



# 2020/21 Ward Boundary Review

Township of Cavan Monaghan

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Final Report

June 2021

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In association with: Dr. Robert J. Williams



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# 1. Introduction and Study Objectives

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

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

- Develop a clear understanding of the present ward system, including its origins and operations as a system of representation;
- Evaluate the strengths and weaknesses of the present ward system on the basis of identified guiding principles;
- Conduct an appropriate consultation process to ensure community support for the review and its outcome;
- Identify plausible modifications to the present ward structure; and
- Deliver a report that will set out recommended alternative ward boundaries to ensure effective and equitable electoral arrangements for Cavan Monaghan, 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.

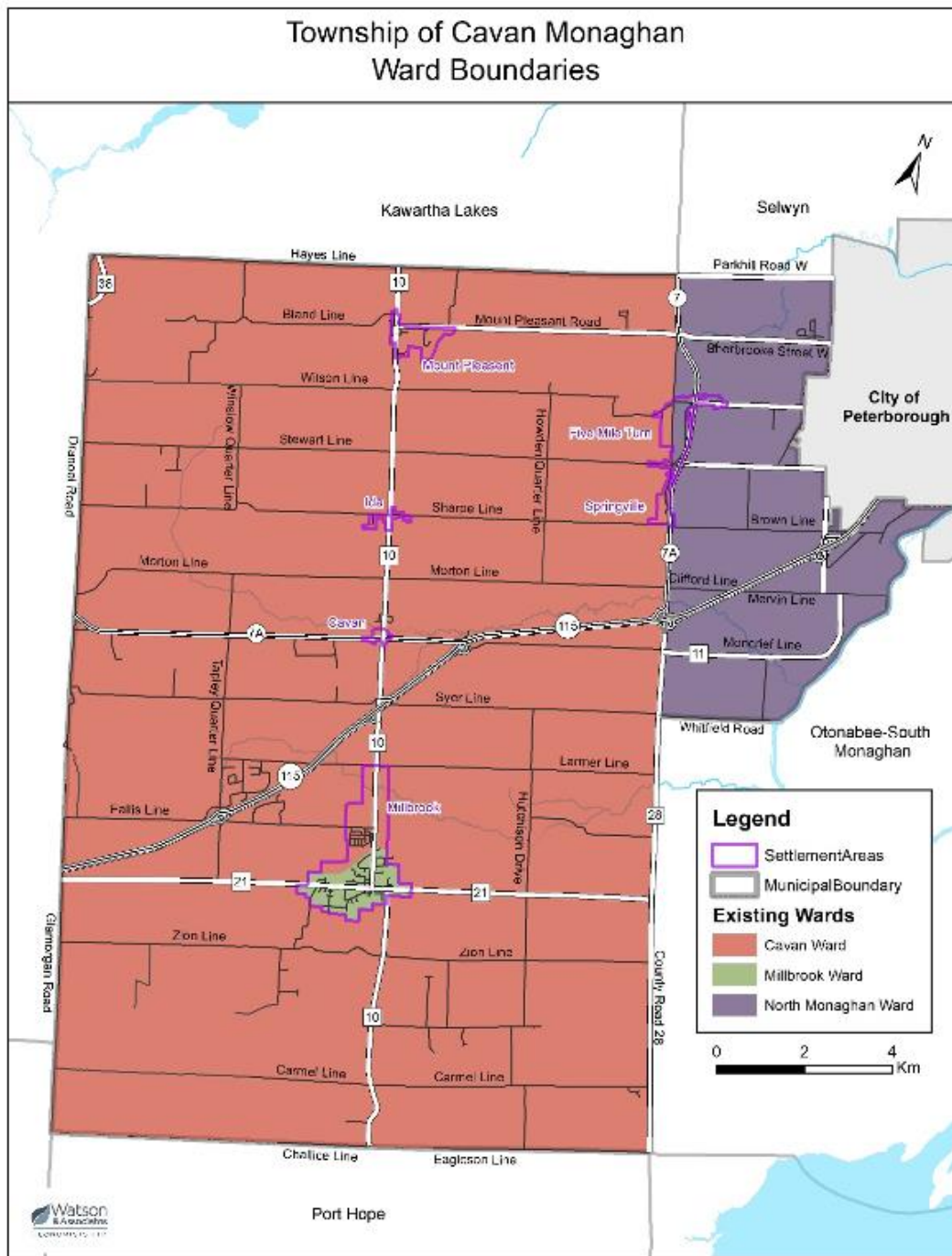
## 2. Context

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 Township of Cavan Monaghan.



At present, Council is comprised of five members, consisting of a Mayor and Deputy Mayor, who are elected at-large, and three councillors elected in three wards. The existing ward structure is presented in Figure 2-1.

Figure 2-1: Cavan Monaghan Current Ward Structure





The wards in which councillors are elected in Cavan Monaghan were established as part of the amalgamation when the Township was created in 1998 and have not been reviewed or adjusted since then. The wards basically maintain the three pre-amalgamation municipalities as wards: North Monaghan, Cavan and Millbrook. Population data from 2016 and 2021 indicates that the wards are unbalanced in population; that is, the population of Cavan Ward is about five times that of the North Monaghan Ward. Population projections indicate that the overall population will grow by another 40% between 2021 and 2031, primarily within the designated urban settlement area.

### 3. Project Structure and Timeline

The W.B.R. commenced in the late fall of 2020 and is anticipated to be completed by June 2021.

Work completed to date includes:

- Research and data compilation;
- Interviews with elected officials and municipal staff;
- Population and growth forecasting and data modelling to 2030;
- Development of four preliminary ward boundary alternatives;
- Public consultation on existing ward structure and preliminary alternatives;
- Development of final options and recommendations, and preparation of a Final Report (this document constitutes the Final Report).

### 4. Previous Reports

A Discussion Paper was released in December 2020 which addressed the overall parameters for the review, including the core principles for the design of wards and a preliminary assessment of the present wards. The Consultant Team hosted two public consultation sessions in December to inform the public and gather community feedback on the present ward system and the relative importance of the guiding principles. In March 2021, the Consultant Team released a Preliminary Options Report. As its title suggests, the second report presented preliminary alternative ward options that were developed by the consultants.



Additional public consultation sessions were held that focused on four preliminary ward boundary options. The two reports serve as a platform for the Final Report since they include:

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

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

Based on all these resources, two Final Options are presented to Council in this report.

Information on all aspects of the W.B.R., including the Discussion Paper and the Preliminary Ward Boundary Options, is available here: [www.cavanmonaghan.net/wbr](http://www.cavanmonaghan.net/wbr).

## 5. Population and Growth Trends

One of the basic premises of representative democracy in Canada is the belief that the geographic areas used to elect a representative should be reasonably balanced with one another in terms of population. To evaluate the existing ward structure and subsequent alternatives in terms of representation by population in the existing year (based on 2021 population figures), the Consultant Team developed a detailed population estimate for the Township and its respective wards and communities.

### 5.1 Historical and Existing Population

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Cavan Monaghan's wards were developed in 1998, when the population of the Township was approximately 8,300 (8,252 in the 1996 Census). Population growth

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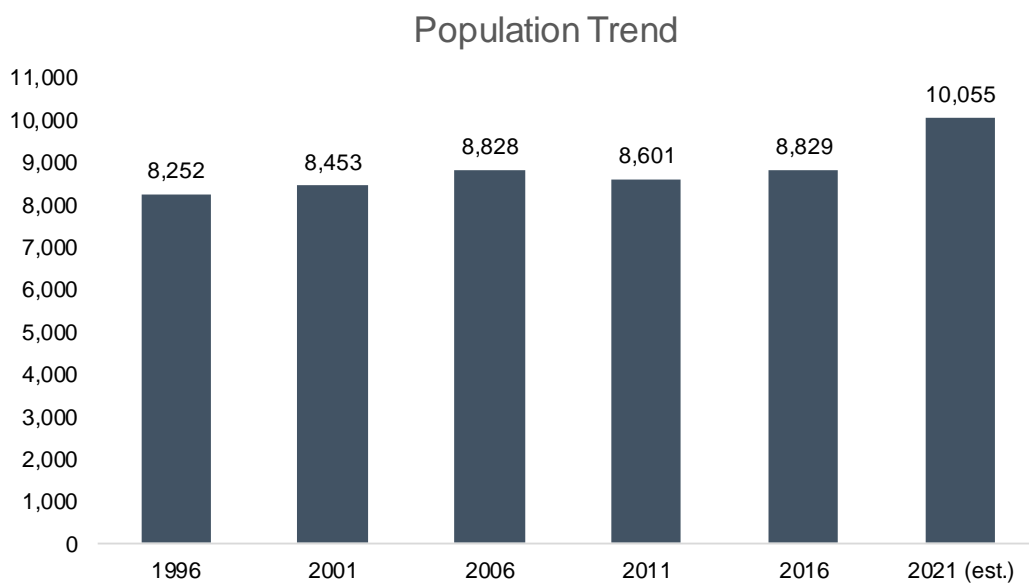




over the following 20 years was modest, increasing by about 7% to 8,829 in 2016. The population is estimated to be 10,050 (excluding the Census undercount) in mid-2021 – a growth of nearly 1,750 inhabitants since 1996, over a 20% increase. This accelerating growth trend is expected to continue, and by 2031 the Township of Cavan Monaghan is estimated to reach a population of approximately 12,890, an increase of almost 40% from 2021 and over 55% from the 1996 Census population (Figure 5-1).

The population projections and allocations developed for this study and reported below have been produced by the Consultant Team using the 2016 Census, plus the addition of building permits through 2016 to 2020 to estimate a mid-2021 population base for the purposes of this W.B.R.

Figure 5-1: Population Trend, 1996 to 2021



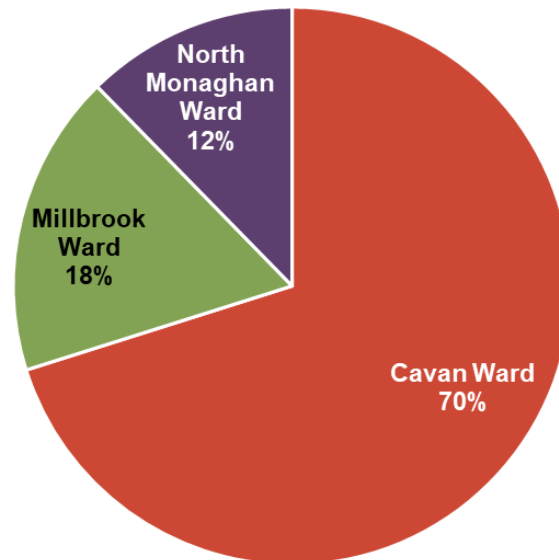
Note: All population figures exclude Census undercount

Source: Populations from 1996 - 2016 are from Statistics Canada Census of Population; early 2021 population derived using 2016 Census figures combined with building permit data.

The 2021 base population was developed at a sub-municipal level, allowing the Consultant Team to aggregate these blocks to determine populations for existing and all alternative ward options. Currently in 2021, the Cavan Ward has a disproportionately large population share, accounting for 70% of the Township's population, leaving the Millbrook Ward with 18%, and North Monaghan with 12% (Figure 5-2).



Figure 5-2: 2021 Population Share by Existing Ward



Source: Watson & Associates Economists Ltd., 2020.

## 5.2 Population Forecast, 2021 to 2030

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The Consultant Team prepared a Township-wide population forecast for the 2021 to 2031 period that is consistent with the Township's Official Plan.<sup>[1]</sup> 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.

