

REFERRAL TO _____
RECOMMENDED
DIRECTION REQUIRED _____
RECEIPT RECOMMENDED ☒

RECEIVED

June 30, 2021
REGION OF PEEL

OFFICE OF THE REGIONAL CLERK



June 30, 2021

Sent via E-Mail: kathryn.lockyer@peelregion.ca

Kathryn Lockyer, Regional Clerk and Director of Clerk's
Region of Peel
10 Peel Center Drive
Brampton, ON L6T 4B9

Dear Ms. Lockyer,

RE: WARD BOUNDARY REVIEW – FINAL REPORT

I am writing to advise that at the Special Town Council meeting held on June 28, 2021, Council adopted two resolutions regarding Staff Report 2021-0266: Ward Boundary Review – Final Report.

The final decision read as follows:

New Ward Boundary System:

That Option 1B outlined in Staff Report 2021-0266, be selected and approved as the Town's new Ward System Configuration to take effect for the 2022 Municipal Election;

That Option 1B be amended to include in its entirety the settlement area identified as Campbell's Cross as part of Ward 1;

That a by-law be enacted to reflect the changes to the Town's Ward System and be renumbered accordingly;

That a copy of this Staff Report and associated By-laws be circulated to the Region of Peel; and

That a Ward Boundary Review be conducted in preparation for the 2030 Municipal Election.

Regional Representation:

That Option 2 outlined in Staff Report 2021-0266, be selected and approved as the composition and representation of the Town's two (2) Regional Councillors; and

That a by-law be enacted to reflect the changes to the Regional composition and representation.

A copy of Staff Report 2021-0266 is enclosed for your reference. Additionally, all corresponding by-laws will be provided to the Region of Peel upon their passing.

For more information regarding this matter, please contact the undersigned directly by e-mail to laura.hall@caledon.ca or by phone at 905.584.2272 ext. 4288.

Thank you for your attention to this matter.

Sincerely,

Laura Hall, Director, Corporate Services / Town Clerk

Meeting Date: June 14, 2021

Subject: Ward Boundary Review – Final Report

Submitted By: Laura Hall, Director, Corporate Services / Town Clerk

RECOMMENDATION

That Option ___ outlined in Staff Report 2021-0266, be selected and approved as the Town's new Ward System Configuration to take effect for the 2022 Municipal Election;

That a by-law be enacted to reflect the changes to the Town's Ward System and be renumbered accordingly;

That Option ___ outlined in Staff Report 2021-0266, be selected and approved as the composition and representation of the Town's two (2) Regional Councillors;

That a by-law be enacted to reflect the changes to the Regional composition and representation; and

That a copy of this Staff Report and associated By-laws be circulated to the Region of Peel.

REPORT HIGHLIGHTS

- The *Municipal Act, 2001, as amended* ("the Act") provides the framework for a municipality to change its composition of council and conduct electoral ward boundary reviews
- In 2020, staff was directed to retain a consultant to undertake a Ward Boundary Review with an intent for a new system to be in effect for the 2022 Municipal Election. The last review was completed in 1994
- Staff retained the services of Watson and Associates Economists Limited to conduct the Town's ward boundary review project which kicked off in July 2020
- The project consisted of nine stages outlined in this report, which included two rounds of Public Engagement and Consultation. Upon consideration of the final options, the Staff Report was referred back to staff, adding a tenth stage
- Attached as Schedule A to this Staff Report is the Final Report presented to the Town by the Consultant Team which outlines two proposed ward configurations
- In addition, Schedule B to this Staff Report includes three proposed ward configurations based on Final Option 1 outlined in Schedule A, in response to feedback provided by members of Council at their General Committee Meeting held on June 14, 2021
- A total of five (5) ward configurations are before Council for consideration
- As a result of Caledon's Regional Composition decreasing to three members for the 2022 Municipal Election, Council must consider how the two Councillor representatives will be elected, whether through a ward system approach or at-large
- Should Council select a new Ward system configuration, staff will retain the services of a communication consultant to inform and educate the public of the changes in preparation for the 2022 Municipal Election
- The Act states that within 45 days of a new ward boundary by-law being passed, it may be appealed to the Ontario Land Tribunal (OLT) by the Minister of Municipal Affairs and Housing, or any other person or agency. The appeal is made by filing a notice of appeal with the municipality setting out the objections to the by-law and the reasons in support of the objections

DISCUSSION

Background

In February 2020, Council through Staff Report 2020-0007, directed staff to retain a consultant to undertake a Ward Boundary Review with an intent for a new ward system to be in effect for the 2022 Municipal Election.

The Town of Caledon has seen significant development and population growth in the past two decades. Caledon's current ward boundaries were established in 1994 by an appeal to the Ontario Municipal Board. According to Census data, the population of Caledon in 1994 was 39,150. The 2011 Census indicated that Caledon's population had grown to 59,460 and to 66,502 by 2016. This represents a population increase of 58.9% from 1994 to 2016. The Region's Official Plan growth forecasts estimate the Town's population will increase to 87,000 or by another 30.8% before the next Municipal Election in 2026, 108,000 by 2031 and 169,000 by 2041.

Given the length of time that has lapsed since the last ward boundary review and the fact that population growth in certain wards has increased, staff believe that undertaking a ward boundary review at this time was appropriate.

Staff retained the services of Watson and Associates Economists Limited to conduct the Town's ward boundary review project. The Consultant Team began the initial stages of the review in July 2020 and completed the following phases as part of the review:

1. Project Initiation, information gathering and research
2. Interviews with Members of Council and staff
3. Compilation of existing and forecast population and GIS data modeling
4. Round 1 – Public Consultation
5. Evaluation of the existing ward structure
6. Development of preliminary ward boundary alternatives
7. Council Presentation and Workshop
8. Round 2 – Public Consultation
9. Council Presentation of Final Report and Options (June 14, 2021 General Committee Meeting) – Referred back to staff
- 10. Final Report including additional Options (June 28, 2021 Special Town Council Meeting)**

Recommendations for Consideration

Council considered two options outlined in the consultant's Final Report, attached as Schedule A to this Staff Report, at their General Committee meeting held on June 14, 2021. Through the discussion, Staff Report 2021-0266 was referred back for additional comments and suggestions from Council to further consider proposed Option 1. As a result of the Ward Boundary Review and recent changes to the Town's Regional Representation, there are two important decisions for Council to consider. In addition to the two final options in Schedule A, Schedule B outlines slight adjustments to proposed Option 1, the 6 Ward System Configuration. Between Schedule A and B there are five ward configurations before Council for consideration. For details about each ward configuration, refer to Schedules A and B. In addition, the reports outline options for Council to consider regarding the representation of the Town's two Regional Council members.

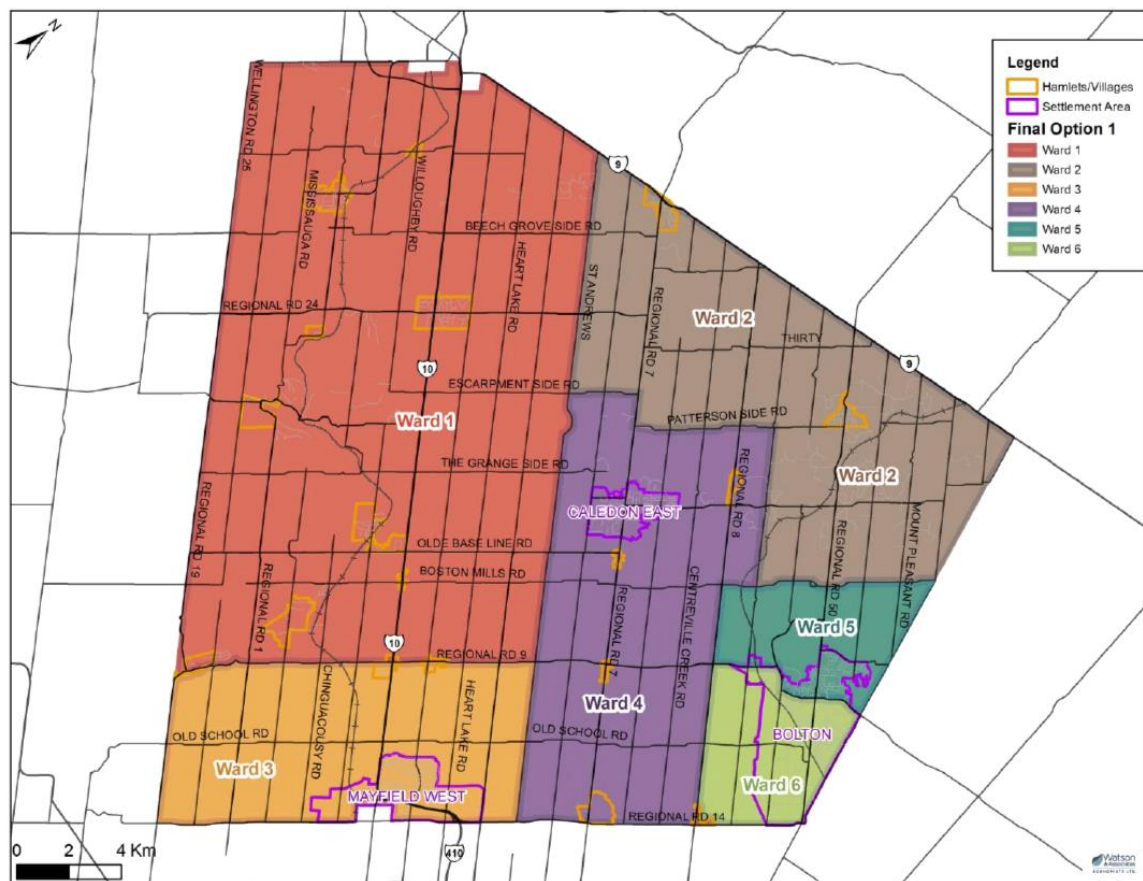
Proposed Options for a New Ward System

Based on the results of the review, Council can select one of the recommended options, amend one of the recommended options (although this can be problematic in the context of a possible appeal to the Ontario Land Tribunal) or default to the status quo by taking no actions at all. As outlined in Schedule A, the Consultant Team has highlighted some deficiencies in the current ward boundary system in relation to the guiding principles. These deficiencies have led the Consultant Team to conclude that the current ward boundary system no longer serves the residents of Caledon well and ought to be changed. The public engagement efforts throughout this review have been largely consistent with this perspective.

Option 1 – 6 Ward System Configuration

This option as shown in Figure 1, presents six wards placing a high priority on the communities of interest in Caledon. Ward 1 extends east as far as St. Andrew's Road and includes Terra Cotta, with the south boundary being Regional Road 9 (also known as King Street). The main implication of this option is trying to keep the entire Credit River watershed and the Niagara Escarpment in the same ward. This option maintains the existing Council composition at nine, with six Area Councillors, two Regional Councillors and one Mayor. The explicit recognition and focus on communities of interest in this option results with two wards being outside the acceptable range of variation based on estimated 2021 population. Population parity does not improve in 2031 as five of the six wards will have populations outside of the acceptable range, making the population disparities extreme. This option places a greater emphasis on wards that recognize Caledon's historical communities and the importance of an urban-rural mix.

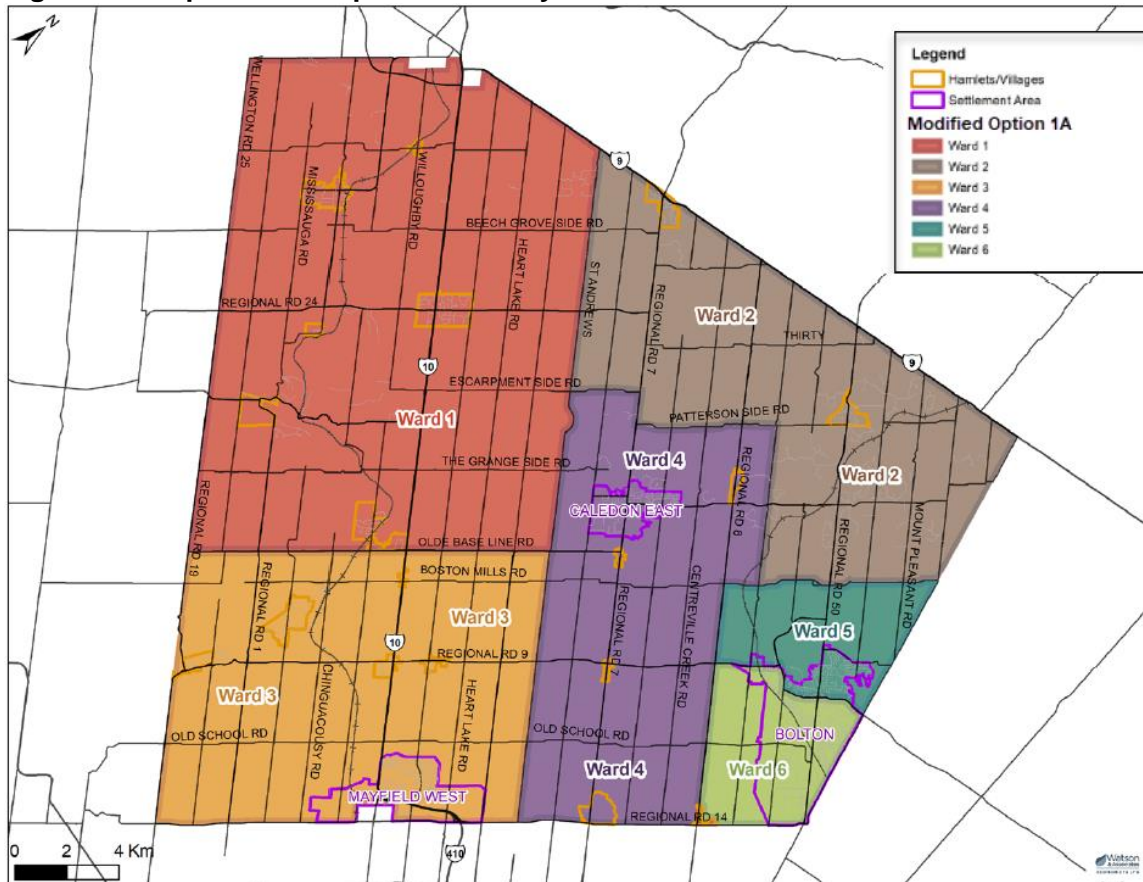
Figure 1 – Option 1 Proposed Ward System



Option 1A – 6 Ward System Configuration (Modification to Ward 1 and Ward 3)

This option as shown in Figure 1A, presents six wards with a modification to the boundary line between Wards 1 and 3. Ward 3 would extend north from King Street to Olde Base Line Road and will now contain the villages of Terra Cotta, Cheltenham. This option maintains the existing Council composition at nine, with six Area Councillors, two Regional Councillors and one Mayor. Based on the consultant's evaluation, Option 1A poses challenges to the community of interest principal by adding additional rural area to Mayfield West. In addition, it worsens the population parity numbers when Ward 3 is expanded.

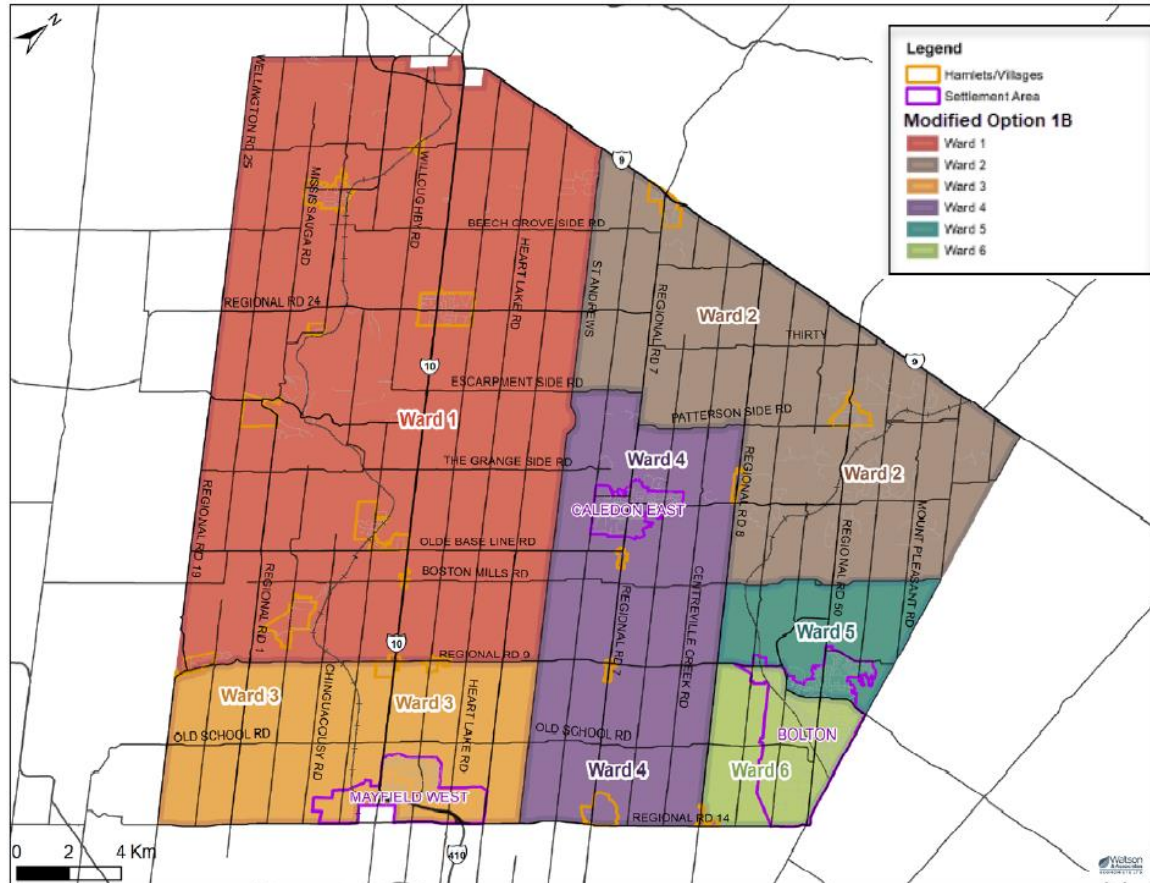
Figure 1A – Option 1A Proposed Ward System



