

The Corporation of the City of Kawartha Lakes

Council Report

Report Number CLK2017-002

Date: February 21, 2017

Time: 2:00 p.m.

Place: Council Chambers

Ward Community Identifier:

Subject: Ward Boundary Update

Author/Title: Judy Currins, City Clerk

Signature:



Recommendation(s):

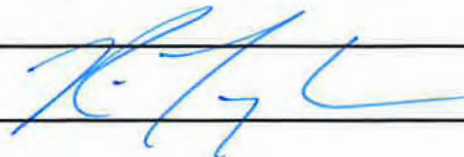
RESOLVED THAT Report CLK2017-002, **Ward Boundary Update**, be referred to the March 7, 2017 meeting of Council for decision on the future ward boundaries for the City of Kawartha Lakes; and

THAT the expense of mapping for the ward boundary review options be funded from the Elections Reserve.

Department Head:

Corporate Services Director / Other:

Chief Administrative Officer:



Background:

Council started the council composition review in 2015 and adopted the following Guiding Principles for this project:

Guiding Principles

1. To the extent possible, new ward boundaries should achieve a general balancing of populations between Wards with a variance not to exceed 20% based on population as of January 1, 2016 and the use of non-resident elector numbers from the 2014 municipal election.
2. Consideration will be given to established settlement patterns and existing communities of interest.
3. Consideration of physical features as natural boundaries or man-made features to establish Wards that are easy to identify.
4. All options should have consideration for the overriding principle of effective representation for all electors.

Staff presented seven options for consideration and Council made three ward configurations available for public consultation. During the public consultation process, the following question was asked, that relates to the decision in this Report:

What number of Councillors per ward do you prefer to represent you?

The results of the survey indicated that 136 of the 314 respondents preferred one (1) Councillor/ward while 124 of the 314 respondents preferred two (2) Councillors/ ward. The balance preferred another option.

Following public consultation, Council made the decision to reduce the number of Councillors to 8 and instructed the City Clerk to bring forward various options as noted in the resolution below that was adopted at the Council Meeting of October 18, 2016:

CR2016-902

Moved By Councillor Veale

Seconded By Councillor Breadner

RESOLVED THAT Report CLK2016-011, **Ward Review Public Consultation Results**, be received;

THAT the results of the public consultation process for a ward review for the City of Kawartha Lakes, be received;

THAT the City Clerk be directed to prepare and present a by-law to set the composition of Council as the Mayor and 8 Councillors effective for the 2018 election;

THAT the City Clerk be instructed to prepare and present two options each for ward boundaries for both a 4 and an 8 ward structure;

THAT the report be brought back to Council by the end of January 2017.

This report addresses that direction.

Rationale:

The initial map options were at a high level, meaning the boundary lines were not exact. The next step was to determine what the exact lines would be and to calculate the population numbers. Internal city GIS staff members were not able to assist with this as their time was dedicated to the implementation of the City ERP system so external resources were required to complete this work. This has resulted in additional funds being required that will be noted in financial considerations and a slight delay in presenting the information to Council.

Following the direction of Council, staff reviewed the work that had been done previously for the four ward options and developed as well two new eight ward configurations. The work was challenging due in part to the lack of experience in developing a new ward structure and the lack of internal resources to complete the job.

This municipality is unique which is both positive and negative. The City's unique individual communities are a wonderful asset for tourism, however, they create a huge challenge when trying to create boundaries that will support communities of interest and or lines that run in the same direction. It is virtually impossible to have entirely straight boundary lines when working with the lots and concessions laid out in grids and the irregular nature of waterway shorelines.

The maps included in this report are at a high level. More detailed maps will be available for council and public review from February 15th to March 6th. Due to the size of map required to provide the detail for boundary lines, it was not practical to include with the report.

As approved by Council, the population numbers included the seasonal population from the last election as well as the latest census data available to the City. The census information is provided to the City by Census Dissemination Areas (Statistics Canada) and ward boundary lines may cut through them. In these cases, the GIS software used reallocates population automatically. This may create some population discrepancies (+/- 5% maximum) but it represents the best estimate that can be derived from the base information.

Four options will be presented below as directed by Council. All options were evaluated fairly and without political considerations. The Evaluation Criteria used is the same as used when the seven scenarios were presented and is explained as follows:

Guiding Principle #1 – Representation by Population

For this review, the optimal ward population is the population of a municipality divided by the number of wards with a five percent variance. The following chart was established to rate the population of each ward in relation to the optimal ward population for the option.

Representation by Population		
Code	Label	Description
OR+	Outside the Range – Above	Greater than 20% above the optimal size
O+	Above Optimal	6% to 20% above the optimal size
O	Optimal	Within 5% above or below the optimal size
O-	Below Optimal	6% to 20% below the optimal size
OR-	Outside the Range – Below	Greater than 20% below the optimal size

This model was developed and has been used by Dr. Robert Williams in many ward boundary reviews. Dr. Williams is a Public Affairs Consultant specializing in municipal electoral systems from Waterloo, Ontario.

Guiding Principle #2 –Established Settlement Patterns and Communities of Interest

Within this category such things as settlement areas and like interests such as agriculture, tourism, seasonal and commerce were considered.

Guiding Principle #3 – Physical Features as Boundaries

This principle directs that waterways, rivers, lakes and major highways be used, where possible, as boundaries.

