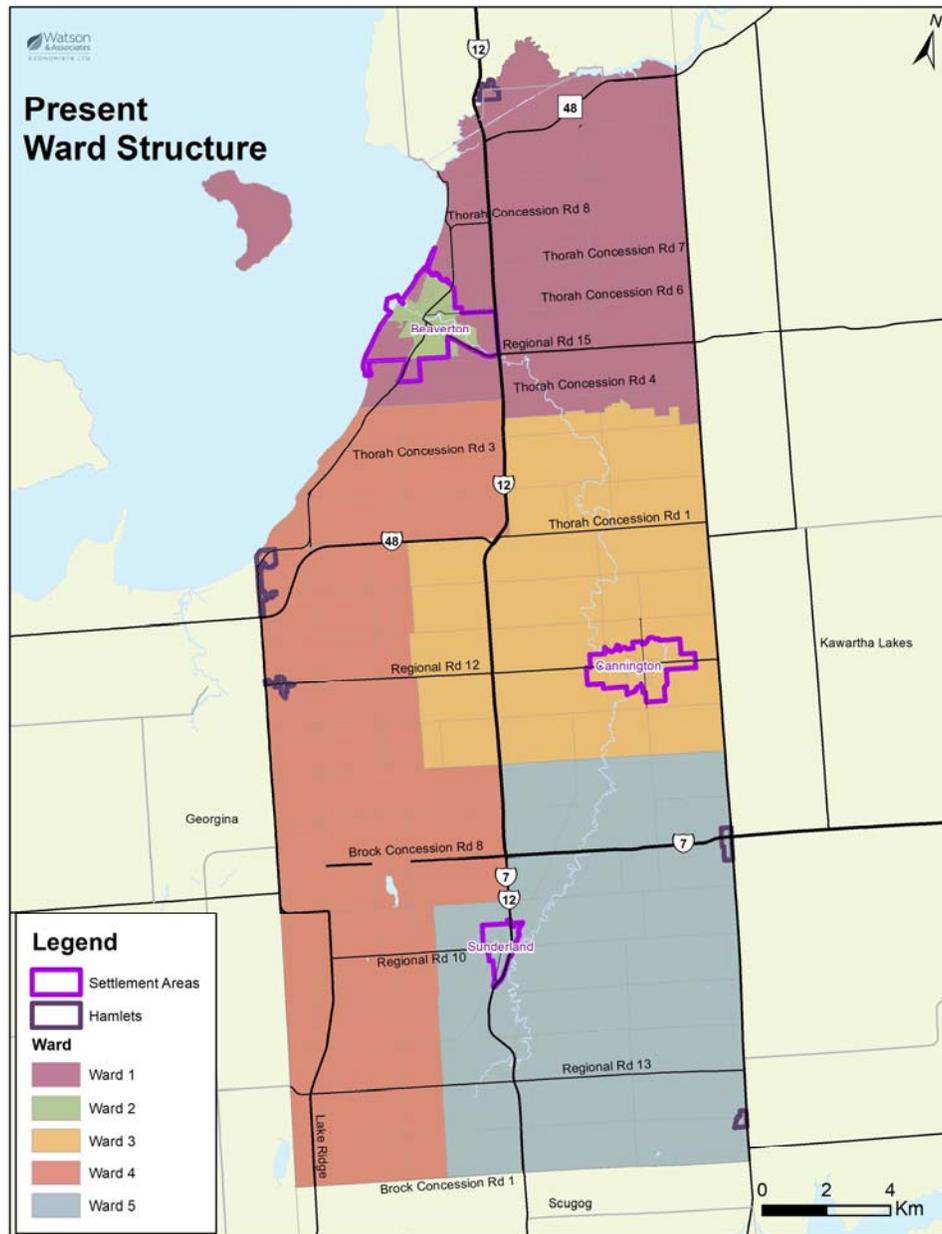
Optimal size, itself, can be understood as a mid-point on a scale where the term “optimal” (O) describes a ward with a population within 5% on either side of the calculated optimal size. The classification “below/above optimal” (O- or O+) is applied to a ward with a population between 6% and 25% on either side of the optimal size. A ward that is labelled “outside the range” (OR+ or OR-) indicates that its population is greater than 25% above or below the optimal ward size. The adoption of a 25% maximum variation is based on federal redistribution legislation. The adoption of a 25% maximum variation is based on federal redistribution legislation. An example of optimal sizes for a 5-ward system within Brock for the 2020 and 2030 populations of is shown below in Figure 3.

