



2020/2021 Ward Boundary Review

City of Pickering

Final Report

June, 2021

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1. Introduction and Study Objectives

The City of Pickering has retained Watson & Associates Economists Ltd., in association with Dr. Robert J. Williams, hereinafter referred to as the Consultant Team, to conduct a comprehensive and independent Ward Boundary Review (W.B.R.) before the 2022 municipal election.

The primary purpose of the study is to prepare Pickering 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, including:

- 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 based on identified guiding principles.
- Conduct an appropriate consultation process in accordance with Pickering’s public engagement practices during the coronavirus disease (COVID-19) public health emergency to ensure community support for the review and its outcome.
- Identify plausible modifications to the present ward structure including:
 - What guiding principles will be observed in the design of the wards;
 - Whether it is appropriate to consider changing the composition (size) of Council as part of the same review; and
 - Whether it is appropriate to consider dissolving the wards to elect councillors at-large (in what the *Municipal Act, 2001* calls a “general vote” system).
- Deliver a report that will set out recommended alternative ward boundaries to ensure effective and equitable electoral arrangements for Pickering based on the principles identified.

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

2. Context

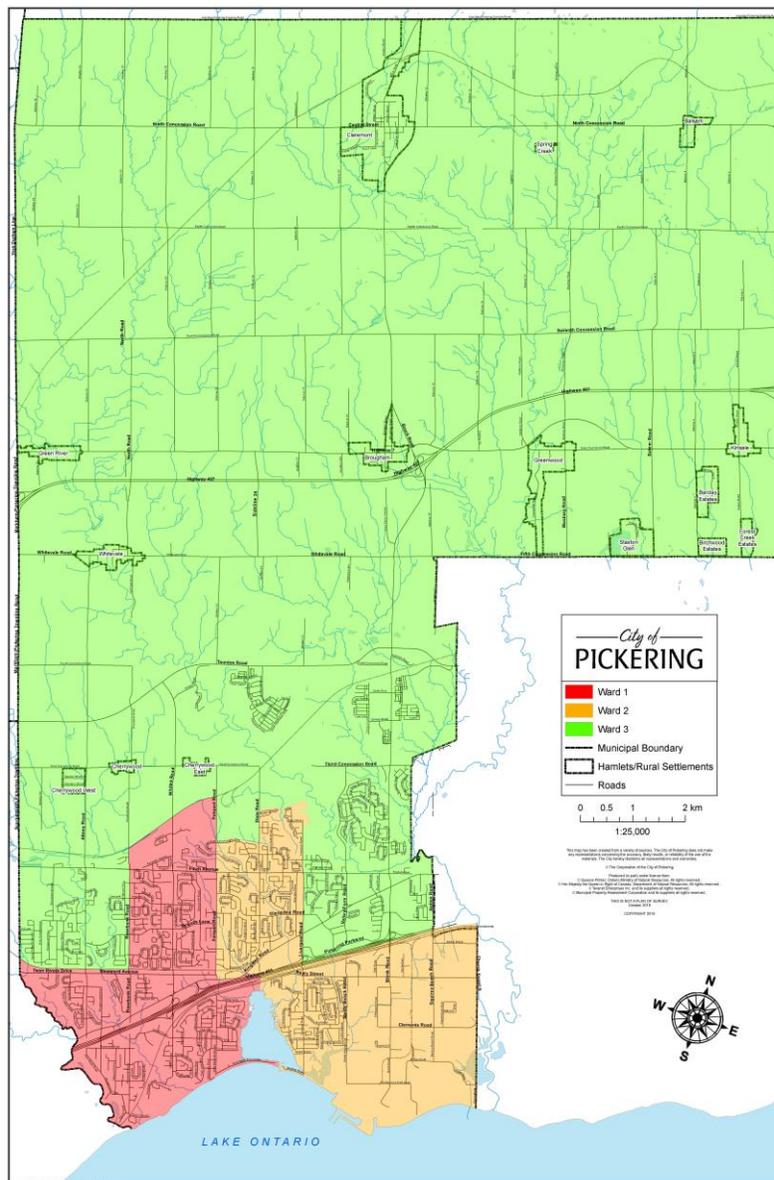
The basic requirement for any electoral system in a representative democracy is to establish measures to determine the people who will constitute the governmental body that makes decisions on behalf of electors. Representation in Canada is organized



around geographic areas, units referred to as constituencies in the federal and provincial parliaments and typically as wards at the municipal level, as is the case in the City of Pickering.

At present, Council is comprised of seven members, consisting of a Mayor, who is elected at-large, and six councillors, two of whom (a Regional Councillor and a City Councillor) are elected in each of the three wards. The existing ward structure is presented in Figure 2-1.

Figure 2-1: Pickering Current Ward Structure





The wards in which councillors are elected in Pickering were established when the municipality was created in 1982 with one exception, a minor adjustment in 2005. Population data from 2016 and 2020 indicate that the wards are unbalanced in population.

When Pickering was created, the population was less than 40,000; in 2020 it is approximately 92,000 and will grow by a further 58,000 by 2030, primarily in the present Ward 3. Moreover, population growth has not been uniform across the City and future growth will be concentrated in the northern part of the City.

3. Project Structure and Timeline

Council adopted the terms of reference for the W.B.R. in December 2019. Initial work included research and data compilation plus interviews with all elected officials, the Clerk's office and other staff concerning this study. These interviews were initially conducted in person in early 2020 but were suspended in March 2020 because of the COVID-19 pandemic. Following public health guidelines on gatherings, the Consultant Team conducted the two rounds of public consultation virtually.

In addition, the Consultant Team undertook:

- Population and growth forecasting and data modelling to 2030.
- Development of seven preliminary ward boundary alternatives.
- Public consultation on the existing ward structure and preliminary alternatives.
- A project update to Council (January 4, 2021).
- Development of final options and recommendations, and preparation of a Final Report (this document constitutes the Final Report) that will be on the agenda of Executive Committee on June 7, 2021.

4. Previous Reports

A Discussion Paper was released in October 2020, followed by an Interim Report dated December 2020 that provided preliminary alternative ward options developed by the Consultant Team. Both reports are available on the City's website:

<https://www.pickering.ca/en/city-hall/ward-boundary-review.aspx>



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

- An explanation of the terms of reference and objectives for the W.B.R.
- An outline of the format and timeline for the project.
- The context and background for the W.B.R.
- A detailed discussion and explanation of the guiding principles that frame the study.
- An analysis of the distribution of the present municipal population and a forecast of population growth over the 2020 to 2030 period.
- An analysis and preliminary evaluation of the present wards within the context of the guiding principles.
- Seven preliminary ward boundary options.

The Final Report does not explore the topics discussed in the Discussion Paper or the Interim Report, except in summary form to provide context, and assumes that those interested in the recommendations included herein have access to the documents.

5. Existing Population and Forecast Growth in the City of Pickering

One of the basic premises of representative democracy in Canada is the belief that the geographic areas used to elect a representative should be reasonably balanced with one another in terms of population. Accordingly, a detailed population estimate for the City of Pickering, including its constituent wards and communities, was prepared to allow evaluation of the existing ward structure and subsequent alternatives in terms of representation by population in the current year (2020).

The City of Pickering is forecast to experience significant and urbanized population growth over the next decade and beyond, in both the South Urban Lands and Seaton Lands. For this reason, it is important that this study assesses representation by population for both existing and future year populations. In accordance with the study terms of reference, the analysis considered representation by population over the next three municipal elections through to 2030. A population and housing forecast for the City for the 2020 to 2030 period was determined, and the results of this analysis are discussed below.



5.1 Existing Population and Structure

Since the City's existing wards were established in 1974, the population of Pickering has increased by approximately 150%.

As mentioned, this study needs to look at the existing as well as future population distribution. A mid-2020 population estimate was derived by utilizing the 2016 Census and a review of building permit activity from 2016 through the end of 2019, with an assumed six-month lag from issuance to occupancy. Pickering's estimated 2020 population is 99,900.^[1] The City's 2020 total population is presented by area in Table 5-1. As shown, the South Urban Lands account for the majority of the population, that is approximately 93% of the current population (93,000) and is anticipated to continue to grow.

Table 5-1: 2020 Population by Community

Geographic Location	2020 Population ^[1]
South Urban Lands	93,000
Seaton Lands	2,500
Remaining Rural	4,400
Total	99,900

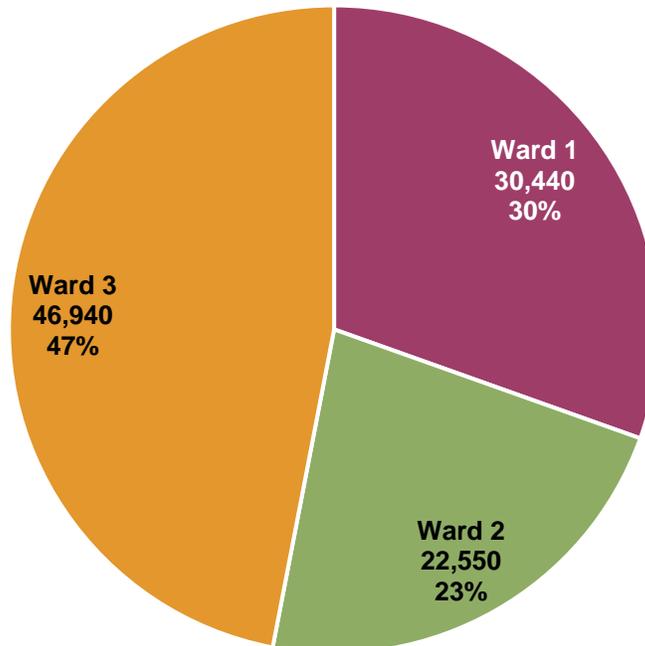
^[1] Includes Census undercount of approximately 4.0%.
Note: Numbers may not add due to rounding.
Source: Watson & Associates Economists Ltd. 2020.

The 2020 base population was developed at a sub-municipal level, allowing the Consultant Team to aggregate these blocks to determine populations for existing and alternative ward options. As shown in Figure 5-1, one of the three existing wards is home to about 47% of the City's population and is approximately four times the area of the other two wards combined. As addressed in the Discussion Paper and the Interim Report, the wards do not represent Pickering in an equitable way, and as growth continues to develop, these wards will continue to grow further out of parity.

^[1] Reflects a mid-2020 population estimate and includes Census undercount of approximately 4.0%.



Figure 5-1: 2020 Population Estimates by Existing Ward Structure



5.2 Forecast Population Growth, 2020 to 2030

The Consultant Team prepared a City-wide population forecast for the 2020 to 2030 period that is consistent with the City of Pickering's latest growth projections.^[1] Community level growth allocations were guided by a comprehensive review of opportunities to accommodate future residential growth through plans of subdivision (registered unbuilt, draft approved, and proposed), site plan applications, and discussions with municipal planning staff.

By 2030, Pickering's population is anticipated to grow by approximately 58,000, bringing the total population (including undercount) to approximately 157,900, an increase of approximately 58%. Most of this growth is anticipated to occur north of the current urban lands and within the Seaton Lands south of Highway 407. Seaton is anticipating a growth of over 13,000 units over the ten-year horizon, equating to growth of

^[1] City of Pickering Detailed 20-Year Population Forecast (December 31, 2019).



approximately 38,200 persons.^[1] This accounts for 66% of the City's growth, while the remaining 33% is expected to occur within the current South Urban Lands (19,400 persons) with minimal growth anticipated in northern rural Pickering (400 persons) as shown below in Table 5-2.

Table 5-2: Population Growth, 2020 to 2030

Geographic Location	2020 Population ^[1]	2030 Population ^[1]	2020-2030 Growth
South Urban Lands	93,000	112,400	19,400
Seaton Lands	2,500	40,700	38,200
Remaining Rural	4,400	4,800	400
Total	99,900	157,900	58,000

^[1] Includes Census undercount of approximately 4.0%.

Note: Numbers may not add due to rounding.

Source: Watson & Associates Economists Ltd., 2020.

The development of the Seaton Lands will change the landscape of Pickering from a southern urbanized City with a sparse northern rural community to a fully developed City south of Highway 407. Moreover, the growth in Seaton is anticipated to occur rapidly over the next 10 years.

6. Public Engagement

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

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

Information on the W.B.R. process was communicated through the website, as well as through social media posts on Facebook, Twitter, and Instagram, and additional notices were posted on digital signs throughout both survey periods. A full list of the

^[1] Includes Census undercount of approximately 4.0%.



engagements can be found in Appendix A with additional materials in Appendices B to D.

The Consultant Team's presentation and other information about the review, including recordings of the Virtual Public Open Houses, are also available on the City's website:

<https://www.pickering.ca/en/city-hall/ward-boundary-review.aspx>

The feedback and comments collected through the public consultation process are reflected in the analysis presented below and have helped inform the final options to be presented to Council. 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.

6.1 Online Engagement

6.1.1 Website

A public-facing webpage was established to raise awareness about the W.B.R., to disseminate information about the process, and to give Pickering residents an opportunity to provide feedback. Through this platform, residents could access the online surveys, view recordings of the public engagement sessions, view proposed ward boundary options, review background material, including the Interim Report, and provide feedback directly to staff and the Consultant Team. A purpose-built Whiteboard Animation Video was also posted on the webpage, which distilled some key information about the W.B.R. into an accessible format.

