



## Ward Boundary Review

The Township of Ramara

February 2021



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## Executive Summary and Summary of Recommendations

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

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

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

**This Interim Report is divided into three parts.**

- ▶ **Part One** describes the Review’s scope and process and guiding principles.
- ▶ **Part Two** evaluates the history, current and projected populations of the existing ward boundaries.
- ▶ **Part Three** reports on initial feedback on the design of new ward boundaries

### Summary of Key Findings & Recommendations to Date

1. The current ward structure no longer delivers effective representation due to inequalities of population among wards.
2. With the current boundaries, this problem is forecast to worsen over the period 2020 to 2030. The rate at which the variance in population among wards will increase varies based on three potential growth scenarios.
  - ▶ **Low-Growth:** This assumes 2.3% growth based on historical population growth between 2011-2016, but is distributed using the same distribution as the high-growth scenario.
  - ▶ **Mid-Growth:** This assumes all the above developments occur but to only 50% the anticipated capacity. This would represent a 20% population growth from 2025 projections, with the same distribution as the high-growth scenario.
  - ▶ **High-Growth:** This assumes all the above developments occur resulting in 32% growth from 2025 projections. *The distribution of this growth is 60% occurring in ward 3; 35% in ward 2; and 5% in ward 4.*

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

We note that the high growth forecast would be considerably greater than historic levels of growth. It is contingent on normal economic conditions, as well as provincial and local policy approvals.

We also note that much of the growth in the high growth scenario is not expected to be occupation-ready until 2030, which is the last year of the period covered by this study.

The choice is important, because designing wards based on growth that never happens is as likely to cause inappropriate variances in population among wards as designing them without planning for growth that does happen.

We seek the guidance of Council as to which scenario it thinks more likely.

**Recommendation:**

Subject to the guidance of Council, based on the terms of reference, our research, stakeholder, and public feedback so far, and our professional analysis, we believe that to narrow down options and focus the next phase of the review, it is appropriate to focus the development of ward boundary options on estimates informed by the low and mid-growth scenarios.

**Next Steps**

We anticipate next steps as follows:

1. Begin to develop ward boundary concepts, based on the insights described herein, the principles of Effective Representation, and the Terms of Reference (TOR) evaluative criteria.
2. Pre-screen concepts for adherence to Effective Representation factors and TOR evaluative criteria.
3. Consult public with further on-line survey and digital public meetings on a “Long-List” of favourable options (ideally 6-10).
4. Narrow “Long-List” to a “Short-List” of preferred options based on public comment, and our evaluation, based on the principles of Effective Representation, and the TOR evaluative criteria.
5. Submit Second Report to Council reporting on consultation and making recommendations based on “Short-List” options, having regard to the principles of Effective Representation, and the TOR evaluative criteria.

# Part 1: Project Overview

## Review Process

During the **first phase**, we developed a preliminary evaluation of Ramara's ward structure. Our preliminary analysis was built on a review of background information provided by the Township as well as one-on-one stakeholder interviews with Ramara's Mayor, Deputy Mayor, participating councillors and senior staff.

Public consultation was the focus of the **second phase** and central to the Review's process. There were several opportunities for public input and feedback, including:

- ▶ Information about the Review was posted on the Township's website.
- ▶ Two virtual public meetings where residents can hear more about the ward boundary review, ask questions, and provide additional comments and feedback as part of this review. These Town Halls were held on January 20<sup>th</sup>, and on January 27<sup>th</sup>. Advance public notice was provided via the normal communications channels of the Township; and,
- ▶ A public engagement survey was posted on the Township's website from January 11<sup>th</sup> to February 1st, 2021.

We have prepared this interim report to Council to report on findings so far and report on next steps prior to the next phase of the Review.

## Engagement in a Time of COVID

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

## The Online Public Engagement Surveys

The public engagement survey was available on-line and provided a convenient mechanism for residents to get involved by providing their opinions and feedback. Physical copies were also made available upon request. A total of 72 participants completed the online survey.

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

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

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

## Guiding Principles

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

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

### Statutory Authority

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

### Council's Terms of Reference

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

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

### A note on Participant Interest in considering other Methods of Election

While a review of the method of election was not included in the Terms of Reference, we note that significant number of participants expressed their interest in exploring and "at large" system of election. For completeness of the record, and to ensure that this public input is not lost, representative comments relating to this are included in Appendix B.

### The Principle of Effective Representation

The principle of effective representation was set out by the Supreme Court of Canada in *Reference Re Provincial Electoral Boundaries (Saskatchewan)*, [1991] 2 S.C.R. 158 (*Carter*),<sup>1</sup> the leading authority for evaluating electoral systems in Canada.

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

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

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

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

*A system which dilutes one citizen's vote unduly as compared with another citizen's vote runs the risk*

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<sup>1</sup> *Carter* is available online here: <http://scc-csc.lexum.com/scc-csc/scc-csc/en/item/766/index.do>.

*of providing inadequate representation to the citizen whose vote is diluted. The legislative power of the citizen whose vote is diluted will be reduced, as may be access to and assistance from his or her representative. The result will be uneven and unfair representation.*

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

*Notwithstanding the fact that the value of a citizen's vote should not be unduly diluted, it is a practical fact that effective representation often cannot be achieved without considering countervailing factors.*

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

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

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

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

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

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

The principle of effective representation has been interpreted and applied in a long line of Ontario Municipal Board cases dealing specifically with ward boundary and council structure issues.<sup>2</sup>

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<sup>2</sup> See, for example, *Teno v. Lakeshore (Town)*, (2005), 51 O.M.B.R. 473 and *Osgoode Rural Communities Association et al. v. Ottawa (City)* [2003] Decision/Order 0605.

## Evaluation Framework

To evaluate the Township’s current ward boundaries and future alternatives, we will use the following Evaluation Framework drawn from the Review’s Terms of Reference and the principles of Effective Representation. Each factor is described below.

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
<b>1. Consideration of Representation by Population</b>	
<ul style="list-style-type: none"> <li>Wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the township’s characteristics.</li> </ul>	
<b>2. Consideration of Present and Future Population Trends</b>	
<ul style="list-style-type: none"> <li>Population and Electoral Trends: consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council.</li> </ul>	
<b>3. Means of Communication and Accessibility:</b>	
<ul style="list-style-type: none"> <li>Group existing neighbourhoods into wards that reflect current transportation and communication patterns.</li> </ul>	
<b>4. Geographic and Topographical Features:</b>	
<ul style="list-style-type: none"> <li>Use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand.</li> </ul>	
<b>5. Community or Diversity of Interests:</b>	
<ul style="list-style-type: none"> <li>As far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods and community groupings – not through them.</li> </ul>	

## Part 2: Ramara's History, Council Structure and Population

### History

The former townships of Rama and Mara were first named in 1820, and first incorporated as an amalgamated municipality in 1852. At that time, they were part of Ontario County.

In 1869 Rama and Mara were separated and reincorporated as two separate municipalities. They remained this way for over 100 years, until 1974, when both Townships were transferred to Simcoe County when Ontario County was dissolved and replaced with Durham Region.

In 1994, Rama and Mara Townships were re-amalgamated into the Township of Ramara.

