Special Council Meeting
AGENDA

Tuesday, December 13, 2016, 5:00 pm
Tecumseh Town Hall
www.tecumseh.ca

STRATEGY CORP

Town of Tecumseh – Ward Boundary and Council Structure Review

Interim Report

December 2016

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Executive Summary

In June 2016, the Town of Tecumseh (the "Town" or "Tecumseh") retained StrategyCorp Inc. to conduct a Ward Boundary and Council Structure Review (the "Review").

Over the summer and fall, we have had the pleasure of speaking to Tecumseh's elected officials, staff and residents about the structure of Tecumseh's government.

What we have learned is that Tecumseh is a diverse municipality that contains distinct communities of interest, including a large rural area, pre-amalgamation municipalities and suburban areas that are on the cusp of significant growth.

Ontario law gives municipalities a significant degree of flexibility to pick their own ward and council structure. In the case of Tecumseh, the challenge is finding a model that can deliver effective representation given the municipality's distinct communities of interest and the relatively uneven distribution of expected population growth.

In late October, we presented 11 preliminary ward and council structure concepts for consideration at four public meetings. The options were also included in an online engagement survey that was available throughout November.

The purpose of this Interim Report is to gather additional feedback and input on the 11 preliminary concepts presented publicly in late fall. We have also added an additional concept (3A) that was developed based on feedback received at the public meetings.

We will report back to Council with a Final Report in January 2017. The Final Report will include recommendations as well as information on ranked ballot voting and voting methods (i.e., telephone, internet, etc.).

This Interim Report is divided into three parts. Part One describes the Review's scope and process. It also sets out the framework that will be used to evaluate ward boundary and council structure concepts.

Part Two provides an overview of the four broad categories of choices at the core of the Review (the size of council, the method by which councillors are elected, the number of wards and the design of ward boundaries). Stakeholder and public feedback on the four choices are integrated into the discussion.

Part Three uses the Evaluation Framework coupled with our research as well as public consultations to provide an analysis of the 12 different ward and council structure concepts, including the status quo. Appendix "B" includes a one page summary of the 12 different concepts.

Part One: Overview and Guiding Principles

Introduction

The Council approved Terms of Reference for the Review are attached to this report as Appendix "A."

As set out in the Terms of Reference, the overarching purpose of the Review is to "conduct a comprehensive review of the Town of Tecumseh's ward boundaries and council structure."

The core of the Review focusses on three issues:

1. The size of Tecumseh's Council (i.e., the number of elected representatives on Tecumseh's Council);

2. How councillors are elected (i.e., a ward, at-large or combined system); and,

3. The number and boundaries of Tecumseh's wards.

Council and Ward Structure Review Process

Working closely with Town staff, the Review has proceeded in three broad phases.

During the first phase, we developed a preliminary evaluation of Tecumseh's current council and ward structure. Our preliminary analysis was built on a review of background information provided by the Town as well as one-on-one stakeholder interviews with Tecumseh's mayor, deputy mayor, five councillors and senior staff, including the Chief Administrative Officer, the Director, Corporate Services and Clerk and the Director, Planning and Building Services.

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

- Information about the Review was posted on the Town's website;

- Four public consultation meetings were held in two convenient locations on October 27, 2016. Advance public notice was provided in the local newspaper; and,

- A public engagement survey was posted on the Town's website. The deadline for completion of the survey was also extended to the end of November 2016.

We are currently in the third and final phase of the Review. After gathering additional stakeholder feedback on the options included in this report, we will synthesize public and stakeholder feedback with our research into a Final Report for consideration by Town Council in January 2017.

A Note on the Public Engagement Survey

The public engagement survey was available on line and provided a convenient mechanism for residents to get involved by providing their opinions and feedback.

The 94 completed responses provided qualitative insights into the opinions of participants, which were very helpful in the preparation of the Interim Report.

Given that respondents were self-selecting, the public engagement survey results should not be misconstrued as a representative sample or a quantitative public opinion poll of the population of Tecumseh. Such a poll would have been different in that it would have required a randomly selected group of participants, chosen using methods to model Tecumseh's demographics.

This is a survey of willing participants. As a result, where we have reported on the numerical outcomes of the survey, it should be taken as a report on the opinions of those who participated and not as representative of broader public opinion.

Tecumseh's Current Council and Ward Structure

Tecumseh is a diverse, 94 square kilometre municipality composed of two distinct urban areas, a large rural area, a significant industrial node and a suburban area set for significant growth. A significant part of the Town's growth and development is fueled by its close proximity to the City of Windsor, the regional job and service centre.

On January 1, 1999, the Town of Tecumseh, the Township of Sandwich South and the Village of St. Clair Beach were amalgamated into the Town of Tecumseh by way of an Amalgamation Order issued by the Minister of Municipal Affairs and Housing (the Order).

The Order established Tecumseh's current ward boundaries and council structure. The current ward boundaries largely reflect Tecumseh's pre-amalgamation municipalities.[1]

Tecumseh's council is composed of a mayor, deputy mayor and five councillors. Ward 1 is represented by two councillors, while wards 2, 3 and 4 are each represented by a single councillor. The mayor and deputy mayor are elected at large and represent the Town on Essex County Council.
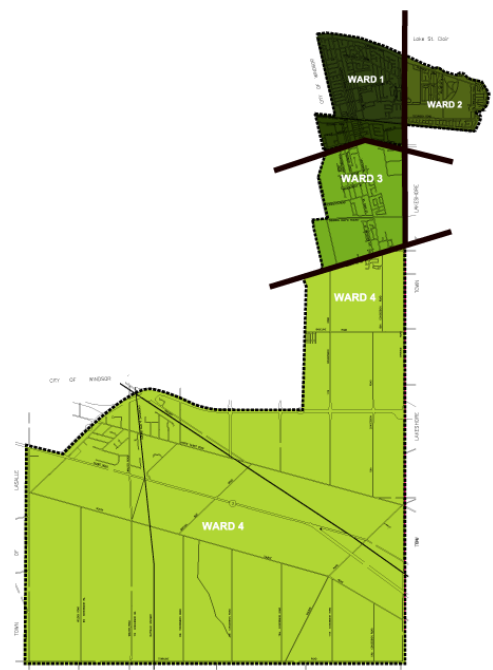
Current Ward Boundaries

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[1] On January 1, 2003, the City of Windsor annexed certain lands formerly located in Wards 3 and 4. The annexation changed the shape of Wards 3 and 4 but did not otherwise impact Tecumseh's ward boundaries or council structure.

Current Population

Tecumseh's current population is estimated to be 23,134. There is no significant seasonal population. A breakdown of the Town's population by ward is provided in the table below.

Ward	Councillors	Current Population	Population Per Councillor	Share of Total Population
Ward 1	2	12,836	6,418	55%
Ward 2	1	3,629	3,629	16%
Ward 3	1	4,049	4,049	18%
Ward 4	1	2,620	2,620	11%
TOTAL	5	23,134	N/A	N/A

Source: MPAC, 2014

Population Growth

StrategyCorp worked with Tecumseh's staff to estimate current and future population growth as well as anticipate where that growth is expected to occur.

The Terms of Reference require the Review to have regard for population growth for at least the next three terms of council. For consistency with the Town's planning framework, 2031 was chosen as the population growth horizon.

Tecumseh's 2031 population is expected to be 30,135, representing growth of approximately 7,000 people. The vast majority of that growth is expected to occur in Ward 3. Minimal growth is anticipated in Wards 1 and 2 while no growth is anticipated in Ward 4. A breakdown of the Town's current and 2031 population by ward is provided in the table below.

Ward	Councillors	Current Population	Current Population Per Councillor	2031 Population	2031 Population Per Councillor
Ward 1	2	12,836	6,418	13,405	6,703
Ward 2	1	3,629	3,629	4,101	4,101
Ward 3	1	4,049	4,049	10,003	10,003
Ward 4	1	2,620	2,620	2,626	2,626
TOTAL	5	23,134	N/A	30,135	N/A

Source: MPAC, 2014 and Town of Tecumseh

Guiding Principles

The Review's Terms of Reference set out five guiding principles subject to the "overriding principle" of effective representation. The five guiding principles are:

- **Representation by Population**: wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the town's characteristics;

- **Population and Electoral Trends**: consider anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council;

- **Means of Communication and Accessibility**: group existing neighbourhoods into wards that reflect current transportation and communication patterns;

- **Geographic and Topographical Features**: use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand; and,

- **Community or Diversity of Interests**: as far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods and community groupings – not through them.

The Principle of Effective Representation

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

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

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

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

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

> A system which dilutes one citizen's vote unduly as compared with another citizen's vote runs the risk of providing inadequate representation to the citizen whose vote is

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[2] *Carter* is available online here: http://scc-csc.lexum.com/scc-csc/scc-csc/en/item/766/index.do.

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

While parity is of "prime importance," the Supreme Court held that it is "not the only factor to be taken into account in ensuring effective representation:"

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

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

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

The principle of effective representation has been interpreted and applied in a long line of Ontario Municipal Board cases dealing specifically with ward boundary and council structure issues.[3]

Evaluation Framework

The Review's Terms of Reference capture the importance of effective representation as well as the additional factors identified by the Supreme Court and the Ontario Municipal Board.

In order to evaluate the Town's current ward and council structure as well as alternatives, StrategyCorp created an easy-to-understand framework (the "Evaluation Framework") that draws on best practices as well as the guiding principles set out in the Review's Terms of Reference. Each factor is described below.

As explained in more detail in Part Two, Ontario law gives municipalities a broad discretion to select the ward and council structure that best suits their unique needs and interests. In our experience, there will be a range of ward and council structure options that meet the test of effective representation – each with its own benefits and drawbacks – for a municipality to choose from.

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

Meets Test of Effective Representation? YES / NO	
Key factors	**Description**
1. Representation by Population	• Population rather than voters or electors • The population variance among wards should be within +/-25%
2. Communities of Interest	• Identifiable communities within a municipality • Whether those communities have distinct representational needs
3. Geography	• Natural and man-made features that should be integrated into the design of wards
4. Quality of Representation	• Access to councillors and councillor workload • Council costs

Evaluation Framework

Representation by Population

Representation by population captures the idea of "relative parity of voting power." This means that the number of people living in each ward should be similar. Note that in an at large system, there are no wards and, as a result, the equal distribution of people across wards is not an issue.

There is no "hard and fast" rule when it comes to the degree or permissible population variance among wards. However, a variation of +/- 25% among wards is considered a good rule of thumb and is widely used by municipalities during ward boundary reviews.[4]

It is important to note the distinction between "population" and "electors." The Terms of Reference identify representation by population as a guiding principle. "Population" encompasses both electors as well as non-electors. The broader term reflects the fact that the right to effective representation enshrined in Section 3 of the *Charter* is enjoyed by citizens rather than just electors or voters.

Another way to think about the distinction is that the issues dealt with on a routine basis by municipal governments and their elected officials arise not just from electors but citizens as a whole, including children, youth and others who may not have voted in the last election.[5]The

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[4] See, for example, *Town of Innisfil vs. Hambly* [2009] Decision/Order 20090007 at p. 8.
[5] See, for example, Toronto Ward Boundary Review, Research Report (December 2014) at p. 22-23, available online at http://www.drawthelines.ca/.

focus on population instead of electors or voters is consistent with best practices for ward boundary reviews in Ontario as well as leading Ontario Municipal Board decisions.[6]

Communities of Interest

"Communities of interest" is a broad category that is meant to draw our attention to identifiable communities within municipalities and the representational needs of those communities. It includes, for example, historical communities, community assets, traditional municipal boundaries, as well as rural and suburban areas. The communities of interest within each municipality will be distinct.

