



Council Structure and Ward Boundary Review

The Town of Grimsby

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100 RUE QUEEN STREET, SUITE 850
OTTAWA, ONTARIO K1P 1J9
613-231-2630

145 KING STREET EAST, 2ND FLOOR
TORONTO, ONTARIO M5C 2Y7
416-864-7112

STRATEGYCORP.COM

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Executive Summary and Summary of Recommendations

In December 2020, the Town of Grimsby (the “Town” or “Grimsby”) retained StrategyCorp Inc. to conduct a Council Structure and Ward Boundary Review (the “Review”).

Since then, we have had the pleasure of speaking to Grimsby’s elected officials, staff, and residents about the project. Special thanks to those who attended (some more than once!) the virtual sessions.

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

Steps Since our Interim Report

Since the presentation of our Interim Report, we have:

- Developed ward boundary concepts, based on the insights from our earlier phases of work, the principles of “Effective Representation”, and the Terms of Reference (TOR) evaluative criteria.
- Pre-screened concepts for adherence to “Effective Representation” factors and TOR evaluative criteria.
- Consulted with the public via an on-line survey and two digital public meetings on 6 initial draft ward boundary options.
- Iterated initial draft boundary options based on public comment, our evaluation, and on the principles of “Effective Representation”, and the TOR evaluative criteria.
- Prepared this Final Report to Council reporting on public consultations, and making recommendations having regard to the principles of “Effective Representation”, and the TOR evaluative criteria.

Summary of Findings and Recommendations

To complete the process of the Council Structure and Ward Boundary Review, it is necessary for Council to make three choices:

- 1) Size of Council:** A Council size of 7 or 9 members are both legitimate options and we present ward configurations for both Councils of 7 or 9.
- 2) Number of Councillors per Ward:** Both the 1 or 2 councillors per ward models have their own respective strengths and weaknesses, and we present ward options for both.
- 3) Ward Boundary Alignment:** For each potential council structure, we present at least two, and in some case as many as seven options. In addition, there were many other drafts that were dismissed because they did not meet an acceptable threshold of delivering effective representation as per the terms of reference.

The chart on the following page sets out for each council structure all of the options presented and our recommendations.

Category	Council size	Councillors per ward	Ward Alignment Options	StrategyCorp Evaluation
8-Ward Options	9 (8 Councillor + Mayor)	1 per ward	Option 1	Not Recommended
			Option 1A	Preferred 8-Ward Option
4-Ward Options	9 (8 Councillor + Mayor)	2 per ward	Option 4	Not Recommended
			Option 4B	Acceptable 4-Ward Option
			Option 5	Not Recommended
			Option 5B	Preferred 4-ward, and Recommended Option
			Option 6	Not Recommended
			Option 6A	Not Recommended
			Option 8	Not Recommended
6-Ward Options	7 (6 Councillor + Mayor)	1 per ward	Option 2	Not Recommended
			Option 2B	Preferred 6-Ward Option
			Option 3	Not Recommended
3-Ward Options	7 (6 Councillor + Mayor)	2 per ward	Option 7A	Not Recommended

Based on the evaluation presented in this report, we make the following conclusions:

- 1) **Option 2B would be the preferred 6-ward option** in that it would provide similarly strong outcomes for wards that reflect community of interest, and mostly favourable and easily understood geographic boundaries.
- 2) **Option 1A would be the preferred 8-ward option** in that it would provide similarly strong outcomes for wards that reflect community of interest, and mostly clean geographic boundaries.
- 3) **Option 5B would be the preferred 4-ward option and provides the best outcomes for “Effective Representation” across all the presented categories.** This Option would continue the status quo of a Council of nine with two councillors per ward. It has the following key strengths:
 - Superior outcomes in terms of population parity, both today as projected to 2030.
 - Strongest outcomes for wards that reflect community of interest.
 - Most readily explainable and easily understood geographic boundaries.

Report Sections

- **Part One** provides a project overview.
- **Part Two** describes the major considerations that went into designing draft ward boundary configurations.
- **Part Three** presents the initial Draft Ward Boundary Options, feedback on public consultations, new and revised options following consultations, and our evaluation of each option on its own.
- **Part Four** evaluates the Draft Ward Boundary Options against the evaluative criteria set by the Terms of Reference and makes our recommendations to Council.

Part 1: Project Overview

Introduction

As set out in the Terms of Reference, the overarching purpose of the Review is to “conduct a comprehensive review of the Town of Grimsby’s ward boundaries and council structure.”

The full terms of reference can be found [here](#). A full description of the guiding principles of this review can be found in **Appendix A**.

Statutory Authority

The Municipal Act gives councils discretion to set:

- The number of members of Council (*Municipal Act, 2001, s. 217 (1)*);
- The method of election for Councillors, which may be “by general vote or wards or by any combination of general vote and wards” (*Municipal Act, 2001, s. 217*; and
- The ward configuration, including the number of wards, the number of Councillors to be elected in each ward and the boundaries of the wards (*Municipal Act, 2001, s. 222 (1)*).

Progress to Date

A full description of the process so far can be found in our Interim Report dated February 16th, 2021, which is linked [here](#).

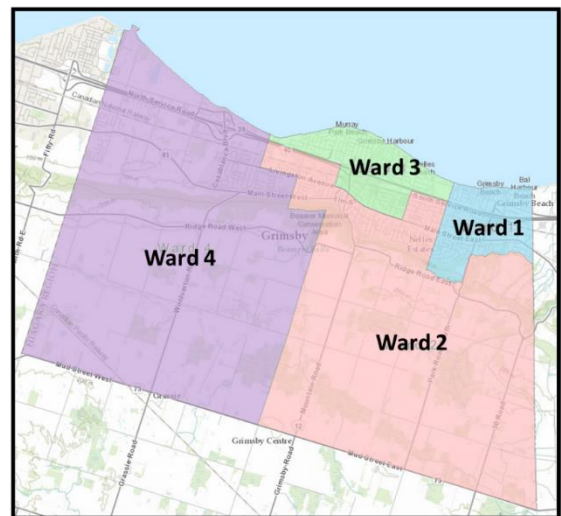
Summary of Key Findings & Recommendations from the Interim Report

1) **The Current Ward Structure no longer delivers effective representation due to inequalities of population among wards.** With the current boundaries, this problem is forecast to worsen over the period 2020 to 2030. Based on this, we conclude that maintaining the current ward system is not an option. A table showing current distribution of population across wards and methodology for establishing population estimates can be found in **Appendix B**.

2) **There is a preference for the current election by ward system over dissolving the wards and electing council “at large.”**

3) **A change to Council Size would be a judgement call:**

A council of either 7 or 9 could deliver effective representation and would have little impact on Council’s overall budget.



Based on the terms of reference, our research, stakeholder and public feedback, and our analysis, we made the following adopted recommendations to Council to narrow the scope of our review:

- 1) **Council Size:** Council confirmed that analysis in the next phase of the Review be limited to options considering a Council of nine or a Council of seven. The Review will no longer consider analysis of other Council sizes.
- 2) **Election Method:** Council confirmed that it will maintain its current ward-based system of election. The Review will no longer consider “at-large” methods of election.
- 3) **Number of Wards/Number of Councillors per Ward:** Council confirm that in the next phase of the Review,
 - a. Analysis relating to the number of wards will be limited to options including three, four, five, six, seven and eight wards.
 - b. Options relating to the number of councillors per ward will be limited to one and two per ward.
 - c. The Review may consider the desirability assigning different numbers of council members to wards, and notwithstanding (b) it may propose up to a third member per ward, where doing so would achieve goals related to “Effective Representation.”

Review Process Since the Interim Report

During the **third phase**, we developed Draft Ward Boundary Options in consultation with Grimsby’s planning and GIS teams based on the findings of the first two phases and Council’s direction.

Public Engagement

There were several opportunities for public input and feedback, including:

- Information about the Review was posted on the Town’s website and on *Let’s Talk Grimsby*;
- Two virtual public meetings held to seek comment on the Draft Boundary Options;
- These public meetings were held on April 1st, and on April 15th. Advance public notice was provided via the normal communications channels of the Town including newspaper advertisements; and
- A public engagement survey was posted on the Town’s website from March 24th to April 19th, 2021.

Engagement in a Time of COVID

In compliance with Ontario’s Emergency Order, all public consultation was undertaken in an interactive online format, in lieu of more normal face-to-face meeting arrangements.

The Online Public Engagement Surveys

The public engagement survey was available on-line and provided a convenient mechanism for residents to get involved by providing their opinions and feedback. The 24 completed responses provided qualitative insights into the opinions of participants, which were very helpful in the preparation of this Report¹.

A Public Engagement Survey is NOT to be mistaken for a Scientific Opinion Poll: Given that respondents were self-selecting, the public engagement survey results should not be misconstrued as a representative sample of the public or a quantitative public opinion poll of the population of Grimsby.

¹ Quantitative data was also collected during the second round of public consultation. However, given the limited number of participants, this data was not used in our analysis, but is included in **Appendix C**.

Part 2: Designing Ward Boundary Options

Summary of Factors Impacting Ward Design

Certain overarching factors came to light that provide the basic “facts on the ground” that all options must have regard to. The following list is not exhaustive of all factors, but highlights for the reader some of the facts that need to be accommodated in ward design that will deliver effective representation for all of Grimsby. They are listed here elaborated on in the following pages.

1. **Number of Councillors, Wards, and Councillors per Ward**; decisions that will limit the number of acceptable permutations.
2. **Future Population Trends**; including managing the impact of concentrated growth near Grimsby on the Lake.
3. **Achieving Effective Representation for the Rural Community on the Escarpment**; and determining the most effective ward configuration for delivering it.
4. **Ward Boundary Orientation Below the Escarpment**; including determining the optimal placement of the downtown district among or within those wards.

All the factors discussed in this section were considered in the context of their relevance to “Effective Representation” and the TOR, to develop the Draft Ward Boundary Options presented in this report, *as well as several options shown in **Appendix D** that were not shown in public consultations because they were deemed unsuitable by StrategyCorp and were “left on the cutting room floor”.*

1. Establishing the Number of Councillors, Wards, and Councillors per Ward

Part of an effective Council Structure and Ward Boundary Review process is reducing the number of possible options to a manageable number for decision-makers.

We have done so, but only after appropriate consideration of options and with guidance from Council.

At our presentation of the Interim Report, StrategyCorp was directed to limit further development of options to those that would accommodate either:

- 6 or 8 councillors, and
- 1 or 2 councillors per ward.

We were also discouraged from presenting asymmetrical options (i.e. configurations that would result in an uneven number of councillors per ward) unless it was necessary to do so for mathematical reasons to achieve relative voter parity among wards. We have generated options within the framework of one (1) or two (2) councillors per ward, and a resulting council size of nine (9) or seven (7), and have not presented asymmetrical options.

As a result, we are narrowing options to fit in the four basic structures set out in the chart below.

	3 Wards	4 Wards	6 Wards	8 Wards
Council of 9 (Mayor plus 8 councillors)		Status quo 2 per ward		1 per ward
Council of 7 (Mayor plus 6 councillors)	2 per ward		1 per ward	

- If Grimsby decides to reduce Council to 6 councillors, the options are limited to either a 6-ward option with 1 councillor per ward, or a 3-ward option with 2 councillors per ward.
- If Grimsby decides to keep the status quo of 8 councillors, it would be limited to an 8-ward option with 1 councillor per ward, or a 4-ward option with 2 councillors per ward, similar to Grimsby's existing electoral system.

2. Future Population Trends

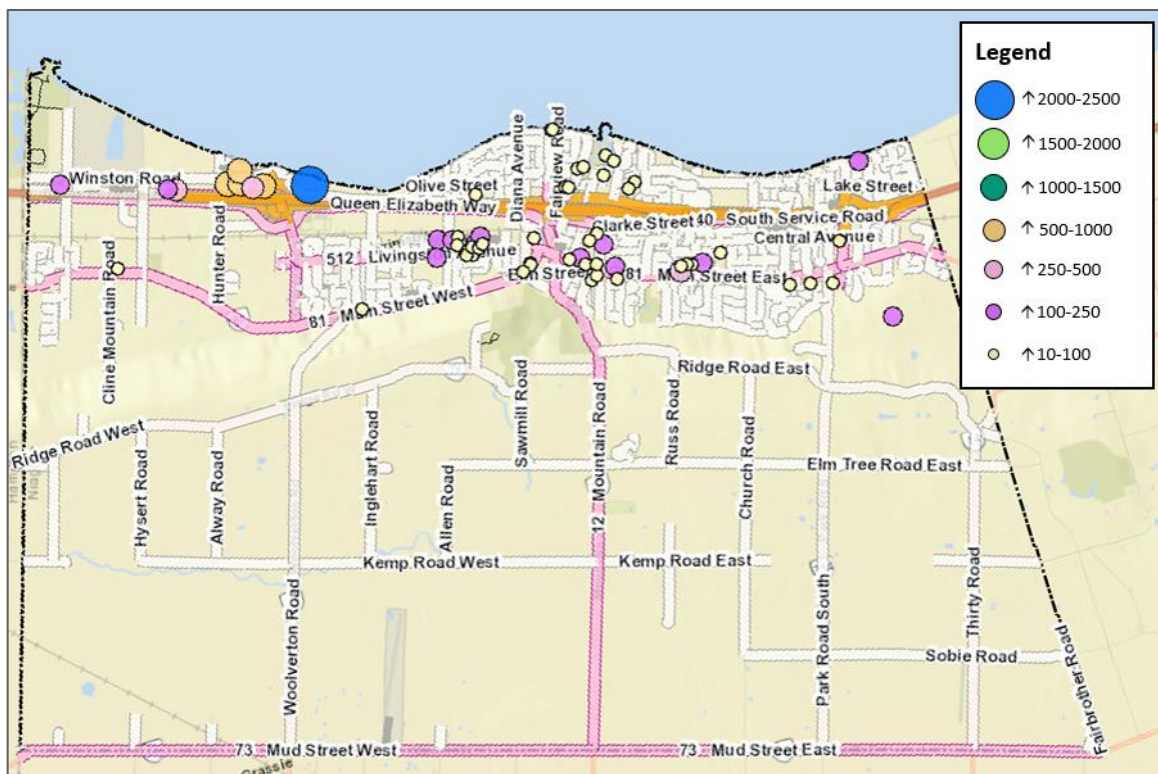
Growth in Grimsby is not projected to occur evenly across the Town.

In recent years, there has been significant concentrated development in the Grimsby on the Lake area, and this trend is expected to continue with further development planned in the area. The completion of a large Condo development at the Fifth Wheel that will add another ~2,300 people to the area, further skewing population distribution in the northwest.