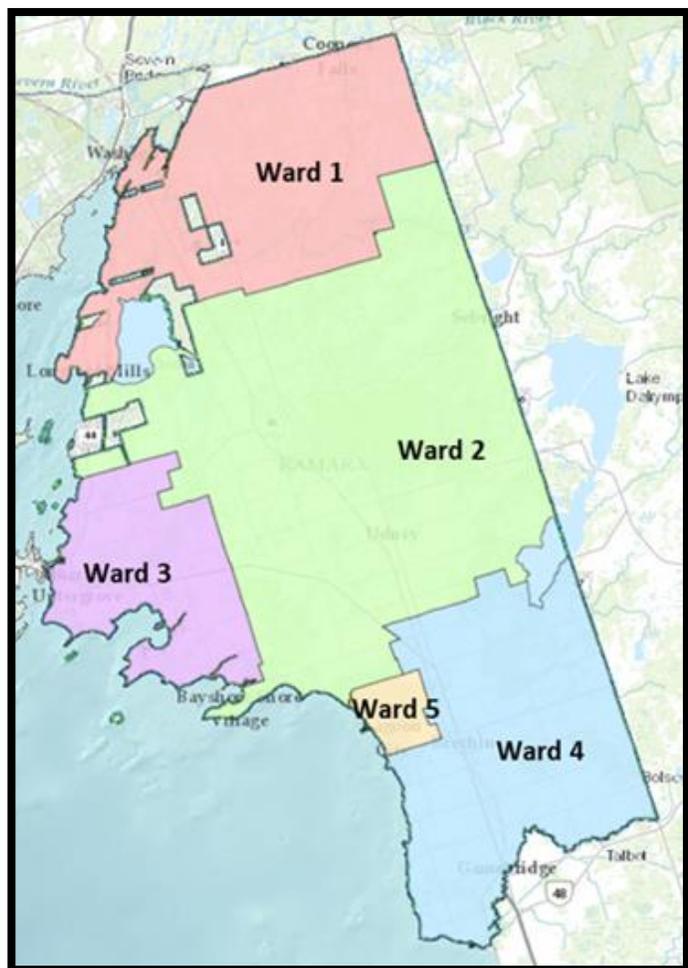
### Current Council Structure and Ward Boundaries

Ramara is governed by a Council of seven which includes:

- A directly elected Mayor.
- A directly elected Deputy Mayor, and
- five councillors, elected one per ward.

The current wards were established in 1994 and are depicted in the adjacent map.

Ramara is represented at Simcoe Council by the Mayor and Deputy Mayor. The nature of their representation on Simcoe Council is not part of this Review.



## Current Population

### Who gets Counted?

The Terms of Reference identify representation by population as a guiding principle. Population is a broadly inclusive term, that includes:

- **Population, not just electors:** “Population” encompasses both electors as well as non-electors. Electors are those over 18 who are entitled to vote. Population includes those under 18, and those ineligible to vote.
- **Permanent and seasonal and part-time residents:** Similarly, permanent, seasonal, and part-time residents are to be included.

The broader term “population” reflects the fact that the right to effective representation enshrined in Section 3 of the *Charter* is enjoyed by citizens rather than just voters. Similarly, it is relevant to forecasting demands on councillor workload.

Another way to think about the distinction is that the issues dealt with on a routine basis by municipal governments and their elected officials arise not just from electors but population, including children, youth and others who may not have voted in the last election.<sup>3</sup> The focus on population instead of electors or voters is consistent with best practices for ward boundary reviews in Ontario as well as leading Ontario Municipal Board decisions.<sup>4</sup>

### Estimates

Based on these parameters, our most up-to-date estimate of **Ramara’s 2020 population is 14,686**. This estimate is larger than our initial estimate used in Phase I consultations but represents a more accurate and functional model of Ramara’s population for the purposes of this Review. A full explanation of the evolution of these population estimates can be found in Appendix C. Creating these estimates is an iterative process that is a key deliverable of the project and estimates may continue to be refined over the course of the Review.

The population estimate used in this report uses MPAC (2021) land parcel data and classification codes to identify residential properties and uses StatsCan (2016) average household size to determine the total population based on the number of residential properties. Those estimates are provided below broken down by ward.

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

<sup>3</sup> See, for example, Toronto Ward Boundary Review, Research Report (December 2014) at p. 22-23, available online at <http://www.drawthelines.ca/>.

<sup>4</sup> See, for example, *Weiner v. City of Kingston* [2013] Decision/Order 20130006 for a discussion. See also, *Hodson v. Township of Georgian Bay* [2013] Decision/Order 20130002 at para. 66.

## Rationale

This methodology provides us with several benefits.

- ▶ **A dynamic model for designing ward boundaries:** It allows us to have a dynamic population model of the Township with the necessary granularity of population density information that allows us to consider alternative ward boundary lines, and account for any resulting changes in population.
- ▶ **A tool for projecting impact of growth on ward populations:** It also allows us to overlay projected development, and resulting population growth, and incorporate those projections into future ward boundary options.
- ▶ **A tool for assessing seasonal and permanent population:** It allows us to identify whether properties are seasonal or permanent based of MPAC property codes and helps explain the large gap between our estimates and StatsCan (2016) population counts.

Estimates of permanent and seasonal population are shown below. They show that Ramara's permanent population is estimated to be 9,938, which would align well with the StatsCan's (2016) population count of 9,488, given seasonal populations are not included in the census.

Property Type	Number of Units	Population (using 2.3 avg. household)
Residential (permanent)	4,321	9,938
Recreational (seasonal)	1,851	4,257
Undefined	213	490
<b>Total</b>	<b>6,385</b>	<b>14,686</b>

## Projected Population Growth

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

StrategyCorp worked with Ramara's staff to estimate current and future population growth as well as anticipate where that growth is expected to occur.<sup>5</sup>

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

- **There is a significant variance between the past actual growth and the projected possible growth for Ramara.** For example, Simcoe County has Ramara projected to reach a permanent population of 13,000 by 2031, representing an average year-over-year growth rate of 2.5% from 9,488 in 2016.<sup>6</sup> This would be a very large increase from StatsCan's reported year-over-year growth of 0.46% between 2011-2016.<sup>7</sup>
- **Most of the projected growth is almost entirely focused along the Rama Road corridor,** primarily within the boundaries of current ward 3 and to a lesser extent ward 2. A list of forecasted development projects and a map indicating where they are anticipated to occur are on the following pages. Many of these projects have been in the planning stage for some time and are contingent on provincial land use approvals which have yet to be granted.

## Known Development Projects 2020-2025

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

<sup>5</sup> For the purposes of a ward boundary review, we do not express any opinion on whether proposed growth will happen or should happen. We take it in to account only for the purpose of forecasting the effect that growth would have on the distribution of population among wards relevant to the Effective Representation test.

<sup>6</sup> Simcoe County 2018 Economic Development Data Report. <https://www.ramara.ca/en/business-and-development/resources/Documents/Ramara-Economic-Development-Data-Report-2018.pdf>

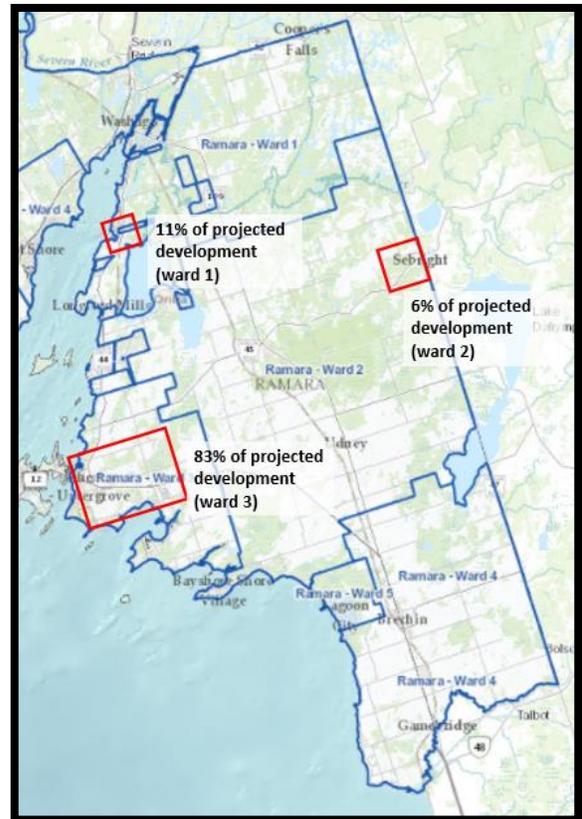
<sup>7</sup> StatsCan (2016) Census data