Through our research as well as stakeholder interviews and public consultation we were able to identify the following communities of interest:

- The pre-amalgamation municipalities of Tecumseh, St. Clair Beach and Sandwich South;
- The Oldcastle industrial area;
- Maidstone hamlet;
- A more urban area in Wards 1 and 2;
- A more suburban area in Ward 3; and,
- A distinct rural area in Ward 4.

In the context of the Review, the question is the degree to which these communities can or should be identified or recognized in the design of Tecumseh's council structure and ward boundaries. In other words, are these (or other) communities so unique in their needs that they should receive special consideration in the design of Tecumseh's council structure and ward boundaries?

Geography

Geography encompasses natural features (such as forested areas, rural areas and other geographical features) and man-made features (such as roads, train tracks and bridges).

As a general rule, ward boundaries should be designed to be easy to understand. That often means that ward boundaries should follow natural or man-made features. Similarly, ward boundaries should not be designed to divide or separate lands that have a contiguous nature or important land use designation, such as rural areas neighbourhoods or settlement areas.

Quality of Representation

Quality of representation captures both the accessibility of councillors to their constituents as well as overall council costs.

Representation includes the right to bring your concerns to your elected representatives. The

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

accessibility of elected representatives also includes the idea that councillor workloads should be relatively balanced and reasonable.

Doing more with less is one of the fundamental challenges of municipal governance in Ontario. Quantifying factors like councillor remuneration is simple; however, determining the impact of structural changes on council costs can be quite difficult. For example, reducing the number of elected representatives may reduce council costs by reducing the number of councillor salaries. The savings from fewer salaries, however, could be offset as a result of increased councillor workloads.

In the context of council costs, it is also important to note the part-time nature of Tecumseh's councillors.

While the Terms of Reference did not specifically request a consideration of the quality of representation, the issue was raised in stakeholder interviews and StrategyCorp opted to include it in the Evaluation Framework.

Part Two: Four Choices

Overview

There are four broad categories of choices under consideration in this Interim Report:

1. The size of council (i.e., the number of elected representatives);

2. How councillors are elected (wards, at-large or a combination of both systems);

3. How many wards (if a ward system is chosen); and,

4. The design of ward boundaries (if a ward system is chosen).[7]
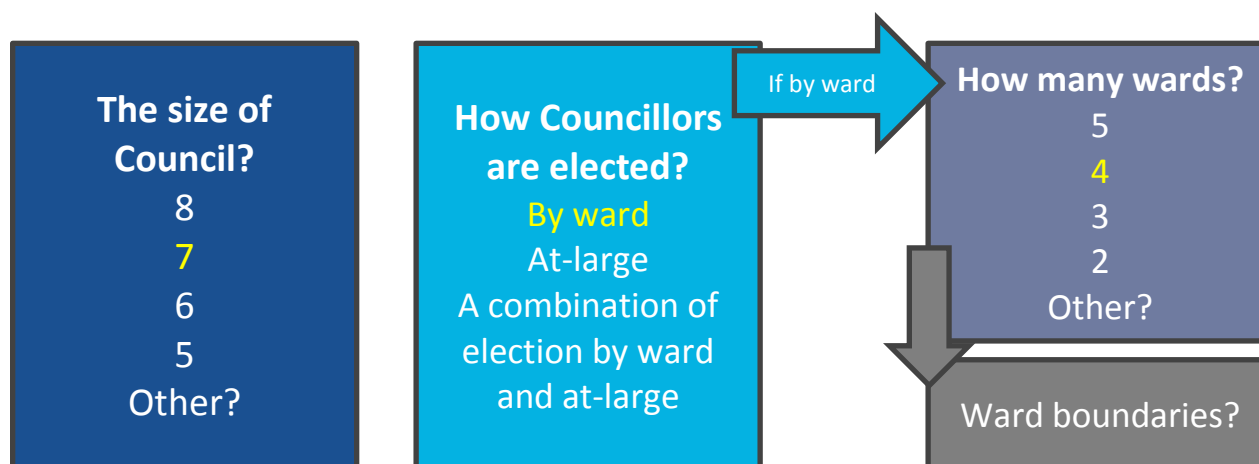
Yellow represents the status quo

Part Two presents background information on these four categories of choices, incorporating input and feedback received during stakeholder interviews and public consultations.

The Size of Council

Background

Section 217 of the *Municipal Act* authorizes a municipality to "change the composition" of its council subject to a minimum council size of five members, including the head of council (the mayor).

Municipalities are given a significant amount of discretion to determine the size of their respective councils. Beyond the five member minimum, the *Municipal Act* does not provide criteria to guide or assist a municipality's decision-making process. Municipalities are free to choose a size that fits their unique circumstances.

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[7] Ranked ballot voting and voting methods (i.e., internet voting, telephone voting, etc.) will be considered in the Final Report.

The Terms of Reference specify that the Review should consider the status quo along with increasing and decreasing the size of Tecumseh's council.

Municipal Comparators

Municipalities often consider council size in surrounding municipalities as an important factor when reviewing the size of their councils.

There are 25 lower tier municipalities in Ontario with populations ranging from 19,000 to 38,000. The council sizes of these municipalities are shown below.
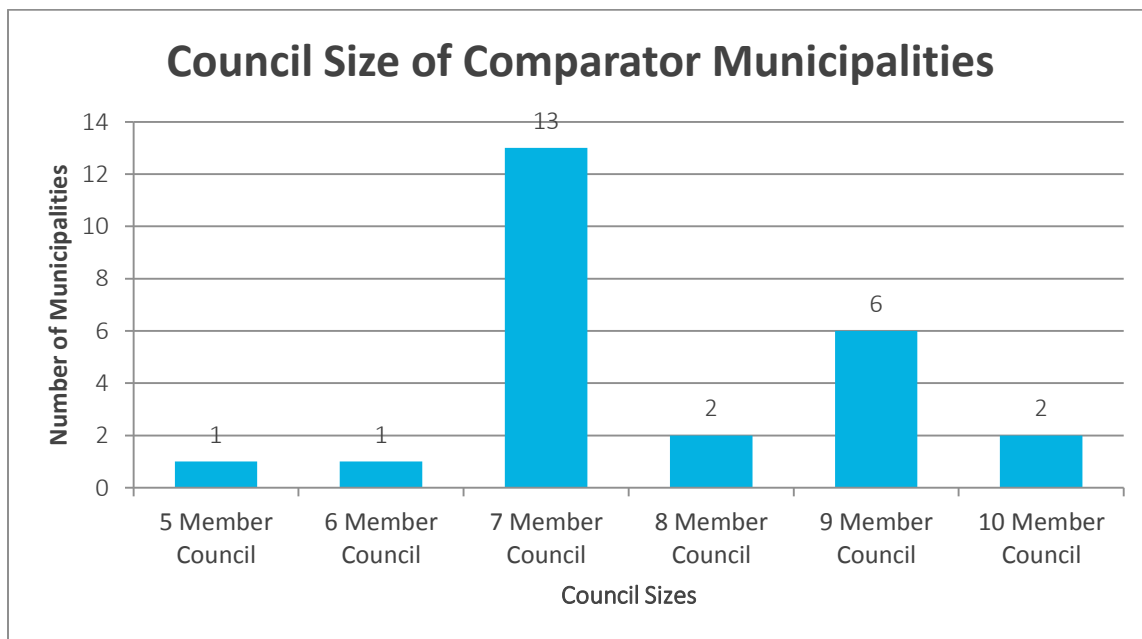
Council Size of Comparator Municipalities

Councillor Workload

We heard different views about workload during our stakeholder interviews. We heard both that the workload was too light and that it was appropriate given the number of councillors.

Representative Stakeholder Comments on Councillor Workload[8]
Workload is Light
• We could probably reduce the size of council; with the current workload it would be manageable.
• Given the size of our municipality, there are too many councillors, especially when

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[8] We have edited some comments for clarity and brevity.

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> compared to larger municipalities like Windsor.
>
> **Workload is Appropriate**
> - With the current council size, the workload is reasonable.
> - The workload is manageable. Seven is the right size. Reducing the size of council could create significant workload issues.
> - We're in the right spot with seven and don't have the growth to support a larger council.
> - You need a size of at least seven to handle the committee work. If you had a smaller council size, you'd get burnout because this is a part time job.

There was a general consensus that the committee workload was significant given the part time nature of councillor positions. A fair distribution of the committee workload may pose a significant challenge to a smaller council and the part time nature of councillor positions. This is consistent with our experience in Ontario municipalities that are similar in size to Tecumseh.

Public Consultation

Survey participants were consulted on four preliminary concepts for the size of Tecumseh's Council:

New Council Size	How We Get There
8 on Council (Mayor + 7 Councillors)	Increase by two Council positions
7 on Council (Status Quo) (Mayor + Deputy Mayor + 5 Councillors)	No change/status quo
6 on Council (Mayor + Deputy Mayor + 4 Councillors	Reduce by one Council position
5 on Council (Mayor + Deputy Mayor + 3 Councillors	Reduce by two Council positions

Respondents favoured the status quo, seven member council by a significant margin.[9] Overall, a strong majority favoured a seven or eight member council. A small minority of respondents were in favour of reducing the size of council.

Representative Public Comments on the Size of Council
Current Size is Appropriate   • We do not need more councillors.   • Given our population, the council size is more than adequate.   • For the Town's size, we have significant representation.   • We don't need more councillors but the workload should be more evenly distributed.

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[9] See Part Two for a more detailed description of the public engagement survey.

How Councillors are Elected

Background

The Terms of Reference specify that the Review should consider the status quo ward system and an at large system.

Section 222 of the Municipal Act authorizes a municipality to "divide or redivide the municipality into wards" or "dissolve the existing wards" in favour of an at large system.

Other than the head of council (mayor), who must be elected at large, Council members can be elected at large or by wards or through any combination of at-large and wards.

Municipalities have discretion to determine whether to use a ward or an at large system or a combination of the two. Like council size, the Municipal Act provides no criteria to guide a municipality's decision making under section 222.

Municipal Comparators

Of the 25 lower tier municipalities in Ontario with populations ranging from about 19,000 to 38,000, 16 use a ward system while nine use an at large system.

Considerations from the Literature

While the *Municipal Act* does not provide guidance for a municipality about which electoral system to use, the literature surrounding council structure usually points to a number of "pros and cons" associated with ward and at large systems. These pros and cons are not absolute; rather, they are factors that may tend to be more likely in one or another system.

It is also important to remember that the *Municipal Act* contains broad discretion on this question for a reason: municipalities are unique and the benefits associated with a particular electoral system in one municipality may not apply in the same way in a different municipality.

System	Advantages	Disadvantages
Ward	• May ensure representation from diverse areas/communities of interest (rural v. suburban) • Voters may be more likely to know candidates • Simplified election process for voters • Elections less expensive and time consuming for candidates • May create a more efficient division of responsibilities among Councillors • Councillors may be more likely to be accessible and knowledge about local issues	• Councillors may be less likely to have a broader, municipality-wide view • May perpetuate and/or accentuate differences and divisions (such as attachment to pre-amalgamation communities) • Voters have less choice/flexibility (they can only vote for candidates in their ward) • Greater likelihood of acclamations • Population changes can lead to unequal workloads for councillors
At Large	• Councillors may be more likely to have a broader, municipality-wide view • May promote attachment to the municipality as a whole • Electors can vote for all candidates (greater choice and flexibility) • Residents can approach all councillors with their concerns • Reduced likelihood of acclamations	• Councillors may not be familiar with area-specific issues • Councillors may not reflect all areas/communities of interest (rural v. urban) • Elections more costly and time consuming for candidates (may discourage new entrants) • Large number of candidates may be confusing to voters • May lead to duplication of councillor effort

Communities of Interest

During stakeholder interviews, we heard different views about the benefits of ward and at large systems as well as the current two-member configuration in Ward 1.