Option 1B – 6 Ward System Configuration (Modification to Ward 2 and Ward 4)

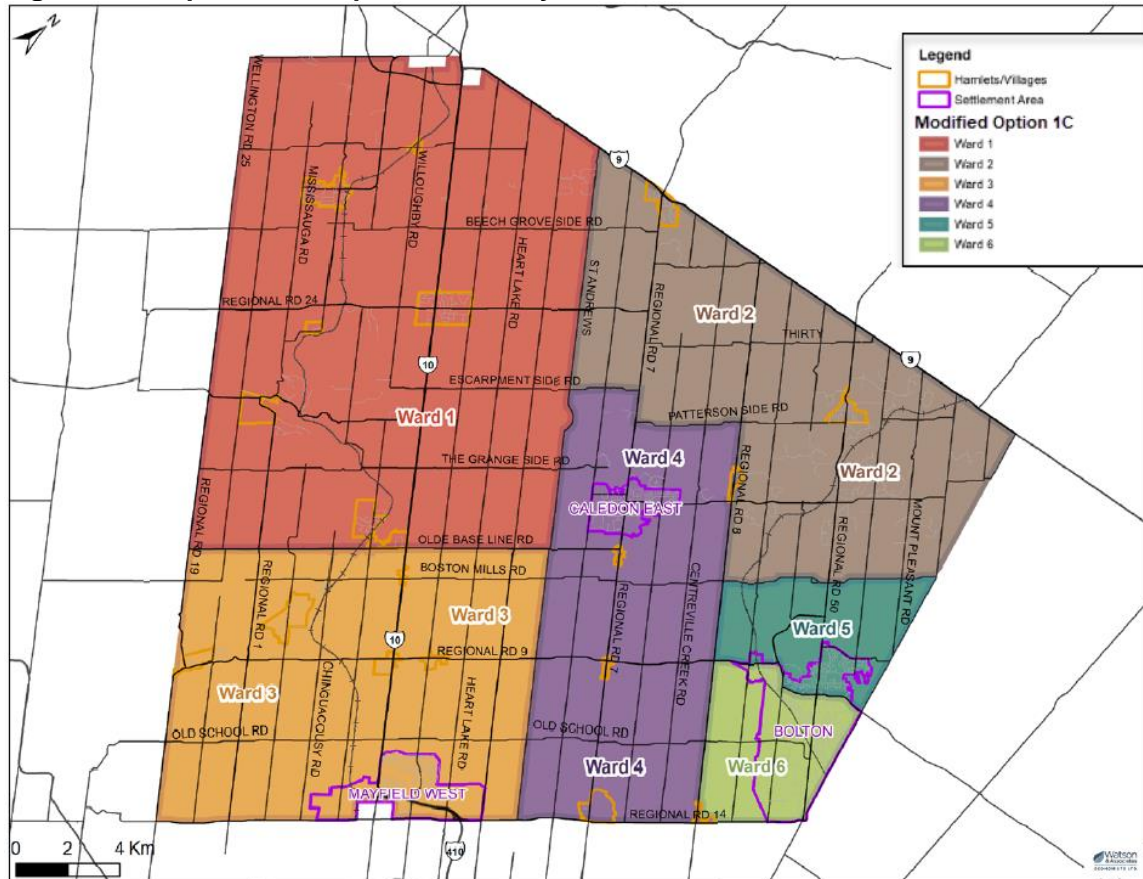
This option as shown in Figure 1B, presents six wards with modifications to the boundary line between Wards 2 and 4. Ward 2 would extend west from Humber Station Road to Regional Road 8 (also known as The Gore Road) and will now contain the village of Albion. This option maintains the existing Council composition at nine, with six Area Councillors, two Regional Councillors and one Mayor. Based on the consultant's evaluation, Option 1B does not create a significant change and has little to no impact on the guiding principles.

Figure 1B – Option 1B Proposed Ward System



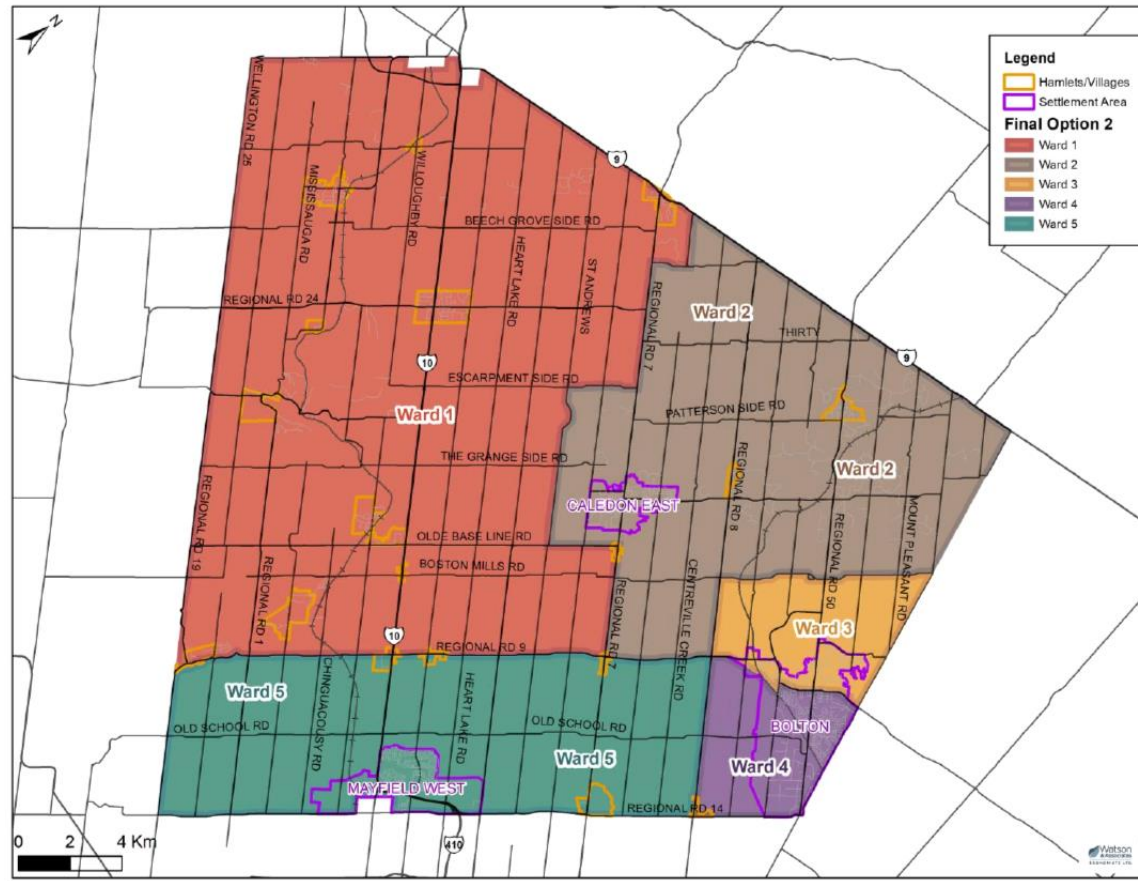
Option 1C – 6 Ward System Configuration (Combined Option 1A and 1B)

This option as shown in Figure 1C, presents six wards combining the boundary line changes outlined in options 1A and 1B. This option maintains the existing Council composition at nine, with six Area Councillors, two Regional Councillors and one Mayor. Similarly to option 1A, the consultant expressed concerns that the adjustment of the boundary between wards 1 and 3 creates challenges for the community of interest principal, as well as, worsening the population parity numbers. The adjustment from 1B continues to show little to no impact.

Figure 1C – Option 1C Proposed Ward System**Option 2 – 5 Ward System Configuration**

This option as shown in Figure 2, presents five wards, adopting the change in population distribution expanding Bolton west to Regional Road 8 (also known as The Gore Road) and separating into two wards utilizing the rail line and Regional Road 9 (also known as King Street) to act as a north / south divide. This option does not maintain the existing composition of Council and includes five Area Councillors, two Regional Councillors, and one Mayor, totaling eight. This option includes three wards that have similarities to the existing ward structure. The proposed ward 1 runs south to Regional Road 9 (also known as King Street) and contains the village of Mono Mills and Terra Cotta. Bolton remains split into two proposed wards, similar to Final Option 1. Final Option 2 presents a balanced approach when evaluated against the five guiding principles. In addition, this option provides a ward system that illustrates effective representation for residents across the entire municipality.

Figure 2 – Option 2 Proposed Ward System



Regional Representation

On November 26, 2020, Regional Council adopted a resolution regarding the Composition of Regional Council, for notice to be given in accordance with legislation, that the Region intend to adopt a by-law to change the number of its members that represent the City of Brampton and the Town of Caledon by increasing the number representing Brampton by 2 to 9 members and decreasing the number representing Caledon by 2 to 3 members to be effective for purposes of the municipal election to be held in October 2022. The resolution also directed staff to organize a public meeting which was held on December 17, 2020, to consider the matter of Council's intention.

As a result of Caledon's Regional Composition decreasing to three members for the 2022 Municipal Election, Council must consider how the two Councillor representatives will be elected, whether through a ward system approach or at-large.

The Ward Boundary Review did consider the change in Regional Representation and the Consultants are proposing the following possible options based on the proposed Ward System Options.

Staff contacted the Minister of Municipal Affairs and Housing requesting an update and next steps regarding the recent changes to the Peel Regional Council composition. At the time this Report was published, a response had not been received.

Recommended Options to Elect Regional Councillors:

Option 1: 2 Regional Councillors be elected at-large.

Regional Council Options for Final Option 1, 1A, 1B and 1C – 6 Ward System Configuration

Option 2: Regional Councillor Representative for proposed Wards 1, 3 and 4
Regional Councillor Representative for proposed Wards 2, 5 and 6

Option 3: Regional Councillor Representative for proposed Wards 1, 2 and 3
Regional Councillor Representative for proposed Wards 4, 5 and 6

Regional Council Options for Final Option 2 – 5 Ward System Configuration

Option 4: Regional Councillor Representative for proposed Wards 1 and 5
Regional Councillor Representative for proposed Wards 2, 3 and 4

Option 5: Regional Councillor Representative for proposed Wards 1 and 2
Regional Councillor Representative for proposed Wards 3, 4 and 5

The Final Report attached as Schedule A provides further details about the proposed options regarding Regional Representation.

Next Steps

Should Council select a new Ward system configuration, staff will retain the services of a communication consultant to inform and educate the public of the changes in preparation for the 2022 Municipal Election. All proposed options observe significant changes in representation to areas such as Bolton and other villages within the Town. It is imperative that residents have an understanding of the changes and representation that will take effect for the municipal election and new Term of Council.

Staff will bring forward the necessary By-laws for consideration at an upcoming Council meeting to enact the new Ward System and Regional Representation pursuant to the *Municipal Act, 2001*.

If the Town receives further information or direction from the Minister of Municipal Affairs and Housing, staff will bring such information to Council.

Appeal Process

The *Municipal Act, 2001, as amended* (“the Act”) provides the framework for municipalities to change its composition of council and conduct electoral ward boundary reviews. Subsection 222(1) states that a municipality is authorized to “divide or re-divide the municipality into wards or to dissolve the existing wards.” Subsection 222(3) provides that a municipality is required to give public notice that a ward boundary by-law has been passed within 15 days after the by-law is passed. The notice must specify the last date for filing a notice of appeal.

Subsection 222(4) of the Act states that within 45 days of the ward boundary by-law being passed, it may be appealed to the Ontario Land Tribunal (OLT) by “the Minister or any other person or agency”. The appeal is made by filing a notice of appeal with the municipality setting out the objections to the by-law and the reasons in support of the objections. The municipality is required to forward any notices of appeal to the OLT within 15 days after the last day for

filing the notice. While it is clear that adjustments to local wards can be appealed, the process in this subsection is broad as there is no distinction made between local or regional wards. Based on this, it should be anticipated that any arrangement of regional wards within a by-law may be appealed in addition to the local wards.

For any ward boundary changes to be in effect for the 2022 Municipal Election, any by-law establishing new ward boundaries must be in force before January 1, 2022. Specifically, if the by-law establishing new ward boundaries is appealed to the OLT, the notices of appeal must be withdrawn, or the Tribunal must have issued an order to affirm or amend the by-law, before that date.

While the Act provides for municipalities to divide or re-divide the municipalities into wards or to dissolve the existing wards, the Act also provides for a mechanism under Subsection 223(1), whereby electors in a municipality may present a petition to the council asking the council to pass a by-law dividing or re-dividing the municipality into wards or dissolving the existing wards. The petition requires the signatures of one per cent of the electors in the municipality or 500 of the electors in the municipality, whichever is less and if Council does not pass a by-law in accordance with the submitted petition within 90 days of receiving the petition, any of the electors who signed the petition may apply to the OLT to have the municipality divided or re-divided into wards or to have the existing wards dissolved. The OLT is required to hear the application and may make an order dividing or re-dividing the municipality into wards or dissolving the existing wards. The significance of the section is that the OLT then becomes the decision maker for establishing ward boundaries with very little input from the municipality. This was the process that unfolded between 1993 and 1994 when the OMB combined wards 3 and 4 into one ward, known today as wards 3 / 4.

The appeal process in the Act for a by-law that adjusts ward boundaries is broad as there is no distinction made between local or regional wards. Based on this, it should be anticipated that any arrangement of regional wards within a by-law may be appealed. As an alternative to regional wards, the other option Council may decide on is to elect Regional Councillors at-large.

FINANCIAL IMPLICATIONS

Staff don't anticipate any major financial implications associated with a change to the Town's ward system. Should any financial pressures arise, staff will advise as part of the 2022 Budget, specifically related to the Town's Election Reserve Fund.

COUNCIL WORK PLAN

Good Governance – Review Council composition and ward boundaries

ATTACHMENTS

Schedule A: Ward Boundary Review – Final Report and Proposed Ward System Options

Schedule B: Ward Boundary Review – Supplementary Information Outlining Additional Option1 Ward Configurations



Schedule A to Staff Report 2021-0266



2020/21 Ward Boundary Review

Town of Caledon

Final Report

June 2021

Watson & Associates Economists Ltd.
905-272-3600
info@watsonecon.ca

In association with: Dr. Robert J. Williams

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1. Introduction and Study Objectives

In the spring of 2020, the Town of Caledon retained Watson & Associates Economists Ltd. (Watson), in association with Dr. Robert J. Williams, hereinafter referred to as the Consultant Team, to conduct a comprehensive review of the Town's ward boundaries before the 2022 municipal election.

The primary purpose of the Ward Boundary Review (W.B.R.) is to prepare Caledon Council to make decisions about whether to maintain the existing ward structure or to adopt an alternative arrangement. The project has a number of key objectives in accordance with the project terms of reference, as follows:

- 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 identified guiding principles;
- Conduct an appropriate consultation process to ensure community support for the review and its outcome;
- Identify plausible modifications to the present ward structure; 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.

This phase of the study provides Council with a final report and alternative ward boundary structures for their consideration, as presented herein.

2. Context

The basic requirement for any electoral system in a representative democracy is to establish measures to determine the people who will constitute the governmental body that makes decisions on behalf of electors. Representation in Canada is organized around geographic areas, units referred to as constituencies in the federal and provincial parliaments and typically as wards at the municipal level, as is the case in the Town of Caledon.

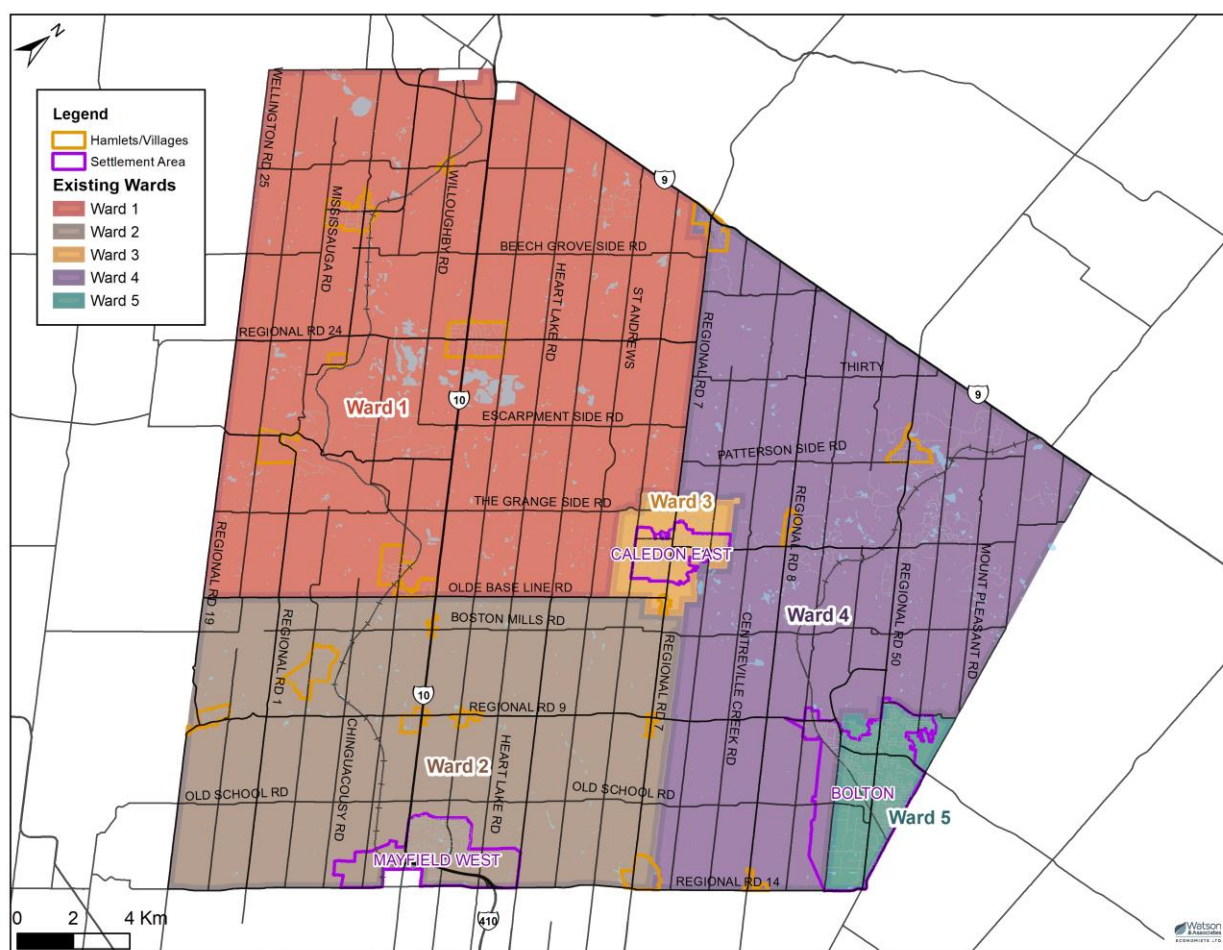
At present, Caledon's Council is comprised of nine members, consisting of a Mayor, who is elected at-large, and four Regional and four Local Councillors, one each elected



in five wards (although Wards 3 and 4 are combined to elect one Regional Councillor and one Local Councillor).

