



Ward Boundary and Council Composition Review

Municipality of Trent Hills

Preliminary Options Report

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1. Introduction

1.1 Terms of Reference

Watson & Associates Economists Ltd. (Watson), in association with Dr. Robert J. Williams, hereafter referred to as the Consultant Team, was retained by the Municipality of Trent Hills to conduct a comprehensive Ward Boundary and Council Composition Review (the Review).

The primary purpose of the first phase of the study prepared Trent Hills Council to make decisions on:

- whether to change the way the Deputy Mayor is selected;
- whether to change the composition of Council; and
- whether to maintain the existing ward structure or to adopt an alternative arrangement, including dissolving the wards in favour of electing all members of Council by general vote.

Two reports were presented to Council and the community in relation to the first phase of the Review: a Discussion Paper (January 27, 2020) and an Interim Report (March 17, 2020). Both documents are available on the Municipality's website¹.

At its meeting on March 17, 2020, Council approved five resolutions:

1. Commencing with the Municipal Election in 2022, the Municipality of Trent Hills continues to elect Councillors in a ward system.
2. Commencing with the Municipal Election in 2022, the size (composition) of Council be maintained at 7 members, including the Mayor.
3. Commencing with the Municipal Election in 2022, the position of Deputy Mayor be elected at-large (by general vote).
4. Commencing with the Municipal Election in 2022, the wards each elect an equal number of Councillors.
5. The Consultant Team are to prepare ward boundary options for the May 12, 2020 Public Information Session based on a five-ward system.²

¹ www.trenthills.ca/Ward_Boundary_Review

² The May 12 meeting was rescheduled as a result of the public health emergency; a virtual Public Information Session has been scheduled for July 29.



The present document will review the process and guiding principles for a Ward Boundary Review in Trent Hills. Based on the directions of Council, the Review will include four preliminary options to redivide the municipality into five wards.

1.2 Why A Ward Boundary Review Now

The Trent Hills Council is presently comprised of seven members, including the Mayor elected at-large and six Councillors elected in three wards. One of the Councillors has been appointed by Council to serve as Deputy Mayor. Council's decisions on March 17 reaffirm that Council will continue to have seven members, but since the Deputy Mayor will be elected at-large in the 2022 municipal election, there will in future be five ward Councillors not six and they will be elected in five wards not three. The Ward Boundary review is intended to place before the community and Council alternatives for an equitable five-ward system.

The present three-ward system was established when the Municipality was created in 2001 within the restructured County of Northumberland. The present ward system in Trent Hills is not typical since the wards each elect a different number of Councillors: Ward 1 (the former Municipality of Campbellford-Seymour) elects three, Ward 2 (the former Township of Percy) elects two and Ward 3 (the former Village of Hastings) elects one. This configuration appears to have been premised on the assumption that "representation by population" could be achieved without having to actually draw new wards simply by giving additional representation on Council to two of the three wards.

Since amalgamation, the Municipality's permanent population has increased by 7%, from an estimated 13,050 in 2001 to 13,980 in 2020 including Census undercount of approximately 4%³. Accordingly, all references provided herein to the population forecast include the net Census undercount. Over the period, the Municipality has also experienced moderate growth in seasonal population. This population growth within Trent Hills has contributed to the inequalities in ward-to-ward representation which is expected to be exacerbated through future residential development in designated settlement areas within the Municipality.

³ The Census undercount represents the net number of persons missed during Census enumeration.



1.3 Trent Hills' Ward Boundary Review Process

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

There are only two sections of the Municipal Act (222 and 223) that address this question and they are significant because of what is omitted. The basic provision, found in section 222 (1), simply authorizes a municipality “to divide or redivide the municipality into wards or to dissolve the existing wards.” It permits a municipal council to pass a by-law setting out the electoral arrangements but the review of electoral boundaries is not subject to a stipulated schedule, to a standardized process or to established criteria. Furthermore, despite a statement in the Municipal Act that the Minister “may prescribe criteria,” none actually exist.

Therefore, it is up to each municipal council to set the terms of reference for a review, including the process to be followed, and to establish criteria or guiding principles to evaluate the municipality’s electoral system.

In 2019, the Trent Hills Municipal Council approved a Council Composition and Ward Boundary Review based on a report to Council by the Clerk (Report CLK-2019-17, 21 May 2019) that set out arrangements for a ward boundary review in Trent Hills that would follow a Council decision on the composition of Council for 2022.

Initial discussions were conducted by the Consultant Team in October 2019 with the Mayor, Deputy Mayor, Council members and senior municipal staff. These interviews were designed to understand and evaluate the operation of the present ward system in Trent Hills and to determine what directions might be considered in developing options for the future composition of Council and wards.

In early 2020, baseline population and ten-year population forecasts and a GIS-based growth modelling analysis were prepared by the Consultant Team and a number of ward boundary configuration alternatives were developed and tested in the light of the population outputs. This led to the development of four preliminary ward options which will be presented and discussed at a public engagement open house or virtual consultation (see note 2 above) where comments from the community will be solicited. Based on feedback from the public consultation and possible further refinement, the



Consultant Team will recommend ward boundary alternatives to Council in the fall of 2020.

After Council approves a recommendation for a change to the present ward boundaries, a by-law to enact the new boundaries would be brought to a later Council meeting for adoption. Subject to the provisions of section 222 (4) of the Municipal Act, 2001 such a by-law can be appealed to the Local Planning Appeal Tribunal (LPAT).

1.4 Principles

The terms of reference that frame this study were presented to Council by the Clerk in Report CLK-2019-17 and were adopted by Council in May 2019. These guidelines will be followed by the Consultant Team in its work.

Figure 1 - Municipality of Trent Hills Ward Boundary Review Guidelines

Report CLK-2019-17, page 2

The following guidelines may be considered when developing ward boundaries:

- representation by population;
- protection of communities of interest;
- recognition of natural or man-made barriers or dividers as boundaries;
- recognition of density (ward with a few people over a large geographic area equals ward with large population in a small geographic area);
- recognition of areas of growth/decline; and
- ward boundaries that accommodate growth/shifts in population for at least 3 municipal elections (3 terms at 4 years per term = 12 years).