On the one hand, some stakeholders expressed a view that there was a need to encourage a strong sense of Town-wide identity. For this group, the time has come to move past amalgamation and embrace the new Town of Tecumseh. This group favoured an at large system and the dissolution of former municipal boundaries.

On the other hand, some stakeholders believed that there were significant differences between the communities within Tecumseh and that these differences, largely along the lines of the former municipalities, continue to deserve separate and distinct representation. The rural community in Ward 4 and the former municipality of St. Clair Beach were provided as examples.

Another important issue raised during the stakeholder consultations was the efficacy of the current two-member configuration in Ward 1. Some expressed concerns that the two councillors sometimes "cancelled each other out," and that it can sometimes be confusing for constituents.

Stakeholder Comments on the Method of Election

Ward System
- It's important to recognize the differences between communities and wards help us do that.
- Residents like a clear and direct channel to their elected representatives.
- The ward system ensures the council has rural representation.

At Large System
- We're all one now; it's just one big municipality.
- Running at large is a significant expense.
- We need to be more unified as a council.
- It would be very difficult to ensure rural representation in an at large system.
- You might increase the number and quality of candidates with an at large system.
- We need a significant reshaping of the ward boundaries. The turf wards need to end. We need an at large system.

Multi-Councillor Wards
- There are pros and cons. It can lead to a duplication of work and we can cancel each other out at Council.
- Two member wards can be confusing for constituents.
- Single member representation is just more effective.

Public Consultation

Survey participants were consulted on the following three options for the method of election:

Method of Election	Description
Elect Councillors by wards (status quo)	• Councillors are elected to represent a part of the Town, called a "ward." • Tecumseh is currently divided into four wards, one of which has two Councillors.
Elect Councillors "at-large"	• Just like the Mayor and Deputy Mayor, Councillors may be elected by voters across the entire municipality, without wards.
Elect Councillors by a combination of at-large and ward systems	• Municipalities may use a combination of at-large and ward systems.

Approximately two thirds of survey respondents expressed a preference for a ward system. The remaining respondents were more or less evenly divided between an at large system and a combined ward-at large system.

Many respondents expressed a strong preference to ensure that there is a rural voice on council. This group favoured a ward system as a way of ensuring a rural representative, noting a concern that a rural representative may have difficulty in an at large system given the rural area's relatively low population.

Representative Public Comments on how Councillors should be Elected
Ward System • The ward system creates silos that separates and divides council. • We need a ward system to ensure that the rural area has a voice on council. **At Large System** • Councillors should represent the whole Town and not just their particular area. • The difficulty with at large is that the more populated areas of the Town may be given outsize influence. **Combined Ward-At Large System** • Additional at large councillors would help provide more of a Town-wide perspective. • We need a balance between Town and community specific voices.

Deputy Mayor Position

Section 217 of the Municipal Act gives a municipality the authority to change the composition of its council. While the Municipal Act does set out any requirements relating to a deputy mayor position, section 217 includes within it the authority for a municipality to determine whether and how it will have a deputy mayor position.

In our stakeholder interviews, there was a strong consensus about the importance of retaining the current deputy mayor position.

We also consulted survey participants on how the deputy mayor should be elected. Many felt that direct election was imperative given the importance of the deputy mayor's position on County Council. Along those lines, approximately two thirds of respondents favoured the status quo, at large method. On the other hand, some participants noted that rotating the position among councillors could help bring new ideas to the table.

While the Terms of Reference did not specifically request a consideration of the deputy mayor position, the issue was raised in stakeholder interviews and StrategyCorp opted to include it in public consultations.

Representative Public Comments on a Deputy Mayor Position
• It is important to preserve the deputy mayor position.
• The deputy mayor should be elected because of his or her position on County Council.

Ward Structure

Background

Within the context of the Review, ward structure refers to the size, shape and number of wards. The Terms of Reference identify four ward boundary options for consideration:
- The reconfiguration of existing ward boundaries;
- Decreasing the number of wards;
- Increasing the number of wards; and,
- Retaining the existing ward status quo.

Section 222 of the *Municipal Act* authorizes a municipality to "divide or redivide the municipality into wards." There is no criteria in the *Municipal Act* to guide a municipalities' decision-making with respect to its ward structure. In lieu of statutory direction, *Carter* and the principle of effective representation have become the standard for evaluating the shape, size and number of a municipality's wards.

Commentary from Stakeholders

The key theme heard from stakeholders was how to strike the right balance between representation by population and recognizing the Town's communities of interest, particularly the agricultural community in Ward 4. While some saw the issue as a binary choice, the majority felt that a balance could be reached by adjusting the existing ward boundaries.

Stakeholder Comments on the Design of Wards
Representation by Population
• The fundamental question here is whether we want to have representation by population or celebrate history.
• There's a real inequality in the size of wards and how many votes you need to win across the municipality.
Importance of Pre-Amalgamation Municipalities
• St. Clair Beach just has a different feel. It's a distinct place and that should be recognized.
Ward 4
• The population disparity isn't unfair. It's a completely unique community with totally different issues.
• The agricultural community feels neglected.
• We can't expect urban and suburban representatives to understand rural issues.

Public Consultation

Through the public consultation we heard a wide variety of comments on the existing ward system and how it might be reconfigured.

The arguments that we heard can be summarized as follows:

The Importance of a Rural Voice

For many, the importance of a rural voice cannot be understated. There was a concern that any significant changes to the existing boundary of Ward 4 may dilute the voice of the rural community. While many recognized the population imbalance, there was a strong sense that this imbalance was justified given the distinct needs of the agricultural community.

Historical Communities

Some felt that the existing ward boundaries adequately represented the diverse communities within the Town, particularly the pre-amalgamation municipalities.

Representation by Population

Many respondents believed that the wards should be significantly altered to better match the distribution of population across existing wards. For this group, ensuring a relatively even population distribution was of central importance.

Ward 1

A number of respondents felt that the current two councillor arrangement in Ward 1 was confusing for constituents, and that Ward 1 should be split into two separate wards, each with a different councillor.

Representative Public Comments on the Design of Wards
Ward 4 • Rural residents have different priorities. Merging Ward 4 with other areas may adversely impact the particular needs of rural residents. • Rural residents need a voice at the council table. **Communities of Interest** • The current boundaries make sense from an historical perspective. **Representation by Population** • We should aim to have wards that are as closely matched as possible in terms of population. • The historical nature of our ward boundaries is antiquated. We need something that better matches the distribution of population. **Ward 1** • The size and population density of Ward 1 would be better suited as two wards, each represented by their own councillors.

Part 3: Council and Ward Structure Options

Introduction

During the public consultations we presented eleven preliminary concepts to gather public input. The concepts included a broad range of options, including council sizes ranging from 8 to 5 as well as ward and at large systems. The preliminary options were developed based on our research along with feedback received during stakeholder interviews.

In this section we provide a thorough analysis of each option using the Evaluation Framework presented in Part One as well as the stakeholder and public feedback presented in Part Two. We have also included an additional option (3A) that was suggested during the public consultation.

As described in more detail in Part One, it is important to note that while some options will fall short of the test of effective representation, there will be range of acceptable options for council to choose from. This reflects the fact that municipalities are given broad discretion to choose the ward and council structure that best serves their unique history, needs and interests.

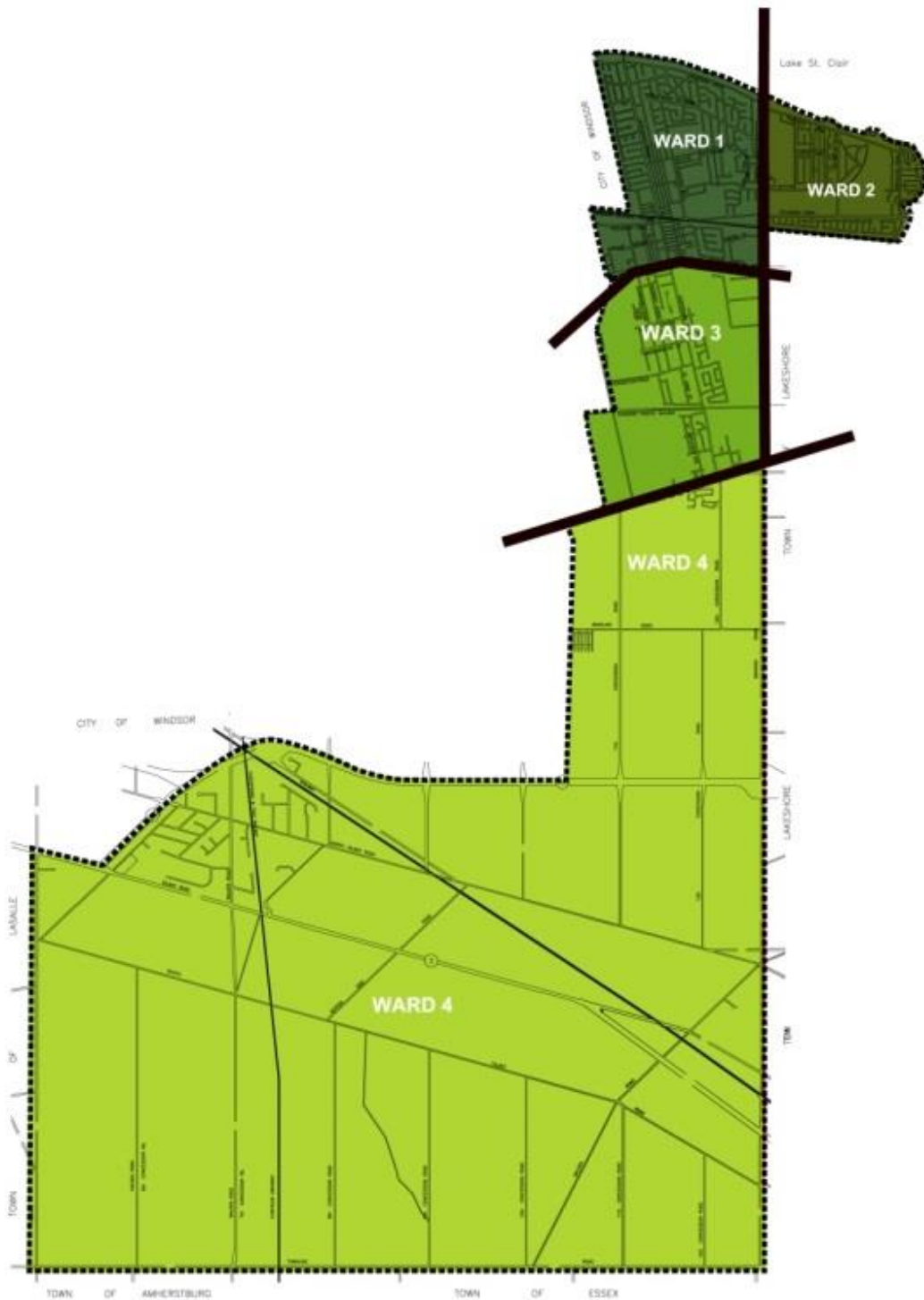| Option 1: The Status Quo	
Council Size	7 (Mayor, Deputy Mayor, 5 Councillors)
Method of Election	Wards
Number of Councillors	5
Number of Wards	4

Analysis

- From a representation by population perspective, the current ward structure is problematic. Wards 1 and 4 are significantly beyond the +/-25% range. By 2031, three of four wards will be outside the +/-25% range.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	2	12,836	6,418	+39%	13,405	2	+11%
Ward 2	1	3,629	3,629	-22%	4,101	1	-32%
Ward 3	1	4,049	4,049	-12%	10,003	1	-66%
Ward 4	1	2,620	2,620	-43%	2,626	1	-56%
Total	5	23,134	4,627 (Average)	N/A	30,135	6,027 (Average)	N/A

- The significant growth anticipated in Ward 3 presents the biggest long term challenge to the existing ward boundaries.

