



2020/2021 Ward Boundary Review

Town of Caledon

Preliminary Options Report

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Table of Contents

	Page
1. Background.....	1
2. Study Objective	2
3. Project Structure and Timeline.....	3
4. Existing Population and Forecast Growth in the Town of Caledon	3
4.1 Existing Population and Structure.....	4
4.2 Forecast Population Growth, 2021 to 2031.....	5
5. Public Consultation	6
6. What We Heard	7
7. Evaluation of Existing Ward Structure	11
7.1 Representation by Population.....	12
7.2 Protection of Communities of Interest and Neighbourhoods.....	15
7.3 Current and Future Population Trends.....	16
7.4 Physical Features as Natural Boundaries	17
7.5 Effective Representation	18
8. Alternative Ward Boundary Options	19
8.1 Evaluation Summary.....	35
8.2 Further Considerations	35



1. Background

The Town of Caledon has retained Watson & Associates Economists Ltd., in association with Dr. Robert J. Williams, hereinafter referred to as the Consultant Team, to conduct a comprehensive and independent Ward Boundary Review (W.B.R.).

The primary purpose of the study is to prepare Caledon Council to make decisions on whether to maintain the existing ward structure or to adopt an alternative. Other matters integral to a comprehensive review include:

- What guiding principles will be observed in the design of the wards?
- Is it appropriate to consider changing the composition (size) of Council as part of the same review?
- Is it appropriate to consider dissolving the wards to elect councillors at-large (in what the *Municipal Act, 2001* calls a “general vote” system)?

This report provides a set of alternative ward boundary designs that have been created based upon preliminary research and input received through the first round of public consultation with the residents of Caledon. The report also considers recent events at the Region of Peel Council resulting in a change to the composition and structure of that Council. The Town of Caledon’s representation on Peel Region Council was reduced, going from five representatives (the Mayor and four Regional Councillors) to three representatives (the Mayor and two Regional Councillors). This effectively reduces the size of Caledon’s Council from nine members (Mayor, four Local Councillors and four Regional Councillors) to seven members (Mayor, four Local Councillors and two Regional Councillors). These changes will take effect for the 2022 election.

Normally, W.B.R.s do not venture into the issue of the composition of council unless directed to do so. In light of the reduction of Regional Council seats, it is prudent to consider if adding two wards with two Local Councillors to Caledon Council is appropriate. At present, each ward has one Regional and one Local Councillor to handle what might be termed constituency services but after 2022 there will only be two Regional Councillors handling such responsibilities. Replacing them with two additional Local Councillors will not add costs to the operation of Council and will assist in maintaining constituency services for residents.



This review is premised on the democratic expectation that municipal representation in Caledon would be effective, equitable, and an accurate reflection of the contemporary distribution of communities and people across the Town.

2. Study Objective

The project has a number of key objectives:

- Develop a clear understanding of the present ward system, including its origins and operations as a system of representation;
- Evaluate the strengths and weaknesses of the present ward system on the basis of guiding principles adopted for the study;
- Develop and conduct an appropriate consultation process in accordance with Caledon's public engagement practices during the coronavirus (COVID-19) public health emergency to ensure community support for the review and its outcome;
- Prepare population projections for the development and evaluation of alternative electoral structures for the 2022, 2026, and 2030 municipal elections; and
- Deliver a report that will set out recommended alternative ward boundaries to ensure effective and equitable electoral arrangements for Caledon, based on the principles identified.

In October 2020, the Consultant Team prepared a Discussion Paper that set out:

- The basic electoral arrangements in Caledon;
- Council's legislative authority to modify electoral arrangements in the Town;
- A sketch of potential modifications open to Council (the size of Council, the method of election for councillors, alternative ward configurations); and
- Guiding principles that could be considered by a municipality when establishing or modifying its ward system.¹

The purpose of this Preliminary Options Report is to provide:

- A summary of the work completed to date;

¹ <https://www.caledon.ca/en/government/resources/Documents/council-town-administration/Ward-Boundary-Review-Discussion-Paper-2020.pdf>



- A summary of the information received from the public engagement sessions and tools, such as the survey and website; and
- A series of initial ward boundary options for consideration.

After the release of this report, the public will once again be engaged to provide feedback on each alternative model.

3. Project Structure and Timeline

Council adopted the terms of reference for the W.B.R. prior to work beginning on this project. Work completed to date includes:

- Research and data compilation;
- Interviews with councillors, the Mayor, and municipal staff;
- Public consultation on the existing ward structure;
- Council workshop; and
- Development of preliminary ward boundary options.

Following public health guidelines on gatherings, the Consultant Team conducted the initial round of public consultation (five sessions) electronically. Subsequent rounds of public consultation will also be conducted virtually in adherence to public health guidelines on gathering during the COVID-19 pandemic.

4. Existing Population and Forecast Growth in the Town of Caledon

As previously discussed, a basic premise of representative democracy in Canada is the notion that the geographic areas used to elect a representative should be reasonably balanced with one another in terms of population. Accordingly, a detailed population estimate for the Town of Caledon, including its constituent wards and communities, was prepared to allow evaluation of the existing ward structure and subsequent alternatives in terms of representation by population in the current year (2021).

The Town of Caledon is forecast to experience significant and urbanized (Bolton and its surrounding area and Mayfield West) population growth over the next decade and beyond. For this reason, it is important that this study assesses representation by population for both existing and future year populations. In accordance with the study



terms of reference, the analysis considered representation of population over the next three municipal elections through to 2031. A population and housing forecast for the Town for the early-2021 to mid-2031 period was determined, and the results of this analysis are discussed below.

4.1 Existing Population and Structure

As mentioned, this study needs to look at the existing as well as future population distribution. An early-2021 population estimate was prepared by utilizing the 2016 Census and a review of building permit activity from 2016 through 2020, with an assumed six-month lag from issuance to occupancy. Caledon's estimated 2021 population is 75,460.¹ The Town's 2021 total population is presented by community area in Table 4-1. As shown, the Bolton and rural communities are currently home to three-quarters of the existing population (56,640 people) where the growing Mayfield West community currently represents 18% of Caledon.

Table 4-1: 2021 Population by Community

Community	2021 Population	Population Share
Bolton ¹	29,450	39%
Caledon East	5,340	7%
Mayfield West ²	13,470	18%
Rural	27,190	36%
Town of Caledon	75,460	100%

¹ Includes the community of Bolton, Bolton Study Area and Bolton 1.

² Includes the community of Mayfield West, Mayfield West Phase 2 and Phase 3.

Derived from Region of Peel, draft 2051 municipal growth allocation Dec 2020 – subject to further refinement and Regional Council approval.

¹ Reflects an early-2021 population estimate and includes Census undercount of approximately 3.8%.



4.2 Forecast Population Growth, 2021 to 2031

The Consultant Team prepared a Town-wide population forecast for the early-2021 to mid-2031 period that is consistent with the Region of Peel draft 2051 municipal growth allocation for the Town of Caledon.¹ Community-level growth allocations were developed using the Region's small geographic units (S.G.U.) allocations aggregated to the community and ward levels.

By 2031, Caledon's population is anticipated to grow by approximately 37,600, bringing the total population (including undercount) to approximately 113,060, an increase of approximately 50%. Similar to much of the Greater Toronto Area (G.T.A.) municipalities, a significant amount of growth is expected within existing settlement areas such as Bolton and Mayfield West. These two settlements are no different as a majority (90% or 33,840 people) of this growth is anticipated to occur within the Bolton (and expansion areas) and the Mayfield West communities, with modest growth anticipated within Caledon East (2,870 people). Mayfield West alone is expected to grow from 13,470 to 36,690 people with a majority of this growth to occur on the west side of Highway 410. The remaining rural areas and hamlets of Caledon are expected to grow by 900 people collectively as shown below in Table 4-2.

Table 4-2: Population Growth by Community, 2021 to 2031

Community	2021 Population	2031 Population	2021-2031 Growth
Bolton ¹	29,450	40,070	10,620
Caledon East	5,340	8,210	2,870
Mayfield West ²	13,470	36,690	23,220
Rural	27,190	28,090	900
Town of Caledon	75,460	113,060	37,600

¹ Includes the community of Bolton, Bolton Study Area and Bolton 1.