Figure 3 - Optimal Range for a 5-ward system

<b>Symbol</b>	<b>Description</b>	<b>Variance</b>	<b>2020 Population Range</b>	<b>2030 Population Range</b>
OR+	Outside Range - High	25%	>3,443	>3,925
O+	Above Optimal	5%	2,892 - 3,443	3,297 - 3,925
O	Optimal Population Range	-	2,617 - 2,892	2,983 - 3,297
O-	Below Optimal	-5%	2,066 - 2,617	2,355 - 2,983
OR-	Outside Range - Low	-25%	<2,066	<2,355



Figure 4 - Brock's Present Ward Structure



Based on Brock's overall population, including both seasonal and the census undercount estimated at 3.1% (13,770) and a five-ward system, the optimal population size for this review will be 2,755. Population figures established for this Review, as shown in Figure 5, suggest that two of the wards (Ward 2 and 5) are above the optimal range and wards 1 and 4 are below the range while ward 3 is currently within the optimal range.



Figure 5 - 2020 Population by Ward

Ward	2020 Population		
	Population <sup>1</sup>	Variance	
One	2,460	89%	O-
Two	2,970	108%	O+
Three	2,880	105%	O
Four	2,480	90%	O-
Five	2,980	108%	O+
Total	13,770		
Optimal Size	2,755		

<sup>1</sup> Population includes permanent and seasonal population and the census undercount of approximately 3.1%.

### Population and Electoral Trends

This principle calls for wards that are generally in equilibrium to one another as population change takes place. For the purposes of this assignment, future growth trends are assessed to 2030 to reflect the next three municipal elections (i.e. 2022, 2026 and 2030) in accordance with the guiding principles for the Review.

Based on the forecast population for 2030 (15,700) and a five-ward system, the optimal population size for 2030 is 3,140. As demonstrated in Figure 6, the modest imbalance in population in the present wards in 2020 will become more pronounced over the forecast period even as the optimal size of a ward increases. Growth is concentrated primarily in Beaverton (that is, in the present Ward 2) with some growth in Sunderland (the present Ward 5). The net result is that two of the four wards are expected to be at or outside the acceptable range of variation by 2030. The ward without significant population clusters today (the present Ward 3) along with wards 1 and 4 are expected to fall below the optimal range while the present Ward 2 is expected to be above the optimal range.



Figure 6 - 2030 Population by Ward

Ward	2030 Population		
	Population <sup>1</sup>	Variance	
One	2,630	84%	O-
Two	4,380	139%	OR+
Three	2,720	87%	O-
Four	2,370	75%	O-
Five	3,610	115%	O+
Total	15,710		
Optimal Size	3,140		

<sup>1</sup> Population includes permanent and seasonal population and the census undercount of approximately 3.1%.

If no change is made to the present wards, forecast population growth will not by itself correct the unbalanced population distribution; in fact, it is expected to become more pronounced over time.

### Representation of Communities of Interest

As suggested earlier, this principle considers what is divided by ward boundaries and what is joined together. At a high level, some of the wards appear to group plausible communities of interest: Ward 2 includes urban Beaverton and Wards 3 and 5 include Cannington and Sunderland respectively and adjoining rural areas. However, it is difficult to describe Ward 4 as constituting a plausible community of interest since neither is compact nor a coherent collection of localities. In an interview, one member of Council described Ward 4 as having “no rhyme nor reason” made up of the “leftovers” after wards were drawn up around the three population clusters.

The boundaries of Ward 2 appear to follow the designated urban settlement area at Beaverton but there are a number of Beaverton residential areas that are excluded from the ward: the area west of Nine Mile Road south of Main Street and the entire Ethel Park Neighbourhood (west of rail north of Victoria Avenue) are both included in Ward 1



not Ward 2. As well, the string of lakefront dwellings along Cedar Beach Road that run from Beaverton to the Thorah-Brock Line are divided between Wards 1 and 4.

On the whole, the wards in Brock cannot be judged as completely successful at capturing the various communities of interest, as understood in this principle.