Other growth centres in the Town are primarily located around the downtown, primarily along Main St. East and Livingston. However, this growth will still be dwarfed by the growth at Grimsby of the Lake, meaning variances along those areas may shift even further below the average, even though the populations of wards 2 and 3 will grow.

The table and graphic below illustrate the distribution and magnitude of planned growth across the Town. A full explanation of how projections were developed and which planned projects are included can be found in **Appendix E**.

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	7,265	-9%	7,265	-15%	7,312	-17%
Ward 2	7,153	-10%	7,367	-14%	7,802	-12%
Ward 3	6,522	-18%	6,787	-20%	6,866	-22%
Ward 4	10,856	37%	12,676	49%	13,351	51%
Total	31,796 (7,949)		34,095 (8,524)		35,331 (8,833)	



Source: Grimsby Planning and GIS Staff

Managing concentrated growth at Grimsby on the Lake

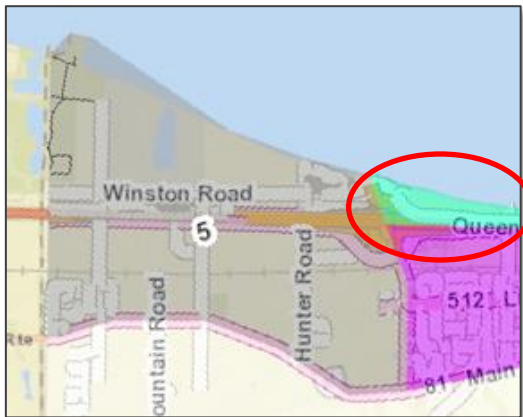
The heavy concentration of growth in Grimsby on the Lake has implications for the design of ward boundaries that achieve mathematical parity.

First, any ward that includes Grimsby on the Lake will need to have quite a small geographic footprint to accommodate its high current and projected population.

Second, it is mathematically challenging to keep the entire Grimsby on the Lake area in one ward. In the public consultation, Grimsby on the Lake was identified as a community of interest, and we heard that attempts should be made to keep the community there together including the “Fifth Wheel” site. However, in the 6- and 8-ward configurations, the “Fifth Wheel” development site needs to be split from the remainder of the neighbourhood to achieve mathematical parity. In fact, even in the 4-ward options, population variances are greatly improved by separating the “Fifth Wheel” development from the rest of Grimsby on the Lake.

Smaller Wards with Divided Grimsby on the Lake

Larger Wards with Unified Grimsby on the Lake



6 Ward Option



8 Ward Option



4 Ward Option



3 Ward Option

3. Achieving Effective Representation for the Rural Community on the Escarpment

Currently, the escarpment is divided between wards 2 and 4. In the first round of consultation, we heard the following factors needed to be considered:

- **One community of interest:** the more rural community on the upper Escarpment is considered by many to be a single community with shared interests and concerns.
- **Current under-representation:** the existing ward boundary configurations leaves the Escarpment under-represented on Council.
- **Affinity between the upper and lower Escarpment:** while recognizing that they are different in nature, we did hear that there is a connection between the upper Escarpment those at the base of the Escarpment, given their common interest in the rules and regulations associated with the Niagara Escarpment Plan.

Dimensions of rural representation

These listed factors need to be evaluated against the following three democratic principles with respect to any population minority within a community, in this case, the rural community:

In-ward electoral relevance: Concentration of the Escarpment as a “community of interest” in one ward to ensure its electoral relevance at voting time. In other words:

- *Can we get our preferred representative elected, or are we too small a minority in the ward?*

In-ward casework attention: Concentration of the ward’s councillor(s) on the escarpment for decision-making and casework purposes? In other words:

- *Between elections, can we get service, or will our representative be focused on another part of the ward?*

Overall heft at the council table: Concentration of the Escarpment interest at council for voting purposes (on local or city-wide matters). In other words:

- *Will Council decision-making be dominated by those elected by, concerned with, and focused on the area below the Escarpment?*

Potential Solutions for Rural Representation

The existing boundaries divide this community’s interests and voting power between two larger wards who’s population and interests are concentrated on the lower escarpment.

There were three proposed approaches to shaping wards on the Escarpment that came out of the consultation:

One Escarpment ward: this proposal would put a greater focus of the resulting ward on the rural population for electoral and service purposes.

- **Representation outcomes:** It could be argued that it would reduce its overall heft at the council table.
- **Ability to actually achieve the rural focus while maintaining population parity goals:** There is no getting around the relatively low population of the escarpment area. In 3- or 4-ward options, there are just not enough current and projected residents to have mathematical parity with the

other wards and a purely upper escarpment focused ward. So it is necessary to add in lower escarpment neighbourhoods to “make up the numbers.” This is less of a problem in 6- or 8-ward boundary options.

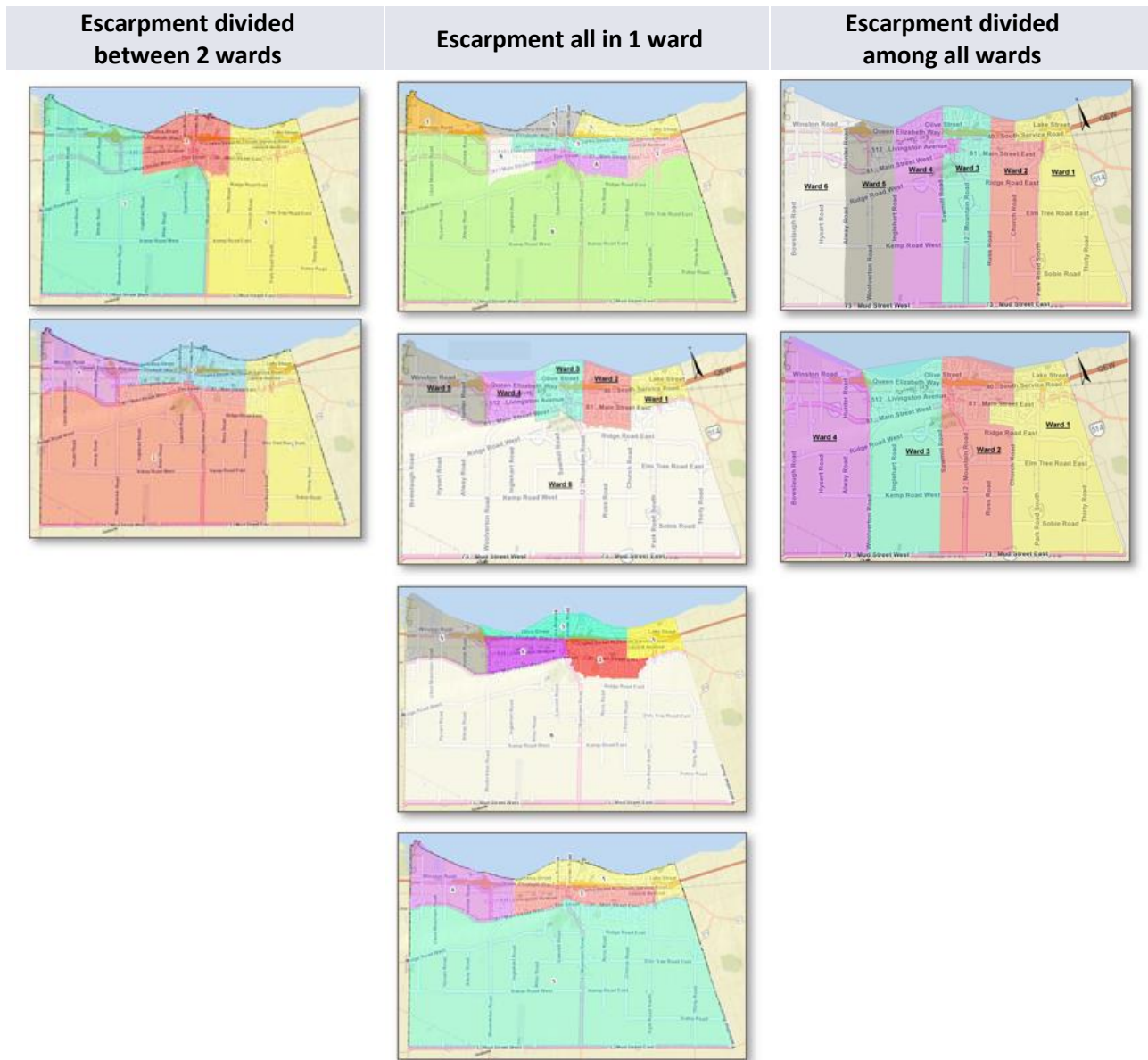
Make all wards “Shoreline to Mud Rd.” The second proposal was to divide the escarpment equally among all the wards to ensure every member of Council represents the full breadth of the community, including the escarpment.

- **Ability to achieve parity in this model:** We developed these “north-to-south” wards for 4- and 6-ward options. The 3- and 8-ward versions were dismissed as impracticable.
- **Representation outcomes:** In theory, this approach would give every councillor an interest in each of the neighbourhoods and landforms of the community. In practice, it “slices and dices” functional neighbourhoods along a north south access in a way that does not necessarily reflect their actual boundaries. It could also be criticized as dividing the rural interest into fragments, none of which would have electoral heft or on-going cohesion. It was suggested that moving to “at large” election would be preferable to this approach, that would mimic at-large diffusion of interest, but along north-south slivers of the population.

Two Escarpment Wards: Lastly, we developed two options following the second round of consultations that would result in the Escarpment remaining divided among two wards as it currently does, with four representatives on Council.

- **Ability to achieve parity in this model:** The 3-ward version of this approach leads to an average ward size that is quite large, and combines mixed urban and rural representation, and no focused Escarpment representation. The 4-ward version of this approach was also guided by an effort to retain as many components of the current ward boundaries as possible. As a result, representation for the Escarpment remains divided among two wards as in the present model.
- **Representation outcomes:** The presence of two wards with a direct interest offers a potential for heft at the council table which is offset by the relative lack of significance of the Escarpment community in the overall ward population. In the 3-ward option, this would occur in any circumstance due to the dilution of rural votes to achieve population parity among wards.

Examples of the options for upper Escarpment representation are shown in the graphic on the following page.



While admittedly subjective, we assess the relative merits of the options as a means of improving effective escarpment representation as follows.

In our opinion, the choice involves some inevitable tradeoffs. Concentrating the Escarpment in one ward means it will achieve within that ward greater electoral relevance and resulting attention for casework. However, it means that there would be only one ward representing the Escarpment area.

By contrast, by having all wards or two wards representing the Escarpment, there are potentially more “Escarpment oriented” votes at the Council table, but this may be of little comfort if the largest ward voting blocks are not associated with the Escarpment. This could dilute Escarpment interests, minimizing their electoral relevance and resulting casework attention.

In a way, this dilemma highlights the challenge of municipal representation.

The Role of Council is set out in s.224 of the *Municipal Act*:

It is the role of council,

- a) *to represent the public and to consider the well-being and interests of the municipality;*
- b) *to develop and evaluate the policies and programs of the municipality;*
- c) *to determine which services the municipality provides;*
- d) *to ensure that administrative policies, practices and procedures and controllership policies, practices and procedures are in place to implement the decisions of council;*
 - i. *to ensure the accountability and transparency of the operations of the municipality, including the activities of the senior management of the municipality;*
- e) *to maintain the financial integrity of the municipality; and*
- f) *to carry out the duties of council under this or any other Act. 2001, c. 25, s. 224; 2006, c. 32, Sched. A, s. 99.*

Clearly, the focus of Council is to be on the “well-being and interests of the municipality.” Not just the ward. But it is understood by practice that ward councillors assess the the “well being and interests of the municipality,” at least in part, with reference to the well being and interests of the ward. So the assumption of the *Municipal Act* is that though elected by ward, each member will look to the interests of the entire community.

We heard from many that this is the case in Grimsby. From our experience across Ontario, problems emerge when a “we-they” culture develops among ward representatives. Again, this is a systemic risk, but one that can be mitigated by councillors adhering to letter of s. 224(a) to represent the best interests of the municipality as a whole. Again, we note that the ward system cannot guard against the behavioural choices of individuals.

There is a clear choice though:

- **Focusing the representation of the Escarpment area in one ward**, and recognizing that as a result there will be fewer escarpment oriented votes on Council, or
- **Dividing representation of the Escarpment among wards**, to increase the number of escarpment oriented Council seats, but recognizing that there will be a resulting diminution of the “heft” of Escarpment voices in the resulting wards.

These different approaches are reflected in different ward design options set out in Part 3 and evaluated case-by-case. On balance, we prefer the approach that focuses the representation of the Escarpment in one ward.

4. Ward Boundary Orientation Below the Escarpment

Unlike the upper Escarpment, the lower Escarpment contains several different communities including residential and suburban areas, condo developments, the commercial downtown and historic cultural communities. Given the larger population density below the escarpment, there are several ways this area could be configured into distinct wards. The various options can be broadly divided into two categories.

North-south boundaries: The first group are options that divide the area using primary north-to-south boundaries along the waterfront. This includes options that keep the upper escarpment unified, and those that divide the entire town along these boundaries.

East-west boundaries: The second group are options that divide the area primarily along west-to-east boundaries along major transportation routes. These options respect major geographic and transportation features including the escarpment, Main St., the CN line, and the QEW.