## Distribution of projected growth 2020-2025

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

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

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



## Anticipated Development Projects 2025-2030

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

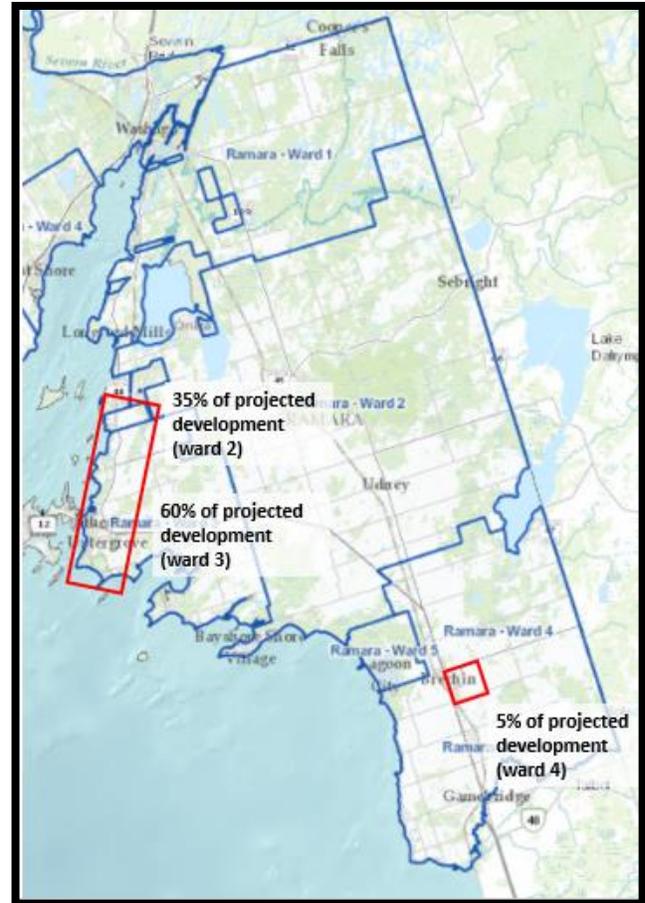
## Distribution of projected growth 2025-2030

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

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

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

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



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

## Existing Wards

What follows is an examination of each of the five wards, including:

1. Map of the existing boundaries
2. Current and forecast population levels.
3. Summary of participant comment on the wards, relating to:
  - Characteristics,
  - Important features
  - Current functioning and ability to deliver “effective representation.”
  - Suggestions for boundary changes

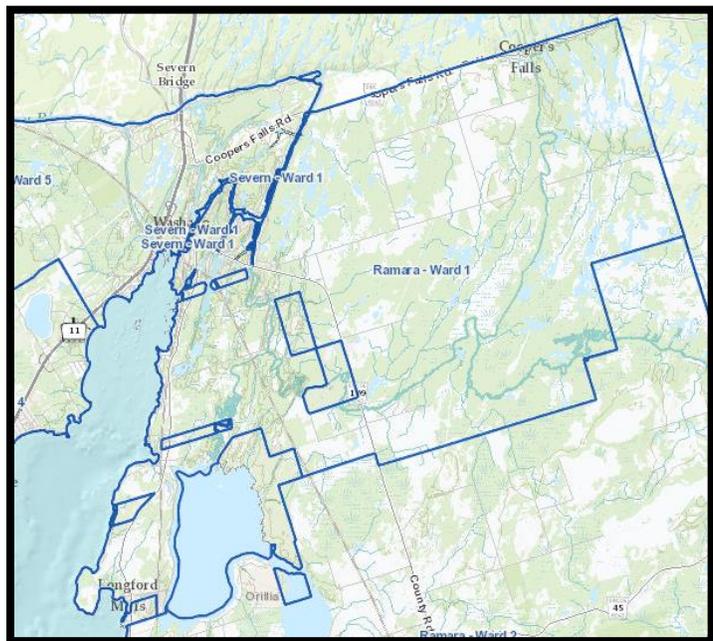
In some cases, summaries of participant comments have been edited for brevity or clarity. At this stage, they are included only to capture what we heard. The inclusion of participant comments in this Report does not constitute an endorsement by the consultants.

### Ward 1

Ward 1 begins the process with a very low variance from the average ward size.

As set out in the chart below, however, Ward 1 is not expected to share equally in projected growth.

As a result, if the current boundaries are left unchanged, its variance from the average population per ward will increase from -3 in 2020 to worst cast of -27% in 2030 on the high growth scenario.



Year	2020		2025		2030					
	Ward	Ramara	Ward	Ramara	Low growth		Mid growth		High growth	
Ward 1	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara
Population	2,882	14,686	2,937	15,180	2,937	15,529	2,937	17,605	2,937	20,031
Share	19%		19%		19%		17%		15%	
Variance from Avg.	-2%	2,937 (Average)	-3%	3,036 (Average)	-5%	3,106 (Average)	-17%	3,106 (Average)	-27%	4,006 (Average)
	-55		-99		-169		-584		-1069	

### Ward 1 - Summary of Participant Feedback<sup>8</sup>

- ▶ *“Ward 1 is Canadian Shield. It has cottages and farms (or former farms).”*
- ▶ *“A higher percentage of Ward 1 residents are long term residents who grew up in Ramara.”*
- ▶ *“Lot of farms or former farms.”*
- ▶ *“This ward doesn’t want growth.”*
- ▶ *“The biggest issue is the Fowler Quarry.”*

#### Suggested Boundary Changes

- ▶ *“Ward 1 should extend to Casino Rama.”*
- ▶ *“The boundary between Ward 3 and Ward 1 does not make sense near 44. Ward 3 should go all the way up to the Reserve, and Ward 1 should come down to reserve.”*
- ▶ *“North side of Lake St John is owned by ward 1. It should extend from Lake St. Johns straight across alongside road D-E to include St John airport area.”*

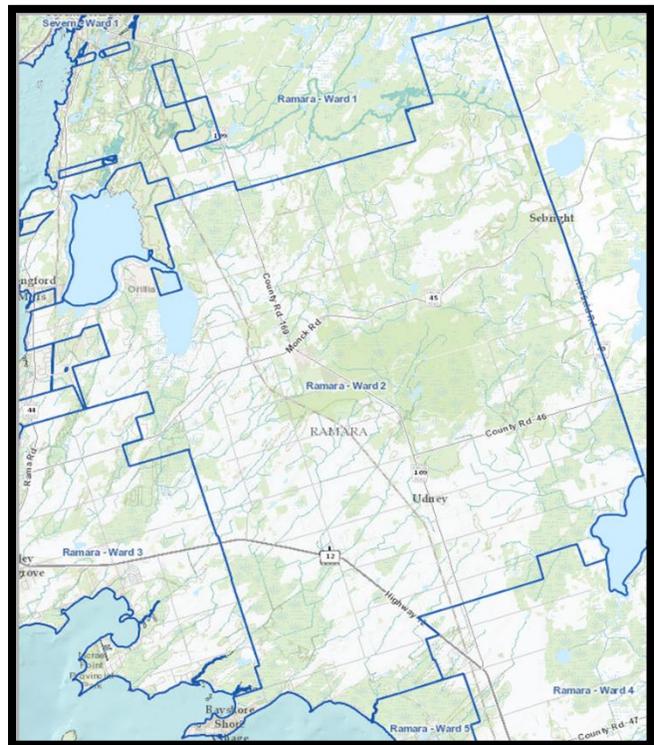
### Ward 2

Projected growth in Ward 2 is described in the chart below.

Based on the 2020 numbers, Ward two is inside the acceptable range of variance.

It is expected to share in some of the planned growth. As a result, its share of the population would grow at the expense of low growth wards.

Left unchanged, it would be within the range of acceptable outcomes on all but the high growth scenario.