Building on the guidelines identified in Figure 1, the following discussion explains the principles established by the Consultant Team for evaluating alternative options as discussed below. The guidelines for the review embody criteria similar to those adopted in recent ward boundary reviews across Ontario and reflect those cited in relevant Ontario Municipal Board (now LPAT) decisions with respect to appeals of ward boundary by-laws. In this context, the term “guiding principles” is taken to mean the same thing as the term “guidelines” in Report CLK-2019-17.

1.4.1 *Representation by Population*

The concept of representation by population (“rep by pop”) has a long history in Canada, associated with the idea that elective offices in a particular jurisdiction are



distributed in such a way that each one is associated with roughly the same number of people or of electors. In some democracies this principle of voter “parity” is enforced rigorously - almost to the exclusion of any other factor – so that there is almost no variation in the population of electoral units within a particular jurisdiction.

In the most significant judicial ruling on electoral representation in Canada, however, the majority of the Supreme Court understood that Canadian electoral law has never been driven by the need to achieve “full parity” in the population of electoral divisions⁴. The Court concluded that some degree of variation from parity would be acceptable and, at times, even necessary to achieve “effective representation” (a concept that will be discussed below). In other words, representation should at least be equitable (that is, fair) when it cannot be mathematically equal.

In this review, the closer the population of each ward is to parity, the more the entire design can be assessed as equitable. However, some variation will be considered acceptable and in this review the range will be understood to be 25% above or below the population of what will be called an “optimal” ward in Trent Hills. This is a rather generous range of tolerance from parity but is based on long-standing parameters for the federal redistribution process and will be discussed again below.

Trent Hills, as with other municipalities in Ontario’s “cottage country,” has a significant seasonal population (approximately 20% of the total population) who occupy recreational dwellings on a non-permanent basis. The population data utilized in this study encompass both permanent and seasonal residents and the two are weighted equally in terms of representation.

1.4.2 Protection of Communities of Interest

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

⁴ Reference re: *Provincial Electoral Boundaries (Saskatchewan)* [1991] 2 S.C.R. 158. This is often cited as the Carter decision.



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

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

1.4.3 Recognition of Natural or Man-made Barriers or Dividers as Boundaries

Ward boundaries are the means by which members of a community are grouped together to elect a representative; that is their only purpose. Ideally, however, electoral boundaries are not arbitrary lines drawn on pieces of paper. Rather, they are intended to demarcate one group of people from another to give them, in the words of Madam Justice McLachlin in the Carter decision, “a voice in the deliberations of government.”

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



This principle is probably the easiest to visualize and appreciate. However, it is only one of several principles to be considered in Trent Hills. A clear-cut boundary between two wards might be more desirable than “fine tuning” population numbers between them, for example. Such a choice may compromise the population balance among the wards to some degree but the indisputable physical separation of one part of the municipality from another usually supports separate political representation.

1.4.4 Recognition of Density

One of the basic premises of representative democracy in Canada is the belief that the geographic areas used to elect a representative should be reasonably balanced with one another in terms of population. In a successful ward system, every Councillor will represent generally the same number of constituents. Since, however, there will inevitably be variations in the densities and characteristics of residential settlement across a municipality, electoral units based on “balanced populations” may vary significantly in area. This was, in fact, the dilemma addressed in the Carter decision.

Extrapolating from the Court’s ruling and given the geographic size of Trent Hills and its scattered population clusters and sizeable rural areas, it may not be appropriate to simply seek a population balance since wards that are unreasonably large in area are more difficult to represent.

As noted earlier, Madam Justice McLachlin observed in the Carter case that representation recognizes “the right to bring one’s grievances and concerns to the attention of one’s government representative.” One of the measurable indicators of accessibility is the number of people who might wish to have a conversation with a Councillor on a municipal matter. In the present day, communicating with municipal officials has become easier for many people across Ontario: email, cell phones or other mobile electronic devices provide more-or-less instantaneous and sometimes nonstop lines of communication that supplement (and perhaps even overwhelm) traditional forms of communication that used to come about through interactions on a daily basis in the neighbourhood, at leisure-time events or in places of business. The process of achieving access to a representative is not as dependent on personal proximity as it was even twenty years ago.

However, in Trent Hills there are areas where there may be difficult road access and where high-speed internet and cell phone service is weak or unavailable. This reality



may have a bearing on what communities should be grouped together to allow the elected representative to “connect” readily with residents of the ward and vice versa.

A second dimension of this criterion relates to the geographic size and shape of the wards. Preferably, wards should be of a compact, contiguous shape. Such wards can contribute to the establishment of a ward identity out of the communities grouped together in the ward, but more importantly wards designed to be as compact as possible can facilitate the work of the Councillor. Ideally it ought to be possible to travel from any point in the ward to any other point in it without crossing the ward boundary. This is another dimension of the communities of interest grouped together in the ward, as well as an indication that the boundaries used are “natural” – the communities in the ward are physically linked together.

1.4.5 Recognition of Areas of Growth/Decline

Trent Hills is not expecting to see significant population growth over the next decade. However, under present Provincial regulations and municipal planning policy, whatever permanent population growth occurs will be concentrated in only a few areas within the municipality where water and sanitary services can be provided.

Any changes to ward boundaries in Trent Hills in 2020 will be based on some empirical certainty about population changes that have occurred since 2000. This principle, however, seeks to ensure that a ward design does not merely “catch up” with such changes but addresses the municipality’s future by giving some weight to projected population growth within the Municipality. In other words, it encourages the design of wards that will not be out-of-date the day after they are adopted.

1.4.6 Ward Boundaries that Accommodate Population Changes for at least 3 municipal elections

This guideline directs the Consultant Team to consider the population change addressed in the previous guideline over a three-election cycle. This cycle is comparable to the mandatory review of electoral boundaries for the House of Commons (that are timed in relation to the decennial census) and implicitly acknowledges that electoral boundaries are necessarily dynamic creations. That is, electoral boundaries have a limited lifespan since they are intended to reflect the distribution of population within the Municipality at a given time. When the population changes, electoral boundaries should follow suit. Since no review of ward boundaries has taken place in Trent Hills for twenty years, it also implies that such reviews should be seen as a normal



democratic practice rather than an extraordinary disruption to the way the Trent Hills Council is elected.