- The status quo provides distinct representation for Tecumseh's pre-amalgamation municipalities and the rural community.

- A majority of survey respondents favoured a seven member council.

OPTION 1: Meets Test of Effective Representation? NO	
Key factors	Analysis
1. Representation by Population	• Three of four wards will be significantly outside the +/-25% range by 2031
2. Communities of Interest	• Respects pre-amalgamation boundaries • Provides a rural voice (Ward 4)
3. Geography	• No significant issues identified
4. Quality of Representation	• No change in councillor costs or access

Option 1: The Status Quo

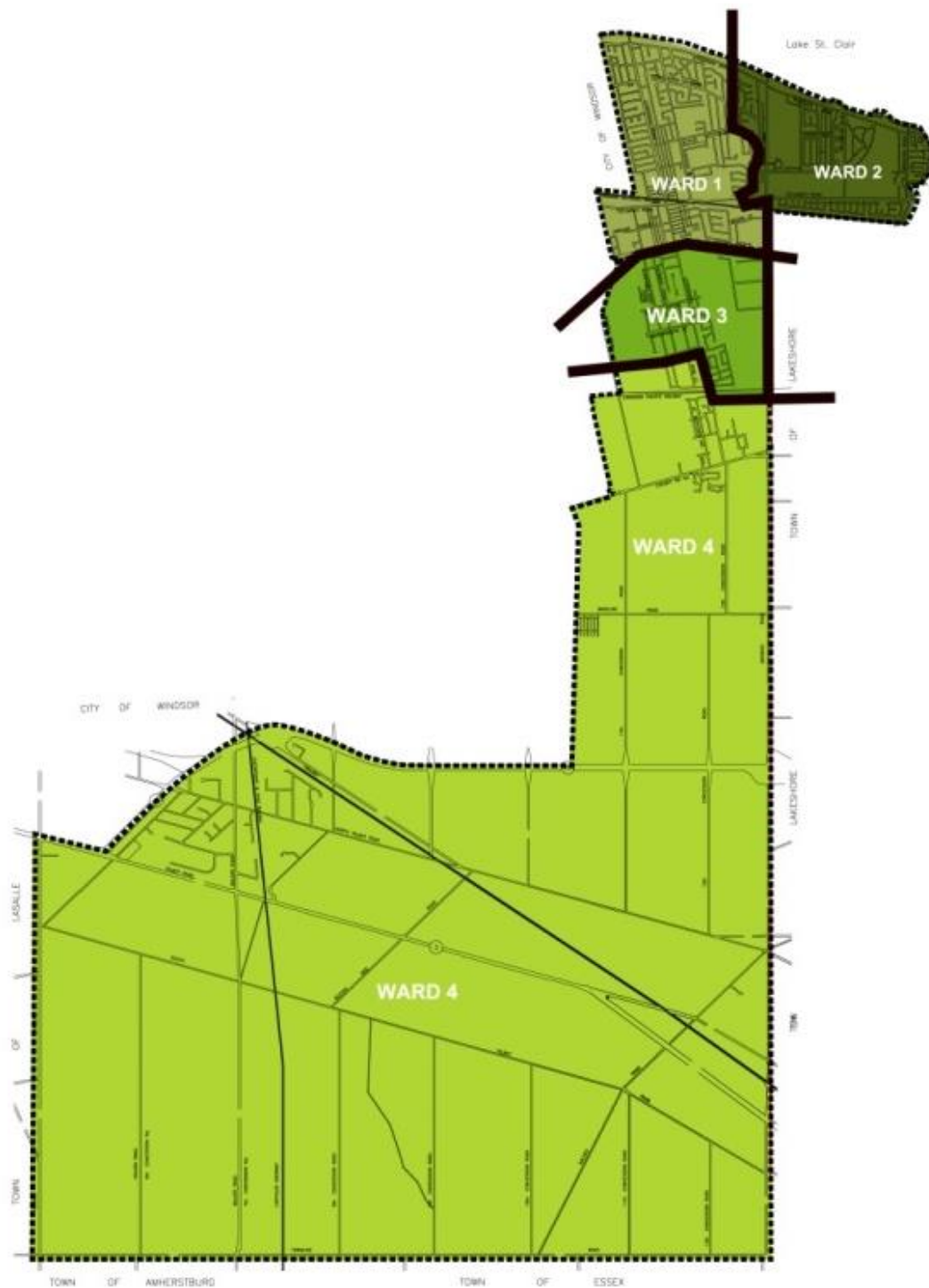| Option 2: Minor Ward Boundary Adjustments, Same Council Size	
Council Size	7 (Mayor, Deputy Mayor, 5 Councillors)
Method of Election	Wards
Number of Councillors	5
Number of Wards	4

Analysis

- Significant improvement from a representation by population perspective. While Ward 3 is significantly outside of the +/-25% range in the short term, all four wards would fall within the range by 2031.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	2	11,302	5,651	+22%	11,849	5,925	-2%
Ward 2	1	5,165	5,165	-12%	5,658	5,658	-6%
Ward 3	1	2,590	2,590	-44%	7,625	7,265	+25%
Ward 4	1	4,078	4,078	-12%	5,363	5,363	-11%
Total	5	23,135	4,627 (Average)	N/A	30,135	6,027 (Average)	N/A

- Largely respects the pre-amalgamation boundaries of St. Clair Beach and the Town of Tecumseh.
- Adjustment to the boundary between Wards 3 and 4 helps achieve a better population balance but, over time, it may dilute the distinct rural nature of Ward 4.
- A majority of survey respondents favoured a seven member council.

OPTION 2: Meets Test of Effective Representation? YES	
Key factors	Analysis
1. Representation by Population	- All four wards inside the +/-25% range by 2031
2. Communities of Interest	- Largely respects pre-amalgamation boundaries - Provides a rural voice (Ward 4) although new population may impact rural character of Ward 4
3. Geography	- No significant issues identified
4. Quality of Representation	- No change in councillor costs or access

Option 2: Minor Ward Boundary Adjustments, Same Council Size

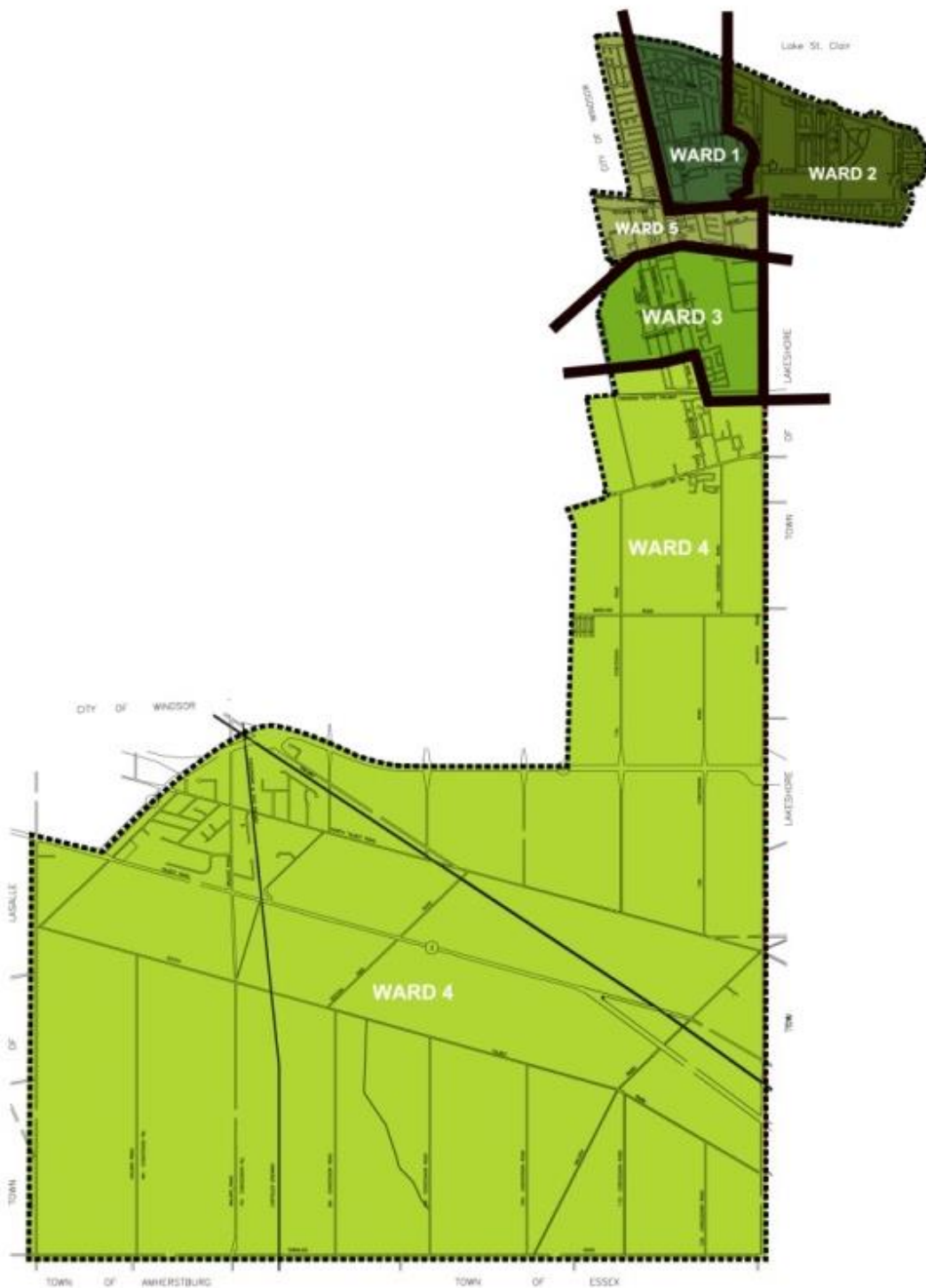| Option 3: Five Ward Structure, Same Council Size	
Council Size	7 (Mayor, Deputy Mayor, 5 Councillors)
Method of Election	Wards
Number of Councillors	5
Number of Wards	5

Analysis

- Significant improvement from a representation by population perspective. Wards 1 and 3 fall outside the +/-25% range in the short term but all wards achieve balance by 2031.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	1	6,294	6,294	+36%	6,386	6,386	+6%
Ward 2	1	5,165	5,165	+12%	5,658	5,658	-6%
Ward 3	1	2,590	2,590	-44%	7,265	7,265	+20%
Ward 4	1	4,078	4,078	-12%	5,363	5,363	-11%
Ward 5	1	5,008	5,008	+8%	5,463	5,463	-9%
Total	5	23,135	4,627 (Average)	N/A	30,135	6,027 (Average)	N/A

- Splitting Ward 1 resolves two councillor per ward issue.
- Pre-amalgamation St. Clair Beach boundary largely respected.
- Adjustment to the boundary between Wards 3 and 4 helps achieve a better population balance but, over time, it may dilute the distinct rural nature of Ward 4.
- This option received the broadest support in the online survey. Approximately 1/5th of respondents chose this option as preferred.