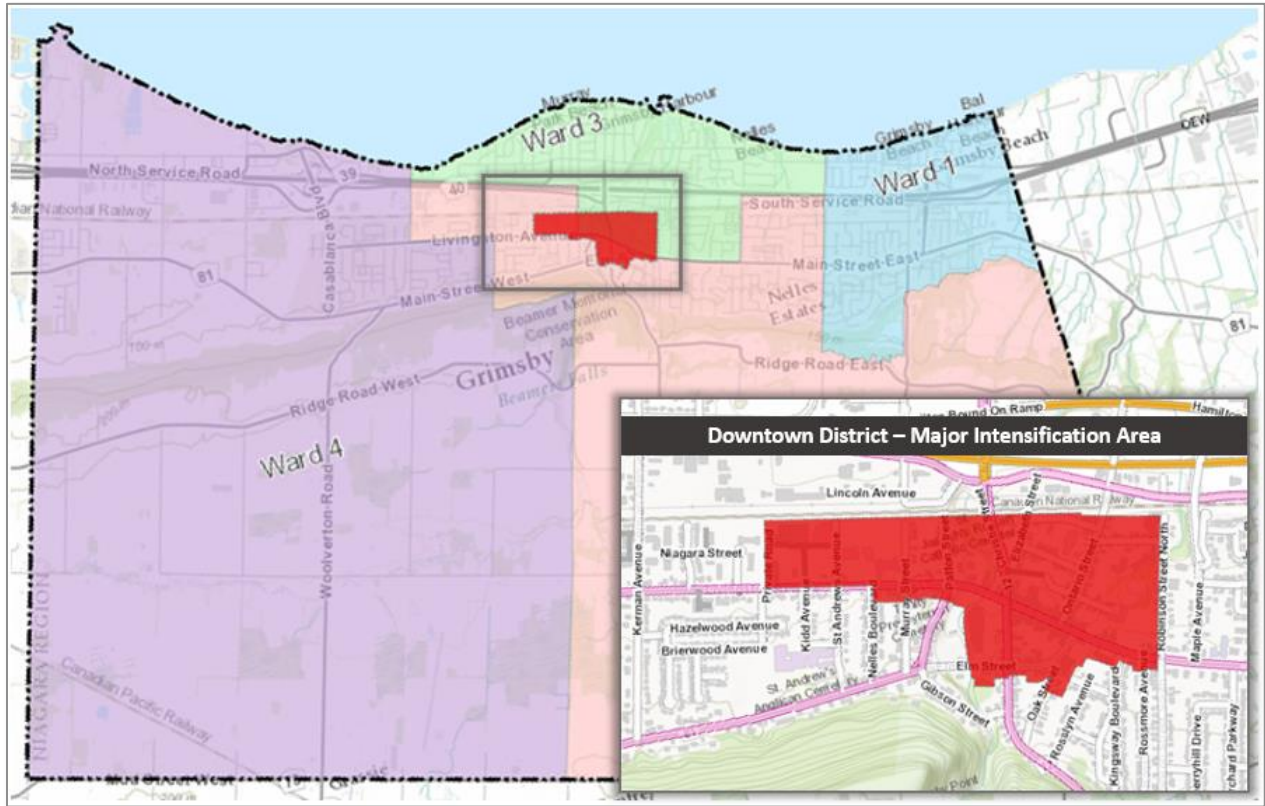
Divide the lower Escarpment evenly using north-to-south boundaries

Divides the lower Escarpment primarily along west-to-east boundaries



Achieving “Effective Representation” for the Downtown District

Currently, Grimsby’s downtown is divided between the existing wards 2 and 3.



In the first two phases of this review, we heard that special interest should be paid to the Downtown district as both a Major Intensification Area, and a community of interest. It was suggested that future ward boundary options evaluate potential outcomes where the downtown district would be unified within 1 ward. Here, the diversity vs. community of interest discussion is also a need to determine whether the downtown district would be better served within a single ward or among them.

While initial efforts were made to protect the continuity of the downtown, further iterations of these options resulted in boundaries that often divide downtown either along Main St. or Christie St. The two main drivers of this division were:

- **The Downtown straddles several major transportation routes.** Both Main St. and Christie St. were identified as more linear, recognizable, and very suitable as boundaries between wards.
- **The Downtown is bordered by larger residential communities with common interest.** Because of these neighbourhoods to the west, north, and east, ward boundaries are naturally pushed into the downtown as the natural barrier between these neighbourhoods.

Part 3: Descriptions and Analysis of Draft Boundary Options

What follows are the ward boundary options that we presented to the public for their consideration.

For each, we have presented the following:

- A map, showing the boundaries.
- A chart showing the population for 2022, 2026 and 2030, as well as variance from the average.
- A chart showing public and stakeholder feedback and comments on each option.
- StrategyCorp’s evaluation of each Option having regard to the scorecard which reflects our TOR, and the “Effective Representation” test, as elaborated by the Supreme Court of Canada, and decisions of Ontario Tribunals in the context of ward boundary reviews.

Category	Council size	Councillors per ward	Ward Alignment Options	Pages
8-Ward Options	9 (8 Councillor + Mayor)	1 per ward	Option 1	18-20
			Option 1A	21-22
6-Ward Options	7 (6 Councillor + Mayor)	1 per ward	Option 2	23-25
			Option 2B	26-27
			Option 3	28-30
4-Ward Options	9 (8 Councillor + Mayor)	2 per ward	Option 4	31-33
			Option 4B	34-35
			Option 5	36-37
			Option 5B	39-40
			Option 6	41-43
			Option 6A	44-45
3-Ward Options	7 (6 Councillor + Mayor)	2 per ward	Option 8	48-49
			Option 7A	46-47

Draft Ward Boundary Option 1

This option consists of **8 wards** and would result in a **Council of 9**, where **1 councillor is elected per ward**.

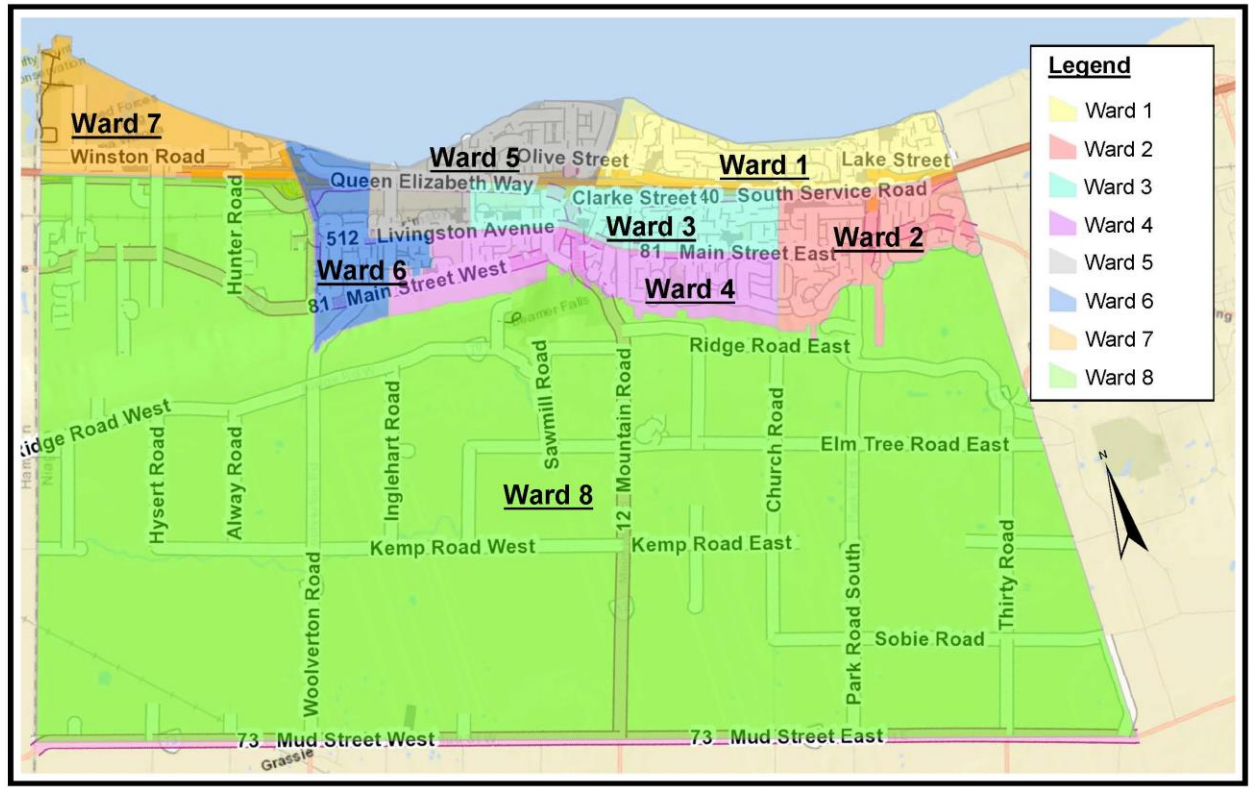


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	4,339	+9%	4,339	+2%	4,418	-3%
Ward 2	4,578	+15%	4,578	+7%	4,624	+2%
Ward 3	3,329	-16%	3,808	-11%	4,073	-10%
Ward 4	4,332	+9%	4,332	+2%	4,332	-5%
Ward 5	3,913	-2%	3,913	-8%	3,913	-14%
Ward 6	3,092	-22%	3,878	-9%	5,447	+20%
Ward 7	3,926	-1%	4,960	+16%	5,066	+12%
Ward 8	4,286	+8%	4,286	+1%	4,456	-2%
Total	31,795 (3,975)		34,094 (4,262)		36,329 (4,541)	

Public Feedback – Option 1

Option 1 - Summary of Participant Feedback²

Favourable

- ▶ *“Ward 8 is a great way to represent the rural south. Wards 1 to 7 represent communities.”*
- ▶ *“The ward population long term shows an imbalance of population (ward 6) though overall we are talking about small populations so don't believe this is a big issue.”*
- ▶ *“I think that this layout will respect the existing boundaries of areas within Grimsby that many citizens understand, and the populations in existing communities. I believe the 8 boundaries set out in this map with 1 councilor per ward would be ideal for the citizens of Grimsby.”*
- ▶ *“This is the best option as the ward boundaries are roughly along Grimsby's two major physical dividers - the escarpment and the QEW.”*

Unfavourable

- ▶ *“The population is out of balance by 2030 with Wards 6 & 7 over +10% and Wards 3 & 5 under -10%.”*
- ▶ *“My subdivision would not be well represented in the new Ward 8 which is dominated by the mountain residents. Ward 8 is likely to change with the addition of the GO Station and shouldn't be combined with those on the Mountain.”*
- ▶ *“This option divides Wards 3 and 4 by Main St. E., right through the middle of our local area. This is a non-starter for me. It does not make effective use of natural boundaries nor respect existing communities.”*
- ▶ *“Wards 5 through 7 split growth communities that will have similar needs for current/future development and don't work very well.”*
- ▶ *“Rural area only has one representative. Risk that rural issues would be ignored.”*
- ▶ *“Ward 8 is too large of an area.”*
- ▶ *“I think that segmenting the town by specific types of neighborhoods will cause the councilors to take a very narrow view of issues.”*
- ▶ *“Council numbers need to be reduced.”*

Improvement Ideas

- ▶ *“Proposed Wards 1, 5 and 7 should only be north of the QEW and the other Wards should all be south. The QEW is a strong dividing line in the existing town that should be reflected in the ward structure.”*
- ▶ *“Roads are natural boundaries. Having next-door neighbours in two different wards is a strange way to do things.”*

² We have edited some comments for clarity and brevity.

Ward Boundary Evaluation – Option 1

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides acceptable, but sub-optimal parity in the near term, with the variances up to 22% from the average and spread between wards ranging up to 37% of the average ward size. ▪ Average ward size in 2022 for an 8-ward options is ~4,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 16% and spread between wards down to 27%. ▪ By 2030, parity worsens with variances up to 20% and spread between wards up to 34%. ▪ Average ward size in 2022 for an 8-ward options is ~4,500 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings. It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is divided, with the “Fifth Wheel” separated from the rest of the area. ▪ Grimsby Beach is not divided. ▪ The downtown is divided. ▪ The neighbourhoods at the base of the Escarpment are not divided. ▪ The Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ It uses the QEW in some places as a boundary which is considered a positive. ▪ It uses the Escarpment as a boundary to the degree possible but includes lands north of the Escarpment to increase the overall population of the Escarpment ward.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ As a by-product of creating 8 wards, it uses some boundaries which are not currently understood as such. ▪ To balance parity, it includes some “puzzle piece” shaped wards. ▪ Ward 8 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other. ▪ This option divides Grimsby’s waterfront among 4 councillors and provides the Escarpment with 1 dedicated councillor.

While this Option does not contain any disqualifying features, we do not recommend this Option as many issues with this Option have been corrected for in Option 1A which supersedes this Option in our view.

Draft Ward Boundary Option 1A

This variation of Option 1 was developed with the intent of fully leveraging the QEW as an effective ward boundary, and to eliminate as many boundary “anomalies” as possible, by only using obvious boundaries including roads and the Escarpment.

This option consists of **8 wards** and would result in a **Council of 9**, where **1 councillor is elected per ward**.

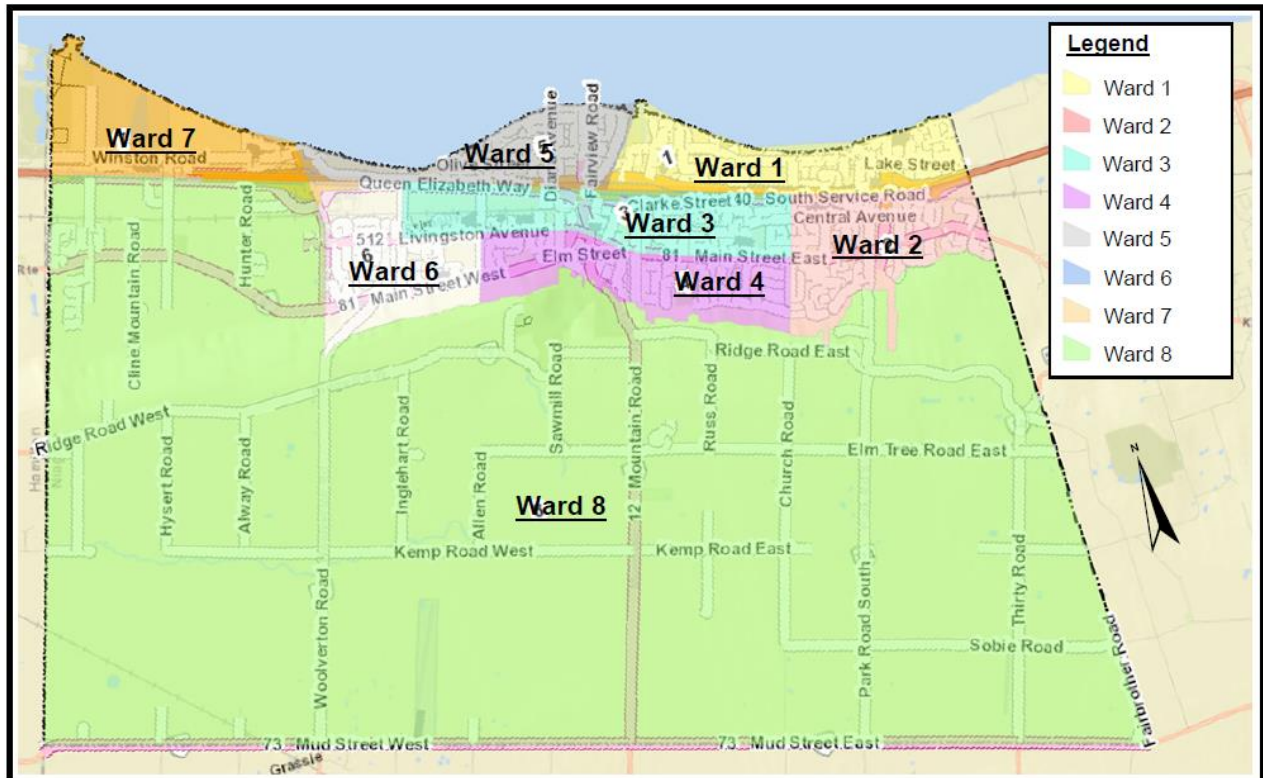


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	4,339	+9%	4,339	+2%	4,418	-3%
Ward 2	4,581	+15%	4,581	+7%	4,628	+2%
Ward 3	3,869	-3%	4,348	+2%	4,612	+2%
Ward 4	3,744	-6%	3,744	-12%	3,744	-18%
Ward 5	3,287	-17%	4,072	-4%	5,642	+24%
Ward 6	3,767	-5%	3,767	-12%	3,767	-17%
Ward 7	3,926	-1%	4,960	+16%	5,066	+12%
Ward 8	4,283	+8%	4,283	+1%	4,453	-2%
Total	31,795 (3,975)		34,094 (4,262)		36,329 (4,541)	