The existing ward structure is presented in Figure 2-1.

Figure 2-1: Caledon Current Ward Structure



As a result of a decision taken by the Region of Peel Council, the Town of Caledon's representation on Regional Council will be reduced for the 2022 election, 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).



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 possible modifications for Caledon and some are reviewed later in this report.

The wards in which councillors are elected in Caledon were established because of an order issued by the Ontario Municipal Board (now known as the Local Planning Appeal Tribunal (LPAT)) on January 28, 1994 (M930087) when the Town's population was just under 40,000. The boundaries approved at that time have not been reviewed or modified since. By 2016, the population was just over 68,000, and the overall population of the Town is expected to grow from 75,500 (2021) to approximately 113,000 by 2031. The 2016 figures also show that the ward populations are unbalanced, and that future growth will occur primarily in Wards 2 and 5, not in all parts of the Town.

A ward boundary review starts with an informed but independent evaluation of the present system that applies a set of guiding principles to identify those features that are consistent with those principles and those that are not. Wards in Caledon have been the same for more than twenty-five years while the population of the municipality itself has grown and, more importantly, has contributed to a significant change in the ratio of urban to rural residents. When this length of time has passed between the creation of the wards and an independent evaluation, it is unlikely that the system will still be a good fit for the demographic features of the Town and our assessment confirms that conclusion.

The following sections of the report provide the basis of the consultant's evaluation of the existing ward system. The existing system is measured against the guiding principles and both strengths and weaknesses are highlighted. Additional details are also provided on the core principles that help frame this review and in particular the impacts of population growth, both historical and projected.



3. Caledon's Existing Ward Structure

A preliminary evaluation of the existing ward structure in Caledon is found in Chapter 7 of the Preliminary Options Report. A summary of our evaluation of the existing wards is found in Table 3-1 below.

Table 3-1: Existing 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.

Note: The degree to which each guiding principle is satisfied is ranked as “Yes” (fully satisfied), “Largely successful,” “Partially successful” or “No” (not satisfied).

The existing ward boundaries are judged to be unsuccessful on two main grounds: they do not provide for parity between wards at the present time and are even less successful at accommodating future population trends.

The objective of population parity (every councillor generally representing an equal number of constituents within his or her respective ward) is the primary goal of an electoral redistribution with some degree of variation acceptable in light of population



densities and demographic factors across the Town. The indicator of success in a ward design is the extent to which all the individual wards approach an “optimal” size.

Optimal size can be understood as a mid-point on a scale where the term “optimal” (O) describes a ward with a population within 5% on either side of the calculated optimal size. The classification “below/above optimal” (O + or O -) is applied to a ward with a population between 6% and 25% on either side of the optimal size. A ward that is labelled “outside the range” (OR + or OR -) indicates that its population is more than 25% above or below the optimal ward size. The adoption of a 25% maximum variation is based on federal redistribution legislation and is widely applied in municipalities like Caledon that include both urban and rural areas.

Based on the municipal population estimates for 2021 of approximately 75,460, the optimal population size for a local ward in a four-ward system in Caledon would be 18,870.^[1] This optimal ward population size increases to 28,270 by 2031 when the population is projected to increase to approximately 113,060 (Table 3-2). An example of optimal sizes for Caledon’s existing ward system for the 2021 and 2031 populations is shown below.

Table 3-2: 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 (Acceptable)	5%	19,814	29,684
O	Optimal Population Range	-	18,870	28,270
O-	Below Optimal (Acceptable)	-5%	17,927	26,857
OR-	Outside Range - Low	-25%	14,153	21,203

Source: Watson & Associates Economists Ltd., 2021

Population data for 2021 suggests that two of the four wards are outside the acceptable range of variance. The range in populations amongst the wards is approximately

^[1] Population and growth trends for Caledon are included in the Preliminary Options Report.



14,700, from a low of 10,050 in Ward 1 to a high of 24,790 in Ward 5. Although some variation is acceptable, especially with regard to the rural versus urban nature of some wards, this variation is on the extreme side. While one ward is precisely at the optimal range in 2021, the major challenge to maintaining Caledon's 1994 ward configuration into the future lies in that same ward.

Even before the modification of the composition of Caledon's Council was brought about by the loss of two Regional Councillors, the Consultant Team was already beginning to consider whether Caledon had outgrown its four-ward system.

The 1996 OMB order established five wards for Caledon but also ruled that Wards 3 and 4 would share a councillor. The numbering system for the Caledon wards includes five wards, but to all intents and purposes in this review, Wards 3 and 4 are one ward.

As suggested earlier, a council composition review was not part of the original work plan but trying to achieve a semblance of population parity while respecting the other guiding principles did not produce many viable and satisfactory preliminary options. From one perspective, the tension is clearly between ensuring that Caledon's extensive and treasured rural areas are adequately represented and the reality that the two more urban settlement areas (Bolton and Mayfield West) are together home to more than half the Town's 2021 population and will grow to approximately two-thirds of the population by 2031. Applying these realities to a four-ward system will undoubtedly be unfair to one – and possibly both – the urban and rural communities. In addition, our research clearly indicates that there are more than four identifiable communities in Caledon and more than four population centres which undermines the successful application of both the population and community of interest guiding principles in a system with only four wards.

We were sensitive to the parameters of our task but raised the issue of changing the composition of council with residents before the Peel Regional Council decision was made and discovered that just slightly less than one-third of the respondents indicated that they believed that Council size should be increased. The Regional Council decision that unilaterally reduced the size of Caledon's council then became an opportunity and incentive to think beyond four wards and four Town Councillors. Given that 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. With the reduction of Council by two, the



budgetary considerations offset one another. Furthermore, as the population of the Town continues to grow, more wards and more Town Councillors helps to distribute the workload across more shoulders.

All told, analysis of the current and future population trends, along with feedback received during the public consultation, leads to a recommendation that Council should consider alternate ward configurations. A system with additional wards may be reasonable to consider as an alternative to trying to work around these limitations to fit into a four-ward model and can be seen as a way to establish an equitable system of representation ahead of the influx of new residents into Caledon. This is the approach we have taken in what follows.

4. Principles

The Town of Caledon adopted a staff report in February 2020 that set out some guiding principles and other directions for a ward boundary review drawn from relevant Court and tribunal decisions. The principles, as outlined in the Discussion Paper, include:

- Effective Representation;
- Representation by Population;
- Protection of Communities of Interest;
- Future Population Trends; and
- Physical and Natural Boundaries.

These principles are discussed at length in section 3.4 of the Discussion Paper and were applied to the present wards in the Preliminary Options Paper (pages 11 to 19). It should be noted that in the latter document, the order of principles is re-arranged to apply “effective representation” as the overarching principle, since it is largely dependent on the other four principles being achieved. The Consultant Team has given a thorough consideration of the importance of each principle and a careful evaluation of which of the principles is most important for determining an appropriate system of representation for the 2022 municipal election in Caledon.

The principles are intended to contribute to a system that provides for equitable on-going access between elected officials and residents, but they may conflict with one another. Accordingly, it is expected that the overriding principle of effective representation will be used to arbitrate conflicts between principles. Any deviation from



the specific principles must be justified by other principles in a manner that is more supportive of effective representation.

The priority attached to certain principles makes some designs more desirable in the eyes of different observers. Ultimately, the ward design adopted by Caledon's Council should be the one that best fulfils as many of the guiding principles as possible.

5. Population and Growth Trends

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 (based on 2021 population figures), the Consultant Team developed a detailed population estimate for the Town and its respective wards and communities.

The Town of Caledon is forecast to experience significant and urbanized population growth over the next decade and beyond in Bolton and its surrounding area and Mayfield West. 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.

5.1 Historical and Existing Population

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.^[2] The Town's 2021 total population is presented by community area in Table 5-1. As shown, the Bolton and rural communities are currently home to

^[2] Reflects an early-2021 population estimate and includes Census undercount of approximately 3.8%.



three-quarters of the existing population (56,640 people) where the growing Mayfield West community currently represents 18% of Caledon.

Table 5-1: 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.

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

5.2 Population Forecast, 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.^[3] Community-level growth allocations were developed using the Region's small geographic units (S.G.U.) allocations aggregated to the community and ward levels.

Please note that the Preliminary Options presented were developed around a population forecast of 108,000 by 2031. During this project, an updated population forecast was prepared by the Region of Peel which has been presented in this report and the Preliminary Option Report.

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%. Like much of the Greater Toronto Area (G.T.A.) municipalities, a significant amount of growth is expected within/around existing settlement areas such as Bolton and Mayfield West. These two settlements are no different, as Bolton is

^[3] Region of Peel, draft 2051 municipal growth allocation December 2020 – subject to further refinement and Regional Council approval.



expected to expand as a majority (90% or 33,840 people) of this growth is anticipated to occur within both 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 much 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 5-2.

Table 5-2: 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.

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

Much like the areas of community, two of the existing wards will experience a significant increase over the foreseeable future as they evolve around those communities and settlement areas. Ward 2 (south Caledon/Mayfield West) is anticipated to grow by approximately 62% from under 20,000 to over 40,000 people over the next decade. Similarly, Ward 4 (including the Bolton expansion area) is expected to grow by 29% from approximately 15,950 to 26,650, a growth of 11,000 people.



Table 5-3: Growth by Existing Wards

Ward Number	2021 Population	2031 Population	2021-2031 Growth	2021-2031 Growth Share
Ward 1	10,050	10,100	50	0%
Ward 2	18,830	41,960	23,130	62%
Ward 3	5,850	8,720	2,870	8%
Ward 4	15,950	26,950	11,000	29%
Ward 5	24,790	25,340	550	1%
Total	75,460	113,060	37,600	100%
Average	15,090	22,610	-	-

Note: Numbers have been rounded.

Source: Watson & Associates Economists Ltd.

6. Project Structure and Timeline

The W.B.R. commenced in the summer of 2020 and is anticipated to be completed by June 2021. For general information on the W.B.R., including a timeline, please contact the clerk's office or visit the Town website at www.caledon.ca.

Work completed to date includes:

- Research and data compilation;
- Interviews with councillors, the Mayor and municipal staff;
- Population and growth forecasting and data modelling to 2031;
- Development of five preliminary ward boundary alternatives;
- Presentation to Council Workshop (February 1, 2021);
- Public consultation on existing ward structure (November 2020) and preliminary alternatives (March 2021);
- Development of final options and recommendations, and preparation of a Final Report (this document constitutes the Final Report).



7. Previous Reports

The Consultant Team released a Discussion Paper in November 2020^[4] and a Preliminary Options Report in March 2021; ^[5] the former included an overview of the guiding principles to be considered in this review and applied those principles in an initial assessment of the present wards. As its title suggests, the second report presented preliminary alternative ward options that were developed by the Consultant Team.

The two reports serve as a platform for the Final Report since they include:

- An explanation of the terms of reference and objectives for the W.B.R.;
- An outline of the format and timeline for the project;
- The context and background for the W.B.R.;
- A detailed discussion and explanation of the guiding principles that frame the study;
- An analysis of the distribution of the present municipal population and a forecast of population growth over the 2021 to 2031 period;
- An analysis and preliminary evaluation of the present wards within the context of the guiding principles; and
- Preliminary ward boundary options.

The Final Report does not explore the topics discussed in the Discussion Paper or the Preliminary Options Report in detail, except in summary form to provide context, and focuses primarily on the final recommended options and the rationale for them.

8. Public Engagement

The W.B.R. employed a comprehensive public engagement strategy, in which the Consultant Team solicited feedback from staff, Council, and citizens of the Town of Caledon through a variety of methods:

^[4] 2020 Ward Boundary Review Discussion Paper for the Town of Caledon, Watson & Associates Economists Ltd., November 2020.

^[5] 2020 Ward Boundary Review Preliminary Options Report for the Town of Caledon, Watson & Associates Economists Ltd., March 22, 2021.



- Online engagement through surveys, social media outreach, and a public-facing website;
- Public consultation sessions (online virtual open houses); and
- Interviews with members of Council, the Mayor, key members of staff.

Information on the W.B.R. process was communicated through the website, as well as through social media posts on Facebook, Twitter, and Instagram, and additional notices were provided through local news media. A full list of the engagements can be found in Appendix A with additional materials in Appendices B to C.

8.1 Online Engagement

8.1.1 Website

The W.B.R. website was established to raise awareness about the W.B.R., to disseminate information about the process, and to give Caledon residents an opportunity to provide feedback (available at www.caledon.ca/wbr). Through this platform, residents could access the online surveys, view recordings of the public engagement sessions, view proposed ward boundary options, review background material, including the Preliminary Options Report, and provide feedback directly to staff and the Consultant Team. A purpose-built Whiteboard Animation Video was also posted on the webpage, which distilled some key information about the W.B.R. into an accessible format. Caledon's W.B.R. website received high levels of engagement, with 3,239 unique visitors throughout the review period.

8.1.2 Surveys

The surveys provided the Consultant Team with an opportunity to evaluate public preferences using both qualitative and quantitative analytical techniques. Surveying was done at two different stages of the public consultation process – an initial round to evaluate public priorities and perspectives on the existing ward structure (Phase 1), and a later survey which asked respondents to assess and rank a set of preliminary ward boundary options (Phase 2). The Phase 1 survey was opened on September 15, 2020 and resulted in 244 responses. Respondents were asked to discuss the strengths and weaknesses of the existing wards, and to rank the guiding principles in terms of priority. A detailed discussion of the Phase 1 survey results is available in the Preliminary Options report, which can be found on the Town of Caledon's W.B.R. webpage. In brief



summary, residents of Caledon generally prioritized effective representation over the other guiding principles but differed on how effective representation would best be achieved. Communities of interest tended to be ranked as the most important component of effective representation, but a significant number of respondents also prioritized population parity, especially when combining the two related principles of representation by population and future population trends. Responses also varied by ward, with rural dwellers tending to place population parity as a low priority, and urbanites ranking it more highly. Communities of interest, meanwhile, was ranked as a fairly high priority irrespective of ward. Several questions asking respondents to share their views on the current ward system revealed split opinions – 55% reporting feeling represented by the current ward system compared to 45% who did not, and about 56% felt that the present number of councillors is appropriate, while around 31% felt there were too few and 13% felt there were too many.

The Phase 2 follow-up survey then asked participants to identify their preferred preliminary option. Engagement with this survey was excellent at 411 participants, which may have been spurred by the announcement of the reduction of the size of Caledon's Regional Council. In response to this increased interest, this survey followed up on several questions that were previously asked in Phase 1. Respondents were asked whether they agreed with the result in Phase 1 that representation of communities of interest is the most important principle that should guide ward design – an overwhelming majority (approximately 72%) agreed with this view. Residents were also asked again whether they thought the size of Council should change, as it was felt that the reduction of the Regional Council size might instill a greater desire for more local representation. Half the participants indicated they would like to see the size of the local Council increased, while 36% felt it should remain at seven, and 14% would prefer fewer councillors.

Finally, survey respondents were asked which of the Preliminary Ward Boundary Options they preferred. Option 4 was selected by approximately 29% of the residents of Caledon as most preferred. It must be noted that, in the Preliminary Options Report, Option 4 was broken down into two components – 4A and 4B – in a “phased-in” approach where the 4A boundaries would be initially established and one ward would eventually be split into two as development in the Mayfield West community proceeds. Votes for Option 4 were thus divided between 4A and 4B in the survey and so were



combined for this analysis. Preliminary Option 3 was the second most preferred at 22.4%, followed by Preliminary Option 2 at 21.6%.

8.1.3 Social Media Engagement

Social media proved an effective platform for disseminating information about the W.B.R. to the public. A boosted ad was posted on Facebook, reaching 7,879 people, of which 265 engaged further by clicking on the link to view W.B.R. materials, and a similar boosted post on Twitter generated 18,130 impressions. Similar ads were also posted on Instagram; however, technical errors prevented the recovery of specific performance metrics.

In addition, a short brain-teaser survey entitled, “How Well Do You Know Caledon?” was circulated through social media, which quizzed respondents on their knowledge of their municipality. It was intended to be a fun method for informing the public, which would hopefully generate excitement about the W.B.R., and also directed participants to the survey.

8.2 Public Consultation Sessions

The Consultant Team held a series of public consultation sessions with Caledon residents. Following public health guidelines put in place due to the coronavirus (COVID-19) pandemic, two rounds of five public open houses were conducted virtually. First round sessions were held on December 4 (x1), December 10 (x1), December 12 (x1), and December 18 (x2), each approximately two-hour-long virtual sessions. Round 2 sessions were held on March 22 (x1), March 24 (x2), March 29 (x1), and March 31 (x1), each approximately two-hour-long virtual sessions. Residents had the option of participating either online through a video conferencing platform (WebEx), or by calling in via telephone and, as well, the second round was streamed live on the Town’s website through eSCRIBE.