1.4.7 Wards Should Deliver Effective Representation to the Residents of Trent Hills

The concept of “effective representation” will be applied in the Trent Hills ward boundary review since it has become an integral part of the evaluation of electoral systems in Canada, dating from a reference taken to the Supreme Court of Canada in 1991 (see note 4).

In that instance, the Court was asked to determine whether the variance in the size of voter populations permitted in legislation for certain types of provincial constituencies in Saskatchewan (in urban, rural and northern areas) infringed on the democratic right found in section 3 of the Canadian Charter of Rights and Freedoms (“Every citizen of Canada has the right to vote in an election of members of the House of Commons or of a legislative assembly and to be qualified for membership therein”).

The majority opinion concluded that the “purpose of the right to vote enshrined in s. 3 of the Charter is not equality of voting power per se but the right to ‘effective representation’.” It went on to state that since the purpose of a vote is to be represented in government (and not just to be able to cast a ballot on election day), “to insist on voter parity might deprive citizens with distinct interests of an effective voice in the legislative process as well as of effective assistance from their representatives in their ‘ombudsman’ role.” This may mean that, at times, voter parity may “prove undesirable because it has the effect of detracting from the primary goal of effective representation” and deviations from parity “may be justified on the grounds of practical impossibility or the provision of more effective representation.”

In the Trent Hills ward boundary review, effective representation will serve as a kind of summary evaluation of wards (and the ward system itself) built around the previous six principles. For example,

- Are the individual wards proposed for Trent Hills plausible and coherent units of representation?
- Do they provide equitable access to Councillors for residents of the municipality?



- Are the proposed wards of a size, scale and shape that a representative can serve her or his constituents successfully?

In sum, do the wards constitute a system that can be judged to deliver effective representation even if some of the specific principles are only partially successful? In the absence of any direction from the Province through the Municipal Act or any other legislation or regulation, the ruling of the Supreme Court of Canada will provide the central perspective.

1.5 Exploration of Alternatives

This report will provide alternatives for realignment of the existing wards in conformity with Council's March 17, 2020 resolutions. As noted in the Interim Report (page 18), an equitable outcome cannot be achieved by reallocating the seats within the historical pre-amalgamation municipalities that continue to serve as ward boundaries for the simple reason that the population of those wards is not (see Figure 2) – and never has been – “balanced.” If each ward is to elect the same number of Councillors, the wards themselves need to be reasonably similar in population. The only way to achieve this in Trent Hills is to “redivide” the municipality into new wards to replace the existing system while meeting the guiding principles as successfully as possible. Alternatives are set out in Part 3 (below).

2. Trent Hills' Existing Population and Forecast Growth

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

Trent Hills is forecast to experience a growth of approximately 700 persons (both permanent and seasonal) over the next 10 years. For this reason, it is important that this study assess the representation by population for both existing and future year populations. In accordance with the study terms of reference, the analysis will consider



representation of population over the next three municipal elections through 2030. As such, a population and housing forecast for Trent Hills and its communities for the 2020-2030 period was generated. The results of this analysis are discussed in section 2.1.

2.1 Existing Population and Structure

Building on the 2016 Census data, a 2020 permanent population estimate for Trent Hills was generated based on 2016 through 2019 residential building permit activity and factoring in the decline in population in existing housing units. The Municipality's permanent population in 2020 is estimated to be 13,980.⁵ The Municipality's seasonal population is an important part of the community and is estimated at approximately 3,460.⁶ The total population of Trent Hills in 2020, reflecting both permanent residents and seasonal residents, is estimated to be 17,440. Permanent residents account for approximately eighty per cent of the population base while seasonal residents account for the remaining twenty per cent, as presented in Figure 2. The majority of seasonal residents are located in the rural area, along shoreline areas near the Trent River.

Figure 2 - Trent Hills Population Distribution by Ward 2020

Ward	Permanent Population ¹	Seasonal Population	Total Population ¹	Total Population % Share
Ward 1	8,720	2,730	11,450	66%
Ward 2	3,760	640	4,410	25%
Ward 3	1,500	90	1,590	9%
Total	13,980	3,460	17,440	100%
% Share	80%	20%	100%	

¹ Includes net Census Undercount of approximately 4%.
Numbers have been rounded.

The Municipality's 2020 population by community is presented in Figure 3. As shown, 63% (population of 10,950) of the existing population in Trent Hills is within the rural area compared to 37% within its settlement areas. The largest settlement areas by

⁵ Includes Census undercount of approximately 4%.

⁶ The Municipality's seasonal population was estimated using 2016 Census housing data and MPAC property information and applying an average persons per unit (i.e. occupancy) of 3.66.



population include Campbellford (24%), Hastings (9%) and Warkworth (4%) with population estimates of 4,100, 1,600, and 800, respectively in 2020.

Figure 3 – Trent Hills Population by Community

Community	2020 Population ¹	% Share
Campbellford	4,140	24%
Hastings	1,570	9%
Warkworth	780	4%
Rural	10,950	63%
Municipality of Trent Hills	17,440	100%

¹ Population includes permanent and seasonal residents and the Net Census Undercount of approximately 3.5%.

2.2 Forecast Population Growth, 2020-2030

In order to evaluate the existing ward structure and subsequent alternatives in terms of representation by population over the next three municipal elections (i.e. 2022, 2026 and 2030), a detailed population forecast was developed for the Municipality and its communities.

Forecast municipal-wide population growth over the 2020 to 2030 period was guided by the Municipality of Trent Hills 2019 Development Charges Background Study,⁷ updated to reflect the recent development trends. Community level growth allocations were guided by a comprehensive review of opportunities to accommodate future residential growth through plans of subdivision (registered unbuilt, draft approved and proposed), site plan applications and discussions with Municipal planning staff.

The Municipality is expected to experience population growth and shifts over the next decade. By 2030, the population of Trent Hills is expected to reach approximately 18,150,⁸ an increase of 4% (700 people). The highest population growth is anticipated

⁷ Municipality of Trent Hills Development Charges Background Study prepared by Watson & Associates Economists Ltd. 2019.

