



## Staff Report

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<b>Report To:</b>	General Government Committee	<b>Report Number:</b> CLD-014-20
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<b>Date of Meeting:</b>	September 14, 2020	<b>By-law Number:</b>
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<b>Submitted By:</b>	Anne Greentree, Municipal Clerk
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<b>Reviewed By:</b>	Andrew C. Allison, CAO	<b>Resolution#:</b> JC-088-20, C-373-20, C-375-20
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<b>File Number:</b>
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<b>Report Subject:</b>	Ward Boundary Review – Interim Report
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### Recommendation(s):

1. That Report CLD-014-20 be received for information.

## Report Overview

This Report provides background information on Clarington's Ward Boundary Review, including the Interim Report from the consultants and public engagement. The Interim Report includes options from the consultants, based on information gathered to date, on different approaches to ward boundaries within Clarington. This Report also contains information on the next steps of the project, including public engagement and final report timing.

## 1. Background

### Council Direction

- 1.1 In November, 2016, arising out of [Report CLD-036-16](#), Council approved the following Resolution #GG-574-16:
  - “That Report CLD-036-16 be received;
  - That Council authorize a ward boundary review;
  - That the ward boundary review be undertaken by Staff in 2019 such that any recommended ward boundary changes may be considered by Council such that they can be in effect for the 2022 Municipal Elections;
  - That all interested parties be advised of Council's decision.”
- 1.2 In 2019, the Provincial government undertook a Regional Governance Review project which may have resulted in an effect on Clarington and ultimately the ward boundary review. As a result, the Ward Boundary Review was delayed until after the release of the Regional Governance Review, which took place October 25, 2019. The Review did not affect Clarington, so the Ward Boundary Review proceeded.
- 1.3 With the approval of [Report COD-014-20](#) on May 4, 2020, regarding the Request for Proposal (RFP) for the Ward Boundary Review, Watson & Associates Economists Ltd. were awarded the contract.

## 2. Process

- 2.1 Shortly after the RFP was awarded, project planning, information gathering, and Council and community engagement began on the project.
- 2.2 Staff are acutely aware of the greater need, due to COVID-19 restrictions, to reach the public to include them in this process. To that end, the following highlights the public engagement efforts to date:
  - [Webpage](#)
  - [Whiteboard Animation Video](#)
  - Survey
  - Public Information Centres (PICs)
  - Print Advertisements (6 weekly publications in each of the two local newspapers)
  - News Articles
  - Press Release
  - Social Media
- 2.3 Staff from the Municipal Clerk's Department and Planning Services Department worked with the consultants to provide background information including historical (i.e. 1996), GIS maps, and population information.
- 2.4 The result of the work to date is the Interim Report prepared by Watson & Associates Economists Ltd (Attachment 1) attached for information, containing options for ward boundaries.

## 3. Next Steps

- 3.1 Although legislatively, changes to ward boundaries need to be in place prior to December 31, 2021, realistically any changes need to be in place (including the appeal period) by May 1, 2021 in time for planning of the 2022 municipal elections. This timing is necessary because the Clerk's Procedures for the Municipal Elections must be in place prior to December 31, 2021, in accordance with the *Municipal Act*.
- 3.2 Staff will continue to work with the consultants to ensure the public has every opportunity, through public engagement initiatives, to comment on the options proposed.
- 3.3 The public will be given the opportunity to review the options proposed by the consultants until the end of November.

- 3.4 Watson & Associates Economists Ltd. will gather the public input on the options and is expected to prepare a final report to Council at the January 4, 2021 General Government Committee meeting.
- 3.5 Should Council decide to make a change to the Clarington ward boundaries, and the by-law is passed at the January 18, 2021 Council, and if there is no appeal, the end of the appeal period will be complete by the third week of March. If there is a delay in Council's consideration of the final report, or passing a by-law, or there is an appeal, the process is lengthened.

## **4. Concurrence**

None

## **5. Conclusion**

It is respectfully recommended that this Report be received for information.

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Attachments:

Attachment 1 – Ward Boundary Review – Interim Report

Interested Parties:

List of interested parties (i.e. those that have subscribed to the webpage) is available in the Municipal Clerk's Department.



# 2020 Ward Boundary Review

Municipality of Clarington

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## Interim Report

**September, 2020**

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In association with: Dr. Robert J. Williams & Dr. Zachary Spicer



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# 1. Background

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

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

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

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

# 2. Study Objective

The project has a number of key objectives:

- Develop a clear understanding of the present ward system, including its origins and operations as a system of representation;
- Evaluate the strengths and weaknesses of the present ward system on the basis of guiding principles adopted for the study;
- Develop and conduct an appropriate consultation process in accordance with Clarington’s public engagement practices during the coronavirus disease (COVID-19) public health emergency to ensure community support for the review and its outcome;
- Prepare population projections for the development and evaluation of alternative electoral structures for the 2022, 2026 and 2030 municipal elections; and





- Deliver a report that will set out recommended alternative ward boundaries to ensure effective and equitable electoral arrangements for Clarington, based on the principles identified.

In July 2020, the Consultant Team provided the community with a Discussion Paper that set out the basic electoral arrangements in Clarington, Council's legislative authority to modify electoral arrangements in the Municipality, a sketch of potential modifications open to Council (the size of Council, the method of election for councillors, alternative ward configurations) and core principles that could be considered by a municipality when establishing or modifying its ward system.<sup>1</sup>

The purpose of this Interim Report is to provide:

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

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

### 3. Project Structure and Timeline

The W.B.R. commenced in May 2020. Work completed to-date includes:

- Research and data compilation;
- Interviews with Councillors, the Mayor, and municipal staff; and
- Public consultation on the existing ward structure.

Work on the W.B.R. has been impacted by the COVID-19 pandemic. Following public health guidelines on gatherings, the Consultant Team conducted the initial round of public consultation (four sessions) electronically. Interviews with staff and Council, and meetings with the Clerk's office concerning this study have also happened virtually.

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<sup>1</sup> <https://www.clarington.net/en/town-hall/resources/Clarington-2020-Ward-Boundary-Review-Discussion-Paper.pdf>





## 4. Public Consultation

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

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

Following public health guidelines put in place following the COVID-19 outbreak, four public open houses were conducted virtually on July 8, 2020 and July 15, 2020 with two one-hour virtual consultation sessions each day. The Consultant Team's presentation and other information about the review, including the audio recording of the Public Meetings, is available on the Municipality's website:

[www.clarington.net/wardboundaryreview](http://www.clarington.net/wardboundaryreview).

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

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

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



## 5. What We Heard

As discussed above, the Consultant Team has solicited feedback from staff, Council, and the public in the Municipality of Clarington through three main avenues:

- Interviews with members of Council, the Mayor, and key members of staff;
- Four one-hour public engagement sessions; and
- A survey and engagement website where comments were collected.

There was a moderate level of public participation in the W.B.R. public consultation process. Attendance at the public engagement sessions ranged from 7 to 12 persons during each session, where a presentation was shown followed by a question and answer session and discussions. The survey received 191 responses. Through each avenue, the Consultant Team has heard a number of consistent and important points about the current ward system and the principles used to guide this W.B.R.