Ward Boundary Evaluation – Option 1A

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides acceptable, but sub-optimal parity in the near term, with the variances up to 17% from the average and spread between wards ranging up to 32% of the average ward size. ▪ Average ward size in 2022 for an 8-ward options is ~4,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 16% and spread between wards down to 28%. ▪ By 2030, parity worsens with variances up to 24% and spread between wards up to 42%. ▪ Average ward size in 2022 for an 8-ward options is ~4,500 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings. It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is divided, with the “Fifth Wheel” separated from the rest of the area. ▪ Grimsby Beach is not divided. ▪ The downtown is divided. ▪ The neighbourhoods at the base of the Escarpment are not divided. ▪ The Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ This option uses major arteries and landmarks that are well understood as such. ▪ It makes extensive use of the QEW as a boundary which is considered a positive. ▪ It uses the Escarpment as a boundary to the degree possible but includes lands north of the Escarpment to increase the overall population of the Escarpment ward.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ Ward 8 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other. ▪ This option divides Grimsby’s waterfront among 3 councillors and provides the Escarpment with 1 dedicated councillor.

Overall, Option 1A is preferable to Option 1 due to its clearer boundaries, separation of the “Fifth Wheel” site from the Casablanca neighbourhood, and improved variances in the near-term. This is our recommended option should Council elect to maintain a Council of 9 but move to electing 1 councillor per ward.

Draft Ward Boundary Option 2

This option consists of **6 wards** and would result in a **Council of 7**, where **1 councillor is elected per ward**.

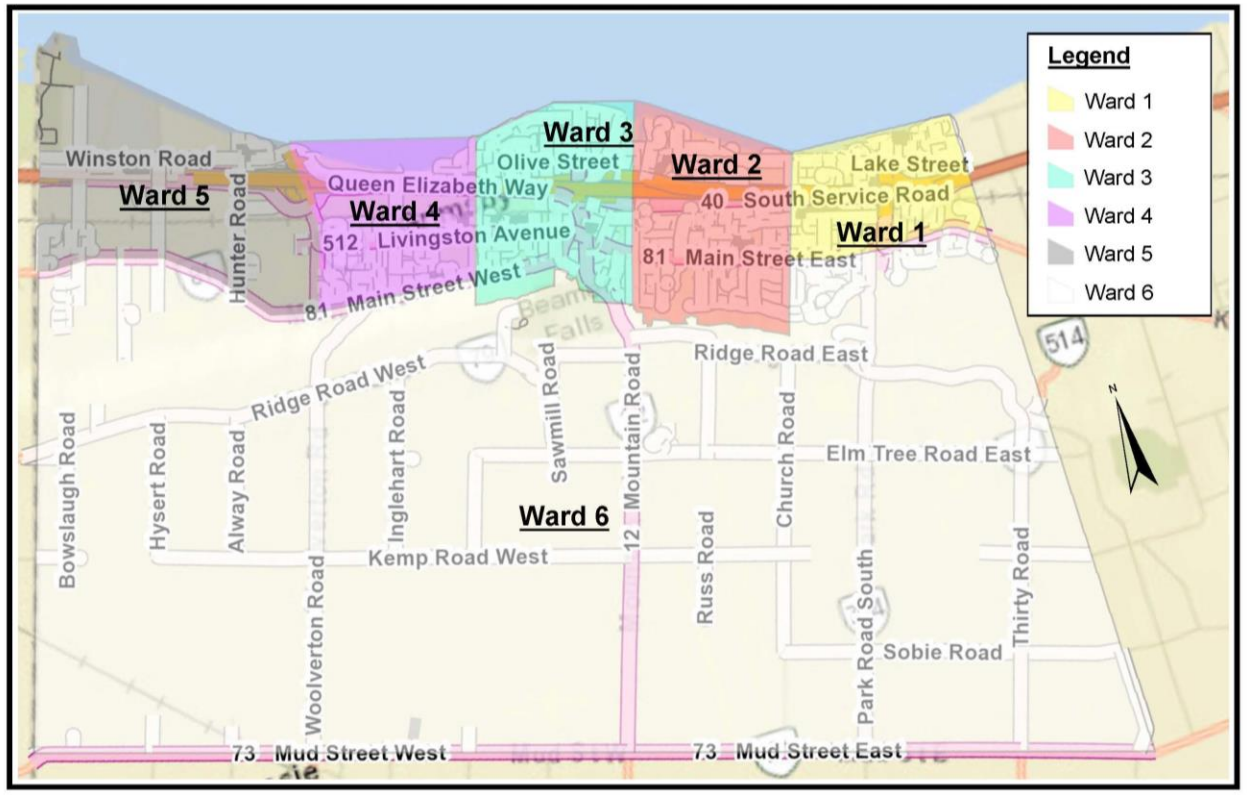


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	4,782	-10%	4,782	-16%	4,782	-21%
Ward 2	5,889	+11%	5,889	+4%	6,232	+3%
Ward 3	5,800	+9%	6,279	+10%	6,279	+4%
Ward 4	4,611	-13%	5,397	-5%	6,966	+15%
Ward 5	5,305	0%	6,339	+12%	6,445	+6%
Ward 6	5,410	+2%	5,410	-5%	5,627	-7%
Total	31,795 (5,299)		34,094 (5,682)		36,329 (6,055)	

Public Feedback – Option 2

Option 2 - Summary of Participant Feedback³

Favourable

- ▶ *“Ward 6 nicely represents the rural south. Wards 1-5 represent communities.”*
- ▶ *“Besides ward 1, the rest of the wards are good boundaries for representation of communities and their needs. Ward 4 long term shows +15% but with such high growth over the long term this still makes sense as a current plan and good boundaries and representation for a new and growing type of community for Grimsby.”*
- ▶ *“This is my preference for representation that relates to the expansive growth in the regions north of the QEW.”*
- ▶ *“This option reduces size of Council which is positive.”*
- ▶ *“This makes effective use of natural boundaries (the lake and escarpment), recognizes several distinct local areas between ward boundaries as one moves east or west and is fairly well balanced over time to 2030.”*

Unfavourable

- ▶ *“The population balance is out by 2030, Ward 1 is -21% and Ward 4 is +15%.”*
- ▶ *“This is not a bad option, but it does not encourage all councilors to consider the needs of the mountain residents.”*
- ▶ *“A council of 7 is preferred but not with this ward layout.”*
- ▶ *“OK, but I think neighbourhoods separated by the QEW do not belong in the same ward.”*
- ▶ *“While I do think that this option is preferable to the current ward boundaries. I would say that this option somewhat creates a division within communities and would not accurately meet the needs of citizens.”*
- ▶ *“Rural interests underrepresented.”*
- ▶ *“Ward 6 is too large of an area.”*
- ▶ *“In this model, ward 6 geography is way too diverse. trying to balance urban with rural will be difficult.”*
- ▶ *“Too many wards.”*

Improvement Ideas

- ▶ *“Move the southern boundary of Ward 1 closer to the escarpment to provide improved population balance now and to 2030. Also, the area below the escarpment is not appropriately located as part of Ward 6.”*
- ▶ *“This option would be better if the wards below the escarpment used the QEW as a divider instead of just the lake.”*

³ We have edited some comments for clarity and brevity.

Ward Boundary Evaluation – Option 2

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> This option provides acceptable parity in the near term, with the variances up to 13% from the average and spread between wards ranging up to 24% of the average ward size. Average ward size in 2022 for a 6-ward option is ~5,300 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> Relative parity worsens through 2026 with variances up to 16% and spread between wards up to 28%. By 2030, parity worsens further with variances up to 21% and spread between wards up to 36%. Average ward size by 2030 for a 6-ward option is ~6,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings. It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> Grimsby of the Lake is divided, with the “Fifth Wheel” separated from the rest of the area. Grimsby Beach is not divided. The downtown is not divided. The neighbourhoods at the base of the Escarpment are divided. The Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> This option primarily uses major arteries and landmarks that are well understood as such. It uses the Escarpment as a boundary at wards 2 and 3 but includes lands north of the Escarpment to increase the overall population of the Escarpment ward.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> Ward 6 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other. This option divides Grimsby’s waterfront among 5 councillors and provides the Escarpment with 1 dedicated councillor.

While this Option does not contain any disqualifying features, we do not recommend this option. Subsequent variations of this 6-ward option including a single escarpment ward make more effective use of the QEW to organize wards below the Escarpment and provide better population parity. For these reasons Option 2B supersedes this Option in our view.

Draft Ward Boundary Option 2B

This variation of Option 2 was developed with the intent of reimagining the wards below the Escarpment, to make effective use of the QEW as an effective ward boundary and to maximize the extent to which the Escarpment ward excludes more urban residential areas below the Escarpment. An earlier iteration, Option 2A is available in **Appendix D**.

This option consists of **6 wards** and would result in a **Council of 7**, where **1 councillor is elected per ward**.

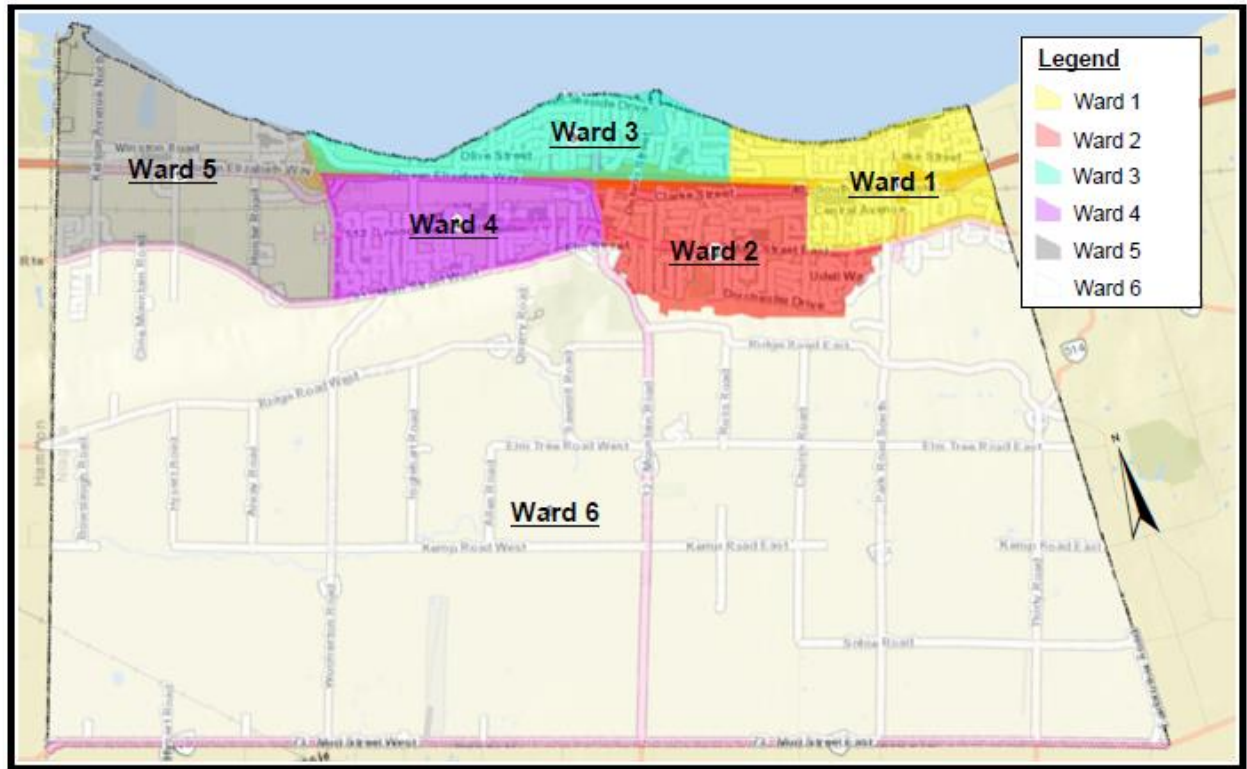


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	5,315	-0%	5,315	-6%	5,315	-12%
Ward 2	6,310	+19%	6,575	+16%	6,874	+14%
Ward 3	4,488	-15%	5,274	-7%	6,922	+14%
Ward 4	5,890	+11%	6,104	+7%	6,104	+1%
Ward 5	5,305	0%	6,339	+12%	6,445	+6%
Ward 6	4,486	-15%	4,486	-21%	4,669	-23%
Total	31,795 (5,299)		34,094 (5,682)		36,329 (6,055)	

Ward Boundary Evaluation – Option 2B

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> This option provides acceptable parity in the near term, with the variances up to 19% from the average and spread between wards ranging up to 34% of the average ward size. Average ward size in 2022 for a 6-ward option is ~5,300 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> Relative parity remains relatively stable through 2026 with variances up to 21% and spread between wards up to 37%. By 2030, parity remains stable with variances up to 23% and spread between wards up to 37%. Average ward size by 2030 for a 6-ward option is ~6,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings. It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> Grimsby of the Lake is divided, with the “Fifth Wheel” separated from the rest of the area. Grimsby Beach is not divided. The downtown is divided. The neighbourhoods at the base of the Escarpment are divided. The Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> It makes use of the QEW in some places as a boundary which is considered a positive. This option generally uses major arteries as boundaries between wards below the Escarpment. It uses the Escarpment as a boundary with minor discontinuity along the base of the Escarpment to bring population parity within acceptable ranges.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> Ward 6 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other. This Option gives ward 6 a deliberately small share of the total population with the intent of protecting the influence of the rural community within that ward. This option divides Grimsby’s waterfront among 3 councillors and provides the Escarpment with 1 dedicated councillor.