Engagement with the City of Pickering's W.B.R. website was excellent. As of April 2021, it had received 4,333 visitors, peaking at 1,996 in October 2020, and then at 1,377 in February 2021.

6.1.2 Surveys

Of those who visited the W.B.R. webpage, a significant number also opted to provide feedback through the public survey. The surveys provided the Consultant Team with an opportunity to gauge public preferences using both qualitative and quantitative analytical techniques. Surveying was done at two different stages of the public



consultation process – an initial round (Phase 1) to evaluate public priorities and perspectives on the existing ward structure, and a later survey (Phase 2) which asked respondents to assess and rank a set of preliminary ward boundary options. The Phase 1 survey was open from October 1 to November 2, 2020 and received 74 responses. Participants were given the opportunity to evaluate the existing ward structure and to rank the guiding principles in terms of priority. In general, residents of Pickering indicated that the overarching principle of Effective Representation should be prioritized, but respondents differed on how they felt this would be best achieved. Responses were quite balanced, with 45% of respondents ranking Representation by Population as a “High Priority,” followed by 42% for Current and Future Population Trends, 39% for Representation of Communities of Interest, and 34% for Physical Features as Natural Boundaries. Respondents were split on whether the number of wards should be increased, with just over half (54%) indicating they do not wish to see an increase.

A follow-up survey was later opened from February 5 to March 7, 2021, which asked participants to identify their preferred preliminary option. There was a much higher level of engagement with the Phase 2 survey, with 656 participants, 311 of whom ranked the preliminary ward boundary options from most to least favourite. The three-ward options tended to be preferred, with 26% of respondents ranking Preliminary Option 1 as their favourite, and 19% ranking Preliminary Option 3 as their favourite. Preliminary Option 2 was only ranked first by 15% of respondents but it was the most common second favourite option, at 24%. The final three-ward option – Preliminary Option 3 – was less commonly ranked as a top option, but it was a common “middle ground,” only being chosen as least favourite by 6% of respondents. In fact, the four preliminary options comprised of three wards were only ranked last by 32% of respondents combined, compared to 68% for the remaining three preliminary options with greater numbers of wards. Of these, Preliminary Option 5 – featuring six wards – was ranked least favourite by 30% of respondents, followed by Preliminary Option 7 (four wards) at 26%. Full survey results are reported in Appendix D.

Throughout both rounds of surveying, the open-form comments provided key insights into public preferences and the issues in play. The Consultant Team evaluated these comments for general themes and identified insightful responses that highlighted crucial issues. Overall, these responses echoed the quantitative results, with many participants expressing their view that the number of wards should not be increased,



while others expressed concerns over the development in north Pickering and the consequent population imbalance it would produce. Comments along these lines corroborate the findings reported above, that Representation by Population should be prioritized over the other guiding principles, and that preliminary options involving three wards should be preferred. Moreover, there was a strong rural voice, calling for careful representation of rural areas and rural issues on City Council. There were in addition to these pertinent remarks, numerous written responses commenting on issues of governance that are not immediately applicable to this W.B.R. For example, there were multiple remarks on other facets of the electoral framework such as term limits on councillors, as well as other critiques on the lack of diversity on City Council. Others still wrote about broader issues such as taxation and the protection of the natural environment in the face of rapid development in areas such as Seaton. Many of these are important issues, but it must be emphasized that this review is limited in scope to the evaluation of ward boundaries, and so issues specific to any sitting council, or broader issues of governance, must be addressed through other avenues.

6.1.3 Social Media Engagement

Social media proved an effective platform for disseminating information about the W.B.R. to the public. For example, a short brain-teaser survey entitled “How Well Do You Know Pickering?” was circulated through social media, which quizzed respondents on their knowledge of their City. It was intended to be a fun method for informing the public, which would hopefully generate excitement about the W.B.R., as well as direct participants to the survey.

Notices were also posted on Facebook, Twitter, and Instagram, raising awareness and directing the public to the feedback survey. In total, 20 posts were made on Twitter, reaching over 18,000 people and generating nearly 50 likes or retweets; 19 posts were made on Facebook, reaching almost 35,000 people and generating around 130 likes or shares; and 14 posts or stories were posted on Instagram, reaching nearly 17,000 people and generating 142 shares, likes, saves, or profile visits.

6.2 Public Consultation Sessions

The Consultant Team also held a series of public consultation sessions with Pickering residents. Following public health guidelines put in place due to the COVID-19 pandemic, eight, approximately one-hour long, public open houses were conducted



virtually – four during Phase 1 and four in Phase 2. Residents had the option of participating either online through a video conferencing platform, or by calling in via telephone. Feedback from these sessions was used to inform the recommendations provided in this report. It should be highlighted that, while these public consultation sessions had to be held virtually due to COVID-19, the eight sessions that occurred outnumber the sessions that would have occurred under normal circumstances. Thus, while gathering restrictions have posed some barriers to public engagement, such additional measures helped to mitigate any disruption. The Consultant Team’s presentation and other information about the review, including an audio of a Public Open House, are available online at <https://www.pickering.ca/en/city-hall/ward-boundary-review.aspx>. Further, the slides presented in the public consultation sessions are also available in Appendix C of this document.

6.3 Interviews and Direct Community Outreach

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

The feedback and comments received through the consultation process are reflected in the analysis and have helped inform the findings and recommendations. While public input from consultation provides valuable insight into the review, it is not relied on exclusively. This is in part because only a subset of the population participated in the W.B.R., which may not be representative of Pickering’s population as a whole. The Consultant Team interpreted the public input using its professional expertise and experience in W.B.R.s, along with knowledge of best practices, to develop the recommended options.

7. Principles

The City of Pickering has established core principles and other directions for this electoral review. The following principles will be referred to for guidance in the conduct of the review:

- Representation by Population;
- Protection of Communities of Interest and Neighbourhoods;



- Current and Future Population Trends;
- Physical Features as Natural Boundaries; and
- Effective Representation.

These principles are discussed briefly in the Discussion Paper (pages 10 to 12) and at greater length in Part 7 (pages 14 to 20) of the Interim Report so they will not be addressed again in this Final Report. The Consultant Team has given a thorough consideration of the importance of each principle and a considered evaluation of which of the principles is most important for determining an appropriate system of representation for the 2022 municipal election in Pickering. We also collected responses from the public about the priority they assigned to the guiding principles (see the Interim Report, Part 6).

The principles contribute to a system that provides for equitable on-going access between elected officials and residents, but they may conflict with one another in their application. Accordingly, it is expected that effective representation will be the overriding principle and can be used to arbitrate conflicts between principles. Any deviation from the specific principles must be justified by other principles in a manner that is more supportive of effective representation.

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

8. Pickering's Existing Ward Structure

A preliminary evaluation of the existing ward structure in Pickering is found in Chapter 3 of the Preliminary Options Report. That discussion and our evaluation of the existing wards are found in the Table 8-1 below.

Table 8-1: Present Pickering Ward Configuration Evaluation Summary

Principle	Does the Current Ward Structure Meet the Respective Principle?	Comment
Representation by Population	No	Two of the three wards are outside the acceptable range of variation.



Principle	Does the Current Ward Structure Meet the Respective Principle?	Comment
Protection of Communities of Interest and Neighbourhoods	No	None of the wards are coherent electoral units because of limited natural, social, or economic connections within them.
Current and Future Population Trends	No	All wards are outside the acceptable range of variation.
Physical Features as Natural Boundaries	Partially successful	Most markers used as boundaries of the wards are straightforward but are not used consistently.
Effective Representation	No	Effective representation is hindered by uneven population distribution and the inclusion of rural residents in a ward with a predominantly urban population.

Meets Requirements of Guiding Principle?

Yes	Largely successful	Partially successful	No
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The existing ward boundaries fail to meet two main challenges: providing for population parity between wards and accommodating future population trends.

The objective of population parity (every councillor generally representing an equal number of constituents within his or her respective ward) is the primary goal of an electoral redistribution with some degree of variation acceptable in light of population densities and demographic factors across the City. 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 Pickering that include both urban and rural areas.

Based on the municipal population estimates for 2020 of approximately 99,920, the optimal population size for a local ward in a three-ward system in Pickering would be 33,307. This optimal ward population size increases to 52,653 by 2030 when the population is projected to increase to approximately 157,900 (Table 8-2).

Table 8-2: Optimal Range for a Three-Ward System

Symbol	Description	Variance	2020 Population Range	2030 Population Range
OR+	Outside Range - High	25%	>41,633	>65,817
O+	Above Optimal	5%	34,972	55,286
O	Optimal Population Range	-	33,307	52,653
O-	Below Optimal	-5%	31,641	50,021
OR-	Outside Range - Low	-25%	<24,980	<39,490

Population data for 2020 suggests that two of the three wards are outside the acceptable range of variance. The range in population amongst the wards is approximately 24,000, between a low of 22,550 in Ward 2 and a high of 46,940 in Ward 3. While some variation is acceptable, especially with regard to the rural and urban nature of Pickering, this variation is on the extreme side. Ironically, the ward that includes all of rural Pickering is also the largest by population, almost as large as the combined population of the two completely urban wards, and much of the City's future residential growth is expected to be largely concentrated in that same ward. Even the population range in the two urban wards is considerable. Without any adjustment, the disparities between the wards will continue.

Responses to the survey and participation in the public consultation sessions have largely shown that Pickering residents also think that population parity and future population trends should be prioritized in any alternative ward boundary system. The consultation process also revealed that there continues to be strong rural and agricultural interests and well-established hamlets and communities that should somehow be represented on Council. It is clear that some of these communities have



interests that are distinct from the larger, more populated communities in the urban area.

All told, analysis of the current and future population trends, along with feedback received during the public consultation, leads to a recommendation that Council should adopt an alternate ward configuration.

9. Recommended Options

9.1 Composition of Council

As mentioned in the Interim Report, Pickering, like many municipalities in Ontario, provides a unique challenge when finding a suitable ward boundary system. Pickering is a community with a large population concentration in the southern portion of the City but also includes an extensive sparsely populated rural hinterland that is about to be transformed by the Seaton developments. Clearly the Pickering of 1974 when the wards were established is not the Pickering of 2021 nor of 2031.

A consideration of what the *Municipal Act, 2001* calls the “composition” of council was not included in the original directions to the Consultant Team but has arisen as the implications of working in a three-ward system became clearer. As we noted in the Interim Report (pages 34 to 37), within ten years Pickering will absorb new population growth equivalent to its total population when the three wards were first established (40,000), the bulk of it within a concentrated area in a single ward. Other municipalities within Durham Region with a total population of 40,000 or less are themselves divided into more than three wards.

The preliminary options addressed in the Interim Report began by working with the guiding principles for the review, along with feedback from residents and the expertise and experience of the Consultant Team to achieve an improvement on the now-familiar three-ward configuration. In addition, the Consultant Team developed additional alternative ward boundary configurations using four-, five- and six-ward formats to discover whether the large geography and population concentration, present and future, can be better represented in a larger number of wards.

Over the course of this review, and in particular in the viewpoints conveyed in some of the responses to the Phase 2 survey, we have concluded that a three-ward system has



significant challenges in meeting the guiding principles set out for this review. When incorporating projected population growth, those guiding principles become largely unachievable under a three-ward system. That is, a three-ward system, designed when the then-Town's population was less than 40,000, has been in place with only a minor refinement for over forty-five years, during which time the municipality has grown by 150% and the three wards now make it difficult to provide fair and effective representation to the residents of Pickering. During that time, the municipality has had the authority to modify its ward boundaries and the composition of its Council to better align representation to both the increase and distribution of population, but no Council has done so. As a result, there is a perception among some residents that a three-ward system in Pickering must always be maintained or cannot be modified in any significant way.

Pickering is governed by a seven-member Council; however, a majority are also serving on the Region of Durham Council. Put another way, there are only three councillors whose primary responsibility is governing a City of about 100,000 people. Local responsibilities have expanded, and population growth has been and is expected to be significant; however, the number of local councillors has remained the same. It is important to note that the four elected officials who sit on Regional Council also sit on City Council and are available to respond to Pickering residents over local concerns. They have dual responsibilities as members of both Councils and as such have a division of responsibilities. This is not a comment on the way these individual councillors perform their responsibilities but an observation on the fact that Pickering has not adjusted its system of representation to recognize the changes in the community and the growth in responsibilities that the City itself must address. There are several much smaller municipalities in Ontario and Durham Region where there are as many as seven local councillors in addition to the municipality's upper-tier representatives. We are in fact reviewing the electoral system in another municipality where there are three lower-tier councillors – but its total population is just over 10,000.

One other hindrance to modifying the composition of council is the interlocking method of election of Regional and City Councillors. That is, with three seats on Durham Regional Council (excluding the Mayor), the same wards are used to fill both positions. One way to modify the number of seats on Pickering City Council would be to elect the Regional Councillors by general vote (that is, without reference to wards) and to add an additional ward to elect an additional City Councillor. This idea of electing Regional



Councillors by general vote was briefly considered in Pickering in the early 1980s but was never implemented; however, electing Regional Councillors by general vote was/is used in other Ontario regions (such as York and Waterloo) and in Whitby (as well as in Oshawa for a number of elections).