1. Those living in Clarington strongly identify with their individual communities within the Municipality. For instance, someone living in Bowmanville may have a strong affinity for Bowmanville and a stronger identity as a member of that community than with the Municipality of Clarington itself. Maintaining identifiable geographic communities within single wards should be an important consideration when analyzing alternatives to the current ward system.
2. There are strong rural and agricultural interests and many well-established hamlets that are not specifically represented on Council. It is clear that these communities have interests that are distinct from the larger, more populated communities in the south, but the current ward boundaries group extensive rural areas and northern hamlets with those larger urban and suburban settlements in the south, which has at times diluted their voice. While the Consultant Team has been told the current councillors do an admirable job representing both rural and urban parts of their wards, it is not a foregone conclusion that the same would necessarily hold true for future Councils. Wards are not built around incumbent office-holders.
3. The role of Regional Councillors is not always well known to some members of the community. Having Regional Councillors attached to a specific location (that is, to specific wards) has proven helpful administratively and has allowed



residents to have a more direct connection to those representing them. Regional Councillors are also strong advocates for their wards on both the Local and Regional Councils and ease the workload of Local Councillors. They tend to have a larger geographic focus than Local Councillors and are able to provide a different perspective on Council deliberations. This W.B.R. cannot make any recommendations on the number of Regional Councillors,<sup>1</sup> but there are indications that Clarington has been well served by having Regional Councillors attached to wards.

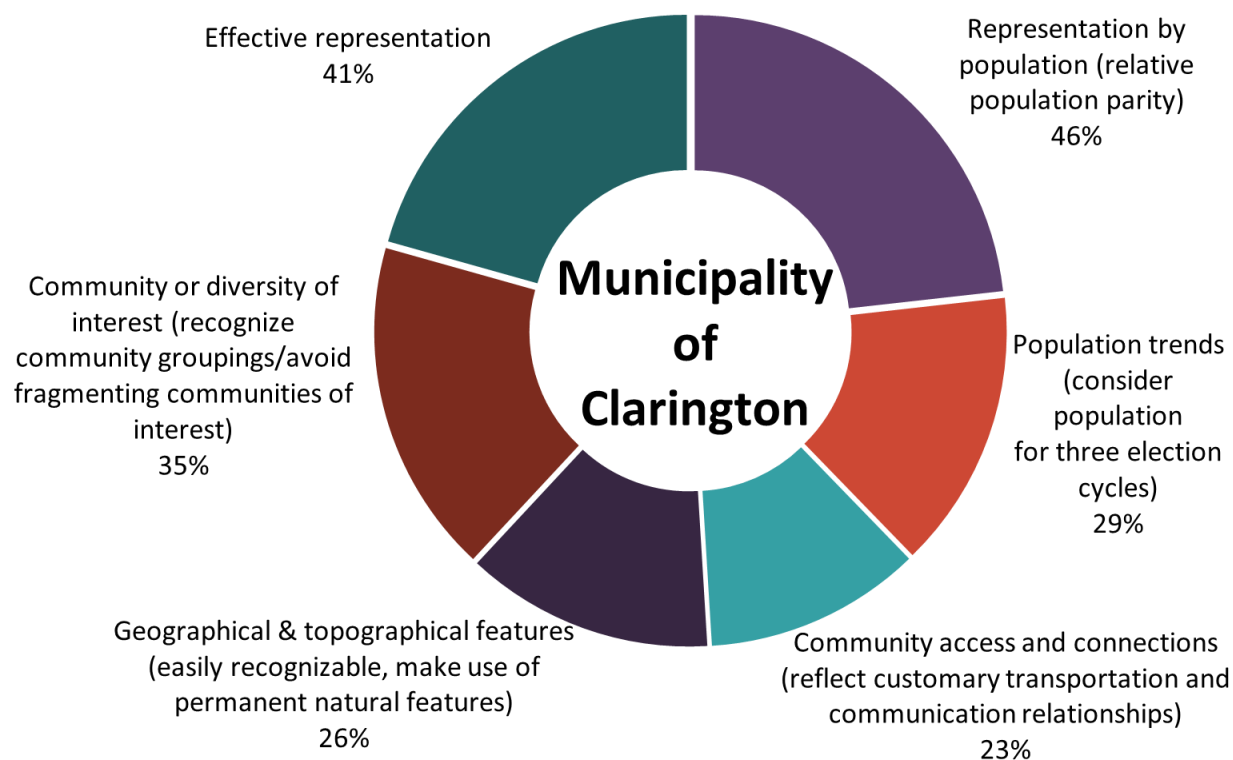
4. Adding wards is not explicitly in the mandate of this W.B.R. The Consultant Team, however, has heard that adding additional voices to the Council table may be prudent in the future to contribute to the democratic needs of the community. Given councillors in Clarington are part-time, the cost to add councillors would be modest and would likely increase the quality of representation across the community. A ward system with an additional ward or two may be reasonable to consider as an alternative to the current model. Given the Consultant Team has heard the benefits of having Regional Councillors attached to specific wards, it may make sense to consider additional wards in even numbers so that each Regional Councillor can represent an equal number of wards on Clarington Council.
5. In the survey conducted in July 2020, respondents were encouraged to indicate the two principles they believed should be given the greatest priority during the W.B.R. Of the six guiding principles (described in the Discussion Paper and below) the survey found strong support for representation by population (46%) and effective representation (41%). Much less emphasis was placed upon geographic and topographical figures (26%), community access and connections (23%), and population trends (29%). As noted in the Discussion Paper, none of the principles is necessarily more important than another and they may occasionally conflict with one another. Getting a sense of the priority the community places on these principles aids in the work of the W.B.R.

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<sup>1</sup> The authority to adjust the allocation of Regional Council seats is assigned to the Regional Council not to lower-tier municipalities like Clarington. *Municipal Act, 2001*, section 218. Durham Regional Council has affirmed that Clarington will elect two Regional Councillors in 2022.



Figure 1 – Priority Assigned to Guiding Principles



6. The majority of those responding to the survey come from Wards 2 and 4 (30% each). It should be noted that there is some difference when the survey results are broken down by ward. Those in Ward 4 – the most rural of the wards – were much less inclined to value representation by population as highly as a guiding principle. Only 24% of the responses from Ward 4 selected representation by population as a top priority. Ward 4 respondents were also much more inclined to value community or diversity of interests as their preferred guiding principle (54%, as compared to 35% of the Municipality as a whole). This result suggests that those in the more rural Ward 4 are much more inclined to prefer having their communities grouped in the same ward, even if it comes at the expense of balancing the population of the Municipality across all the wards.