Overall, Option 2B is preferable to Option 2 due to its better use of the QEW as an effective boundary. While the latter has better population parity outcomes, Option 2B better represents the actual communities of interest both on and below the Escarpment. This is our recommended option should Council elect to move to a Council of 7 and electing 1 Councillor per ward.

Draft Ward Boundary Option 3

This option consists of **6 wards** and would result in a **Council of 7**, where **1 councillor is elected per ward**.

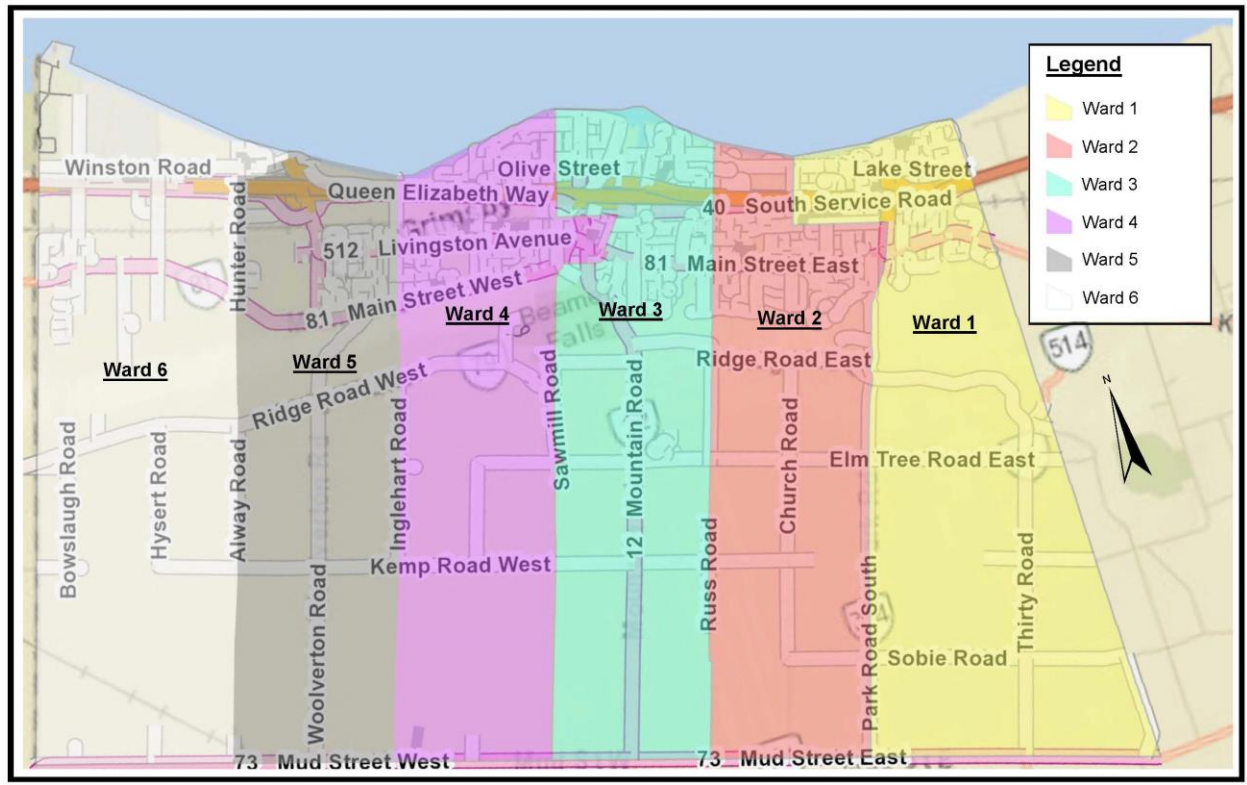


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	4,993	-6%	4,993	-12%	5,163	-15%
Ward 2	5,858	+11%	5,858	+3%	6,169	+2%
Ward 3	5,716	+8%	5,980	+5%	6,059	0%
Ward 4	6,068	+15%	6,283	+11%	6,283	+4%
Ward 5	4,213	-21%	4,999	-12%	6,568	+8%
Ward 6	4,948	-7%	5,982	+5%	6,088	+1%
Total	31,795 (5,299)		34,094 (5,682)		36,329 (6,055)	

Public Feedback – Option 3

Option 3 - Summary of Participant Feedback⁴

Favourable

- ▶ *“This is my preferred ward layout with a total council of 7. Two councillors per ward causes problems and confusion. Having one councillor per ward promotes ownership and follow up.”*
- ▶ *“I like the way the downtown area and Grimsby Beach are included into single wards.”*
- ▶ *“I like the fact that each ward reasonably represents most of the elements of each community in Grimsby: residential neighborhoods, waterfront, business, agriculture, greenbelt. It would mean each councillor would need to consider most aspects of the needs of Grimsby overall.”*
- ▶ *“Population representation also looks reasonable now and into the future.”*
- ▶ *“Best option. Reduces size of Council. Creates mix of urban/rural in each ward. Generally good balance of population between wards over time”*
- ▶ *“This one is a better fit. All councillors will be involved in things happening above the Escarpment.”*
- ▶ *“This one is much more interesting as each ward has to think about more differences to come to hopefully better outcomes. and it is only 6 councilors.”*

Unfavourable

- ▶ *“This is awful ward proposal. The strips do not represent Communities. It is essentially Election-at-Large disguised as Wards. The rural South has no voice.”*
- ▶ *“The rural area north of the Escarpment will have zero voice so I think you have to discount this one.”*
- ▶ *“This does not take into consideration the different communities of the different sides of the highway, and who is living closer to the lake compared to those living on or close to the escarpment.”*
- ▶ *“There will be no dedicated councillors to speak for rural issues above the escarpment in the former Township of North Grimsby.”*
- ▶ *“Too many wards.”*
- ▶ *“This allocation doesn't take any advantage of the escarpment as a significant geographical feature. Neither do I see how this option respects existing communities.”*
- ▶ *“This proposal is a totally artificial construct reflecting absolutely nothing with any borders or historical patterns of development.”*

Improvement Ideas

- ▶ *“I don't see why the number of residents represented cannot be more equally shared between the new wards 4 & 5 by moving the boundaries slightly?”*
- ▶ *“Straight line boundaries are preferable wherever possible. This reduces confusion and improves the sense of fairness.”*

⁴ We have edited some comments for clarity and brevity.

Ward Boundary Evaluation – Option 3

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation with be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides acceptable, sub-optimal parity in the near term, with the variances up to 21% from the average and spread between wards ranging up to 36% of the average ward size. ▪ Average ward size in 2022 for a 6-ward option is ~5,300 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 12% and spread between wards down to 23%. ▪ By 2030, parity remains relatively stable with variances up to 15% and spread between wards up to 23%. ▪ Average ward size by 2030 for a 6-ward option is ~6,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is divided, with the “Fifth Wheel” separated from the rest of the area. ▪ Grimsby Beach is not divided. ▪ The downtown is not divided (due to the puzzle piece like projection in ward 4) ▪ The neighbourhoods at the base of the Escarpment are divided (but east-west, rather than north-south) ▪ The Escarpment is divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ The purpose of this design is to deliberately “cut across” features and breakdown potential barriers. Accordingly, it does not follow features, so much as deliberately go against the grain, to ensure that each ward has a share in each geography.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ This option divides Grimsby’s waterfront and Escarpment among all 6 councillors. ▪ Wards 4 and 6 do not contain an access route between the upper and lower escarpment, isolating those communities from each other.

We do not recommend Option 3. This Option deliberately minimizes the voting interest of all communities with the intent of creating geographically diverse wards. In practice, this has the effect of dividing communities of interest and diluting the voting power of lower density communities of interest, in particular on the Escarpment.

Draft Ward Boundary Option 4

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.

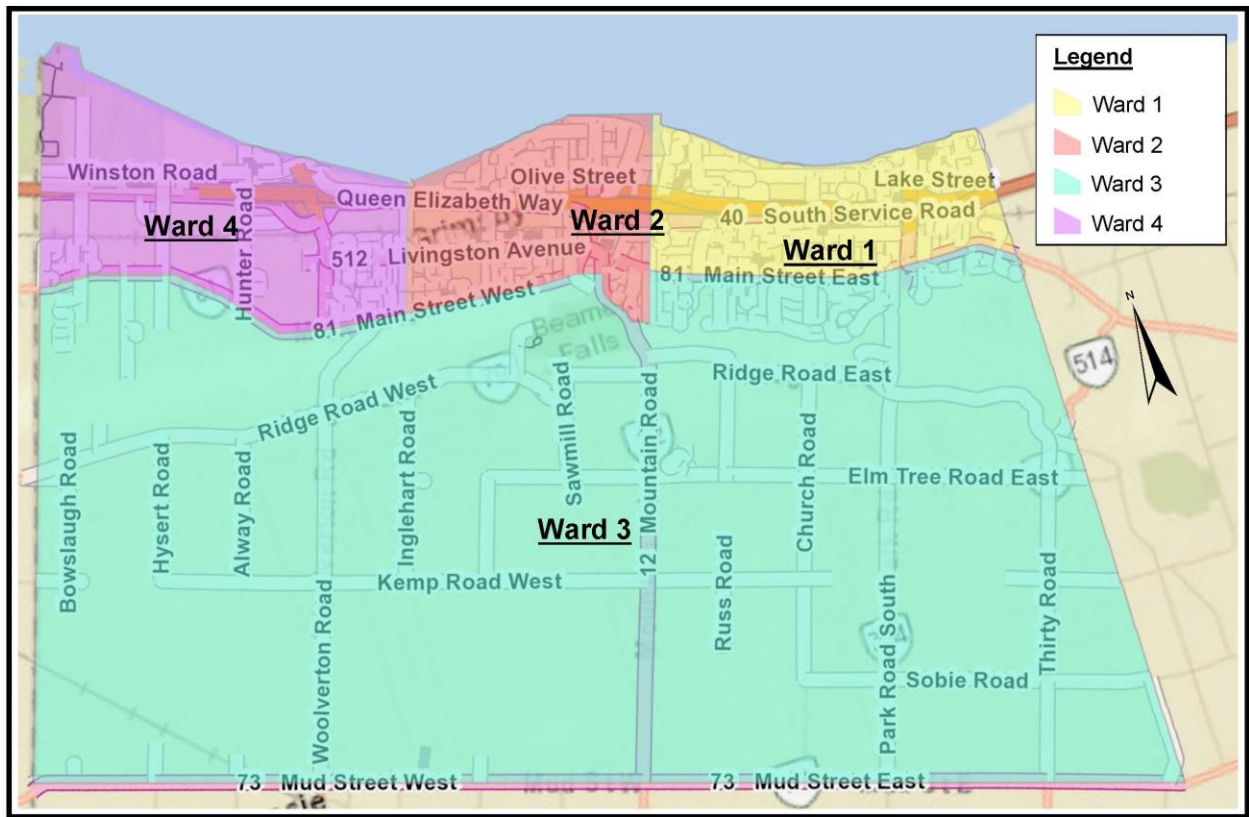


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	8,701	+9%	8,701	+2%	9,044	0%
Ward 2	7,853	-1%	8,332	-2%	8,332	-8%
Ward 3	7,607	-4%	7,607	-11%	7,824	-14%
Ward 4	7,635	-4%	9,455	+11%	11,130	+23%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Public Feedback – Option 4

Option 4 - Summary of Participant Feedback⁵

Favourable

- ▶ *“This option does a good job of minimizing the number of wards while balancing the population reasonably.”*
- ▶ *“I feel that the boundaries of the wards presented above are quite large and would therefore not necessarily meet the needs of the community accurately.”*
- ▶ *“I like the smaller number of wards.”*
- ▶ *“I think this is quite effective.”*

Unfavourable

- ▶ *“This option does not make effective use of the escarpment as a natural boundary and like the first option, Main St. divides local areas across all of Grimsby. Main St. E. or W. is a poor choice for a boundary, ie it is nowhere near as significant as the QEW nor the escarpment.”*
- ▶ *“Neighbourhoods separated by the QEW do not belong in the same ward.”*
- ▶ *“The population projections for 2030 appear to be very unequal, therefore potentially requiring a reevaluation of the ward boundaries again shortly, if this plan were to be put in place.”*
- ▶ *“This doesn't give equal representation between the overgrowth north of the QEW and those away from the Lake.”*
- ▶ *“I still think it would be better to have each councilor represent a part of the mountain.”*
- ▶ *“Vineyard Valley residents and rural residents cannot be well represented in a single ward.”*
- ▶ *“A council of 9 is too many for a small town.”*
- ▶ *“This example is for 8 councillors, 2 per ward which I do not believe we need.”*
- ▶ *“Ward 3 is too large an area.”*

Improvement Ideas

- ▶ *“Ward 4 is too high a percentage long term and ward 3 too low. Would suggest moving the boundary for ward 3 up into ward 4 to balance population and also to not split communities.”*
- ▶ *“This is the best ward layout - One Councilor per Ward + Mayor - 5 max. We don't need any more than that.”*

⁵ We have edited some comments for clarity and brevity.

Ward Boundary Evaluation – Option 4

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides good parity in the near term, with the variances up to 9% from the average and spread between wards ranging up to 13% of the average ward size. ▪ Average ward size in 2022 for a 4-ward option is ~8,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity worsens slightly through 2026 with variances up to 11% and spread between wards up to 22%. ▪ By 2030, parity worsens further with variances up to 23% and spread between wards up to 37%. ▪ Average ward size in 2030 for a 4-ward option is ~9,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is not divided. ▪ Grimsby Beach is not divided. ▪ The downtown is not divided. ▪ The neighbourhoods at the base of the Escarpment are divided. ▪ The Upper Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ It combines neighbourhoods on both sides of the QEW, which is considered a weakness by some. ▪ In 4-ward options, the Escarpment is not an effective boundary for achieving population parity. Main St. is therefore used as the primary dividing feature between the North and South.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ Ward 3 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other. ▪ This option divides Grimsby’s waterfront among 6 councillors and gives the rural community 2 councillors with a direct interest in the Escarpment.

While this Option is acceptable, we do not recommend this option as many issues have been corrected for in Option 4B which supersedes this Option in our view.