Now that all indications are that the projected population growth will occur over the next five to ten years, the three-ward arrangement is a less plausible electoral system for Pickering. Many respondents to the survey urge the adoption of a fair ward arrangement that addresses both the present and future population distribution in general and the growing population in what is now Ward 3 by splitting that ward or re-dividing the municipality generally into more wards. These alternatives would mean an increase in the number of City Councillors to provide more effective representation. On the other hand, other respondents were adamant that the cost of additional Councillors was grounds enough for continuing with a Council of the present size (or in some cases even advocating to reduce it). From that point of view, enhanced representation is a cost that many residents are not prepared to see as valid, even though Pickering's council composition appears to be frozen in the 1970s, obstructing the achievement of fair and effective representation in the 2020s.

As discussed above, however, the Consultant Team does not recommend that Pickering retain the current ward boundary system, whether for three wards or some other number.

9.2 Final Option 1

This Final Option is based on Preliminary Option 1, a three-ward system that grows into an acceptable population distribution in 2030 with minimal changes to the current three wards. The proposed Wards 1 and 2 include most of the present urban areas, with the downtown in a single ward. As at present, both of these proposed wards include areas north and south of Highway 401, but a major regional road (Whites Road) is used as a boundary between them instead of Fairport Road. A cleaner and consistent northern boundary is used with the proposed Ward 3 along Concession Road 3. The proposed Ward 3 encompasses the entire rural part of Pickering but still includes the Duffin Heights and Brock Ridge urban neighbourhoods that contribute the bulk of the population in 2020. By 2030, the population of that proposed ward is expected to triple in size, primarily associated with Seaton.



The 2020 population distribution includes only one proposed ward (Ward 3) in the optimal range, but the other two proposed wards are outside the acceptable 25% variation. This would not meet the representation by population principle but, as Table 9-1 shows, it comes very close to meeting the future population principle with one proposed ward in the optimal range and the other two within the margins of the acceptable 25% variation.

In the shorter term, the proposed Ward 3 will include about two-thirds of the City's land mass but only approximately 20% of the population. It is already the case that it is difficult to conclude that rural Pickering and its historic hamlets can claim effective representation in the present Ward 3; those communities within Pickering will be even less visible by the further transformation of rural Pickering.

This option, as shown in Figure 9-1, is included here because it is in several ways an improvement on the present system and may be seen as a more palatable change than other options in light of the 45-year history of the present system. A modest improvement is a small step, but a step nevertheless.



Figure 9-1: Ward Map of Final Option 1

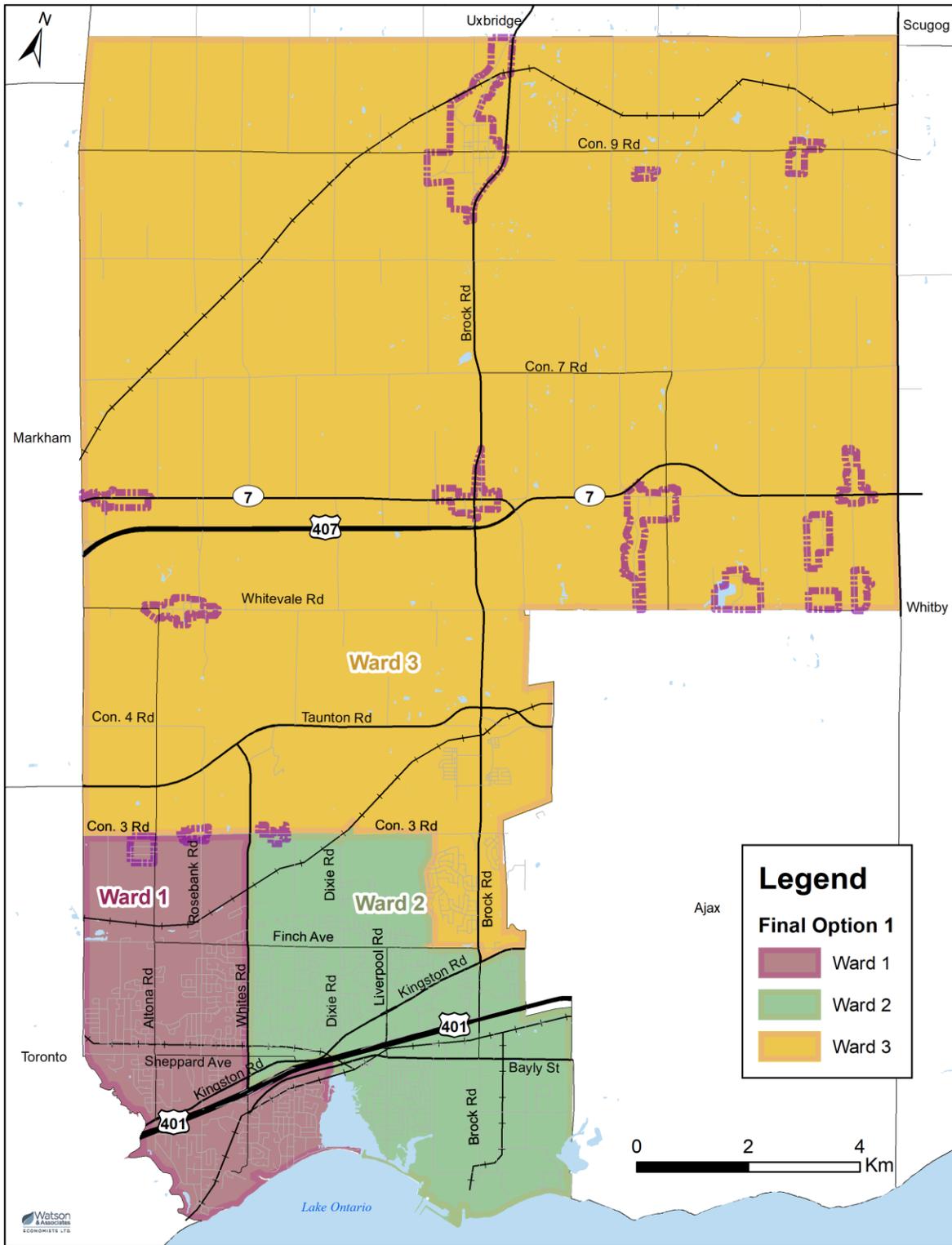




Table 9-1: Final Option 1 – Population by Ward

Ward Number	2020 Population ^[1]	Variance	Optimal Range	2030 Population ^[1]	Variance	Optimal Range
Ward 1	34,770	1.04	O	39,750	0.75	O-
Ward 2	44,770	1.34	OR+	53,760	1.02	O
Ward 3	20,380	0.61	OR-	64,450	1.22	O+
Total	99,920	-	-	157,960	-	-
Average	33,307	-	-	52,653	-	-

Note: Numbers have been rounded.

Source: Watson & Associates Economists Ltd.

Table 9-2: Final Option 1 Evaluation Summary

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	No	Two of the three wards are outside the acceptable range of variation but will grow into better balance, probably within five years.
Protection of Communities of Interest and Neighbourhoods	Largely successful	Two of the wards are coherent electoral units. Ward 3 continues to be a mix of neighborhoods ranging from suburban neighbourhoods to sparsely populated rural areas and hamlets as well as the forecast Seaton development.
Current and Future Population Trends	Largely successful	All wards are within the acceptable range of variation, although two are near the margins.
Physical Features as Natural Boundaries	Yes	Most markers used as boundaries of the wards are straightforward and identifiable.
Effective Representation	Largely successful	Effective representation is hindered by uneven population distribution and the inclusion of rural residents in a ward with predominantly urban population.



9.3 Final Option 2

This Final Option, as presented in Figure 9-2, is a ward configuration that is forecast to achieve population parity for the 2030 municipal election.

There are only two actual ward boundary lines in Preliminary Option 3: Concession Road 3 and Dixie Road. Although establishing the northern boundary for the two southern wards at Concession Road 3 means the 2020 population of proposed Ward 3 is well below the acceptable range of variation, councillors elected in that ward will need to be engaged in the complex task of representing a brand new large urban community in the heart of the ward.

As in some other preliminary options, population parity is not realistic in 2020, but the dynamics of growth in Pickering point to a successful population balance in 2030. The proposed Ward 1 begins as the ward with the largest population, but is largely built out and likely to experience minimal growth. The proposed Ward 2 is the smallest by area and population, but encompasses downtown Pickering and the associated neighbourhoods, businesses, and extensive employment lands south of Highway 401, as well as new neighbourhoods along the Brock Road corridor that are placed in Ward 3 in Final Option 1. As shown in Table 9-3, with removal of those neighbourhoods, the population of the proposed Ward 3 is only about a quarter that of the other two wards in 2020, but grows by about 40,000 residents by 2030 and into the optimal range (that is, within 5% of optimal).

If achieving population parity in a three-ward system over the next two or three elections is Council's priority, on balance Final Option 2 is a plausible alternative.



Figure 9-2: Ward Map of Final Option 2

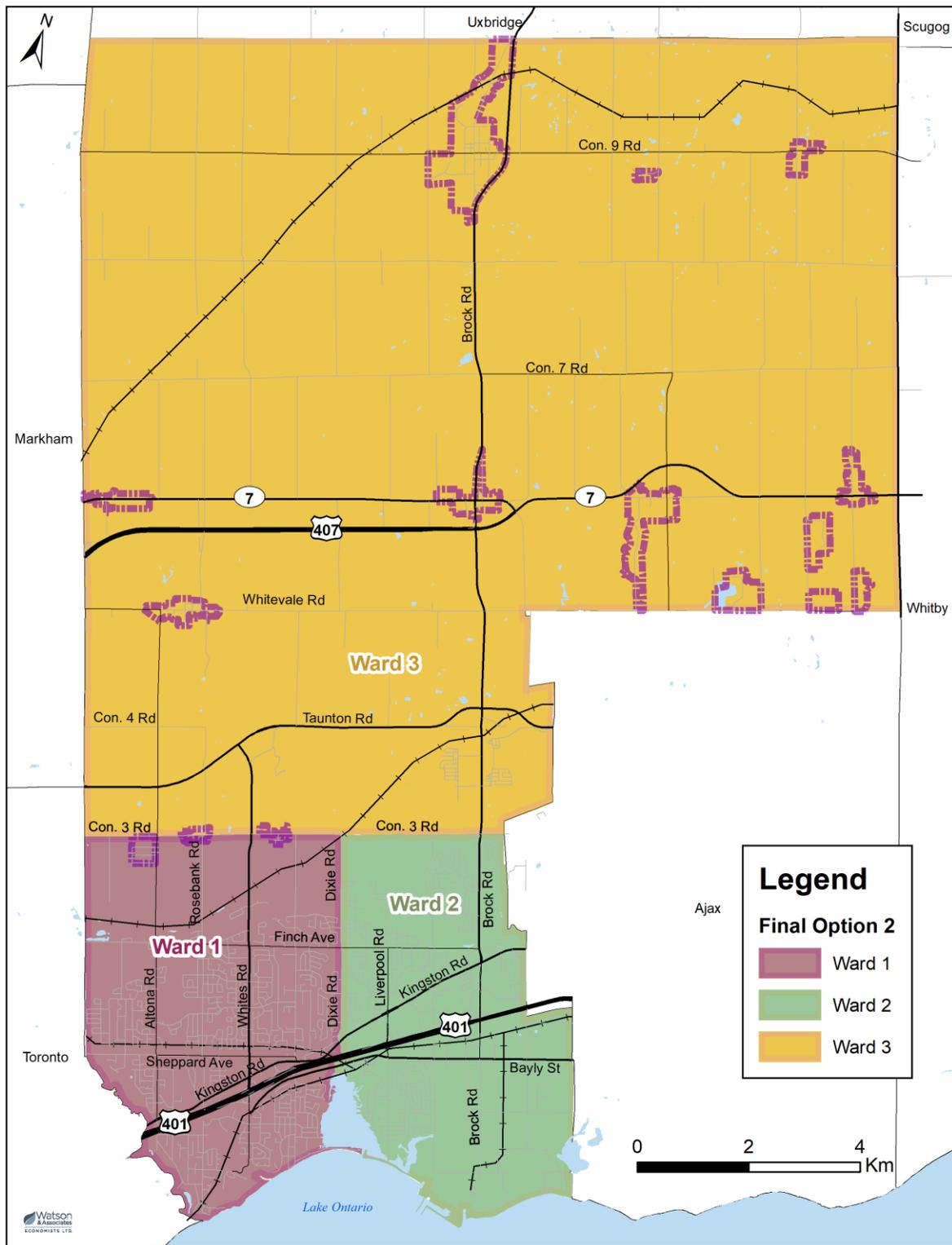




Table 9-3: Final Option 2 – Population by Ward

Ward Number	2020 Population ^[1]	Variance	Optimal Range	2030 Population ^[1]	Variance	Optimal Range
Ward 1	49,240	1.48	OR+	54,960	1.04	O
Ward 2	39,200	1.18	O+	48,640	0.92	O-
Ward 3	11,480	0.34	OR-	54,360	1.03	O
Total	99,920	-	-	157,960	-	-
Average	33,307	-	-	52,653	-	-

Note: Numbers have been rounded.