## 6. Evaluation of Existing Ward Structure

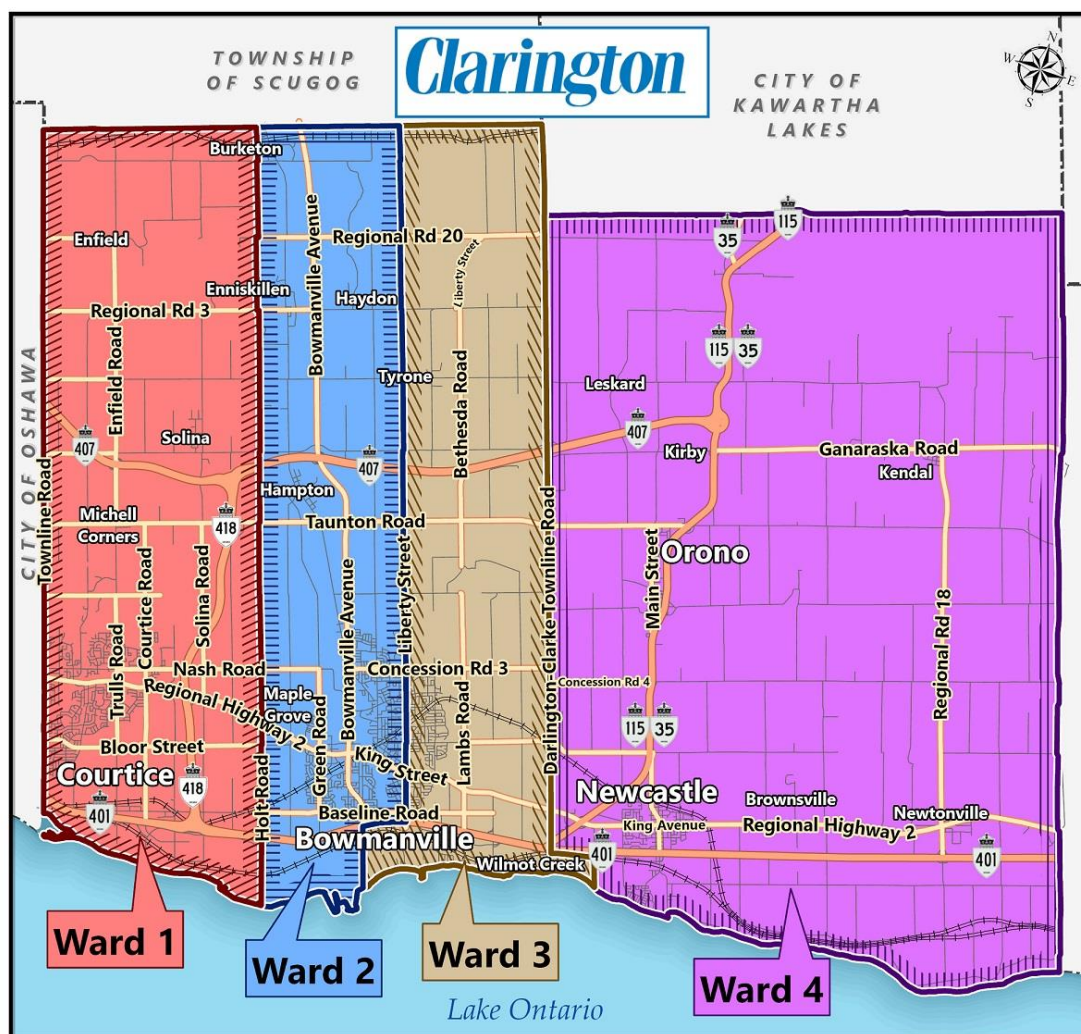
The survey conducted as part of the initial phase of public consultation also asked respondents to assess the current wards in terms of their strengths and weaknesses.



These responses can be used to add depth to the preliminary evaluation of the existing ward structure included in the Discussion Paper that addressed the wards in terms of the core principles.

The current wards are presented in Figure 2 for reference purposes.

Figure 2 – Existing Ward Structure



## 6.1 Representation by Population

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 Municipality. 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 greater 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 Clarington that include both urban and rural areas.

Based on the Municipality’s overall 2016 Census population (92,160) and municipal population estimates for 2020 of approximately 102,900, the optimal population size for a local ward in a four-ward system in Clarington would be 25,725.<sup>1</sup>

Table 1 – Population by Existing Ward, 2016 and 2020

Ward	Population 2016	Variance		Estimated Population 2020	Variance	
1	30,763	1.34	OR +	32,030	1.25	O +
2	27,651	1.20	O +	33,700	1.31	OR +
3	17,675	0.77	O -	19,890	0.77	O -
4	16,071	0.70	OR -	17,280	0.67	OR -
<b>Total</b>	<b>92,160</b>	<b>Optimal</b>	<b>23,040</b>	<b>102,900</b>	<b>Optimal</b>	<b>25,725</b>

Note: 2020 population estimates have been rounded

Population data suggests two wards are outside the acceptable range of variance and the other two are at or close to the outer edge of the acceptable range of variation. None of the wards can be considered to fall within what is referred to as the “optimal” range, that is, within 5% on either side of optimal.

<sup>1</sup> Population and growth trends for Clarington are included in the Discussion Paper, pages 11 to 13.





There is also a large disparity in the wards represented by Regional Councillors. The Regional Councillor representing Wards 1 and 2 has over 65,000 residents (using the 2020 population estimate), while the Regional Councillor representing Wards 3 and 4 has less than 38,000, although each has one vote at the Regional Council table.

Among the perspectives gathered in interviews with members of Council and comments submitted in the survey were several that highlighted this situation, and some are quoted below:

- “Some wards have a much larger population than others. Shouldn’t access to our local councillors be equitable? If so, the wards need to be changed so that each ward has roughly the same population.”
- “It is unlikely that Wards 3 and 4 will ever catch up in population densities in the coming decade to match Ward 1 and 2 numbers, therefore Wards 1 and 2 are representing the majority of the population, which also means that Regional Councillor for Wards 1 and 2 represents 65,000 residents compared to Regional Councillor for Wards 3 and 4 represents 37,000 residents.”
- “The current system is inadequate in representative the good of the general elector. It gives too much weight to Wards 3 and 4.”
- “Wards should be adjusted to more closely represent population distribution. Wards 1 and 2 are out of proportion to their population.”
- “The wards should be represented by a similar population in each ward. Things need to change.”
- “Should be 20,000 people in each ward in order to effectively manage the affairs of the ward.”

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

## 6.2 Population Trends

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The composition of Clarington’s ward boundaries should adequately accommodate future growth and population shifts to maintain the representation by population principle over time. Clarington is, and has been, growing quite rapidly which spurred the need for a W.B.R. now. This principle seeks to ensure that a ward design does not merely “catch up” with such changes but addresses the Municipality’s future by giving





some weight to projected population growth within the Municipality. In other words, it encourages the design of wards that will not be out-of-date the day after they are adopted.

There are restrictions placed upon future growth established through the provincial growth plan which directs development to established population centres in Clarington. Therefore, it is reasonable to expect growth in the Bowmanville, Courtice, and Newcastle urban settlement areas.

As just discussed, the population in the current ward structure is already concentrated in Courtice and Bowmanville, which means that future population growth will not correct this imbalance. Population disparities throughout the wards would be expected to worsen through the 2022, 2026 and 2030 election cycles.