Year	2020		2025		2030					
	Ward	Ramara	Ward	Ramara	Low growth		Mid growth		High growth	
Ward 2	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara
Population	3,365	14,686	3,395	15,180	3,518	15,529	4,248	17,605	5,101	20,031
Share	22%		22%		23%		27%		25%	
Variance from Avg.	+15%	2,937 (Average)	+12%	3,036 (Average)	+13%	3,106 (Average)	+21%	3,106 (Average)	+27%	4,006 (Average)
	+428		+359		+412		+727		+1,095	

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

## Ward 2 - Summary of Participant Feedback<sup>9</sup>

- ▶ *"Ward 2 is very large and represents the more agricultural community of Ramara."*
- ▶ *"Ward 2 is more rural/agricultural than other wards and there is often conflict with more urban interests."*
- ▶ *"The shoreline area of Ward 2 has different interests from the rest of the ward. Lots of shared concerns among the shoreline communities, up to Atherley and down to Gamebridge."*
- ▶ *"The character of the waterfront changes dramatically north of Atherley south there is more in common."*
- ▶ *"Ward 2 is so big it's difficult to campaign in."*
- ▶ *"May be best to use roads and property as boundaries, but there are some issues that can result from that as well."*
- ▶ *"Ward 2 is too big. It is one that should be split."*

### Bayshore Village

- ▶ *"Bayshore is a planned subdivision. It has had significant growth in the last 12 years and is almost maxed out, with only a few more big lots available."*
- ▶ *"Bayshore Village has very different issues from the rest of Ward 2 and its' political culture is not a good fit with the rest of the Ward."*
- ▶ *"Demographically, it has a significant population of retirees."*
- ▶ *"Most casework and policy issues in Ward 2 come from Bayshore Village."*
- ▶ *"Bayshore Village and Lagoon City are distinct: not a good fit together."*
- ▶ *"The best option for Bayshore is to put it in Ward 4, better fit than 5."*

### Suggested Boundary Changes

- ▶ *"The east/west boundary between ward 2 and 3 is not clear - could be improved."*

#### North End

- ▶ *"Fawn Bay is the dividing line. It makes sense with the Rama Rd Corridor to have Ward 2 go to the First Nations Land. Make all of the area to the north part of ward 1."*
- ▶ *"Cannot understand why Ward 2 is on both sides of the First Nations Land: The area around Lake St. Johns, Casino Rama are hard to navigate within the ward as it stands."*

#### South End

- ▶ *"Reduce Ward 2 by removing Bayshore Village from Ward 2."*
- ▶ *"Add to Ward 2 the McCrae Park area territory north of concession 10. They share a similar attitude to rural area and seem to get along."*
- ▶ *"Could cut it under Hwy. 12 and above the concession road by the beach/Lake McCrae."*
- ▶ *"On Concession 7, there is a block that goes south out and comes back to the road, that doesn't make sense!"*

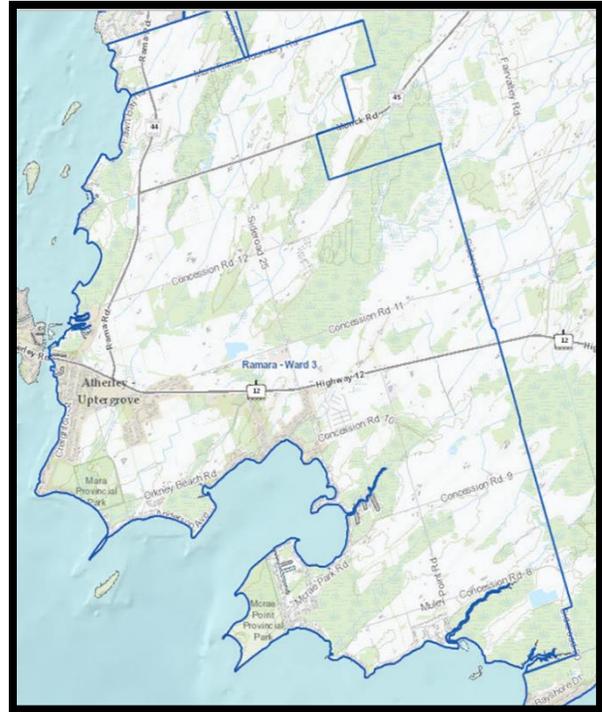
<sup>9</sup> We have edited some comments for clarity and brevity.

### Ward 3

Projected growth in Ward 3 is described in the chart below.

The variance of the population of Ward 3 from the population of an average ward currently exceeds the desired 25% target.

In each of the three growth scenarios, this problem would continue to grow, unless the boundaries are adjusted.



Year	2020		2025		2030					
	Ward 3		Ward 3		Low growth		Mid growth		High growth	
	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara
Population	3,710	14,686	4,119	15,180	4,330	15,529	5,582	17,605	7,045	20,031
Share	24%		27%		28%		36%		35%	
Variance from Avg.	+26%	2,937 (Average)	+36%	3,036 (Average)	+39%	3,106 (Average)	+59%	3,106 (Average)	+76%	4,006 (Average)
	+773		+1,083		+1,224		+2,061		+3,039	

#### Ward 3 - Summary of Participant Feedback<sup>10</sup>

- ▶ "The population of Ward 3 seems high compared to the other wards."
- ▶ "Growth also expected in Ward 3 and also in Ward 2 - Rama Rd Corridor which may make the population equality issue worse."
- ▶ "In my opinion, Ward 3 boundaries are fine."
- ▶ "Ward 3 currently has a good balance of rural and urban areas and interests and works well as a political community. Be cautious of giving up rural areas as it may undermine the balance that currently exists."

#### Suggested Boundary Changes

- ▶ "The boundary between Ward 3 and Ward 1 does not make sense near 44. Ward 3 should go all the way up to the Reserve, and Ward 1 should come down to the First Nations Lands."
- ▶ "The boundary between Ward 2 and 3 should be straightened out at least; maybe moved west to increase Ward 2; decrease Ward 3."

<sup>10</sup> We have edited some comments for clarity and brevity.

## Ward 4

Projected growth in Ward 4 is described in the chart below.

Based on the 2020 numbers, ward 4 would be 15% below the average population.

Left with its current boundaries, its population would continue to fall relative to the average, depending on the growth scenario from 16% to -30% of the average.



Year	2020		2025		2030					
	Ward 4	Ward	Ramara	Ward	Ramara	Low growth		Mid growth		High growth
	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara
Population	2,583	14,686	2,583	15,180	2,599	15,529	2,692	17,605	2,801	20,031
Share	17%		17%		17%		17%		14%	
Variance from Avg.	-12%	2,937 (Average)	-15%	3,036 (Average)	-16%	3,106 (Average)	-24%	3,106 (Average)	-30%	4,006 (Average)
	-354		-453		-507		-829		-1,205	

### Ward 4 - Summary of Participant Feedback<sup>11</sup>

- ▶ "Most Ward 4 is rural - lot of farms and ranch land."
- ▶ "Need economic development to help create jobs to retain the next generation."
- ▶ "Ward 4 makes sense in its current boundary alignment."
- ▶ "Many in ward 4 associate themselves with Brechin community."
- ▶ "No development areas in Ward 4 other than a subdivision in Brechin and the very bottom of ward 4, where there is a small development."
- ▶ "There is no growth planned between Ward 5 and Hwy 12."

#### Suggested Boundary Changes

- ▶ "Add moving boundary north to take some of Ward 2."
- ▶ "Add up to the Concession Rd 7, and Bayshore Village."
- ▶ "Add up to concession Rd 9 and west to McRae Point Park."

#### On Changing Boundary to include Lagoon City

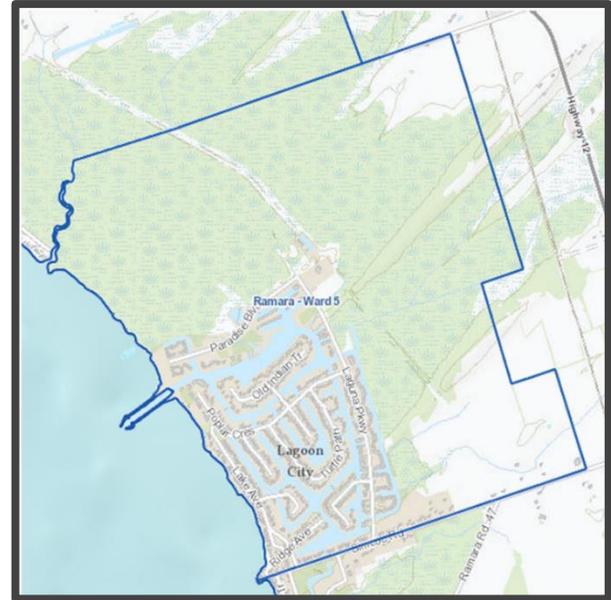
- ▶ "Ward 4 & 5 should be amalgamated to balance population inequalities."
- ▶ "Ward 4 and 5 share same water system."
- ▶ "Merging Wards 4 and 5 would not allow for proper representation."
- ▶ "Adding ward 5 to ward 4 would not be good fit."
- ▶ "Take Lakeshore Rd from Ward 4 and give it to Ward 5."

<sup>11</sup> We have edited some comments for clarity and brevity.

## Ward 5

Based on the 2020 numbers, the population of Ward 5 is already 29% below the average ward population.