Source: Watson & Associates Economists Ltd.

Table 9-4: Final Option 2 Evaluation Summary

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	No	Two of the three wards are outside the acceptable range of variation but will grow into better balance, probably within five years.
Protection of Communities of Interest and Neighbourhoods	Yes	The two urban wards are coherent collections of neighborhoods while the third is largely rural today. The ward will be transformed during the next three election cycles.
Current and Future Population Trends	Yes	Successfully achieves the kind of population balance sought in this principle.
Physical Features as Natural Boundaries	Yes	Markers used as boundaries of the wards are straightforward and identifiable.
Effective Representation	Yes	Effective representation is hindered in the short term by uneven population distribution but accommodates demands on councillors brought on by large-scale development.



9.4 Final Option 3

Final Option 3 builds on two of the preliminary options to provide a way to align the wards in a manner that achieves the representation by population principle for the 2022 municipal election, but also serves as the basis for an additional ward to accommodate the future population growth in Seaton. In terms of community of interest, it places the central business district, a significant concentration of employment and major cultural institutions that are components of the urban fabric of Pickering, in a single ward along with a number of well-established nearby neighbourhoods. It also locates all the shoreline and other neighbourhoods south of Highway 401 in a single ward. The common boundary of the proposed Wards 1 and 2 is Highway 401 from Ajax on the east side of the City through to Whites Road, but it becomes less clear-cut north of Highway 401 where it follows Sheppard Avenue and Rosebank Road.

To achieve better parity in 2020, the northern boundary of the two proposed urban wards is Finch Avenue, effectively keeping several established neighbourhoods in Liverpool and the growing Brock Ridge and Duffin Heights neighbourhoods in the same ward as rural Pickering. Final Option 3 maintains a population balance over the next three elections – but only in the two proposed southern wards. The drawback of this option is that the population growth in proposed Ward 3 (forecast to be around 45,000) pushes the proposed ward well over the acceptable range – while the proposed ward also encompasses about 60% of the City’s land mass. This is not a desirable combination, but it appears to be inevitable in a three-ward system in Pickering.

In other words, Final Option 3 (Figure 9-3) is premised on “catching up” with the population growth since 1974 to arrive at population parity across three wards but not on preparing for growth. This is where Preliminary Option 7 enters the picture: when the population of Seaton pushes the proposed Ward 3 close to the upper limit of the range of variation – whether before the 2026 municipal election or the 2030 municipal election, the ward would be divided at Taunton Road (as included in Preliminary Option 7) resulting in all four wards within the acceptable range of variation.

We hasten to point out that the idea of a fourth ward is not part of the 2021 W.B.R. but Final Option 3 can be readily – and successfully – adapted for that purpose, especially if Pickering is assigned an additional seat on Durham Regional Council for the 2026 municipal election.



Figure 9-3, below, represents Final Option 3 which is to be adopted under the current population conditions as presented in Table 9-5. When adequate population is reached for an additional ward, Ward 3 is to be divided at Taunton Road, as outlined in Figure 9-4. The resulting solution would generate population distributions, as shown in Table 9-6, where there is a three-ward system in 2020 and a four-ward system in place by 2030 once the population of Ward 3 is significant enough to accommodate two wards.

Table 9-5: Final Option 3 – Population by Ward

Ward Number	2020 Population ^[1]	Variance	Optimal Range
Ward 1	34,370	1.03	O
Ward 2	36,650	1.10	O+
Ward 3	28,900	0.87	O-
Total	99,920	-	-
Average	33,307	-	-

Note: Numbers have been rounded.

Source: Watson & Associates Economists Ltd.

Table 9-6: Final Option 3 + 3-B – Population by Ward

Ward Number	2020 Population ^[1]	Variance	Optimal Range	2030 Population ^[1]	Variance	Optimal Range
Ward 1	34,370	1.03	O	41,560	1.05	O+
Ward 2	36,650	1.10	O+	41,610	1.05	O+
Ward 3	28,900	0.87	O-	38,420	0.97	O
Ward 4	-	-	-	36,380	0.92	O-
Total	99,920	-	-	157,960	-	-
Average	33,307	-	-	39,493	-	-

Note: Numbers have been rounded

Source: Watson & Associates Economists Ltd.



Figure 9-3: Ward Map of Final Option 3 – Three Wards

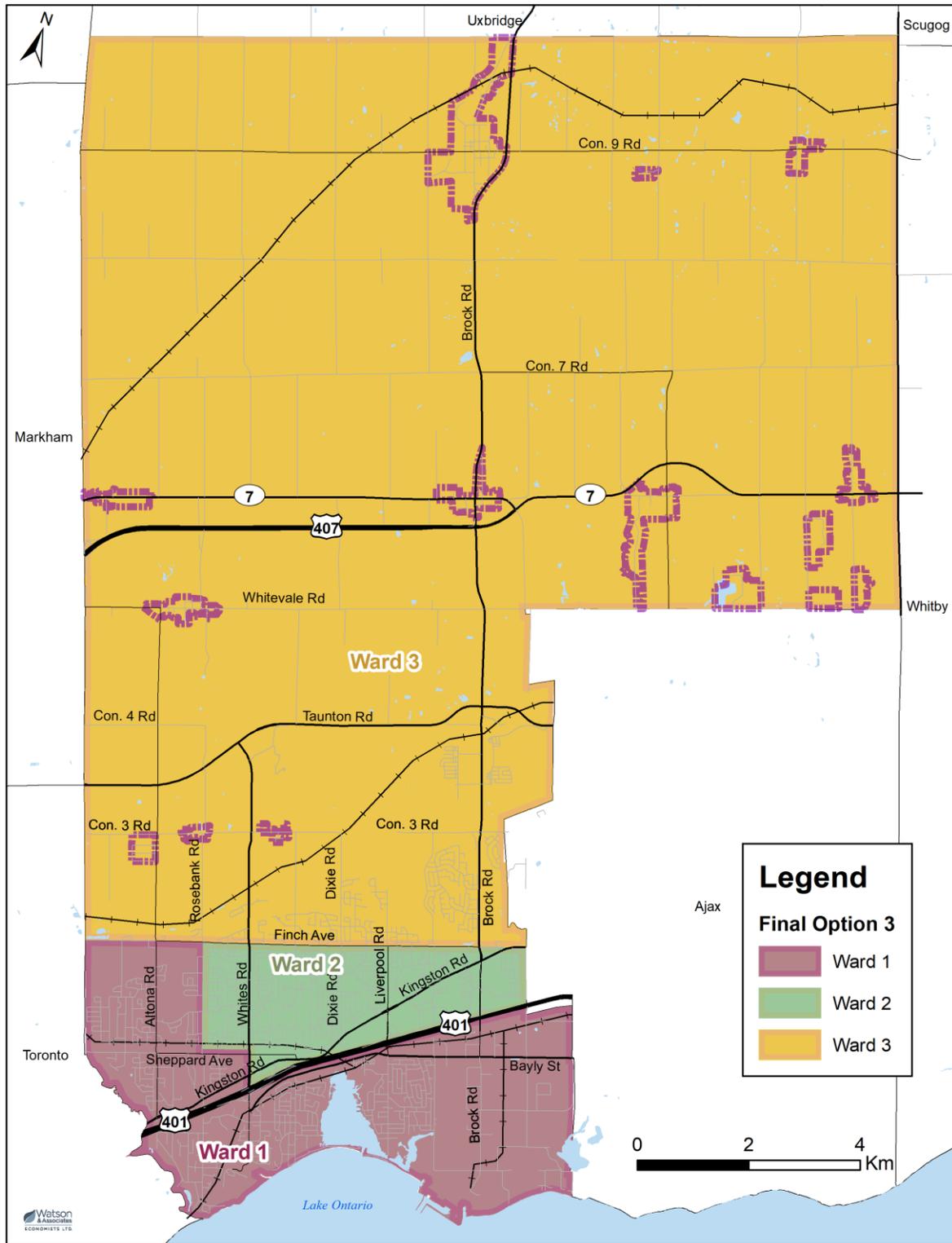




Figure 9-4: Ward Map of Final Option 3-B – Four Wards

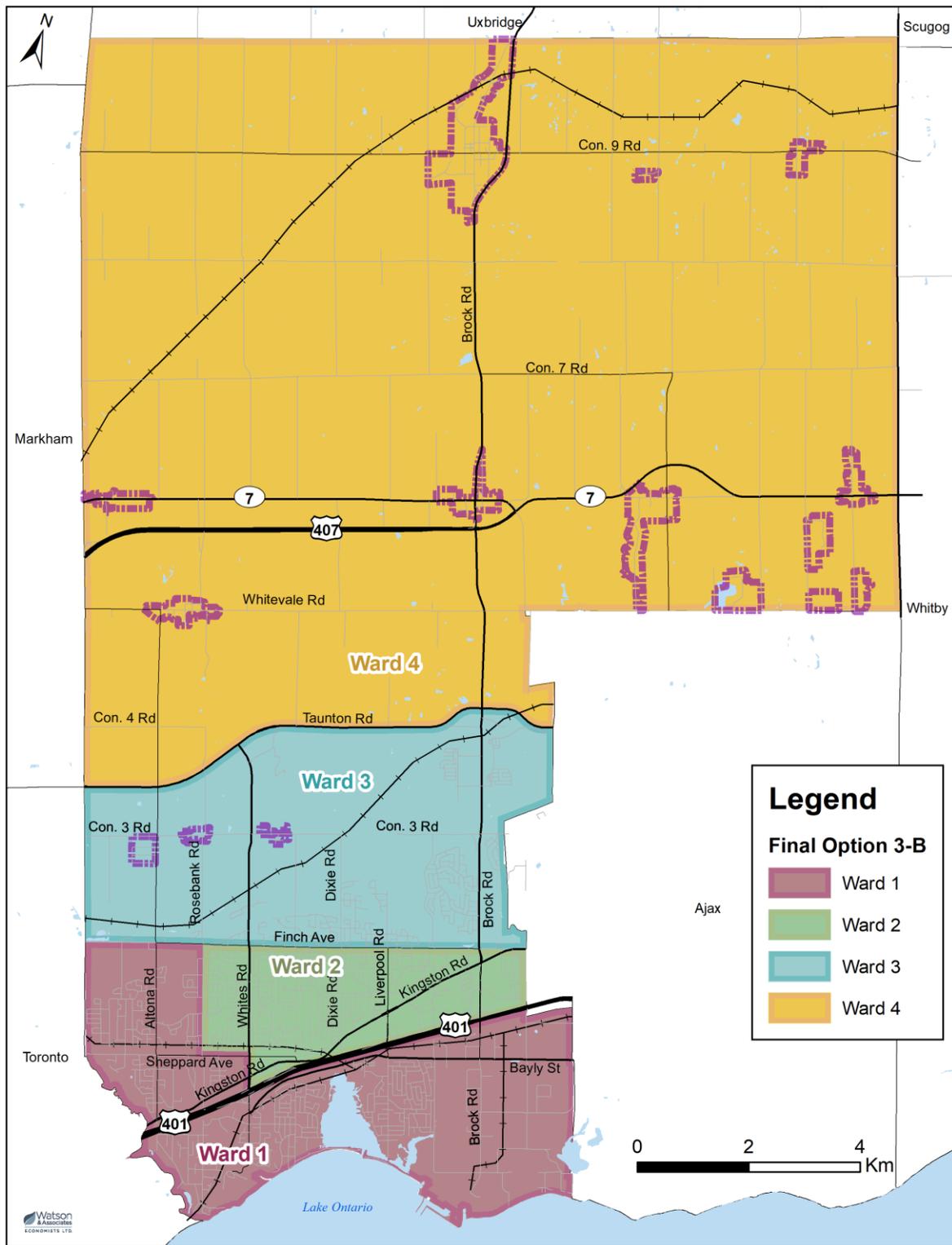




Table 9-7: Final Option 3 Evaluation Summary

Principle	Does the Ward Structure Meet the Respective Principle?	Comment
Representation by Population	Yes	Successfully achieves the kind of population balance sought in this principle.
Protection of Communities of Interest and Neighbourhoods	Largely successful	Two of the wards are coherent electoral units. Ward 3 continues to be a mix of neighborhoods ranging from suburban neighbourhoods to sparsely populated rural areas and hamlets as well as the forecast Seaton development.
Current and Future Population Trends	No	The two urban wards are balanced with one another, but Ward 3 is well above the acceptable range of variation.
Physical Features as Natural Boundaries	Largely successful	Most markers used as boundaries of the wards are straightforward and identifiable.
Effective Representation	Largely successful	Effective representation is hindered by uneven population distribution and the inclusion of rural residents in a ward with predominantly urban population.



10. Next Steps & Council Decisions

This report will be presented to the Executive Committee at a meeting scheduled for June 7, 2021. During their deliberation, Council has a series of choices to make. Should the wards be more reflective of existing population or of future population projections? Is it appropriate to continue with a three-ward configuration for Pickering or should Council look ahead to where the City will be within a very few years? How do they want to see the rural area and communities outside urban Pickering represented? How important are clear and identifiable ward boundaries to the residents of Pickering? Council must decide which of these core principles best represents the City's component communities and residents.