Drawing wards with an eye to future population trends was not as highly ranked as some other principles, but a few respondents believed it needs to be addressed:

- “I feel as Newcastle is a growing town and the other towns in Ward 4 are not significantly seeing growth, that many of the smaller outlying towns are not being represented to a complete extent.”
- “If anywhere needs additional councillors it will be Wards 1 and 2 since more people are comprised in the area and growth is subject to occur there.”
- “It looks to me like the growth in population and the changes to the demographics (i.e. age range of the population, etc.) would indicate a need to change the ward boundaries to reflect the size and demographic of the different areas to address the specific needs of that area.”
- “Wards should be distributed somewhat equally so that there is appropriately representation, but this can be challenging with the way development is saturated in particular areas.”

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



## 6.3 Community Access and Connections

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The representation by population principle presumes that there will be an acceptable degree of variation, based in part on one of the customary other considerations that is taken into account in designing wards: “community.” The rationale is that electoral districts should, as far as possible, be cohesive units composed of areas with common interests related to representation, not just contrived arithmetic divisions of the Municipality.

Wards should have a “natural” feel to those that live within them, meaning that they should have established internal communication and transportation linkages and boundaries should be drawn taking existing connections into mind. This is done to avoid creating wards that combine communities with dissimilar interests and no obvious patterns of interaction. This perspective is also important in relation to the “community or diversity of interests” principle to be discussed below.

Many of Clarington’s communities have a rich history, a tradition of self-sufficiency, and exercise some measure of social autonomy from the rest of the Municipality. Local identification with, and “allegiances” to, such historic communities would not be erased if those areas are aligned differently in the future to elect councillors.

Clarington’s current wards run from Lake Ontario to the Municipality’s northern border, which means that extensive rural areas and northern hamlets are attached to communities in the more populated south. Although there are heavily travelled arterial roadways running north-south that are used as ward boundaries, the two groups of communities have few natural social or economic connections to one another, especially in the current Wards 1, 2, and 3. The communities in the northern parts of all wards probably have more in common in terms of social and economic connections with each other than they do with communities in the southern part of their own ward.<sup>1</sup>

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<sup>1</sup> The current Ward 4 is basically the pre-amalgamation Clarke Township; the existing settlements (outside Newcastle) are more similar in size to one another and are not as different from one another as the communities in Wards 1, 2 and 3. If anything, the areas east of Newcastle and Orono have more in common with communities in rural Northumberland County.



A significant proportion of the survey comments highlighted the impact of having communities from north and south in the same ward (sometimes seen as a rural-urban mix). As will be discussed below, for some residents this arrangement is a strength not a weakness. Some of the comments are quoted here:

- “Rural concerns are lumped in with urban voters, all but ensuring rural issues are not an election issue. Councillors (and frankly the mayor) find it all too easy to ignore their rural constituents, due to the ratio of urban vs rural votes.”
- “Rural needs are different from the urban needs. With most councillors focused on the urban areas we seem to be the lost population with no voice at the council table.”
- “My daily life, north of concession 8 is VERY different than daily life of family south of Highway 2. While I have a vested interest in the larger community, I WANT REPRESENTATION.”
- “The north part of Clarington (all wards) is ignored.”

It is difficult to argue that the current ward system reflects inherent connections between all communities.

## 6.4 Geographic and Topographical Features

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

The existing wards take advantage of prominent features, such as major transportation routes (for example, Liberty Street in Bowmanville separating Wards 2 and 3 north of the 401) and historical markers (the Darlington-Clarke Townline separating Wards 3 and 4 north of the 401). The current boundaries also respect the contemporary “white belt” areas that lie between Courtice and Bowmanville, and Bowmanville and Newcastle.

Existing ward boundaries have the advantage of being straightforward and easy to identify since they reflect historical settlement within Clarington and are easily recognizable features. This principle did not generate many comments but the current boundaries themselves were seen as a strength of the system, for example: “easy to see on a map and perhaps remember by streets since lines are straight.”

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Where possible, such features should be used in future to separate wards to ensure the ward boundaries are designed in a logical and straight-forward fashion. Simply put, the markers used as boundaries of the wards north of the 401 now make sense and new boundaries should be similarly designed.

## **6.5 Community or Diversity of Interests**

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The first two principles are based on the number of people who reside in the Municipality, but people live in a neighbourhood or community that is the most identifiable geographic point in most people's lives: it is where they make their home. More importantly, the responsibilities of the Municipality are also closely associated with where people live, such as roads and their maintenance, the utilities that are connected to or associated with their dwelling, and the myriad of social, cultural, environmental, and recreational services are often based on residential communities. Even municipal taxation is inextricably linked to one's dwelling. Identifying such communities comes from a recognition that geographic location brings shared perspectives that the representational process should seek to reflect.

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

The current ward system uses Clarington's three major urban communities as the nucleus of each ward: Courtice (Ward 1), Bowmanville (Wards 2 and 3), and Newcastle (Ward 4). In most municipalities there are more communities or neighbourhoods than there are wards, so wards will of necessity have to be created by grouping together such building blocks for the purposes of representation, such as the inclusion of Clarington's fourth largest settlement – Orono – in Ward 4.

This principle addresses two perspectives: what is divided by ward boundaries and what is joined together. The first priority is that communities ought not to be divided internally; as a rule, lines are drawn around communities, not through them. Secondly, as far as possible wards should group together communities with common interests.



From one perspective, the existing ward system successfully represents the major communities in Clarington and some survey responses suggest that this approach is a strength:

- “Keeps centres such as Courtice and Newcastle and their surrounding areas in their own wards.”
- “The 3 large towns (Newcastle, Courtice, Bowmanville) each have a separate council member, Bowmanville having 2.”
- “Geographically, the current ward distribution makes sense but not from a representation perspective.”
- “Ward 4 is the old Clarke township ward. It is unique and shouldn’t be tampered with. Divide the three wards up in Darlington to better distribute the population and leave Clarke alone.”

More notable, however, are two issues that undermine the success of the current wards system at reflecting community or diversity of interest. One is the division of Bowmanville into two wards and the other is the way rural Clarington is represented.

The latter was discussed briefly above in relation to the Community Access and Connections principle (that is, how various communities are related to one another), but is also significant as an indication of how the wards help or hinder giving a voice to a distinctive part of Clarington. For example, survey responses suggest:

- “Rural needs are different from the urban needs. With most councillors focused on the urban areas we seem to be the lost population with no voice at the council table.”
- “Urban and rural areas have totally different needs. Being the squeaky wheel, urban needs are usually dealt with first. Rural areas need a separate advocate to fight for their needs.”
- “Weaknesses: Each ward has both rural and developed centres dividing the focus of the Local Councillor.”

While the historical hamlets and rural Clarington do not have a population sufficient enough to warrant the creation of their own wards, they have interests more aligned with each other than with the larger communities to their south. In this respect, wards leaning heavily on the community or diversity of interest principle would likely be



incompatible with wards that place the highest priority on the representation by population principle.