### **Geographical and Topographical Features**

Ward boundaries in Brock are primarily roadways but there is also some reliance on property lines, for example the boundary between Wards 1 and 3 south of Thorah Concession Road 4 and portions of the boundary around Ward 2. Major highways are not widely or consistently used; two of the Ward 3 boundaries use provincial highways (48 and 12) but Highway 7 is not a ward boundary. Several boundaries are Concession Roads (Brock Concession 10 between Wards 3 and 5) and Sideroads (parts of the irregular line between Wards 3 and 4). In a few instances the boundaries are notional (that is they do not follow a distinguishable physical feature); one example is the southern boundary of Ward 1 between Sideroad 17 and Highway 48

In reality there are not significant natural features within Brock that can serve as boundaries but the roads are not used consistently as boundaries. Wards in Brock cannot be judged as successfully meeting this principle.

### **Effective Representation**

The concept of representation rests on the relationship between those who live in an electoral district and the official elected to give a voice to those people; it anticipates accessibility in both directions. The application of the “effective representation” principle is not an evaluation of the capacity of incumbent councillors to serve the wards; rather, it is an indicator of the extent to which there are inherent constraints in a given ward or wards that hinder the capacity for electors and representatives to stay “connected.”

The capacity for effective representation in a ward is influenced both by the actual number of potential “voices” that may wish to be heard and by opportunities for face-to-face interaction. While the actual population in each ward in Brock will be relatively small by comparison with other municipalities in Durham Region, it is important that the population is distributed equitably as a foundation for effective representation.



It is not equitable to ask one elected official to represent a large population dispersed across a large geographic area, and another to serve a smaller population living in a comparatively compressed area. In the present configuration in Brock, the ward with the largest population today (Ward 2) is the smallest in area and the two largest wards by area are the smallest by population. This present relationship contributes to effective representation.

There are potential hindrances to “effective representation” in Brock; for example, internal means of communication are challenging in two wards, most are not coherent units of representation and the population of the wards is unbalanced.

### **Overall Evaluation**

This evaluation suggests that while the existing ward boundary configuration in Brock meets the representation by population principle in 2020, it does not meet the expectations for the population growth principle, as illustrated in Figures 5 and 6, and is problematic in terms of the other three principles. In other words, it would be improbable that a review aiming to meet the five principles set out for this W.B.R. would recommend a structure that follows the existing ward boundaries as a long-term format to deliver effective representation to the residents of Brock.

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

## **4. Preliminary Options**

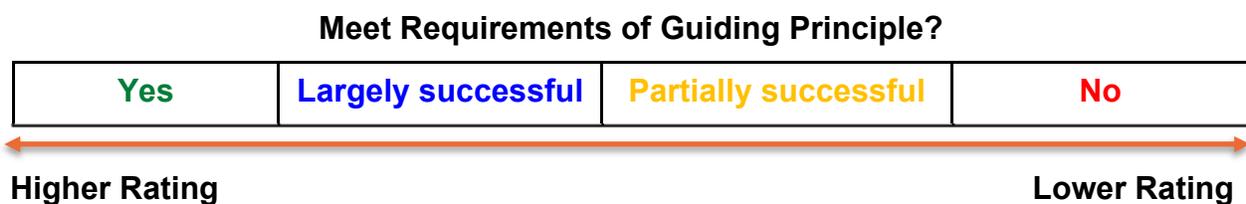
The present ward system was adopted as a part of a larger restructuring process in what is now Durham Region in 1973 but this review has demonstrated several flaws that can be addressed by redividing the municipality into five wards that are more consistent with the guiding principles. As directed by Council, the Preliminary Options all include five wards.

Many amalgamated municipalities like Brock that include large rural areas are usually not laid out in the spatial patterns that are more typical of urban centres in Ontario where a population and commercial node is surrounded by less densely populated areas directly connected to the centre by a grid of rural roads. Brock has two small population nodes (Cannington and Sunderland) in the southern interior part of the Township, a separate rapidly growing urban centre (Beaverton) on Lake Simcoe plus hundreds of rural and recreational properties of varying sizes. Despite the presence of



several residential clusters across the municipality, there is actually no “centre”; the municipality is arguably less coherent politically than many municipalities, with no obvious focal point that effectively connects the main population centres to one another.

Four Preliminary Options have been developed to share with the community and are included herein. Many other designs were developed and evaluated but were set aside as unworkable for various reasons. To assist in gathering comments from the community, a map and population figures for 2020, and forecast population for 2030 are provided for each preliminary alternative. Please note, however, that there are five guiding principles set out in the terms of reference to take into account, not just present and future population. In addition, an evaluation summary table is used to measure the relative success of the preliminary options against the guiding principles. A legend can be found below, and the summary table is found at the end of this section.



The four Preliminary Options are presented below.