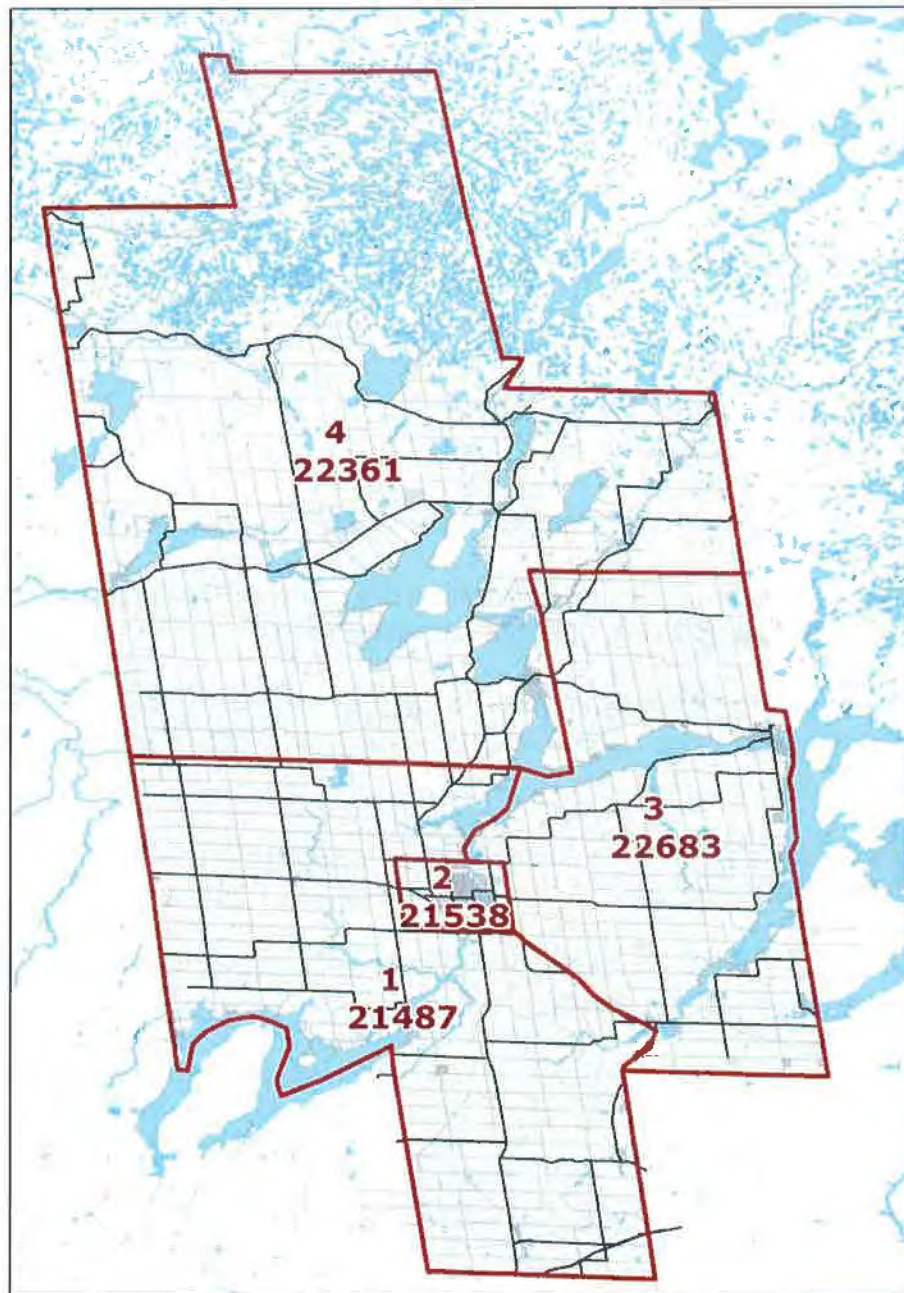
Guiding Principle #4 – Effective Representation

Interests of the City as a whole are addressed rather than one area over another. Does the proposal serve the larger public interest of all electors of the municipality in contrast to the interest of a small group?
Does the configuration allow for a councillor to serve the ward effectively?

The four options that are being presented will be reviewed. No one option will be perfect. Dr. Williams will provide the technical review of each option and make an assessment of each model.

Option #1 – Four Wards – Two Councillors per Ward

The option proposes four wards with two councillors per ward built around one central ward surrounded by a north, east and west ward.



Population Analysis

Ward Number	Population Total	Councillor/ Ward	
1	21487	2	O
2	21538	2	O
3	22683	2	O
4	22361	2	O
	88069		

Summary

Principle #1 – Representation by Population

There are:

4 Wards at the Optimal Size (within 5%);

0 Ward within the 5 – 20% range; and

0 Wards outside of the 5-20% range.

Principle #2 - Established Settlement Patterns and Communities of Interest

This option supports existing settlement patterns and communities of interest, not only physical communities but economic interests as well.

Ward 1 keeps Woodville, Oakwood, Little Britain together and Janetville, Bethany and Pontypool together. The largest agriculture sector of the municipality is in this ward.

Ward 2 keeps Lindsay as one unit since it is the largest urban area and the municipal administrative centre.

Ward 3 keeps Bobcaygeon, Dunsford and Omemee together which supports both a tourism and agriculture interest.

Ward 4 keeps the largest tourism area, lakes, and non-resident population with like interests together. It keeps Fenelon Falls, Sturgeon Point, Norland, Kinmount, Coboconk and Kirkfield together as they share like interests.

All Wards except 2 have a combination of urban and rural communities of interest.

Principle #3 - Physical Features as Boundaries

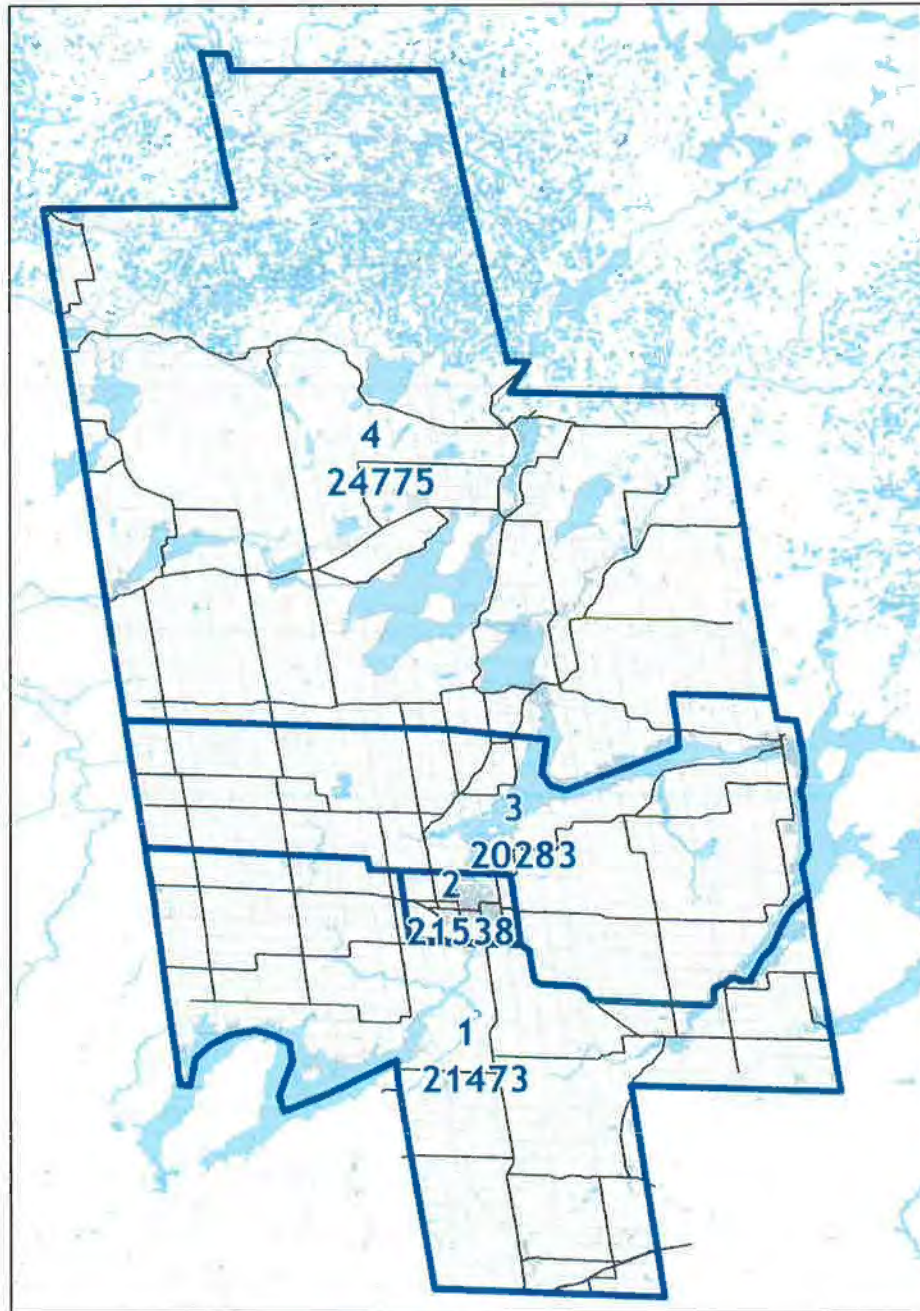
In the north, the lake system played a large part in determining the boundaries. While this ward is a massive geographic area, one must remember that a large part of the former Longford area has one owner and it has many large parcels of land without electors.