The Township is anticipated to experience an average annual increase of 73 units over the next decade, bringing it to a population of 11,730 (including the Census undercount) – a growth of 14%.<sup>[2]</sup> Growth across the Township is not expected to be uniform, with over 90% of the housing growth anticipated to develop within the Millbrook community. A majority of the growth within the Millbrook community is forecast to occur outside the existing Millbrook Ward and within the Cavan Ward. As shown in Table 5-1, in both the Millbrook Ward and the North Monaghan Ward, a slight population decline is expected

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<sup>[1]</sup> Township of Cavan Monaghan Official Plan, Amendments to January 3, 2018.

<sup>[2]</sup> Population estimates includes the net Census undercount of approximately 2.5%.





over the next decade. A population decline occurs due to the aging of the population and family lifecycle changes, lower fertility rates and changing economic conditions that in this case are estimated to surpass the new growth within these communities.

Table 5-1: Township of Cavan Monaghan Population Growth, 2021 to 2030 by Existing Ward

Ward	2021 Population <sup>[1]</sup>	Population Share	2030 Population <sup>[1]</sup>	Population Share	2021-2030 Growth
Cavan Ward	7,230	70%	8,680	74%	1,450
Millbrook Ward	1,810	18%	1,800	15%	-10
North Monaghan Ward	1,270	12%	1,250	11%	-20
<b>Total</b>	<b>10,310</b>	<b>100%</b>	<b>11,730</b>	<b>100%</b>	<b>1,420</b>

<sup>[1]</sup> Population includes net Census undercount of approximately 2.5%.

Note: numbers may not add due to rounding.

Source: Watson & Associates Economists Ltd., 2020.

## 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 Township of Cavan Monaghan 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, key members of staff, and direct community outreach.

Information on the W.B.R. process was communicated through the website, through social media posts on Facebook and Twitter, as well as through a radio advertisement campaign. A full list of the engagements can be found in Appendix A with additional materials in Appendices B and C.



## 6.1 Online Engagement

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### 6.1.1 Website

The website was established to raise awareness about the W.B.R., to disseminate information about the process, and to give Cavan Monaghan residents an opportunity to provide feedback ([www.cavanmonaghan.net/WBR](http://www.cavanmonaghan.net/WBR)). Through this platform, residents could access the online surveys, view recordings of the public engagement sessions, view proposed ward boundary options, review background material, including the Preliminary Options Report, and provide feedback directly to staff and the Consultant Team. A purpose-built Whiteboard Animation Video was also posted on the webpage, which distilled some key information about the W.B.R. into an accessible format.

### 6.1.2 Surveys

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 to evaluate public priorities and perspectives on the existing ward structure, and a later survey which asked respondents to assess and rank a set of preliminary ward boundary options. The Phase 1 survey had limited public participation with only 20 responses. Even a small number of responses can be valuable for drawing attention to key issues, but one must be careful not to over-interpret these findings and treat them as a broader public perspective. Respondents were asked to discuss the strengths and weaknesses of the existing wards, and to rank the guiding principles in terms of priority. In general, residents of Cavan Monaghan indicated that effective representation is the most important guiding principle, accounting for 50% of votes (10 votes). Next, five respondents voted for representation by population (25%), three for the representation of communities of interest (15%), and only one person (5%) selected stability of population growth as the most important guiding principle. In addition, respondents were split on whether they felt that the current ward system accurately represents them, with 10 saying “Yes” (50%) and 10 saying “No.”

A follow-up survey then asked participants to identify their preferred preliminary option, and this round received a higher level of participation. Fifty-seven (57) people contributed to the Phase 2 survey; however, a minority answered the question asking participants to indicate their preferred option (28 responses). Preliminary Option 4 was



the most preferred, having been chosen by 47% of respondents, and the next most popular option was “None of the above.” This dissatisfaction with the presented options may be reflective of the preference by some members of the community for the dissolution of wards in favour of at-large election of councillors. This possibility is discussed further in section 10 of this report, but it must be noted that survey participation was still fairly low and the 43% of votes for the “None of the above” option is equivalent to only 12 total votes. It is therefore impossible to make any firm inferences about how widely this preference is held throughout the entire community. Preliminary Option 1 received three votes (11%) and Options 2 and 3 were not selected by any of the survey respondents.

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. Many of these responses echoed the quantitative results, with several participants expressing concerns about the disproportionate population within Cavan Ward, and the excess burden on the councillor this entails. One respondent expressed this eloquently, saying that there are, “Far too many residents represented by the Cavan Ward councillor compared to the numbers for North Monaghan and Millbrook. Since each of the three Ward councillors have an equal vote at Council meetings, there should be closer to about a 30% split with the remainder (sic) 10% divided between the two Wards outside of Millbrook itself.” This respondent went on to say that, “The Highlands subdivision should be part of ‘Millbrook,’” and this, too, was a common refrain by many of the survey respondents. Finally, a noteworthy number of survey respondents expressed their view that a ward system is unnecessary in Cavan Monaghan, and instead preferred an at-large system.

### **6.1.3 Social Media Engagement**

Social media proved an effective platform for disseminating information about the W.B.R. to the public. Sixteen (16) posts were made on Facebook throughout the review period, reaching 3,259 people, and generating 1,620 impressions and 232 engagements through comments or shares. In addition, 16 Twitter posts reached 2,045 people.

In addition, a short brain-teaser survey entitled, “How Well Do You Know Cavan Monaghan?” was circulated through social media, which quizzed respondents on their



knowledge of their municipality. It was intended to be a fun method for informing the public, which would hopefully generate excitement about the W.B.R., and also directed participants to the survey.

## **6.2 Public Consultation Sessions**

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The Consultant Team also held two rounds of public consultation sessions with Cavan Monaghan residents. Following public health guidelines put in place due to the coronavirus disease (COVID-19) pandemic, the public open houses were conducted virtually on December 16, 2020 (2x), March 24, 2021, and April 1, 2021. Residents had the option of participating either online through a video conferencing platform, or by calling in via telephone.

The feedback from these sessions was used to inform the recommendations provided in this report. In Phase 1, the Consultant Team established the context for the review and then described the methodology by introducing participants to the guiding principles. There was a Q&A session following, during which participants were encouraged to ask questions and to share their perspectives on important issues within Cavan Monaghan. This crucial part of the public engagement process helped to provide the Consultant Team with “on-the-ground” insight into how residents of Cavan Monaghan identify with their local communities. Further insight into this was also gleaned from the Phase 2 session, which tended to be more concrete in its focus. The preliminary options were presented to residents and much of the ensuing discussion focused on specific aspects of the ward designs, and on whether residents felt they were representative of their communities.

## **6.3 Interviews and Direct Community Outreach**

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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 Township. A series of interviews was conducted with the Mayor and members of Council, as well as with senior staff at the Township. In addition to this, the Consultant Team reached out directly to prominent members in the community who have been involved in government, law enforcement, and business, for open-ended interviews, which proved invaluable for understanding several nuanced local issues.



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 Cavan Monaghan’s population as a whole. The Consultant Team utilized the public input in conjunction with its professional expertise and experience in W.B.R.s, along with knowledge of best practices, to develop the recommended options presented herein.

## 7. Principles

The Township of Cavan Monaghan established core principles and other directions for an electoral review before the Consultant Team was selected. The present electoral system, the preliminary ward options and the final options have all been evaluated in terms of the same core principles. The principles are:

- Representation by Population;
- Population and Electoral Trends;
- Representation of Communities of Interest;
- Geographical and Topographical Features as Boundaries; and
- Effective Representation.

These principles are explained in the Discussion Paper, pages 5-7, so they will not be addressed again in this Final Report. One important point to note, however, is that the principle of “effective representation” is considered to be the over-riding principle; that is, since it is unlikely that any ward option will provide a perfect balance of the individual principles, the goal will be to design a system that provides for equitable on-going access between elected officials and residents.

Ultimately, the ward design adopted by Cavan Monaghan’s Council should be the one that best fulfills as many of the guiding principles as possible.

## 8. Cavan Monaghan’s Existing Ward Structure

A preliminary evaluation of the existing ward structure in Cavan Monaghan is found in Chapter 5 of the Discussion Paper. That discussion and our evaluation of the existing wards are found in Table 8-1 below.



Table 8-1: Existing Cavan Monaghan Ward Configuration Evaluation Summary

Principle	Does the Current Ward Structure Meet the Respective Principle?	Comment
Representation by Population	<b>No</b>	All three wards are outside the acceptable range of variance.
Population and Electoral Trends	<b>No</b>	Population disparities among the wards is expected to worsen through the 2022, 2026, and 2030 election cycles.
Representation of Communities of Interest	<b>Partially successful</b>	The main urban settlement area is divided into two wards. The geographic size of the Cavan Ward means that it includes a diverse combination of communities.
Geographical and Topographical Features as Boundaries	<b>No</b>	The ward boundaries are historical rather than easily identifiable, especially the line enclosing Millbrook Ward.
Effective Representation	<b>No</b>	The disparities in the current population between wards and the geographic areas are too great to achieve effective representation.

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

In our professional judgment the three wards should be realigned to address two main challenges: population disparity in the short term and future population trends that actually increase population disparity.

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 Township. 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 Cavan Monaghan that include both urban and rural areas.

Based on the municipal population estimates for 2021 of approximately 10,310, the optimal population size for a local ward in a three-ward system in Cavan Monaghan would be 3,437.<sup>[3]</sup> This optimal ward population size increases to 3,910 by 2030 when the population is projected to increase to approximately 11,730 (Table 8-2).

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

<b>Symbol</b>	<b>Description</b>	<b>Variance</b>	<b>2021 Population Range</b>	<b>2031 Population Range</b>
OR+	Outside Range - High	25%	4,296	4,888
O+	Above Optimal (Acceptable)	5%	3,609	4,106
O	Optimal Population Range	-	3,437	3,910
O-	Below Optimal (Acceptable)	-5%	3,265	3,715
OR-	Outside Range - Low	-25%	2,578	2,933

Population data for 2020 suggests that all three wards are outside the acceptable range of variance and that by 2031 it will be more extreme. While some variation is acceptable, especially with regard to the large rural area and the growing concentration

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<sup>[3]</sup> Population and growth trends for Cavan Monaghan are included in the Preliminary Options Report.



of population in and around Millbank, this variation is indefensible, especially since without adjustment, the disparities between the wards will continue.

Table 8-3: Population by Existing Ward, 2020 and 2030

Ward	2021 Population <sup>[1]</sup>	Variance	Optimal Range	2030 Population <sup>[1]</sup>	Variance	Optimal Range
Cavan Ward	7,230	2.10	OR+	8,680	2.22	OR+
Millbrook Ward	1,810	0.53	OR-	1,800	0.46	OR-
North Monaghan Ward	1,270	0.37	OR-	1,250	0.32	OR-
<b>Total</b>	<b>10,310</b>	-	-	<b>11,730</b>	-	-
<b>Average</b>	<b>3,437</b>	-	-	<b>3,910</b>	-	-

<sup>[1]</sup> Population includes net Census undercount of approximately 2.5%.

Note: numbers may not add due to rounding.

Source: Watson & Associates Economists Ltd., 2020.

The limited responses to the survey and participation in the public consultation sessions have shown that Cavan Monaghan residents also think addressing population parity as a contribution to effective representation should be prioritized in any alternative ward boundary system. All told, our analysis of the current and future population trends leads to a recommendation that Council should consider alternate ward configurations.

## 9. Recommended Options

Developing a suitable ward boundary system for a municipality like Cavan Monaghan requires a certain amount of experimentation to blend the geography, the distribution of population and the core principles for this review. The Consultant Team created a total of four preliminary options to garner feedback during the consultation process in March and April 2021 and listened closely to the responses they generated within the municipality.

Taking the guiding principles of the review into consideration, along with feedback from residents and the expertise and experience of the Consultant Team, two options have been prepared for Council to consider. Ultimately, the choice of ward system is a decision for Council and what follows summarizes the attributes of the Final Options.