Draft Ward Boundary Option 4B

This variation of Option 4 was developed with the intent of fully leveraging Main St. as an effective ward boundary and improve overall population parity by moving the “Fifth Wheel” site into ward 2. An earlier iteration without the “Fifth Wheel” correction, Option 4A, is available in **Appendix D**.

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.

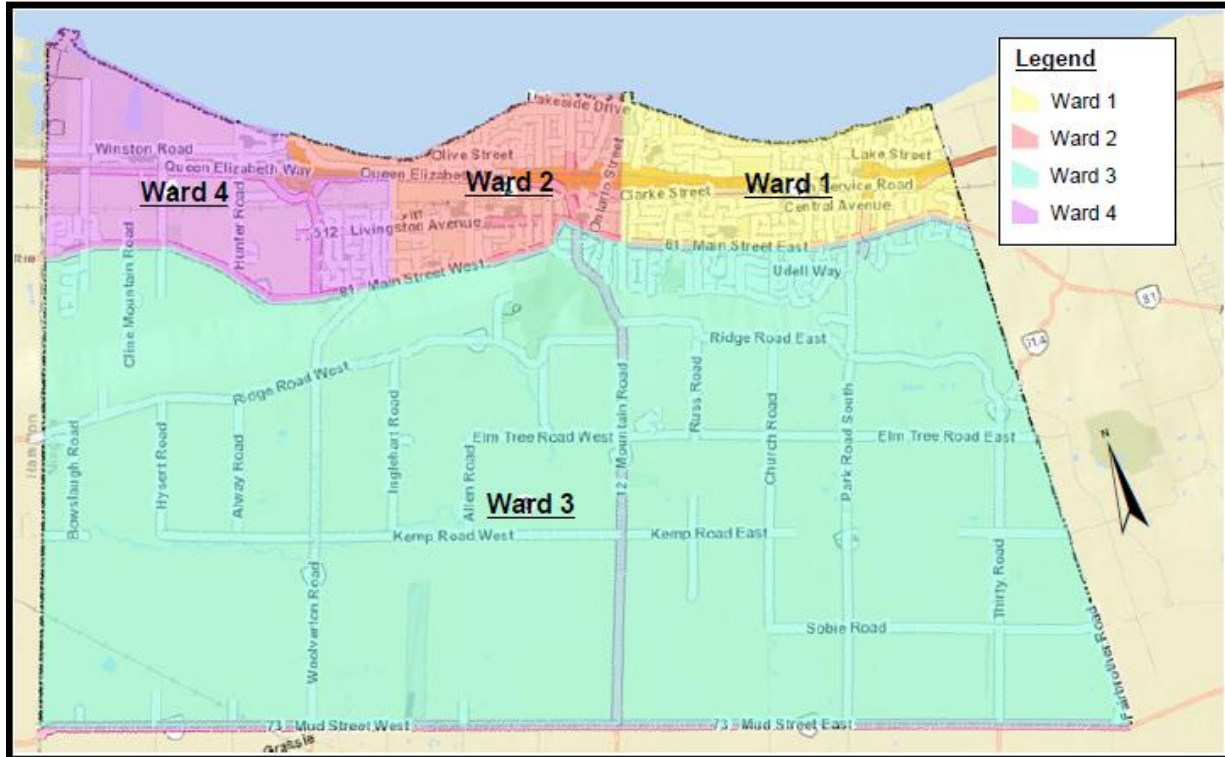


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	8,701	+9%	8,701	+2%	9,044	0%
Ward 2	7,277	-8%	8,541	0%	10,111	+11%
Ward 3	8,225	+3%	8,225	-4%	8,442	-7%
Ward 4	7,594	-4%	8,628	+1%	8,733	-4%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Ward Boundary Evaluation – Option 4B

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides good parity in the near term, with the variances up to 9% from the average and spread between wards ranging up to 17% of the average ward size. ▪ Average ward size in 2022 for a 4-ward option is ~8,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 4% and spread between wards down to 6%. ▪ By 2030, parity worsens with variances up to 11% and spread between wards up to 18%. ▪ Average ward size in 2030 for a 4-ward option is ~9,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is divided, with the “Fifth Wheel” separated from the rest of the area. ▪ Grimsby Beach is not divided. ▪ The downtown is divided. ▪ The neighbourhoods at the base of the Escarpment are divided. ▪ The Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ It combines neighbourhoods on both sides of the QEW, which is considered a weakness by some. ▪ In 4-ward options, the Escarpment is not an effective boundary for achieving population parity. Main St. is therefore used as the primary dividing feature between the North and South.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ Ward 3 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other. ▪ This option divides Grimsby’s waterfront among 6 councillors, and gives the rural community 2 councillors with a direct interest in the Escarpment. ▪ While this option divides the Grimsby of the Lake community, the improved outcomes in population parity, make this division preferable in our view.

Overall, Option 4B is preferable to Option 4 due to its clearer boundaries, and superior population parity in the near and long term, while maintaining many of the strength of Option 4. This is an acceptable option should Council elect to maintain a Council of 9 as well as the election of 2 councillors per ward.

Draft Ward Boundary Option 5

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.

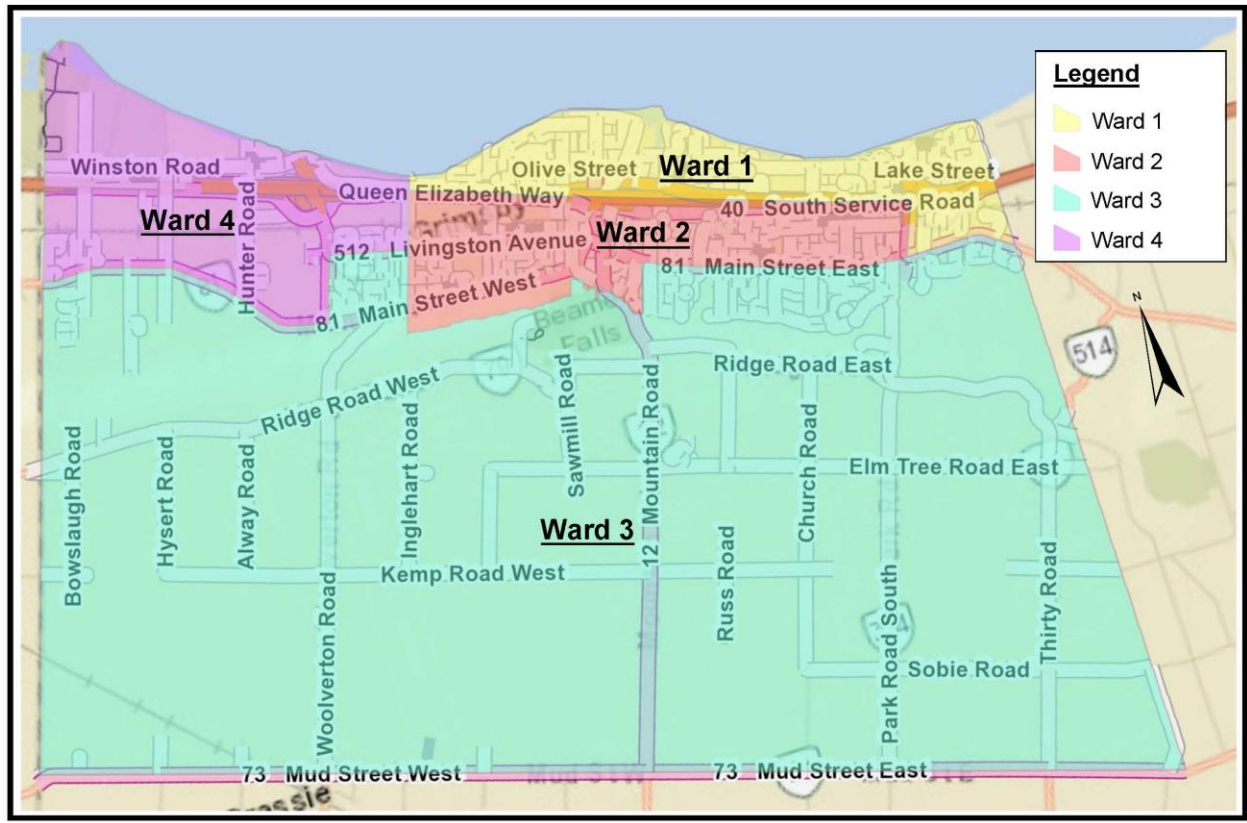


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	8,299	+4%	8,299	-3%	8,378	-8%
Ward 2	8,358	+5%	8,837	+4%	9,102	0%
Ward 3	9,120	+15%	9,120	+7%	9,337	+3%
Ward 4	6,019	-24%	7,839	-8%	9,513	+5%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Public Feedback – Option 5

Option 5 - Summary of Participant Feedback⁶

Favourable

- ▶ *“This is my favorite Option. This would also represent no change in the number of Wards.”*
- ▶ *“The South Rural (Ward 3) has excellent representation. Main Street (the base of the escarpment) and the QEW are obvious and sensible dividing lines.”*
- ▶ *“I like the smaller number of wards. Ward 2 and Ward 1 are very logical. I think we could live with this one (despite the urban/ rural mix of Ward 3)”*
- ▶ *“I Like the fact that ward 3 has a long enough strip of residential in the east to include a community that is mostly similar in needs vs. splitting it up between wards.”*
- ▶ *“Good balance of long-term equal population totals.”*
- ▶ *“I do believe that this would be a better alternative to option 4 as I believe the boundaries offer greater accuracy with respect to the preexisting communities as well as as providing a more equal population projection compared to option 4.”*
- ▶ *“I like this as an option.”*

Unfavourable

- ▶ *“This option is very poor at having all councilors represent a broad range of types neighborhoods as the wards are much more homogeneous.”*
- ▶ *“This option divides Ward 2 and 3 by Main St. E., makes no use of the escarpment as a natural boundary. Highly unbalanced by Ward 4 today. As such it does not respect existing communities, take advantage of natural features, nor provide effective representation.”*
- ▶ *“Too much urban area is mixed with rural area above the escarpment.”*
- ▶ *“The escarpment area of Grimsby should be a unique ward.”*
- ▶ *“Ward 3 area still too large.”*
- ▶ *“A council of 9 is too many.”*

Improvement Ideas

- ▶ *Main Street (the base of the escarpment) and the QEW are obvious and sensible dividing lines.*

⁶ We have edited some comments for clarity and brevity.

Ward Boundary Evaluation – Option 5

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides good parity in the near term, with the variances up to 24% from the average and spread between wards ranging up to 39% of the average ward size. ▪ Average ward size in 2022 for a 4-ward option is ~8,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 8% and spread between wards up to 15%. ▪ By 2030, parity remains stable with variances up to 8% and spread between wards up to 13%. ▪ Average ward size by 2030 for an 8-ward option is ~9,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is not divided. ▪ Grimsby Beach is not divided. ▪ The downtown is not divided. ▪ The neighbourhoods at the base of the Escarpment are divided. ▪ The Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ It makes use of the QEW in some places as a boundary which is considered a positive. ▪ In 4-ward options, the Escarpment is not an effective boundary for achieving population parity. Main St. is therefore used as the primary dividing feature between the North and South. ▪ This Option's ward boundaries are often not continuous, using major roads, but still with the effect of creating "puzzle pieces."
5. The Overriding Principle of "Effective Representation"	
<i>The specific principles are all subject to the overriding principle of "effective representation"</i>	<ul style="list-style-type: none"> ▪ Ward 3 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other. ▪ This option divides Grimsby's waterfront among 4 councillors, and gives the rural community 2 councillors with a direct interest in the Escarpment.

While this Option is acceptable, we do not recommend this option as many issues have been corrected for in Option 5B which supersedes this Option in our view.

Draft Ward Boundary Option 5B

This variation of Option 5 was developed with the intent of fully leveraging Main St. as an effective ward boundary across the eastern side of the Town, and to improve overall population parity by moving the “Fifth Wheel” site into ward 1. An earlier iteration without the “Fifth Wheel” correction, Option 5A, is available in **Appendix D**.

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.



Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	7,626	-4%	8,411	-1%	10,060	+11%
Ward 2	8,351	+5%	8,830	+4%	9,095	0%
Ward 3	8,225	+3%	8,225	-4%	8,442	-7%
Ward 4	7,594	-4%	8,628	+1%	8,733	-4%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Ward Boundary Evaluation – Option 5B

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides good parity in the near term, with the variances up to 5% from the average and spread between wards ranging up to 9% of the average ward size. ▪ Average ward size in 2022 for a 4-ward option is ~8,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity remains stable through 2026 with variances up to 4% and spread between wards up to 8%. ▪ By 2030, parity worsens but is still acceptable with variances up to 11% and spread between wards up to 18%. ▪ Average ward size by 2030 for a 4-ward option is ~9,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is divided, with the “Fifth Wheel” separated from the rest of the area. ▪ Grimsby Beach is not divided. ▪ The downtown is divided. ▪ The neighbourhoods at the base of the Escarpment are divided. ▪ The Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ This option makes extensive use of the QEW as a natural barrier among communities. ▪ In 4-ward options, the Escarpment is not an effective boundary for achieving population parity. Main St. is therefore used as the primary dividing feature between the North and South. ▪ This option uses major arteries and landmarks that are well understood as such, and along straight lines.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ Ward 3 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other. ▪ This option shares ward representation for Grimsby’s waterfront among 4 councillors in two wards and gives the rural community 2 councillors in one ward, with a focused interest in the Escarpment.

Overall, Option 5B is preferable to Option 5 due to its clearer boundaries, and superior population parity in the near and long term. This is the preferred option should Council elect to maintain a Council of 9 as well as the election of 2 Councillors per ward.

Draft Ward Boundary Option 6

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.