Principle #4 - Effective Representation

This option has optimal distribution of population with all wards. The ward configuration supports the interests of each community and provides a large catchment area for each ward. The previously split urban areas of Bobcaygeon, Lindsay and Omemee have not been separated in this scenario.

Option #2 – Four Wards – Two Councillors per Ward

This option proposes four wards that balances population per ward, retain one central ward and each ward outside of the central ward contains electors from east to west.



Population Analysis

Ward Number	Population Total	Councillors/ Ward	
1	21473	2	O
2	21538	2	O
3	20283	2	O-
4	24775	2	O+
	88069		

Summary

Principle #1 – Representation by Population

There are:

- 2 Wards at the Optimal Size (within 5%);
- 2 Ward within the 5 – 20% range; and
- 0 Wards outside of the 5-20% range.

Principle #2 - Established Settlement Patterns and Communities of Interest

Ward 1 is the main agriculture area with urban areas of Omemee in the east and Oakwood and Little Britain in the east, Janetville, Bethany and Pontypool in the south.

Ward 2 keeps Lindsay as one unit since it is the largest urban area and the municipal administrative centre.

Ward 3 represents the area that shares tourism, seasonal and agriculture interests. Bobcaygeon is the east urban area and Woodville would be the urban area on the west.

Ward 4 keeps the north area together to support the tourism and seasonal interests and includes Fenelon Falls, Sturgeon Point, Norland, Coboconk, Kinmount and Kirkfield are included.

All urban areas are grouped with rural communities around them with the exception of Ward 2.

Principle #3 - Physical Features as Boundaries

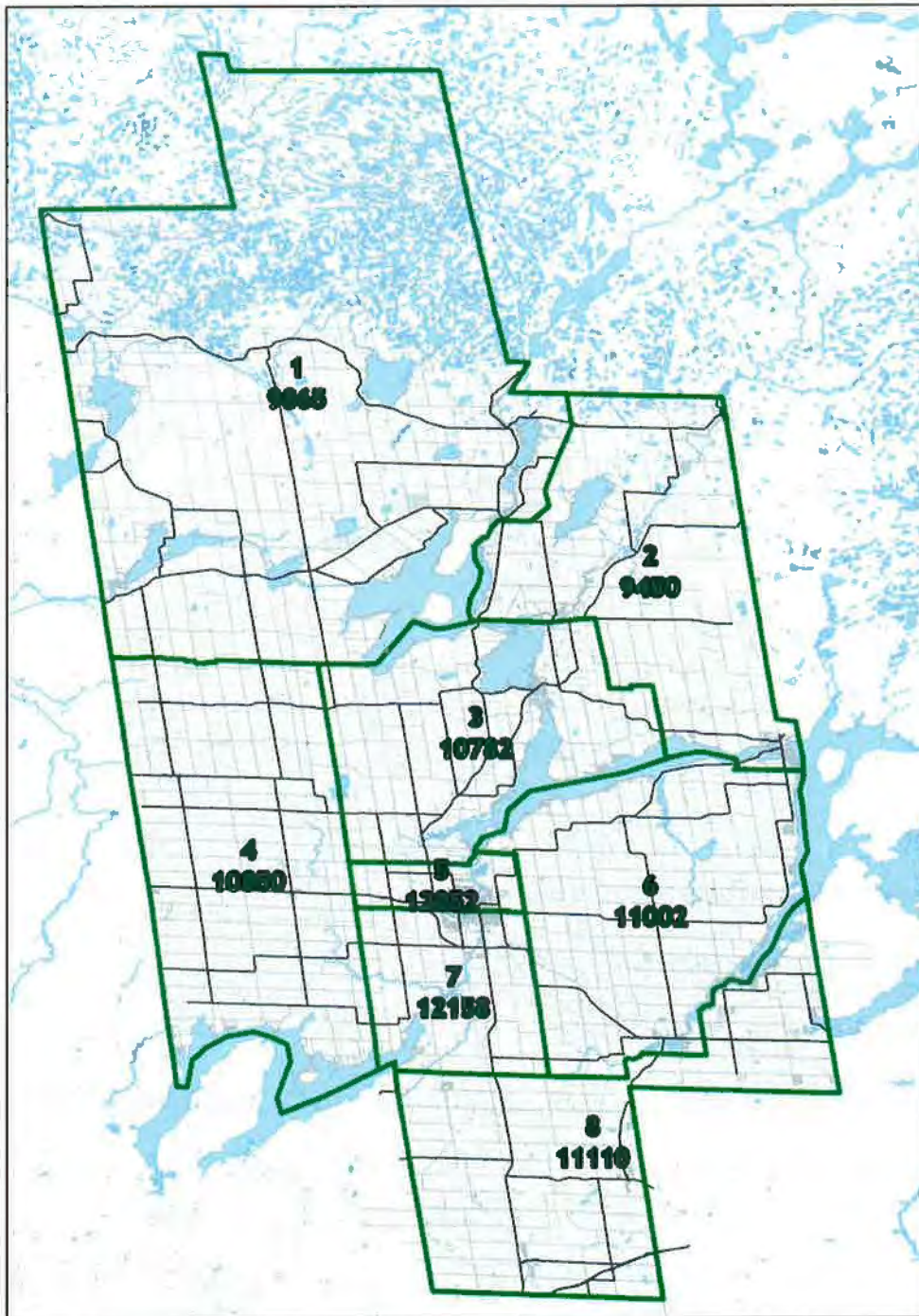
Natural features were not used widely in this scenario; only Sturgeon Lake and Pigeon River were used.

Principle #4 - Effective Representation

All Wards are within the acceptable range of ward population. The Wards include urban areas that support the surrounding rural area. Ward 2 keeps Lindsay as one unit since it is the largest urban area and the municipal administrative centre. The previously split urban areas of Bobcaygeon, Lindsay and Omemee have not been separated in this scenario.

Option #3 – Eight Wards – One Councillor per Ward

This option proposes eight wards that balance population per ward.