## 9.1 Final Option 1

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Final Option 1 is a deliberate adaptation of the existing ward system in Cavan Monaghan in which Millbrook is designated as a separate ward surrounded entirely by another ward. This is an unusual format for a ward system but has the advantage of familiarity while successfully meeting the core principles for the review. That is, the proposed alignment uses clear and identifiable lines as ward boundaries and meets both the short-term and longer-term population principles. This option has excellent population parity both now and into the future with no ward more than 13% from the optimum ward population.

Two of the wards remain largely rural with scattered hamlets, while the growing population centre at Millbrook is concentrated in the third ward, meaning that the ward includes the present Millbrook settlement area as well as areas designated for growth over the next decade, and moreover does not dominate the rural community that surrounds it. In response to community feedback, the boundary between the proposed Wards 1 and 2 in Preliminary Option 4 was relocated from Morton Line to Sharpe Line without adversely affecting the distribution of population in the three wards.



Figure 9-1: Ward Map of Final Option 1

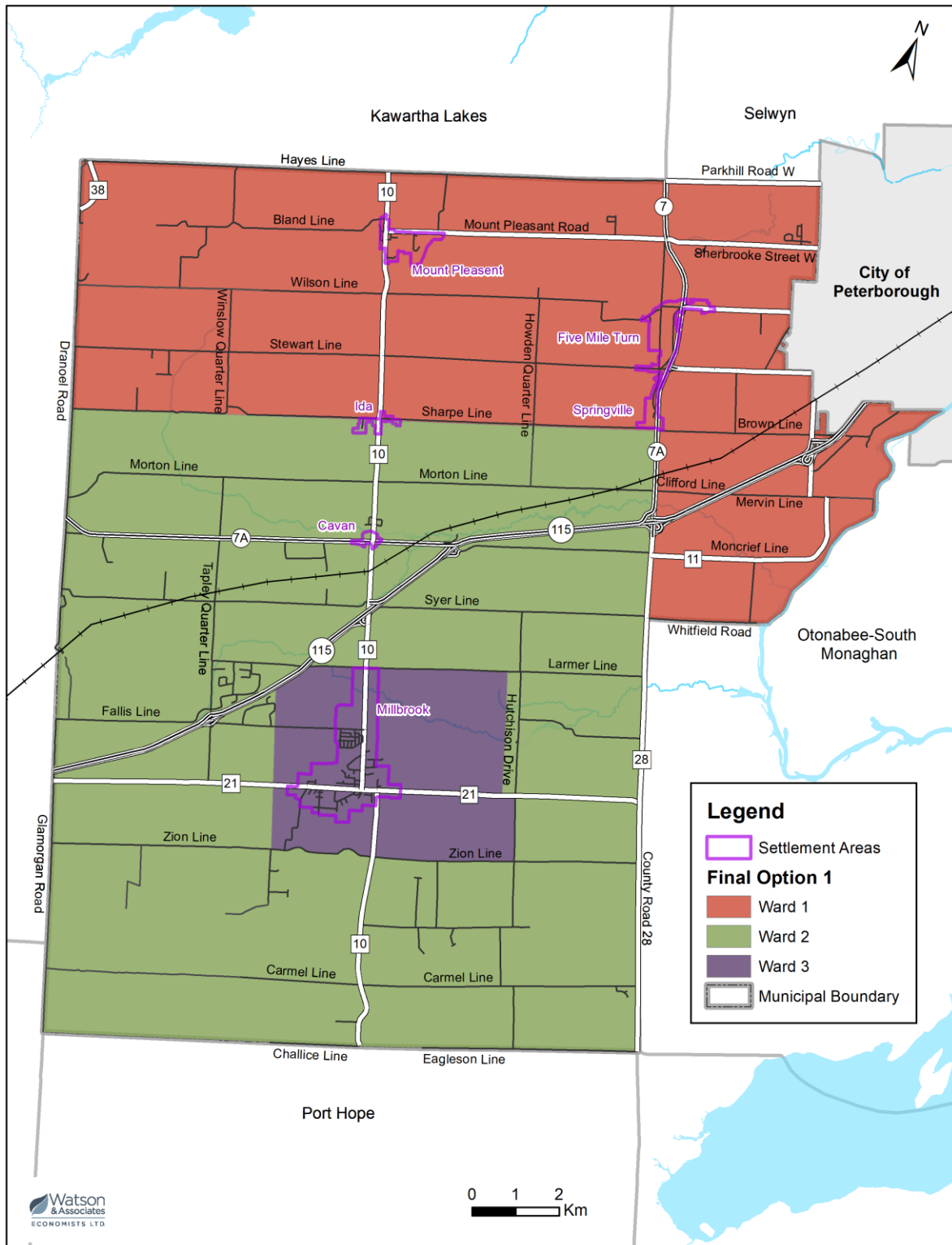




Table 9-1: Final Option 1 - Population by Ward

Ward #	2021 Population <sup>[1]</sup>	Variance	Optimal Range	2030 Population <sup>[1]</sup>	Variance	Optimal Range
Ward 1	3,590	1.04	O	3,640	0.93	O-
Ward 2	3,720	1.08	O+	3,660	0.94	O-
Ward 3	3,000	0.87	O-	4,440	1.13	O+
<b>Total</b>	<b>10,310</b>	-	-	<b>11,730</b>	-	-
<b>Average</b>	<b>3,437</b>	-	-	<b>3,910</b>	-	-

<sup>[1]</sup> Population includes net Census undercount of approximately 2.5%.

Note: numbers may not add due to rounding.

Source: Watson & Associates Economists Ltd., 2020.

Table 9-2: Final Option 1 Ward Configuration Evaluation Summary

Principle	Does the Proposed Ward Structure Meet the Respective Principle?	Comment
Representation by Population	Yes	All wards are well within an acceptable range of variation.
Population and Electoral Trends	Yes	All wards are well within an acceptable range of variation in 2031.
Representation of Communities of Interest	Largely successful	The proposed Ward 1 includes rural communities that have not been traditionally aligned. Other communities of interest are represented in coherent wards.
Geographical and Topographical Features as Boundaries	Yes	Proposed boundaries are clear and consistent.
Effective Representation	Yes	The overall features contribute to effective representation.



## 9.2 Final Option 2

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Final Option 2 is the same as Preliminary Option 1 in which the wards continue to reflect the pre-amalgamation municipalities but are more balanced in area, and the boundaries largely follow recognizable features and do not divide any hamlets or population clusters. The proposed Ward 1 remains centred on North Monaghan and Springville while the proposed Ward 2 includes the three settlements along County Road 10

(Cavan, Ida and Mount Pleasant) and the neighbourhood north of the Highway at Tapley Line. The proposed Ward 3 consists of the area south of Highway 115 and Larmer Line, centred on Millbrook. Two of the three boundary lines follow major roadways, while the proposed boundary between Wards 1 and 2 follows Howden Quarter Line and the associated road allowances north of Highway 115.

Although the population of the proposed Ward 3 is above the optimal range because it includes Millbrook and areas outside the present Millbrook Ward, where a significant part of the Township's growth is forecast, the overall population distribution is better than in the existing ward system. Ward 1 with fewer population centres is expected to remain below the acceptable range of population. It should be noted, however, that while some ward populations are above/below the acceptable ranges, the smallest and largest wards still only differ in absolute population by less than 2,500 residents.





Figure 9-2: Ward Map of Final Option 2

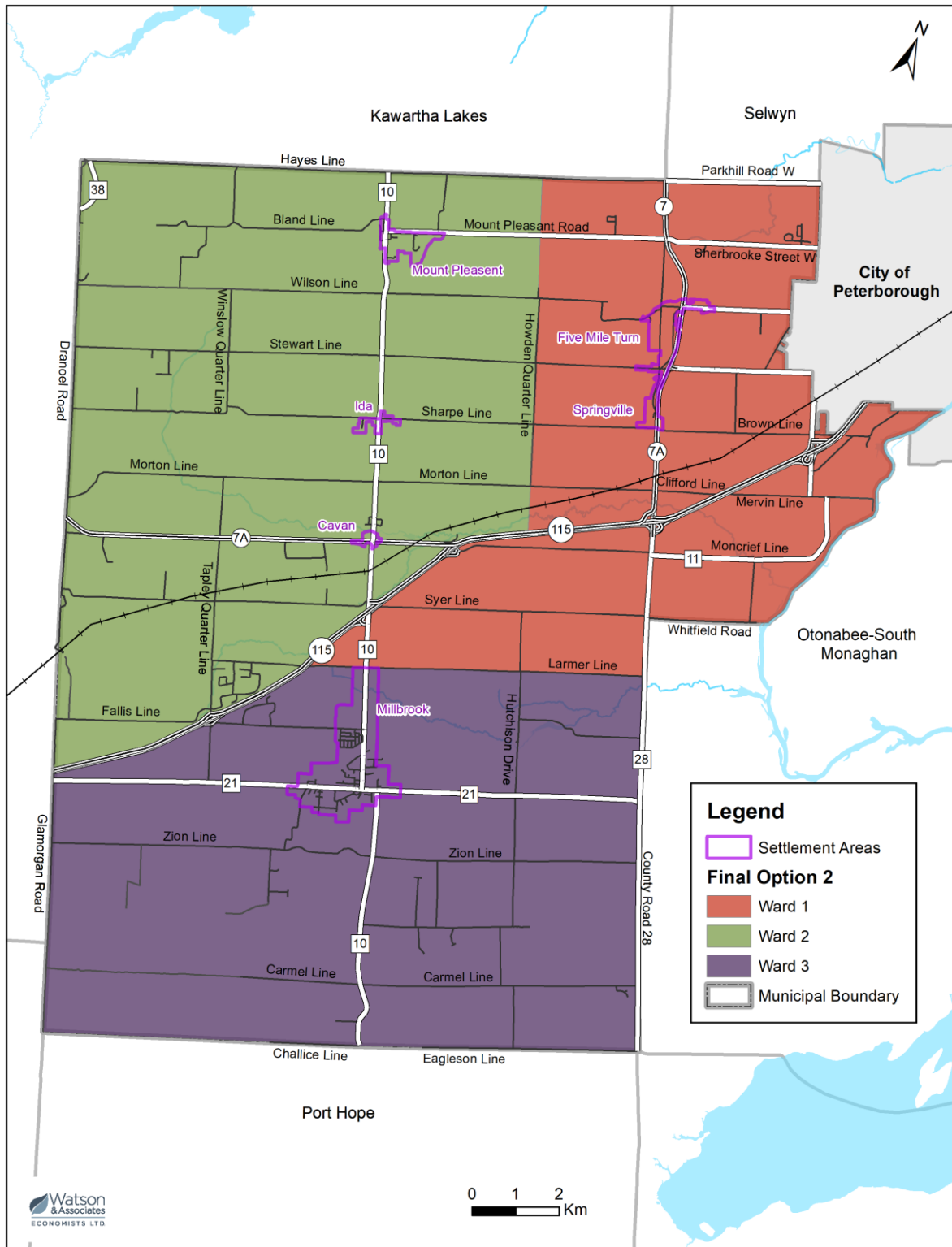




Table 9-3: Final Option 2 - Population by Ward

Ward Number	2021 Population <sup>[1]</sup>	Variance	Optimal Range	2030 Population <sup>[1]</sup>	Variance	Optimal Range
Ward 1	2,300	0.67	OR-	2,260	0.58	OR-
Ward 2	3,240	0.94	O-	3,290	0.84	O-
Ward 3	4,770	1.39	OR+	6,180	1.58	OR+
<b>Total</b>	<b>10,310</b>	-	-	<b>11,730</b>	-	-
<b>Average</b>	<b>3,437</b>	-	-	<b>3,910</b>	-	-

<sup>[1]</sup> Population includes net Census undercount of approximately 2.5%.