## 4.1 Preliminary Option 1

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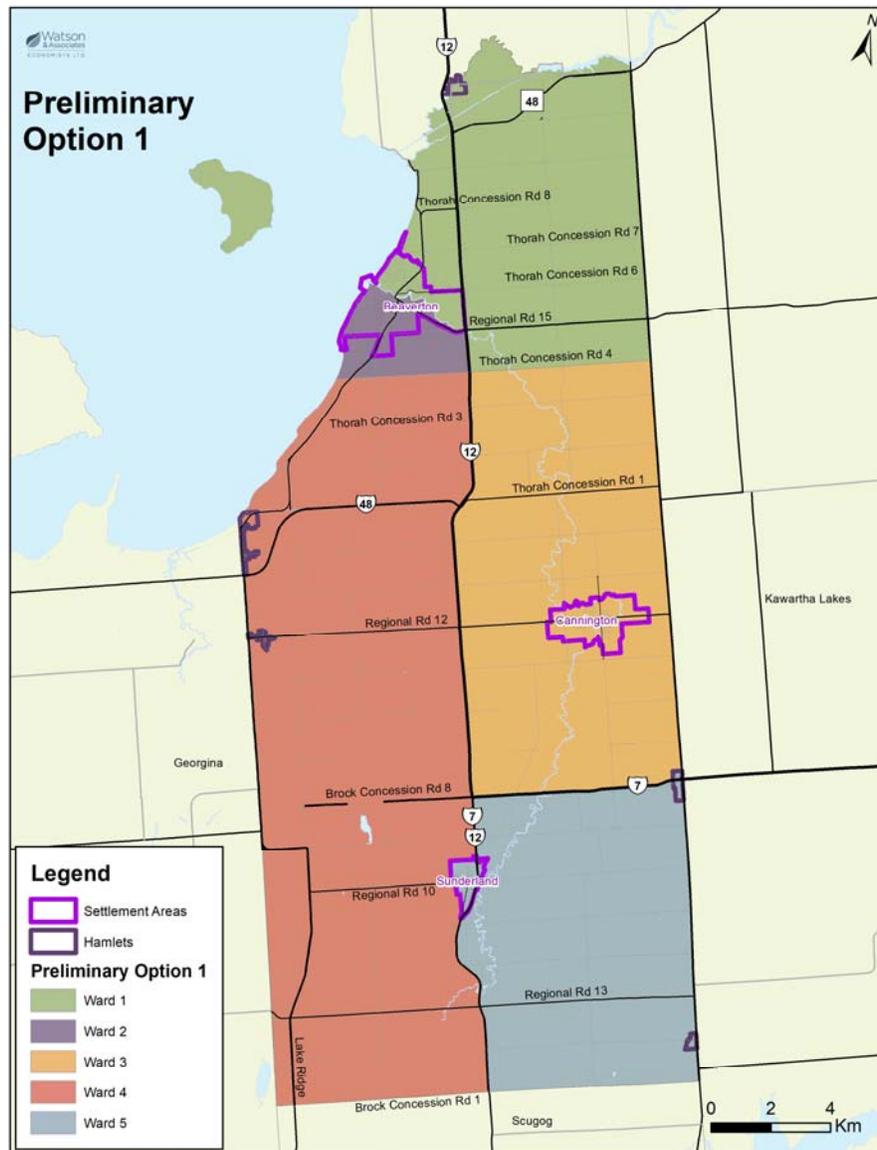
This Preliminary Option as shown in Figure 7 can be viewed as a “minimal change” model since Wards 3, 4 and 5 are kept largely intact while Wards 1 and 2 reconfigure the northern area of the Township into two new wards. The boundary between the proposed Wards 3 and 4 and Wards 4 and 5 are cleaner and more identifiable by using Highway 12 and the boundary between Wards 2 and 3 is clearer by using Thorah Concession 4 rather than property lines. The population of the proposed Ward 4 falls well below the optimal range but there are no sizeable hamlets in the Ward although it is the largest by area, still retaining some of its ribbon-like shape. In the present system, most – but not all – of the Beaverton settlement area is in a single heavily populated ward while Ward 1 is relatively sparsely populated. The trade-off in this Option is that there are two moderately large wards instead of one excessively large ward surrounded by one at the opposite end of the scale. In addition, forecast population growth north of



the river at Beaverton can be represented more equitably over the next three elections. On the other side of the ledger, the Beaverton community is divided.