For reference to the current ward structure, it combines, with adjustments –

Current Wards or portions included	New Ward
1, 2, 4	1
3, 7 and 13	2
5, 6 and 7	3
4 and 8	4
9, 10	5
10, 13, 14	6
11, 12	7
15, 16	8

Population Analysis

Ward Number	Population Total	
1	9865	O-
2	9450	O-
3	10782	O
4	10850	O
5	12852	O+
6	11002	O
7	12158	O+
8	11110	O
	88069	

Summary

Principle #1 – Representation by Population

There are:

- 4 Wards at the Optimal Size (within 5%);
- 4 Ward within the 5 – 20% range; and
- 0 Wards outside of the 5-20% range.

Principle #2 - Established Settlement Patterns and Communities of Interest

Ward 1 keeps the north area together to support the tourism and seasonal interests and includes Norland, Coboconk, and Kirkfield.

Ward 2 encompasses the north east section of the municipality and includes the entire Bobcaygeon area and Kinmount.

Ward 3 keeps Fenelon Falls and Sturgeon Point together and the central lakes.

Ward 4 is the mainly agricultural with urban areas of Oakwood, Little Britain and Woodville.

Ward 5 includes the north part of Lindsay and surrounding rural area.

Ward 6 encompasses the south east section of the municipality with the main urban area being the entire Omemee area.

Ward 7 includes the south part of Lindsay and the surrounding rural area.

Ward 8 includes the most southerly portion of the City south of the Pigeon River and includes Janetville, Pontypool and Bethany supported by rural areas.

Principle #3 - Physical Features as Boundaries

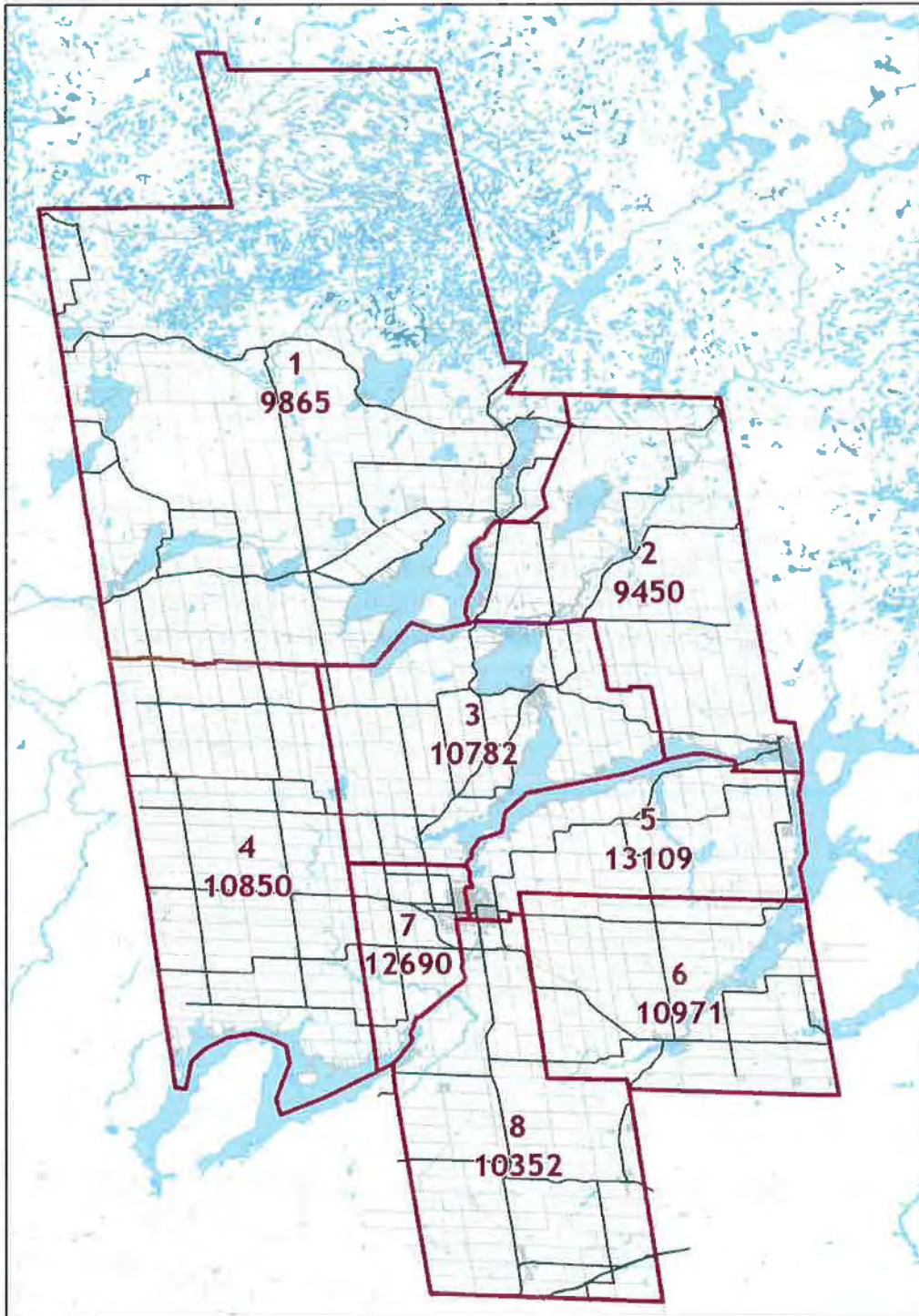
Physical Features were used in this scenario including Balsam Lake, Sturgeon Lake, Pigeon Lakes and Pigeon River.

Principle #4 - Effective Representation

All Wards are within the acceptable range of ward population. The Wards include urban areas that support the surrounding rural area. The previously split urban areas of Bobcaygeon and Omemee have not been separated in this scenario.

Option #4 – Eight Wards – One Councillor per Ward

This option proposes eight wards that balance population per ward.



For reference to the current ward structure, it combines, with adjustments –

Current Wards or portions included	New Ward
1, 2	1
3, 7 and 13	2
5, 6 and 7	3
4 and 8	4
10, 12, 13	5
12, 13, 14, 15	6
8, 9, 11, 12	7
12, 16	8

Population Analysis

Ward Number	Population Total	
1	9865	O-
2	9450	O-
3	10782	O
4	10850	O
5	13109	O+
6	10971	O
7	12690	O+
8	10352	O-
	88069	

Summary

Principle #1 – Representation by Population

There are:

3 Wards at the Optimal Size (within 5%);

5 Ward within the 5 – 20% range; and

0 Wards outside of the 5-20% range.

Principle #2 - Established Settlement Patterns and Communities of Interest

Ward 1 keeps the north area together to support the tourism and seasonal interests and includes Norland, Coboconk, and Kirkfield.

Ward 2 encompasses the north east section of the municipality and includes the entire Bobcaygeon area and Kinmount.

Ward 3 keeps Fenelon Falls and Sturgeon Point together and the central lakes.

Ward 4 is the mainly agricultural with urban areas of Oakwood, Little Britain and Woodville.

Ward 5 includes the east part of Lindsay and surrounding rural area.

Ward 6 encompasses the south east section of the municipality with the main urban area being the entire Omemee area.