OPTION 3: Meets Test of Effective Representation? YES	
Key factors	Analysis
1. Representation by Population	• All four wards inside the +/-25% range by 2031 • Wards 1 and 3 significantly outside of range in short term
2. Communities of Interest	• Largely respects pre-amalgamation boundaries of St. Clair Beach • Provides a rural voice (Ward 4) although new population may impact rural character of Ward 4
3. Geography	• No significant issues identified
4. Quality of Representation	• No change in councillor costs • Division of Ward 1 into two wards may foster more direct relationship with constituents

Option 3: Five Ward Structure, Same Council Size

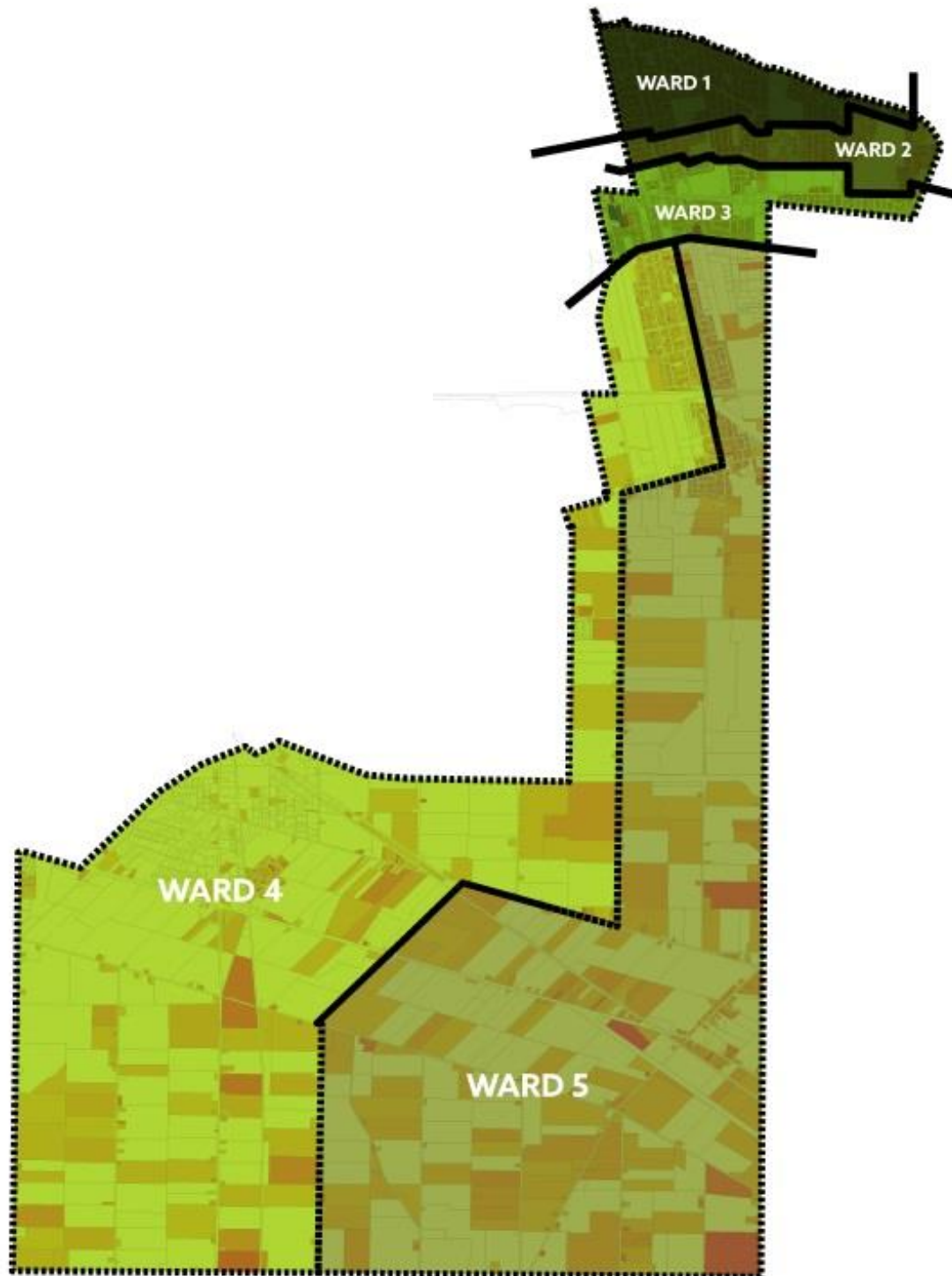| NEW Option 3A: Five Ward Structure, Major Boundary Adjustments	
Council Size	7 (Mayor, Deputy Mayor, 5 Councillors)
Method of Election	Wards
Number of Councillors	5
Number of Wards	5

Analysis

- Significant improvement from a representation by population perspective. Wards 1 and 5 fall outside the +/-25% range in the short term but all wards achieve balance by 2031.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	1	7,005	7,005	+51%	7,138	7,138	+18%
Ward 2	1	4,163	4,163	-11%	4,581	4,581	-24%
Ward 3	1	5,323	5,323	+15%	5,787	5,787	-4%
Ward 4	1	3,575	3,575	-23%	6,929	6,929	+15%
Ward 5	1	3,094	3,094	-33%	5,700	5,700	-5%
Total	5	23,135	4,627 (Average)	N/A	30,135	6,027 (Average)	N/A

- All new ward boundaries shift focus from historical communities to the new Town of Tecumseh.
- One councillor per ward structure ratio may foster more direct relationship with residents.
- Adjustments to boundaries of Wards 3 and 4 may provide additional opportunity for rural representation.

OPTION 3A: Meets Test of Effective Representation? YES	
Key factors	Analysis
1. Representation by Population	• All four wards inside the +/-25% range by 2031 • Wards 1 and 5 significantly outside of range in short term
2. Communities of Interest	• Pre-amalgamation boundaries are largely erased • May provide additional opportunity for rural representation (Wards 4 and 5)
3. Geography	• Rural land uses divided into two wards
4. Quality of Representation	• No change in councillor costs • One councillor per ward ratio may foster more direct relationship with residents.

NEW Option 3A: Five Ward Structure, Major Boundary Adjustments

Option 4: Two Ward Structure, Same Council Size	
Council Size	7 (Mayor, Deputy Mayor, 5 Councillors)
Method of Election	Wards
Number of Councillors	5
Number of Wards	2

Analysis

- Significant improvement from a representation by population perspective. Both wards very close to average by 2031.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	3	16,465	5,488	+19%	17,505	5,835	-3%
Ward 2	2	6,670	3,335	-28%	12,630	6,315	+4%
Total	5	23,135	4,627 (Average)	N/A	30,135	6,027 (Average)	N/A

- Pre-amalgamation ward boundaries are significantly changed.
- Two large, multi-councillor wards may create a less direct relationship with residents.
- No guaranteed rural voice on council given significant boundary adjustment to former Ward 4.
- This option received very little support in the online survey.

OPTION 4: Meets Test of Effective Representation? YES	
Key factors	Analysis
1. Representation by Population	• Both wards close to average ward size by 2031 • Ward 2 outside of range in short term
2. Communities of Interest	• Pre-amalgamation boundaries are erased • No guaranteed rural voice on council • May create north south divide
3. Geography	• No significant issues identified
4. Quality of Representation	• No change in councillor costs • Multi-member wards may create less direct relationship with residents

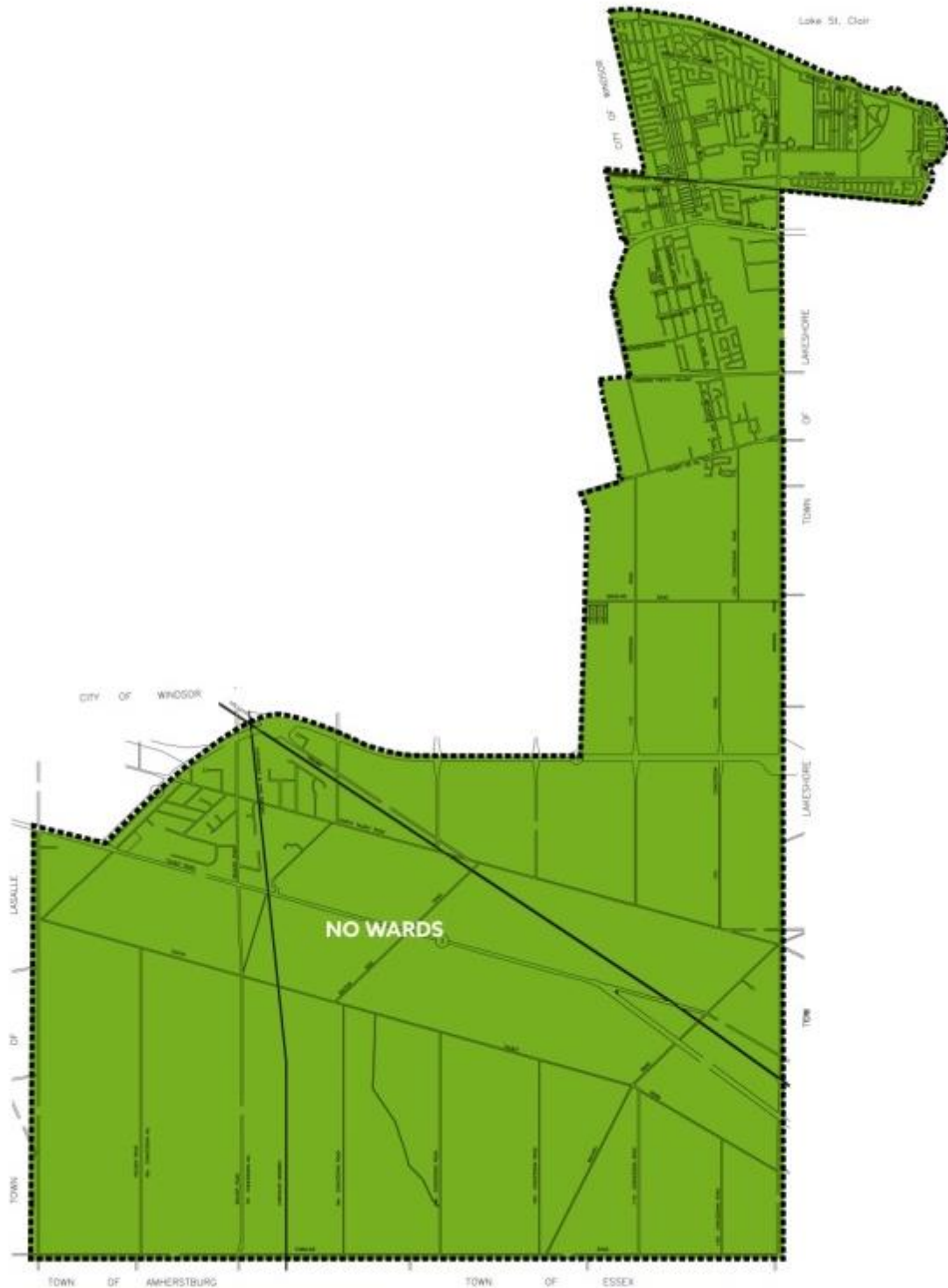## Option 4: Two Ward Structure, Same Council Size

Option 5: At Large, Same Council Size	
Council Size	7 (Mayor, Deputy Mayor*, 5 Councillors)
Method of Election	Wards
Number of Councillors	5
Number of Wards	None

Analysis

- In an at large system, the distribution of population across wards is not an issue.
- May encourage Town-wide focus.
- No guaranteed rural voice on council.
- This option was the second least preferred in the online survey, with approximately 1/5th of respondents identifying this option as least preferred.
- *A variant on this model would have six councillors from whom a deputy mayor would be selected after the election.