Figure 7 – Preliminary Option 1



Preliminary Option 1	Total Population 2020 <sup>1</sup>	Variance	Optimal Range	Total Population 2030 <sup>1</sup>	Variance	Optimal Range
Ward 1	2,940	107%	O+	3,960	126%	OR+
Ward 2	2,460	89%	O-	3,020	96%	O-
Ward 3	2,960	107%	O+	2,790	89%	O+
Ward 4	2,890	105%	O	2,750	88%	O-
Ward 5	2,530	92%	O-	3,190	102%	O
<b>Total</b>	<b>13,780</b>			<b>15,710</b>		
<b>Average</b>	<b>2,755</b>			<b>3,142</b>		

<sup>1</sup> Total population includes seasonal population and the Census Undercount of approximately 3.1%.



Figure 8 – Preliminary Option 1 Evaluation

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Population and Electoral Trends	Largely successful	The population balance in 2020 is very good but one ward narrowly exceeds the range of variation in 2030.
Representation of Communities of Interest	Largely successful	The Beaverton urban area is divided into two wards. All other communities of interest are represented in coherent wards.
Geographical and Topographical Features	Yes	Proposed boundaries are clear and consistent.
Effective Representation	Largely successful	Ward population variations are acceptable; the largest urban settlement divided.

**Legend**

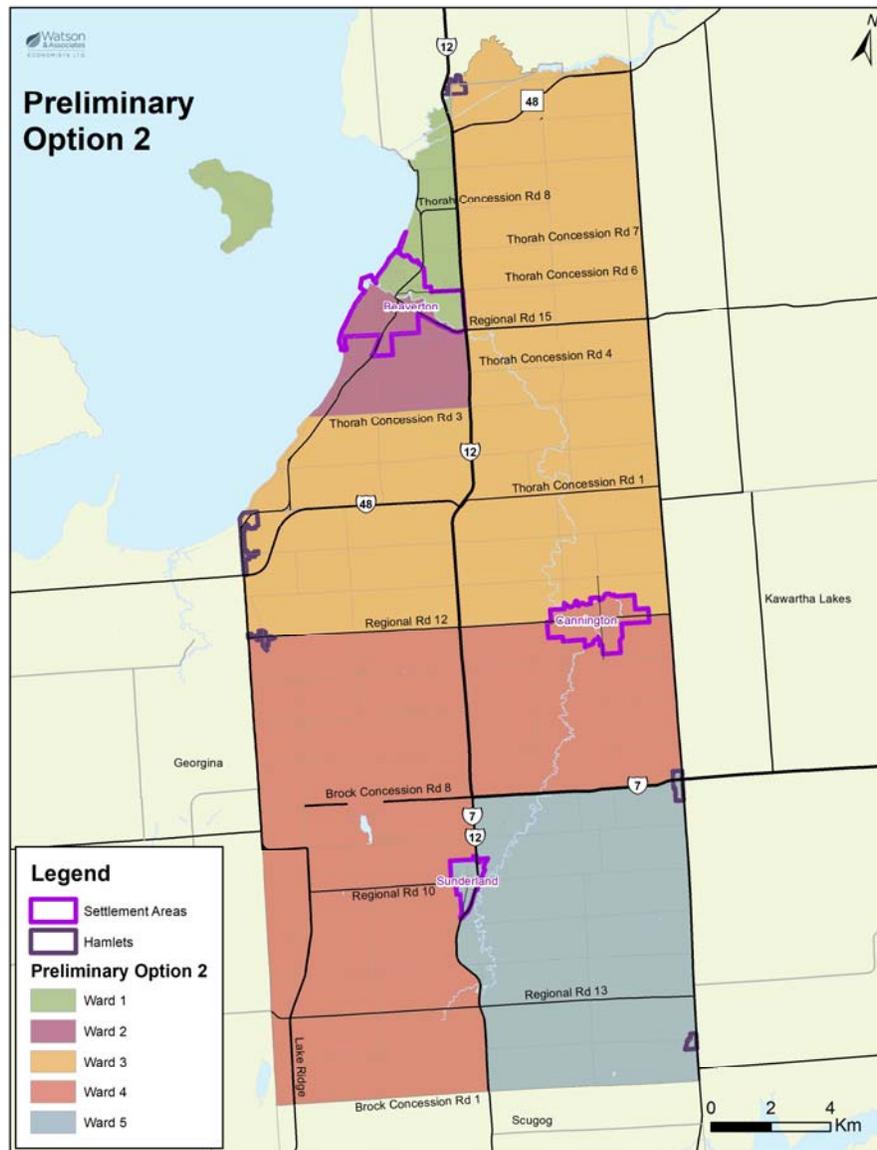
Yes	Largely successful	Partially successful	No
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## 4.2 Preliminary Option 2