Ward 7 includes the west part of Lindsay and the surrounding rural area.

Ward 8 includes the most southerly portion of Lindsay south to the city limit south of the Pigeon River and includes Janetville, Pontypool and Bethany supported by rural areas.

Principle #3 - Physical Features as Boundaries

Physical Features were used in this scenario including Balsam Lake, Sturgeon Lake, Pigeon Lakes and Pigeon River.

Principle #4 - Effective Representation

All Wards are within the acceptable range of ward population. The Wards include urban areas that support the surrounding rural area. The previously split urban areas of Bobcaygeon and Omemee have not been separated in this option.

Staff has provided the four options to Dr. Williams who will review them from a professional expert position and will present his assessment to Council at the February 21st Council Meeting.

Large scale maps will be available for public viewing at City Hall from February 15th to March 6th.

Other Alternatives Considered:

On March 7, 2017, if Council chooses one of the options presented with this report, the following decisions should be made by adopting the following resolution as one or as separate resolutions:

a) RESOLVED THAT a XX (insert Number) ward structure for the City of Kawartha Lakes, be adopted;

b) THAT Option XX (insert Number), be adopted;
THAT the by-law to effect this decision be presented; and
THAT the City Clerk be instructed to prepare the required notification upon by-law adoption.

Council could choose to have other options developed. If this is the decision then it is recommended that ward boundary experts be hired to complete this task in a timely manner, as city resources, are at their capacity. This project would not be the priority for GIS staff until such time as the ERP, CityWorks PLL systems are fully operational. It is anticipated that it would cost up to \$20,000.00 to have this completed.

Once the decision is made on the ward structure, ward names should be determined whether they are numbered or named. This should be completed by the end of April. Instruction would be required as to how to proceed with this issue.

Council may wish to consider establishing a fixed time frame for ward boundary reviews. It is suggested that a twelve year time frame would be appropriate which equates to every three terms of Council. Should Council wish to establish this at the time ward boundaries are decided, the resolution would be

RESOLVED THAT the City Clerk be instructed to initiate a ward boundary review every twelve years commencing in 2030.

Financial Considerations:

Due to the lack of internal resources, funds have been spent on the required resources to provide the four options that were requested in an amount of close to \$10,000.00. As recommended, the funds should come from the Election Reserve as this expenditure relates to the ward established for representation purposes. The current balance within the Election Reserve is \$203,680.84.

Relationship of Recommendation(s) To The 2016-2019 Strategic Plan:

Representation of the elected officials should be equalized as much as possible. Those elected officials form the foundation of the municipality to move forward to develop a strategic plan for the municipality.

Review of Accessibility Implications of Any Development or Policy:

N/A

Servicing Comments:

N/A

Consultations:

Attachments:

Assessment of Options - Dr. Robert Williams, Public Affairs consultant specializing in municipal electoral systems



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Report Review.docx

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Department Head: Ron Taylor, CAO

Department File:

External Review
City of Kawartha Lakes Clerk's Report CLK2017-002
"Ward Boundary Update"

Prepared by
Robert J. Williams, Ph.D.
Public Affairs Consultant
Waterloo, Ontario
February 13, 2017

1) Background

I was retained in early 2016 to provide an external review of Report CLK2016-009 presented to Kawartha Lakes City Council on May 10, 2016 as part of an in-house process to review the City's ward boundaries. Council directed that three options outlined in that report be taken to the community during the summer in a multifaceted public consultation process. In October 2016, a further report (CKL2016-011) summarized the results of the public consultation and led to Council's decision to reduce the number of Councillors from sixteen to eight and to instruct the Clerk to "to bring forward various options" to elect the eight Councillors in either four or eight wards.

I have now been retained to provide an external review of the options developed to fulfill that direction (found in Report CLK2017-002): two options are four-ward systems (1 and 2) and two options are eight-ward options (3 and 4). My task, as I see it, is to determine whether these options can provide for effective and equitable representation to the residents of Kawartha Lakes and what the implications of each option might be for representation on future City Councils. Some of the language used here will parallel observations made on certain of the initial scenarios but each option included in Report CLK2017-002 is considered as a fresh solution to providing effective representation in Kawartha Lakes.

Since I am not a local resident who is familiar with the various settlements

and physical features of the City - nor have I been retained to recommend ward boundaries *per se* - my evaluation will rest primarily on the application of the guiding principles adopted by City Council for this review.

In the interests of full disclosure (as stated in my previous report), it is appropriate to acknowledge that the author of this external review met with the City Clerk and her staff team in October 2015 to assist them in determining how they would manage a sound independent ward boundary review process and to help them understand the way the guiding principles might apply in a municipality like Kawartha Lakes. There has been no contact or involvement between City staff and the consultant in any way since that time other than in the preparation of the May 2016 external review. In other words, I have played no role in the development of the options now before Council.

a The Process

I am satisfied that the process used to reach this point in the ward boundary review has been credible, reasonable and legitimate (as I wrote in May 2016) and does not undermine the effectiveness of the options presented here. There is thus no need to comment further on this aspect of the review.

b The Principles

The Kawartha Lakes ward boundary review is built on four easily understood and coherent guiding principles aimed at ensuring that the representation of residents is equitable (“a general balancing of populations between Wards”), that the representation of place (“settlement patterns and existing communities of interest”) is reasonable and that boundaries are based on easily identifiable features rather than artificial lines. The overriding principle seeks to achieve “effective representation” for the entire community, a concept widely employed in electoral redistributions in Canada to capture the on-going relationship between residents and their elected representatives, one of the principal outcomes of an election.

These principles are in step with those that I have used in electoral reviews in both large and small municipalities across Ontario; they have also been

accepted as valid in other cases when an appeal has been taken to the Ontario Municipal Board.

A ward boundary review is ultimately about choosing an electoral system that best delivers effective representation but only a perfect electoral design – in a perfect world - is likely to meet all of these principles literally or uniformly. Nevertheless, having principles in place to assist in evaluating the alternatives reduces the risk that an electoral review may lead to unfair, ill-conceived or politically motivated results. While there is no doubt that the adoption of a new electoral system in Kawartha Lakes will have an impact on the political careers of some individual elected officials, I am confident that the guiding principles for this review have been of paramount concern in the development of these proposals.

c The Methodology

The goal of “balancing” the population of wards in Kawartha Lakes must be based on population estimates rather than precise population numbers. As explained in Report CKL2017-002, the figures used for the review combine permanent residents with the non-permanent population captured from the 2014 list of electors. The two sources reflect different populations with information gathered in different ways, but together offer a reasonable basis for this purpose.