Ward 5 has very limited room for growth. As a result, its share of the population falls on each of the growth scenarios to levels well outside the target levels of effective representation.



Year	2020		2025		2030					
	Ward 5		Ward 5		Low growth		Mid growth		High growth	
	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara	Ward	Ramara
Population	2,146	14,686	2,146	15,180	2,146	15,529	2,146	17,605	2,146	20,031
Share	14%		14%		14%		14%		11%	
Variance from Avg.	-27%	2,937 (Average)	-29%	3,036 (Average)	-31%	3,106 (Average)	-39%	3,106 (Average)	-46%	4,006 (Average)
	-791		-890		-960		-1,375		-1,860	

### Ward 5 - Summary of Participant Feedback<sup>12</sup>

- ▶ *“Lagoon City, nicknamed the ‘Venice of the North’ is a retirement community, with many Snowbirds.”*
- ▶ *“Significant impassable wetlands and green space are on the north side of 5 and it is not possible to drive directly from Lagoon City to Bayshore Village.”*
- ▶ *“Lagoon City is a much denser population than almost anywhere else in the Township and thus issues, ideas problems are different than the [less densely populated] rural area.”*
- ▶ *“Lagoon city has different needs, favouring expansion and enforcement of by-laws, such as noise and grass-cutting by-laws. These are not a good fit elsewhere in Ramara.”*
- ▶ *“Ward 5 is small but makes the most noise at the Council table.”*
- ▶ *“Lagoon City only has 1500 people but has a vote at the table.”*
- ▶ *“Many residents have big city service level expectations that are not a good fit with rural expectations.”*
- ▶ *“Together, Bayshore and Lagoon City exercise significant influence at the Council table.”*
- ▶ *“The priorities [by-law creation and enforcement] of Ward 5 are not necessarily priorities elsewhere, and they can cause issues elsewhere.”*
- ▶ *“As a resident of Lagoon City, I feel decisions are biased towards the rural side of Ramara.”*

<sup>12</sup> We have edited some comments for clarity and brevity.

*Ward 5 Feedback Cont.*

**Suggested Boundary Changes**

- Do not put Bayshore and Lagoon City Together
  - ▶ *“Bayshore and Lagoon City have a lot in common in terms of the sorts of issues they face, but to put them in the same ward there would be madness.”*
  - ▶ *“It may make sense to put them in the same Ward given their common interests, but it would not lead to fair representation.”*
  - ▶ *“There is no direct access north between Bay Shore village and Lagoon city - would not recommend connecting Bay shore to ward 5!”*
- Put Bayshore and Lagoon City Together
  - ▶ *“Both take a similar approach to by-laws.”*
  - ▶ *“Bayshore and Lagoon City should be put together (everything south of 7 and west of 12 should be a redrawn Ward 5)”*
  - ▶ *“Take from Ward 4 to grow ward 5, by moving the Ward 5 boundary west to Hwy 12 to take some territory from Brechin near Hwy 47.”*
- Other Proposed changes
  - ▶ *“Lone Birch Trail should be included with Lagoon City Ward 5.”*
  - ▶ *“Boundaries should be the wetland to the north and the lake to the east.”*
  - ▶ *“The residences on the south side of Simcoe Rd. on the south boundary of Ward 5 should be taken from Ward 4 and added to Ward 5.”*
  - ▶ *“To grow Ward 5, do not add Brechin, go south along the lakeshore.”*
  - ▶ *“Extend ward 5 along County road 47 all the way down to the bottom of the township. There are lots of similar issues - waterfront, no other distinct communities - most are not on municipal water.”*
  - ▶ *“Intersection of concession 6 and the lake needs attention: 1 isolated home is in Ward 5; this issue should be addressed.”*

## Assessing the Current Wards

Through the public consultation we heard a wide variety of comments on how participant felt about their existing wards and projected growth in the community.

### Satisfaction with Current Wards - Summary of Participant Feedback<sup>13</sup>

- ▶ *“Do the wards make sense? Short answer: No.”*
- ▶ *“I have no idea what logic was used to create Ramara's current wards.”*
- ▶ *“Some lakeshores cross 3 wards, so water protection represented by 3 different councillors.”*
- ▶ *“Too often, rural interests do not get along with urban interests, and vice versa.”*
- ▶ *“No problems with the way they are. No change required.”*
- ▶ *“I like how it is now.”*
- ▶ *“I see no reason for change.”*
- ▶ *“I love my ward and would not be very happy with more wards.”*
- ▶ *“Examine trimming up some of the tail ends.”*

Overall, Ramara’s existing wards get mixed reviews from participants. Some like them just how they are. Others focus on the inability of the wards to overcome the inherent challenge of representing diverse interests in the Township. Predictably, there is no consensus on who the system benefits.

## Current Population

There is awareness that the population of the existing wards is becoming increasingly unequal. As noted above of the most recent estimate, Ramara’s population has grown to 14,686. Growth in recent years has been focused inside Ward 3. On the other hand, there has been effectively no growth in Wards 1 and 5. As a result, there is significant population disparity among wards that exceeds the 25% parity target.

## Projected Population

As population continues to increase, the disparity among ward populations is expected to grow by 2030, the end of the study period. How much it will increase is a matter of some speculation, and we heard a lot of commentary that reflected the challenges of forecasting growth in Ramara at this time.

### The Challenge of Forecasting - Summary of Participant Feedback

- ▶ *“We expect there may be development along Ramara corridor, but we are not sure when or even if it will happen.”*
- ▶ *“It has been on the books for 15 years already, but it would take provincial approvals to make it happen, and we have no way of knowing when that may happen.”*
- ▶ *“With just two major pending growth areas for the Township, that being Brechin and Rama Road corridor, I believe there should be very careful consideration given to adjusting boundaries more based on future population trends vs current population trends.”*
- ▶ *“Beneficial but risky to plan for things not happened yet - when would it actually happen?”*
- ▶ *“To accommodate potential growth in Wards 3 and 4, the 2020 population should be lower to allow for planned growth. Make the other wards bigger because they do not expect growth.”*
- ▶ *“We will see growth, but also change in how people use their homes, converting seasonal to permanent, especially as internet service improves.”*

<sup>13</sup> We have edited some comments for clarity and brevity.

As discussed above, there are identified projects that would result in a population of up to 20,031 if fully realized. To achieve this level of growth, it would require both favourable economic conditions and changes in provincial policy. On the lower end, the population would be expected to increase to only 15,529. This outcome would be more in line with Ramara's historic pace of growth. What is common to both scenarios, however, is that most of the growth is expected to be focused within the current boundaries of Ward 3.

As discussed above, based on the principles of "Effective Representation," it is important that each ward have relative parity of population, that it should be the goal that no ward deviate from the average ward population by more than 25%, unless justified by the one of the other principles of Effective Representation, described above. There is no other rationale relating to "Effective Representation" that would justify this disparity today, and it is expected to grow significantly worse over the period 2020 to 2030.

### **Means of Communication and Accessibility**

No specific recommendations were made to us relating to the need to accommodate travel patterns, and we would be open to further comment on this subject as we enter the next phase.

### **Geographical and Topographical Features**

No specific criticisms about the current boundaries were based on geographic features. There was however some criticism of specific ward boundaries:

- The boundaries between Wards 1, 2 and 3 in Lake St. John and Casinorama area should be clarified. The existing boundary between Wards 2 and 3 follows Rama-Mara Boundary Rd. delineating the former town boundaries prior to amalgamation, however this boundary is no longer significant and in fact divides communities.
- The streets to the immediate south of Ward 5 are currently in ward 4 but have closer affinity to Ward 5.
- Other minor issues of isolated houses or streets that would be better serviced by other wards were identified, and these will be addressed in the development of new scenarios.

## Community and Diversity of Interest

With respect to community and diversity of Interest, there was some criticism of the way in which wards exacerbate, or at least permit there to be tensions among areas and interests.