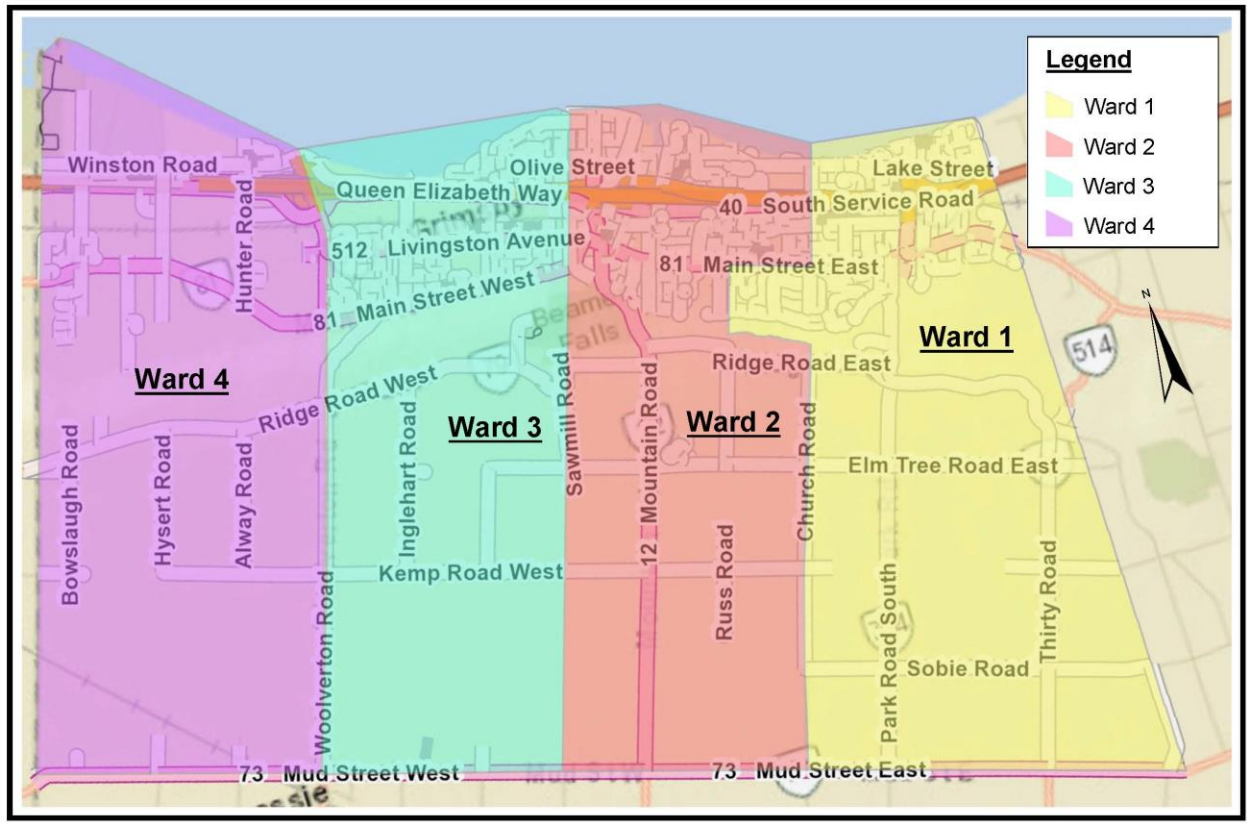


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	9,007	+13%	9,007	+6%	9,224	+2%
Ward 2	7,995	+1%	8,259	-3%	8,603	-5%
Ward 3	8,184	+3%	9,184	+8%	10,753	+18%
Ward 4	6,611	-17%	7,645	-10%	7,750	-15%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Public Feedback – Option 6

Option 6 - Summary of Participant Feedback⁷

Favourable

- ▶ *“This option puts the onus on all councillors to fully appreciate the unique geographic challenges of all of Grimsby's landscapes and not just isolate their knowledge to one or 2 landscapes. This option best respects the natural environment that we are lucky to call home.”*
- ▶ *“This option looks to be more evenly distributed in land. It would provide input from various councillors, not just one.”*
- ▶ *“Number 6 is good.”*

Unfavourable

- ▶ *“Similar to option 3 but worse. Certainly not well balanced, now or in the future. Areas above the escarpment, predominately rural, do not need such east west division and are distinct from areas below the escarpment. This allocation doesn't take any advantage of the escarpment as a significant geographical feature. Neither do I see how this option respects existing communities.”*
- ▶ *“This is awful ward proposal. The strips do not represent Communities. It is essentially Election-at-Large disguised as Wards. The rural South has no voice.”*
- ▶ *“I do not believe this would be an effective option. First, the population projections for 2030 are greatly unbalanced and would potentially require a reevaluation of the ward boundaries shortly. Second, the ward boundaries outlined above do not adequately represent the preexisting communities and would likely create a division within preexisting communities. I do not think that this would be an effective option for ward boundaries.”*
- ▶ *“I don't like this. Upper Grimsby is different than lower Grimsby.”*
- ▶ *“There will be no dedicated councillors for to speak for rural issues above the escarpment in the former Township of North Grimsby.”*
- ▶ *“Two councillors per ward is not effective and does not promote ownership and follow up. Additionally, it has the potential to cause conflict between councillors as we currently experience.”*
- ▶ *“Does not reduce Council.”*

Improvement Ideas

- ▶ *“This is a reasonable option if the wards are balanced a little better. Why not adjust Wards 1 & 2 for better balance and why the excursion of Ward 1 into Ward 2? Why not adjust the Ward 3/4 boundary to better balance the populations?”*

⁷ We have edited some comments for clarity and brevity.

Ward Boundary Evaluation – Option 6

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation with be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides acceptable parity in the near term, with the variances up to 17% from the average and spread between wards ranging up to 30% of the average ward size. ▪ Average ward size in 2022 for a 4-ward option is ~8,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 10% and spread between wards up to 18%. ▪ By 2030, parity worsens slightly with variances up to 18% and spread between wards up to 33%. ▪ Average ward size by 2030 for a 4-ward option is ~9,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is divided, with the “Fifth Wheel” separated from the rest of the area. ▪ Grimsby Beach is not divided. ▪ The downtown is divided. ▪ The neighbourhoods at the base of the Escarpment are divided. ▪ The Escarpment is divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ The purpose of this design is to deliberately “cut across” features and breakdown potential barriers. Accordingly, it does not follow features, so much as deliberately go against the grain, to ensure that each ward has a piece. ▪ The incursion of ward 1 into ward 2 is needed for mathematical reasons to achieve parity.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ This option shares ward representation for Grimsby’s waterfront and the rural community among all 8 councillors. ▪ Ward 4 does not contain an access route between the upper and lower escarpment, isolating those communities from each other.

While the “layer cake” model is not preferable, we made improvements in Option 6A, and it therefore supersedes this Option in our view.

Draft Ward Boundary Option 6A

This variation of Option 6 was developed with the intent of improving population parity among wards by moving the “Fifth Wheel” site into ward 4.

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.

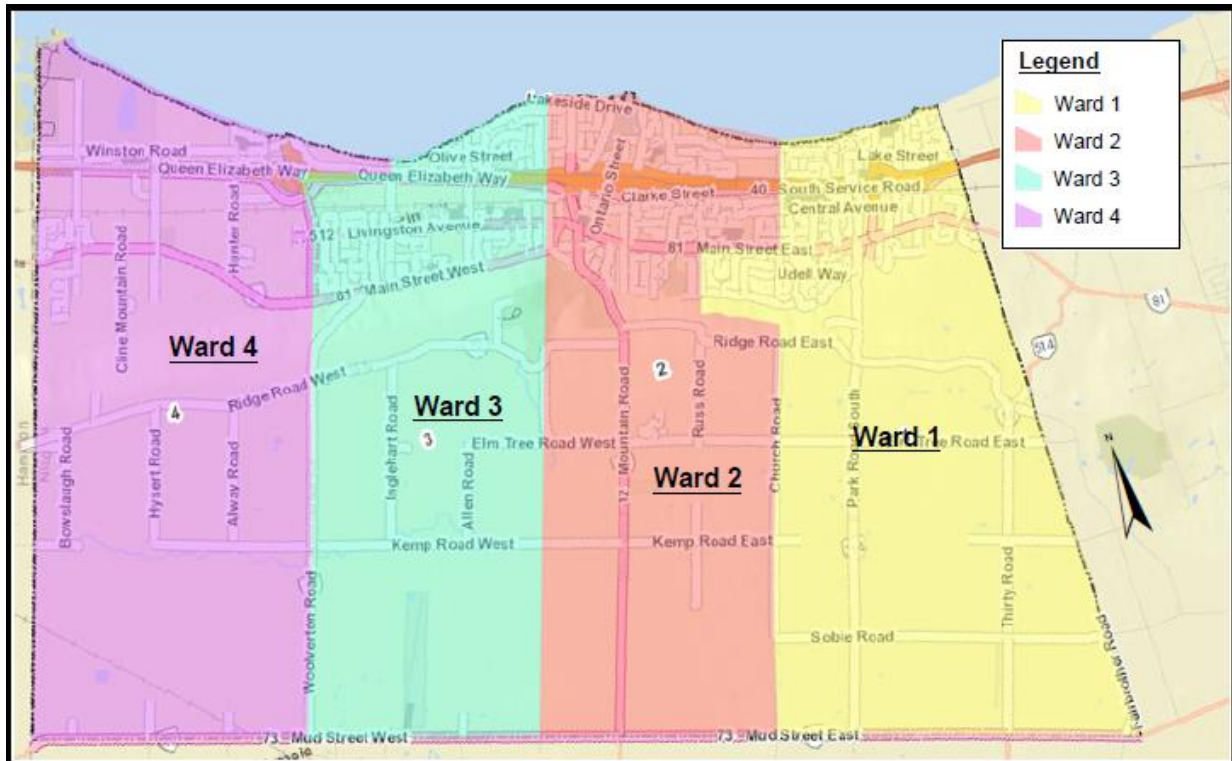


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	9,007	+13%	9,007	+6%	9,224	+2%
Ward 2	7,995	+1%	8,259	-3%	8,603	-5%
Ward 3	8,142	+2%	8,357	-2%	8,357	-8%
Ward 4	6,652	-16%	8,472	-1%	10,146	+12%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Ward Boundary Evaluation – Option 6A

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation with be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides acceptable parity in the near term, with the variances up to 16% from the average and spread between wards ranging up to 29% of the average ward size. ▪ Average ward size in 2022 for a 4-ward option is ~8,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 6% and spread between wards up to 9%. ▪ By 2030, parity worsens slightly with variances up to 12% and spread between wards up to 20%. ▪ Average ward size by 2030 for a 4-ward option is ~9,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is not divided. ▪ Grimsby Beach is not divided. ▪ The downtown is divided. ▪ The neighbourhoods at the base of the Escarpment are divided. ▪ The Escarpment is not divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ The purpose of this design is to deliberately “cut across” features and breakdown potential barriers. Accordingly, it does not follow features, so much as deliberately go against the grain, to ensure that each ward has a piece. ▪ The incursion of ward 1 into ward 2 is needed for mathematical reasons to achieve parity.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ This option shares ward representation for Grimsby’s waterfront and the Escarpment among all 8 councillors. ▪ Ward 4 does not contain an access route between the upper and lower escarpment, isolating those communities from each other.

We do not recommend Option 6 or Option 6A. These Options deliberately minimizes the voting interest of all communities with the intent of creating geographically diverse wards. In practice, this has the effect of dividing communities of interest and diluting the voting power of lower density communities of interest, in particular on the Escarpment. While Option 6A is preferable to Option 6, neither provide “Effective Representation” in our view.

Draft Ward Boundary Option 7A – Newly Developed

This option was developed following consultations to illustrate the potential outcomes of a 3-ward options. An earlier iteration, Option 7, is available in **Appendix D**.

This option consists of **3 wards** and would result in a **Council of 7**, where **2 councillors are elected per ward**.



Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	11,126	+5%	11,126	-2%	11,607	-4%
Ward 2	10,983	+4%	11,462	+1%	11,541	-5%
Ward 3	9,687	-9%	11,507	+1%	13,182	+9%
Total	31,795 (10,598)		34,094 (11,365)		36,329 (12,110)	

Ward Boundary Evaluation – Option 7A

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides acceptable parity in the near term, with the variances up to 9% from the average and spread between wards ranging up to 14% of the average ward size. ▪ Average ward size in 2022 for a 3-ward option is ~10,500 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 2% and spread between wards up to 3%. ▪ By 2030, parity worsens slightly with variances up to 9% and spread between wards up to 14%. ▪ Average ward size by 2030 for a 3-ward option is ~12,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is not divided. ▪ Grimsby Beach is not divided. ▪ The downtown is not divided. ▪ The neighbourhoods at the base of the Escarpment are divided. ▪ The Escarpment is divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ As a 3-ward option, this version does not require as many boundaries. ▪ Does not use the QEW. ▪ Makes use of the Escarpment to the south of ward 2.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ This option achieves parity, but by only creating 3 wards, there is a risk it may combine too many interests within the resulting wards; this is partly offset by having 2 councillors per ward.

We do not recommend this, or any Option that results in only 3 wards. The resulting wards are too large to represent any particular community or neighbourhood and effectively result in “at-large” elections.

Draft Ward Boundary Option 8 – Newly Developed

This Option and Option 9 (included in **Appendix D**) were developed in response to public interest in reviewing options that resembled the existing boundaries to the greatest extent possible. Including the continued division of the Escarpment between two wards.

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.