² Includes the community of Mayfield West, Mayfield West Phase 2 and Phase 3.

Derived from Region of Peel, draft 2051 municipal growth allocation Dec 2020 – subject to further refinement and Regional Council approval.

Note: Numbers may not add due to rounding.

¹ Region of Peel, draft 2051 municipal growth allocation December 2020 – subject to further refinement and Regional Council approval.



5. Public Consultation

The W.B.R. incorporated a public engagement component that was delivered virtually and designed to:

- Inform residents of Caledon about the reason for the W.B.R. and the key factors that were considered in the review; and
- Engage the residents in a manner that provides valuable input to the evaluation of the existing ward structure and the development of alternative ward boundaries.

Following public health guidelines put in place following the COVID-19 outbreak, five virtual public open houses were conducted throughout early to mid-November. The Consultant Team's presentation and other information about the review, including the audio recording of the Virtual Public Open Houses, are available on the Town's website:

<https://www.caledon.ca/wbr>

Through the public consultation sessions, a survey, and the project website's online comment/feedback form, participants were invited to provide their input/opinions with respect to the following:

- Existing Ward Structure – Strengths and weaknesses of the current ward structure.
- Guiding Principles – Which guiding principles should be given the greatest priority in the development of ward boundaries?

The feedback and comments collected through the public consultation process are reflected in the analysis presented below and have helped inform the preliminary set of ward options. While public input from consultation provides valuable insight into the review, it is not relied on exclusively. The Consultant Team utilized the public input in conjunction with its professional expertise and experience in W.B.R.s, along with best practices, to develop the preliminary options presented herein. The public will have another opportunity throughout March and April to comment on alternative ward system options.



6. What We Heard

As discussed in this report, the Consultant Team has solicited feedback from staff, Council, and the public in the Town of Caledon through three main avenues:

- Interviews with members of Council, the Mayor, and key members of staff including a Council Workshop;
- Five virtual public engagement sessions; and
- A survey and engagement website where comments were collected.

The Town of Caledon created a project web page for documents and information about the W.B.R. All communications directed people to that page using social media and other outreach platforms. People could visit the site, read some context, download a background report and, most importantly, were urged to complete a survey.

There was a good level of public participation in the W.B.R. public consultation process. Twenty-two (22) people registered for the open houses, with around 25 attendees in total. Each open house engagement session was done on an online video call-in platform where residents had the ability to sign in using their computers through the internet or, if technology or internet was a concern, there was also the option to call in (toll free) via telephone. A presentation and informational video were shown, followed by a question-and-answer session and discussions. Participants had the option to ask questions or leave comments either verbally or through the written comments during registration. The Town advertised the open houses through various means including the website, newspaper advertisements, and a social media campaign. Further, notices were given through the Town's weekly newsletter, for which residents could sign up at www.caledon.ca/enews.

In addition to the public information sessions, there are a number of resources available on the aforementioned web page dedicated to this W.B.R. process. Between July 1, 2020 and March 10, 2021, there were over 2,400 unique views of the W.B.R. website. One communications tool available on the website was a short explainer video, which detailed the W.B.R., and was available at <https://vimeo.com/448934001>. This video had 81 unique viewers. The Town's social media presence was also used to raise awareness of the project and advertise important dates and events – 14 posts were made to inform residents about the review, direct them to quizzes and surveys, and to promote the open houses. The online survey received 244 responses and asked for



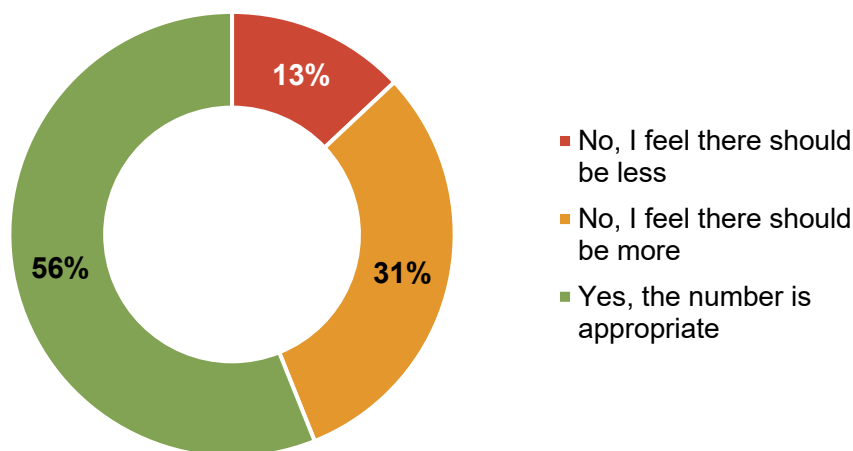
residents' thoughts about the strengths and weaknesses of Caledon's wards, as well as on the guiding principles framing this study.

Through each avenue, the Consultant Team has heard a number of consistent and important points about the current ward system and the principles used to guide this W.B.R.

1. There are strong rural and agricultural interests and many well-established hamlets that are not specifically represented on Council. There were numerous comments expressing concern about rural representation, such as one resident who said, "the needs and vision of [urban and rural] residents will be vastly different but the infrastructure must be available for both." It must be noted, however, that an outsized portion of survey respondents reside in the predominantly rural Ward 1 (see Figure 6-3), and so it is likely that the concerns of rural dwellers are over-represented in the survey results.
2. Adding wards is not explicitly in the mandate of this W.B.R. The Consultant Team, however, has heard that adding extra voices to the Council table may be prudent in the future to contribute to the democratic needs of the community. This is especially relevant considering the decisions made by the Region regarding Caledon's representation. Residents, when asked if the Town had the right number of councillors, were largely split over the issue with 56% responding "yes" and 44% "no" – 31% indicated that Council size should be increased (Figure 6-1).



Figure 6-1: Does the Town have the right number of councillors?



Given councillors in Caledon are part time, the cost to add councillors would be somewhat modest in relation to the Town's overall budget and could increase the quality of representation across the community. As addressed earlier in this report, it is important to note that the overall size of Caledon's Council is being reduced because of the reduction in Regional representation. These developments were ongoing during the first phase of the study and the survey results may not fully address what residents feel about Caledon's Council size in relation to the overall reduction in Regional representatives.

A ward system with additional wards may be reasonable to consider as an alternative to the current model.

3. In the survey conducted primarily in October 2020, respondents were encouraged to rank the guiding principles they believed should be given the greatest priority during the W.B.R. Respondents were asked to rank each principle in order of priority. Of the five guiding principles (described in the Discussion Paper and below), the survey found strongest support for Effective Representation, with 38% of respondents ranking it as the most important principle (and with 29% ranking it the second most important). Effective Representation is largely dependent on the other guiding principles being achieved and, when analyzing responses in the survey, there was a strong feeling that Effective Representation was related to a better representation of the

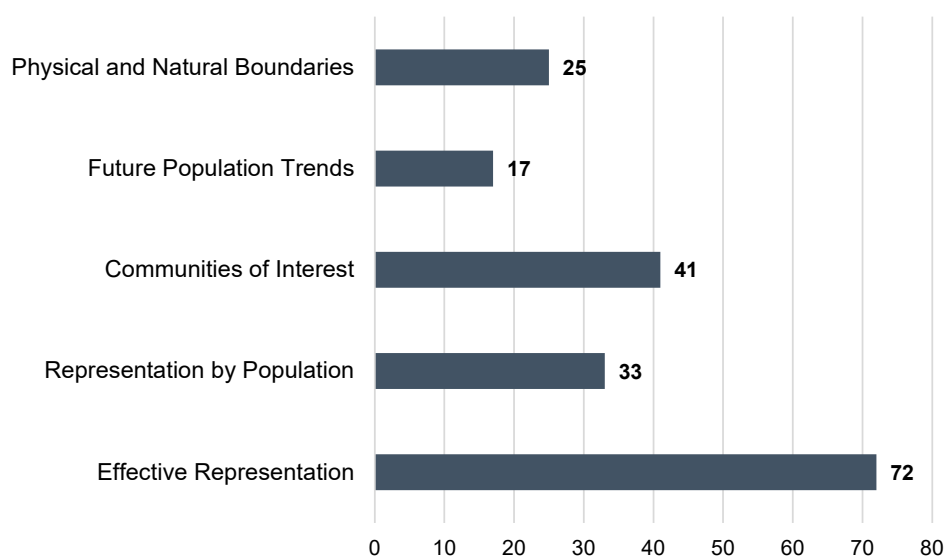


communities within Caledon. Of the 188 respondents who answered this survey question, 22% ranked it most important, and 27% ranked it second most important – a clear second place behind Effective Representation.