The feedback from these sessions was used to inform the recommendations provided in this report. In Phase 1, the Consultant Team established the context for the review and then described the methodology by introducing participants to the guiding principles for effective representation. There was a Q&A session following, during which participants were encouraged to ask questions and to share their perspectives on the important issues within Caledon. This crucial part of the public engagement process helped to



provide the Consultant Team with “on-the-ground” insight into how residents of Caledon identify with their local communities. Further insight into this was also gleaned from the Phase 2 session, which tended to be more concrete in its focus. The preliminary options were presented to residents and much of the ensuing discussion focused on specific aspects of the ward designs, and on whether residents felt they were representative of their communities.

Many of the issues discussed in the public consultation sessions relate back to the guiding principles and, in Phase 2, to questions about how the preliminary options balance the principles in order to achieve effective representation. This point is nicely illustrated by one Caledon resident, who asked about how the different principles are weighted and whether the different preliminary options weight the principles differently. The response from the Consultant Team was that the factors are not “weighted” as in some sort of standard formula (e.g., population parity = 25%, future population growth = 20%,” etc.) but that all are considered in the evaluation of the present wards and the development of alternatives for Caledon. There is almost always more than one way to divide the municipality into wards, but all options are developed with reference to all of the principles. Some of the preliminary alternatives did, however, place an emphasis on one principle over another. For example, the Final Option 1 (presented in section 9 of this report) places greater emphasis on the representation of communities of interest, and is explicitly presented as such. The relative weighting of each principle will influence the ward designs, which accounts for some of the variation between preliminary options.

One recurring theme was a tension between the communities of interest principle and representation by population – a tension that commonly arises in ward boundary reviews, and indeed much of the challenge in ward design often lies in striking the right balance between the two. There is plenty of room for debate over which of the guiding principles should be prioritized for the Town of Caledon and, not surprisingly, there was much discussion around this during the public consultation sessions. For example, several residents of Bolton raised concerns about their underrepresentation due to the fact that Bolton councillors currently have a larger number of constituents than those from other areas within Caledon. Concurrently, however, several residents of smaller communities in Caledon voiced the opposite concern, that the larger population centres tend to receive most government attention and investment while rural areas might be neglected. Related to this is also a concern that excessive focus on densely populated



urban areas will divert attention away from the protection of natural environments. Given these diverse perspectives and interests, it would be impossible to create a single electoral arrangement that pleases all parties, and this is part of the rationale for providing multiple options, each with their own emphasis. It will ultimately be Caledon's elected officials who must decide which arrangement provides the best representation for its residents.

Another recurring theme in the public open houses was the issue of representation on regional council. This was particularly salient to many residents of Caledon in light of the recently announced reduction in the size of Caledon's Regional Council, and there were numerous requests for clarification on how this review affects Caledon's regional representation. As has been mentioned earlier in this report, the question of regional representation is typically outside of the scope of a W.B.R., however, due to the circumstances surrounding this review there has been some consideration given to how regional representatives may be selected. This is discussed further in section 9.

It should also be highlighted that, while these public consultation sessions had to be held virtually due to COVID-19, the five sessions per round that occurred is more than the number of in-person sessions that were proposed under normal circumstances. Thus, while gathering restrictions posed some barriers to public engagement, such additional measures helped to mitigate any disruption. The Consultant Team's presentation and other information about the review, including recordings of the Public Open House, were available on the Town's W.B.R. site. Further, posterboards presented in the public consultation sessions are also available in Appendix C of this document.

8.3 Interviews and Direct Community Outreach

In addition to the public engagement, it was crucial for the Consultant Team to benefit from the perspectives of professionals in government and community organizations throughout the Town. A series of interviews was conducted with the Mayor and members of Council, as well as with senior staff at the Town.

The feedback and comments received through the consultation process are reflected in the analysis and have helped inform the findings and recommendations. While public input from consultation provides valuable insight into the review, it is not relied on exclusively. This is in part because only a subset of the population participated in the



W.B.R., which may not be representative of Caledon's population as a whole. The Consultant Team utilized the public input in conjunction with its professional expertise and experience in W.B.R.s, along with knowledge of best practices, to develop the recommended options.

9. Recommended Options

As addressed in the Preliminary Options Report, Caledon like many municipalities in Ontario, provides a unique challenge when finding a suitable ward system. However, the Town is probably unique in the sense that its ward configuration in place in 2021 (established through the 1994 OMB order) deliberately does not “meet the generally accepted representation by population criteria” and that the Board’s recommendation was “very closely aligned . . . with . . . communities of interest.” The legacy of that formulation was the starting point for this review and has become the conventional way to understand what Caledon’s electoral system should look like.

However, today, Caledon is a community with a large and growing concentration of urban population as well as an extensive and stable non-urban geographic area with numerous historic villages and hamlets. As such, an equitable ward system requires a kind of balancing act to respect both communities of interest and population parity, especially into the future.

Ultimately, the choice of ward system is a decision for Council. Taking all the guiding principles of the review into consideration, along with feedback from residents and the expertise and experience of the Consultant Team, five preliminary options were developed for consideration in the second phase of this review. The options prepared for Council’s consideration, shown below, have been narrowed down to two, both of which include more than four wards.

These options are included here because the Consultant Team has conducted further research and analysis, taking account of observations from members of the public and Council that have shed light on some of the implications of the approaches and details of the five preliminary options from a local perspective. We deliberately refer to them as preliminary options since there are always insights that come with inviting new evaluations to understand what could work and what might not.



One of the foundations of the present ward configuration is the election of both a Regional and Town Councillor in the same ward, with the office of Mayor making the Council composed of an odd number of officials. Because of the reduction in regional representation, this long-standing arrangement will need to change since it would be inadvisable to reduce the number of Town Councillors to two as well (and the overall size of Town Council to five). One possible scenario could be to change the election of Regional Councillors from a ward-based to an at-large system. This is not the standard practice in Peel Region, but it is used in other Ontario regions. One disadvantage would be the expectation that candidates would have to organize an election campaign across the entire Town and that both Regional Councillors could live in the same neighbourhood. Alternatively, the Regional Councillors could be elected in some combination of Town wards that are roughly balanced in population or are designed to preserve a voice for rural Caledon on Peel Regional Council. This report will address alternative scenarios for electing Caledon's Regional Councillors below.

9.1 Final Option 1

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 Final Option is based on Preliminary Option 3 with adjustments between wards 1 and 3 and provides for six wards. It places a high priority 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.

We heard from residents and members of council who were concerned about the area included in the proposed Ward 1 and in the final version the proposed ward is scaled back from Old School Road to King Street (Regional Road 9).

In this option, the proposed Ward 1 includes most of the present Ward 1 but extends east only as far as St. Andrews Road (rather than Airport Road) but now includes territory as far south as Regional Road 9 and includes Terra Cotta in its entirety. with a boundary that follows the Credit River west of Regional Road 1. The main implication of these modifications is to keep the entire Credit River watershed and the Escarpment (with its historic mill villages) in the same ward but with clean eastern and southern boundaries. The village of Mono Mills is located 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 and Caledon East each form the nucleus of an urbanizing ward. In this option, Bolton is 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.

One implication of this arrangement is that Bolton would have two seats on Caledon Town Council, consistent with the concentration of population, there but the two wards also include the neighbourhoods that identify with Bolton but are now located in the present Ward 4. This adjustment has the further consequence of eliminating the impact of the growing suburban population in the more rural-oriented Wards 2 and 4. The incentive to consider an option with such features came out of some of the comments shared with us by residents. For example,

- “The west side of Bolton (Harvest Moon) is in Ward 4 yet geographically it is closer to Bolton and has more affiliation with that town, it's shopping and amenities. It would make more sense for that part to be included in Ward 5 with the rest of Bolton.”
- “The Harvest Moon subdivision should be included with Bolton as they have far more in common with Bolton and it is the Bolton Councillors who work hard to address their concerns (This would fix our current weakness.) and would make the community stronger. Then the ward five area Councillor should be changed to a regional position which would give Bolton more weight with their vote.”
- “The people of Bolton are underrepresented and issues specific to this urban area are too easily pushed aside by the rural area votes. Though not the geographic centre of Caledon, it is definitely the population centre. More recreation and other public facilities should be located where people are living close by, many of whom could walk to use these facilities. The building of pools and arenas in other places in Caledon, before filling the needs of Bolton, has been unfair and will not be resolved while Bolton has fewer votes than its population merits.”

The explicit recognition and focus on communities in this option has resulted in no wards in the optimal category, with two of the wards outside the acceptable range of variation based on estimated 2021 populations. Population parity does not improve in 2031 with five of the six wards with populations outside the acceptable range. Because



of the 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. Please note that the variance and optimal range fields within Table 9-1 have been corrected from what was presented in the Preliminary Options Report (Table 8-3) where the averages in those tables were overstated.

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 Town's important rural and urban mix. This preserves the rationale for the present ward system (see section 9 above). As a result, some of the population disparities can be extreme.

As mentioned earlier, the change in the number of Regional Councillors will no longer allow the Town to match the number of Regional Councillors to the number of wards (unless wards were reduced to 2). As such the Town will have to re-consider how it elects the Regional Councillors (at-large or new wards). The consultant team has prepared two Regional Council Ward scenarios for each of the Final Options presented in this report. Those options are presented in Section 10 of this report.



Figure 9-1: Final Option 1

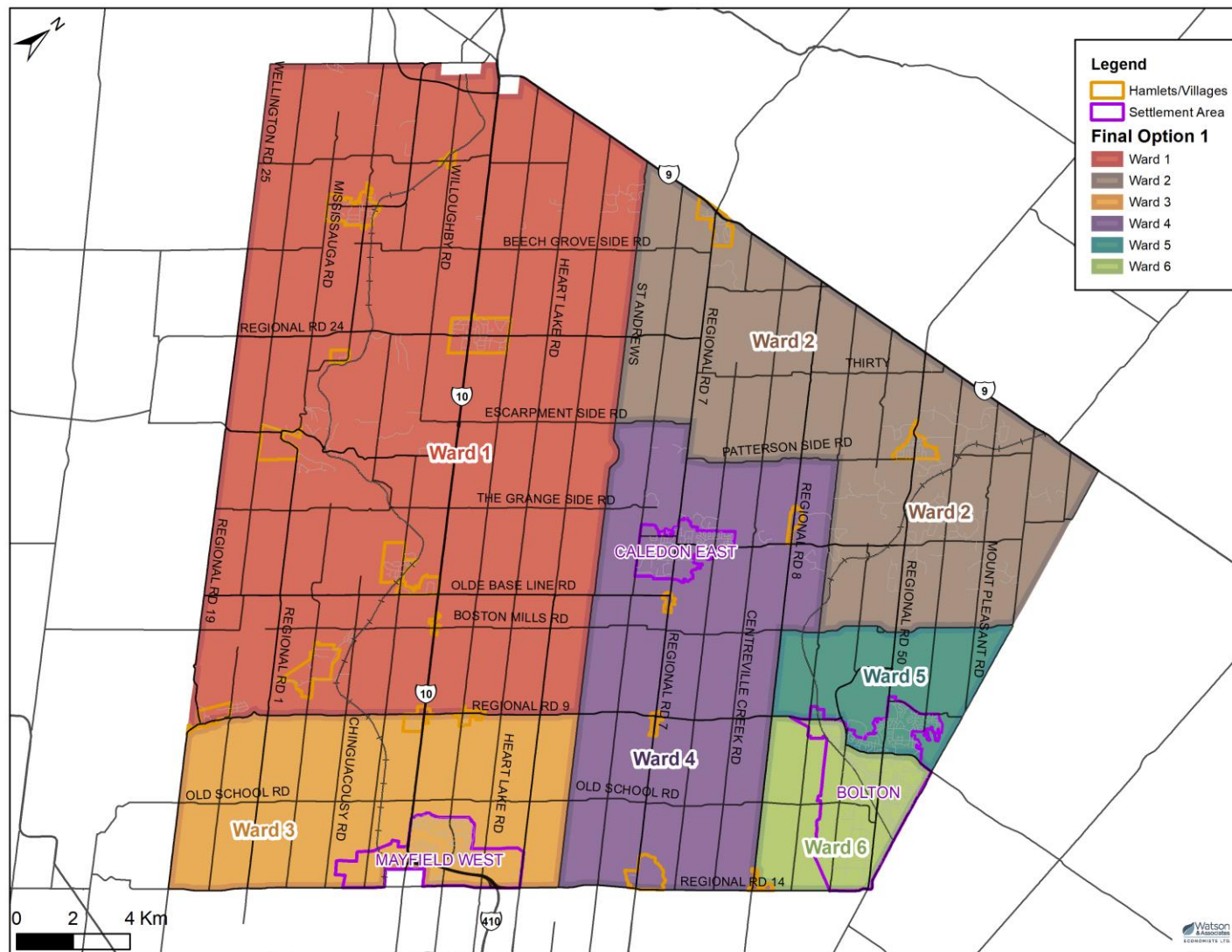




Table 9-1: Final Option 1 Population Distribution

Ward Number	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	11,795	0.94	O-	11,605	0.62	OR-
Ward 2	8,350	0.66	OR-	8,920	0.47	OR-
Ward 3	15,335	1.22	O+	38,525	2.04	OR+
Ward 4	9,920	0.79	O-	12,750	0.68	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450	-	-	113,060	-	-
Average	12,575	-	-	18,843	-	-

Note: Numbers have been rounded

Source: Watson & Associates Economists Ltd.

Table 9-2: Final Option 1 Evaluation Summary

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	Partially successful	Only four 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	No	Population disparities remain when incorporating projections. Ward 3 is more than 2 times higher than the average whereas Ward 2 is less than half the Ward average population.
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.

9.2 Final Option 2

This option also considers more than the four wards used at present, but here instead a five-ward system with five Local Councillors is contemplated. Final Option 2 is based on Preliminary Options 4A and 4B. When this concept was initially prepared, the population forecast was applying a projected population of 108,000 by 2031. An update to the population forecast was prepared prior to the release of the Preliminary Option Report and further review into this option revealed that the new projected population distribution of 113,000 provided by the Region of Peel included growth to the northern Bolton expansion area which was formerly located within the proposed Ward 2 of Preliminary Options 4 and 4B.^[6] The revised Final Option 2 (as presented below) has adopted the change in population distribution, expanding Ward 3 out to Regional Road 8 to the west. With the additional population allocated within Ward 3, a disparity between Wards 3 and Wards 4 has developed, and a slight adjustment between the two Bolton wards was made utilizing the rail line and King St acting as a north/south divider.

As was the case for Final Option 1, we heard from residents and members of council who were concerned about the area included in the proposed Ward 1, so in Final Option 2 the proposed ward is scaled back from Old School Road to King Street (Regional Road 9). Furthermore, this option also allocates two seats to Bolton and integrates the surrounding areas that are part of the present Ward 4 into a more coherent pair of urban wards.

⁶ Region of Peel, draft 2051 municipal growth allocation December 2020 – subject to further refinement and Regional Council approval.



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 Regional Road 9 and contains the village of Mono Mills and Terra Cotta. As a result, the existing ward containing Mayfield West (proposed Ward 5) is condensed and only goes north to Regional Road 9 west to the Credit Valley River and south around the Terra Cotta community, 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 Final Option 1, 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 using major roads where possible. Population parity between the five proposed wards is excellent in 2021, with all wards in the optimal range (Table 9-3). This option thus provides a ward system that can provide effective representation for residents all across Caledon.

Final Option 2 would provide an ideal ward system for Caledon if population parity is the primary guiding principle, as opposed to the community of interest principle that is embedded in Final Option 1 and if the population of Caledon does not change over the next decade. The reality, of course, is that not only will there be population growth in Caledon, but it will also be significant, swift and concentrated primarily in the proposed Ward 5. Moreover, the Consultant Team was directed to consider developing a ward system for Caledon to cover the next three municipal elections (2022, 2026 and 2030) so cannot recommend to Council a single design that it knows will plainly fail to address the population trends principle.

A Preliminary Option was developed as a way to address that limitation, albeit in a somewhat unorthodox fashion. That is, it held out the possibility that Final Option 2 can transition into a six-ward system that achieves a high level of population parity in 2031 by dividing it at Highway 410. In that sense, Final Option 2 can serve as an intermediate step towards addressing the shortcomings of the present system in the short-term with a plausible alternative in four- or eight-years' time.

The Option is not included here primarily in the interests of providing Council with clear choices for 2022. However, our research suggests that large population increase will occur in Mayfield West over the next decade and Council and residents should begin to think ahead to that result.



One of the other consequences of selecting Final Option 2 would be an eight-member council (the Mayor, two Regional Councillors and five Town Councillors); many municipalities are hesitant about a council that is not composed of an odd number of members but this should not be seen as a decisive reason to set aside this Final Option. For one thing, there are close to fifty municipalities in Ontario where municipal councils are composed of an even number of members (including Ottawa and Hamilton), and it is unlikely that a deadlocked Council would be solely the result of the number of councillors at the table. For the most part Councillors in those municipalities are able to make the arrangement work successfully. As noted, this might only be the case for one (or at most two) terms of Council; that is, until Council determines that an additional ward is warranted.

As discussed in Final Option 1, The consultant team has prepared two Regional Council Ward scenarios for each of the Final Options presented in this report. Those options are presented in Section 10 of this report.