As well, a ward boundary is drawn through the largest urban community in Clarington, Bowmanville. This arrangement was made at the time the original three-ward system was changed to a four-ward system in 1995. The result is that Bowmanville residents dominate two of the four wards, but at the same time they are represented by both Regional Councillors. Both features are inconsistent with this principle since a boundary is not drawn around the community, but through it. The following survey responses capture some of the implications of this arrangement:

- “All of Bowmanville should be in the same ward.”
- “It seems strange to me that Bowmanville is divided as it is.”
- “I believe that Ward 2 and Ward 3 should be amalgamated so that Bowmanville is represented as a whole, with needs and strengths different from Ward 1 and Ward 4.”
- “Bowmanville should be from Courtice Rd. to Darlington-Clarke Townline to Taunton Rd.”
- “I don’t think Bowmanville should be split into two.”

While the existing ward structure is built around the major urban communities of interests, it splits certain economic and social interests between the four existing wards, thereby muting the rural voice in Council deliberations, but it also amplifies the significance of one of the urban communities since it dominates two of the four wards. It is difficult to argue that the current ward system reflects communities in Clarington in an equitable way.

## 6.6 Effective Representation

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

Throughout the consultation process, we heard a number of concerns about the effectiveness of representation, most of which relates back to the uneven population

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figures between the wards and the feeling among some northern residents that they lack a voice on Council. The following survey responses capture this sentiment:

- “No voice for smaller wards, everything seems to be done on Wards 1, 2 and 3. Don’t know the last time Ward 4 had anything done to improve or help the community.”
- “If the population has increased by 50 percent since the last review, perhaps we should increase the number of local councillors, as each person now has half the say they had 25 years ago. If the goal is to erode access and reinforce the sense that voting does not matter, then please keep only 4 wards.”
- “Current wards are not representing all areas equally. Someone in an apartment in Bowmanville does not have the same needs as a farmer north of Taunton Road. Anyone north of Taunton is not represented well.”
- “Representation is uneven and looks likely to become more uneven in the future.”

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

In our discussion paper we provided an initial evaluation of the current ward system. For the most part, the current arrangements failed to meet the principles in place for the W.B.R. We have since taken the feedback received through our various engagement activities and again, for the most part, members of the public have confirmed many of our initial perceptions. The current system largely fails to meet the W.B.R. principles and cannot be said to serve the residents of the Municipality of Clarington well.





Figure 3 – Present Clarington Ward Configuration Evaluation Summary

Principle	Does the Current Ward Structure Meet the Respective Principle?	Comment
Representation by Population	<b>No</b>	Two wards outside the acceptable range of variation and two wards are at or close to the outer edge of the acceptable range of variation.
Population Trends	<b>No</b>	Two wards outside the acceptable range of variation and two wards are at or close to the outer edge of the acceptable range of variation.
Community Access and Connections	<b>No</b>	All wards run from Lake Ontario to the northern boundary of the Municipality. Few natural social or economic connections within Wards 1, 2, and 3.
Geographic and Topographical Features	<b>Largely successful</b>	The markers used as boundaries of the wards, north of the 401 are straightforward and easy to identify.
Community or Diversity of Interests	<b>No</b>	Major population centres in separate wards, but Bowmanville is split, and northern hamlets and rural areas are included in wards dominated by urban residents.
Effective Representation	<b>No</b>	Uneven population distribution and inclusion of rural residents in wards with predominantly urban population hinders effective representation.

Meets Requirements of Guiding Principle?

<b>Yes</b>	<b>Largely successful</b>	Partially successful	<b>No</b>
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## 7. Alternative Ward Boundary Options

The current ward system in Clarington largely fails when evaluated against the guiding principles for this review. If Council decides to change the ward boundary system, what would alternatives look like? Below we present four preliminary ward configurations.

The Municipality of Clarington presents a unique challenge when using only a four-ward system. The bulk of the population resides in the south of the Municipality, with 45% of the total 2020 population in the Bowmanville urban settlement area and another 28% in Courtice. As a result, it is very difficult to design four-ward options that successfully balance the principles guiding this review – primarily representation by population and communities of interest, the two principles normally given priority in other reviews, and the principles considered most important by Clarington residents who responded to the survey.

Keeping the identifiable communities of interest intact, creating wards with roughly equal populations and providing for effective representation throughout Clarington is understandably hard, given the large geography and population concentration noted above. In response to this challenge, we have included additional alternative ward boundary configurations using both five- and six-ward formats.

### **Preliminary Option A: Four-Ward Model**

This is a four-ward system that provides an acceptable population distribution by locating Courtice, Newcastle, and Bowmanville in different wards and placing the rural northern area in two of the wards. The proposed Ward 1 encompasses all of Courtice from the municipal boundary east to Highway 418 and the area north of Taunton Road and west of Bowmanville Avenue/Regional Road 57 to the northern border of Clarington. It includes the hamlets of Michell's Corners, Hampton, Enniskillen, Enfield, and Burketon. The proposed Ward 4 encompasses the entire area east of the Darlington-Clarke Townline and north of Taunton Road as far west as Bowmanville Avenue/Regional Road 57. It includes Newcastle and Orono and the hamlets of Newtonville, Brownsville, Kendal, Kirby, Leskard, Tyrone, and Haydon. The remaining central area of Clarington is divided into northern and southern wards that include the entire Bowmanville urban settlement area and a small rural zone. The proposed Ward 2 lies between Taunton Road and a line that follows Regional Road 22/Maple Grove



Road/Highway 2/Liberty Street North/Concession Street East, and the proposed Ward 3 lies between that line and Lake Ontario.

The 2020 population for the proposed Ward 1 is slightly above the acceptable range but is within range by 2030; the proposed Ward 4 is near the lower end of the range but remains within the acceptable range in both 2020 and 2030. Bowmanville is divided into two predominantly urban wards that are very close to the optimal size in both 2020 and 2030. Northern hamlets west of Regional Road 57 are grouped with the Courtice urban area, while northern hamlets east of Regional Road 57 constitute a larger proportion of the population in the proposed Ward 4.