### Challenges of Communities of Interest - Summary of Participant Feedback<sup>14</sup>

- ▶ *“Wards are so different; it is simply impossible to make everyone happy.”*
- ▶ *“It is never possible to make everyone happy.”*
- ▶ *“There is some resentment between more developed communities and rural communities with rural residents having the sense that their taxes go to pay for works in more developed areas.”*
- ▶ *“Largest eye opener is that there is a divide in the ward on internet service, whether it exists and its speed.”*
- ▶ *“We realize that some Wards are more populated than the others, but residents even in the less populated Wards also pay the same taxes and don't see their portion of tax dollars spent on their Wards for years while the others seem to be getting everything. i.e.: Roads and road maintenance.”*
- ▶ *“Ramara consists of a population of seasonal users including Short Term Vacation Rentals, retirees who are often snowbirds, year-round residents, Long Term Rental units owned by landlords, households with children, living near the shore or in a few subdivisions and last but not least rural homeowners.”*
- ▶ *“[The west end] of ward 4 is totally forgotten. The by-laws that are [made to fit the needs of] Lagoon City and Brechin are not appropriate here.”*
- ▶ *“I have nothing in common with most of my ward, other than Bayshore Village and two small sections near Rama. The rest of the ward is mostly comprised of rural, and farm properties.”*
- ▶ *“The priorities of Ward 5 are not necessarily priorities elsewhere, and they can cause issues elsewhere.”*
- ▶ *“As a resident of Lagoon City, I feel decisions are biased towards the rural side of Ramara rather than the suburban or seasonal homeowners.”*
- ▶ *“There is a rural urban tension Ward 2 that is hard to manage, such as concerns about the appearance of paying for upgrades in more developed areas.”*
- ▶ *“At the Council table, Ward 2 tends to have considerable leverage due to Bayshore Village, and this shows up on matters such as by-law questions.”*

To summarize the comments above, we heard about differences that relate to:

- **Geography:** Waterfront, urban and rural interests, both Township wide and within individual Wards
  - By-law creation and enforcement
  - Spending priorities (operational and capital)
  - Land use planning policies and processes
- **Tenure and Use:** Permanent, seasonal, and temporary
- **Access to Services:** Differences in water and sewer; digital services

A summary of this evaluation can be found on the following page and **we conclude that the status quo is not an option.**

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<sup>14</sup> We have edited some comments for clarity and brevity.

**Meets Test of Effective Representation? NO**

<b>1. Consideration of Representation by Population</b>	
<ul style="list-style-type: none"> <li>Wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the township's characteristics;</li> </ul>	<p><b>NO</b></p> <ul style="list-style-type: none"> <li>Variation exceeds 25% target in 2 wards today</li> <li>While the two wards that exceed the variance do not do so by much, they are on opposite ends of the scale one greater than 25% over, one greater than 25% under, for a total variance of greater than 50% from average.</li> <li>This variance has happened incrementally, and not as a deliberate design created to achieve effective representation.</li> </ul>
<b>2. Consideration of Present and Future Population Trends</b>	
<ul style="list-style-type: none"> <li>Population and Electoral Trends: consider current and anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council;</li> </ul>	<p><b>NO</b></p> <ul style="list-style-type: none"> <li>Depending on the scenario of growth achieved, future growth will exacerbate inequality among wards</li> </ul>
<b>3. Means of Communication and Accessibility:</b>	
<ul style="list-style-type: none"> <li>Group existing neighbourhoods into wards that reflect current transportation and communication patterns;</li> </ul>	<ul style="list-style-type: none"> <li>There was little concern expressed about this aspect of the current wards</li> </ul>
<b>4. Geographic and Topographical Features:</b>	
<ul style="list-style-type: none"> <li>Use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand; and</li> </ul>	<ul style="list-style-type: none"> <li>The ward boundaries between Wards 1,2 and 3 in the Lake St. John area have been criticized.</li> </ul>
<b>5. Community or Diversity of Interests:</b>	
<ul style="list-style-type: none"> <li>As far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods and community groupings – not through them.</li> </ul>	<ul style="list-style-type: none"> <li>Concerns about effective representation have been expressed as between:                         <ul style="list-style-type: none"> <li>Geography: Waterfront, urban and rural interests, both Township wide and within individual Wards</li> <li>By-law creation and enforcement</li> <li>Spending priorities (operational and capital)</li> <li>Land use planning policies and processes</li> <li>Tenure and Use: Permanent, seasonal, and temporary</li> <li>Access to Services: Differences in water and sewer; digital services</li> </ul> </li> </ul>

## Part 3: Designing Ward Boundaries

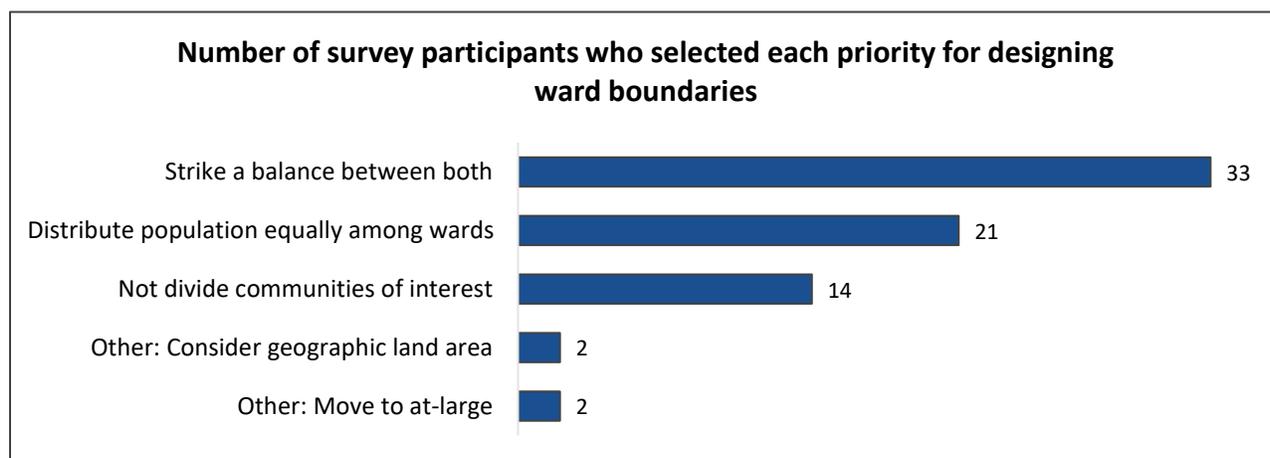
The next step in the process will be the design of ward boundaries. This process will have regard to all the matters discussed above.

The following summarizes the advice that we have from the stakeholders and the community on considerations that should go into the design of ward boundaries.

### Public Consultations

Survey participants were asked to select the priority they considered most important in designing ward boundaries from the following options, or to provide their own:

- Distribute population equally among wards.
- Not divide communities of interest
- Strike a balance between both.
- Other (please specify).



### Principles of Effective Representation - Summary of Participant Feedback<sup>15</sup>

- ▶ *“All the five principles (of Effective Representation) are important; there should be a balance; look at geography and diversity... we have diverse wards with people with different needs.*
- ▶ *“It needs to be a balance: not just population statistics but also the needs of the area represented.*
- ▶ *“It should be about community of interest; if all of Council share a common goal, it may not matter if a particular ward has a slightly lesser voice on the straight numeric analysis.*
- ▶ *“There are hundreds of seasonal residents who have a narrow interest in their property, and the wards should not give them more electoral weight than the permanent residents.*

<sup>15</sup> We have edited some comments for clarity and brevity.

## Summary of Key Themes for Ward Design

### Consideration of Present and Future Populations

We have already discussed current population in the evaluation of the existing wards. Consistent with the Terms of Reference, design options will have due regard to “relative parity of voting power” both today and over the course of the study, with the goal of respecting the variation of +/- 25% among wards.<sup>16</sup>

As discussed, we are required to not only consider current population, but also to forecast out to 2030 and there are at present three potential growth scenarios between 2025-2030.

1. **Low-Growth:** This assumes 2.3% growth based on historical population growth between 2001-2016.
2. **Mid-Growth:** This assumes all the above developments occur but to only 50% the anticipated capacity. This would represent a 20% population growth from 2025 projections, with the same distribution as the high-growth scenario.
3. **High-Growth:** This assumes all the above developments occur resulting in 32% growth from 2025 projections. *The distribution of this growth is 60% occurring in ward 3; 35% in ward 2; and 5% in ward 4.*

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

#### ► Assessing the Forecasts and their Potential Impact on “Effective Representation”

We note that the high growth forecast would be considerably greater than historic levels of growth. It is contingent on normal economic conditions, as well as provincial and local policy approvals.