The most recent independent source for data on the permanent population is the 2011 Census of Canada, which is a flawed foundation for a number of reasons, not the least being the accuracy of data that can be attached authoritatively to small (and especially rural) geographic areas. It was necessary to work with what are called Dissemination Blocks¹ to come up with an estimate of the population in 2016 and these Blocks do not conform to present or proposed wards. It was therefore necessary to use GIS

¹ Dissemination Blocks are geographic areas used by Statistics Canada to collect population and dwelling counts in the Census that are then aggregated for other purposes. An explanation of Dissemination Blocks is provided at <https://www12.statcan.gc.ca/census-recensement/2011/ref/dict/geo014-eng.cfm>

software to reallocate the Census population figures to use in this review with the acknowledged understanding that there would likely be some minor discrepancies. Given that the goal is wards with a population within a range of variation, these population estimates can be considered acceptable for this purpose.

The 2016 Census took place while this review was underway but fresh population data is only being released as this report is being prepared. In any case, it is highly unlikely that the new Census will reveal significant changes to the population patterns used in this review.

I have worked on ward boundary reviews that have been constrained in this way and can confirm that this methodology is justified for the Kawartha Lakes ward boundary review.

d The “District Magnitude” Question

Kawartha Lakes City Council made two important choices in responding to report CKL2016-011 in October 2106: it changed the composition of Council from sixteen to eight Councillors and thereby determined that the present sixteen single-member wards would not be applicable in the next municipal election.

However, two further inter-connected issues need to be addressed and they are implicit in the four options addressed in Report CKL2017-002:

- Should the single-member ward model be retained or should the City use a two-member ward model? Some Ontario municipalities use a combination of single- and multiple-member wards (as did some of the options presented in Report CKL2016-009) but each alternative presented to Council at this time provides for a single district magnitude. This symmetrical approach ensures a less confusing and more equitable system.
- How should ward boundaries actually be drawn to meet the guiding principles for the review?

The primary consideration for Council is whether to retain single-member wards in Kawartha Lakes (and therefore an eight ward configuration) or

whether to adopt two-member wards (and therefore a four ward configuration). The former system (with a “district magnitude” of one) has been the arrangement since amalgamation but the latter (with a “district magnitude” of two) is also used in some municipalities across Ontario. The two systems each have benefits and weaknesses but neither one is definitively “better” than the other. It is interesting that those who responded to the survey during the public consultations over the summer of 2016 were fairly evenly divided on this question: 136 people preferred one Councillor per ward and 124 preferred two Councillors per ward.

In the assessment that follows, brief observations on the implications for this choice will be added to evaluations based on the set of four guiding principles noted above.

2) The Options

Option #1 – Four Wards – Two Councillors per Ward

This configuration includes a central ward surrounded by wards to the north, east and west.

Population Balance

This design offers an exceptional level of population parity since the estimated population for the four wards varies by less than 1,200 people. This Option meets the “population balance” principle.

Ward	Population	Variance ²	
1	21,487	0.98	O
2	21,538	0.98	O
3	22,683	1.03	O
4	22,361	1.02	O
Total Population 88,069		Optimal 22017	

Settlement Patterns and Communities of Interest

It is challenge to design four wards that are coherent groupings of interests in a municipality that covers a large and diverse geographic area. On the other hand, it is possible to keep the main population centre within a single ward and to include wards that are built around broadly defined communities of interest (such as agriculture and tourism). Three of the wards in this design are large geographic areas that are intended to reflect natural “connections” between identifiable settlements and their surrounding areas. The proposed Ward 3 is less coherent than the other wards since it appears to consist of three distinct areas that are not readily connected to one another: the northern part of the proposed ward (north of Sturgeon Lake) is only connected to the central part at the extreme east end of the ward (at Bobcaygeon) while that central portion is only connected to the southern part (south of Pigeon Lake) at the extreme west

² This code is explained in Report CKL2017-002 page 4.

end of the ward. This configuration weakens the coherence of the proposed Ward.

This Option is largely successful at meeting the “communities of interest” principle.

Natural Boundaries

There are actually very few boundary lines used in this Option that rely on readily identifiable natural or man-made features. A small part of the southern boundary of the proposed Ward 4 between Sturgeon Lake and Fenelon Falls is an exception. On the other hand, the proposed boundary between the proposed Wards 1 and 3 follows a significant marker - Highway 7 - but moves to a secondary roadway between the Lindsay urban area and Reaboro. Most other boundaries do not appear to rely on existing identifiable features but seem to be artificial lines imposed on the landscape.

To an outsider, this Option appears to be only partially successful at meeting the “natural boundaries” principle. Given the complexity of the geography of the City of Kawartha Lakes, however, such arrangements may be necessary.

Effective Representation

The remarkable population balance among the proposed four wards ensures that the residents of each ward will have an equitable and effective voice in decision-making. Councillors elected in the proposed Ward 3 will face some challenges travelling around the three distinct parts of the ward to meet with constituents but, on the whole, this Option meets the “effective representation” principle.

Impact of Two-member Wards

A two-member ward may be appealing to residents who would have a choice of two Councillors to contact on matters of importance and two voices to speak on their behalf in conducting the business of the City. However, having two Councillors does not mean that they each have one half of the ward (or one half of the residents) to represent. Each Councillor

is responsible to the entire (larger) ward at election time and for the entire (more populated) ward during her or his term of office. In other words, compared to the present single-member system, the challenges of campaigning and the workload may be more-or-less doubled for every candidate and elected Councillor.

Principle	Evaluation	Comment
Population Balance	Yes	All wards within optimal range.
Communities of Interest	Largely successful	Proposed Ward 3 contains three poorly connected parts; other wards good.
Natural Boundaries	Partially successful	Many boundaries not based on perceptible features.
Effective Representation	Yes	Residents of each ward will have comparable voice in Council deliberations.
Impact of Two-Member Wards		Area and population to be represented by a Councillor more-or-less doubled.

Option #2 – Four Wards – Two Councillors per Ward

This Option includes a central ward and three wards that run east to west across the City.

Population Balance

All of the wards proposed in this Option fall well within the accepted range of variation (20% above or below Optimal) although the estimated population in the wards varies by just over 4,000 people. This Option meets the “population balance” principle.

Ward	Population	Variance	
1	21,473	0.98	O
2	21,538	0.98	O
3	20,283	0.92	O-
4	24,775	1.13	O+
Total Population 88,069		Optimal Population 22,017	

Settlement Patterns and Communities of Interest

It is challenge to design four wards that are coherent groupings of interests in a municipality that covers a large and diverse geographic area. On the other hand, it is possible to keep the main population centre within a single ward and to include wards that are built around broadly defined communities of interest (such as agriculture and tourism).

In this design, three of the wards include settlement areas that are a considerable distance from one another³; for example it is approximately 50 kms from Bobcaygeon to Woodville (both in the proposed Ward 3) or 45 kms from Seagrave to Cowan's Bay (both in the proposed Ward 1). Although the present system of representation in Kawartha Lakes was deliberately designed so that ward boundaries did not adhere to pre-amalgamation municipal boundaries, the existing sixteen wards are

³ For obvious reasons, proposed wards in the northern areas of the City (Ward 4 in both Options #1 and #2) will inevitably cover large territories with widely dispersed settlements.

composed of areas in proximity to one another. In this Option, however, many settlements that do not - on the face of it - have “natural” connections or historic linkages are placed together in the proposed Wards 1 and 3.