Figure 9-2: Final Option 2

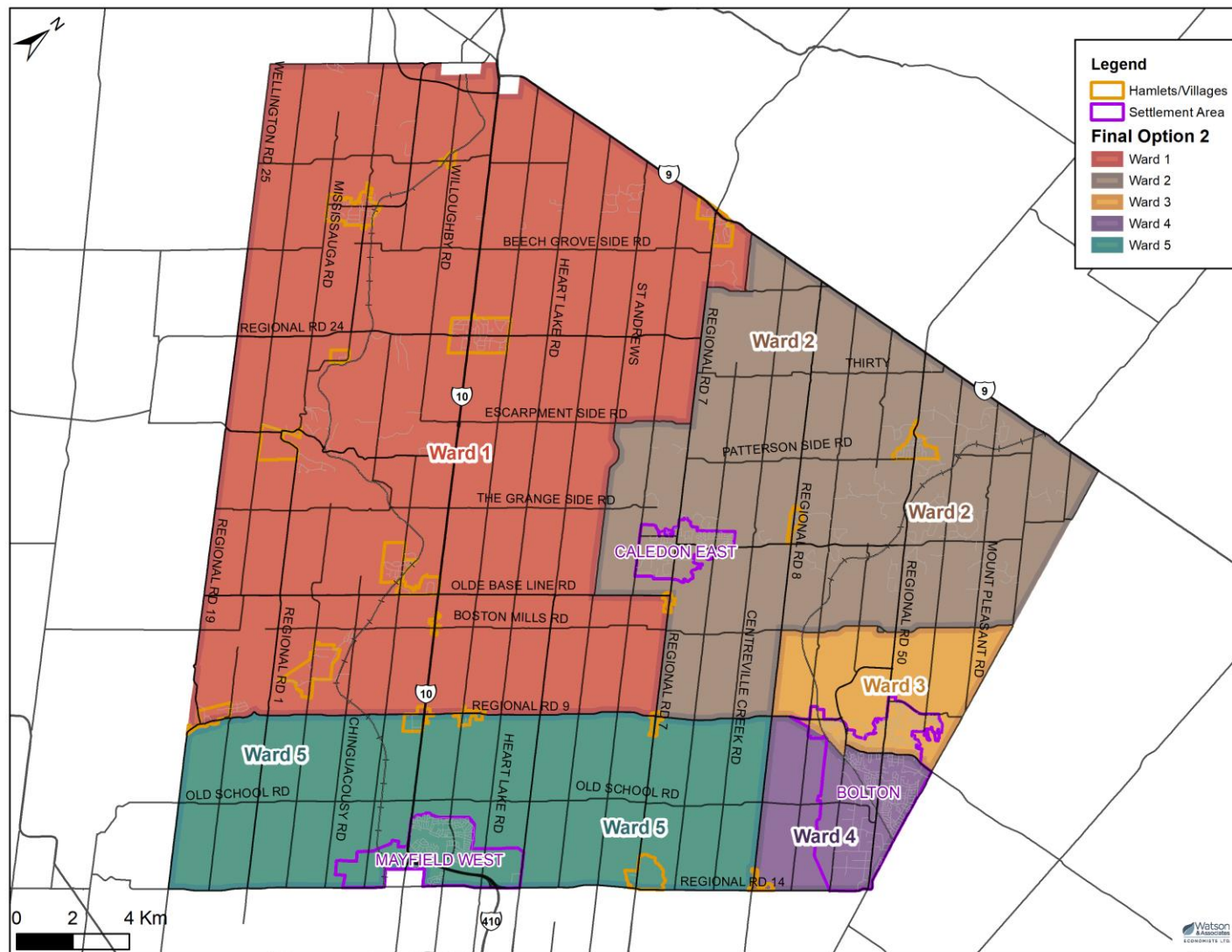




Table 9-3: Final Option 2 Population by Ward

Ward Number	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	13,565	0.90	O-	13,485	0.60	OR-
Ward 2	14,920	0.99	O	18,220	0.81	O-
Ward 3	14,590	0.97	O	20,110	0.89	O-
Ward 4	15,460	1.02	O	21,150	0.94	O-
Ward 5	16,925	1.12	O+	40,095	1.77	OR+
Total	75,460	-	-	113,060	-	-
Average	15,090	-	-	18,843	-	-

Note: Numbers have been rounded.

Source: Watson & Associates Economists Ltd.

Table 9-4: Final Option 2 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. The two Bolton wards now include all residents of Bolton and those that reside within the expansion areas that relate to Bolton.
Current and Future Population Trends	Partially successful	Three wards are within an acceptable range. However, 1 ward is well above an acceptable range (Ward 5) while Ward 1 falls below the acceptable range.
Physical Features as Natural Boundaries	Yes	All boundaries are clear and recognizable.



Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Effective Representation	Largely successful	Effective representation is largely achieved for 2021; some longer-term population disparity issues.

10. Recommended Options to Elect Regional Councillors

Caledon's long-standing electoral system with four Town and four Regional Councillors representing the four wards (shared wards 3/4) is simple and straight-forward. However, with the loss of two Regional Councillors, the municipality must consider a new arrangement to elect its remaining two Regional Councillors. The Consultant Team has developed two Regional Ward Options for each of the two Final Options that Council can consider as part of its deliberations on the selection of a Final Option (see the following section).

These Regional Ward Options continue the practice of electing Regional Councillors in wards, the standard arrangement in Peel Region, as well as Halton and Durham. In some other Regions in Ontario (such as York, Niagara and Waterloo), Regional Councillors are elected at-large, a possible alternative that is open to Caledon. The two models (election in wards and election at-large) have implications that Council should consider in opting to maintain the present practice or selecting the alternative.

Briefly, an at-large system promotes the concept of a Town-wide focus at election time but expects candidates to campaign across the entire municipality giving electors greater choice. However, candidates who appeal to areas where voter turnout is highest tend to be elected disproportionately and can lead to significant communities of interest and points of view being unrepresented (or over-represented). In addition, large numbers of candidates on the ballot can be confusing for voters.

The ward-based system of representation simplifies the choices for electors and results in identifiable representatives for the communities located in each ward and significant communities of interest are more likely to be represented. Electors may have a



restricted choice of candidates in elections for individual wards and the wards themselves would need to be adjusted from time to time because of demographic shifts.

As we understand the *Municipal Act, 2001*, Caledon Council's authority "to divide or redivide the municipality into wards or to dissolve the existing wards" (section 222) would apply to Regional Wards and in the present circumstance this means it will be required to pass a bylaw to "redive" the municipality's four Regional Wards into two or to "dissolve" the Regional Wards for the purposes of electing Regional Councillors at-large. The consultant team has prepared a total of 4 Regional ward boundary options for Council to consider, two scenarios for each of the two Final Options presented.

10.1 Final Option 1 (Six-Ward Scenario)

Under the proposed 6-ward option, Regional Ward Option 1 contemplates combining the proposed Wards 1, 3 and 4 for one Regional ward and proposed wards 2, 5 and 6 for the second Regional ward. This keeps the two larger urban areas of Bolton and Mayfield West in separate wards while still maintaining a large rural presence in each ward with a variety of prominent communities and hamlets in each. This option provides very good population parity amongst the two Regional wards both in 2021 and 2031. In 2021, the two Regional wards are both in the optimum range and by 2031 remain well within the acceptable range (see table 10-1)

Regional Ward Option 2 considers a slightly different arrangement; however, the urban areas of Bolton and Mayfield continue to remain in separate wards. In this option, one Regional ward would contain the proposed wards 1, 2 and 3 and the second Regional ward would contain proposed wards 4, 5 and 6. The difference between Options 1 and 2 is that wards 4 and 2 'trade' positions. In Option 1, the ward anchored by Caledon East is with the proposed larger Ward 1 as well as proposed Ward 3 anchored by Mayfield West. In Option 2, that ward is added to the two proposed Bolton wards. Regional Ward Option 2 has very good population with both proposed Regional wards in the acceptable range in 2021 (just slightly above and below optimum) and in the optimum range in 2031 (see Table 10-1).



Table 10-1: Population by Regional Ward (Six-Ward Scenario)

REGIONAL WARDS OPTION #1						
Ward Number	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Regional Ward 1: Wards 1, 3, 4	37,050	0.98	O	62,880	1.11	O+
Regional Ward 2: Wards 2, 5, 6	38,400	1.02	O	50,180	0.89	O-
Total	75,450			113,060		
Average	37,725			56,530		

REGIONAL WARDS OPTION #2						
Ward Number	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Regional Ward 1: Wards 1, 2, 3	35,480	0.94	O-	59,050	1.04	O
Regional Ward 2: Wards 4, 5, 6	39,970	1.06	O+	54,010	0.96	O
	75,450			113,060		
	37,725			56,530		

10.2 Final Option 2 (Five-Ward Scenario)

Under the proposed 5-ward option, the first option combines the proposed Wards 1 and 5 for one Regional ward and proposed wards 2, 3 and 4 for the second Regional ward. This option has the two larger urban areas of Bolton and Mayfield West in separate wards and attaches the larger Ward 1 to the Mayfield West ward (Ward 5) and Bolton with Ward 2 which is anchored by Caledon East. This option has good population parity in 2021 with both wards in the acceptable range. As projected growth is realized, the population parity improves and both wards are in the optimum population range by 2031 (see table 10-2).

The second Regional ward scenario for the 5-ward option places a greater focus on two distinct Regional wards – one largely urban and one more rural and diverse. The option combines wards 1 and 2 for one Regional ward and wards 3, 4 and 5 for the second Regional ward. This option places the urban areas of Bolton and Mayfield West in the same ward with the second Regional ward being large in geography with centered by Caledon East. While the populations of each ward stay just inside the acceptable population range in 2021, each ward's population falls well above and below the acceptable ranges as Bolton and Mayfield West populations increase over the next decade (see Table 10-2).



Table 10-2: Population by Regional Ward (Five-Ward Scenario)

REGIONAL WARDS OPTION #1						
Ward Number	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Regional Ward 1: Wards 1, 5	30,490	0.81	O-	53,580	0.95	O
Regional Ward 2: Wards 2, 3, 4	44,970	1.19	O+	59,480	1.05	O
Total	75,460			113,060		
Average	37,730			56,530		

REGIONAL WARDS OPTION #2						
Ward Number	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Regional Ward 1: Wards 1, 2	28,485	0.75	O-	31,705	0.56	OR-
Regional Ward 2: Wards 3, 4, 5	46,975	1.25	O+	81,355	1.44	OR+
	75,460			113,060		
	37,730			56,530		

11. Next Steps & Council Decisions

This report will be presented to Council at a meeting scheduled for June 14, 2021. During their deliberation, Council has a series of choices to make. Should the loss of the two Regional seats be addressed by changing the number of Town Councillors? If so, how many Town Councillors should sit on Council? Should the wards be more reflective of existing populations and settlements or of future population projections? How important are clear and identifiable ward boundaries to the residents of Caledon? In effect, Council will be deciding which of the core principles best represents communities and residents that make up Caledon. If Council determines that Final Option 2 is preferred, should there be a commitment to split the proposed Ward 5 into two wards and, if so, should this be at a pre-determined date (such as before the 2026 municipal election) or should it be based on the proposed ward reaching an agreed-upon population level?

The two Final Options presented by the Consultants are based on addressing several key features of an electoral system for Caledon and the contemporary characteristics of the Town. These include the case for an increase the number of Town Councillors, the challenge of blending its rapidly urbanizing neighbourhoods with the traditional “heart” of



Caledon in its hills and valleys into an equitable distribution of seats on Council and preparing Council and residents to integrate the anticipated large population growth into that system with a minimum of disruption. We believe that the Final Options give Council an opportunity to respond to those challenges.

It may also be important for Council to consider adopting a Ward Boundary Review Policy that would commit the Town to reviewing its ward boundaries on a regular basis. Some municipalities do this every 2-3 elections and others based on population targets or thresholds. The implementation of a new ward boundary model as provided for in this report can be viewed as addressing the distribution of population and communities as they exist in 2021, but as the municipality changes through population growth and new residential development, such new conditions can be incorporated within a relatively short period of time instead of the 25-year period that the present wards were maintained.

In summary, Council can accept one of the recommended options, amend one of the recommended options (although this can be problematic in the context of a possible appeal to LPAT) or default to the status quo by taking no actions at all (with the same risks). In doing so, they must clearly understand they are conveying the message that they believe the current four-ward ward system still serves all of the residents of Caledon well.

Within this report, the Consultant Team has highlighted some deficiencies in the current ward boundary system in relation to the guiding principles. These deficiencies have led the Consultant Team to conclude that the current ward boundary system no longer serves the residents of Caledon well and ought to be changed. The public engagement efforts throughout this review have been largely consistent with this view.

Depending on Council's decision related to the Final Options contained in this report, ratification of a by-law to implement a preferred option for electing Town Councillors and a separate by-law for electing Regional Councillors is expected to occur shortly after the June 14, 2021 meeting.



Appendix A

Communications Plan



Ward Boundary Review: Communications Plan

SUMMARY

The Town of Caledon has engaged Watson and Associates to help conduct a ward boundary review. As part of the project the Town and its consultant will be conducting a **two-phase communications and engagement campaign** to raise awareness of the review and obtain feedback from residents.

- Phase I
Phase I of the campaign will focus on raising awareness and prompting interest among residents in the project.
- Phase II STARTS WEEK OF OCT 19
The focus of Phase II will be on direct public engagement with residents. The intention at present is to hold a number of open houses covering all existing wards.
- Phase III
A second round of consultations about draft options takes place spring 2021

A final report will be presented to Council in 2021.

STRATEGY

Phase I: Raise Awareness

The Town has prepared a website (caledon.ca/wbr) with background information, frequently asked questions (FAQs), an ~~interactive~~ ward map, an explainer video and an entertaining online quiz about the history and makeup of Caledon's ward system.

During Phase I the Town will be reaching out to residents through various channels including social media, newspaper advertising and email. The highlight of Phase I will be an online survey that residents are invited to take.

Tactics

- Develop website with FAQs / video / map, etc.
- Use social media to drive people to the website

Phase II: Engagement

The focus of Phase II will be promoting the public engagement opportunities.

Tactics

- newspaper, email newsletter, social media



- explainer video
- Survey
- Open house(s) tbc

SCHEDULE

Date	Tactics	Status/comments																		
August	<ul style="list-style-type: none"> • Kick-off meeting • Build new ward map • Develop project web page w/ FAQs • Design graphics • Draft content for social media • Produce "explainer video" 	Website with map, FAQs: www.caledon.ca/wbr																		
Sep 22	Review meeting <ul style="list-style-type: none"> • Approve communications plan / tactics / timing 																			
Sep 29	Memo to Council <ul style="list-style-type: none"> • Summarize public engagement strategy 	Tony to provide summary to Patrick by EOD Thursday.																		
Late September / early October	Ph I: Awareness <ul style="list-style-type: none"> • Quiz • Survey • Explainer video • Confirm timing of survey/open houses • Launch social media campaign 																			
WEEK OF OCT 19	Ph II: Engagement: Promote open houses <ul style="list-style-type: none"> • OCT 22 Newspaper ad + social media • Presentation / . Display boards etc. 																			
Nov	Public Meetings / Open Houses <table border="1"> <thead> <tr> <th>Session</th><th>Date</th><th>Time</th></tr> </thead> <tbody> <tr> <td>1</td><td>Wednesday, November 4</td><td>7:00 to 9:00 p.m.</td></tr> <tr> <td>2</td><td>Tuesday, November 10</td><td>10:00 a.m. to noon</td></tr> <tr> <td>3</td><td>Thursday, November 12</td><td>7:00 to 9:00 p.m.</td></tr> <tr> <td>4</td><td>Wednesday, November 18</td><td>10:00 a.m. to noon</td></tr> <tr> <td>5</td><td>Wednesday, November 18</td><td>7:00 to 9:00 p.m.</td></tr> </tbody> </table>	Session	Date	Time	1	Wednesday, November 4	7:00 to 9:00 p.m.	2	Tuesday, November 10	10:00 a.m. to noon	3	Thursday, November 12	7:00 to 9:00 p.m.	4	Wednesday, November 18	10:00 a.m. to noon	5	Wednesday, November 18	7:00 to 9:00 p.m.	
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5	Wednesday, November 18	7:00 to 9:00 p.m.																		



Dec/Jan	Consultant to review findings, produce final report to Council (due January 2021)													
JAN/FEB 20201	Report to Council													
Spring 2021	<p>Consultation “Round Two”</p> <p>Public engagement sessions are held to present – and get input on – options.</p> <table><tr><th>Date</th><th>Time</th></tr><tr><td>Monday, March 22</td><td>7:00 pm - 9:00 pm</td></tr><tr><td>Wednesday, March 24</td><td>10:00 am - 12:00 noon</td></tr><tr><td>Monday, March 29</td><td>10:00 am - 12:00 noon</td></tr><tr><td>Monday, March 29</td><td>7:00 pm - 9:00 pm</td></tr><tr><td>Wednesday, March 31</td><td>7:00 pm - 9:00 pm</td></tr></table>	Date	Time	Monday, March 22	7:00 pm - 9:00 pm	Wednesday, March 24	10:00 am - 12:00 noon	Monday, March 29	10:00 am - 12:00 noon	Monday, March 29	7:00 pm - 9:00 pm	Wednesday, March 31	7:00 pm - 9:00 pm	Newspaper ads, social media (ongoing)
Date	Time													
Monday, March 22	7:00 pm - 9:00 pm													
Wednesday, March 24	10:00 am - 12:00 noon													
Monday, March 29	10:00 am - 12:00 noon													
Monday, March 29	7:00 pm - 9:00 pm													
Wednesday, March 31	7:00 pm - 9:00 pm													
tbd	<p>Ph III: Implementation</p> <p>Develop communications plan for Ph III</p>													

TACTICS

Web page

www.caledon.ca/wbr



Mailing list

- The Town is hosting a mailing list (via CampaignMonitor).
- A sign-up form is provided via www.caledon.ca/wbr.
- Sign-up form: <https://confirmsubscription.com/h/i/28E1B266B2FF050A>.
- # of subscribers: 11 (October 13, 2020)

Design



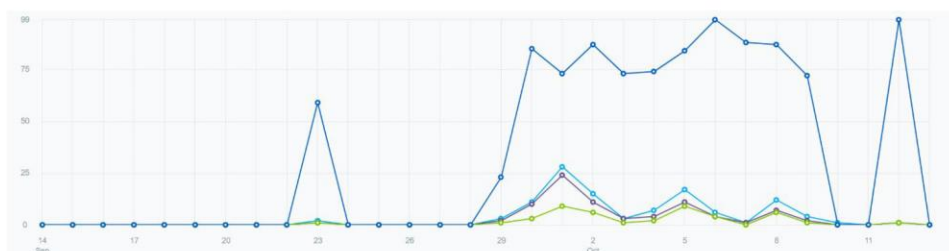
Explainer Video (for web page)

An explainer video is hosted on www.caledon.ca/wbr.