We also note that much of it is not expected to be occupation ready until 2030, which is the last year of the period covered by this study.

We seek the guidance of Council as to which scenario it thinks more likely. The choice is important, because designing wards based on growth that never happens is as likely to cause inappropriate variances in population among wards as ruling out growth that will happen.

**To narrow down options and focus the next phase of the review, it may be appropriate to focus the development of ward boundary options on estimates informed by the low and mid-growth scenarios.**

<sup>16</sup> See, for example, *Town of Innisfil vs. Hambly* [2009] Decision/Order 20090007 at p. 8.

## Means of Communication and Accessibility

Communication and transportation issues were not frequently mentioned by participants.

### Summary of Participant Input<sup>17</sup>

- *Ramara, which essentially has no commercial centre, so we all drive to Orillia to shop and obtain services and medical care.*
- *When a representative of a Ward must address an issue, he or she should not have to drive extensively further than one would in other wards.*
- *Shop: Brechin or Beaverton; Orillia; Barrie; used to go to Newmarket*
- *Doctors: most doctors are in Orillia and Ramara - Port Perry, Whitchurch Stouffville*
- *Highschool is mostly bussed to Orillia*

In Ramara, it seems it is common to have to travel to other regional centres for various purposes, such as shopping, medical services, school, work, and entertainment. As a result, travel for municipal services seems to have been viewed as “part of the package” of living in Ramara.

No specific recommendations were made to us based on travel patterns, and we would be open to further comment on this subject as we enter the next phase.

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<sup>17</sup> We have edited some comments for clarity and brevity.

## Geography: Natural and Human Built Features

Geography was brought up on several occasions in comments from participants.

### ▶ Distance and Size

Overall geographic size was mentioned as an issue. One participant pointed out that it takes about an hour to drive from one end of Ward 2 to the other.

We were urged to try to make sure that Wards are manageable and balanced from the point of view of total area.

### ▶ Natural Features

Regarding natural features, we were urged to have due regard to the practical challenges caused by two significant wetland areas that are both impassible by car, and create natural borders around significant communities:

- The large wetland on the southeast boundary of Ward 1; and
- The smaller wetland just north of Lagoon City and southeast of Bayshore Village.

We were also urged to consider the significance of common interest in lakeshore issues, particularly of those with waterfront properties south of Atherley.

### Waterfront Commonalities of Interest – Summary of Participant Feedback<sup>18</sup>

#### Waterfront issues

- ▶ *“Shorefront is a very important distinction that should be made in redrawing ward boundaries to allow shorefront residents have fair representation in council decisions.”*
- ▶ *“Lake Simcoe shoreline cottage properties excluding Lagoon City should be kept in their own shell boundary.”*
- ▶ *“Ramara is a diverse Township with a large land mass vs population. All Wards have connection to waterfront.”*

Consistent with the terms of reference we will have regard to these geographic features in considering ward boundaries.

### ▶ Human Built Features

With respect to “human-built” features, we were given several examples of features that might be used as appropriate boundaries, including:

- The First Nations territory and the significant landmark of Casinorama, and
- Ramara Rd. 47
- HW 12
- Roads
  - Concession Rd. 7, 8, 9, 10, 11, 12; and
  - Monck Rd. were all offered as effective east-west boundaries.

We were also advised that property lines should be used as boundaries where a major artery may divide communities.

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<sup>18</sup> We have edited some comments for clarity and brevity.

▶ **Servicing Patterns**

It was also suggested that we have due regard to access to water and sewer services, which are the basis of commonalities among the three serviced communities: Brechin, Lagoon City, and Bayshore Village.

**Water and Sewer Services Commonalities of Interest – Summary of Participant Feedback<sup>19</sup>**

**Water and Sewer Servicing**

- ▶ *“One area to look at is where and how water and sewer are provided.”*
- ▶ *“Water and sewer benefits both ways to whether to make wards more homogeneous (agricultural vs water line)”*
- ▶ *“20% of population is on water and sewer, and those receiving water and sewer services pay a premium.”*
- ▶ *“Some residents are also on water only (no sewer)”*
- ▶ *“The common interests of those on these services should be taken into account in designing wards.”*

Consistent with the Terms of Reference, in the development of options, we will have regard to areas of servicing.

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<sup>19</sup> We have edited some comments for clarity and brevity.

## Communities of Interest

Ramara is made up of several communities and hamlets identified by the Township and by survey participants, including:

- Atherley
- Bayshore Village
- Brechin
- Lake Dalrymple
- Gamebridge
- Joyland Beach
- Lagoon City
- Longford Mills
- Orkney Beach
- Rathburn
- Sebright
- Udney
- Uptergrove
- Washago

We heard some commentary on the importance of respecting boundaries and not dividing existing hamlets with ward boundaries. This included hamlets that do not have designations, but that are recognized as such by the community.

### Existing communities that should be respected and not divided<sup>20</sup>

#### Protecting Community Interests

- ▶ *“It is most important to preserve neighbourhoods and communities - do not go through Bayshore, Brechin, Washago.”*
- ▶ *“Do not divide hamlets! They are not recognized by the County plan but there is lot of community history and pride in Hamlets. If a boundary cuts through community it will affect the community.”*
- ▶ *“Easier for councillor if boundary covers both sides of the road, not 50/50.”*

Consistent with the Terms of Reference, we will focus on respecting the integrity of hamlets in the drawing of boundaries.

We also heard about minor discontinuities and anomalies in ward boundary location that in some cases strand small numbers of residences in isolated locations, when they would be better served by another ward. We will endeavour to clear up these issues in the d

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<sup>20</sup> We have edited some comments for clarity and brevity.

## Diversity of Interests

We heard repeatedly that the goal of the Wards should be to enable a culture of decision-making that encourages thinking about the Township as a whole, though some stressed that this is already the case.

### Diversity of Interest - Summary of Participant Feedback<sup>21</sup>

- ▶ *“Councillors need to know the needs of residents across the Township and should be knowledgeable of all areas i.e., Waterfront, Agriculture, Seasonal, Water & Sewer (Bayshore, Lagoon City) Roads etc.”*
- ▶ *“Washago has issues with Long term rentals...so do Bayshore and Lagoon City; the rural areas have aggregates and farming and those realities.”*
- ▶ *Frequently the only info one receives is info about what is going on in the ward you live in. I am interested in what goes on elsewhere too.*
- ▶ *Do not want it to become an “us and them” “urban” vs. “rural.”*

### Representing the Whole of Ramara

- ▶ *“We need councillors who represent their wards but consider the whole community.”*
- ▶ *“Regardless of ward, councillors are elected to equally represent issues across the whole Township.”*
- ▶ *“Residents should be able to expect any of the elected councillors to be equally available and approachable to each Ramara Township resident, no matter what ward it relates to.”*
- ▶ *“Councillors worth their salt engage in the issues no matter what ward they relate to.”*

Consistent with the Terms of Reference, we will have due regard to the different and unique interests that exist in the Township in seeking to achieve “Effective Representation” through the drawing of boundaries.

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<sup>21</sup> We have edited some comments for clarity and brevity.

## Councillor Workload

Ensuring Councillor workload is balanced and manageable is a factor that can be considered in designing new ward boundaries. We did not hear that Ward workload is a problem in the current wards, but we were urged to consider workload impacts in the design of new ward boundaries.