Note: numbers may not add due to rounding.

Source: Watson & Associates Economists Ltd., 2020.

Table 9-4: Final Option 2 Ward Configuration Evaluation Summary

Principle	Does the Proposed Ward Structure Meet the Respective Principle?	Comment
Representation by Population	<b>Partially successful</b>	Two wards are outside the acceptable range of variation.
Population and Electoral Trends	<b>Partially successful</b>	Two wards are outside the acceptable range of variation.
Representation of Communities of Interest	<b>Largely successful</b>	All wards combine rural and settlement areas. The major population centre at Millbrook will dominate the rural community in the proposed Ward 3.
Geographical and Topographical Features as Boundaries	<b>Yes</b>	Proposed boundaries are clear and consistent.
Effective Representation	<b>Largely successful</b>	The improved population distribution, similar geographic areas of the wards and identifiable boundaries contribute to more effective representation.



## 10. Next Steps & Council Decisions

This report will be presented to Council at a meeting scheduled for June 21, 2021. In these deliberations and the choice that it makes, Council will be affirming certain attributes of the Township's electoral system that are implicit in the core principles for this review. How do they want to see the rural areas and communities outside Millbrook represented? Should the wards be more reflective of existing populations and settlements or future population projections? How important are clear and identifiable ward boundaries to the residents of Cavan Monaghan? Council must decide which of these core principles best represents their communities and residents.

It is also within the authority of Cavan Monaghan Council to dissolve the wards, thereby creating a system in which all five members of the Cavan Monaghan Council would be elected at-large. This idea was raised at various points in our consultations so it should be addressed here. The adoption of a ward system in Cavan Monaghan was part of the amalgamation and was based simply on respecting the three pre-amalgamation municipalities by turning them into wards that had historical meaning. The three wards, however, were significantly different in population and area. If the guiding principles being applied in this review had been applied at amalgamation, it is improbable that the present ward system would have been implemented.

To some residents, the existence of wards – particularly in their present form – creates a “we-they” mentality that inhibits the development of Cavan Monaghan as a unified municipality. In our professional assessment, it is not that there are wards used to elect members of Council in Cavan Monaghan that is the problem, but the fact that the electoral system has never moved beyond seeing the municipality as something other than the three original component parts. A review that evaluates the present system and addresses change – that is, proposing an improvement to the current ward system – is a more suitable democratic outcome than eliminating the wards altogether.

In an at-large arrangement, everyone gets to vote for all the candidates and acclamations are less likely (an issue that we know has caused concern in Cavan Monaghan) and in theory encourages community-wide perspectives. It assumes, however, that there are no significant differences within the municipality that may require representation, one of the roles that a ward system plays. We heard that there are such differences – even in present-day Cavan Monaghan – that are better served in three wards than by treating the entire municipality as if it were a single ward.



As well, a system in which all five members of Council are elected at-large could result in one part of the Township determining unilaterally the entire composition of the Cavan Monaghan Council. This likelihood could be increased in an urbanizing area with growth concentrated in a particular area. An at-large system, could also increase the time and expense any potential candidate would be required to expend in a municipal election, perhaps discouraging candidates from running.

In our professional judgment, the dissolution of wards in Cavan Monaghan would create an election system that is incompatible with the geographic, historical and demographic attributes of the Township.

Council can respond to this report in a number of ways:

- It can adopt one of the two Final Options with or without minor modifications.
- It can adopt one of the Preliminary Options with or without minor modifications (but it should be noted that, in our professional assessment, the Final Options presented better meet the criteria applied in this review than the options removed from consideration at this stage).
- It can adopt a by-law to “dissolve” the wards.
- It can take no action at all; that is, Council may view the current ward system as adequate and, by default, endorse it by not selecting an alternative option. If it declines to act, Council must clearly understand that such a decision essentially indicates to the Township’s residents that it believes retaining the 1998 ward system still serves Cavan Monaghan well. The Consultant Team has reached a different conclusion.
- If Council decides to change the wards, Council will later ratify a by-law to implement changes to the boundaries of the wards. Such a by-law is open to appeal to the Local Planning Appeal Tribunal (LPAT), but the Consultant Team is confident that either of the two options would successfully withstand such an appeal.

It is 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 LPAT to have the municipality redivided into wards. In the unlikely event that residents choose to appeal Council's decision to make no changes, the Consultant Team – which has recommended that the present system not be maintained – would not be able to act in support of Council's decision to retain the present system.

It is also appropriate for Council to consider the adoption of a Ward Boundary Review Policy for Cavan Monaghan that commits the municipality to review its ward boundaries on a regular basis. The implementation of a new ward boundary model, as provided for in this report, can be viewed as addressing the distribution of population and communities as they exist in 2021, but as the municipality changes through population growth and new residential development, such new conditions can be incorporated within a relatively short period of time.

If Council's decision is to endorse one of the Final Options contained in this report, a by-law to implement a preferred option is expected to occur as soon as possible. The by-law would describe the boundaries associated with the approved wards and assign numbers (or names) to them that may be different than those included in this report.



# Appendix A

## Public Engagement





Figure A-1: List of Public Engagement Tools

Tool	Description
Cavan Monaghan W.B.R. Webpage	A dedicated engagement website was developed for the Ward Boundary Review (W.B.R.) study at <a href="http://www.cavanmonaghan.net/WBR">www.cavanmonaghan.net/WBR</a> . 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	<p>Four open houses were held:</p> <ul style="list-style-type: none"> <li>• December 16, 2020 (x2)</li> <li>• March 24, 2021</li> <li>• April 1, 2021</li> </ul> <p><b>See Appendix B for the presentation slides.</b></p>
Public Engagement Surveys	<p>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.</p> <p><b>See Appendix C for a summary of the results.</b></p>
Interviews with members of Council and community outreach	Each member of Council was invited to participate in a one-hour discussion with the consultant. In addition, Township staff provided the Consultant Team with a list of prominent community members (business owners, former members of government and law enforcement) who may have insights to share pertaining to the W.B.R.
Social Media	<p>Sixteen (16) notices were posted on Facebook:</p> <ul style="list-style-type: none"> <li>• 3,259 people reached.</li> <li>• 1,620 impressions (e.g., “likes”).</li> <li>• 232 engagements (e.g., comments, shares).</li> </ul> <p>Sixteen (16) notices were posted on Twitter:</p> <ul style="list-style-type: none"> <li>• 2,045 impressions (i.e., reach).</li> <li>• 51 engagements (includes likes and retweets, but also link clicks, or any other interaction).</li> <li>• 7 likes or retweets.</li> </ul>

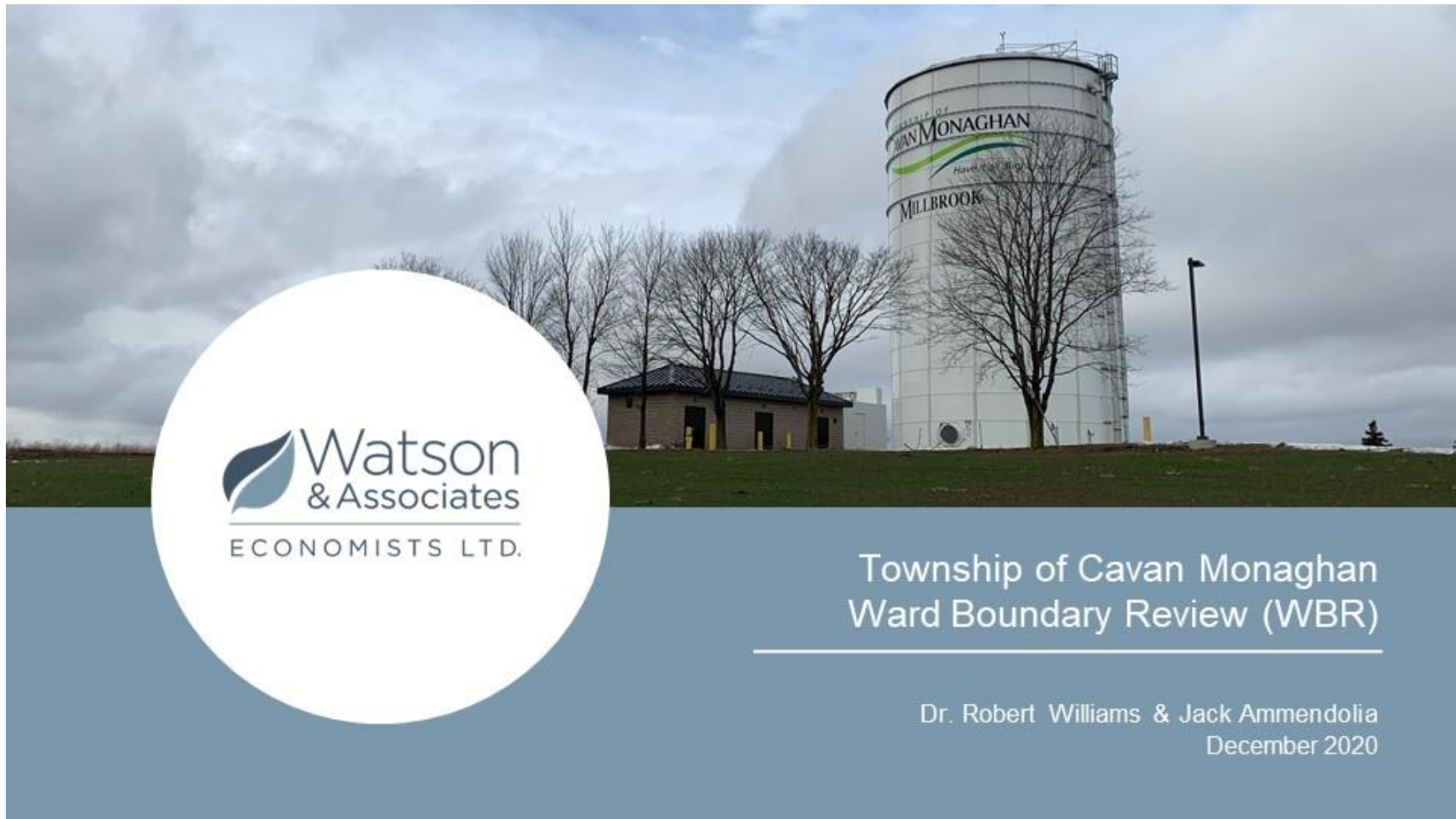


Tool	Description
Radio Advertisements	Ads in local radio stations informed residents about the review, providing key dates and updates, and directing them to the W.B.R. webpage.



# Appendix B

## Public Consultation Slides



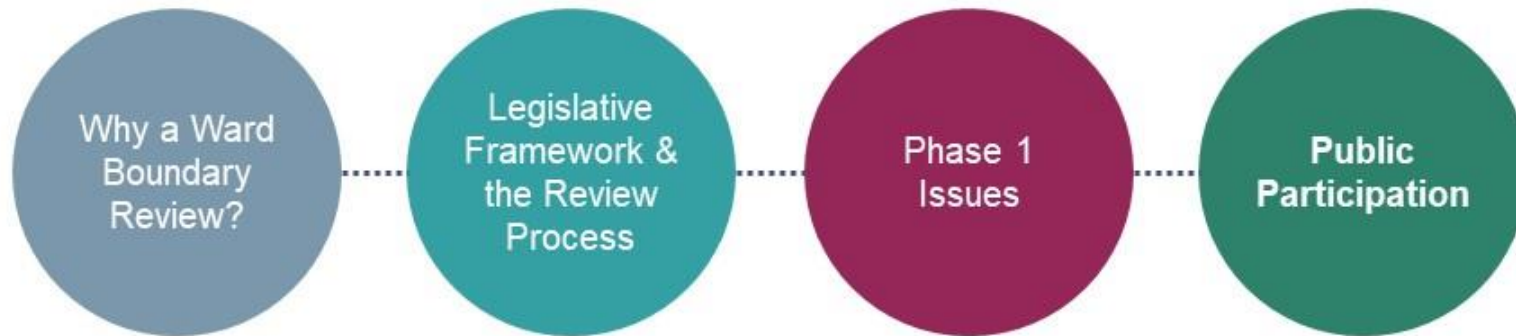
# Township of Cavan Monaghan Ward Boundary Review (WBR)

Dr. Robert Williams & Jack Ammendolia  
December 2020



# Introduction

## What Will Be Covered At This Open House?



[cavanmonaghan.net/wbr](http://cavanmonaghan.net/wbr)

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## What Are We Trying to Figure Out?