⁸ Includes permanent and seasonal residents and Census undercount of approximately 4%.



in Campbellford with an increase of over 500 persons (13%), followed by Hastings (170 persons) and Warkworth (100 persons), as illustrated in Figure 4. In comparison, the Municipality’s rural area population is expected to decline by approximately 100 persons (1%) over the 10-year horizon.

Figure 4 - Forecast Population Growth by Community, 2020-2030

Community	2020 Population ¹	2030 Population ¹	Population Growth, 2020-2030
Campbellford	4,140	4,690	550
Hastings	1,570	1,740	170
Warkworth	780	880	100
Rural	10,950	10,840	-110
Municipality of Trent Hills	17,440	18,150	710

¹ Population represents permanent and seasonal residents and includes the Net Census Undercount of approximately 4%.

3. An Alternative Ward Structure for Trent Hills

As discussed earlier, the existing ward boundaries in Trent Hills preserve the pre-amalgamation municipalities as wards but these boundaries must be set aside to meet the directions of Council determined on March 17, 2020. The ideal result of this electoral redistribution would be “full parity” in the population of the five wards while meeting all of the principles. However, such ideal wards are impossible because of the limits imposed by the social and natural environment of the municipality.

Nevertheless, wards that incorporate the principles are still possible. Such wards would be reasonably balanced with one another in population and would each group together communities with common interests in a compact, contiguous shape while giving some weight to projected population growth within the Municipality over a three-election cycle. The goal is also to propose boundaries that rely on “markers” that are recognizable and permanent, as well as easily remembered, resulting in plausible and coherent units of representation

Furthermore, each ward should provide equitable access to Councillors for residents of the municipality and be of a size, scale and shape that a representative can serve her or his constituents successfully. In sum, the proposed wards should constitute a system



that can be judged to deliver effective representation even if some of the specific principles are only partially successful.

Council's direction to prepare options to elect five Councillors in five wards requires a "renovation" of the present ward model but it need not mean a complete "demolition" of the way people understand Trent Hills and its component parts. First, revised wards will continue to be built around the three main population centres of Campbellford, Warkworth and Hastings (as is the case now) and will preserve (if not enhance) representation for the extensive rural parts of Trent Hills. Local identification with and "allegiances" to historic communities are not erased because those areas are now aligned differently to elect Councillors.

Some things have already change. For example, future capital investments by the Municipality are not necessarily based on allocating expenditures to the pre-amalgamation entities. Rather, asset management practices are driven by developing, operating, maintaining, upgrading, and disposing of assets in the most cost-effective manner over their life cycle regardless of the ward in which they are located.

4. Preliminary Options

It is unlikely that everyone will agree with the way the Municipality could be "redivided" as a result of this review – and indeed some respondents to the survey did not believe that there should be wards at all or that the present wards should be changed. When we requested residents to indicate which of the guiding principles should be given priority in the design of wards in Trent Hills, one respondent quite correctly noted that "the principles of 'representation by population' and 'protection of communities of interest' are in direct opposition." The important point is that these divergent preferences will be taken into account in the design of preliminary options for a future ward system in Trent Hills that will be taken to the virtual public information session in July 2020.

Some of the preliminary options would maximize the protection of communities of interest and others to achieve representation by population. Other options may put more weight on other principles such as natural features to help achieve the major principles.

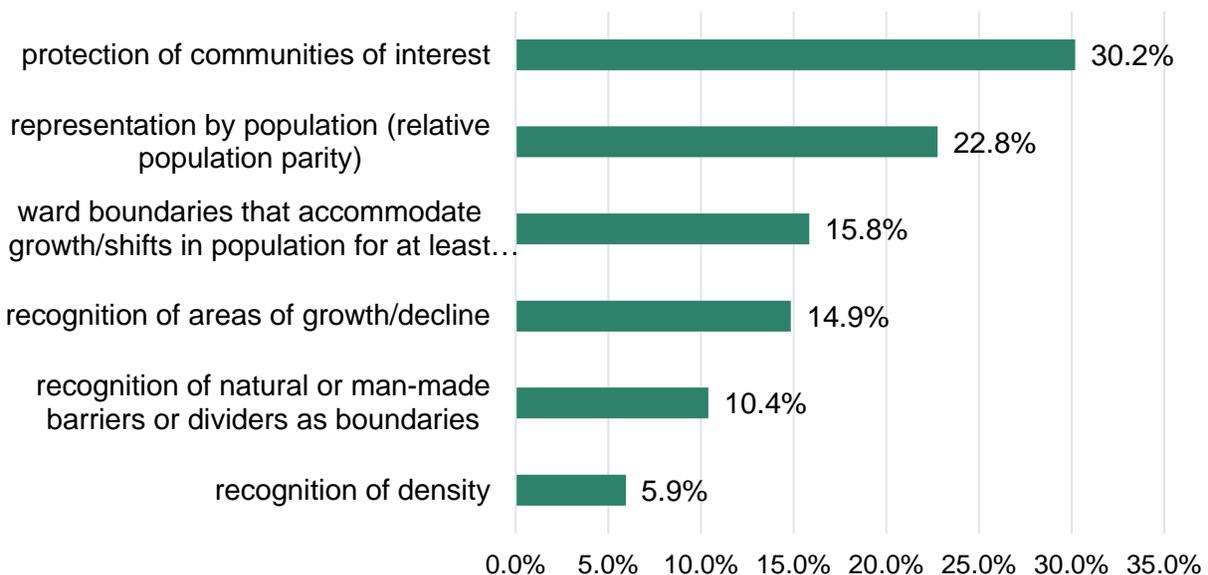
The Consultant Team provides the following designs to encourage residents to look at their electoral system in a new way and to assist the community to make an informed choice about a suitable structure for future Council elections.



Four Preliminary Options have been developed to share with the community and are included here. Many other designs were developed and evaluated but were set aside as unworkable for various reasons. To assist in gathering comments from the community, a map and population figures for 2020 and forecast population for 2030 are provided for each Preliminary Option.

Please note, however, that there are seven guiding principles set out in the terms of reference to take into account, not just present and future population. It is also important to remember that the principles are not all of equal importance in the search for effective representation in Trent Hills. To better understand the priorities be considered for a new ward system across the municipality, the Consultant Team included a question in the public feedback survey that asked respondents to indicate which two principles that they believe should be given the greatest priority in the design of wards in Trent Hills. The results are found in Figure 3.