### Council Workload - Summary of Participant Feedback<sup>22</sup>

#### Ward 1

- ▶ *“The main issues in ward one relate to quarry operations.”*
- ▶ *“There are some issues re boat launches.”*

#### Ward 2

- ▶ *“Ward 2 is generally quiet in terms of issues.”*
- ▶ *“Councillor workload is relatively comfortable, even though it is second largest in population.”*
- ▶ *“Lots of culvert issues in the rural areas.”*
- ▶ *“The internal politics of Ward 2 are dominated by Bayshore Village.”*

#### Ward 3

- ▶ *“Most population, but quietest in terms of casework.”*

#### Ward 4

- ▶ *“Workload is busier in the summer but light overall.”*
- ▶ *“Quarries are established businesses that people are used to and don’t complain about.”*
- ▶ *“Recently, issues related to a gun range east of Brechin that have caused complaints.”*

#### Ward 5

- ▶ *“Ward five has a population that is very engaged in everything that happens.” “There is a heavy burden of local casework.”*
- ▶ *“Ward 5 generates more calls in a day than other councillors receive in a month.”*
- ▶ *The most frequent and contentious bylaw complaints in the Township come from Lagoon City and it is a big part of the workload of the local councillor.”*
- ▶ *“Lagoon City is a big workload for the councillor.”*
- ▶ *“Casework relates to neighbour vs. neighbour issues which often become very personal.”*

Consistent with the Terms of Reference, in seeking to achieve “effective Representation” through the drawing of boundaries. We will have due regard to workload issues, which we understand to include:

- Volume of development applications;
- By-law policy and enforcement issues; and
- Overall casework associated with serving ward needs.

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<sup>22</sup> We have edited some comments for clarity and brevity.

## Next Steps

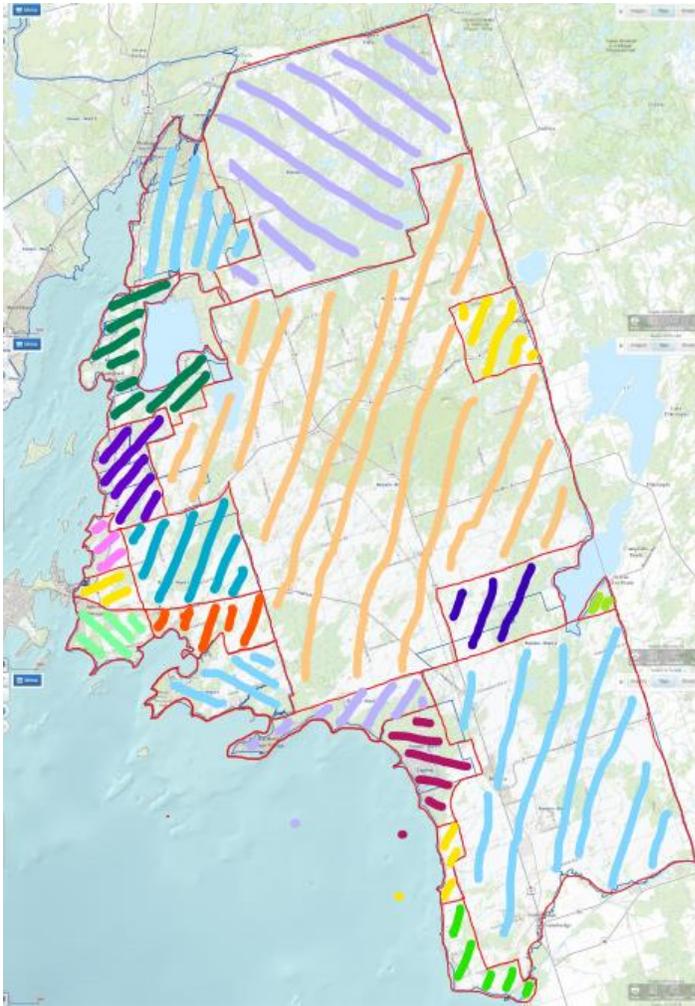
We anticipate next steps as follows:

1. Begin to develop ward boundary concepts, based on the insights described herein, the principles of Effective Representation, and the Terms of Reference (TOR) evaluative criteria.
2. Pre-screen concepts for adherence to Effective Representation factors and TOR evaluative criteria.
3. Consult public with further on-line survey and digital public meetings on a “Long-List” of favourable options (ideally 6-10).
4. Narrow “Long-List” to a “Short-List” of preferred options based on public comment, and our evaluation, based on the principles of Effective Representation, and the TOR evaluative criteria.
5. Submit Second Report to Council reporting on consultation and making recommendations based on “Short-List” options, having regard to the principles of Effective Representation, and the TOR evaluative criteria.

## Initial Ward Design Concepts

The next step in this review will be to develop draft ward boundary alignments to reflect the various variables and inputs. Given the priority placed on not dividing communities of interest is designing the ward boundaries, we have begun developing a population model that divides the Township into smaller practical population areas, that can be used as the building blocks for the new wards.

These “population blocks” follow possible boundaries developed in consultation and have been designed to limit the separation of communities of interest. Our initial rendering of these blocks is depicted below.



Community Block Name	Current Population	Share
Washago	2374	16%
Coopers Falls		
Lake St. John	1003	7%
Rama Rd N. (Fawn Bay)	432	3%
Rama Rd S.	147	1%
Atherley Narrows	97	1%
Atherley	1235	8%
Uptergrove (N of HW-12)	242	2%
Orkney Beach	994	7%
Joyland Beach	819	6%
Bayshore	1244	8%
Lagoon City	2477	17%
Brechin Beach	400	3%
Gamebridge Beach	840	6%
Brechin	699	5%
S. Dalrymple	299	2%
N. Dalrymple	138	1%
Sebright	136	1%
Udney	1111	8%

It should be noted that while these blocks may guide boundary development, further adaptation of boundary lines will be made to further achieve the goal of overall “effective representation.”

# Appendix A: Terms of Reference

## OBJECTIVE

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

## CONTEXT

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

## GUIDING PRINCIPLES

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

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

## OPTIONS FOR CONSIDERATION

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

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

## TIMING CONSIDERATIONS

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

## ROLES & RESPONSIBILITIES

Council

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

#### Consultant

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

#### CAO, Clerk & Township Staff

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

## Appendix B: Public Comments on “at-large elections”

### Summary of Participant Input on Council Structure

#### Ward review should also have looked at Council Structure.

- ▶ *“I think that with a population of less than 10,000 that our Councillors should be elected at- large. At present the Ward System contributes to isolated groups within the community.”*
- ▶ *“The Ward System causes people to think only of their self-interests and to consider only their own issue.”*
- ▶ *“I think that Ramara residents are poorly served by Wards. Wards should be eliminated. I believe that all members of Council should be elected at large like the Mayor and Deputy Mayor.”*
- ▶ *“We should review the structure. Please consider having all the councillors 'at large' as part of this review. I would rather have no wards and all councillors at large, that would allow the most effective councillors to get in, compared to if you have two great councillors running in one ward and a less effective councillor in another ward, one of the more effective councillors will not get in.”*
- ▶ *“Ramara Township staff have all the information needed to draw or move a few lines on a map of Ramara Township.”*
- ▶ *“The cost of hiring a consultant to determine demographic boundaries could have been avoided.”*
- ▶ *“The emphasis on boundaries can lead to unnecessary distinctions between residents sharing the resources within the same municipality.”*

## Appendix C: Evolution of Population Estimates

### Phase I Estimates

**Source:** MPAC (2018) potential elector data was used to determine a baseline for both seasonal and permanent population (10,728), and StatsCan (2016) data by dissemination area was used to estimate those under the age of 18 (1,505).

Ward	Population per Ward	Share	Variance from Average
Ward 1	2,369	19%	-3%
Ward 2	2,955	24%	+21%
Ward 3	3,312	27%	+35%
Ward 4	2,075	17%	-15%
Ward 5	1,522	12%	-38%
<b>Total</b>	<b>12,233 (100%)</b>		<b>2,447 (Average)</b>

**Where this estimate was used:** This estimate was used in public consultation materials for the 1<sup>st</sup> round of consultations (including informational videos, public meetings, and the survey).

### Interim Report Estimates

**Source:** This estimate uses the Town's land parcel data and MPAC property codes to establish the estimated population per property.

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

**Where this estimate was used:** This report is the first time these estimates have been incorporated and are those being used to begin the process of drafting ward boundary options for the second round of public consultations.

**Rationale:** While Phase I estimates were a good starting point, this project requires a dynamic population model of the Township that allows us to manipulate ward boundary lines, and account for any resulting changes in population. Using parcel data provides us with the necessary granularity of population density information to achieve this. This most recent model also allows us to plot projected population growth from the planning department geographically and incorporate those projections into future ward boundary options.

### Future Estimates

Population estimates have evolved over the course of this report to incorporate the most up-to-date and relevant information as it becomes available. These estimates may continue to evolve to ensure our final report reflects the most accurate estimates possible.