Figure 4 – Preliminary Option A

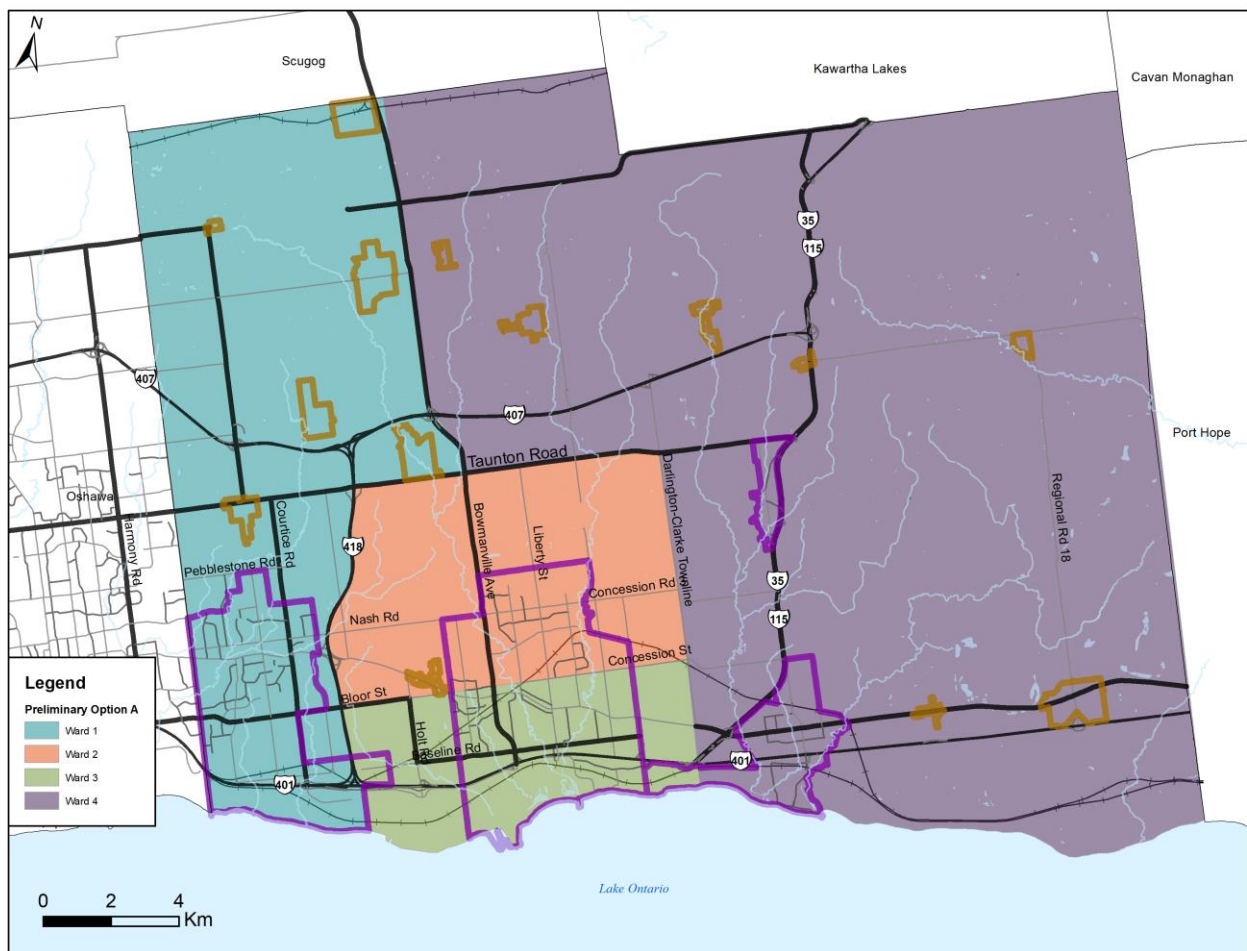




Figure 5 – Preliminary Option A – Population by Proposed Ward

Preliminary Option A	Total Population 2020	Variance	Total Population 2030	Variance
Ward 1	33,350	130%	41,530	122%
Ward 2	26,630	104%	36,530	107%
Ward 3	23,180	90%	31,650	93%
Ward 4	19,750	77%	26,760	78%
Total	102,900		136,470	
Average	25,728		34,118	

Note: Numbers have been rounded.

### Preliminary Option B: Four-Ward Model

This is a four-ward system that places a priority on wards that reflect distinct communities of interest in Clarington. However, as is evident in the population distribution figures below, large population discrepancies are a result. The proposed Ward 1 includes all of Courtice, using Pebblestone Road as a northern boundary and Holt Road as an eastern boundary as far as Highway 401, where the boundary follows Highway 401 to Symons Road and a line extending south to Lake Ontario east of the Ontario Power Generation Darlington Nuclear Generating Station.

Bowmanville in its entirety is contained in the proposed Ward 2. Pebblestone Road again serves as a northern boundary and Lambs Road serves as an eastern boundary, south from Pebblestone Road to Bennett Road to Lake Ontario. The proposed Ward 3 contains both Orono and Newcastle, along with the hamlets of Newtonville and Brownsville. Lambs Road serves as a western boundary north of Pebblestone Road, while Taunton Road and Concession Road 6 constitute a northern boundary.

The proposed Ward 4 is essentially all of rural northern Clarington as well as the hamlets of Michell's Corners, Hampton, Enniskillen, Enfield, Burketon, Kendal, Kirby, Leskard, Tyrone, and Haydon. The proposed Wards 3 and 4 are large geographic areas but the proposed wards would be below (in one case well below) an optimal population in both 2020 and 2030.

The population for the proposed Ward 2 is significantly over the acceptable range in both current and future projections. What this proposed ward boundary system accomplishes, however, is the maintenance of the distinct communities of interest within



Clarington. By doing so, however, it has sacrificed a relative population balance between the wards that is better achieved in Preliminary Option A.