The video is hosted on vimeo: <https://vimeo.com/448934001>.

- Total views: 111
- Unique viewers: 81
- Finishes: 44
- Average watch: 79%



Brain teaser / Quiz (for social media)

<http://virtualwatson.ca/caledon/home/>

Survey #1

A survey is provided on www.caledon.ca/wbr.

Direct link: https://www.surveymonkey.com/r/caledon_wbr

Survey #2 (Spring 2021)

Link: https://www.surveymonkey.com/r/caledon_wbr?source=webpage

Public engagement / Open Houses

Round Two scheduled for Spring 2021



- On WBR webpage: www.caledon.ca/wbr
- Direct link (new window):
<https://caledon.maps.arcgis.com/apps/webappviewer/index.html?id=4fa6c1d989d74e15a0886c3e2c4b4939>



Appendix B

Social Media Outreach



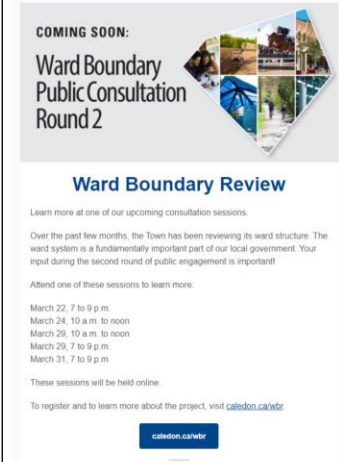

Social Media

Phase III (Spring 2021)



- Continue promotion in weekly Town News newspaper and weekly email newsletter
- Highlight the proposed options, survey #2 and the public engagement sessions

FEB 25	Newspaper ad + social + email newsletter http://createsend.com/t/i-7FAFCFB37B364A882540EF23F30FEDED	
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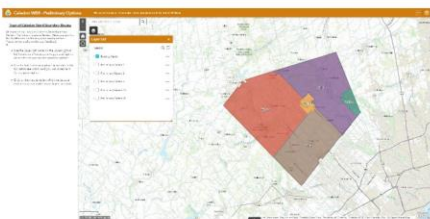



MAR 5	<p>Newspaper ad + social + email newsletter</p> <p>http://createsend.com/t/i-10B1C0CE79555FF72540EF23F30FEDED</p>	
MAR 13	<p>Newspaper ad + social + email newsletter</p> <p>http://createsend.com/t/i-CB962BD6D177B85F2540EF23F30FEDED</p>	



MAR 15	<p>[RT] @YourCaledon will be hosting multiple public engagement sessions this month regarding the Ward Boundary Review.</p> <p>Mar 22, 7 to 9 pm Mar 24, 10 am to noon Mar 29, 10 am to noon Mar 29, 7 to 9 pm Mar 31, 7 to 9 pm</p> <p>To register and to learn more visit http://caledon.ca/wbr</p>													
MAR 18	<p>Newspaper ad + social + email newsletter</p> <p>http://createsend.com/t/i-97C781FAD1D3EC2D2540EF23F30FEDED</p>													
MAR 22	<p>Starting this week: another round of public engagement sessions on the Ward Boundary Review. Register to participate at http://ow.ly/jlBf50E5d7X. #CaledonWardBoundaryReview #CaledonWBR</p>	<table border="1"><caption>Round 2 Ward Boundary Review Public Engagement Sessions</caption><thead><tr><th>Date</th><th>Time</th></tr></thead><tbody><tr><td>Monday, March 22</td><td>7:00 pm - 9:00 pm</td></tr><tr><td>Wednesday, March 24</td><td>10:00 am - 12:00 noon</td></tr><tr><td>Monday, March 29</td><td>10:00 am - 12:00 noon</td></tr><tr><td>Monday, March 29</td><td>7:00 pm - 9:00 pm</td></tr><tr><td>Wednesday, March 31</td><td>7:00 pm - 9:00 pm</td></tr></tbody></table>	Date	Time	Monday, March 22	7:00 pm - 9:00 pm	Wednesday, March 24	10:00 am - 12:00 noon	Monday, March 29	10:00 am - 12:00 noon	Monday, March 29	7:00 pm - 9:00 pm	Wednesday, March 31	7:00 pm - 9:00 pm
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MAR 24	<p>How would you like to see Caledon's wards configured? Check out our interactive map of proposed options!</p>	<p>Same as above</p>												
MAR 25	<p>Have your say! Register now for one of the Ward Boundary Review public engagement sessions, happening this week and next: www.caledon.ca/wbr. #Caledon #CaledonWardBoundaryReview #CaledonWBR</p>	<p>Same as above</p>												
MAR 27	<p>Have your say! Register now for one of the Ward Boundary Review public engagement sessions happening this week: www.caledon.ca/wbr. #Caledon #CaledonWardBoundaryReview #CaledonWBR</p>	<p>Same as above</p>												



MAR 28	<p>Check out our interactive map of ward boundary options: https://watsonae.maps.arcgis.com/apps/webappviewer/index.html?id=c380b5a89b73473ab31981db0e980e3e.</p> <p>Learn more about them at caledon.ca/wbr! #CaledonWardBoundaryReview</p>	
MAR 29	<p>Have your say about how Caledon's ward system and where people should vote! Take our survey and choose from among several boundary options: https://www.surveymonkey.com/r/caledon_wbr?source=webpage. #CaledonWardBoundaryReview #Caledon</p>	

Phase I and II (Fall / Winter 2020)

OCT 1 3:30	Quick quiz: What's the population of #Caledon according to the 2016 Census? Take the #CaledonWardBoundaryReview quiz and find out! caledon.ca/wbr
OCT 4 9 am	The #CaledonWardBoundaryReview is looking at the future of #Caledon's ward structure, which could change where you vote and who you vote for. Learn more at caledon.ca/wbr .
OCT 7 Noon	Have your say! The #CaledonWardBoundaryReview wants your input. How well does the current ward system work in #Caledon? Take the survey at caledon.ca/wbr .



OCT 10 10 am	Should #Caledon look at other approaches to better reflect voter representation? Learn more – and have your say – about the #CaledonWardBoundaryReview: caledon.ca/wbr .
OCT 14 8 pm	What is a ward? Good question! And why should you care? Well, if you vote in #Caledon, you should Learn more at #CaledonWardBoundaryReview: caledon.ca/wbr .
OCT 17 1 pm	Over the next few months a detailed review of #Caledon's ward structure is being undertaken. Public engagement is a key part of the process. Learn more at caledon.ca/wbr .
OCT 20 8:30 am	What's the average age of #Caledon's population? Take our quiz and learn more about the #CaledonWardBoundaryReview at caledon.ca/wbr .
OCT 22 8:30 pm	We know #Caledon is a proudly diverse community, but do you know how many identify as a visible minority or member of an Aboriginal group? Take the #CaledonWardBoundaryReview quiz at caledon.ca/wbr .
OCT 24 9 am	Have your say! Go to caledon.ca/wbr and register to attend one of our virtual open houses! #CaledonWardBoundaryReview
OCT 25 4:30 pm	How well do you know local history? When the Townships of Abion, #Caledon and part of Chinguacousy amalgamated in 1973, what were they going to be called? Take our quiz: caledon.ca/wbr . @archivespama @heritagecaledon
OCT 28 11:30 am	#Caledon's current ward structure was established in 1994. Twenty-six years later, how much do you think our population has grown? Take the #CaledonWardBoundaryReview quiz and test your knowledge! caledon.ca/wbr
OCT 31 9 am	Starting November 4 we are hosting a number of virtual open houses (registration is required) about the #CaledonWardBoundaryReview. View dates/times...and learn more about the project...at caledon.ca/wbr .
NOV 1 11:30 am	When you vote for Members of Council in #Caledon, you vote by ward. Do you know what ward you live in? Learn more at caledon.ca/wbr .
NOV 4 5:30 pm	Check out our Ward Map to find out which ward you live in and what the #CaledonWardBoundaryReview means for you! caledon.ca/wbr



NOV 5 10:30 am	Miss the #CaledonWardBoundaryReview virtual open house last night? We have more! Register now for one of our upcoming sessions at caledon.ca/wbr .
NOV 7 1:30 pm	Take a guess: Which of #Caledon's five wards has the most people: caledon.ca/wbr . #CaledonWardBoundaryReview
NOV 9 Noon	Sign up for the November 10 virtual open house for the #CaledonWardBoundaryReview at caledon.ca/wbr .
NOV 10 9:30 am	Spoiler alert: In our #CaledonWardBoundaryReview quiz #ShaniaTwain makes an appearance. True fact. Try it yourself at caledon.ca/wbr .
NOV 14	Have your say! Go to caledon.ca/wbr and register for our final #CaledonWardBoundaryReview virtual open houses on November 18.
NOV 15 4:15 p.m.	How you vote in the next election could be profoundly different. Learn more at our final #CaledonWardBoundaryReview open houses Wednesday, November 18. Two times available: 10 a.m. and 7 p.m. Details: caledon.ca/wbr .
NOV 16 8:15 p.m.	Exercise your democratic right in #Caledon. Have your say about our current voting system (by ward). Register for one of our open houses: November 18 at 10 a.m. or 7 p.m. http://ow.ly/gmmm30rjV5Z
NOV 17 12:30 p.m.	Are you planning for vote for Mayor in the next election? For your Councillor? Learn about how the municipal voting system may change. Attend an open house November 18 either at 10 a.m. or 7 p.m. Details: caledon.ca/wbr .



Appendix C

Public Posterboards



Town of Caledon Ward Boundary Review 2020

caledon.ca/wbr

Project Overview and Objectives

The Town of Caledon has retained Watson & Associates Economists Ltd. and Dr. Robert J. Williams to conduct a comprehensive and independent Ward Boundary Review.

The primary purpose of this review is to prepare Council to make decisions that may include possible modifications to the present ward boundaries.

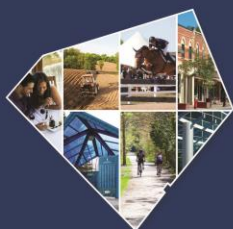
The review will seek to identify effective and equitable electoral arrangements for the 2022 municipal election and beyond.

Key objectives include:

- ✶ Ensure residents are fairly represented by elected officials on Caledon Council;
- ✶ Evaluate the strengths and weaknesses of the present system on the basis of identified guiding principles;
- ✶ Ensure an open and transparent public engagement process with thoughtful and comprehensive consideration of community feedback;
- ✶ Identify plausible changes to the present ward structure; and
- ✶ Deliver a report that will set out recommendations for Council to consider on possible alternative ward boundaries, based on the identified principles.

Watson & Associates Economists Ltd.
In association with Dr. Robert J. Williams
Virtual Public Information Session | November 2020





Town of Caledon Ward Boundary Review 2020

caledon.ca/wbr

Guiding Principles

1

EFFECTIVE REPRESENTATION

Evaluate the capacity of each ward to give residents an effective voice in decision making

2

REPRESENTATION BY POPULATION

Ensure that every Councillor represents an equal number of constituents while allowing for some variation

3

COMMUNITIES OF INTEREST

Recognize community groupings and try to keep them intact

4

FUTURE POPULATION TRENDS

Consider projected growth and population shifts over three election cycles

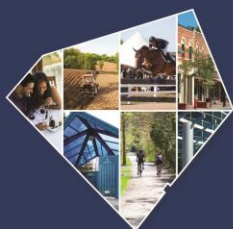
5

PHYSICAL AND NATURAL BOUNDARIES

Ensure ward boundaries are recognizable and where possible use permanent or natural features

Watson & Associates Economists Ltd.
In association with Dr. Robert J. Williams
Virtual Public Information Session | November 2020

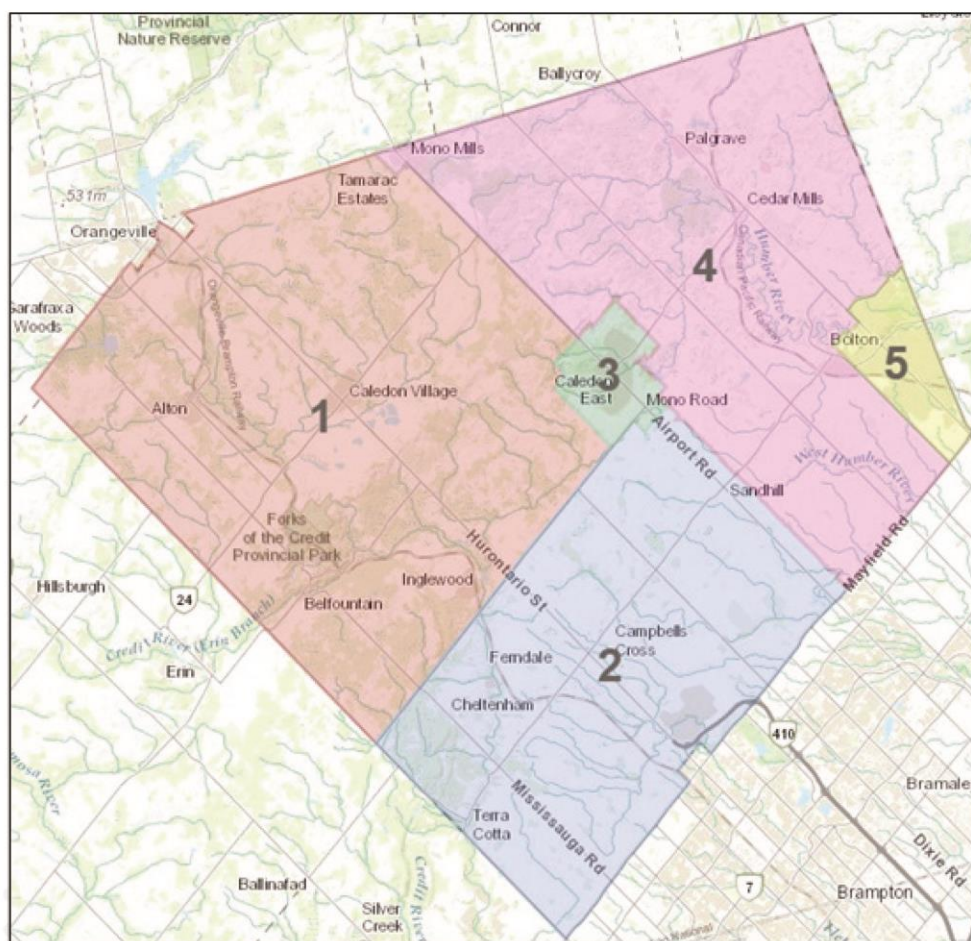
 **Watson
& Associates**
ECONOMISTS LTD.



Town of Caledon Ward Boundary Review 2020

caledon.ca/wbr

Caledon Existing Ward Map



Watson & Associates Economists Ltd.
In association with Dr. Robert J. Williams

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**Watson
& Associates**
ECONOMISTS LTD.

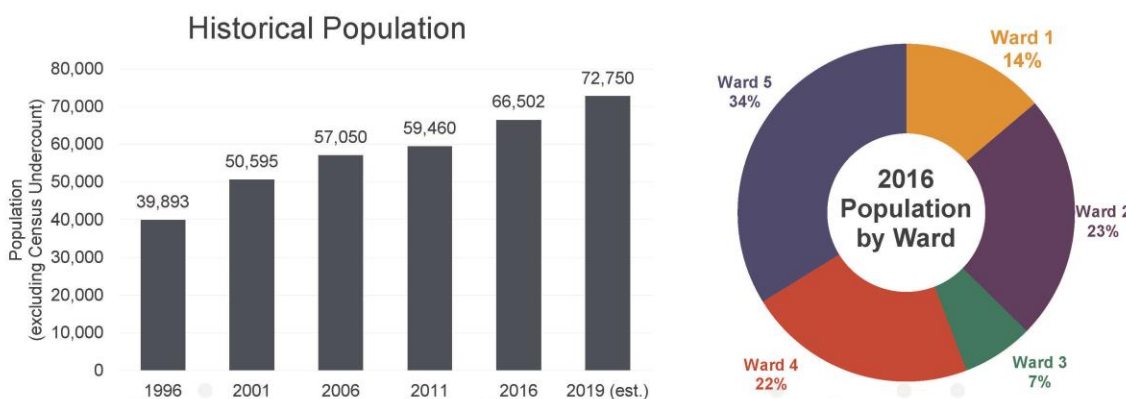


Town of Caledon Ward Boundary Review 2020

caledon.ca/wbr

Population and Growth Trends

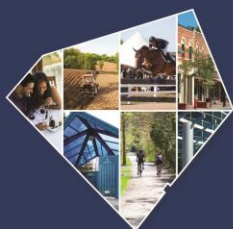
- Caledon's population has grown significantly since the present wards were created in 1994;
- Caledon's estimated 2019 population is nearly 75,000; and
- Bolton, Mayfield West, and Caledon East account for approximately 67% of Caledon's population, while the remaining population reside in villages, hamlets, and rural areas;



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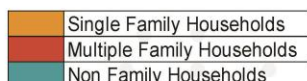
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Caledon Demographics Age and Family



Source: <https://data.peelregion.ca/>



Note: Non Family households includes one-person households and two-or-more person non-census-family households.