OPTION 5: Meets Test of Effective Representation? YES	
Key factors	Analysis
1. Representation by Population	• N/A
2. Communities of Interest	• Pre-amalgamation boundaries are erased • No guaranteed rural voice on council • May encourage Town-wide focus
3. Geography	• N/A
4. Quality of Representation	• No change in councillor costs • May create less direction relationship with residents

Option 5: At Large, Same Council Size

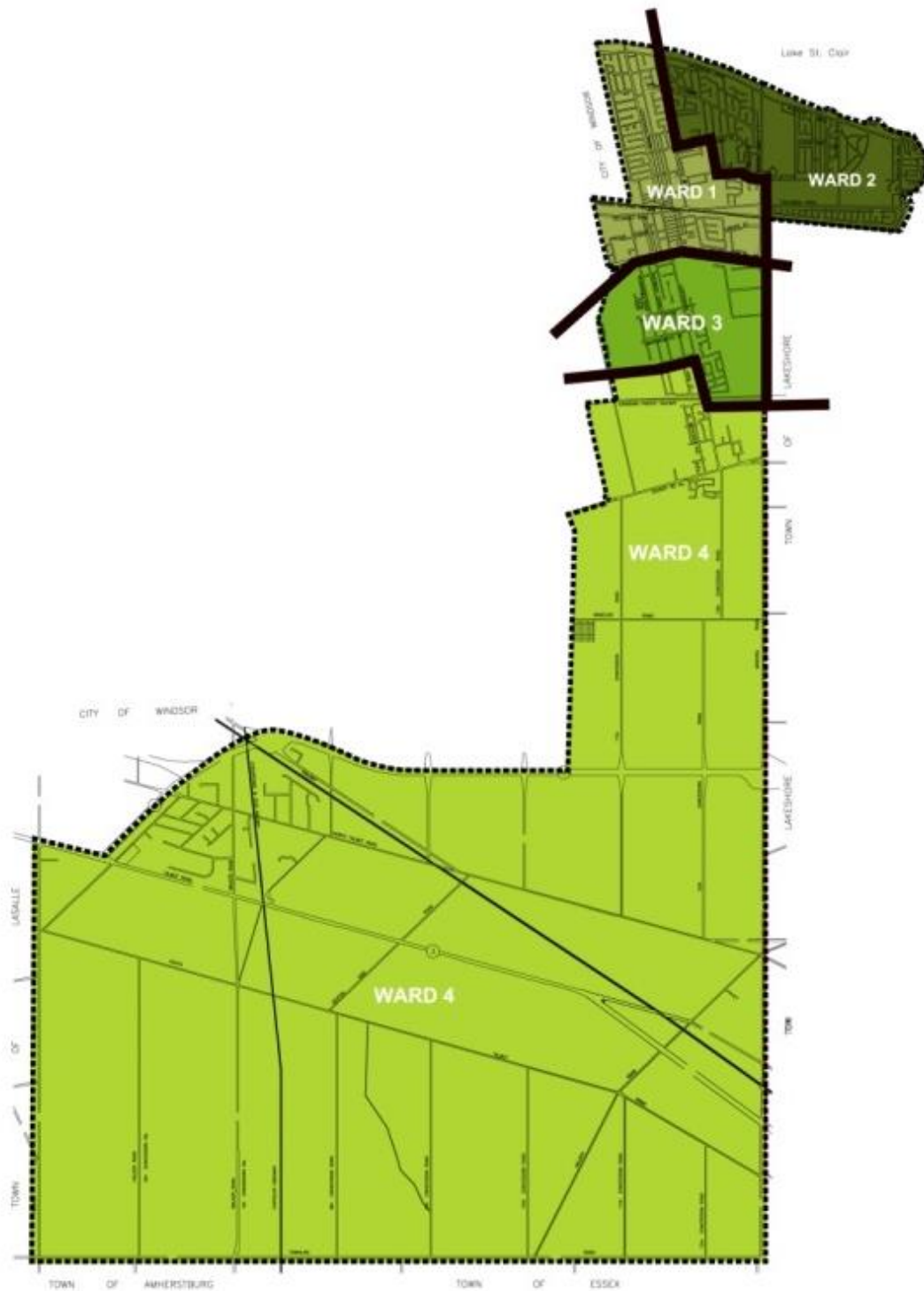| Option 6: Major Boundary Adjustments, Smaller Council Size	
Council Size	6 (Mayor, Deputy Mayor, 4 Councillors)
Method of Election	Wards
Number of Councillors	4
Number of Wards	None

Analysis

- Problematic from a representation by population perspective in the short term with three of four wards significantly outside of the +/-25% range.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	1	8,165	8,165	+41%	8,695	8,695	+15%
Ward 2	1	8,302	8,302	-44%	8,812	8,812	+17%
Ward 3	1	2,590	2,590	-55%	7,265	7,265	-3%
Ward 4	1	4,078	4,078	-12%	5,363	5,363	-28%
Total	4	23,135	4,627 (Average)	N/A	30,135	7,534 (Average)	N/A

- Significant change to ward boundaries may encourage Town-wide focus.
- Adjustment to the boundary between Wards 3 and 4 helps achieve a better population balance but, over time, it may dilute the distinct rural nature of Ward 4.
- Very few respondents identified this option as preferred.

OPTION 6: Meets Test of Effective Representation? NO	
Key factors	Analysis
1. Representation by Population	- Three of four wards significantly out of +/-25% range in short term
2. Communities of Interest	- Pre-amalgamation boundaries are largely erased - Provides a rural voice (Ward 4) although new population may impact rural character of Ward 4
3. Geography	- N/A
4. Quality of Representation	- May increase councillor workload - May reduce councillor costs

# Option 6: Major Boundary Adjustments, Smaller Council Size

Option 7: At Large, Smaller Council Size	
Council Size	6 (Mayor, Deputy Mayor, 4 Councillors)
Method of Election	Wards
Number of Councillors	4
Number of Wards	None

Analysis

- In an at large system, the distribution of population across wards is not an issue.
- May encourage Town-wide focus.
- No guaranteed rural voice on council.
- Very few respondents preferred this option.

OPTION 7: Meets Test of Effective Representation? YES	
Key factors	Analysis
1. Representation by Population	• N/A
2. Communities of Interest	• Pre-amalgamation boundaries are erased • No guaranteed rural voice on council • May encourage Town-wide focus
3. Geography	• N/A
4. Quality of Representation	• May increase councillor workload • May reduce councillor costs

Option 7: At Large, Smaller Council Size
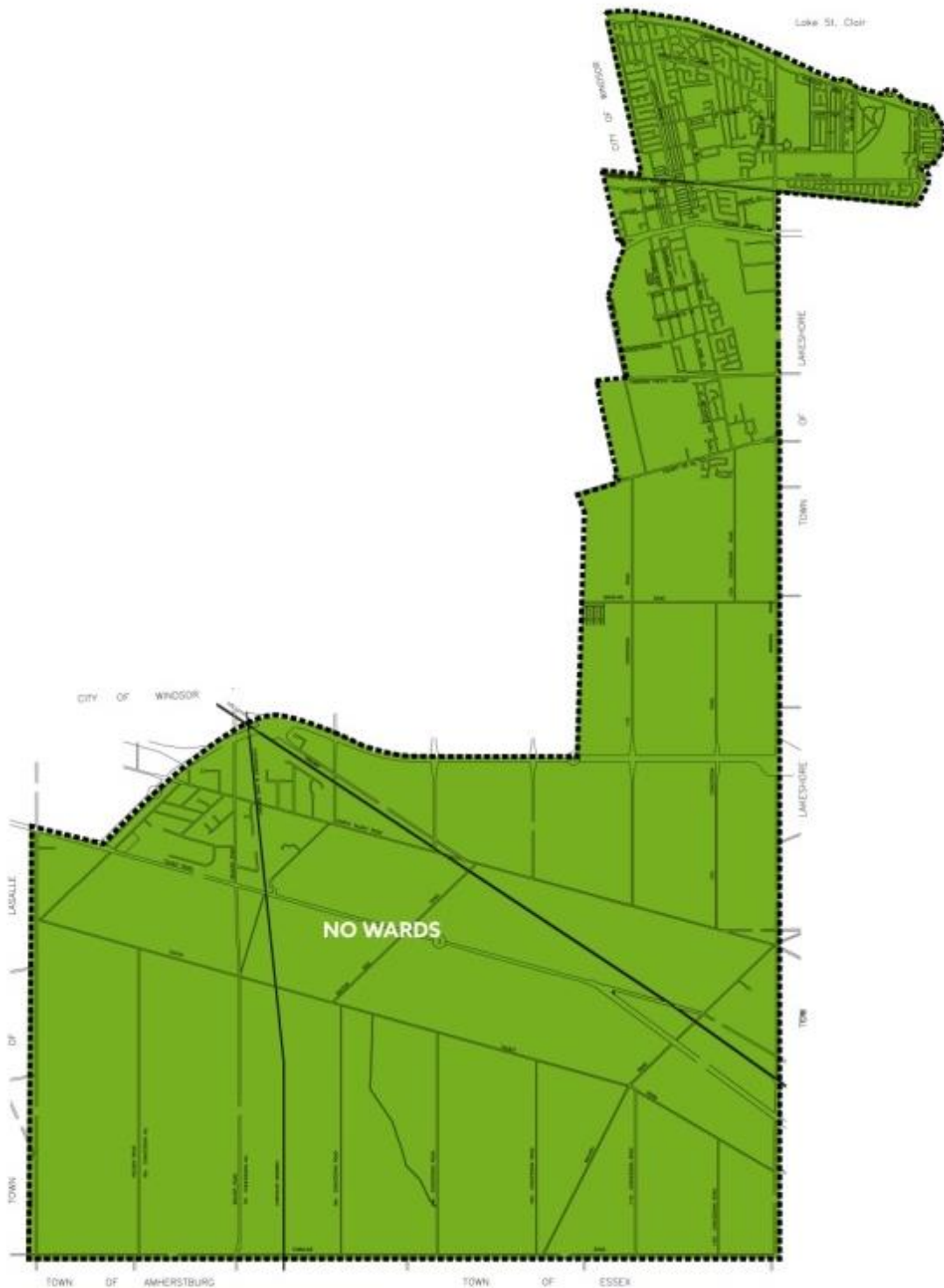
NO WARDS