How well does the present electoral structure serve the citizens of Cavan Monaghan?

Does the present electoral structure provide fair and effective representation?

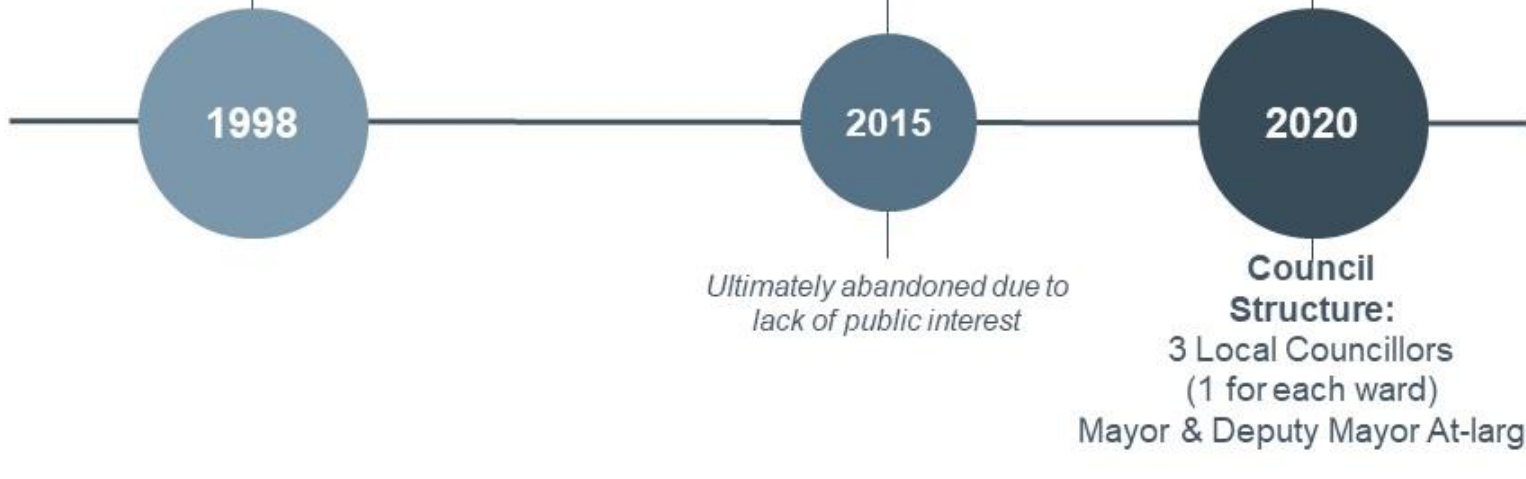
Would an alternative system provide better representation for the citizens of Cavan Monaghan?





## Context

*Current ward structure was established when Townships of Cavan and North Monaghan, and the Village of Millbrook, were merged to form the*  
**Township of Cavan Monaghan**



*Ultimately abandoned due to lack of public interest*

*Necessitated by significant population growth (around 20% since 1998), which has been unevenly distributed.*

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## Why A Ward Boundary Review?

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

[cavanmonaghan.net/wbr](http://cavanmonaghan.net/wbr)

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## Legislative Framework

<p>Ontario's <i>Municipal Act, 2001</i> authorizes a lower-tier municipality to:</p>	<p>No stipulated schedule, standardized process or established criteria exist for electoral reviews in Ontario</p>
<ul style="list-style-type: none"><li>• define the size of the Council</li><li>• determine how Council (other than the Mayor) will be elected</li><li>• “divide or re-divide the municipality into wards or dissolve the existing wards”</li></ul>	<ul style="list-style-type: none"><li>• Each municipality must set its own terms, parameters, guiding principles, etc.</li><li>• 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</li></ul>



## Review Process – Phase 1



[cavanmonaghan.net/wbr](http://cavanmonaghan.net/wbr)

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## Guiding Principles to Design Wards



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

1	Effective Representation
2	Representation by Population
3	Representation of Communities of Interest
4	Population and Electoral Trends
5	Geographical and Topographical Features as Boundaries

## Phase 1 Questions



Are three Local Councillors appropriate for a Township of around 10,000 inhabitants?

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-based system in Cavan Monaghan?



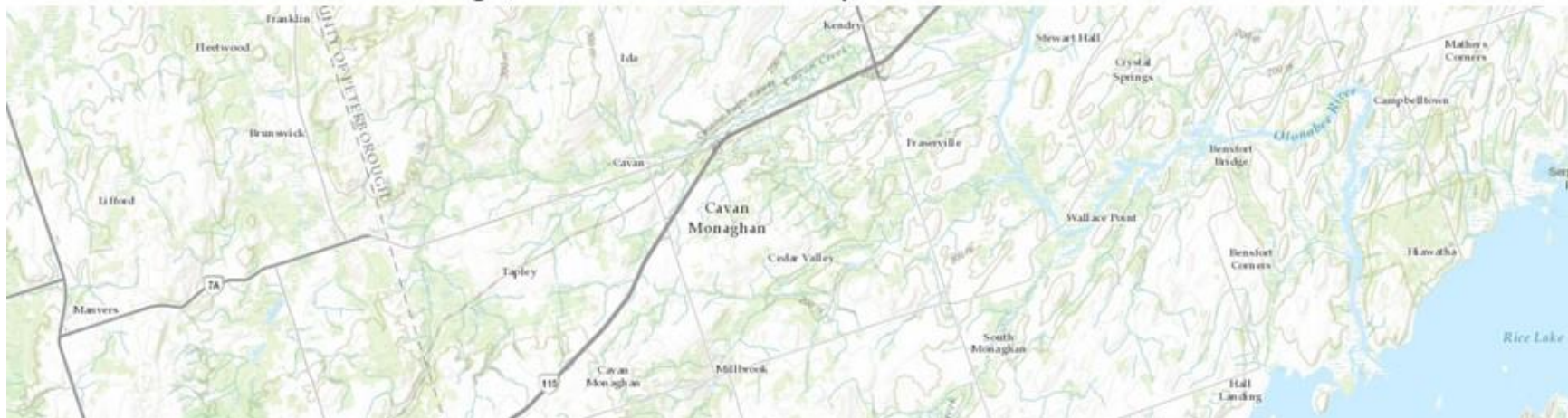




## Phase 1 Evaluations

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”) for the residents of Cavan Monaghan.

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





## Phase 1 Assessments

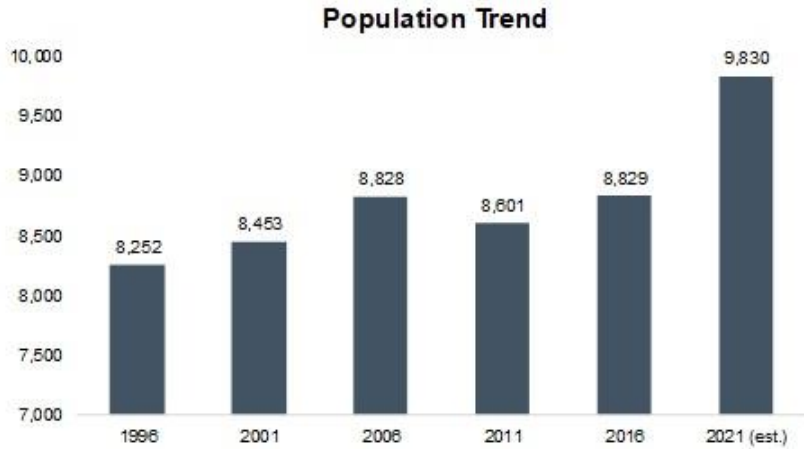
Preliminary assessment of the present ward system suggests:

- 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

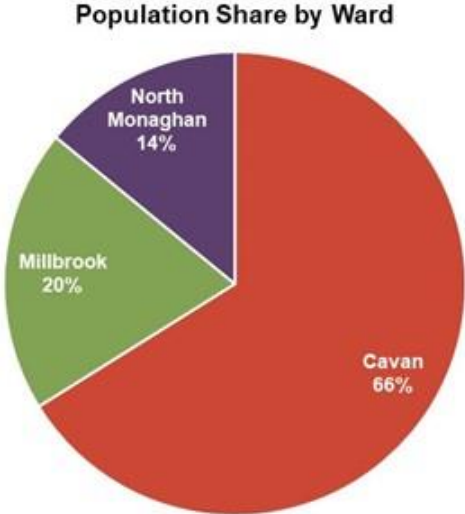




# Population Overview



Note: Populations from 1996 - 2016 are from Statistics Canada Census of Population; early 2021 population derived using 2016 census figures combined with building permit data.  
All population figures exclude census undercount



[cavanmonaghan.net/wbr](http://cavanmonaghan.net/wbr)



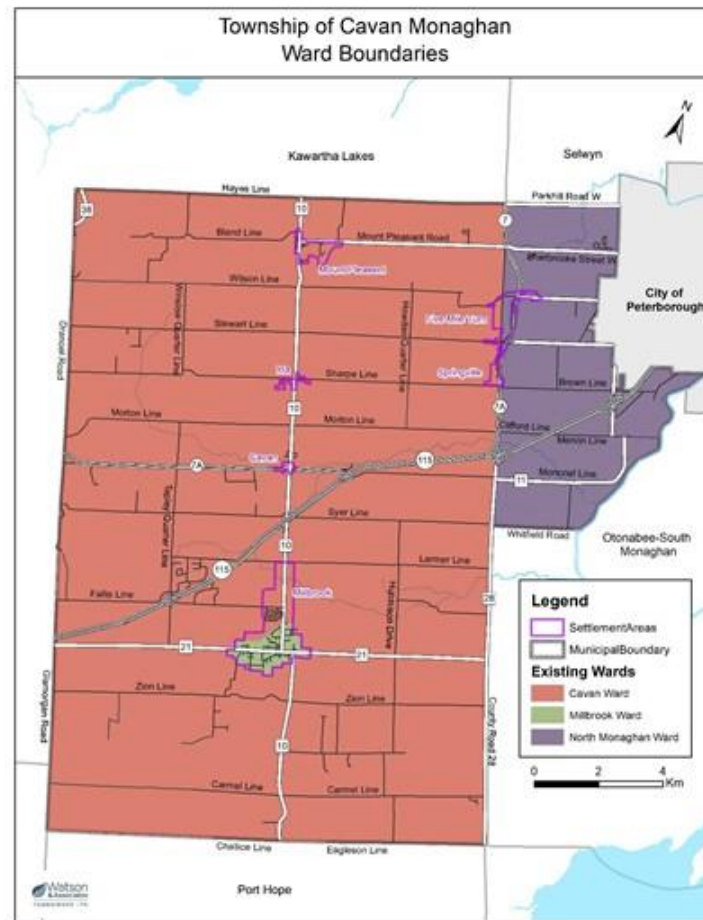
## Phase 1 Assessments (cont'd)

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
- Cavan Ward is disproportionately large in terms of both population and geography.
- Wards tend not to have boundaries that accurately reflect communities within—for example, the communities of Five Mile Turn, Springville, and parts of Millbrook are split.
- Some boundaries are unclear and do not make use of man-made or natural features.