As noted in my May 2106 external report, this approach to representation was a priority in relation to achieving what Harry Kitchen called “a greater incentive to work in the collective interests of the new municipality.” If that laudable goal is still a priority, some wards that do not constitute conventional communities of interest may be the price to pay.

In my assessment, this Option is only partially successful at meeting the “communities of interest” principle.

Natural Boundaries

Most of the boundary lines used in this Option rely on readily identifiable natural or man-made features. The southern boundary of the proposed Ward 4 running west from Sturgeon Lake is an exception since it does not appear to follow a roadway or other evident demarcation nor does the boundary line north of Sturgeon Lake towards Bobcaygeon. The boundary between the proposed Wards 1 and 3, though, follows identifiable features for most of its length.

This Option appears to successfully meet the “natural boundaries” principle despite the complexity of the geography of the City of Kawartha Lakes.

Effective Representation

The population balance among the proposed four wards ensures that the residents of each ward will have an equitable and effective voice in decision-making. The requirement that Councillors represent widely dispersed settlements and communities in the proposed Wards 1 and 3 weakens the overall evaluation of this Option. Furthermore if, by chance, the two Councillors live in the same part of the ward, residents of the remaining parts of the ward may feel that they do not have “one of their own” at the Council table. On this basis, Option #2 is only partially successful at meeting the “effective representation” principle.

Impact of Two-member Wards

A two-member ward may be appealing to residents who would have a choice of two Councillors to contact on matters of importance and two voices to speak on their behalf in conducting the business of the City. However, having two Councillors does not mean that they each have one half of the ward (or one half of the residents) to represent. Each Councillor is responsible to the entire (larger) ward at election time and for the entire (more populated) ward during her or his term of office. In other words, compared to the present single-member system, the challenges of campaigning and the workload may be more-or-less doubled. Moreover, in this Option two of the wards will be an unwieldy assortment of communities.

Principle	Evaluation	Comment
Population Balance	Yes	All wards well within acceptable range of variation.
Settlement Patterns and Communities of Interest	Partially successful	Three wards include widely distributed settlements
Natural Boundaries	Yes	Most boundaries based on identifiable features.
Effective Representation	Partially successful	Residents of each ward will have comparable voice in Council deliberations but two wards are composed of disconnected communities.
Impact of Two-Member Wards		Area and population to be represented by a Councillor more-or-less doubled. Two wards include non-customary connections.

General Observations on Options # 1 and #2

The two four-ward Options outlined in Report CKL2017-002 are both plausible alternatives for the City of Kawartha Lakes should Council prefer to implement two-member wards.

One important benefit of both Options is the provision of a single ward for Lindsay. The major implication of selecting one of these Options is the dramatic change in the capacity of individual Councillors to serve as effective representatives.

The strength of Option #1 is clearly the exceptional level of population parity among the four wards; the principal weakness is the internal fragmentation of the proposed Ward 3

The strength of Option #2 lies in a more than acceptable population balance and clearer boundary lines; the principal shortcoming is the somewhat unconventional grouping of settlement areas in the proposed Wards 1 and 3.

Option #3 – Eight Wards – One Councillor per Ward

The distinctive feature of this configuration is the placement of two relatively compact wards around Lindsay and two wards in the southeast quadrant of the City.

Population Balance

All of the wards proposed in this Option fall within the accepted range of variation (20% above or below Optimal) although one ward is approaching the upper limit. Half of the wards are at or within two percentage points of the optimal population. This Option meets the “population balance” principle.

Ward	Population	Variance	
1	9,865	0.90	O-
2	9,450	0.86	O-
3	10,782	0.98	O
4	10,850	0.99	O
5	12,852	1.17	O+
6	11,002	1.00	O
7	12,158	1.10	O+
8	11,110	1.01	O
Total Population 88,069		Optimal Population 11,008	

Settlement Patterns and Communities of Interest

It is comparatively easier in an eight-ward system to design wards that are coherent groupings of interests despite the large and diverse geographic area of the municipality. On the other hand, it becomes necessary to divide the main population centre, in this Option into two parts (both of which are above the optimal population level). Although data are not available, it is likely the case that a significant number of rural residents live in the proposed Ward 7; they will constitute a permanent minority in that urban-dominated ward. The remainder of the proposed wards appear to respect established settlement areas and their traditional communities of interest and also appear to incorporate many boundaries used for the present

sixteen wards, therefore making the transition to a new ward system easier for electors to understand. The proposed Ward 8 is nevertheless unconventional since it is composed of two distinct areas with restricted access between the parts.

Option #3 is largely successful at meeting the “communities of interest” principle.

Natural Boundaries

The majority of the boundary lines replicates existing ward boundaries and would be familiar to residents on that basis. A few lines are new (for example the boundary between the proposed Wards 1 and 4). The boundary between the proposed Wards 5 and 7 divides Lindsay but uses a clear and identifiable marker: Colborne Street. This Option successfully meets the “natural boundaries” principle.

Effective Representation

The population balance among the proposed eight wards is reasonably equitable and ensures that the residents of each ward will have an effective voice in decision-making. The awkward geography of the proposed Ward 8 weakens the coherence of that ward but is not significant enough to weaken the overall evaluation of this Option. Option #3 successfully meets the “effective representation” principle.

Impact of One-member Wards

Residents of the City of Kawartha Lakes have been represented in one-member wards since amalgamation, although in these four Options there would be half as many Councillors as at present. This model provides for direct accountability and ensures that all parts of the City will have an identified representative on Council (which may not happen in the larger two-member wards). It is quite likely that the Councillor elected in the proposed Ward 7 will be required to represent both urban and rural interests. There will be some additional challenges campaigning in the eight larger wards but these would not be as great as in the four-ward Options.

Principle	Evaluation	Comment
Population Balance	Yes	All wards well within acceptable range of variation. Half at optimal.
Settlement Patterns and Communities of Interest	Largely successful	Lindsay divided into two parts; one ward contains two discrete sections with restricted lines of communication between them.
Natural Boundaries	Yes	Most boundaries use identifiable features.
Effective Representation	Yes	Residents of each ward will have comparable voice in Council deliberations.
Impact of One-Member Wards		More direct accountability; recognized representative for all parts of the City.

Option #4 – Eight Wards – One Councillor per Ward

In this design residents of Lindsay are placed in three wards, including one that extends to the City's southern boundary.

Population Balance

All of the wards proposed in this Option fall within the accepted range of variation (20% above or below Optimal) although one ward is virtually at the upper limit. Three wards are at or within two percentage points of the optimal population. This Option meets the "population balance" principle but will not continue to do so as residential development occurs in Lindsay. If the population of the proposed Ward 5 included an additional 100 people, the overall design could be judged unsuccessful because a single ward exceeded the acceptable range of variance.