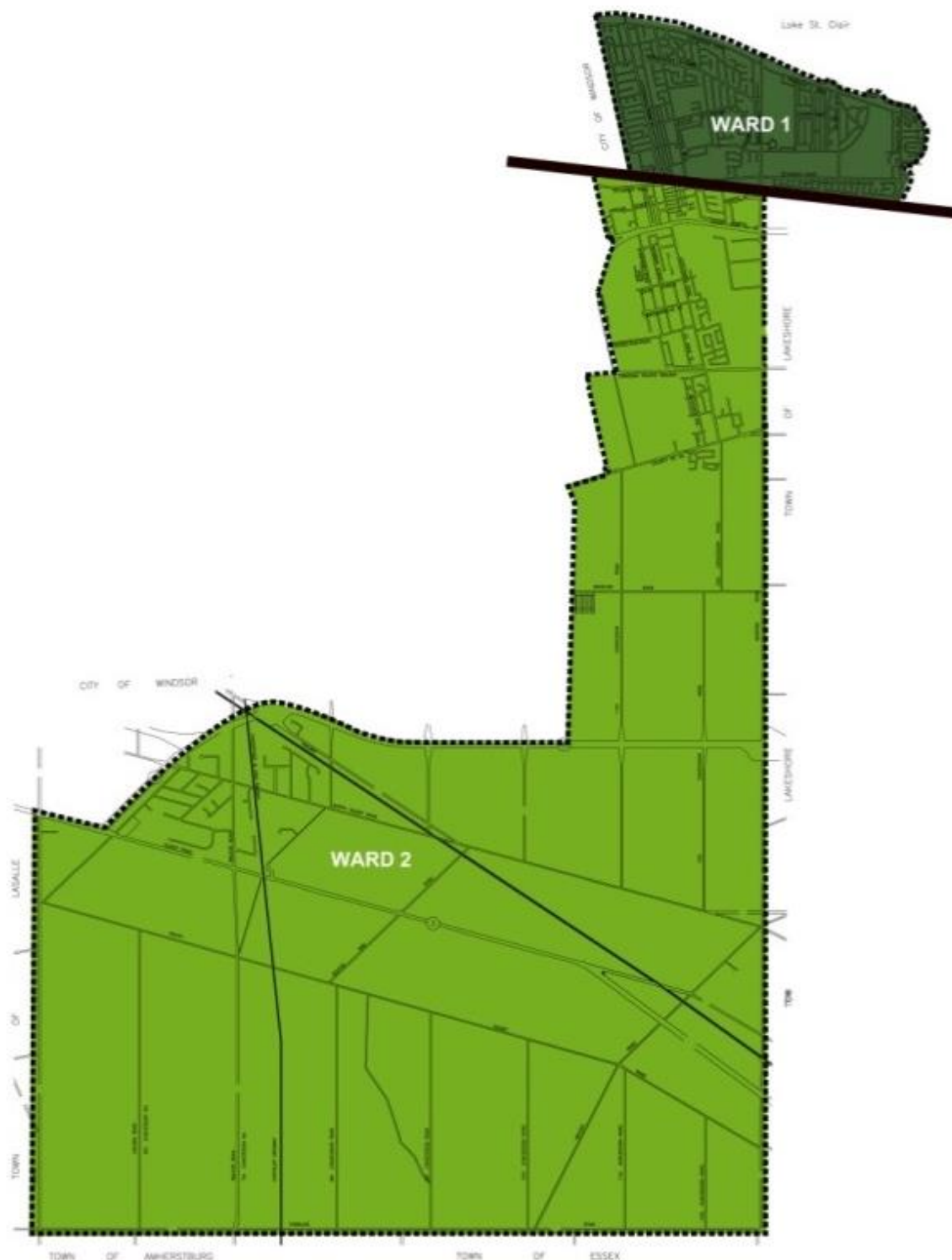| Option 8: Two Ward Structure, Minimum Council Size	
Council Size	5 (Mayor, Deputy Mayor, 3 Councillors)
Method of Election	Wards
Number of Councillors	3
Number of Wards	2

Analysis

- Significant improvement from a representation by population perspective. Both wards within +/-25% range in short and long term.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	2	16,465	8,232	+7%	17,505	8,752	-12%
Ward 2	1	6,670	6,670	-14%	12,630	12,630	+25%
Total	3	23,135	7,711 (Average)	N/A	30,135	10,045 (Average)	N/A

- Significant change to ward boundaries may encourage Town-wide focus.
- Large, multi-councillor ward may create a less direct relationship with residents.
- No guaranteed rural voice on council given significant boundary adjustment to former Ward 4.
- Approximately 1/10th of survey respondents preferred this option.

OPTION 8: Meets Test of Effective Representation? YES	
Key factors	**Analysis**
1. Representation by Population	• Both wards close to average ward size by 2031 • Wards 2 outside of range in short term
2. Communities of Interest	• Pre-amalgamation boundaries are erased • No guaranteed rural voice on council • May create north south divide
3. Geography	• No significant issues identified
4. Quality of Representation	• May reduce councillor costs • Likely increase councillor workload • Multi-member ward may create less direct relationship with residents

Option 8: Two Ward Structure, Minimum Council Size

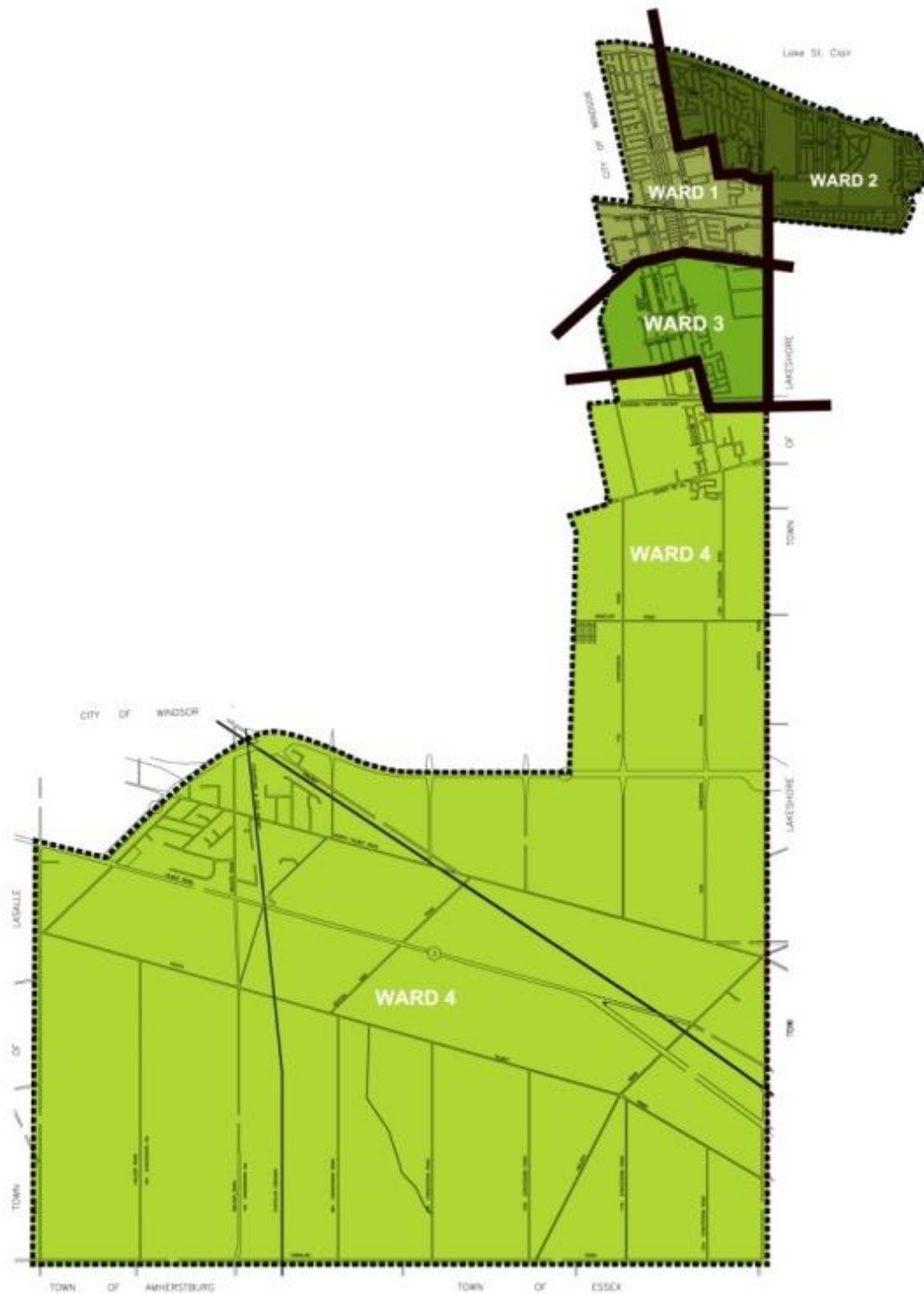| Option 9: Major Boundary Adjustments, Minimum Council Size	
Council Sizes	5 (Mayor, 4 Councillors)
Method of Election	Wards
Number of Councillors	4
Number of Wards	None

Analysis

- Problematic from a representation by population perspective in the short term with three of four wards significantly outside of the +/-25% range.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	1	8,165	8,165	+41%	8,695	8,695	+15%
Ward 2	1	8,302	8,302	-44%	8,812	8,812	+17%
Ward 3	1	2,590	2,590	-55%	7,265	7,265	-3%
Ward 4	1	4,078	4,078	-12%	5,363	5,363	-28%
Total	4	23,135	4,627 (Average)	N/A	30,135	7,534 (Average)	N/A

- Significant change to ward boundaries may encourage Town-wide focus.
- Adjustment to the boundary between Wards 3 and 4 helps achieve a better population balance but, over time, it may dilute the distinct rural nature of Ward 4.
- Very few respondents identified this option as preferred.

OPTION 9: Meets Test of Effective Representation? NO	
Key factors	Analysis
1. Representation by Population	- Three of four wards significantly out of +/-25% range in short term
2. Communities of Interest	- Pre-amalgamation boundaries are largely erased - Provides a rural voice (Ward 4), though boundary adjustment may impact rural nature
3. Geography	- N/A
4. Quality of Representation	- Likely increase councillor workload - May reduce councillor costs

## Option 9: Major Boundary Adjustments, Minimum Council Size

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Option 10: At Large, Minimum Council Size	
Council Size	5 (Mayor, Deputy Mayor, 3 Councillors)
Method of Election	Wards
Number of Councillors	3
Number of Wards	None

Analysis

- In an at large system, the distribution of population across wards is not an issue.
- May encourage Town-wide focus.
- No guaranteed rural voice on council.
- Very few respondents preferred this option.

OPTION 10: Meets Test of Effective Representation? YES	
Key factors	**Analysis**
1. Representation by Population	- N/A
2. Communities of Interest	- Pre-amalgamation boundaries are erased - No guaranteed rural voice on council - May encourage Town-wide focus
3. Geography	- N/A
4. Quality of Representation	- Likely increase councillor workload - May reduce councillor costs

Option 10: At Large, Minimum Council Size
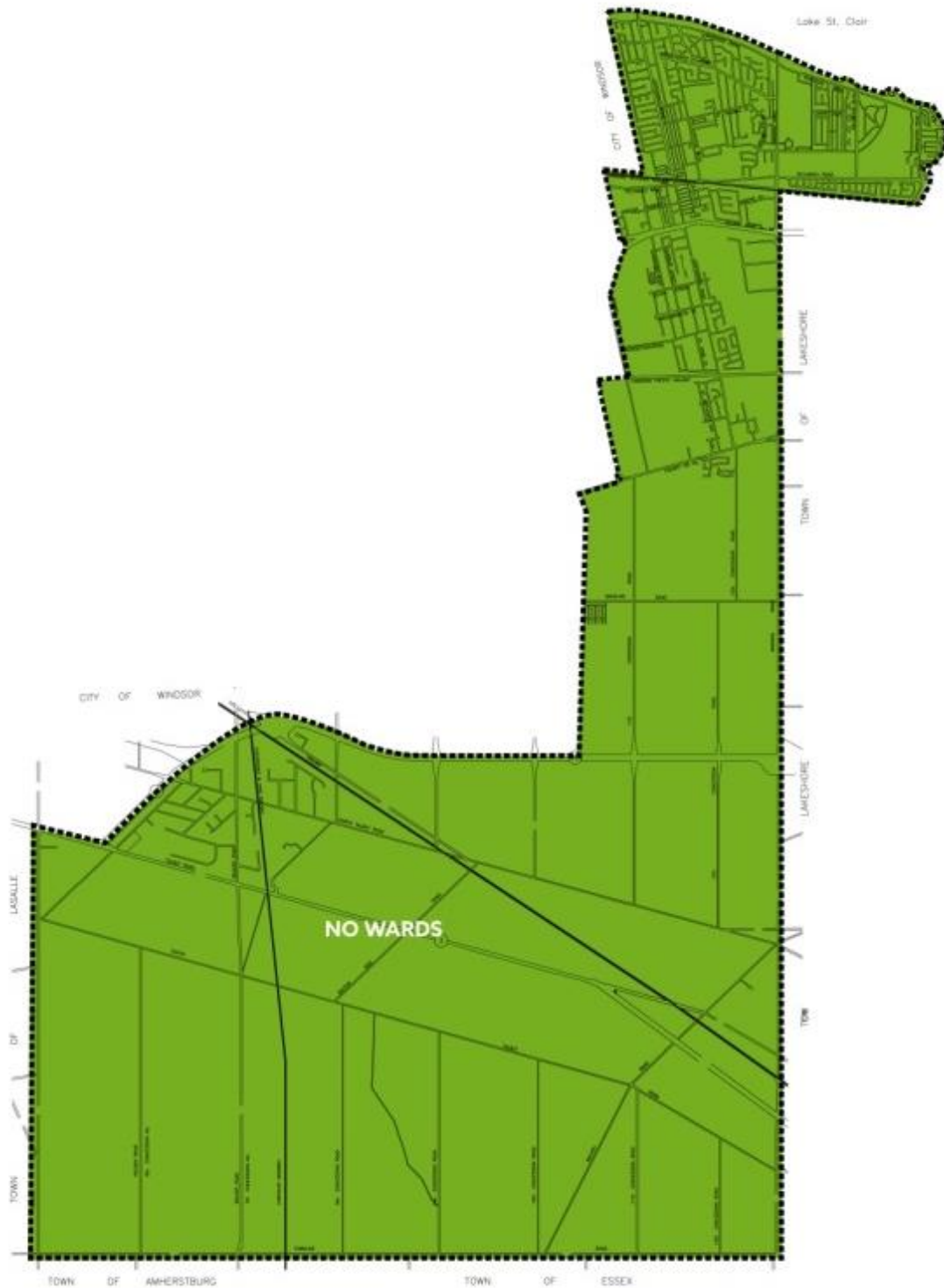
| Option 11: No Boundary Adjustments, Larger Council Size	
Council Size	8 (Mayor, 7 Councillors)
Method of Election	Wards
Number of Councillors	7
Number of Wards	4