Representation by population and current and future population trends were also deemed important in terms of their priority, reflecting the importance that future population growth will play in any ward boundary design. The future population trends principle was not a popular choice for top priority (9%) but was ranked as second most important by 21% of respondents, and as third most important by 31%. Representation by Population was more commonly chosen as the first priority (18%), with 31% of respondents ranking it highly, as either first or second priority.

It is difficult to say that any one of the principles is necessarily more important than another and they may occasionally conflict with one another. Getting a sense of the priority the community places on these principles, aids in the work of the W.B.R. and the consideration and design of new ward reconfigurations.

Figure 6-2: Principles Ranked as Top Priority

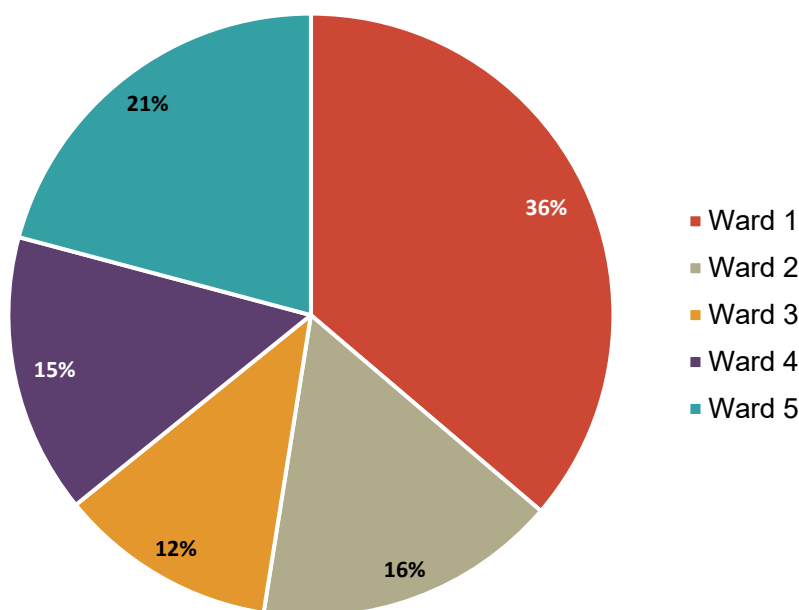


- Each of Caledon's wards were fairly well represented by survey respondents. Ward 1 had the highest turnout, with 35% of respondents, and Ward 3 was lowest, with 12%, as shown in Figure 6-3, below. It should be noted that there is some difference when the survey results are broken down by ward. For



example, representation by population was not a priority for residents of Wards 1 and 3, with only 12% of Ward 1 residents ranking it as either first or second priority, and 29% of Ward 3 residents doing likewise. In contrast, 53% of Ward 5 residents ranked it as first or second priority, and 46% of Ward 2 residents. This pattern was similar for respondents' prioritization of future population trends – 46% of Ward 2 residents, and 38% of Ward 5 residents ranked it either first or second priority, compared to 18% in Ward 1 and 25% in Ward 3. This discrepancy may be in part reflective of an urban-rural divide within Caledon, as those living in the more urbanized areas of Bolton and Mayfield West placed greater emphasis on population parity. Interestingly though, recognition of communities of interest was placed as a fairly high priority irrespective of ward – in Wards 1, 3, and 4 just over half of respondents ranked communities of interest as either first or second priority, while this was only slightly lower in Wards 2 and 5, at 42% in both.

Figure 6-3: Responses by Ward



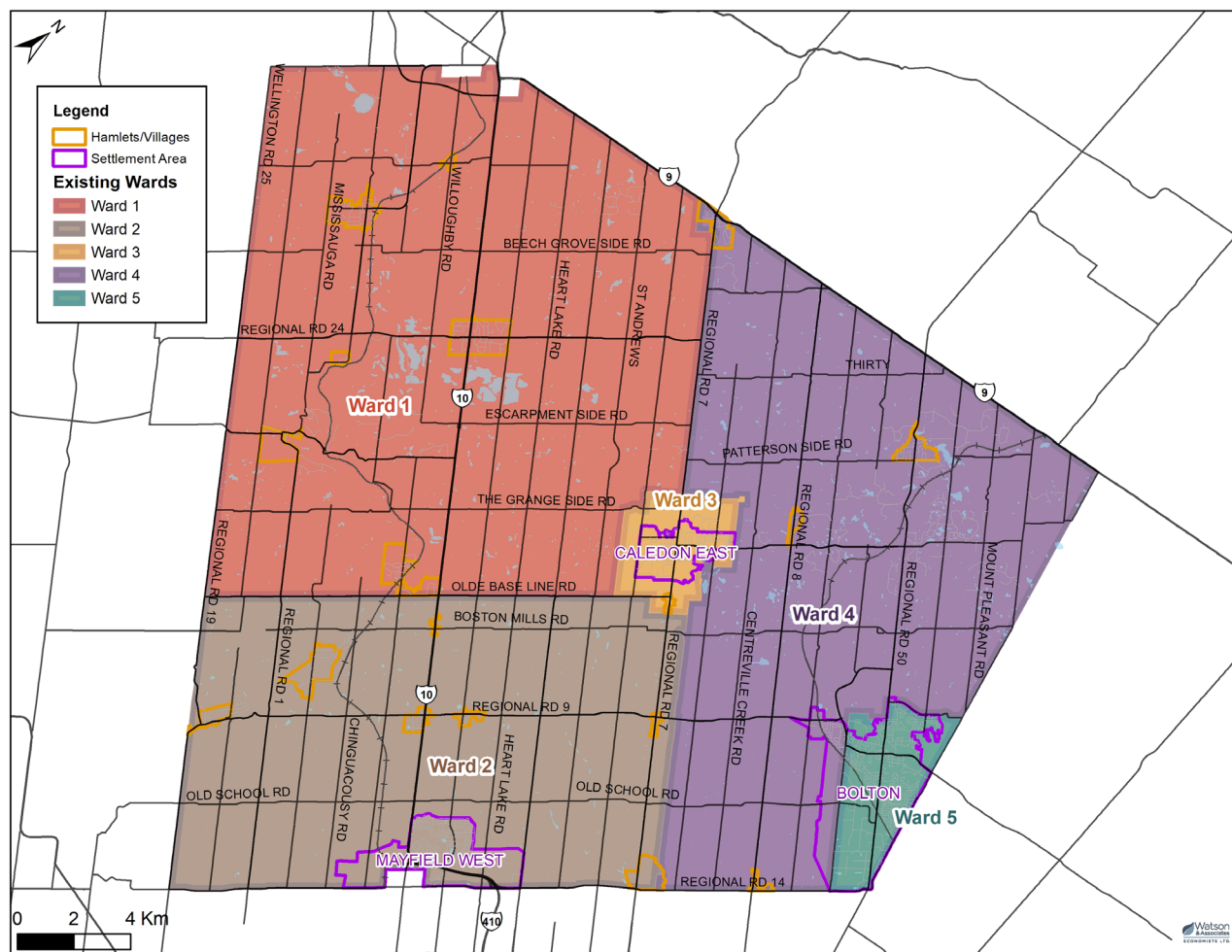
7. Evaluation of Existing Ward Structure

The survey conducted as part of the initial phase of public consultation also asked respondents to assess the current wards in terms of their strengths and weaknesses.



These responses can be used to add depth to the preliminary evaluation of the existing ward structure included in the Discussion Paper that addressed the wards in terms of the guiding principles. This section revisits that evaluation, integrating information received during consultation. The current wards are presented in Figure 7-1 for reference purposes.

Figure 7-1: Existing Ward Structure



7.1 Representation by Population

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. This is the concept of representation by population (“rep by pop”) or “one person, one vote” – where the vote of any one person carries



roughly the same weight as that of any other person. In some places (such as parts of the United States) 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 Carter decision¹, however, the majority of the Supreme Court understood that Canadian electoral law has never been driven by the need to achieve “full parity” in the population of electoral divisions. The Court concluded that some degree of variation from parity (“relative parity”) may be justified and, at times, even necessary “on the grounds of practical impossibility or the provision of more effective representation.”