# 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 Township 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 Cavan Monaghan? (survey)**
- Alternatives will be filtered through the set of core principles, case law, and successful models adopted in other municipalities



## 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.”<sup>1</sup>
  - pass a by-law to “redivide” the wards<sup>2</sup> (by-law includes an appeal period under the Municipal Act<sup>3</sup>)

<sup>1</sup>Municipal Act, 2001 s.217

<sup>2</sup>Municipal Act, 2001 s.222

<sup>3</sup>Municipal Act, 2001 s.223





## 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

- ✓ Online & Print Engagement (website, social media, newspapers, ads etc.)
- ✓ Survey
- ✓ Virtual Open House Sessions (2x)
- ✓ Public Feedback Analysis
- ✓ Reporting

[cavanmonaghan.net/wbr](http://cavanmonaghan.net/wbr)

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## Your Contribution to This Review

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

[cavanmonaghan.net/wbr](http://cavanmonaghan.net/wbr)







# Questions?

[cavanmonaghan.net/wbr](http://cavanmonaghan.net/wbr)

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# Township of Cavan Monaghan Ward Boundary Review (WBR)

Phase 2: Preliminary Ward Boundary Options

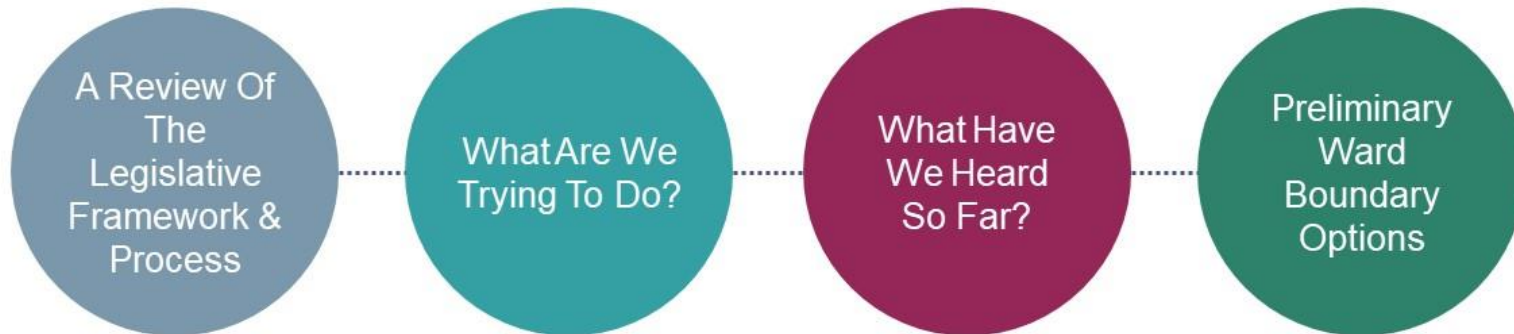
Jack Ammendolia and Dr. Robert Williams

March 2021



# Introduction

## What Will Be Covered in This Information Session?





# Context

*Current ward structure was established when Townships of Cavan and North Monaghan, and the Village of Millbrook, were merged to form the*  
**Township of Cavan Monaghan**

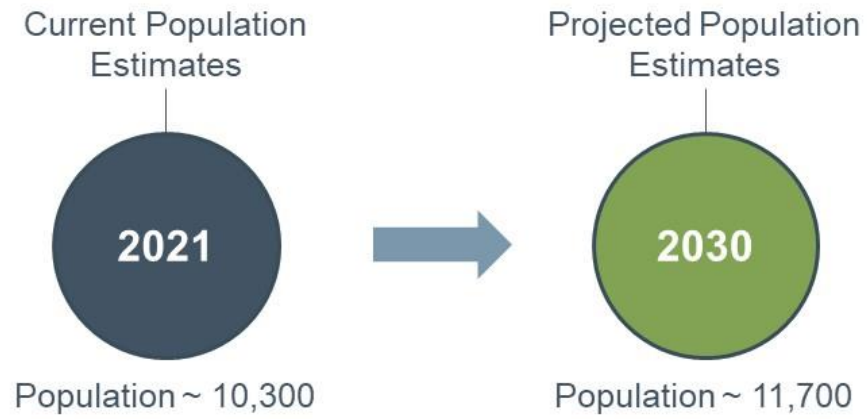


**Current Ward Boundary Review**  
*Necessitated by significant population growth (around 20% since 1998), which has been unevenly distributed.*

**Council Structure:**  
3 Local Councillors  
(1 for each ward)  
Mayor & Deputy Mayor At-large



# Looking Ahead







## Legislative Framework: A Review

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”

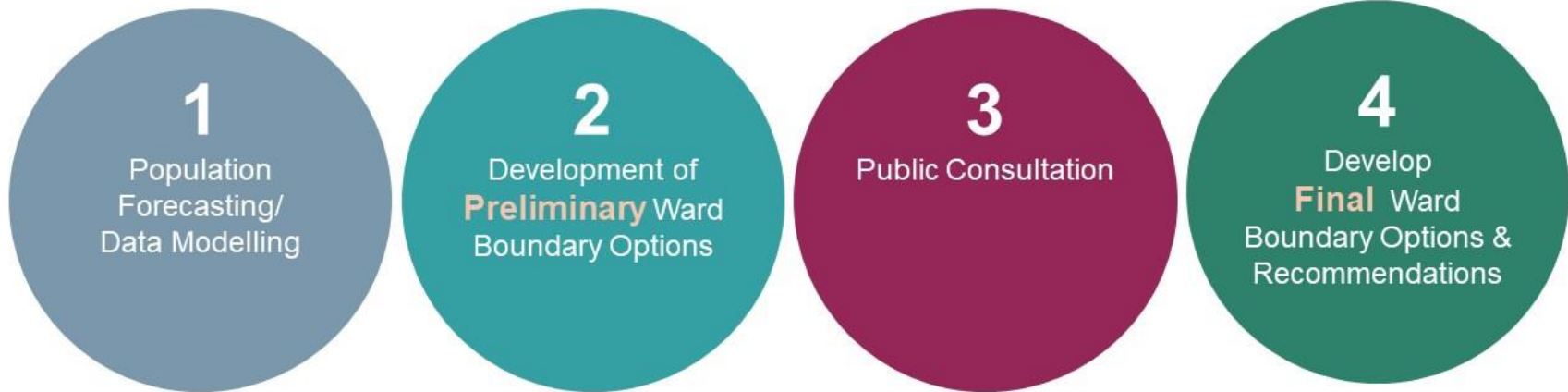
No stipulated schedule, standardized process or established criteria exist for electoral reviews in Ontario

- 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

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## Review Process Phase 2



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## Cavan Monaghan Ward Boundary Review



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

- Cavan Monaghan's representation on Peterborough County Council is made up the Mayor and Deputy Mayor, who are elected at-large.
- Cavan Monaghan is divided into three wards, with each electing one Local Councillor. The wards are based on the three pre-amalgamation municipalities that formed Cavan Monaghan.





## Did We Answer Questions From Phase 1?

How well does the present electoral structure serve the citizens of Cavan Monaghan?

Does the present electoral structure provide fair and effective representation?

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

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## Successful Phase 1 Consultations

### Public Engagement Overview

- Interviews with senior staff and members of council
- Two public online "town hall" sessions
- An engagement website with lots of materials to learn from.
- A survey of public preferences and perspectives.

### Some High-level Perspectives

- Informative social media posts - over 3,000 views.
- 20 people responded to the survey, with many leaving thoughtful explanations for their choices
- Majority of people were from Cavan Ward, but all wards were represented.

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## What We Heard

1

Many survey respondents identified population disparities between existing wards as a hindrance to effective representation.

2

Half of respondents felt that the current ward boundaries accurately represent them, while the other half did not.

3

Some residents felt that communities of interest are not well represented by the current wards. Several important communities are bisected by existing boundaries, creating confusion about which ward people reside in.



## What Did We Determine In Phase 1?

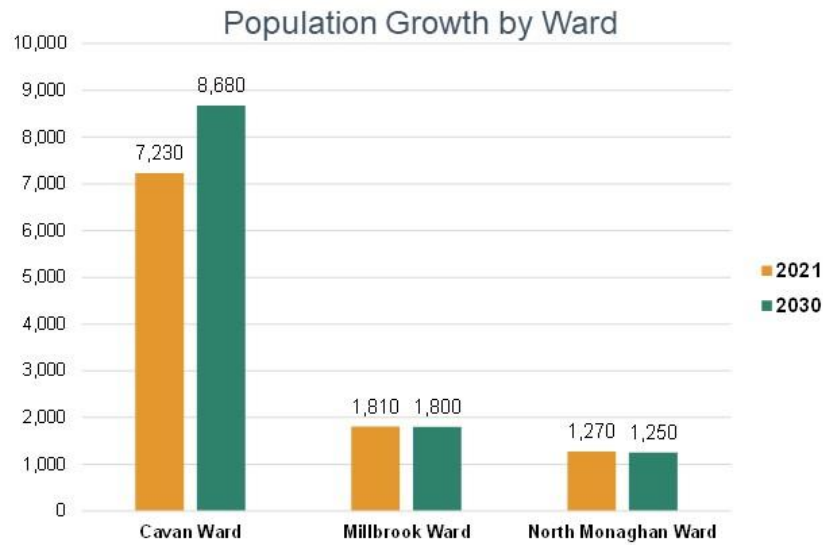
In Phase 1, the WBR focused on an assessment of the present ward system to determine whether it constitutes an equitable and effective electoral arrangement (i.e., does it provide “effective representation” to the residents of the municipality?)

### **The assessment of the present ward system suggests:**

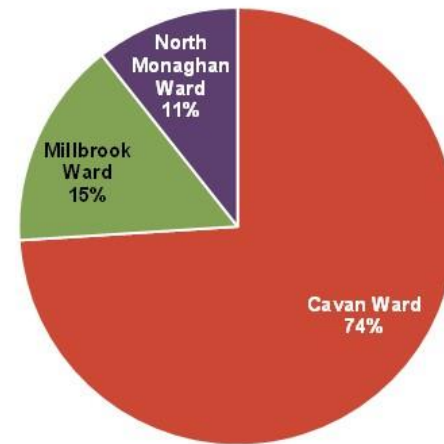
- Cavan Ward is disproportionately large in terms of both population and geography.
- Population disparities between the wards are expected to worsen through the next three election cycles.
- Wards tend not to have boundaries that accurately reflect communities within—for example, the communities of Five Mile Turn, Springville, and parts of Millbrook are split.
- Some boundaries are unclear and do not make use of man-made or natural features.