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Caledon Demographics Income, Education and Employment

	Ward 1	Ward 2	Ward 3	Ward 4	Ward 5
Median Total Income of Economic Families	\$133,587	\$118,885	\$141,215	\$124,978	\$117,526
Highest Educational Attainment					
Unemployment Rate	4%	5%	5%	6%	6%

Source: <https://data.peelregion.ca/>

	No Certificate
	High School
	Postsecondary

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Caledon Demographics Language, Ethnicity and Immigration



Source: <https://data.peelregion.ca/>

	First Generation
	Second Generation
	Third Generation or More

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Guiding Principles

EFFECTIVE REPRESENTATION

Evaluate the capacity of each ward to give residents an effective voice in decision making

1

REPRESENTATION BY POPULATION

Ensure that every Councillor represents an equal number of constituents while allowing for some variation

2

COMMUNITIES OF INTEREST

Recognize community groupings and try to keep them intact

3

FUTURE POPULATION TRENDS

Consider projected growth and population shifts over three election cycles

4

PHYSICAL AND NATURAL BOUNDARIES

Ensure ward boundaries are recognizable and where possible use permanent or natural features

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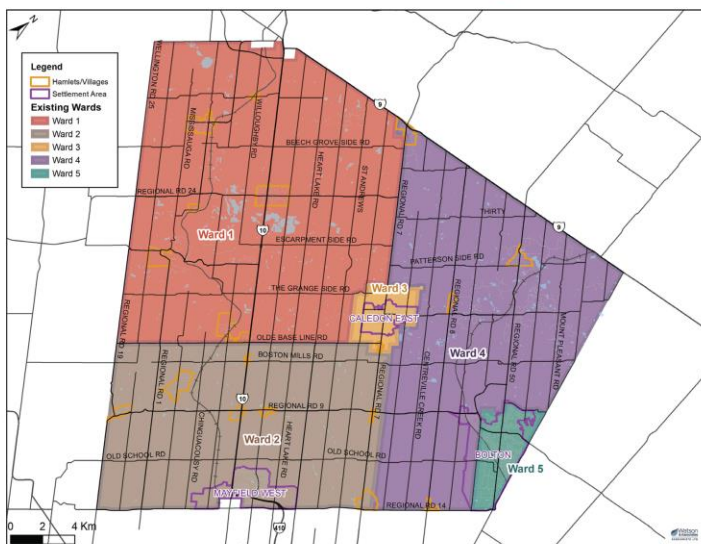
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Existing Ward Structure



- Existing wards very closely align with the communities of interest/historical boundaries of pre-amalgamation municipalities.
- Ward 2 currently is at the optimal population, but significant growth expected within Mayfield West will put Ward 2 well above the optimal range in the near future.

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.

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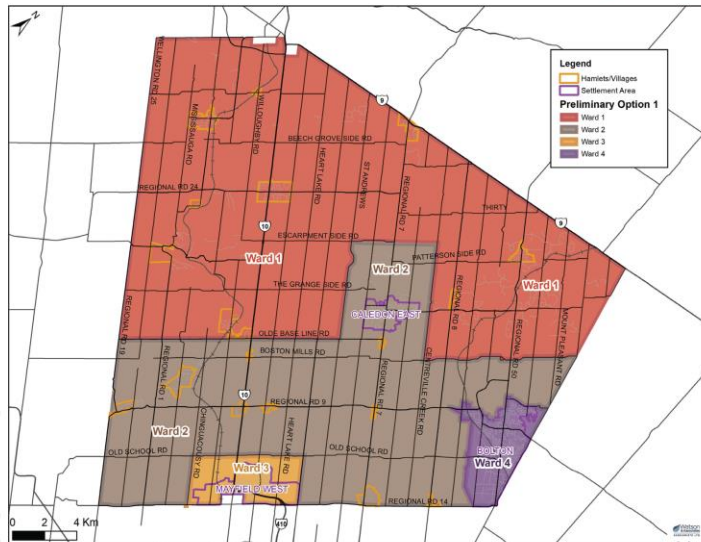


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Preliminary Option 1



- Similar characteristics to the existing ward structure.
- Mayfield West contained within its own ward.
- Clear and identifiable lines.

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

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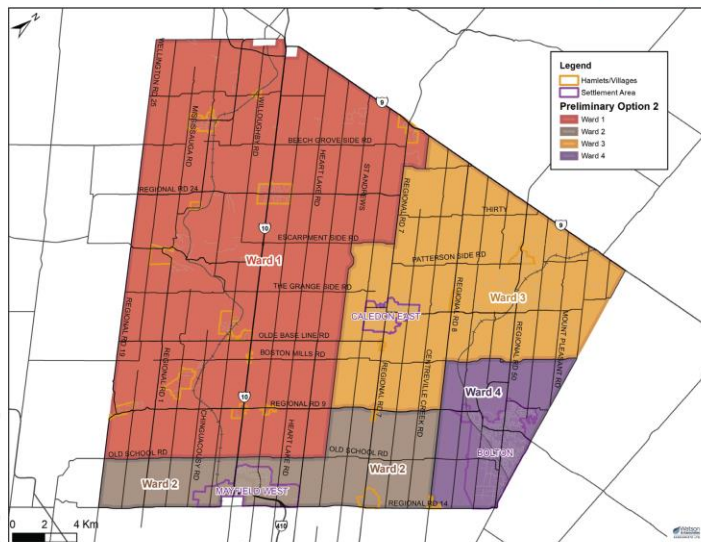
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Preliminary Option 2



- Focused around communities of interest.
- Caledon East remains associated with the existing Ward 4 community.
- Ward populations grow out of parity by 2031.

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

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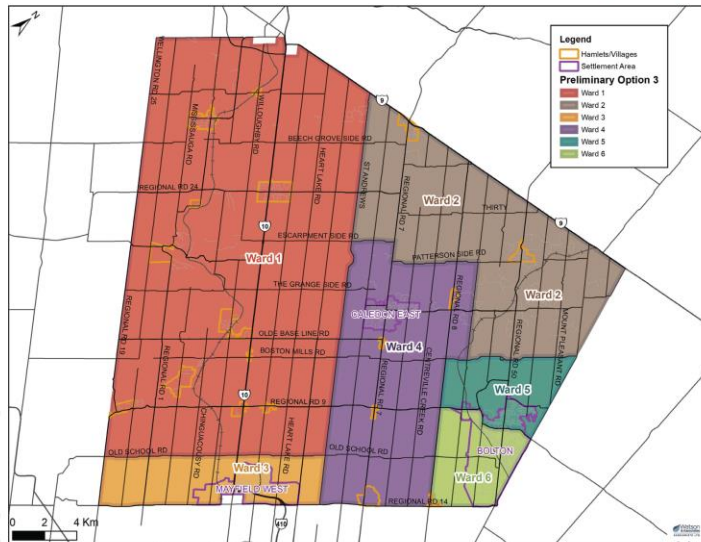


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Preliminary Option 3



- Six (6) ward configuration.
- Focused around communities of interest.
- Two (2) additional local wards would maintain existing council size.
- Bolton is split into two wards, north/south.

Ward #	2021 Population	Variance	Optimal Range	2021 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

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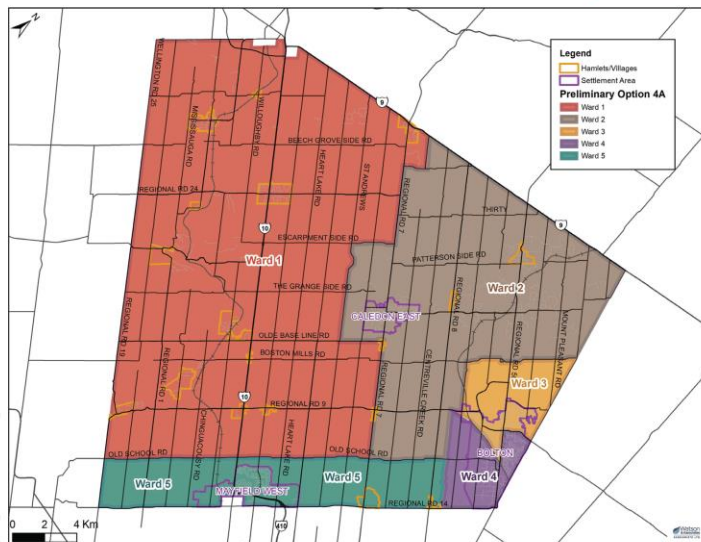
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Preliminary Option 4A



- Five (5) ward option.
- Bolton is split into two wards, north/south.
- Mayfield West condensed within a ward south of Old School Rd.
- Very good population parity in 2021.

Ward #	2021 Population	Variance	Optimal Range	2021 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

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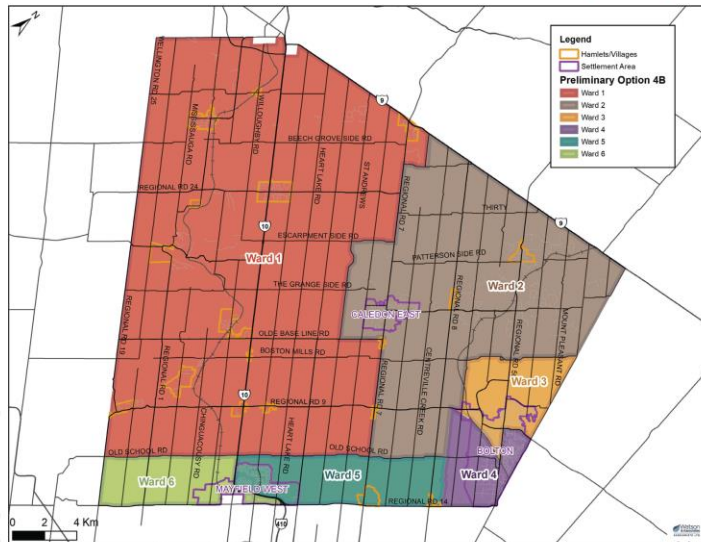


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Preliminary Option 4B



- Six (6) ward option.
- Bolton is split into two wards, north/south.
- Mayfield West is split east/west along Highway 410.
- Population parity in 2031.

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

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Next Steps

PHASE 1 - Evaluation of Existing System



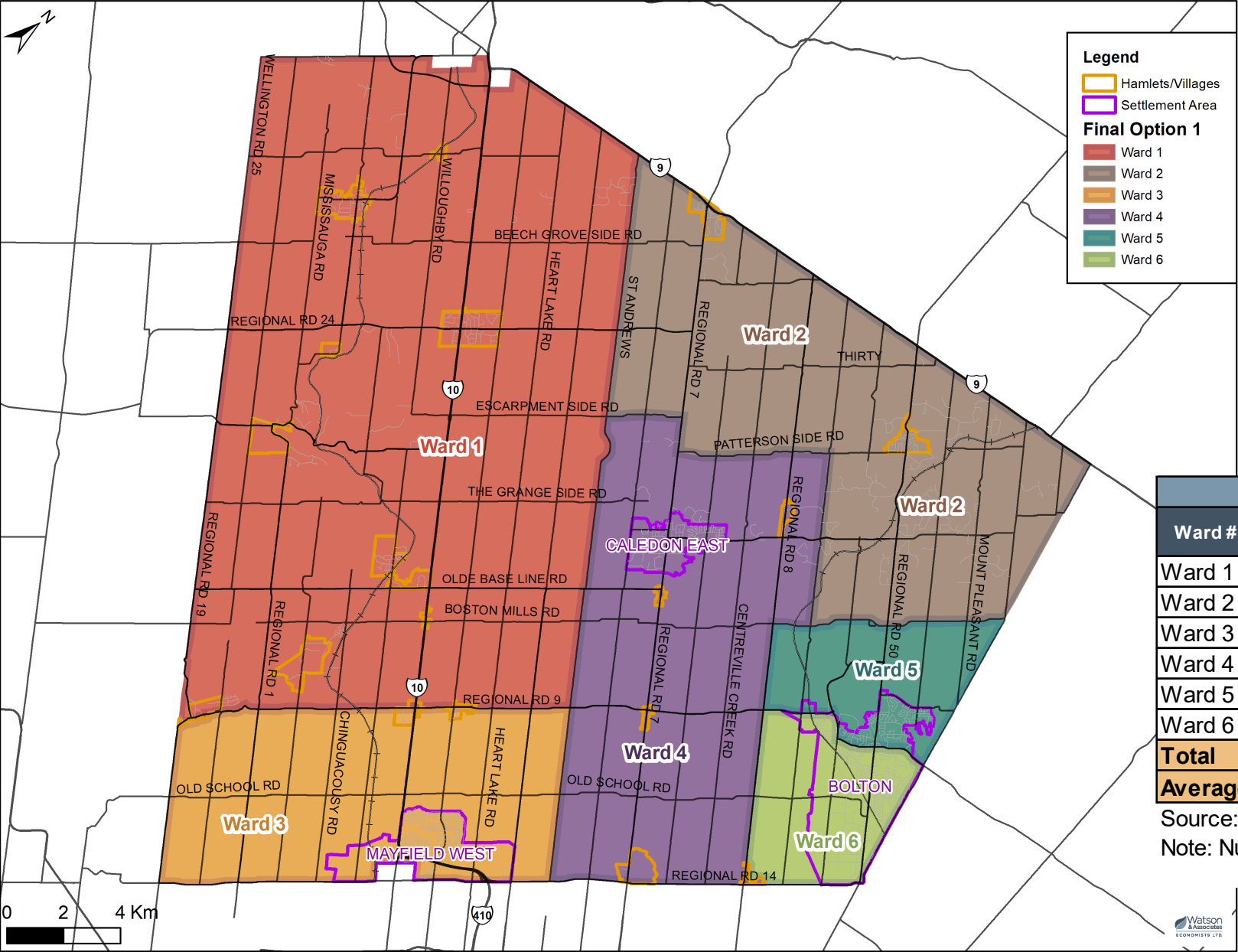
PHASE 2 - Ward Boundary Review



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Final Option 1 (Original)

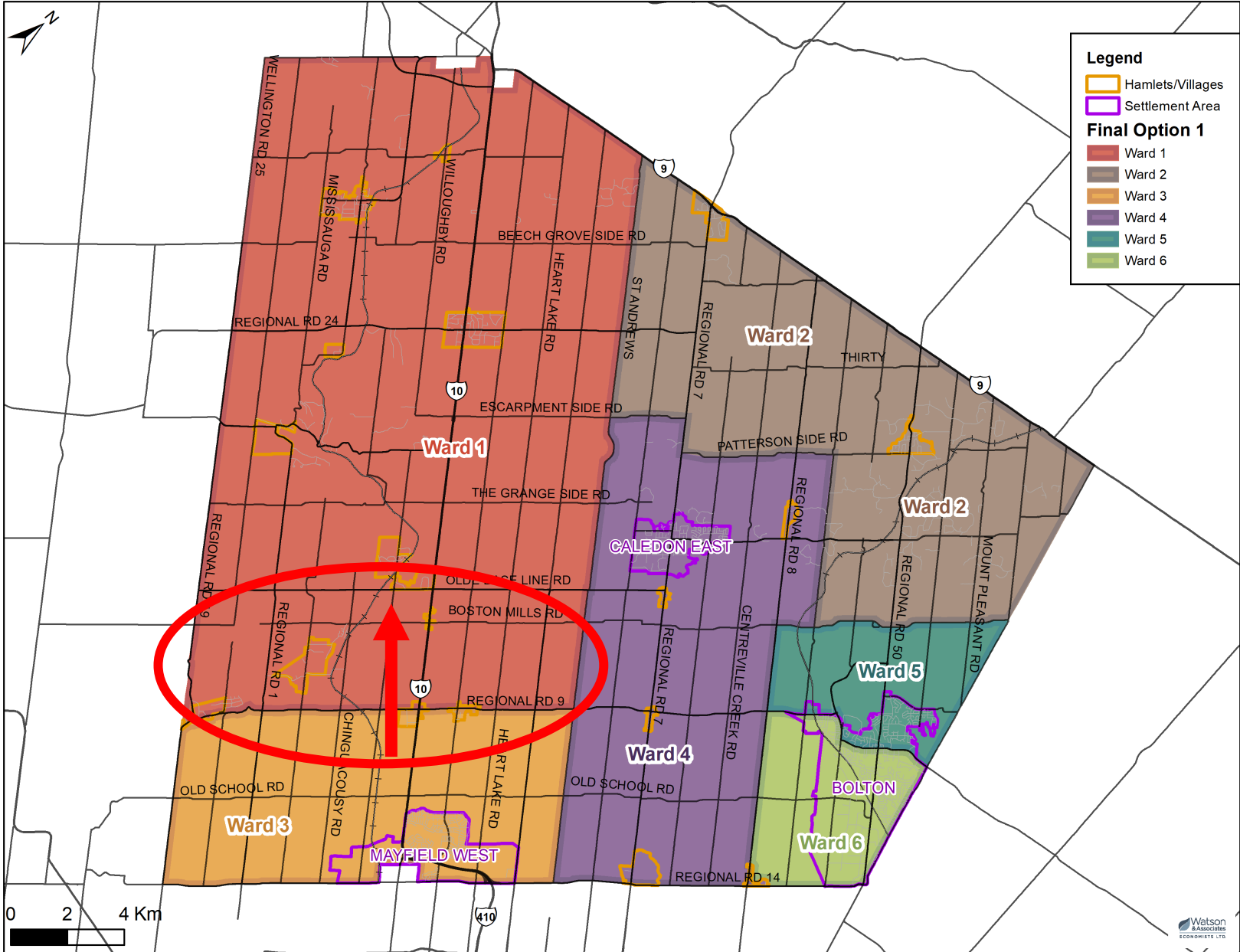


Final Option 1						
Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	11,795	0.94	O-	11,605	0.62	OR-
Ward 2	8,350	0.66	OR-	8,920	0.47	OR-
Ward 3	15,335	1.22	O+	38,525	2.04	OR+
Ward 4	9,920	0.79	O-	12,750	0.68	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450			113,060		
Average	12,575			18,843		