Since there are variations in the densities and character of communities and neighbourhoods across Caledon, the guiding principles make clear that some flexibility in applying the principle of representation by population is acceptable. That is, the concept of “equitable” (that is, fair) representation – not necessarily “equal” representation – is legitimate, although the closer the population of the wards is to parity, the more the entire design can be assessed as successful.

As a working premise, a range of variation of 25% above or below the optimal ward population will be considered acceptable. This is a rather generous range of tolerance from parity, but in the absence of any guidance in the *Municipal Act, 2001* or provincial regulations, it is based on long-standing parameters for the federal redistribution process. The goal in any case will be to reduce the range of variation among the wards as much as possible.

Moreover, in our opinion, developing wards within a narrower range of population variation would make the achievement of the other recognized guiding principles difficult to achieve successfully. It is important to note that the 1994 Ontario Municipal Board decision that established Caledon’s current ward boundaries, explicitly did “not meet the generally accepted representation by population criteria” since the Board’s recommendation “very closely align[ed] itself with the communities of interest,” that is “the historic boundaries” of the pre-amalgamation municipalities.

The degree of parity in each ward will be determined through the calculation of what will be called an “optimal” ward in Caledon, a figure computed by dividing the number of wards (in this case assumed to be four as Wards 3 and 4 are combined and

¹ Reference re: Provincial Electoral Boundaries (Saskatchewan) [1991] 2 S.C.R.



represented by one Local Councillor) by the total population of the Town. The population of a ward will be considered “optimal” when it falls within 5% above or below that number. Note that as the overall population changes, the optimal size of a ward will also change.

An example of optimal sizes for Caledon’s existing ward system for the 2021 and 2031 populations is shown below in Table 7-1.

Table 7-1: Optimal Range for a Four-Ward System

Symbol	Description	Variance	2021 Population Range	2031 Population Range
OR+	Outside Range - High	25%	23,588	35,338
O+	Above Optimal	5%	19,814	29,684
O	Optimal Population Range	-	18,870	28,270
O-	Below Optimal	-5%	17,927	26,857
OR-	Outside Range - Low	-25%	14,153	21,203

Based on the Town’s estimated overall 2021 population (75,460), the optimal population size for a ward in a four-ward system in Caledon would be 18,870.

Table 7-2: Estimated Population by Existing Ward, 2021

Ward	Estimated Population 2021 ¹	Variance	
1	10,050	0.53	OR -
2	18,830	1.00	O
3/4	21,800	1.16	O+
5	24,790	1.31	OR+
Total	78,460	Optimal	18,870

Source: Watson & Associates Economists Ltd.

Population includes Census undercount of approximately 3.8%.

Note: Numbers have been rounded.



Population data suggests that one ward is well below the acceptable range of variation and one ward is above the acceptable range of variation. One ward is above the optimal range and one ward is precisely at the optimal range.

Based upon the empirical evidence and the observations of many survey respondents, the present wards fail to adhere to the representation by population principle.

7.2 Protection of Communities of Interest and Neighbourhoods

The first principle is based on the number of people who reside in the Town, but people live in a neighbourhood or community and that is typically the most identifiable geographic point in most people's lives: it is where they make their home. More importantly, the responsibilities of the Town are also closely associated with where people live, such as 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 comes from a recognition that geographic location brings shared perspectives that the representational process should seek to reflect.

Care should be taken to ensure communities of interest remain intact during the design of ward boundaries. Such communities represent social and economic groups that may have deep historical roots, but they can also be social, economic, or religious in nature, depending on the history and composition of the municipality in question.

This principle addresses two perspectives: what is divided by ward boundaries, and what is joined together? 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 be cohesive units composed of areas with common interests related to representation, not just contrived arithmetical divisions of the Town.

Wards should have a "natural" feel to those that live within them, meaning that they should have established internal communication and transportation linkages, and boundaries should be drawn taking existing connections into consideration. This is done to avoid creating wards that combine communities with dissimilar interests and no obvious patterns of interaction.



The Town of Caledon consists of unique hamlets, villages, and neighborhoods many with historical significance. The Town is also a large geographic area with a mix of rural and urban lands with a growing and urbanizing population. The existing wards, as mentioned earlier, largely reflect the community of interest principle but from a decision that was made in 1994. This principle needs to be re-examined in the context of how Caledon has grown and been settled since then. For example, all of Bolton's urban area was contained within one ward in 1994 but today it is located in two, thereby adding an urban component to a predominantly rural ward. The fast growing and urban Mayfield West area has changed the character of the existing Ward 2. The Consultant Team has been trying to determine the importance of these changes to the residents of Caledon.

Views have been diverse and varied and seem to depend largely on where residents are located in the municipality. The survey results indicated that more than half the respondents who live in Wards 1, 3, and 4 ranked community of interest as their first or second priority, whereas respondents in Wards 2 and 5 said representation by population should be the first or second priority.

7.3 Current and Future Population Trends

The composition of Caledon's wards should adequately accommodate future growth and population shifts to maintain the representation by population principle over time. Caledon is, and has been, growing quite rapidly which spurred the need for a W.B.R. now. This principle seeks to ensure that a ward design does not merely "catch up" with such changes, but addresses the Town's future by giving some weight to projected population growth within the Town. In other words, it encourages the design of wards that will not be out-of-date the day after they are adopted.

The Town's population is forecast to grow by approximately 50% over the next ten years. This population growth will not be distributed equally across the Town and much of it will be concentrated in the urban or urbanizing areas of Bolton and Mayfield West. This will have continued impacts on population distribution amongst the wards. Ward 1 will fall well below the optimal range at 36% of the average ward population. Ward 2 that is now at the exact optimal ward population will be almost 50% above the optimum by 2031 with projected population growth in Mayfield West.



Based upon the empirical evidence and the observations of many survey respondents, the present wards are unlikely to ensure that the representation by population principle can be sustained over the next decade.

Table 7-3: Existing Wards Population Distribution, 2021 and 20321

Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Existing Wards						
Ward 1	10,050	0.53	OR-	10,100	0.36	OR-
Ward 2	18,830	1.00	O	41,960	1.48	OR+
Ward 3/4	21,800	1.16	O+	35,670	1.26	OR+
Ward 5	24,790	1.31	OR+	25,340	0.90	O-
Total	75,460			113,060		
Average	18,870			28,270		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

7.4 Physical Features as Natural Boundaries

Ward boundaries should be easily recognizable and take advantage of natural and built geographic features. Many of these features already tend to separate communities within the Town, which usually explains their historical use as boundary lines between existing wards.

Ward boundaries in Caledon were deliberately based on the boundaries of the pre-amalgamation municipalities and were largely maintained in the 1994 Ontario Municipal Board order. At that time, the Board chair referred to “the traditional geographic boundaries that are well-known to all of the citizens in the area” and that “appear to have significant meaning for those who appeared before the board.” Many of these lines may still have historical significance to long-time residents, but the question must be asked if they still have significance to the number of residents who are new to Caledon, or do they still reflect growth patterns (i.e. urban boundaries).

On the whole, the boundaries of the existing wards are identifiable and use significant roads or features as boundaries.



7.5 Effective Representation

As stated above, the four principles are subject to the overarching principle of “effective representation,” meaning that each resident should have comparable access to an elected representative and each councillor should speak on behalf of an equal number of residents. Deviations from population parity can be justified if they contribute to more effective representation.

Effective representation is a concept that is premised on the on-going relationship between residents and elected officials – not just on the way the resident is “counted” on election day, although that is an important component of a fair system of representation. Are the individual wards plausible and coherent units of representation? Are they drawn in such a way that representatives can readily play the role expected of them? Do they provide equitable (that is, fair) access to councillors for all residents of the municipality?

The combination of accelerating population imbalances, the mix of neighbourhoods and communities within some of the wards, and changing settlement and growth patterns, all suggest that the present wards in Caledon do not contribute to effective representation.