We also urge Council to appreciate that there is probably no "right" time to adjust the wards but that choosing to postpone a decision, for example, until after the forecast growth has taken place in Seaton, will perpetuate a system that is already unsound and inequitable. It is difficult to justify maintaining a flawed system just because it has a history.

It is probably also important for Council to consider adopting a Ward Boundary Review Policy that commits the municipality to review its ward boundaries after three elections or when population growth reaches a pre-determined threshold. Leaving such an integral part of Pickering's democratic system unaddressed for more than forty years should be unacceptable to the residents of the City in the future; electoral reviews should be proactive and routine not reactive and discretionary. The implementation of a new ward boundary model as provided for in this report can be viewed as addressing the distribution of population and communities as they exist in 2021 not 1974, but as the municipality changes through population growth and new residential development, such new conditions can be incorporated into the City's electoral system within a relatively short period of time. It is appropriate for the City to be prepared for this inevitable change in the community.

One final course of action for Council is to take no action at all. Council may view the current ward system as adequate and, by default, endorse it by not selecting an alternative option. As we suggested in the Interim Report, however, one of our purposes was to stimulate discussions in Pickering, to encourage residents and Council to "think outside the box" of representation. If it declines to act, Council must clearly understand that such a decision essentially indicates to the City's residents that it



believes retaining the 1974 ward system still serves Pickering well. The Consultant Team has reached a different conclusion.

In that context it is also important to note that taking no action is a form of decision that can still be appealed, albeit indirectly. Section 223 of the *Municipal Act, 2001* indicates that one per cent of the electors or 500 of the electors in the municipality, whichever is less, may “present a petition to the council asking the council to pass a by-law dividing or redividing the municipality into wards or dissolving the existing wards.” If Council does not pass a by-law in accordance with such a petition within 90 days after receiving the petition, any of the electors who signed the petition may apply to the Local Planning Appeal Tribunal (LPAT) to have the municipality redivided into wards. In that event, the Consultant Team – which has recommended that the present system not be maintained – would not be in a position to act in support of Council’s decision to retain the present system.

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

Depending on Council’s decision related to the Final Options contained in this report, ratification of a by-law to implement a preferred option is expected to occur before the summer recess.



Appendix A

Public Engagement



Figure A-1: List of Public Engagement Methods

Tool	Description
Pickering W.B.R. Webpage	A dedicated engagement website was developed for the Ward Boundary Review (W.B.R.) study at https://www.pickering.ca/en/city-hall/ward-boundary-review.aspx . The webpage included an informative whiteboard video, links to public engagement sessions and surveys, and up-to-date messaging to inform the public of the status of the W.B.R.
Public Open Houses	Eight open houses were held: <u>Phase 1</u> <ul style="list-style-type: none">• October 7, 2020 x 2• October 15, 2020 x 2 <u>Phase 2</u> <ul style="list-style-type: none">• February 24, 2021 x2• March 3, 2021 x2 See Appendix C for additional information.
Public Engagement Surveys	Two phases of surveys were posted on the W.B.R. webpage: the first intended to discern which guiding principles were prioritized by the community, and the second to discern which preliminary option was preferred. See Appendix D for a summary of the results.
Interviews with members of Council	Each member of Council was invited to participate in a one-hour discussion with the consultant.
Social Media	20 notices were posted on Twitter: <ul style="list-style-type: none">• Reached 18,108• 26 retweets• 23 likes 19 notices were posted on Facebook: <ul style="list-style-type: none">• Reached 34,974• 53 shares



Tool	Description
	<ul style="list-style-type: none">• 77 likes 14 notices were posted on Instagram: <ul style="list-style-type: none">• 10 posts reached 13,760• Posts generated 9 shares, 121 likes, and 4 saves• 4 stories reached 3,116• Stories were shared twice and led to 6 profile visits <p>Full details of each post are provided in Appendix B.</p>
Digital Billboards	<p><u>Phase 1</u></p> <p>The Ward Boundary Review designs were displayed on the City's four digital signs from September 15 until the survey closed on October 30, 2020:</p> <ul style="list-style-type: none">• Civic Complex• Recreation Complex• Centennial Park (Brock Road)• Western Gateway (Kingston Road and Altona Road) <p><u>Phase 2</u></p> <p>The Ward Boundary Review designs for Phase 2 were displayed on the City's digital signs:</p> <ul style="list-style-type: none">• Civic Complex• Recreation Complex• Centennial Park (Brock Road)• Western Gateway (Kingston Road and Altona Road)• CN Bridge



Appendix B

Social Media Metrics



Phase 1 Twitter Stats

Post #1 – Published September 23

- 950 reached
- 1 retweet, 2 likes

Post #2 – Published September 25

- 877 reached
- 1 retweet

Post #3 – Published October 1

- 1,006 reached
- 2 retweets, 2 likes

Post #4 – Published October 5

- 1,824 reached
- 3 retweets, 5 likes

Post #5 – Published October 6

- 706 reached
- 1 retweet, 1 like

Post #6 – Published October 7

- 413 reached
- 2 retweets, 2 likes

Post #7 – Published October 9

- 858 reached
- 1 retweet

Post #8 – Published October 13

- 855 reached
- 2 retweets, 2 likes

Post #9 – Published October 14

- 1,015 reached
- 2 retweets



Post #10 – Published October 23

- 1,015 reached
- 1 retweet

Post #11 – Published October 27

- 1,114 reached
- 2 retweets, 2 likes

Post #12 – Published October 29

- 901 reached
- 1 retweet, 2 likes

Post #13 – Published October 30

- 1,000 reached
- 2 retweets, 1 like

Facebook Stats

Post #1 – Published September 21

- 2,074 reached
- 5 likes, 4 shares

Post #2 – Published September 23

- 1,430 reached
- 6 likes, 4 shares

Post #3 – Published October 1

- 1,161 reached
- 6 likes

Post #4 – Published October 5 (Boosted Post)

- 6,022 reached
- 21 likes, 7 shares
- 198 link clicks

Post #5 – Published October 6

- 1,069 reached
- 2 likes, 1 share



Post #6 – Published October 7

- 738 reached
- 2 shares, 2 likes

Post #7 – Published October 9

- 1,345 reached
- 1 share, 2 likes

Post #8 – Published October 13

- 1,528 reached
- 4 shares

Post #9 – Published October 14

- 1,129 reached
- 1 share

Post #10 – Published October 23

- 1,173 reached
- 1 like

Post #11 – Published October 27

- 1,211 reached

Post #12 – Published October 29

- 795 reached
- 1 like

Post #13 – Published October 30

- 861 reached
- 1 like, 1 share

Instagram Post Stats

Post #1 – Published September 21

- 1,554 reached
- 18 likes, 1 share, 3 saves



Post #2 – Published September 25

- 1,372 reached
- 11 likes, 2 shares

Post #3 – Published October 2

- 1,010 reached
- 8 likes, 4 shares, 1 save

Post #4 – Published October 7

- 1,085 reached
- 9 likes

Post #5 – Published October 13

- 1,360 reached
- 8 likes

Instagram Story Stats

Story #1 – Published September 21

- 776 reached
- 1 share

Story #2 - Published September 23

- 599 reached

Story #3 – Published October 5

- 701 reached
- 1 share, 3 profile visits

Story #4 – Published October 13

- 1,040 reached
- 3 profile visit



Phase 2

Twitter Stats

Post #1 – Published February 9

- 656 reached

Post #2 – Published February 12

- 681 reached
- 1 like

Post #3 – Published February 17

- 980 reached
- 1 retweet

Post #4 – Published February 22

- 887 reached 1 retweet, 1 like

Post #5 – Published February 24

- 849 reached
- 2 retweets, 1 like

Post #6 – Published February 26

- 829 reached
- 1 retweet

Post #7 – Published March 4

- 692 reached
- 1 like

Facebook Stats

Post #1 – Published February 9 (BOOSTED POST)

- 10,044 reached
- 26 likes, 18 shares

Post #2 – Published February 12

- 983 reached
- 2 shares



Post #3 – Published February 17

- 828 reached
- 1 like, 1 share

Post #4 – Published February 22

- 909 reached
- 4 shares

Post #5 – Published March 4

- 1,018 reached
- 3 likes, 3 shares

Post #6 – Published March 5

- 656 reached

Instagram Stats

Post #1 – Published February 9

- 1,382 reached
- 9 likes

Post #2 – Published February 17

- 1,333 reached
- 17 likes, 1 share

Post #3 – Published February 22

- 1,634 reached
- 15 likes, 1 share

Post #4 – Published March 2

- 1,309 reached
- 9 likes

Post #5 – Published March 5

- 1,721 reached
- 17 like



Appendix C

Public Consultation Sessions



 **Watson
& Associates**
ECONOMISTS LTD.

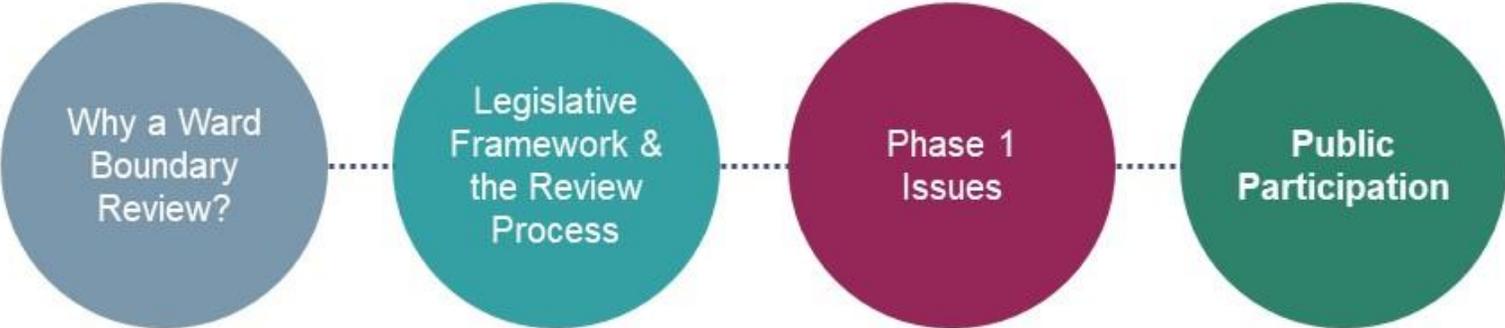
City of Pickering Ward Boundary Review (WBR)

Dr. Robert Williams & Jack Ammendolia
October 7, 2020



Introduction

What Will Be Covered At This Open House?



www.pickering.ca/wbr



What Are We Trying to Figure Out?

How well does the present electoral structure serve the citizens of Pickering?

Does the present electoral structure provide fair and effective representation?

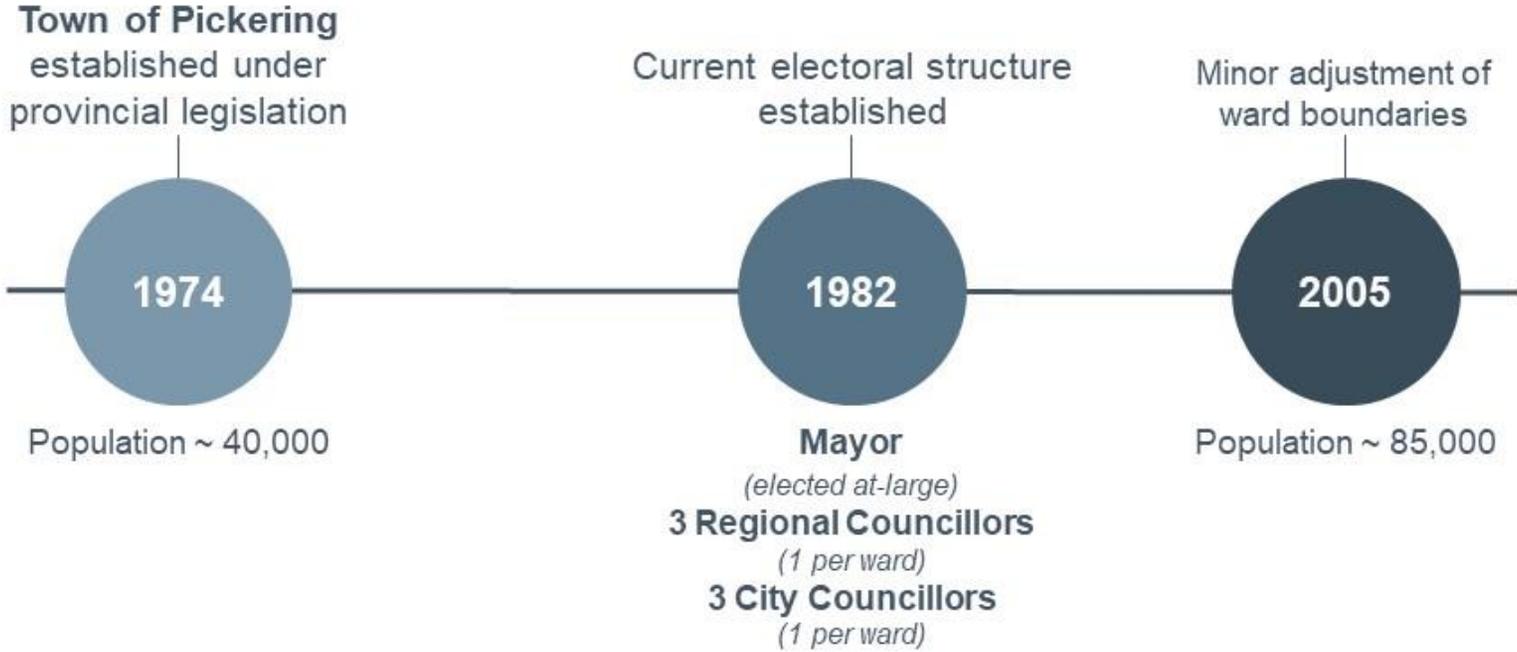
Would an alternative system provide better representation for the citizens of Pickering?