With one important exception, this Option is largely successful in distributing the population of Brock more evenly across five wards in 2020 but is successful in accommodating growth over the next decade as shown in Figure 9. To achieve this, two wards are allocated to the Beaverton urban area but neither extend very far into the surrounding rural and lakefront neighbourhoods. Two southern wards are anchored by the settlement areas at Cannington and Sunderland, each with a sizeable rural hinterland. However, the proposed Wards 4 and 5 separately and together are slightly more heavily populated than the other wards. Any adjustment to try to balance these two wards with one another would require following boundaries that are less clear-cut.



Figure 9 - Preliminary Option 2



Preliminary Option 2	Total Population 2020 <sup>1</sup>	Variance	Optimal Range	Total Population 2030 <sup>1</sup>	Variance	Optimal Range
Ward 1	2,180	79%	O-	3,150	100%	O
Ward 2	2,580	94%	O-	3,150	100%	O
Ward 3	2,430	88%	O-	2,410	77%	O-
Ward 4	3,980	144%	OR+	3,740	119%	O+
Ward 5	2,600	94%	O-	3,260	104%	O
<b>Total</b>	<b>13,770</b>			<b>15,710</b>		
<b>Average</b>	<b>2,755</b>			<b>3,140</b>		

<sup>1</sup> Total population includes seasonal population and the Census Undercount of approximately 3.1%.



Figure 10 – Preliminary Option 2 Evaluation

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Population and Electoral Trends	<b>Largely successful</b>	One ward outside the range of variation in 2020 but in 2030 three wards in optimal range and two others wards within the range of variation.
Representation of Communities of Interest	<b>Largely successful</b>	The Beaverton urban area is divided into two wards. All other communities of interest are represented in coherent wards.
Geographical and Topographical Features	<b>Yes</b>	Proposed boundaries are clear and consistent.
Effective Representation	<b>Largely successful</b>	Ward population variations are acceptable in 2030; the largest urban settlement divided.

**Legend**

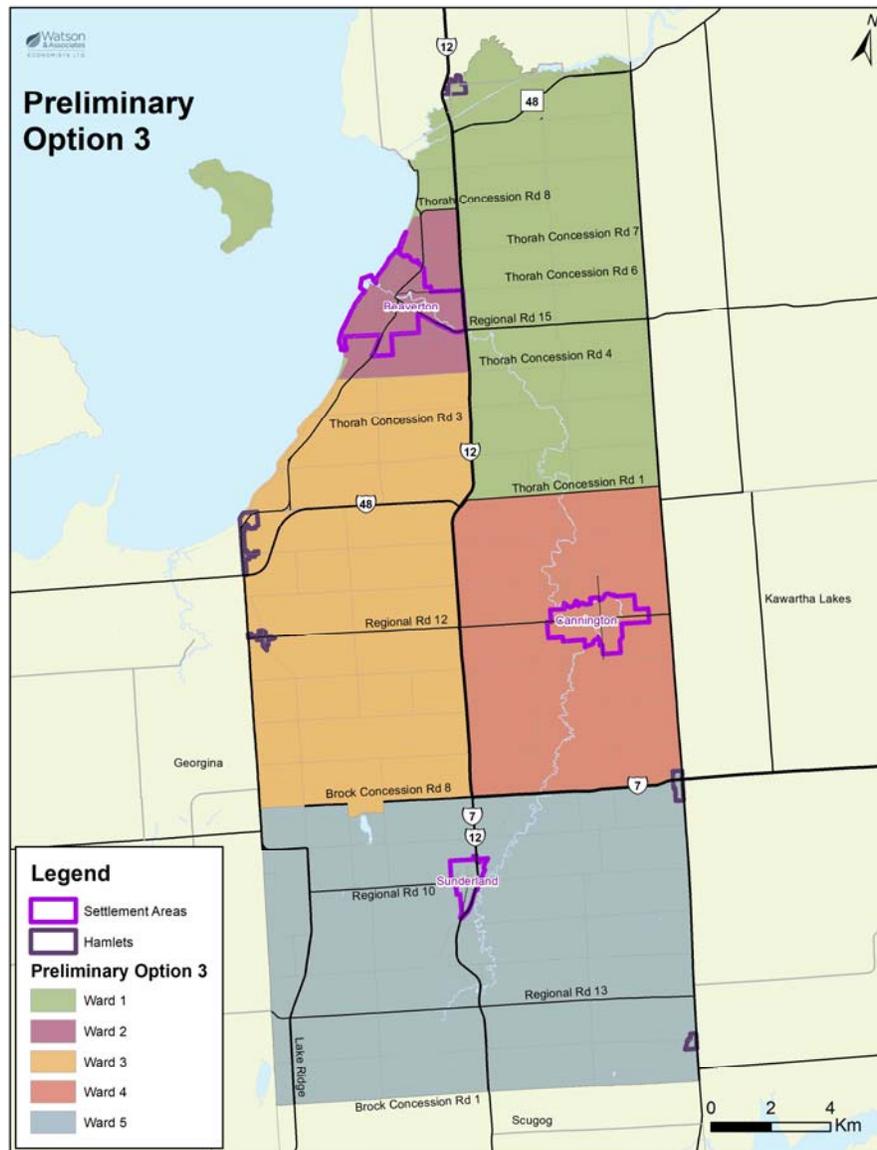
<b>Yes</b>	<b>Largely successful</b>	<b>Partially successful</b>	<b>No</b>
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### 4.3 Preliminary Option 3