It bears repeating that this principle is not directed at the way present members of Caledon Council perform their responsibilities but assesses the features of the electoral system and how they enhance or restrict the capacity of residents to be represented fairly at election time and throughout the term of the Council. In many ways, the present ward system in Caledon is an obstacle to overcome rather than a contribution to effective representation.

In the Discussion Paper prepared in phase 1 of this study (available on the Towns webpage), we provided an initial evaluation of the current ward system. For the most part, the current arrangements failed to meet the principles in place for the W.B.R. We have since taken the feedback received through our various engagement activities and again, for the most part, members of the public have confirmed many of our initial perceptions. The current system largely fails to meet the W.B.R. principles and cannot be said to serve the residents of the Town of Caledon well.



Figure 7-2: Present Caledon Ward Configuration Evaluation Summary

Principle	Does the Current Ward Structure Meet the Respective Principle?	Comment
Representation by Population	No	Two wards are outside the acceptable range of variation.
Communities of Interest	No	Three of the wards are not coherent electoral units because of spillover of urban population; limited natural, social, or economic connections within them.
Future Population Trends	No	One ward is outside the acceptable range of variation and one ward is below optimal.
Physical and Natural Boundaries	Largely successful	Most markers used as boundaries of the wards are straightforward with some exceptions.
Effective Representation	No	Effective representation is hindered by uneven population distribution and inclusion of rural residents in wards with a predominantly urban population.

Levels of evaluation for how the Guiding Principles are met

Yes	Largely successful	Partially successful	No
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8. Alternative Ward Boundary Options

The evaluation of the current ward system in Caledon suggests that there are identifiable shortcomings when evaluated against the guiding principles for this review. Council could still choose to retain the status quo by turning down all recommended options for an alternative ward configuration. That decision, however, could result in a petition submitted under section 223 of the *Municipal Act, 2001*. The analysis presented here suggests that it could be difficult for the Town to defend the existing ward system before the Local Planning Appeal Tribunal (LPAT) (formerly the Ontario Municipal Board).



If Council decides to change the ward boundary system, what would alternatives look like? The Consultant Team has prepared five preliminary options examining possible ward re-configurations. Two of the options retain the existing four Local Councillor system and have assumed four wards. Keeping the identifiable communities of interest intact, creating wards with roughly equal populations and providing for effective representation throughout Caledon poses a significant challenge, given the large geography and population concentrations discussed above. There were also the additional impacts of the composition change on Regional Council to consider. In response to this challenge, three of the five options consider increasing the number of councillors/wards; one option considers five wards, and two options consider six wards. The preliminary options included herein are concepts intended to highlight the various configurations available in relation to the guiding principles and aforementioned issues.

Preliminary Option 1:

This option is based on four wards and has some similarities to the existing system. The urban area of Bolton is contained within one ward. Ward 1 continues to be a mostly rural northern ward, albeit now larger than its current arrangement and stretching across the entire municipality. Caledon East continues to have an association with parts of the existing Ward 4 but only the southern half, and has now added the southwestern portion of the municipality to its ward, with the exception of Mayfield West which is now contained within its own ward.

The 2021 population distribution includes one proposed ward (Ward 4) that is well above the acceptable range and one ward (Ward 3) that is just below the acceptable range. Ward 2 is within the acceptable range and Ward 1 is in the ideal or optimal range. The 2021 population distribution is not perfect, however as Table 8-1 shows, it comes very close and when incorporating future population projections, there is even better population distribution. In 2031, populations in Wards 2 and 3 are both projected to be in the optimal range (both within 3% of the average) and Ward 3 is expected to be just above the acceptable range with a population about 30% higher than the average. Ward 1's population is projected to fall below the acceptable range.

This option retains some familiarity to the existing system while providing fairly good population parity amongst the wards both now and when incorporating future population projections. Most of the boundary lines are clear and easy to identify and both the urban and rural areas of Caledon are recognized.





Table 8-1: Preliminary Option 1 – Population by Proposed Ward

Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Preliminary Option 1						
Ward 1	18,380	0.97	O	18,780	0.66	OR-
Ward 2	14,830	0.79	O-	28,470	1.01	O
Ward 3	13,470	0.71	OR-	36,690	1.30	OR+
Ward 4	28,780	1.53	OR+	29,120	1.03	O
Total	75,460			113,060		
Average	18,870			28,270		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Figure 8-2: Preliminary Option 1 Evaluation Summary

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	Largely successful	One ward is well outside the acceptable range of variation, one ward is slightly below the range and two wards are in the acceptable range with one ward at optimal size.
Protection of Communities of Interest and Neighbourhoods	Largely successful	Two urban and two largely rural wards, similar areas and hamlets contained in the same wards.
Current and Future Population Trends	Largely successful	Population parity remains adequate when incorporating significant projected growth. Two wards are in the optimal population range.
Physical Features as Natural Boundaries	Yes	Clean and recognizable features serve as boundaries.
Effective Representation	Largely successful	Most principles contributing to effective representation are met. Two very large rural wards may have an impact on representation. Short-term population imbalances in one ward.



Preliminary Option 2:

This option is based on four wards and focuses on the communities of interest in Caledon, and the two “urban” wards include the more rural periphery areas around the urban settlement areas (Ward 2 and Ward 4). In this option, Caledon East continues to have an association with the existing Ward 4. Ward 1 remains a larger predominantly rural ward but in this option now goes all the way south to Old School Road and also includes the village of Mono Mills.

The 2021 population distribution is fairly good and includes only one proposed ward (Ward 4) that is well above the acceptable range. The three remaining wards are all within the acceptable range (Table 8-2). When incorporating projected population growth, population parity amongst the wards is not retained. In 2031, none of the four wards are within the acceptable range, with Ward 1 having a projected population of just above 14,000, Ward 2 at 39,000, and Ward 4 at more than 41,000.

While this option considers many of the guiding principles, the residents of Caledon must decide if future population trends and associated population disparities are an acceptable trade-off to retain wards that identify strongly with both historical and growing communities.