Figure 6 – Preliminary Option B

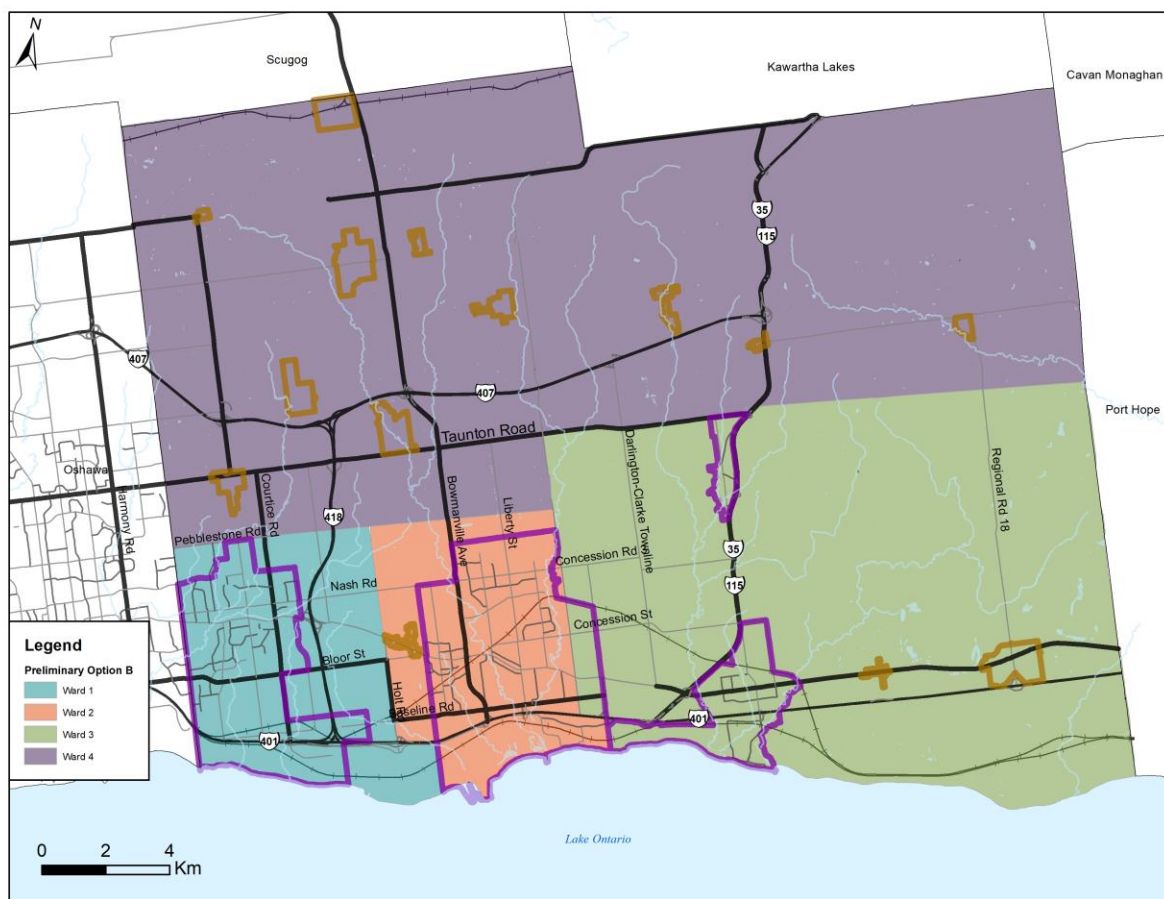


Figure 7 – Preliminary Option B – Population by Proposed Ward

Preliminary Option B	Total Population 2020	Variance	Total Population 2030	Variance
Ward 1	29,640	115%	37,210	109%
Ward 2	47,170	183%	60,960	179%
Ward 3	17,480	68%	28,740	84%
Ward 4	8,610	33%	9,570	28%
<b>Total</b>	<b>102,900</b>		<b>136,470</b>	
<b>Average</b>	<b>25,725</b>		<b>34,120</b>	

Note: Numbers have been rounded.



### **Option C: Five-Ward Model**

This option adds an additional ward to address the challenge encountered using four wards to balance population while accommodating communities of interest. The proposed Ward 1 encompasses all of Courtice, with the eastern boundary running north from Lake Ontario up Highway 418 to Nash Road. The Bowmanville urban area is bisected along Liberty Street, as in the current ward system. The proposed Wards 2 and 3 have a northern border along Nash Road/Concession Road and include the entire area south of that line between Highways 418 and 35/115. The proposed Ward 4 includes the remaining eastern part of Clarington, and the proposed Ward 5 encompasses the remaining northern part of the Municipality.

Adding an additional ward provides for reasonable population balance across the wards, although Ward 2 is narrowly outside the range of variance.

One potential challenge created by a five-ward structure is deciding how to include the two regional councillors in the representation structure, since one of them would need to represent an additional ward. This could be accomplished, however, with one regional councillor representing the three more sparsely populated wards (proposed Wards 3, 4, and 5) with the other representing the remaining two wards (proposed Wards 1 and 2) to balance out the number of constituents to whom they would be directly responsible.





Figure 8 – Preliminary Option C

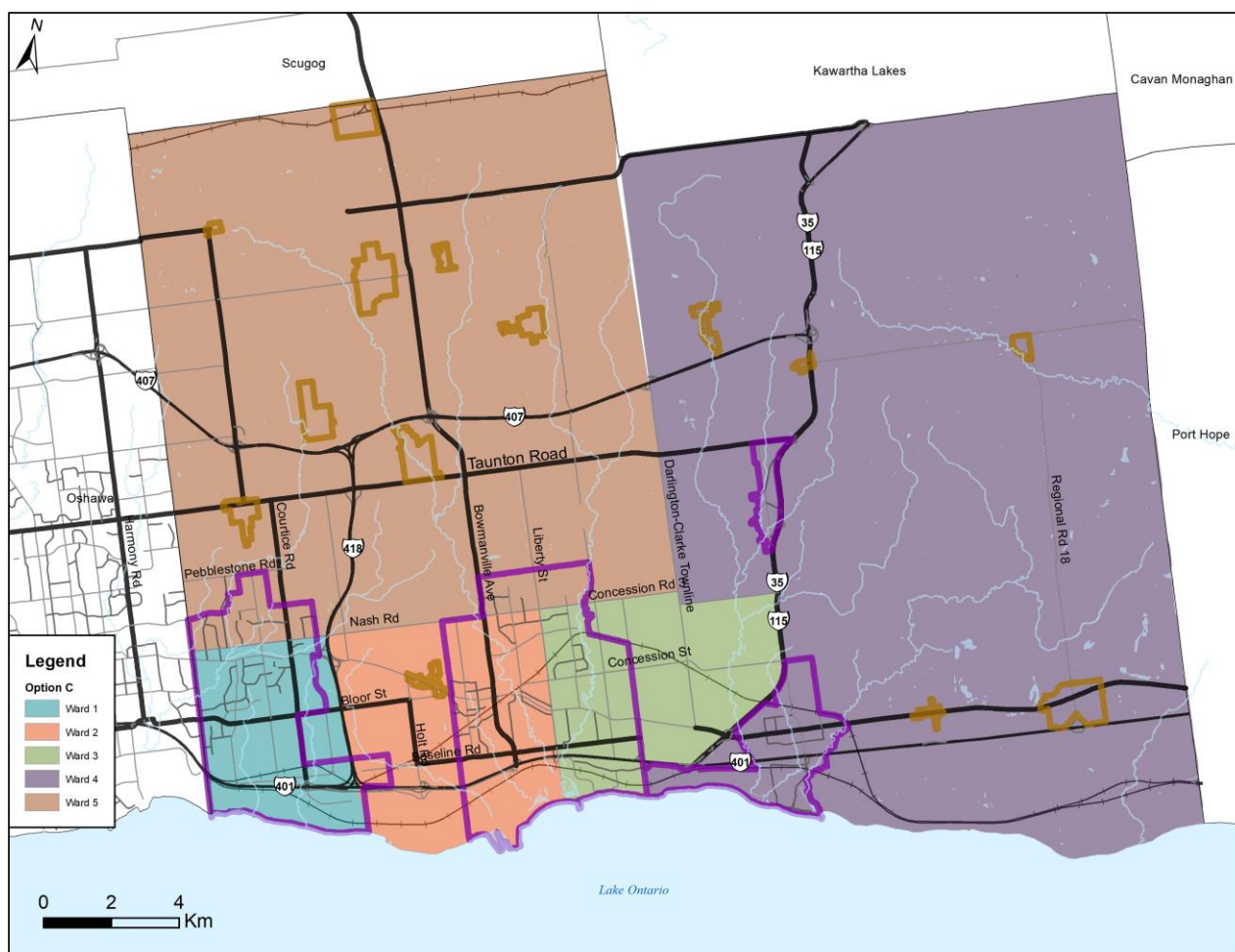


Figure 9 – Preliminary Option C – Population by Proposed Ward

Preliminary Option C	Total Population 2020	Variance	Total Population 2030	Variance
Ward 1	20,120	98%	26,830	98%
Ward 2	27,960	136%	36,420	133%
Ward 3	16,920	82%	24,380	89%
Ward 4	18,420	90%	26,300	96%
Ward 5	19,480	95%	22,540	83%
<b>Total</b>	<b>102,900</b>		<b>136,470</b>	
<b>Average</b>	<b>20,580</b>		<b>27,294</b>	

Note: Numbers have been rounded.