This Preliminary Option retains a single urban ward at Beaverton and places the settlement areas at Cannington and Sunderland at the centre of surrounding rural areas as shown in Figure 11. All of the wards constitute coherent groupings of neighbourhoods and communities of interest with boundaries that are largely clear and plausible. The obvious shortcoming is that the present and future population distributions are too extreme to meet the population principles when the identifiable communities are placed in separate wards.



Figure 11 – Preliminary Option 3



Preliminary Option 3	Total Population 2020 <sup>1</sup>	Variance	Optimal Range	Total Population 2030 <sup>1</sup>	Variance	Optimal Range
Ward 1	1,330	48%	OR-	1,410	45%	OR-
Ward 2	4,250	154%	OR+	5,730	182%	OR+
Ward 3	1,750	64%	OR-	1,690	54%	OR-
Ward 4	2,770	101%	O	2,620	83%	O-
Ward 5	3,670	133%	OR+	4,250	135%	OR+
<b>Total</b>	<b>13,770</b>			<b>15,700</b>		
<b>Average</b>	<b>2,755</b>			<b>3,140</b>		

<sup>1</sup> Total population includes seasonal population and the Census Undercount of approximately 3.1%.



Figure 12 – Preliminary Option 3 Evaluation

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Population and Electoral Trends	No	Only one ward optimal in 2020 and none in 2030. Two wards above the acceptable range of variation and two below in both 2020 and 2030.
Representation of Communities of Interest	Yes	All major settlement areas are represented in coherent wards.
Geographical and Topographical Features	Yes	Proposed boundaries are clear and consistent.
Effective Representation	Partially successful	By making the representation of communities of interest the priority, population parity cannot be achieved.