Figure 8-3: Preliminary Option 2

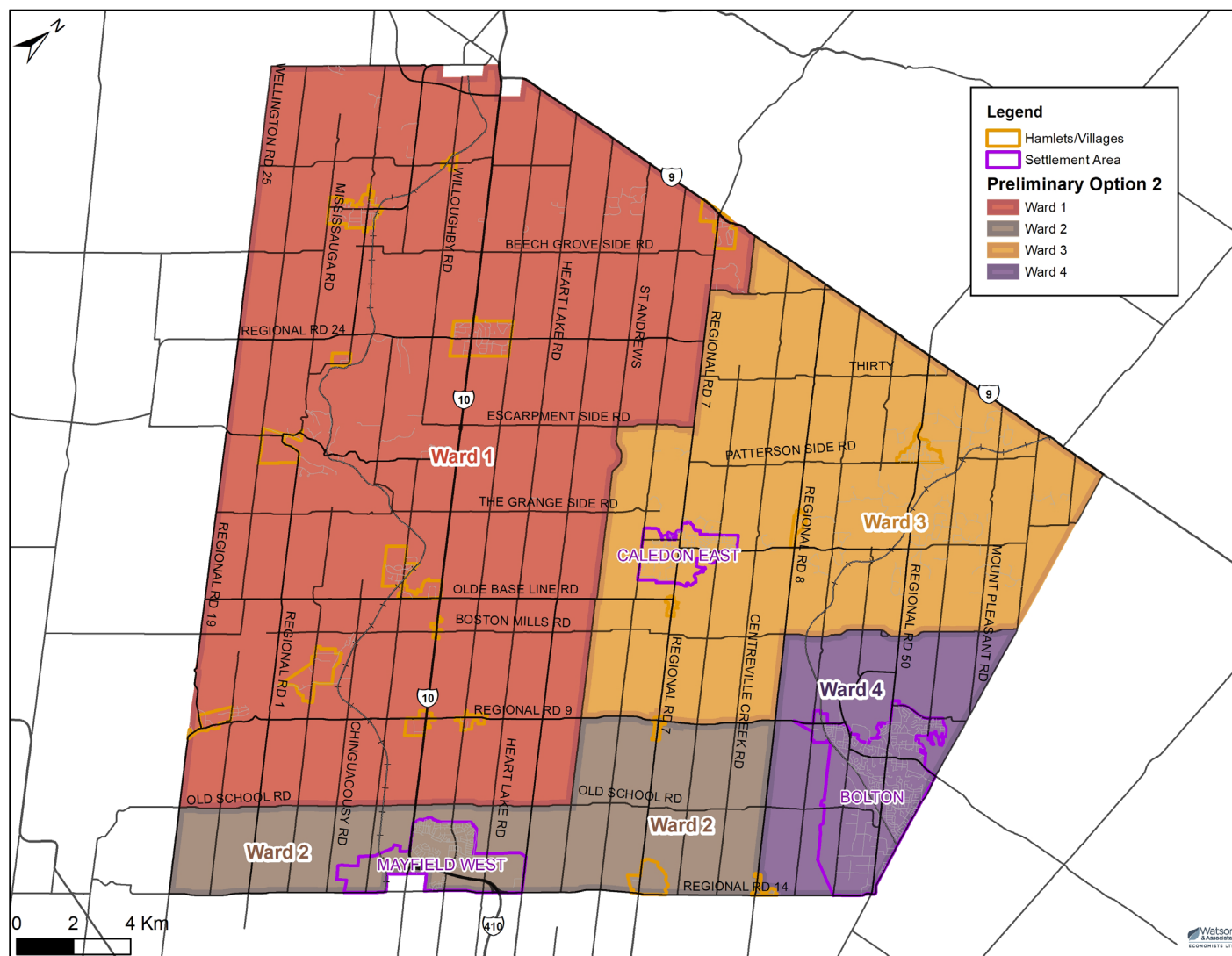




Table 8-2: Preliminary Option 2 – Population by Proposed Ward

Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Preliminary Option 2						
Ward 1	14,360	0.76	O-	14,260	0.50	OR-
Ward 2	15,860	0.84	O-	39,000	1.38	OR+
Ward 3	15,190	0.80	O-	18,540	0.66	OR-
Ward 4	30,050	1.59	OR+	41,260	1.46	OR+
Total	75,460			113,060		
Average	18,870			28,270		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Figure 8-4: Preliminary Option 2 Evaluation Summary

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	Partially successful	In the short term, three of the four wards are within the acceptable population range.
Protection of Communities of Interest and Neighbourhoods	Largely successful	Wards recognize historical and growing communities and consist of plausible groupings of villages and hamlets throughout the municipality.
Current and Future Population Trends	No	All wards are outside the acceptable range of variation.
Physical Features as Natural Boundaries	Yes	All boundaries are clear and recognizable.
Effective Representation	Largely successful	Most principles contributing to effective representation are met. Future population disparities amongst wards will exist as urban areas grow.



Preliminary Option 3:

As discussed in earlier sections of this report, for a variety of reasons, the Consultant Team considered ward boundary options that included more than four wards. This option is based on six wards and, similar to Option 2, focuses on the communities of interest in Caledon. The two additional wards and Local Councillors would also keep Caledon's Council the same size as it exists today, recognizing the loss of the two Regional Councillors. Ward 1 is similar to Option 2 but the village of Mono Mills is now in the proposed Ward 2 which is a largely rural north-eastern ward surrounding the areas of Caledon East and running south to Boston Mills Road. Mayfield West continues to remain in one ward but with a larger periphery area than in Option 1 (similar to Option 2). One of the biggest differences between Option 3 and Options 1/2 outside of the additional wards, is that Bolton is now split into two and contained in two separate wards. This division within Bolton was developed by recognizing both the population disparities and the different communities of interest within Bolton.

The recognition and focus on communities in this option has resulted in only two of the six wards with populations in the acceptable range. Two of the wards are only slightly above and below the acceptable range (Wards 5 and 6) but two wards are well below the acceptable range and have estimated 2021 populations below 10,000 (Table 8-3). Population parity improves slightly in 2031 with three wards with populations in the acceptable range. One ward, however, remains well below the acceptable range (Ward 2) and with projected growth in Mayfield West, Ward 3's population grows well above the acceptable range with a projected population almost 2.5 times the system average.

This option continues to consider the full breadth of the guiding principles but places a greater emphasis on having wards that recognize Caledon's historical communities and the important rural and urban nature and mix present. As a result, some of the population disparities are fairly extreme.



Figure 8-5: Preliminary Option 3

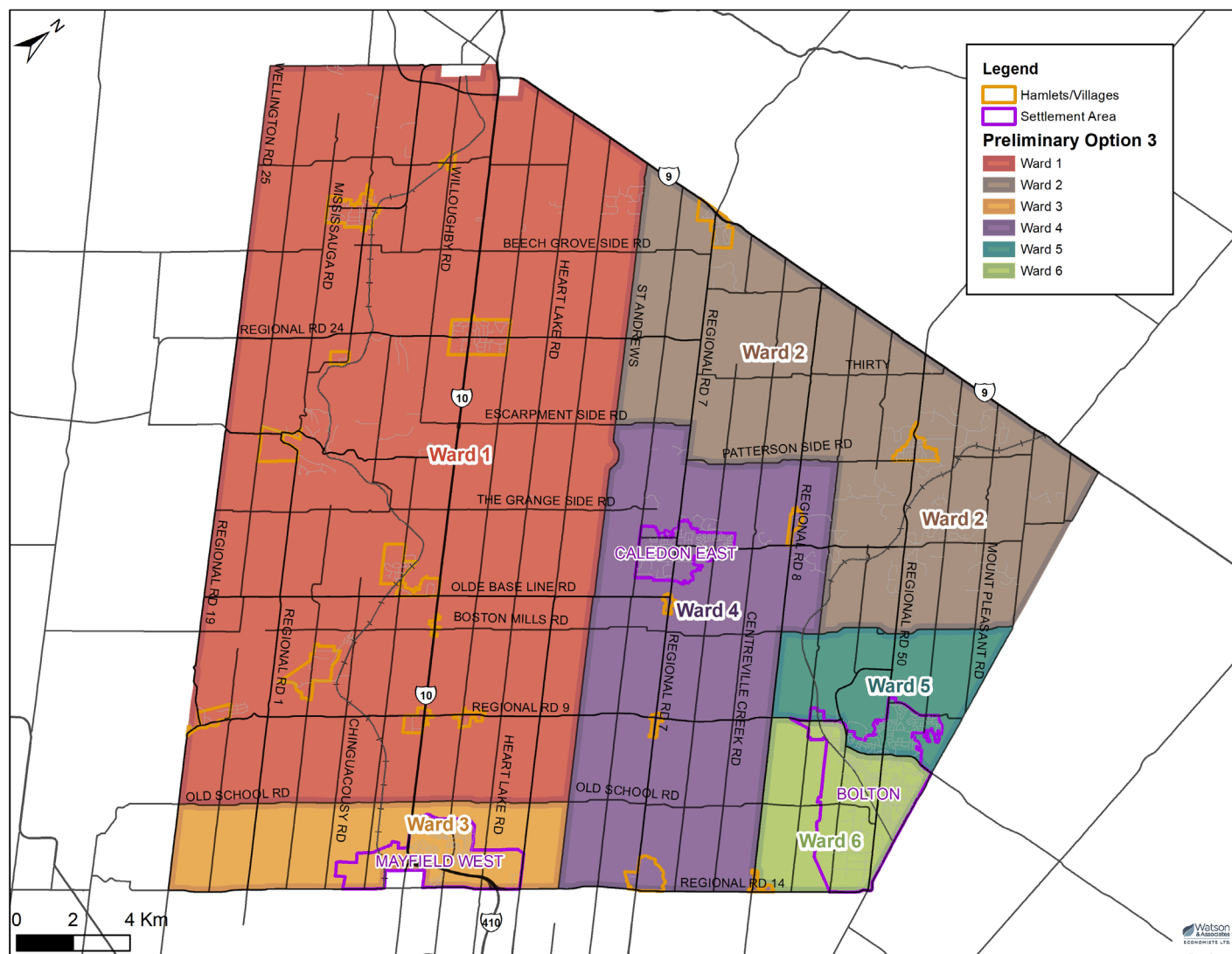




Table 8-3: Preliminary Option 3 – Population by Proposed Ward

Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Preliminary Option 3						
Ward 1	13,070	0.87	O-	12,880	0.85	O-
Ward 2	8,350	0.55	OR-	8,920	0.59	OR-
Ward 3	14,060	0.93	O-	37,250	2.47	OR+
Ward 4	9,920	0.66	OR-	12,750	0.84	O-
Ward 5	10,600	0.70	OR-	16,160	1.07	O+
Ward 6	19,450	1.29	OR+	25,100	1.66	OR+
Total	75,450			113,060		
Average	15,090			22,610		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Figure 8-6: Preliminary Option 3 Evaluation Summary

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	Partially successful	Only two wards are in the acceptable population range; more than a 10,000-population difference between the largest and smallest wards.
Protection of Communities of Interest and Neighbourhoods	Yes	There are plausible groupings of communities and neighbourhoods; recognizes urban and rural mix.
Current and Future Population Trends	Partially successful	Population disparities remain when incorporating projections. Ward 3 almost 2.5 times higher than the average.
Physical Features as Natural Boundaries	Yes	Clean and recognizable features serve as boundaries.



Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Effective Representation	Largely successful	Effective representation is hindered by the population disparities, but this system recognizes the uniqueness of Caledon's urban and rural mix and its historical settlement areas.

Preliminary Option 4A:

Similar to Option 3, this option considers more than the four wards used in Options 1 and 2, but in Option 4A, a five-ward system with five Local Councillors is contemplated. This option has three wards that have some similarities to the existing system. The proposed Ward 1 is similar to the existing Ward 1; however, in this option the ward runs south to Old School Road and contains the village of Mono Mills. As a result, the existing ward containing Mayfield West (proposed Ward 5) is condensed and only runs north to Old School Road, but runs further east closer to Bolton. The proposed Ward 2 containing Caledon East is somewhat similar to the existing Wards 3/4. Similar to Option 3, Bolton is again split into two and contained in two separate wards.

This option presents a more balanced approach when evaluated against the guiding principles. There is recognition of the various communities in the municipality and ward boundaries are fairly clear and largely identifiable by mostly using major roads. Population parity between the five proposed wards is very good in 2021, with all wards in the acceptable range and three of the five wards in the optimal range (Table 8-4). Population parity remains largely intact when factoring in future population growth, but two wards do fall outside the acceptable range. While Ward 1's population is at the exact optimal population in 2021, there is little growth expected in the ward and as the remainder of the municipality grows, Ward 1's population falls below the acceptable range. Ward 5 on the other hand (Mayfield West) has a population that is expected to grow well above the acceptable range.

Outside of the aforementioned future population disparities in one or two wards, this option provides a ward system that can provide effective representation for the residents of Caledon.



Figure 8-7: Preliminary Option 4A

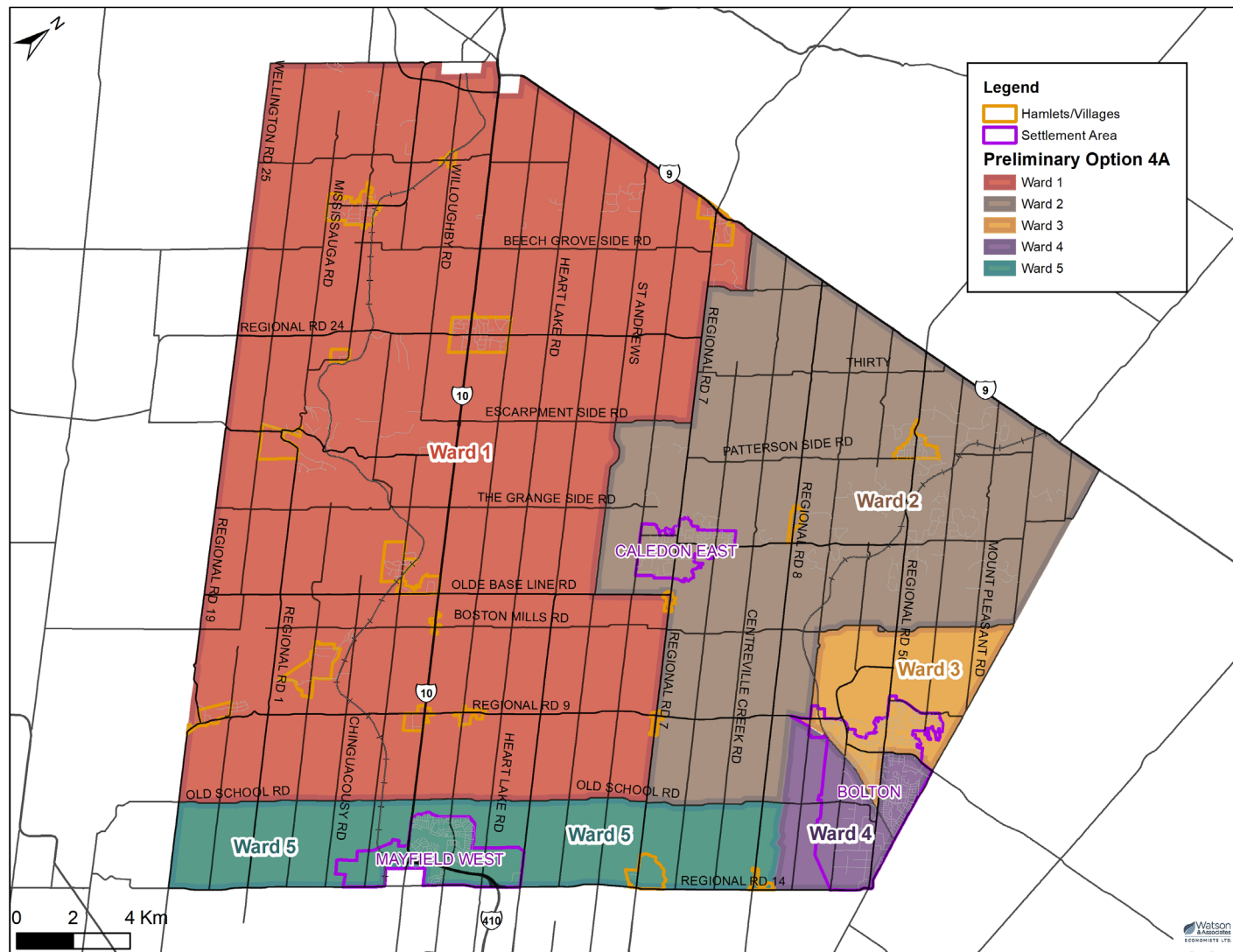




Table 8-4: Preliminary Option 4A – Population by Proposed Ward

Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Preliminary Option 4A						
Ward 1	15,040	1.00	O	14,960	0.66	OR-
Ward 2	15,780	1.05	O	20,790	0.92	O-
Ward 3	18,170	1.20	O+	22,040	0.97	O
Ward 4	11,480	0.76	O-	17,090	0.76	O-
Ward 5	14,990	0.99	O	38,180	1.69	OR+
Total	75,460			113,060		
Average	15,090			22,610		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Figure 8-8: Preliminary Option 4A Evaluation Summary

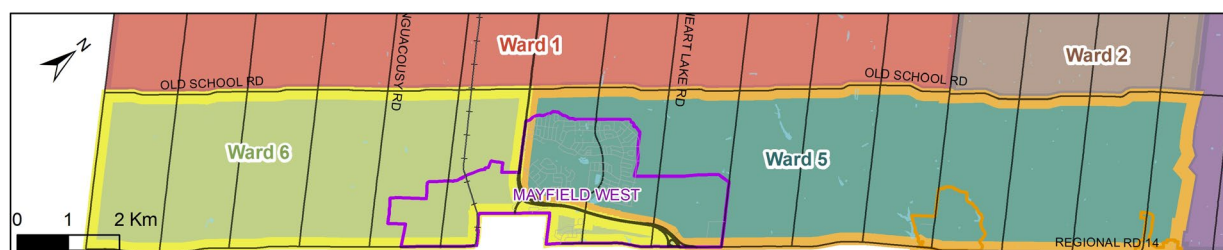
Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	Yes	All wards are within an acceptable range in 2021. Three wards are in the optimal range.
Protection of Communities of Interest and Neighbourhoods	Yes	There are plausible groupings of communities and neighbourhoods; recognizes urban and rural mix.
Current and Future Population Trends	Largely successful	Three wards are within an acceptable range. One ward is well above an acceptable range (Ward 5).
Physical Features as Natural Boundaries	Yes	All boundaries are clear and recognizable.
Effective Representation	Largely successful	Effective representation is largely achieved for 2021; some longer-term population disparity issues.