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Context



www.pickering.ca/wbr



WHY A WARD BOUNDARY REVIEW?

To prepare Pickering Council to make decisions on whether to maintain the existing ward structure or to adopt an alternative arrangement

www.pickering.ca/wbr

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Legislative Framework

Ontario's *Municipal Act, 2001* authorizes a lower-tier municipality to:

- define the size of the Council
- determine how Council (other than the Mayor) will be elected
- “divide or re-divide the municipality into wards or dissolve the existing wards”

No stipulated schedule, standardized process or established criteria exist for electoral reviews in Ontario

- Each municipality must set its own terms, parameters, guiding principles, etc.
- A review is typically framed by established procedures and principles applied in several Ontario municipalities (and by the Local Planning Appeal Tribunal (LPAT)) and judicial rulings on representation



Review Process – Phase 1



PHASE 2

www.pickering.ca/wbr



Guiding Principles to Design Wards



A **ward-based** electoral system should address these core principles/guidelines:

1	Representation by Population
2	Protection of Communities of Interest
3	Current and Future Population Trends
4	Physical Features as Natural Boundaries
5	Effective Representation

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Phase 1 Questions



What is the rationale for electing three City Councillors in a municipality of nearly 100,000?

Does the size and make-up of the existing wards allow for effective representation?

Do the existing wards adhere to the guiding principles?

What are the strengths and weaknesses of having a ward system in Pickering?

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Phase 1 Evaluations

The WBR begins with an assessment of the present ward system to determine whether it constitutes an equitable and effective electoral arrangement (i.e. “effective representation”) to the residents of the city

- If there are shortcomings, the Consultants will present alternatives for consideration.





Phase 1 Assessments

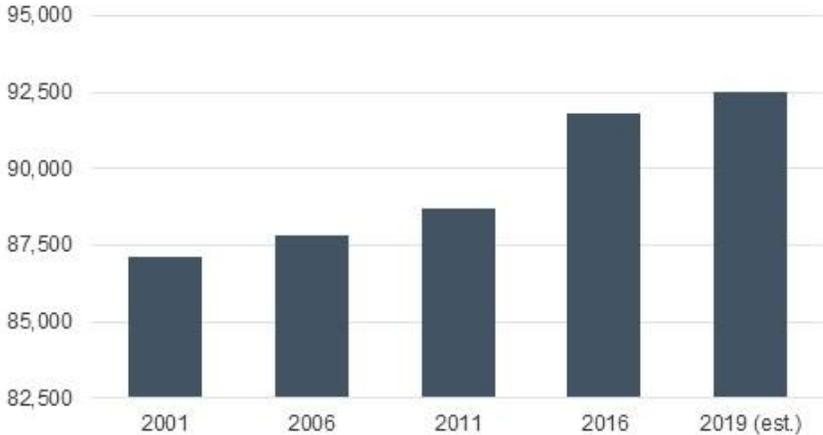
Preliminary assessment of the present ward system suggests:

- Present wards fail to adhere to the representation by population principle
- Population disparities throughout the wards expected to worsen through the next three election cycles

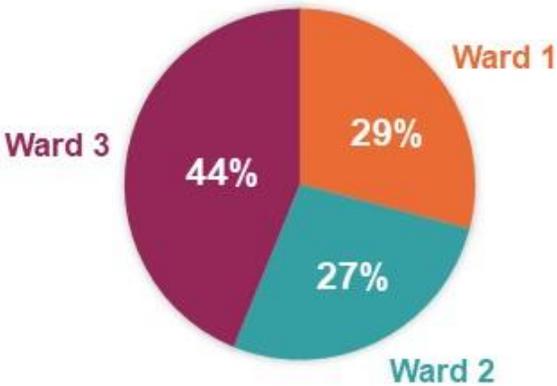


Population Overview

Total Population - Census Canada



Population Share by Ward - 2019 est.



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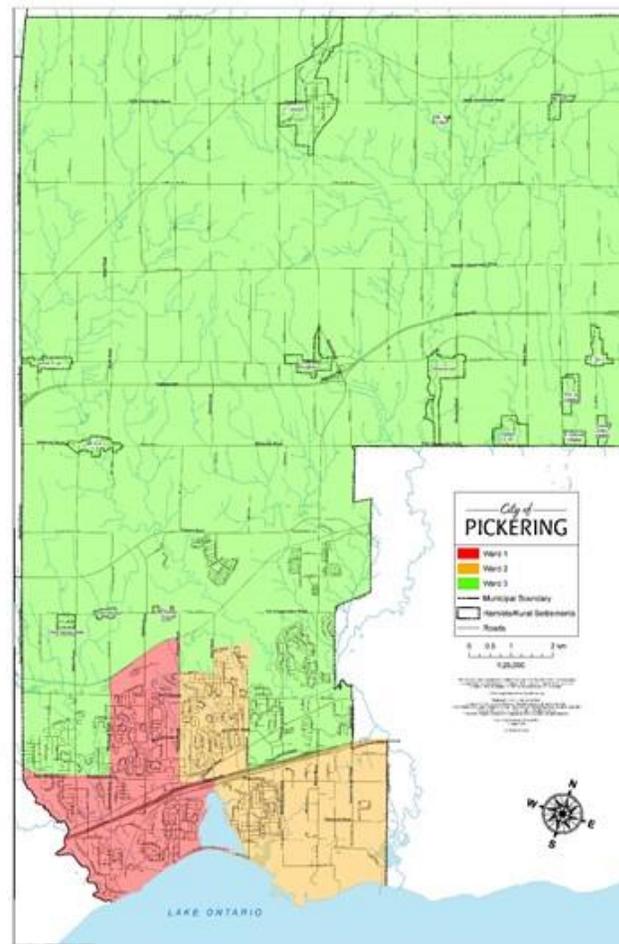
Phase 1 Assessments (cont'd)

Preliminary assessment of the present ward system suggests:

- Present wards fail to adhere to the representation by population principle
- Population disparities throughout the wards expected to worsen through the next three election cycles
- Ward 3 is considerably larger than the others, both in terms of population and in physical size
- Ward 1 & Ward 2 are well balanced in population and size, but are not well aligned with clear physical boundaries



Existing Ward Map





Effective Representation?

Overarching principle of “effective representation” means:

- each resident should have comparable access to their elected representative
- each Councillor should speak on behalf of an equal number of residents

Current population disparities between wards are too great making it difficult to achieve effective representation



Do the Wards Need to Be Changed?

- If the wards do not provide “effective representation” based on the core principles, possible alternatives to “re-divide” the municipality will be developed, considering quantitative and qualitative data, and subjected to the same principles
- No ward system design can uniformly meet all the core principles
 - **Which principles have the highest priority in Pickering? (survey)**
- Alternatives will be filtered through the set of core principles, case law, and successful models adopted in other municipalities



A Consultation Process

A municipal electoral system should be subject to a public consultation process to ensure the legitimacy of the recommendations placed before Council

Public engagement activities will be conducted aimed at both informing residents about the review and gathering informed evaluations about the existing system and (later) alternative designs

Several outlets have been designed for residents to safely participate in the review process under public health guidelines

www.pickering.ca/wbr

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Roles of Council

The Consultant Team works at arm's length from Council & staff

- All members of Council were invited to participate in an interview as part of information gathering about the municipality, its communities, and the present political representation arrangements in the municipality.
- Council has the authority to:
 - establish the number of councillors and to determine whether they “shall be elected by general vote or wards or by any combination of general vote and wards.”¹
 - pass a by-law to “redivide” the wards² (by-law includes an appeal period under the Municipal Act³)

¹Municipal Act, 2001 s.217

²Municipal Act, 2001 s.222

³Municipal Act, 2001 s.223



From Phase 1 to Phase 2

The Discussion Paper Report and Open Houses will contribute to:

- 1** An opportunity for the Consultant team to better understand Pickering
- 2** An understanding of the preferences of members of the public who choose to participate in the Review
- 3** The development of alternative preliminary ward options

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Your Contribution to This Review

- Be willing to ask questions at the Open Houses and through the City's website
- Read the Discussion Paper and other materials on the City's website to better understand the issues under consideration
- Complete the survey on the City's website

www.pickering.ca/wbr





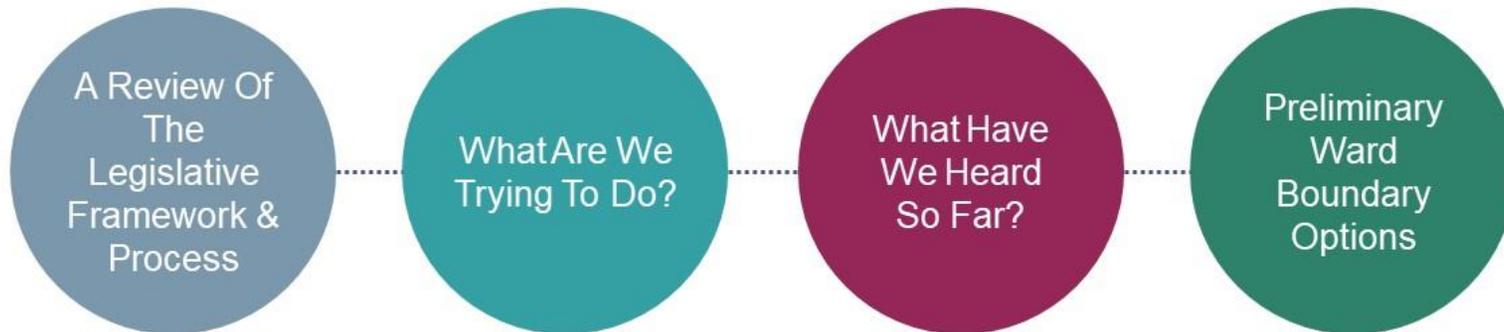
City of Pickering Ward Boundary Review (WBR)

Phase 2: Preliminary Ward Boundary Options
Dr. Robert Williams & Jack Ammendolia



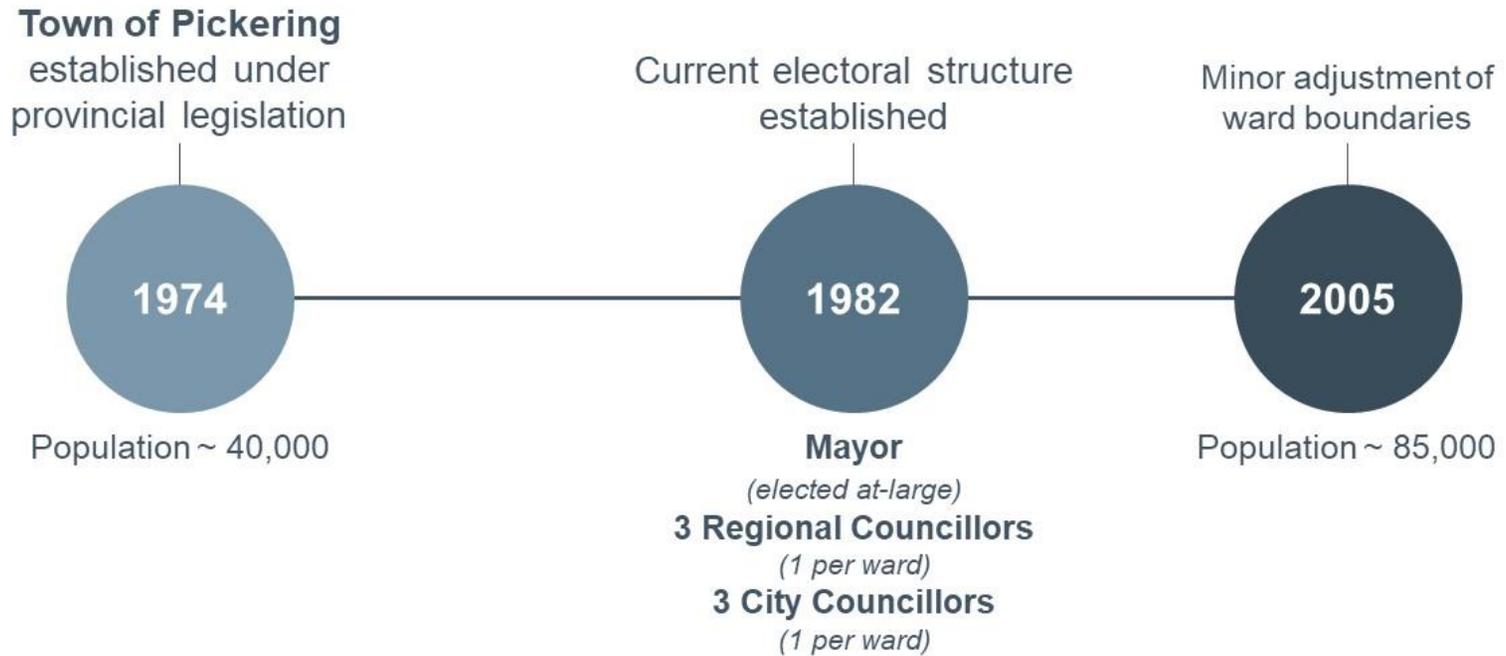
Introduction

What Will Be Covered in This Information Session?