## **Option D: Six-Ward Model**

In addition to the five-ward option above, a six-ward model has also been developed to achieve similar goals, namely attempting to balance population while accommodating communities of interest. The proposed Ward 1 encompasses Courtice, bordered on the north by Pebblestone Road and on the east by Highway 418. Bowmanville is bisected on an east-west line along Bloor/Concession Street. The proposed Ward 2 runs north along Lambs Road, connecting Concession 4 in the north, while the proposed Ward 3 contains the southern section of Bowmanville from Bloor/Concession Street in the north and ending at Lake Ontario in the south. The ward is bordered by Lambs Road in the east and Highway 418 in the west. The proposed Ward 4 encompasses Newcastle, using Concession Road and Concession Road 3 as a northern boundary, before meeting Highway 35/115 in the east. The urban growth boundary in Newcastle provides the eastern external boundary to the proposed Ward 4. Proposed Wards 5 and 6 are mostly rural: the proposed Ward 5 contains a number of hamlets and the community of Orono. Bethesda Road serves as a western boundary, running along Concession Road and Concession Road 3 and concluding at Lake Ontario, using Highway 35/115 and the urban growth boundary in Newcastle as a border. The municipal border with Port Hope serves as an eastern boundary for Ward 4, as does Regional Road 9, stretching east from Kirby in the north. The proposed Ward 6 runs north from Pebblestone Road and Taunton Road in the south, and encompasses all of the territory to Clarington's northern, eastern, and western municipal boundaries.

The additional wards allow for two largely rural wards that provide a voice for those in the hamlets and those taking part in the agricultural sector, while containing the urban population in separate wards. In other words, it places a priority on keeping distinctive communities of interest in separate wards. The trade-off is that the population in the more urban Wards 1 to 3 is higher than the range of variation for a six-ward system. Adding an additional two wards provides a benefit of easily assigning wards for regional councillors.



Figure 10 – Preliminary Option D

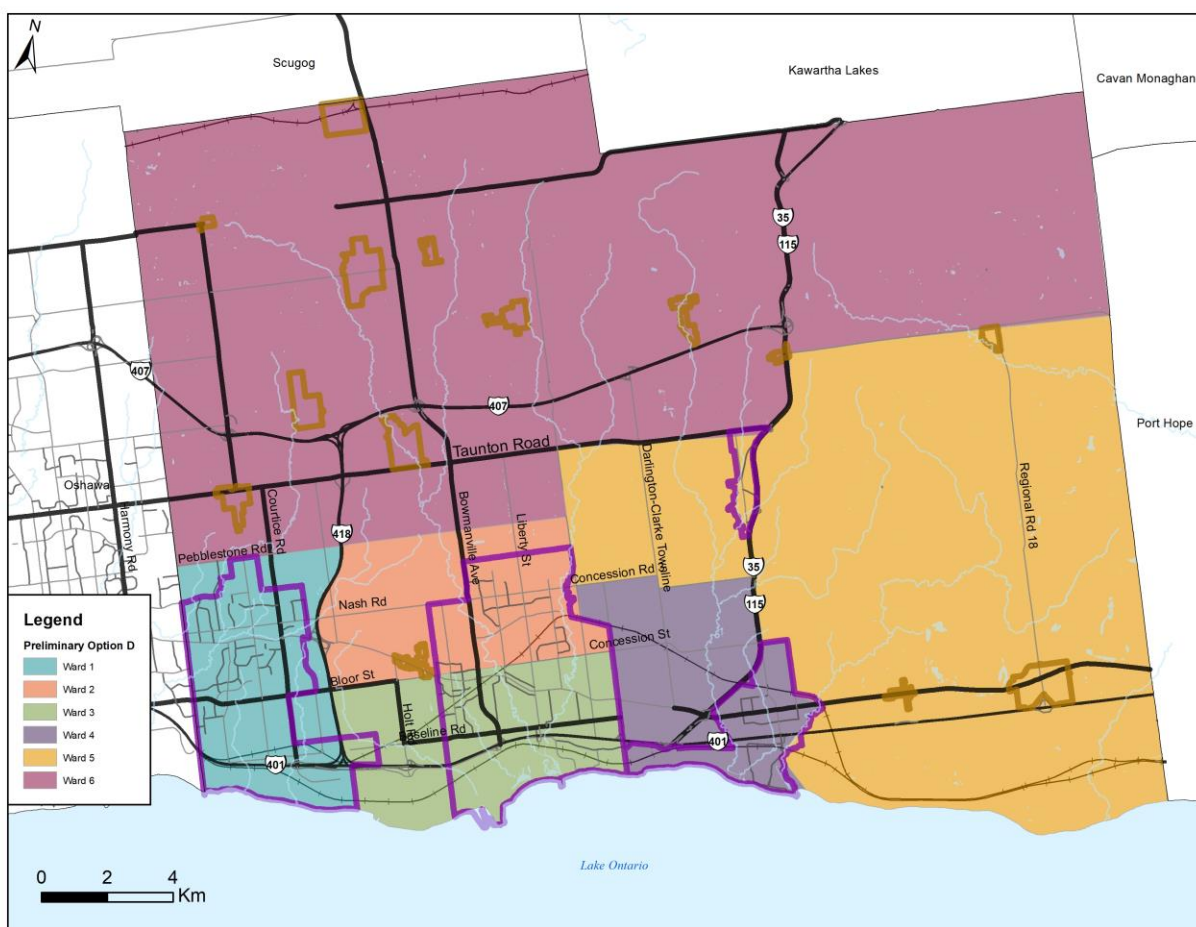


Figure 11 – Preliminary Option D – Population by Proposed Ward

Preliminary Option D	Total Population 2020	Variance	Total Population 2030	Variance
Ward 1	28,850	168%	36,370	160%
Ward 2	25,870	151%	35,760	157%
Ward 3	22,310	130%	29,770	131%
Ward 4	12,110	71%	19,440	85%
Ward 5	5,650	33%	6,130	27%
Ward 6	8,100	47%	9,000	40%
<b>Total</b>	<b>102,900</b>		<b>136,470</b>	
<b>Average</b>	<b>17,148</b>		<b>22,745</b>	

Note: Numbers have been rounded.



## 7.1 Further Considerations

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The four options presented herein are preliminary; they reflect the application of the core principles for this review to the distribution of population and communities within Clarington. However, as has been implicit in many of the observations made in this document, Clarington is a unique municipality with several historically recognized population centres of varying sizes, the concentration of population (close to 75% of the entire population) in two southern centres, a large thinly populated northern territory, and a forecast of significant further population growth in the southern part of the Municipality.

Designing an electoral system that will deliver effective representation to such a diverse community requires some accommodation: designs that put an excessive emphasis on “representation by population” can hinder fair representation for residents in the northern hamlets. Designs that place an emphasis on keeping urban population centres in their own separate wards can result in the under-representation of those same communities around the Council table. Grouping distinctive communities in the same ward may systematically reduce the voice of minorities, whether they be geographic, economic or social.

All of these challenges are magnified when trying to capture this diversity in four wards. The characteristics just noted will not change. What can change is the number of wards. As outlined in the Discussion paper, Clarington Council has the authority to modify the number of local councillors and, by extension, the number of wards. For that reason, this report has presented an option to increase Council by one seat and another to increase it by two seats to help contribute to local democracy in Clarington. There are costs associated with such changes that will be included in a final report if either of these options is endorsed as a plausible alternative to the current wards.

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