Figure 3 – Distribution of Survey Responses on the Priority Attached to Principles



The following presents preliminary ward boundary alternatives in the Municipality of Trent Hills that are derived from the guiding principles and other insight derived from the Consultant Team's experiences in developing ward boundary systems in other Ontario municipalities.



4.1 Preliminary Option A

Preliminary Option A is presented in Figure 4. Key features of this design include:

- the population in the proposed wards 1 and 2 is lower than optimal but there are no sizeable settlement areas in either one;
- Campbellford is a single compact urban ward, but this results in a population that is above the optimal range by 2030;
- the proposed wards 4 and 5 are centred around Warkworth and Hastings respectively but include the surrounding rural areas
- the northeastern part of Trent Hills is divided into two wards along the Trent River and the boundary for the proposed ward 2 also follows the Trent River south of Campbellford; and
- settlement areas where most growth is expected over the next decade are already at or above the optimal population figure.



Figure 4 - Preliminary Option A

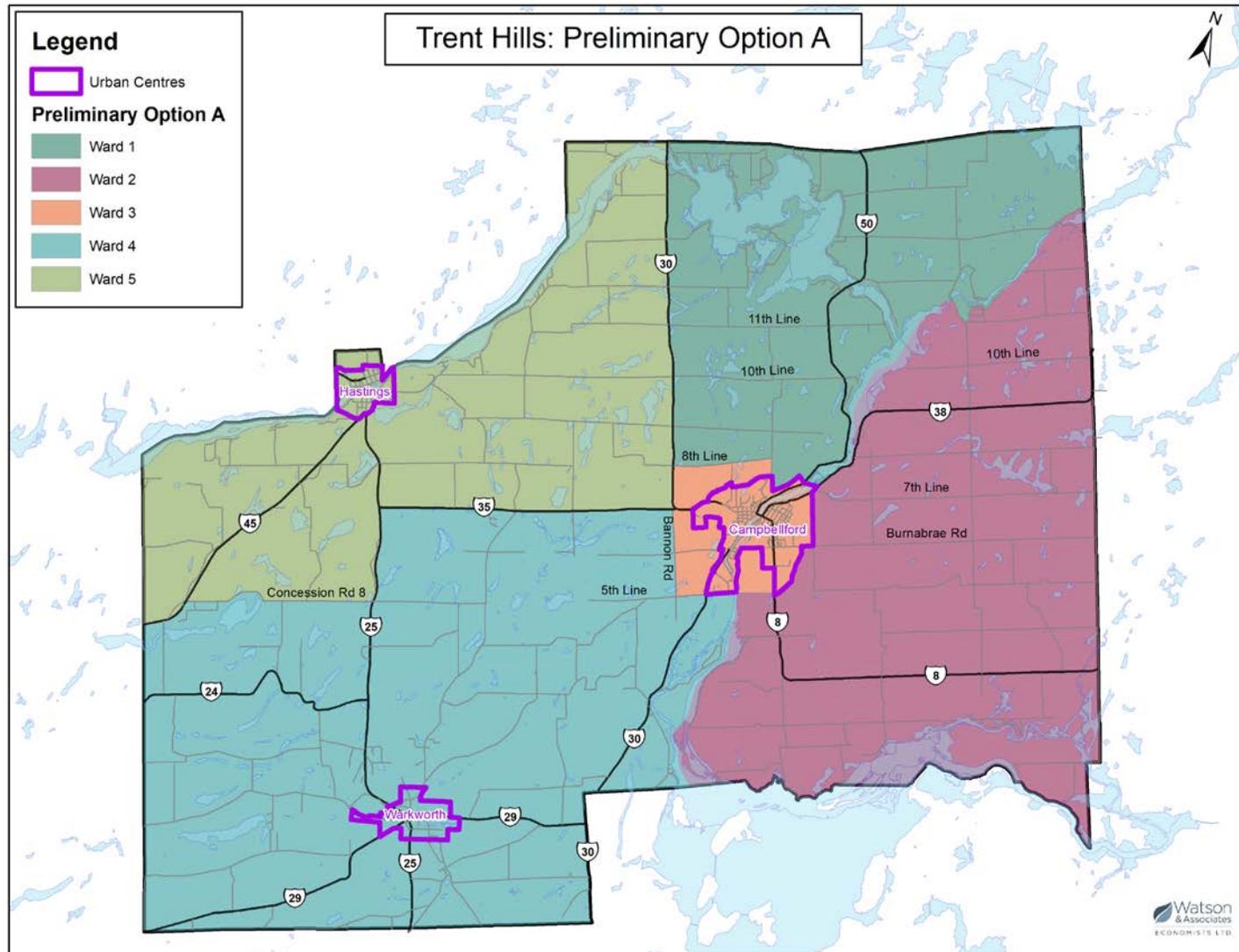




Table 4.1 - Preliminary Option A Population Distribution

Preliminary Option A				
Ward	2020 Total Population ¹	Variance	2030 Total Population ¹	Variance
Ward 1	3,140	90%	3,150	87%
Ward 2	2,830	81%	2,790	77%
Ward 3	4,150	119%	4,700	129%
Ward 4	3,540	101%	3,590	99%
Ward 5	3,780	108%	3,920	108%
Total	17,440		18,150	
Ward Average	3,490		3,630	

¹ Population represents permanent and seasonal residents and includes the Net Census Undercount of approximately 4%.

Numbers have been rounded.