Historical Context



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Historical Context



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4



Legislative Framework

Ontario's *Municipal Act, 2001* authorizes a lower-tier municipality to:

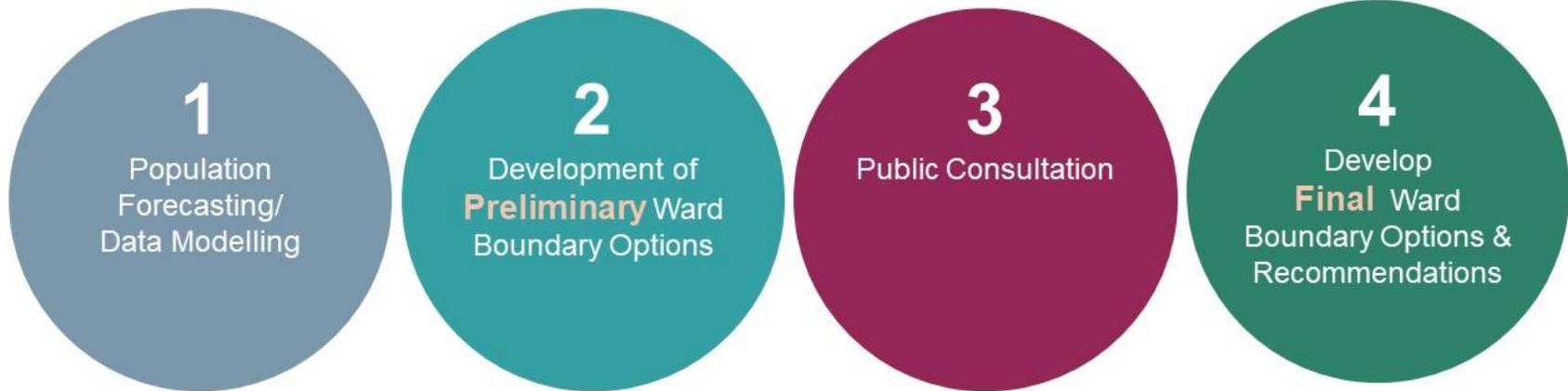
- change the size of the Council
- determine how Council (other than the Mayor) will be elected
- “divide or re-divide the municipality into wards or dissolve the existing wards”

No stipulated schedule, standardized process or established criteria exist for electoral reviews in Ontario

- Each municipality must set its own terms, parameters, guiding principles, etc.
- A review is typically framed by established procedures and principles applied in several Ontario municipalities and by the Local Planning Appeal Tribunal (LPAT) and judicial rulings on representation



Review Process Phase 2



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Pickering Ward Boundary Review

The primary purpose of the study is to prepare Pickering Council to make decisions on whether to maintain the existing ward structure or to adopt an alternative arrangement

- Pickering's representation on Durham Regional Council is set at four (4) members for 2022 (Mayor + three Regional Councillors).
- Pickering is divided into three wards, each elects one City Councillor and one Regional Councillor.
- These arrangements have been in place since 1982 when the population was less than 65,000. Today it is approaching 100,000.

www.pickering.ca/wbr

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Did We Answer Questions From Phase 1?



How well does the present electoral structure serve the citizens of Pickering?

Does the present electoral structure provide fair and effective representation?

Would an alternative system provide better representation for the citizens of Pickering?

www.pickering.ca/wbr

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Phase 1 Consultations

Public Engagement Overview

- Interviews with senior staff and members of council
- Four, one-hour public consultation sessions
- A survey and engagement website where comments were collected from interested residents

Some High-level Perspectives

- Existing population imbalances between wards
- Concern over future population growth
- Ward 3 is too large in both population and geographic size.

www.pickering.ca/wbr

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What We Heard

1

Respondents suggested priority be placed on representation by population and effective representation, slightly less on community of interest.

2

Respondents were concerned with how growth would be integrated into existing ward boundaries.

3

Strong rural and agricultural interests and many well-established hamlets not specifically represented on Council.

4

Multiple mentions in the survey suggesting there may be too few representatives relative to population.

- 46% of survey respondents indicated a desire for a larger council

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A Review Of The Phase 1 Assessment

The WBR begins with an assessment of the present ward system to determine whether it constitutes an equitable and effective electoral arrangement (i.e., does it provide “effective representation” to the residents of the municipality?)

- If there are shortcomings, the Consultants will present alternatives for consideration.

Preliminary assessment of the present ward system suggests:

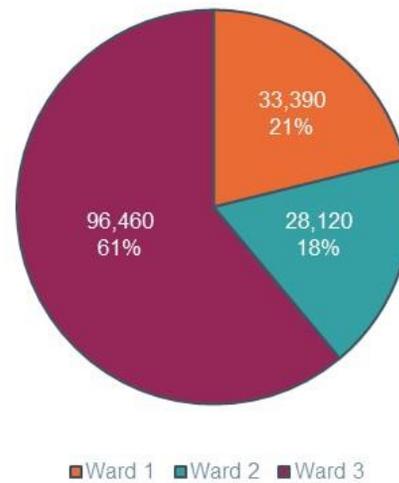
- Present wards fail to adhere to the representation by population principle.
- Population disparities throughout the wards expected to worsen through the next three election cycles.
- Ward 3 is considerably larger than the others, both in terms of population and in physical size
- Ward 1 & Ward 2 are well balanced in population and size, but are not well aligned with clear physical boundaries



Population Disparity: Existing & Future



2030 Population Distribution



www.pickering.ca/wbr



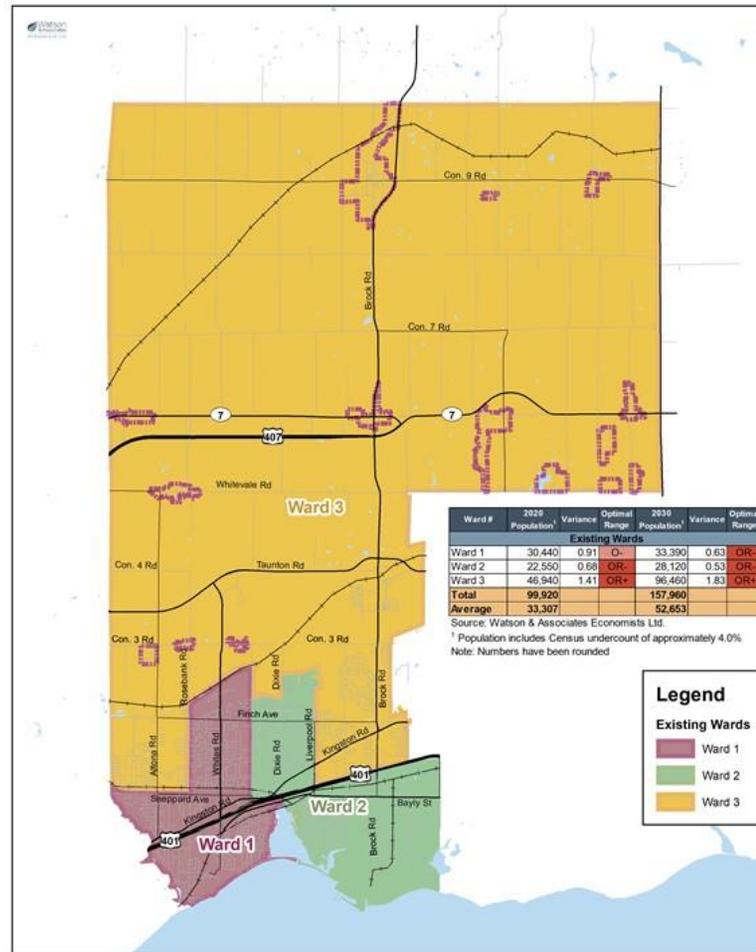
Optimal Population Distribution

Symbol	Description	Variance	2020 Population Range	2030 Population Range
OR+	Outside Range - High	25%	41,633	65,817
O+	Above Optimal	5%	34,972	55,286
O	Optimal Population Range	-	33,307	52,653
O-	Below Optimal	-5%	31,641	50,021
OR-	Outside Range - Low	-25%	24,980	39,490

www.pickering.ca/wbr



Existing Ward Map





Do the Wards Need to Be Changed?

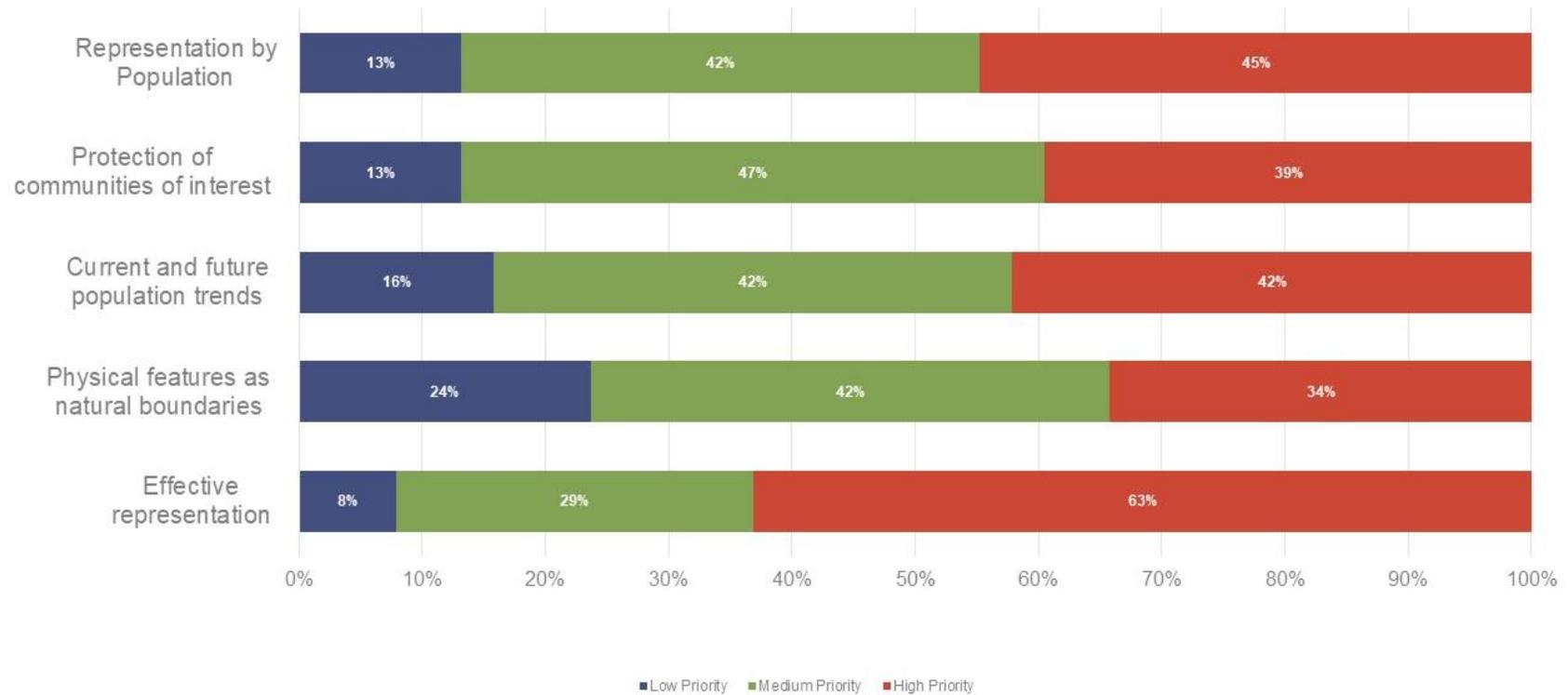


The wards do not provide “effective representation” based on the core principles.

- Preliminary alternatives to “re-divide” the municipality have been developed, taking into account quantitative and qualitative data, case law, successful models adopted in other municipalities and the core principles.
- No ward system design can uniformly meet all the core principles, especially with the unique challenges in Pickering: the large geographic area and population concentrations, and the large amount of additional growth expected very soon in the Seaton community.



What Should an Alternative System Look Like?