# Population Disparity: Existing & Future



### 2030 Population by Ward



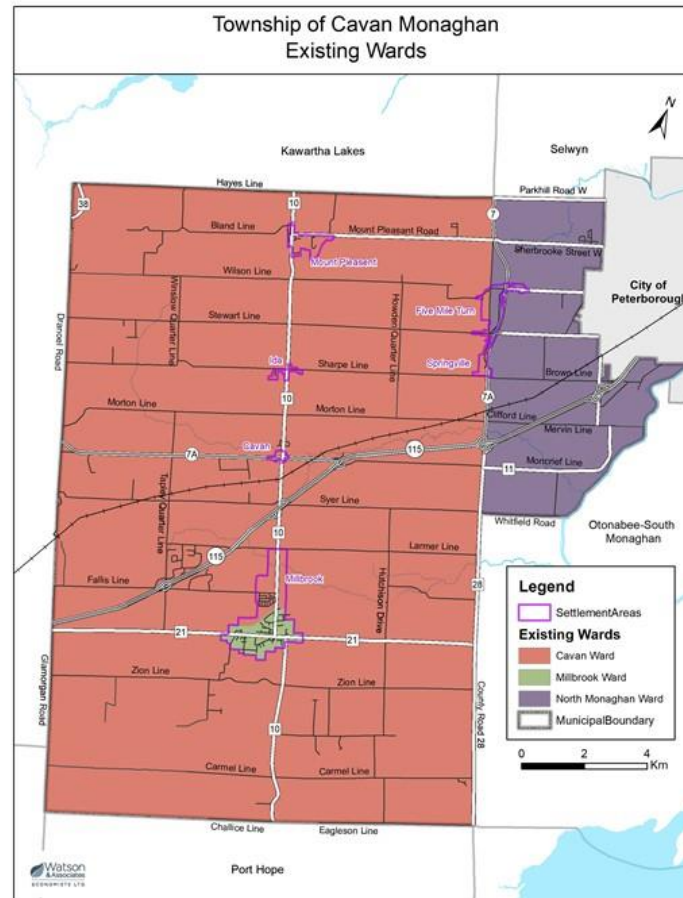


## Optimal Population Distribution

Symbol	Description	Variance	2021 Population Range	2030 Population Range
OR+	Outside Range - High	25%	4,296	4,888
O+	Above Optimal	5%	3,609	4,106
O	Optimal Population Range	-	3,437	3,910
O-	Below Optimal	-5%	3,265	3,715
OR-	Outside Range - Low	-25%	2,578	2,933



# Existing Ward Map







## Do the Wards Need to Be Changed?



The consultants feel that a ward system is still the appropriate method of representation in Cavan-Monaghan.

However, the existing wards do not provide “effective representation” based on some of 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 Cavan Monaghan: the large area with concentrated growth in few areas.





## Next Steps

**1**

Preliminary Options Report

**2**

Continued public feedback and engagement allowing for 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 ward boundary options to Council. Council can select one of the final options presented, can select to retain the existing system (i.e. status quo) or can select to dissolve the wards and move to an at-large system.



[cavanmonaghan.net/wbr](http://cavanmonaghan.net/wbr)

Your insights have influence

- **Visit** the web page for the project.
- **Ask** questions at the virtual town halls, website, and emails.
- **Read** the Discussion Paper, Preliminary Options Report and other materials.
- **Play** with the mapping tool on the engagement page.
- **Answer** the survey please!
- **Tell** your family, friends, and neighbours to add their insights too.





# Preliminary Options

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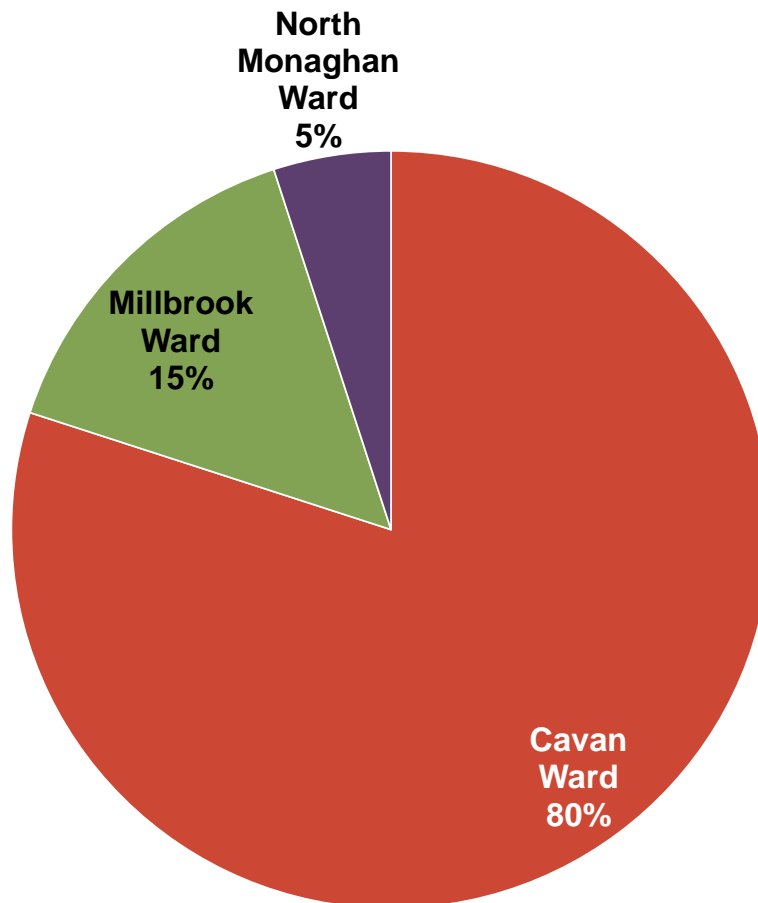
# Appendix C

## Public Engagement Survey Results



## Township of Cavan Monaghan Public Engagement Survey – Phase 1

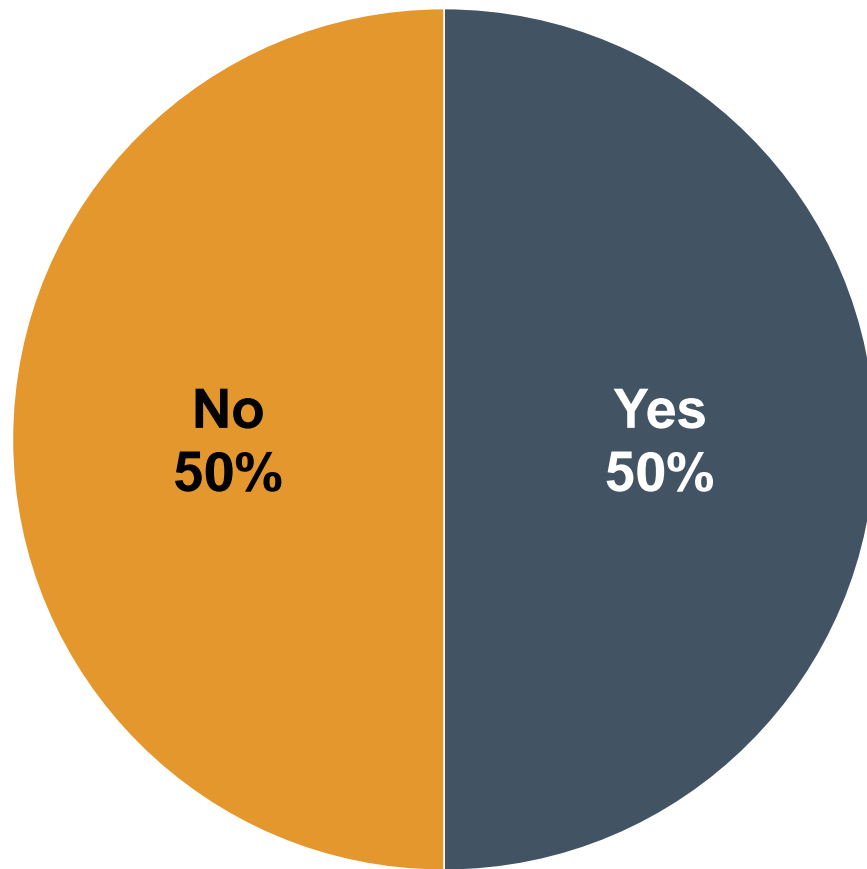
Which ward do you live in?



Number of responses = 20



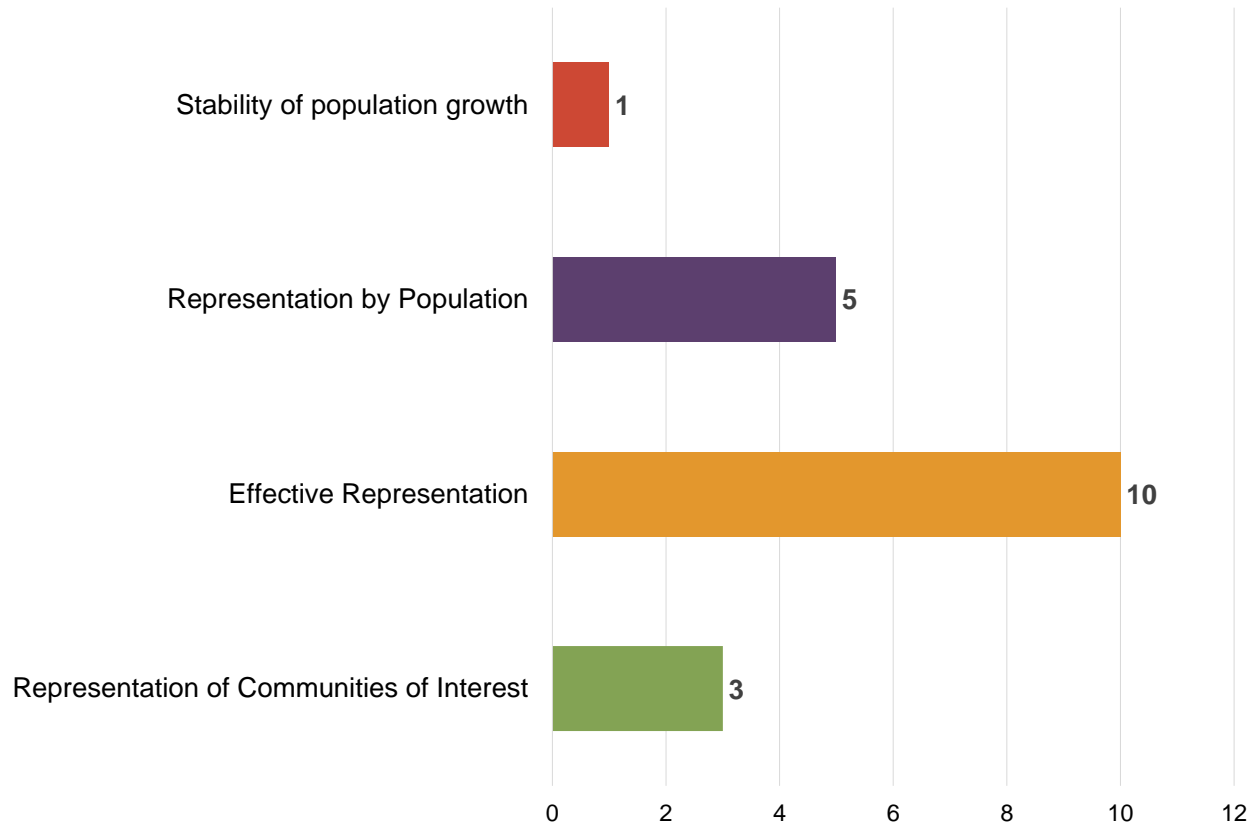
**Do you feel the current ward system accurately represents you?**



**Number of responses = 20**



**Please select the one principle that you believe should be given the greatest priority as we assess the current ward makeup in Cavan Monaghan.**