Table 4.2 - Preliminary Option A Ward Configuration Evaluation Summary

Principle	Does Preliminary Option A Ward Structure Meet the Respective Principle?	Comment
representation by population	Largely successful	Higher population in wards with identified settlement areas
protection of communities of interest	Yes	Three wards encompass major settlement areas; two wards predominantly rural areas
recognition of natural or man-made barriers or dividers as boundaries	Yes	All boundaries follow Trent River, County Roads with one exception (Concession Road 8 West)
recognition of density	Yes	Higher population where identified settlement areas located; lower population in predominantly rural wards.
recognition of areas of growth/decline	Largely successful	Settlement areas where most growth is expected already above the optimal population figure; one exceeds the acceptable range by 2030.



boundaries that accommodate growth/shifts in population for at least 3 municipal elections	Partially successful	Settlement areas where most growth is expected already above the optimal population figure but are within acceptable range. Ward 3 will exceed the acceptable range by 2026
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4.2 Preliminary Option B

Preliminary Option B is presented in Figure 5. Key features of this design include:

- population parity: all wards are at or within 10% of optimal;
- Campbellford is divided into two wards that each include rural areas;"
- the proposed wards 4 and 5 are centred around Warkworth and Hastings respectively but include the surrounding rural areas;
- the northeastern part of Trent Hills is a single ward that includes both sides of Seymour Lake and the Trent River north of 11th Line West; and
- most growth expected over the next decade is in the Campbellford settlement area but proposed wards 2 and 3 are at or below the optimal population.



Figure 5 - Preliminary Option B

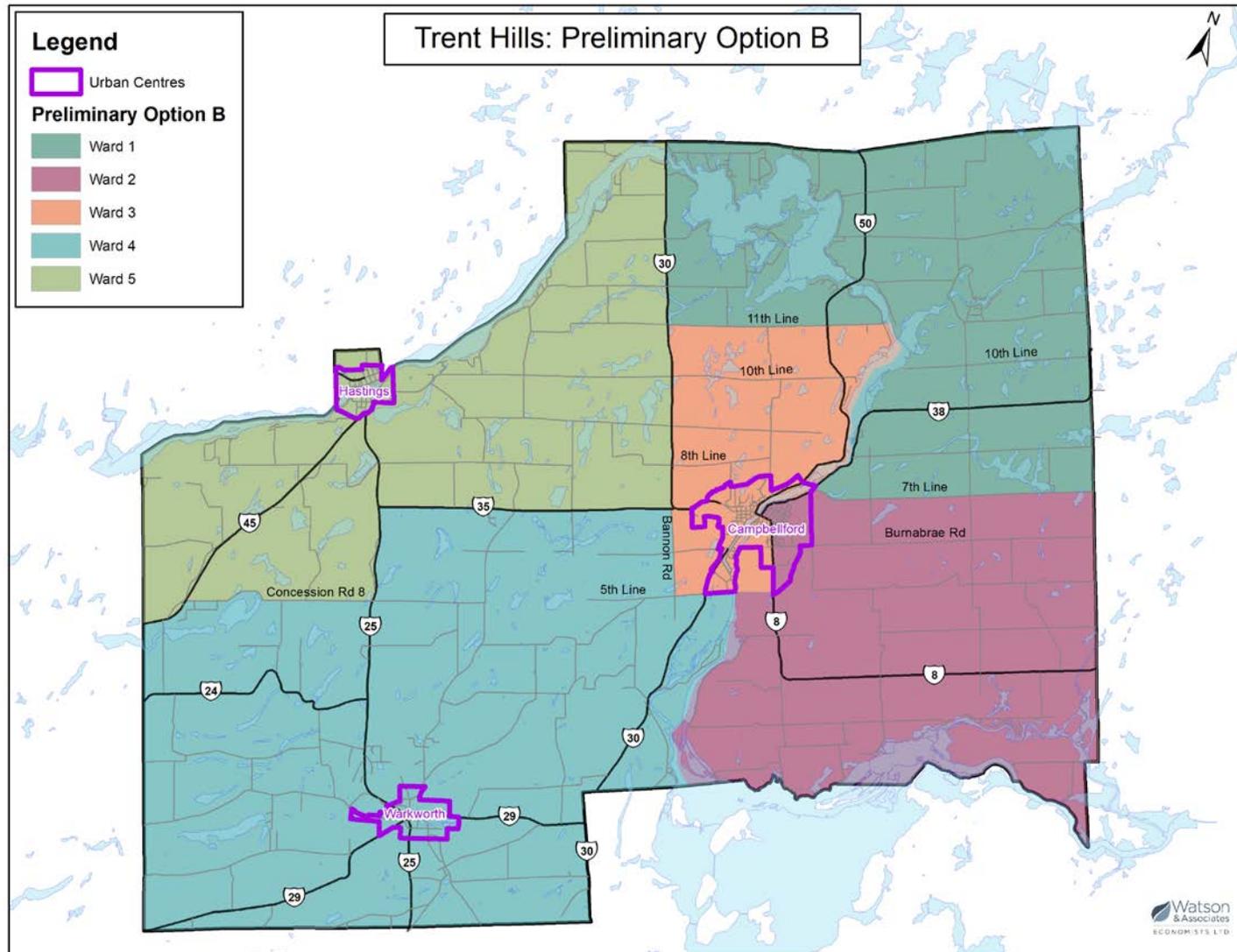




Table 4.3 - Preliminary Option B Population Distribution

Preliminary Option B				
Ward	2020 Total Population ¹	Variance	2030 Total Population ¹	Variance
Ward 1	3,500	100%	3,510	97%
Ward 2	3,480	100%	3,610	99%
Ward 3	3,130	90%	3,520	97%
Ward 4	3,540	101%	3,590	99%
Ward 5	3,780	108%	3,920	108%
Total	17,440		18,150	
Ward Average	3,490		3,630	

¹ Population represents permanent and seasonal residents and includes the Net Census Undercount of approximately 4%.
Numbers have been rounded.

Table 4.4 - Preliminary Option B Ward Configuration Evaluation Summary

Principle	Does Preliminary Option B Ward Structure Meet the Respective Principle?	Comment
representation by population	Yes	All wards at or within 10% of optimal
protection of communities of interest	Partially successful	Northeastern area a single ward that crosses the Trent River; combines dispersed communities. Campbellford divided into two wards.
recognition of natural or man-made barriers or dividers as boundaries	Largely successful	Some local roads serve as boundaries (11th Line West and 7 th Line East; Concession Road 8 West) rather than major roads. All other boundaries suitable.
recognition of density	Largely successful	Achieving population parity reflects variations in population density.
recognition of areas of growth/decline	Yes	Settlement area where most growth is expected below the optimal population figure but presently within acceptable range.



boundaries that accommodate growth/shifts in population for at least 3 municipal elections	Yes	All wards within 10% of optimal in 2020 and 2030
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4.3 Preliminary Option C

Preliminary Option C is presented in Figure 6. Key features of this design include:

- the population in the proposed ward 1 is below the optimal range but there is no sizeable settlement area in the ward;
- the population in the proposed ward 2 is above the optimal range since it includes part of Campbellford where population growth forecast;
- Campbellford is divided into two wards that each include rural areas;
- the northern part of Trent Hills is divided into three wards along County Roads 30 and 50;
- the western boundary for the proposed ward 2 follows County Road 30; and
- the proposed wards 4 and 5 are centred around Warkworth and Hastings respectively but include the surrounding rural areas.