Analysis

- Improvement from a representation by population perspective with only one of four wards outside of the +/-25% range by 2031.

Ward	Councillors	2014 Population	2014 Residents per Councillor	2014 Variance from Average	2031 Population	2031 Residents per Councillor	2031 Variance from Average
Ward 1	3	12,836	4,279	+29%	13,405	4,468	+4%
Ward 2	1	3,629	3,629	+10%	4,101	4,101	-5%
Ward 3	2	4,049	2,025	-39%	10,003	5,002	+16%
Ward 4	1	2,620	2,620	-21%	2,626	2,626	-39%
Total	7	23,134	3,305 (Average)	N/A	30,135	4,305 (Average)	N/A

- No change to pre-amalgamation boundaries.

- Approximately one quarter of survey respondents identified this option as least preferred.

OPTION 11: Meets Test of Effective Representation? YES	
Key factors	Analysis
1. Representation by Population	• Two wards outside of +/-25% range in short term, one ward outside of range in long term
2. Communities of Interest	• Respects pre-amalgamation boundaries • Provides a rural voice (Ward 4)
3. Geography	• No significant issues identified
4. Quality of Representation	• May increase councillor costs • May reduce councillor workload

Option 11: No Boundary Adjustments, Larger Council Size

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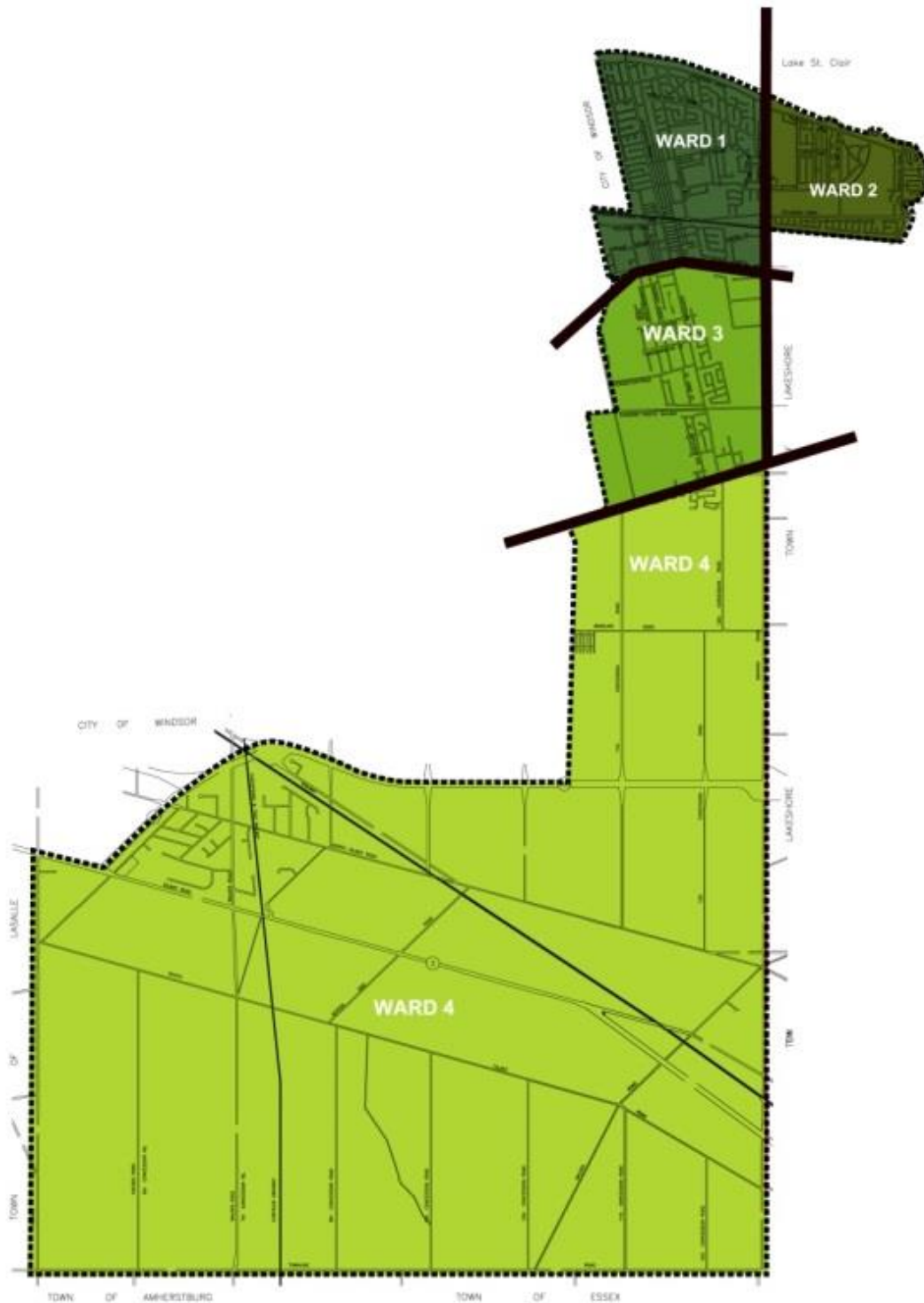
Terms of Reference
Ward Boundary Review & Council Structure

Objective

To conduct a comprehensive review of the Town of Tecumseh's ward boundaries and council structure.

Guiding Principles

The review will have regard to the following guiding criteria, subject to the overriding principle of "effective representation" as set out by the Supreme Court of Canada in *Reference re Provincial Electoral Boundaries*.

- Representation by Population: wards should have relatively equal population totals. However, a degree of variation is acceptable given differences in geography and population densities as well as the town's characteristics;

- Population and Electoral Trends: consider anticipated population increases/decreases so that ward sizes will be balanced for up to three terms of Council;

- Means of Communication and Accessibility: group existing neighbourhoods into wards that reflect current transportation and communication patterns;

- Geographic and Topographical Features: use geographical and topographical features to delineate ward boundaries while keeping wards compact and easy to understand; and,

- Community or Diversity of Interests: as far as possible, ward boundaries should be drawn around recognized settlement areas, traditional neighbourhoods and community groupings – not through them.

Options for Consideration

The review will consider the following options:
1. The status quo;
2. Reconfiguration of existing ward boundaries;
3. Decreasing or increasing the number of wards;
4. Dissolution of wards for an at-large system; and,
5. Consideration of ranked balloting & methods of voting

Roles & Responsibilities

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

Consultant
- Review all pertinent background information made available by the Town
- Review OMB cases, best practices and other relevant resources
- Research and review data available on topic of ranked balloting
- Consult with Council, Tecumseh staff, school boards and any other significant stakeholders
- Organize a public meeting in consultation with the Clerk
- Receive and review comments and submissions from stakeholders and the public
- Develop and present options to Council for consideration as set out above

CAO, Clerk & Town Staff
- Work in collaboration with consultant, including provision of information, technical assistance and GIS services for mapping purposes
- Maintain a webpage on the review
- Draft all reports to accompany the consultant's recommendations

Workplan & Timetable

May 2016
- Approval of Terms of Reference by Council May 24

June - July 2016
- Finalize work program
- Review background, OMB cases, best practices and other relevant resources
- Initial consultations with key stakeholders (Council, staff, school boards [public, separate & french], DataFix [Municipal Voter View] & MPAC)
- Formulation of draft options for presentation at public consultations & meeting

September 2016
- Public consultations
- Public meeting to present draft options and gather public feedback

October - November 2016
- Review public, stakeholder & Council feedback
- Prepare final recommendations

December 2016
- Final recommendations in report to Council [tentatively December 13, 2016]

Concept	Council Size	Council Composition	Method of Election	Wards	How We Get There	Effective Representation Test
1 - Status Quo	7	Mayor Deputy Mayor 5 Councillors	Wards	4	No change/status quo	No
2 - Minor Ward Boundary Adjustments, Same Council Size	7	Mayor Deputy Mayor 5 Councillors	Wards	4	Adjust ward boundaries between: • Wards 1 and 3; and • Wards 3 and 4	Yes
3 - Five Ward Structure, Same Council Size	7	Mayor Deputy Mayor 5 Councillors	Wards	5	Increase wards by dividing Ward 1 into two separate wards Adjust boundaries between Wards 1, 2 and 3	Yes
3A – Five Ward Structure, Major Boundary Adjustments	7	Mayor Deputy Mayor 5 Councillors	Wards	5	Substantially adjust all existing ward boundaries	Yes
4 - Two Ward Structure, Same Council Size	7	Mayor Deputy Mayor 5 Councillors	Wards	2	Adjust the boundary between Wards 1 and 3, then merge: • Wards 1 and 2; and • Wards 3 and 4	Yes
5 - At-large, Same Council Size	7	Mayor Deputy Mayor 5 Councillors	At-large	None	Elect all Councillors at-large	Yes
6 - Major Boundary Adjustments, Smaller Council Size	6	Mayor Deputy Mayor 4 Councillors	Wards	4	Significant boundary adjustments between all wards Reduce by one Council position	No
7 - At-large, Smaller Council Size	6	Mayor Deputy Mayor 4 Councillors	At-large	None	Elect all Councillors at-large Reduce by one Council position	Yes
8 - Two Ward Structure, Minimum Council Size	5	Mayor Deputy Mayor 3 Councillors	Wards	2	Adjust the boundary between Wards 1 and 3, then merge: • Wards 1 and 2; and • Wards 3 and 4 Reduce by one Council position	Yes
9 - Major Boundary Adjustments, Minimum Council Size	5	Mayor 4 Councillors	Wards	4	Significant boundary adjustments between all wards Reduce by one Council position and remove Deputy Mayor position	No
10 - At-large, Minimum Council Size	5	Mayor Deputy Mayor 3 Councillors	At-large	None	Elect all Councillors at-large Reduce by two Council positions	Yes
11 - No Boundary Adjustments, Larger Council Size	8	Mayor 7 Councillors	Wards	4	Add a third Council position to Ward 1 and a second Council position to Ward 3 Remove Deputy Mayor position	Yes