**Number of responses = 19**

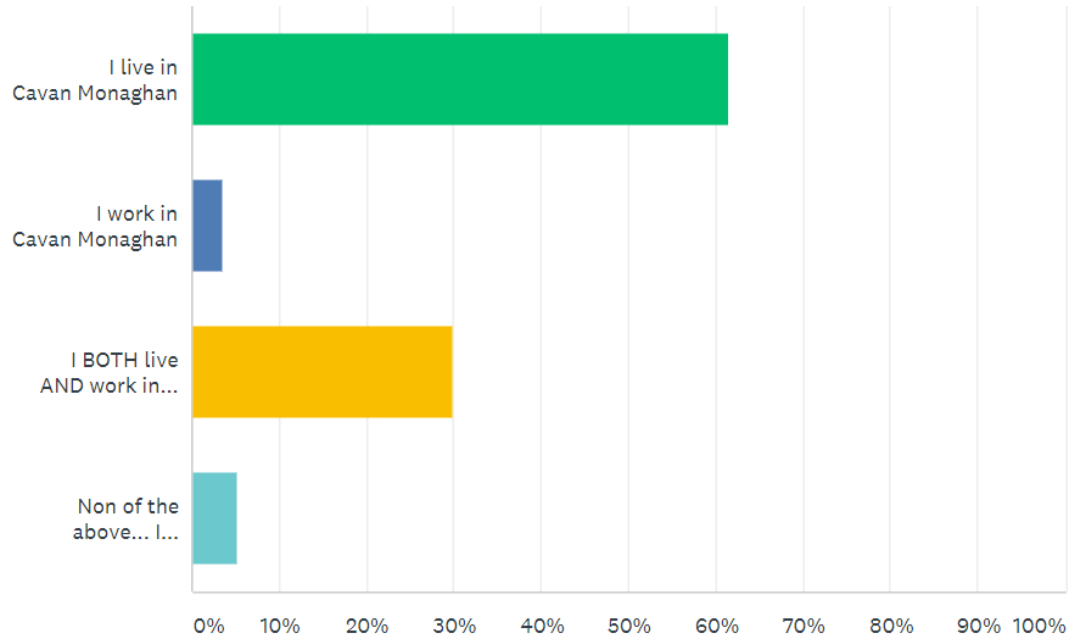




## Township of Cavan Monaghan Public Engagement Survey – Phase 2

### Which of the following best describes you?

Answered: 57 Skipped: 0

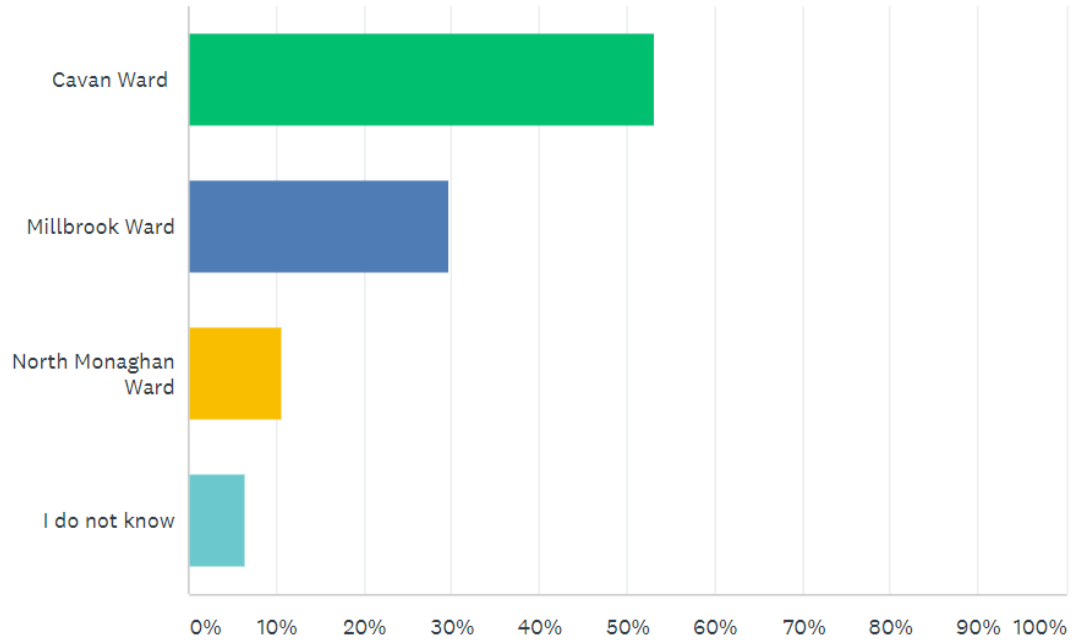


ANSWER CHOICES	RESPONSES
▼ I live in Cavan Monaghan	61.40% 35
▼ I work in Cavan Monaghan	3.51% 2
▼ I BOTH live AND work in Cavan Monaghan	29.82% 17
▼ Non of the above... I neither live nor work in Cavan Monaghan	5.26% 3
<b>TOTAL</b>	<b>57</b>



## What ward do you live in? View the interactive map.

Answered: 47 Skipped: 10

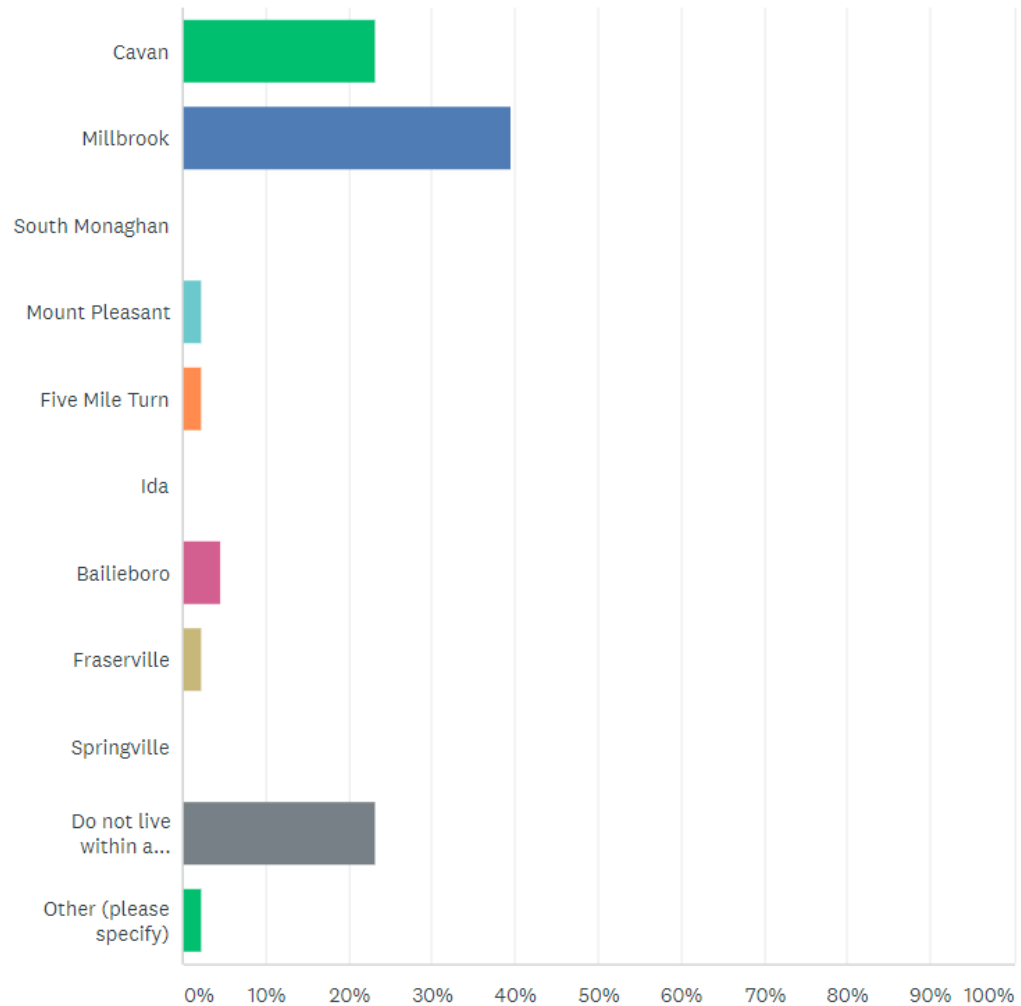


ANSWER CHOICES	RESPONSES
▼ Cavan Ward	53.19% 25
▼ Millbrook Ward	29.79% 14
▼ North Monaghan Ward	10.64% 5
▼ I do not know	6.38% 3
<b>TOTAL</b>	<b>47</b>



## In which community or village within Cavan Monaghan do you reside?

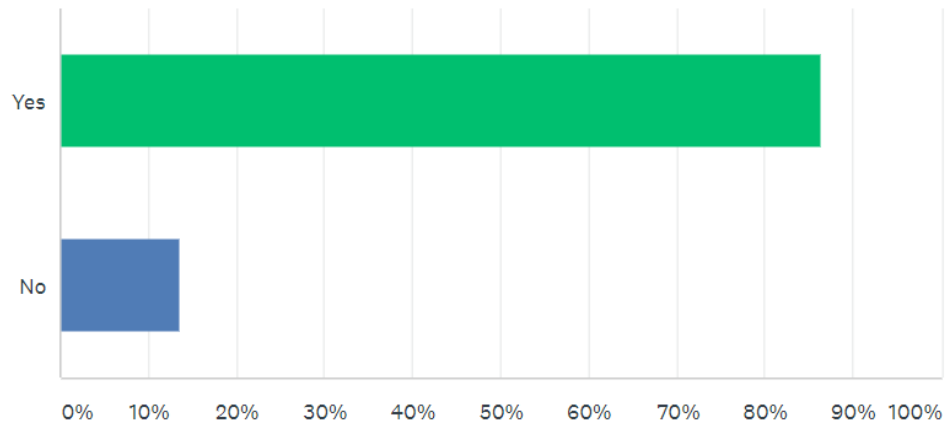
Answered: 43 Skipped: 14





## Were you able to view any of the accompanying materials available on the Township's ward boundary review webpage before taking this survey?

Answered: 44 Skipped: 13

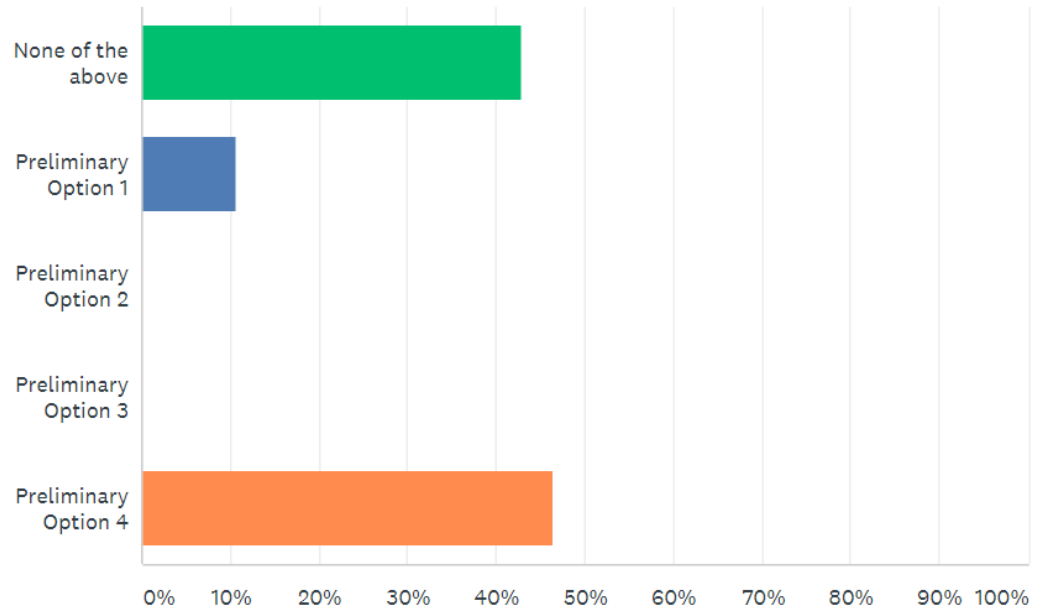


ANSWER CHOICES	RESPONSES
Yes	86.36% 38
No	13.64% 6
<b>TOTAL</b>	<b>44</b>



## Which of the four Preliminary Options for wards do you prefer?

Answered: 28 Skipped: 29



ANSWER CHOICES	RESPONSES
None of the above	42.86% 12
Preliminary Option 1	10.71% 3
Preliminary Option 2	0.00% 0
Preliminary Option 3	0.00% 0
Preliminary Option 4	46.43% 13
<b>TOTAL</b>	<b>28</b>