Ward	Population	Variance	
1	9,865	0.90	O -
2	9,450	0.86	O -
3	10,782	0.98	O
4	10,850	0.99	O
5	13,109	1.19	O +
6	10,971	1.00	O
7	12,690	1.15	O +
8	10,352	0.94	O -
Total Population 88,069		Optimal Population 11,008	

Settlement Patterns and Communities of Interest

It is comparatively easier in an eight-ward system to design wards that are coherent groupings of interests despite the large and diverse geographic area of the municipality. On the other hand, in this Option the main population centre is divided into three parts (two of which are above the optimal population level, including one at the upper end of the acceptable population range). Four wards (1, 2, 3 and 4) are identical to the wards proposed in Option #3 and appear to constitute coherent and sound collections of communities of interest. The ward covering the southeastern corner of the City (proposed Ward 6) is a much more plausible design than

the configuration for this area in Option #3.

Local residents would be much more qualified than I am to judge whether the neighbourhoods of Lindsay assigned to Wards 5, 7 and 8 reflect meaningful – and distinguishable - communities of interest that warrant being placed in different wards. Perhaps more importantly, however, these three groups of urban residents are allocated to wards that also include extensive non-urban areas thereby creating wards with potentially divergent communities of interest. Given that a similar arrangement exists in the present Wards 9, 10, 11 and 12, experience may suggest that this reservation is not been an issue in Kawartha Lakes.

Primarily because of the nature of Wards 5, 7 and 8, Option #4 is only partially successful at meeting the “communities of interest” principle.

Natural Boundaries

The boundary lines for Wards 1 – 4 replicate those in Option # 3 and are effective. The boundaries for the proposed Ward 6 are also clear. The boundary lines running through Lindsay appear to be less meaningful markers although a portion of the Ward 7-8 boundary is carried over from the present ward map.

Primarily because of the nature of the boundaries within the Lindsay urban area, this Option is judged to be largely successful at meeting the “natural boundaries” principle.

Effective Representation

The population balance among the proposed eight wards is reasonably equitable and ensures that the residents of each ward will have an effective voice in decision-making. The inclusion of non-urban residents in wards based in Lindsay weakens the impact of that non-urban community of interest in Council deliberations. Option #4 is largely successful at meeting the “effective representation” principle.

Impact of One-member Wards

The City of Kawartha Lakes Council has been elected in one-member

wards since amalgamation, although in these Options with half as many Councillors. This model provides for direct accountability and ensures that all parts of the City will have an identified representative on Council (which may not happen in the larger two-member wards). Councillors elected in the proposed Wards 5, 7 and 8 will be required to represent both urban and rural interests. There will be some additional challenges campaigning in eight larger wards but the wards are not as large as in the four-ward Options.

Principle	Evaluation	Comment
Population Balance	Yes	All wards well within acceptable range of variation. Three at optimal but one virtually at upper limit.
Settlement Patterns and Communities of Interest	Partially successful	Lindsay divided into three parts, each ward a combination of urban and extensive non-urban territories.
Natural Boundaries	Largely successful	Most boundaries use identifiable features. Boundaries proposed in urban Lindsay less satisfactory.
Effective Representation	Largely successful	Residents of each ward will have comparable voice in Council deliberations. Three wards include urban and extensive non-urban communities.
Impact of One-Member Wards		More direct accountability; recognized representative for all parts of the City.

General Observations on Options # 3 and #4

The two eight-ward Options outlined in Report CKL2017-002 are both plausible alternatives for the City of Kawartha Lakes should Council prefer to retain one-member wards.

One important benefit of these Options is the continuation of the one-member model of representation that has been in place since amalgamation. The major implication of selecting one of these Options is the requirement to divide Lindsay into either two or three parts to meet the “population balance” principle. The allocation of those residents to two wards or to three wards is one of the main differences between Options #3 and #4.

The strength of Option #3 is the achievement of population parity among the eight wards and the use of clear boundary lines; the principal weaknesses are the awkward geography of the proposed Ward 8 and the anticipated permanent minority status of rural residents in the proposed Ward 7.

The strength of Option #4 lies in the acceptable population balance among the eight wards and clear boundary lines; the principal shortcoming is the inclusion of sizeable numbers non-rural residents in the three wards based in Lindsay.

3) Conclusion

Summary Comparison of the Four Options				
Meets the Principle	Option #1	Option #2	Option #3	Option #4
Yes	* Population Balance * Effective Representation	* Population Balance * Natural Boundaries	* Population Balance * Natural Boundaries * Effective Representation	* Population Balance
Largely successful	* Communities of Interest		* Communities of Interest	* Natural Boundaries * Effective Representation
Partially successful	* Natural Boundaries	* Effective Representation * Communities of Interest		* Communities of Interest
No				

The critical comments provided in this Review do not mean that the Options presented in Report CKL2107-002 are unworkable or inappropriate for Kawartha Lakes. Far from it. Each Option is deemed successful in its own way; none includes features that can be judged unacceptable or indefensible. Each has strengths and – not surprisingly – weaknesses. It is necessary in an External Review to probe into the attributes of the alternatives to assist Council in understanding what is achieved – or may not be achieved – in the Options presented.

As the table above clearly demonstrates, each Option addresses the same challenges but incorporates the four principles with different degrees of success. This is to be expected. Ward boundary designs almost always require trade-offs: for example, a high degree of population parity might mean wards of markedly different geographic sizes or irregular topographical features may mean setting aside clean lines.

Three important factors should, in my opinion, shape Council's decision:

- What system of representation (one-member or two-member wards) is best for Kawartha Lakes in 2017 and beyond?
- How much representation should be assigned to the residents of Lindsay within the larger representation picture?
- What is the most appropriate way to group communities of interest in the wards?

The four Options included in Report CKL2017-002 have each successfully addressed these and other challenges in their own way. In making a selection, Council should remember that there is no single "right answer" and that inevitably some people may prefer something other than what is implemented. That is the nature of a political decision and the selection of a new ward system is ultimately a political decision.

I am confident that whichever Option Council selects from the four included in Report CKL2017-002, it will deliver effective representation to the residents of the City of Kawartha Lakes.

A Note on the Author

Dr. Robert J. Williams is an independent consultant specializing in municipal electoral systems. Since 2008 he has undertaken reviews himself for Kitchener, Markham, Milton, New Tecumseth, Oakville, Whitchurch-Stouffville, Windsor and West Lincoln. He has also worked in conjunction with Watson and Associates on reviews for Pelham, Barrie, Bradford West Gwillimbury, Clearview, Gravenhurst, Severn, Milton and Hamilton. They are currently collaborating on ward boundary reviews in Oshawa, Scugog, Georgina, Essex and Orillia.

Dr. Williams has also been an advisor to Municipal Clerks or to citizens on ward boundary matters in Wilmot, Brantford, East Gwillimbury, Kingston, Georgian Bay, Kearney, and Killarney. He has served as an expert witness before the OMB hearings on ten occasions. In 2010 he was engaged by the Nova Scotia Utilities and Review Board to prepare reports in relation to the determination of council composition in Halifax and Cape Breton Regional Municipalities.

Dr. Williams holds a Ph.D. in Political Science from the University of Toronto and is a Professor Emeritus of Political Science, University of Waterloo.