Next Steps

The Interim Options Report and public engagement will allow for:

- 1** An opportunity for residents to learn about and engage in ward boundary options for their City.
- 2** The consultant team to better understand the preferences of members of the public who choose to participate in the Review
- 3** The development of final recommended ward options to Council



Your Contribution to This Review

Public Engagement

- Be willing to ask questions at the Open House sessions and through other available sources.
- Read the Discussion Paper, Interim Report and other materials on the City's website to better understand the issues under consideration
- Complete the survey on the City's website
- Review how the changes will impact you with the online mapping tool and leave your feedback.

www.pickering.ca/wbr





Appendix D

Public Engagement Survey Results



Pickering WBR – Phase 1 Survey Results

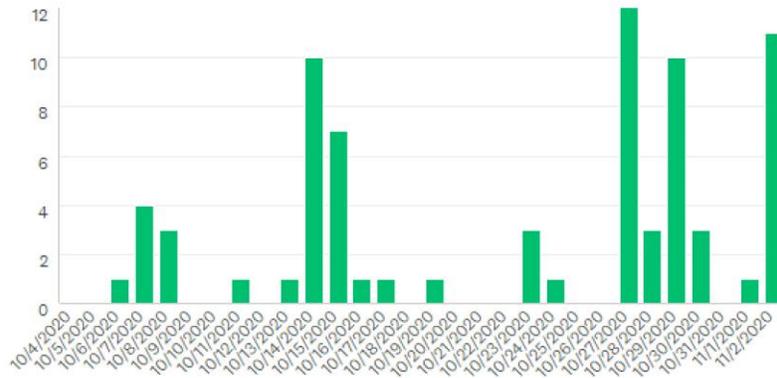
November, 2020

View Results: <https://www.surveymonkey.com/stories/SM-RSPK6VRY/>

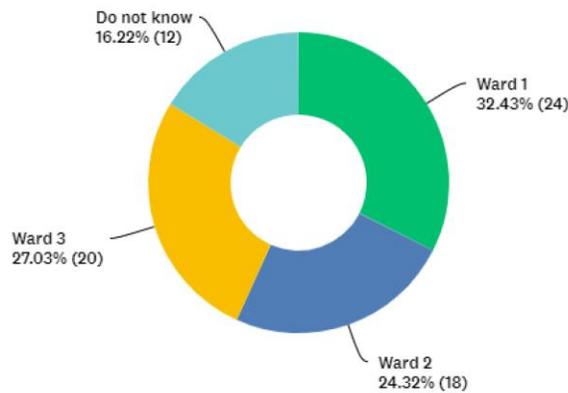
Period: October 1, 2020 – Nov 02, 2020

Views: 74

Responses by date:

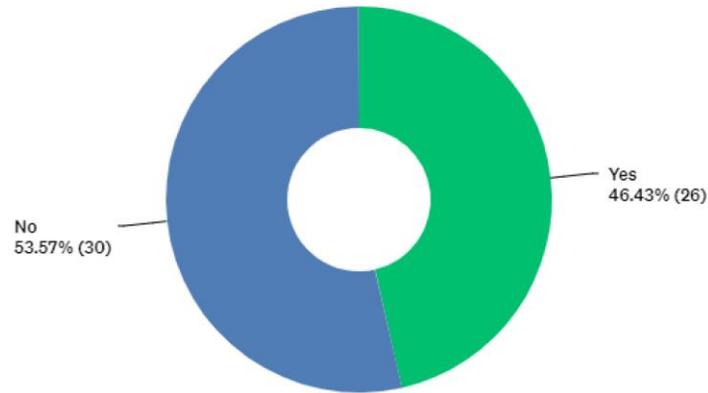


Responses by Ward:

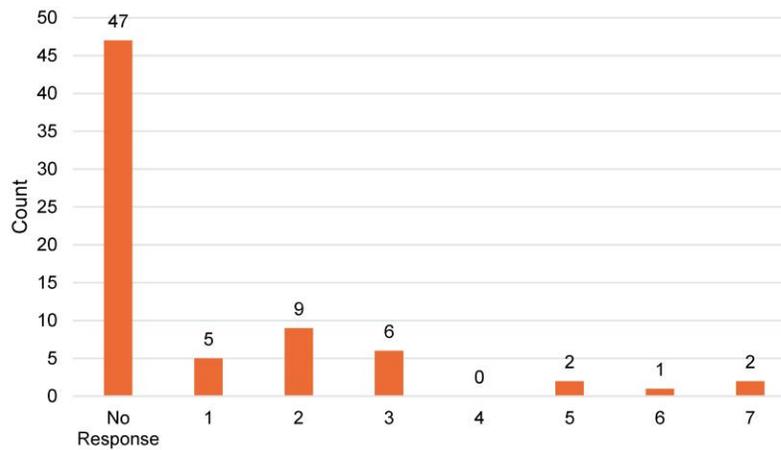




Should the number of City Councillors be increased to provide more effective representation in Pickering?:

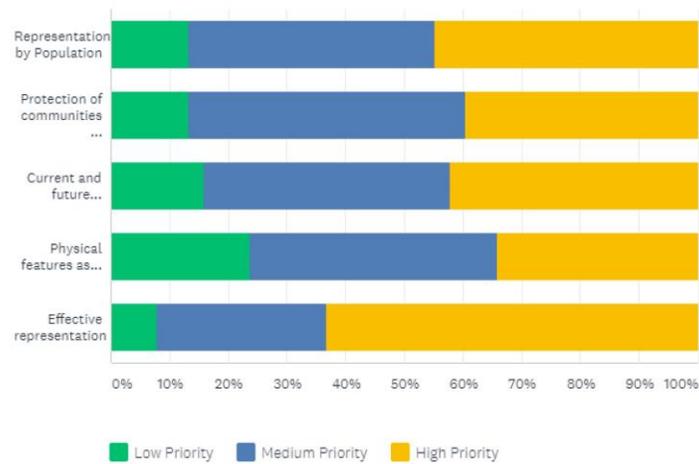


How Many Additional Wards Should there be?





Please indicate which principles you believe should be given the greatest priority in the design of the wards (for each principle, identify as “High Priority,” “Moderate Priority” or “Low Priority”):





City of Pickering Ward Boundary Review: Public Consultation Survey #2 Preliminary Options

Q1 Please enter your postal code (optional):

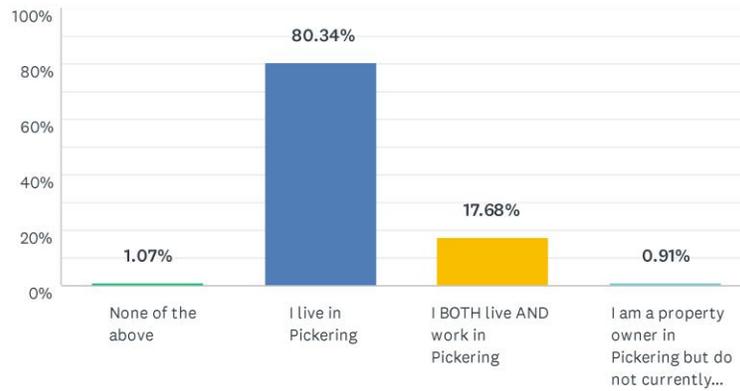
Answered: 434 Skipped: 222



City of Pickering Ward Boundary Review: Public Consultation Survey #2 Preliminary Options

Q2 Which of the following best describes you?

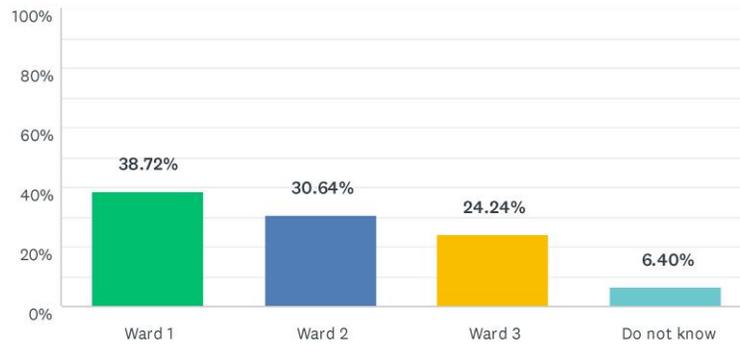
Answered: 656 Skipped: 0





Q3 Which ward do you reside in?

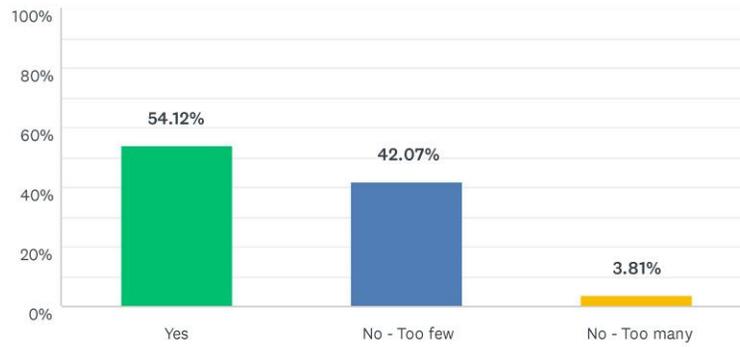
Answered: 656 Skipped: 0





Q4 Do you think Pickering has the right number of wards?

Answered: 656 Skipped: 0

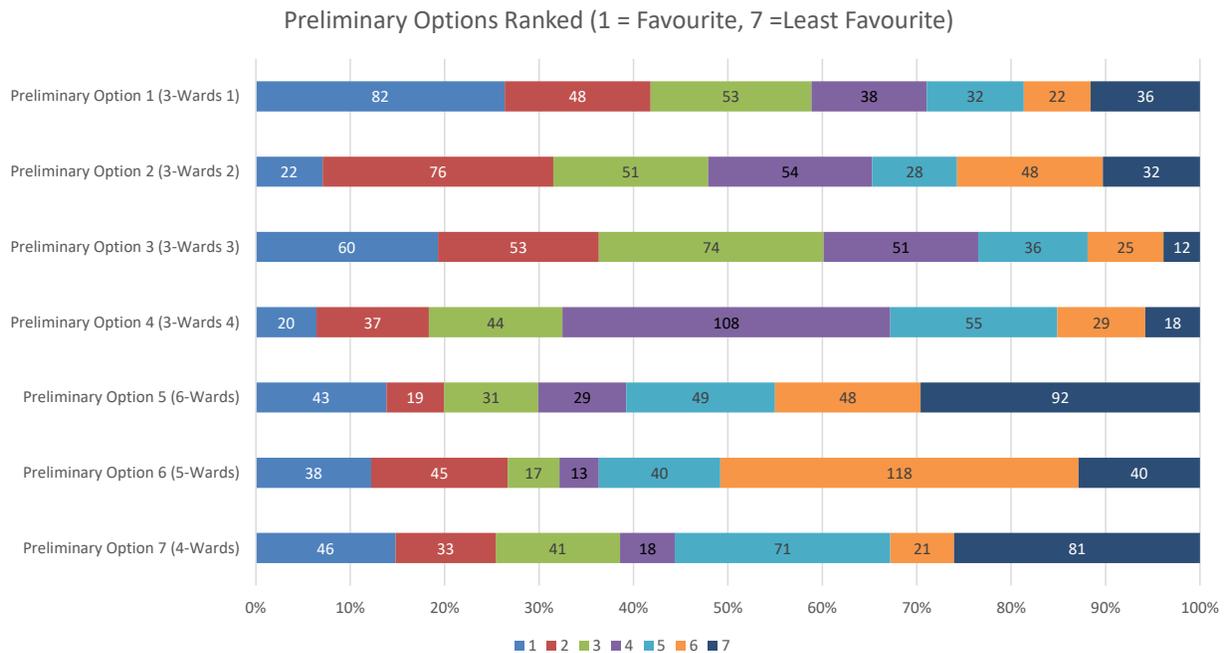




City of Pickering Ward Boundary Review: Public Consultation Survey #2 Preliminary Options

Q5 Using the guiding principles and maps outlined below, please rank the ward boundary reconfiguration options found on the following pages, from 1 (favourite) to 7 (least favourite). The first four preliminary options are presented using the existing 3-ward configuration and options five to seven consider additional wards.

Answered: 311 Skipped: 345





City of Pickering Ward Boundary Review: Public Consultation Survey #2 Preliminary Options

Q6 Based on your choice above, WHY do you prefer that option (what features do you prefer)?

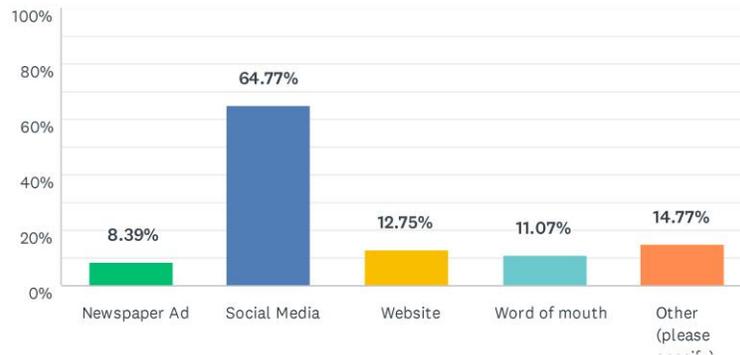
Answered: 213 Skipped: 443



City of Pickering Ward Boundary Review: Public Consultation Survey #2 Preliminary Options

Q7 How did you hear about the Ward Boundary Review?

Answered: 298 Skipped: 358





City of Pickering Ward Boundary Review: Public Consultation Survey #2 Preliminary Options

Q8 Please provide any other comments that you believe would be helpful to the Consultants.

Answered: 89 Skipped: 567