Preliminary Option 4B:

Option 4B is a variation of Option 4A with only one change – Ward 5 (Mayfield West) in Option 4A is split into two wards in this option (Figure 8-9). Option 4A highlighted one significant deficiency: the significant and concentrated projected growth in the community of Mayfield West is expected to cause a significant future population disparity in that ward compared with the other proposed wards. This option addresses that issue with another six-ward system like in Option 3. The Consultant Team, however, recommends that this is an option that should be implemented when growth in Mayfield West hits a certain target or threshold. Additionally, this is an option that is ideally associated with and works in conjunction with Option 4A, and assumes a transition from the existing system to a five-ward, five Local Councillor system and eventually to a six-ward, six Local Councillor system when population increases permit.

Figure 8-9: Proposed Ward 5 Split



This is not considered as a viable immediate or short-term option because the existing population of the proposed Ward 6 is estimated at just above 2,000 people. Population projections, however, predict that the ward will have a population exceeding 22,000 by 2031. In 2031, all wards are within the acceptable population range with the spread of population between the largest and smallest wards being just above 5,000. Four of the wards are projected to have populations between approximately 19,000 and 20,000.

While possibly slightly unorthodox and unlike traditional ward boundary options, Option 4B when considered with Option 4A provides Caledon Council with a proposed ward boundary system that is considerate of the core principles, the history of Caledon and its varied and unique communities, as well as its ever-changing nature and growing population.



Figure 8-10: Preliminary Option 4B

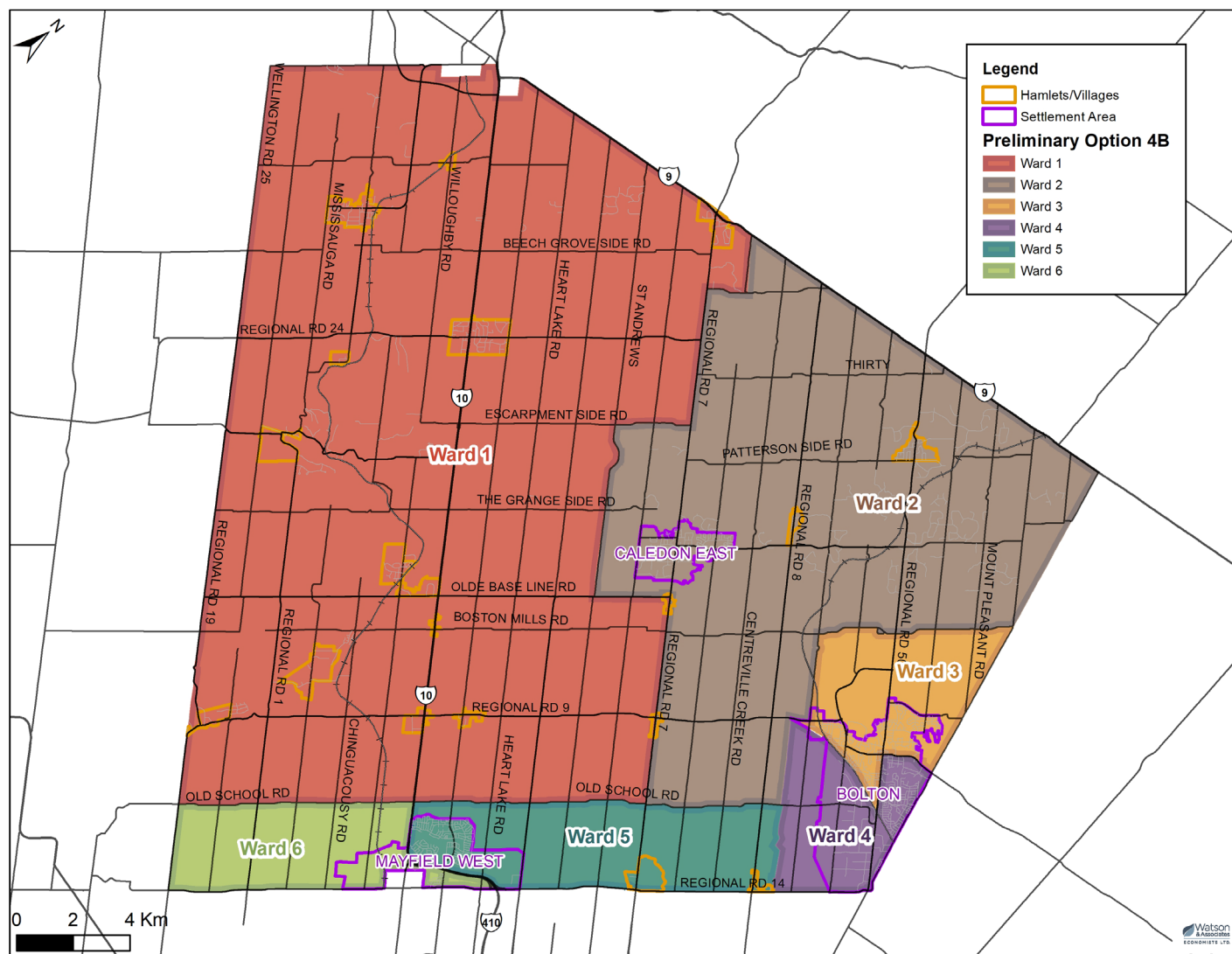




Table 8-5: Preliminary Option 4B – Population by Proposed Ward

Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Preliminary Option 4B						
Ward 1	15,040	1.20	O+	14,960	0.79	O-
Ward 2	15,780	1.25	OR+	20,790	1.10	O+
Ward 3	18,170	1.44	OR+	22,040	1.17	O+
Ward 4	11,480	0.91	O-	17,090	0.91	O-
Ward 5	12,790	1.02	O	15,770	0.84	O-
Ward 6	2,200	0.17	OR-	22,410	1.19	O+
Total	75,460			113,060		
Average	12,580			18,840		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Figure 8-11: Preliminary Option 4B Evaluation Summary

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	Largely successful	There are population disparities in 2021, but this option is intended for the mid- to longer term. All wards are within the acceptable range in 2031.
Protection of Communities of Interest and Neighbourhoods	Yes	Wards recognize historical and growing communities; consist of plausible groupings of villages, hamlets and neighbourhoods.
Current and Future Population Trends	Yes	All wards are within the acceptable range in 2031.
Physical Features as Natural Boundaries	Yes	All boundaries are clear and recognizable.
Effective Representation	Largely successful	Effective representation is largely achieved for 2031. Existing Ward 6 populations do not make this a viable short-term option.



8.1 Evaluation Summary

Figure 8-12: Preliminary Options – Evaluation Summary

Preliminary Option	Representation by Population	Protection of Communities of Interest and Neighbourhoods	Current and Future Population Trends	Physical Features as Natural Boundaries	Effective Representation
1	Largely successful	Largely successful	Largely successful	Yes	Largely successful
2	Partially successful	Largely successful	No	Yes	Largely successful
3	Partially successful	Yes	Partially successful	Yes	Largely successful
4A	Yes	Yes	Largely successful	Yes	Largely successful
4B	Largely successful	Yes	Yes	Yes	Largely successful

Levels of evaluation for how the Guiding Principles are met

Yes	Largely successful	Partially successful	No
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Higher Rating Lower Rating

8.2 Further Considerations

The options presented herein are preliminary; they reflect the application of the core principles for this review to the distribution of population and communities within Caledon.

Designing an electoral system that will deliver effective representation to such a diverse and growing community requires some accommodation: designs that put an emphasis on representation by population today can hinder fair representation for residents who will locate in the more rural parts of the Town in the coming decade. Designs that place a priority on grouping selected urban neighbourhoods can result in the over-



representation of those same communities around the Council table. Grouping several distinctive communities in the same ward may systematically reduce the voice of minorities, whether they be geographic, economic, or social.

The purpose of this report is to stimulate discussions in Caledon, to encourage residents to “think outside the box” of representation. The options included are deliberately called “preliminary” since the next step is to gather the perspectives of residents on these new approaches to electing the members of their municipal Council.