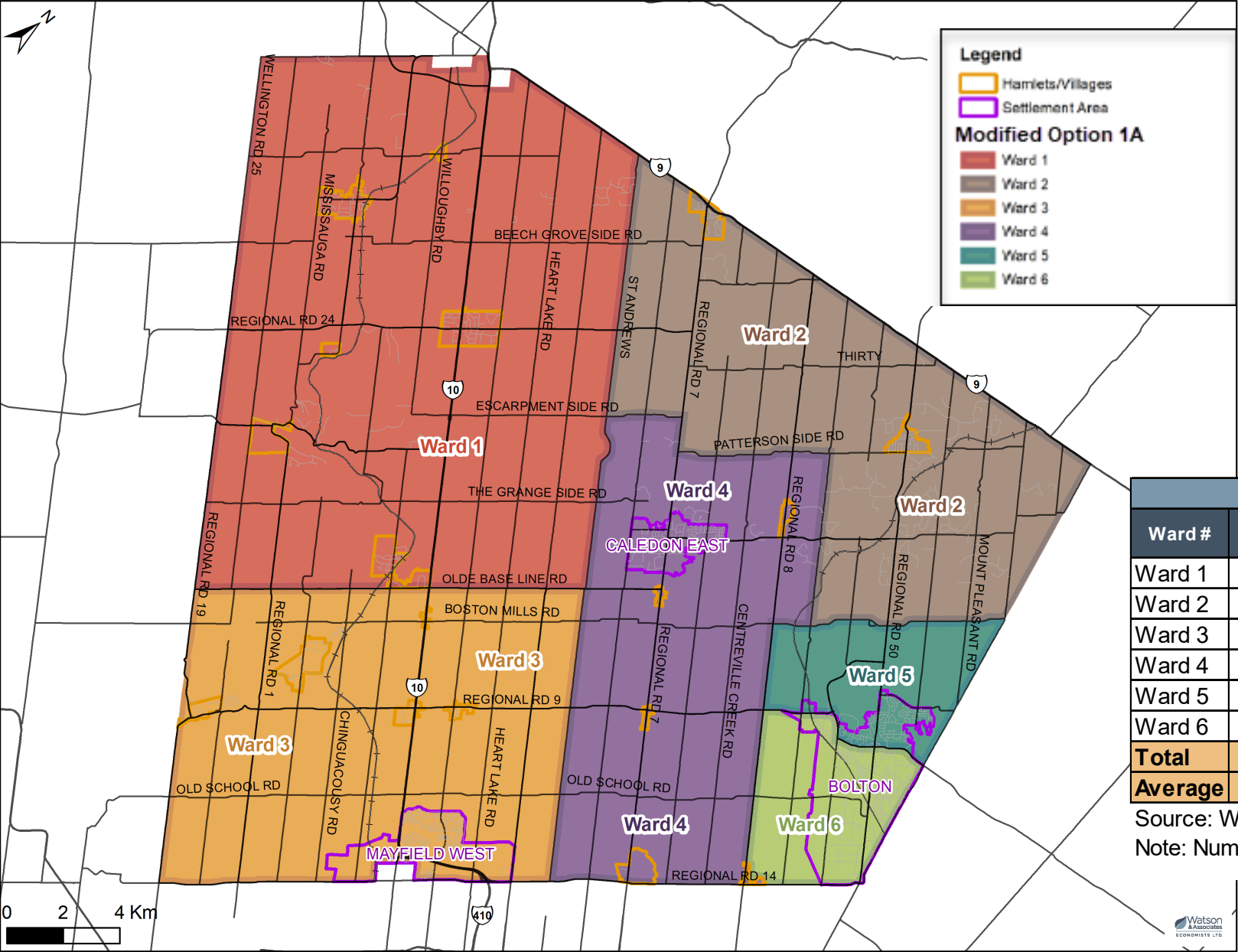
Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Final Option 1 – Areas of Change (1A)



Modified Option 1A

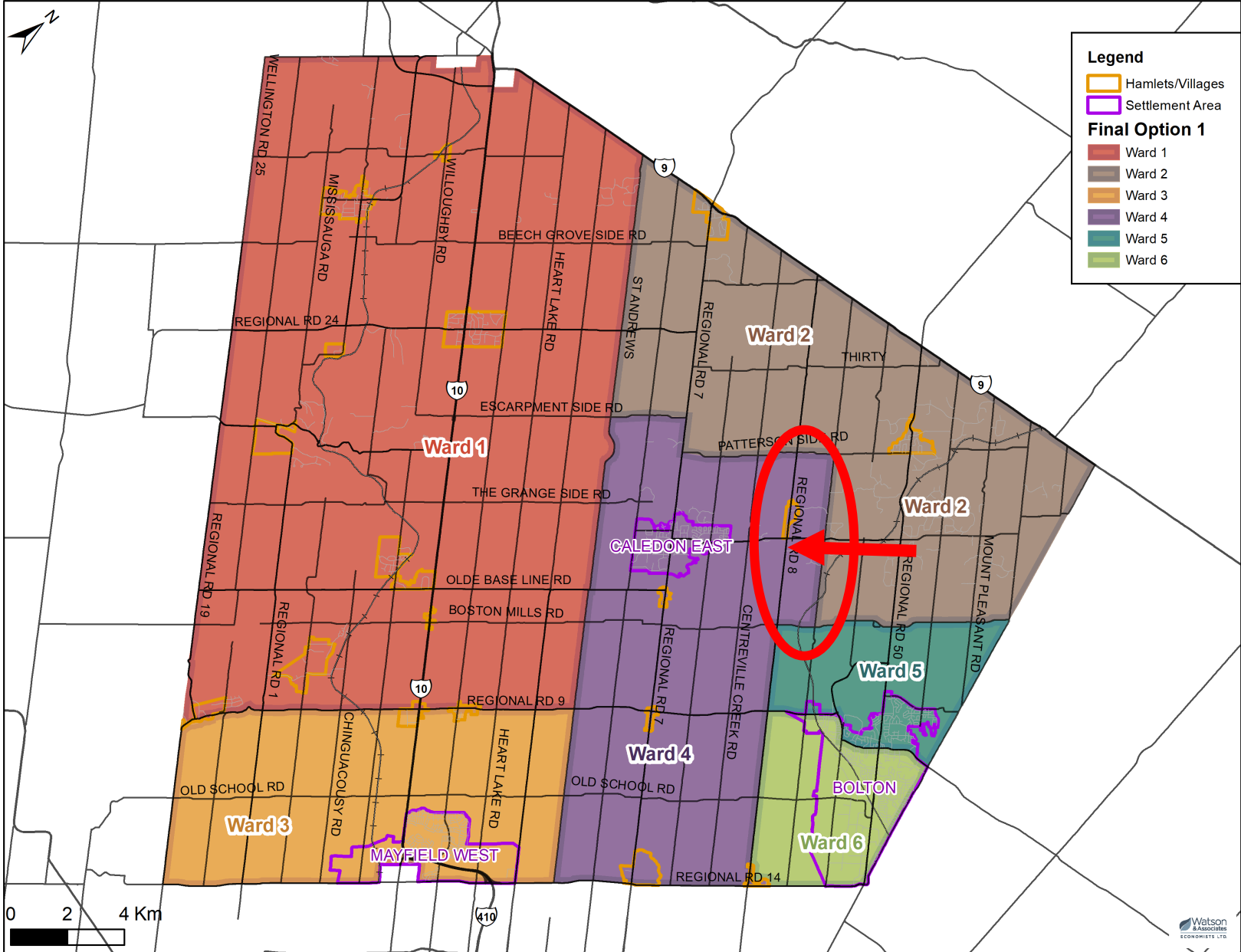


Modified Option 1A						
Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	9,330	0.74	OR-	9,200	0.49	OR-
Ward 2	8,350	0.66	OR-	8,920	0.47	OR-
Ward 3	17,810	1.42	OR+	40,930	2.17	OR+
Ward 4	9,920	0.79	O-	12,750	0.68	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450			113,060		
Average	12,577			18,843		

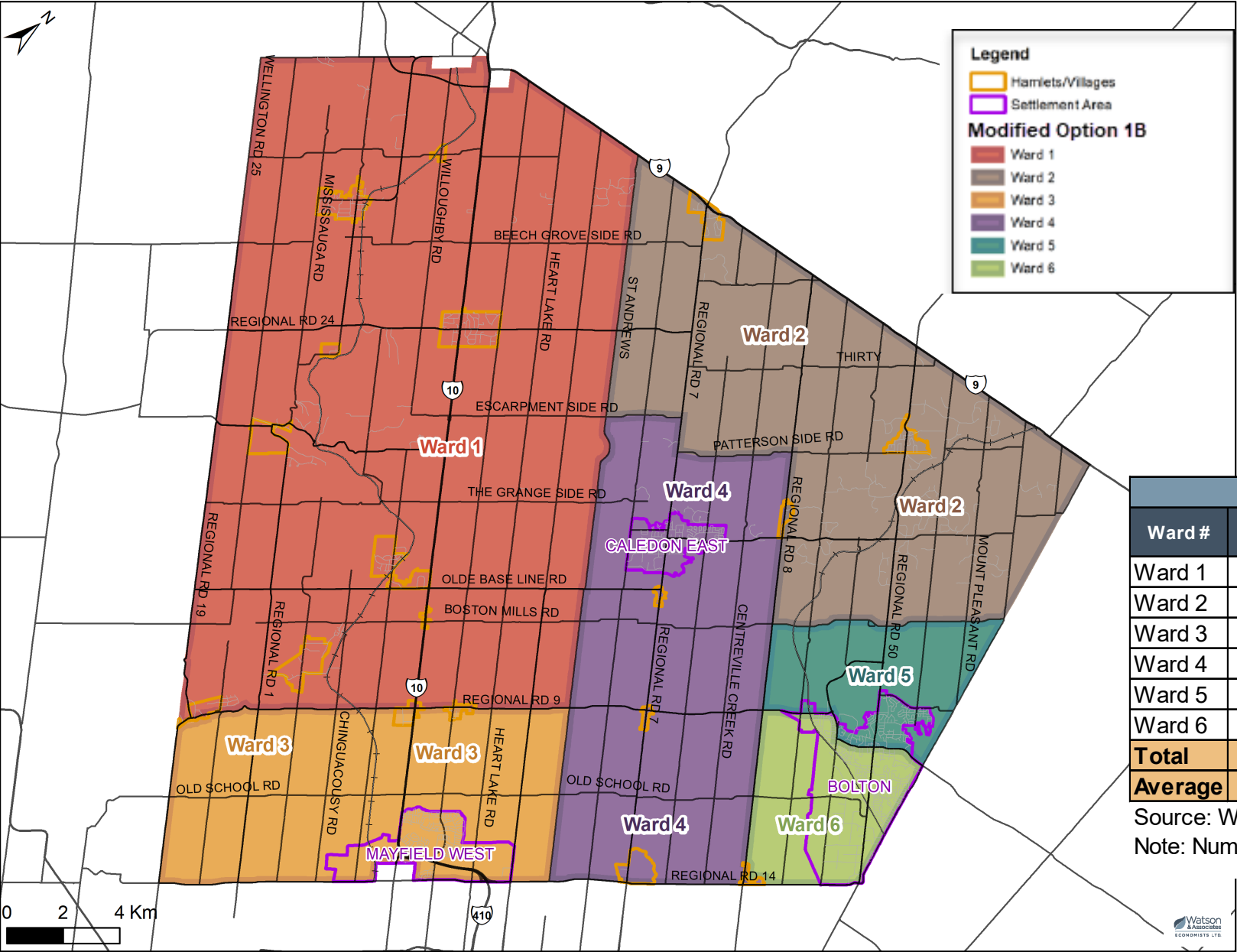
Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Final Option 1 – Areas of Change (1B)



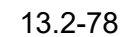
Modified Option 1B



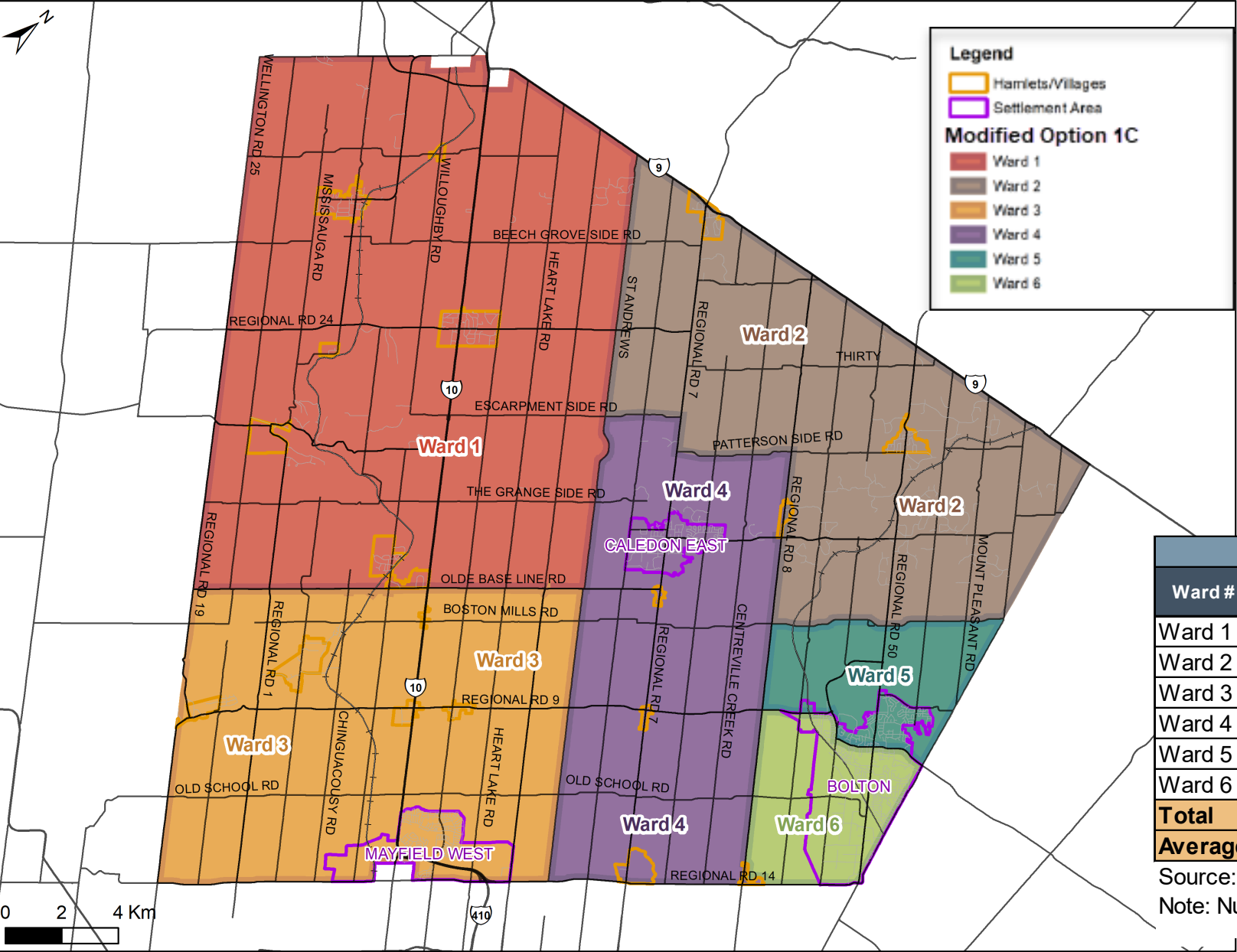
Modified Option 1B						
Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	11,795	0.94	O-	11,605	0.62	OR-
Ward 2	8,860	0.70	OR-	9,400	0.50	OR-
Ward 3	15,335	1.22	O+	38,525	2.04	OR+
Ward 4	9,410	0.75	OR-	12,270	0.65	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450			113,060		
Average	12,575			18,843		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded



Modified Option 1C



Modified Option 1C						
Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	9,330	0.74	OR-	9,200	0.49	OR-
Ward 2	8,860	0.70	OR-	9,400	0.50	OR-
Ward 3	17,810	1.42	OR+	40,930	2.17	OR+
Ward 4	9,410	0.75	OR-	12,270	0.65	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450			113,060		
Average	12,577			18,843		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Summary of Changes



- **1A:** Adjusted Ward 1/3 boundary north to Olde Base Line Rd vs Regional Rd 9 (~2,475 people moved). Ward 3 (Mayfield West) now incorporates a significant rural area (geographically & population).
- **1B:** Adjusted Wards 2/4 boundary to follow Regional Rd 8 from Patterson Side Road south to municipal boundary (~500 people moved).
- **1C:** Combine both 1A and 1B.

Final Option 1						
Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	11,795	0.94	O-	11,605	0.62	OR-
Ward 2	8,350	0.66	OR-	8,920	0.47	OR-
Ward 3	15,335	1.22	O+	38,525	2.04	OR+
Ward 4	9,920	0.79	O-	12,750	0.68	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450			113,060		
Average	12,575			18,843		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Modified Option 1B						
Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	11,795	0.94	O-	11,605	0.62	OR-
Ward 2	8,860	0.70	OR-	9,400	0.50	OR-
Ward 3	15,335	1.22	O+	38,525	2.04	OR+
Ward 4	9,410	0.75	OR-	12,270	0.65	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450			113,060		
Average	12,575			18,843		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Modified Option 1A						
Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	9,330	0.74	OR-	9,200	0.49	OR-
Ward 2	8,350	0.66	OR-	8,920	0.47	OR-
Ward 3	17,810	1.42	OR+	40,930	2.17	OR+
Ward 4	9,920	0.79	O-	12,750	0.68	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450			113,060		
Average	12,577			18,843		

Source: Watson & Associates Economists Ltd.

Note: Numbers have been rounded

Modified Option 1C						
Ward #	2021 Population	Variance	Optimal Range	2031 Population	Variance	Optimal Range
Ward 1	9,330	0.74	OR-	9,200	0.49	OR-
Ward 2	8,860	0.70	OR-	9,400	0.50	OR-
Ward 3	17,810	1.42	OR+	40,930	2.17	OR+
Ward 4	9,410	0.75	OR-	12,270	0.65	OR-
Ward 5	10,600	0.84	O-	16,160	0.86	O-
Ward 6	19,450	1.55	OR+	25,100	1.33	OR+
Total	75,450			113,060		
Average	12,577			18,843		

Source: Watson & Associates Economists Ltd.

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