Figure 6 - Preliminary Option C

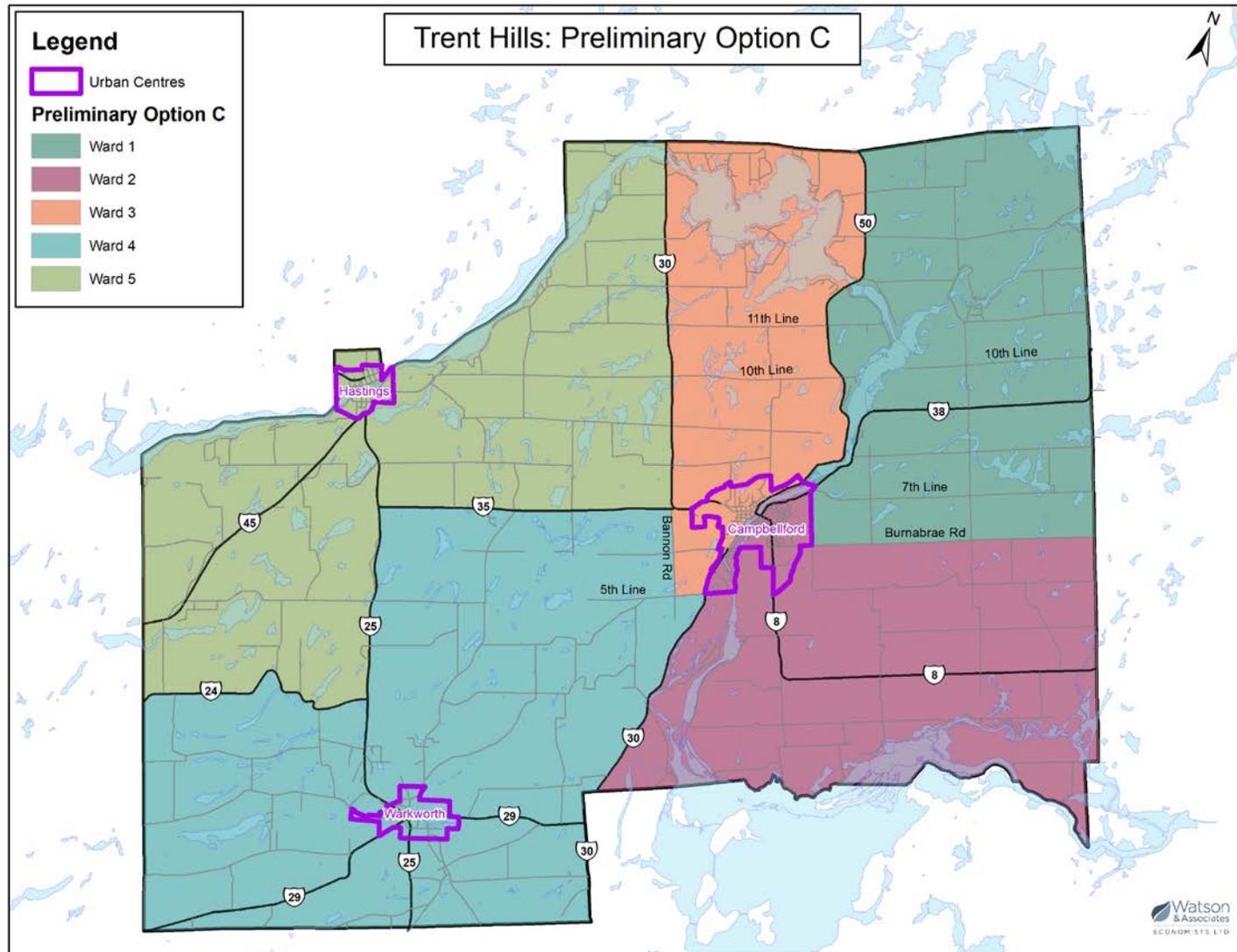




Table 4.5 - Preliminary Option C Population Distribution

Preliminary Option C				
Ward	2020 Total Population ¹	Variance	2030 Total Population ¹	Variance
Ward 1	1,970	56%	1,950	54%
Ward 2	4,890	140%	5,330	147%
Ward 3	3,710	106%	3,820	105%
Ward 4	2,850	82%	2,900	80%
Ward 5	4,020	115%	4,160	115%
Total	17,440		18,150	
Ward Average	3,490		3,630	

¹ Population represents permanent and seasonal residents and includes the Net Census Undercount of approximately 4%.

Numbers have been rounded.

Table 4.6 - Preliminary Option C Ward Configuration Evaluation Summary

Principle	Does Preliminary Option C Ward Structure Meet the Respective Principle?	Comment
representation by population	No	Two wards outside optimal range optimal
protection of communities of interest	Partially successful	Two historic settlement areas in separate wards; largest settlement area divided. One ward predominantly rural
recognition of natural or man-made barriers or dividers as boundaries	Largely successful	Most boundaries follow Trent River or County Roads with one exception (proposed ward 1 – 2 boundary)
recognition of density	Largely successful	Two lower population wards either entirely non-urban (1) or large in area (4).
recognition of areas of growth/decline	Partially successful	Ward 2 (where growth is expected) already above the optimal population figure. Others within acceptable range.;; the population in the proposed ward 2 is approaching the upper end of the optimal range



boundaries that accommodate growth/shifts in population for at least 3 municipal elections	Partially successful	Ward 2 (where growth is expected) already above the optimal population figure. Others within acceptable range.
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4.4 Preliminary Option D

Preliminary Option D is presented in Figure 7. Key features of this design include:

- the northeastern part of Trent Hills is a single ward that includes both sides of Seymour Lake and the Trent River north of 11th Line West;
- Campbellford is divided into two wards that each include rural areas;
- the population in the proposed ward 3 is just below the optimal range; the population in the proposed ward 2 is approaching the upper end of the optimal range; and
- the proposed wards 4 and 5 are centred around Warkworth and Hastings respectively but include the surrounding rural areas.