**Legend**

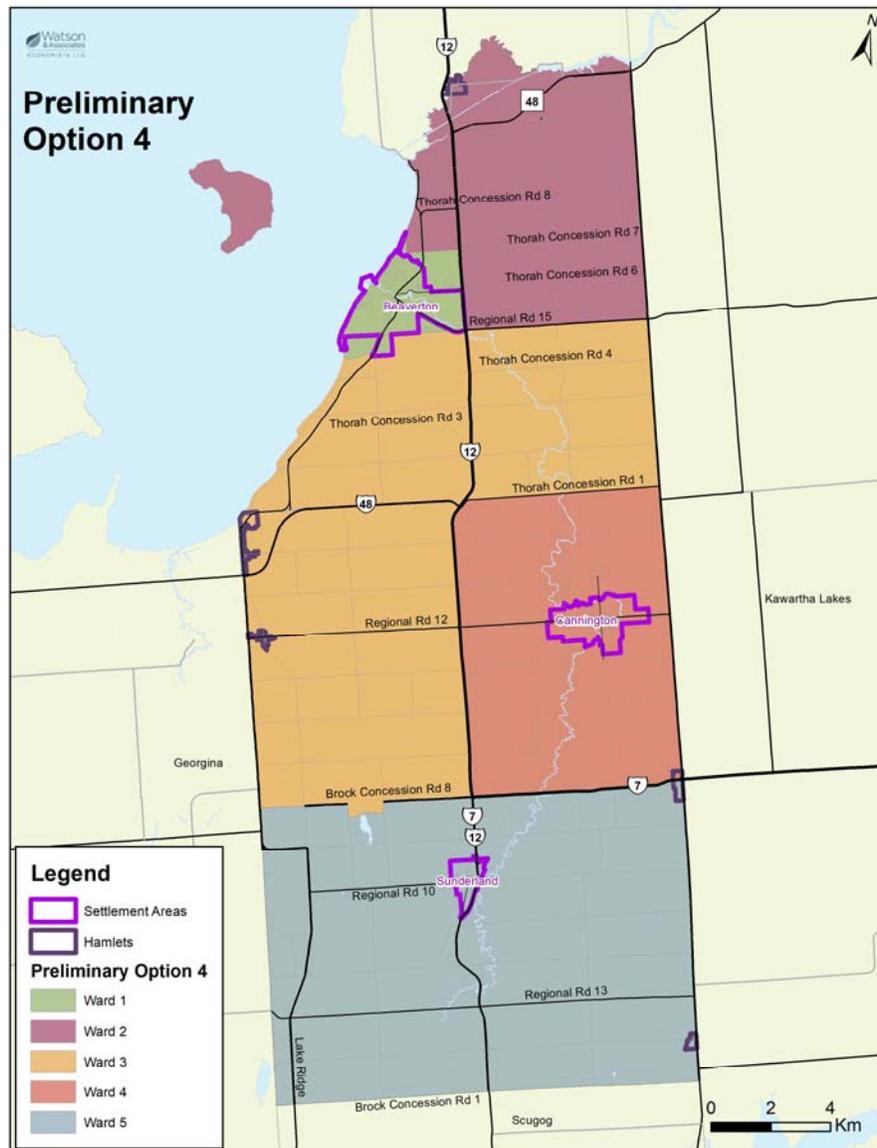
Yes	Largely successful	Partially successful	No
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## 4.4 Preliminary Option 4

This Preliminary Option includes a single compact urban ward at Beaverton and places the settlement areas at Cannington and Sunderland at the centre of surrounding rural areas as shown in Figure 13. Two wards are primarily rural which means the present and future population figures are well below the optimal range of variation and the opposite result occurs in the ward with the larger population cluster (the proposed Ward 5).



Figure 13 – Preliminary Option 4



Preliminary Option 4	Total Population 2020 <sup>1</sup>	Variance	Optimal Range	Total Population 2030 <sup>1</sup>	Variance	Optimal Range
Ward 1	4,140	150%	OR+	5,630	179%	OR+
Ward 2	1,100	40%	OR-	1,190	38%	OR-
Ward 3	2,090	76%	O-	2,010	64%	OR-
Ward 4	2,810	102%	O	2,650	84%	O-
Ward 5	3,630	132%	OR+	4,220	134%	OR+
<b>Total</b>	<b>13,770</b>			<b>15,700</b>		
<b>Average</b>	<b>2,755</b>			<b>3,140</b>		

<sup>1</sup> Total population includes seasonal population and the Census Undercount of approximately 3.1%.



Figure 14 – Preliminary Option 4 Evaluation

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Population and Electoral Trends	<b>No</b>	Only one ward optimal in 2020 and none in 2030. Two wards above the acceptable range of variation and two below in both 2020 and 2030.
Representation of Communities of Interest	<b>Yes</b>	All major settlement areas are represented in coherent wards
Geographical and Topographical Features	<b>Yes</b>	Proposed boundaries are clear and consistent
Effective Representation	<b>Partially successful</b>	By making the representation of communities of interest the priority, population parity cannot be achieved.

**Legend**

<b>Yes</b>	<b>Largely successful</b>	<b>Partially successful</b>	<b>No</b>
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## 4.5 Evaluation Summary

**Figure 15: Preliminary Options – Evaluation Summary**

Preliminary Option	Population & Electoral Trends	Communities of Interest	Natural Boundaries	Effective Representation
1	Largely successful	Largely successful	Yes	Largely successful
2	Largely successful	Largely successful	Yes	Largely successful
3	No	Yes	Yes	Partially successful
4	No	Yes	Yes	Partially successful

**Meet Requirements of Guiding Principle?**

Yes	Largely successful	Partially successful	No
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Higher Rating

Lower Rating