Figure 7 - Preliminary Option D

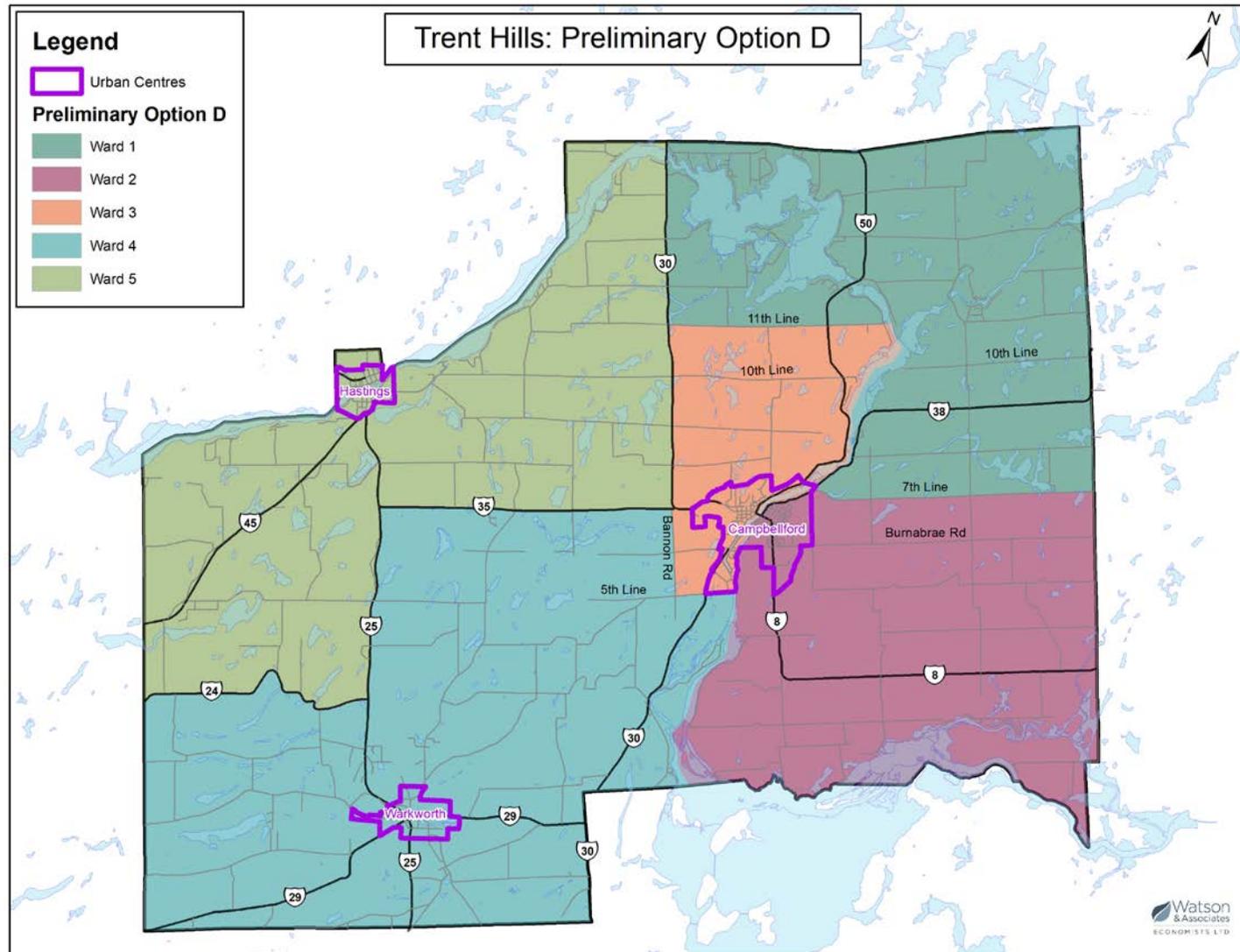




Table 4.7 - Preliminary Option D Population Distribution

Preliminary Option D				
Ward	2020 Total Population ¹	Variance	2030 Total Population ¹	Variance
Ward 1	3,500	100%	3,510	97%
Ward 2	4,050	116%	4,480	123%
Ward 3	2,570	74%	2,650	73%
Ward 4	3,300	95%	3,350	92%
Ward 5	4,020	115%	4,160	115%
Total	17,440		18,150	
Ward Average	3,490		3,630	

¹ Population represents permanent and seasonal residents and includes the Net Census Undercount of approximately 4%.

Numbers have been rounded.

Table 4.8 - Preliminary Option D Ward Configuration Evaluation Summary

Principle	Does Preliminary Option D Ward Structure Meet the Respective Principle?	Comment
representation by population	Largely successful	Two wards optimal but one just below the optimal range
protection of communities of interest	Largely successful	Two major settlement areas in separate wards; largest settlement area divided. One ward predominantly rural
recognition of natural or man-made barriers or dividers as boundaries	Largely successful	Most boundaries follow Trent River or County Roads with one exception (proposed ward 1 – 3 boundary on 11th Line West)
recognition of density	Partially successful	Lowest population ward a significant urban component. Population above optimal in two wards with large rural areas.
recognition of areas of growth/decline	Yes	Significant growth is expected in only one ward. Population growth will keep other wards within acceptable range.
boundaries that accommodate	Yes	Ward 2 (where growth is expected) nearing the upper end



growth/shifts in population for at least 3 municipal elections		of the optimal population range by 2030. Others within acceptable range.
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5. Next Steps

Residents are encouraged to complete the survey on the Preliminary Options that is found on the municipal website (see footnote 1) before August 12 to provide the Consultant Team with insights into the way the various options are evaluated by the community. Based on these responses and further analysis by the Consultant Team, a Final report with recommendations will be presented to Council on September 15.