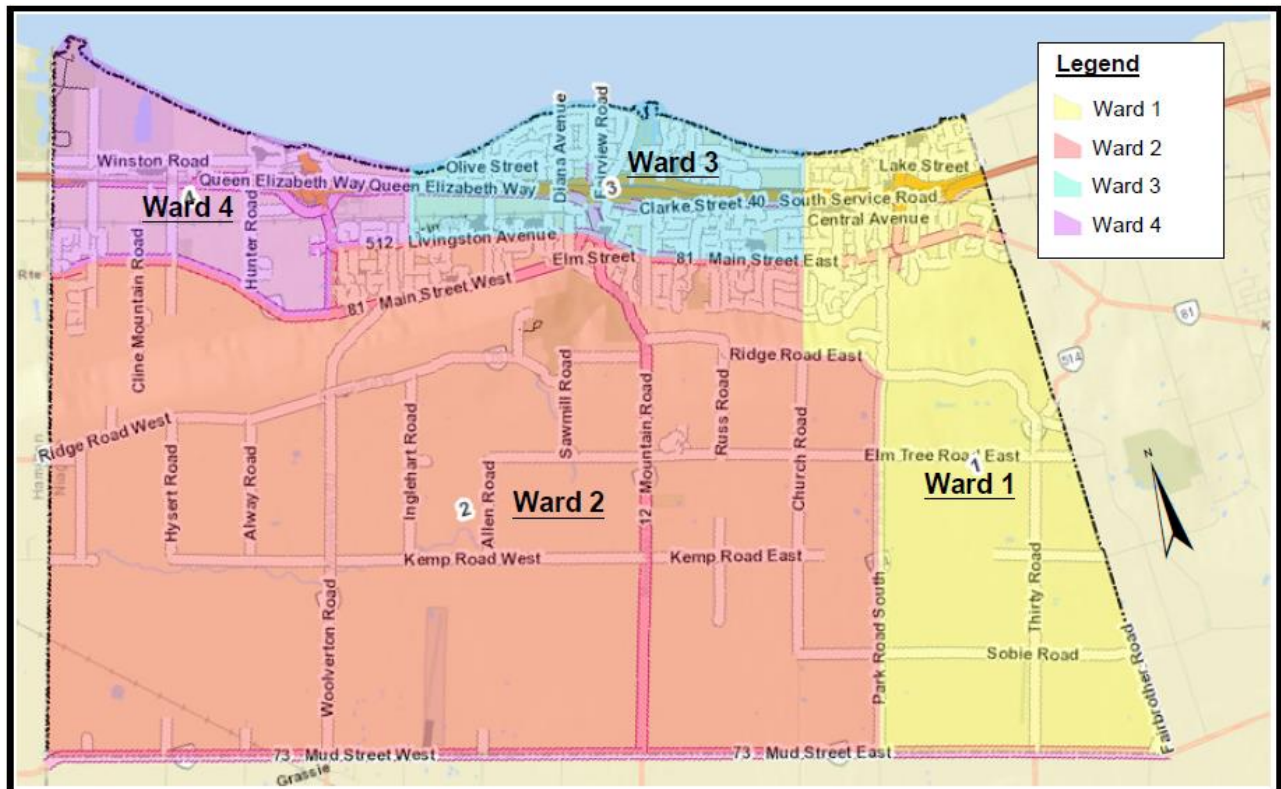


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	7,635	-4%	7,635	-10%	7,852	-14%
Ward 2	9,293	+17%	9,293	+9%	9,293	+2%
Ward 3	8,850	+11%	9,329	+9%	9,672	+6%
Ward 4	6,019	-24%	7,839	-8%	9,513	+5%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Ward Boundary Evaluation – Option 8

Meets Test of Effective Representation? <u>YES</u> / <u>NO</u>	
1. Consideration of Representation by Population	
<i>To the extent possible, wards should have relatively equal population totals; a degree of variation will be acceptable.</i>	<ul style="list-style-type: none"> ▪ This option provides parity that is acceptable (but not favourable compared to other options) in the near term, with the variances up to 24% from the average and spread between wards ranging up to 41% of the average ward size. ▪ Average ward size in 2022 for a 4-ward option is ~8,000 residents.
2. Consideration of Present and Future Population Trends	
<i>Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.</i>	<ul style="list-style-type: none"> ▪ Relative parity improves through 2026 with variances up to 10% and spread between wards up to 19%. ▪ By 2030, parity remains stable with variances up to 14% and spread between wards up to 20%. ▪ Average ward size by 2030 for a 4-ward option is ~9,000 residents.
3. Protection of Communities of Interest and Neighbourhoods	
<i>It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings It is desirable not to fragment distinct communities.</i>	<ul style="list-style-type: none"> ▪ Grimsby of the Lake is not divided. ▪ Grimsby Beach is not divided. ▪ The downtown is divided. ▪ The neighbourhoods at the base of the Escarpment are divided. ▪ The Escarpment is divided.
4. Consideration of Physical Features as Natural Boundaries	
<i>Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities; Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.</i>	<ul style="list-style-type: none"> ▪ By and large, this option takes advantage of some arterial roads as boundaries. ▪ It does not utilize the QEW. ▪ Like other 4-ward options, it does not utilize the Escarpment for mathematical reasons.
5. The Overriding Principle of “Effective Representation”	
<i>The specific principles are all subject to the overriding principle of “effective representation”</i>	<ul style="list-style-type: none"> ▪ This Option shares ward representation for Grimsby’s waterfront among 6 councillors in 3 wards and gives the rural community 4 councillors in 2 wards, although the rural population in ward 1 would not be significant relative to the remainder of the ward.

We do not recommend this Option, as it divides the Escarpment area into two asymmetrical wards, and it would not result in effective representation for the Escarpment area. If this option were modified by creating a Ward 3 that covered the entire Escarpment, the resulting reduction in the population of Ward 1 would have to be offset by an increase in population by shifting the Ward 1 boundary west into Ward 3, to continue to achieve acceptable levels of parity. The resulting outcome would then closely resemble Options 4 and 4B.

Part 4: Recommendations

Achieving “Effective Representation”

The following recommendations are based on our application of Council’s Terms of Reference to the inputs that we have received from this process as described above. We make these recommendations to give effect to the principles of “Effective Representations” which guide this process and influenced the Terms of Reference.

Key Decisions as Part of this Review

To complete the process of the Council Structure and Ward Boundary Review, it is necessary for Council to make three choices on:

- Size of Council
- Number of Councillors per ward
- Ward Boundary Alignment

In our assessment, these options were interrelated. A willingness to consider moving from the status quo to a council of seven, or to go from the current two councillors per ward to one, was clearly related to understanding what the resulting ward boundaries would look like.

Accordingly, we deferred the decisions on Council size and number of councillors per ward until they could be considered holistically with drafts of the resulting ward boundary configurations.

Decision 1: Council Size of Nine (status quo) or Seven

Currently, Grimsby’s Council has nine members. As discussed in our Interim Report, Councils of seven and nine are both commonly used in Ontario municipalities of similar size. Savings would be negligible and are not really a determining factor. The choice is about preferences in representation.⁸

Given these considerations we repeat the recommendations from our Interim Report that:

- Grimsby should not move to a Council with an even number of members, a smaller Council of five, or a larger Council than it currently has.
- A Council size of seven or nine members would both be legitimate possibilities, and we present options for both.

Decision 2: One or Two Councillors Elected per Ward

Currently, two councillors are elected per ward. Those who support the “two councillor per ward” model believe that it creates a competitive market for local representation and avoids the problem that a single councillor becomes the sole arbiter of local interest. Particularly where wards may represent a diversity of interests, having two representatives could be beneficial. Those who support a change to the “one councillor-one ward” model prefer the clarity of one accountable representative per ward and want to avoid the risk of structural conflict that can arise from two representatives serving the same territory.

⁸ We acknowledge that during the consultation, some referred to the goal of reducing the size of government in Niagara Region generally. Those interested in that perspective noted that a reduction in the size of Grimsby Council, or a change in the manner of the election of Grimsby’s representatives to the Council of Niagara Region could contribute to that goal. Those considerations are outside the scope of our Terms of Reference.

In our view, each of these perspectives are accurate descriptions of the inherent benefits and risks of how individuals could either live down or up to the potential of each model. Neither model is strong enough to determine how people will work within it. It could go either way, depending on who sits in the chair.

As a matter of governance theory, we have a slight preference for one councillor per ward, but as a matter of facts on the ground, we acknowledge that Grimsby has made the existing two per ward system work for a long time.

Since both models are legitimate, have offsetting strengths and weaknesses, and are commonly used, we present ward options for both.

Decision 3: Ward Boundary Alignment

As has previously been discussed, a key determining factor for ward boundary alignment is the Council structure and number of wards to be designed.

For each council structure, we prepared and evaluated at least two options, and in some cases as many as seven options, to give effect to each of the council size and councillor per ward options. In addition, there were many other draft efforts that were dismissed because they did not meet a threshold of delivering effective representation as per the Terms of Reference.

The chart below sets out all the viable options evaluated and our recommendations among and within each category.

Category	Council size	Councillors per ward	Ward Alignment Options	StrategyCorp Evaluation
8-Ward Options	9 (8 Councillor + Mayor)	1 per ward	Option 1	Not Recommended
			Option 1A	Preferred 8-Ward Option
4-Ward Options	9 (8 Councillor + Mayor)	2 per ward	Option 4	Not Recommended
			Option 4B	Acceptable 4-Ward Option
			Option 5	Not Recommended
			Option 5B	Preferred 4-ward, and Recommended Option
			Option 6	Not Recommended
			Option 6A	Not Recommended
			Option 8	Not Recommended
6-Ward Options	7 (6 Councillor + Mayor)	1 per ward	Option 2	Not Recommended
			Option 2B	Preferred 6-Ward Option
			Option 3	Not Recommended
3-Ward Options	7 (6 Councillor + Mayor)	2 per ward	Option 7A	Not Recommended

The following sections lay out our rationale for our preferred options in each category and overall recommendation.

Comparative Evaluation of 8-Ward Options

Council size	Councillors per ward	Ward Alignment Options	StrategyCorp Evaluation
9 (8 Councillor + Mayor)	1 per ward	Option 1	Not Recommended
		Option 1A	Preferred 8-Ward Option

Current Population: Option 1A provides acceptable, but sub-optimal parity in the near term, with the variances up to 17% from the average and spread between wards ranging up to 32% of the average ward size, which is an improvement over Option 1.

Future Population Trends: Relative parity of Option 1A improves through 2026 with variances up to 16% and spread between wards down to 28%. By 2030, parity worsens with variances up to 24% and spread between wards up to 42% resulting in less favourable outcomes than Option 1.⁹

Communities of Interest: Option 1A achieves unified representation of Escarpment and Grimsby Beach, which were identified to us as being the most important to keep together. We believe that one ward focused on the Escarpment is the best way to resolve current concerns that the area is underrepresented.

Due to the mathematical necessities of achieving parity among wards, this Option does divide the downtown and Grimsby on the Lake due to the smaller ward size.

Use of Identifiable Geographic Features: Option 1A makes more extensive use of the QEW as a natural barrier among communities than Option 1, which was recommended to us by stakeholders.

It also uses major arteries and landmarks that are well understood as such, and along straight lines. It uses the Escarpment as a boundary to the degree possible but includes lands north of the Escarpment to increase the overall population of the Escarpment ward.

Overall Effective Representation: In both Options, Ward 8 has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the others.

Option 1A provides the lakeshore with representation from 3 councillors as opposed to 4, but both deliver a single councillor focused on the interests of the Escarpment.

Conclusion: Option 1A is preferable to Option 1 due to its clearer boundaries, separation of the “Fifth Wheel” site from the Casablanca neighbourhood, and improved population parity in the near-term. While Option 1 does not contain any disqualifying features, we do not recommend this Option as many issues with this Option have been corrected for in Option 1A which supersedes this Option in our view.

Option 1A is our recommended option should Council elect to maintain a Council of 9 but move to electing 1 Councillor per ward.

⁹ **A Note on Degree of Parity:** In an 8-ward model, there are more wards, with lower population. As a result, the parity numbers for both the near and long term appear worse as percentages than they are in actual population, because in the 8-ward model a small number of residents has a big impact on percentage variance. Thus, the percentage variance appears to be twice as high as in the 4-ward options, but it is the same number of people.

Comparative Evaluation of 4-Ward Options

Council size	Councillors per ward	Ward Alignment Options	StrategyCorp Evaluation
9 (8 Councillor + Mayor)	2 per ward	Option 4	Not Recommended
		Option 4B	Acceptable 4-Ward Option
		Option 5	Not Recommended
		Option 5B	Preferred 4-ward, and Recommended Option
		Option 6	Not Recommended
		Option 6A	Not Recommended
		Option 8	Not Recommended

Current Population: Compared to other options, Option 5B provides the best population parity in the near term, with population variance from the average ward size limited to 5%, and the spread between wards of only 9% of the average ward size.

Future Population Trends: Relative parity remains stable through 2026, and superior to other options, with variances of only 4% and spread between wards limited to 8%. By 2030, parity worsens but is still very acceptable with variances of 11% and spread between wards up to 18%.

Communities of Interest: Option 5B achieves unified representation of Escarpment and Grimsby Beach, which were identified to us as being the two most important communities to keep together. We believe that one ward focused on the Escarpment is the best way to resolve current concerns that the area is underrepresented.

We acknowledge that this Option does divide the downtown and some neighbourhoods at the base of the Escarpment. This is driven by the math. In 4-ward options, the Escarpment is not an effective boundary for achieving population parity. Main St. is therefore used as the primary dividing feature between the North and South. Main St. was identified by many as a well understood boundary in the community.

We also acknowledge that Option 5B divides Grimsby on the Lake, with the “Fifth Wheel” separated from the rest of the area. However, the rapid and significant planned growth of this site will ensure its electoral relevance in the resulting ward. We think the gains in achieved population parity (compared to Option 5) justify dividing the Fifth Wheel site from the rest of Grimsby on the Lake.

Use of Identifiable Geographic Features: Option 5B makes the most extensive use of the QEW as a natural barrier among communities, which was recommended to us by stakeholders. It also uses major arteries and landmarks that are well understood as such, and along straight lines.

Overall Effective Representation: Options 4, 4B, 5, and 5B all have a Ward 3 with a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other.

Option 5B provides the lakeshore with representation from 4 councillors as opposed to 6 or 8 in other options presented, and delivers 2 councillors with a direct interest in the Escarpment.

Acceptability of Other 4-Ward Options

- **Options 6 and 6A:** The “layer cake” model was recommended for evaluation through the consultation process. In our view, it does not deliver on “Effective Representation” as a concept, because it deliberately cuts across geography and established communities to create geographically diverse wards and promote “the general interest” in all areas from the “shoreline to Mud St.” In practice, this has the effect of dividing communities of interest and diluting the voting power of lower density communities of interest, in particular on the Escarpment. While Option 6A is preferable to Option 6, neither provide effective representation in our view.
- **Options 4 and 4B:** Option 4B is preferable to Option 4 due to its clearer boundaries and superior population parity in the near and long term, while maintaining many of the strength of Option 4. Option 4B is acceptable, but we do not think it performs as well as Option 5B because it is not based on the QEW. While Option 4 is also acceptable, we do not recommend this option as many issues have been corrected for in Option 4B which supersedes this Option in our view.
- **Option 5:** While this Option is acceptable, we do not recommend it as many issues have been corrected in Option 5B which supersedes this Option in our view.
- **Option 8:** We do not recommend this Option, as it divides the Escarpment area into two asymmetrical wards, and it would not result in effective representation for the Escarpment area. If this option were modified by creating a Ward 3 that covered the entire Escarpment, the resulting reduction in the population of Ward 1 would have to be offset by an increase in population by shifting the Ward 1 boundary west into Ward 3, to continue to achieve acceptable levels of parity. The resulting outcome would then closely resemble Options 4 and 4B.

Conclusion: Of the seven options in this category, Option 5B results in the ward configurations best able to deliver effective representation, with clear ward boundaries and superior population parity in both the near and long term.

Option 5B is our recommended option should Council elect to maintain a Council of 9 as well as the election of 2 Councillors per ward.

Comparative Evaluation of 6-Ward Options

Council size	Councillors per ward	Ward Alignment Options	StrategyCorp Evaluation
7 (6 Councillor + Mayor)	1 per ward	Option 2	Not Recommended
		Option 2B	Preferred 6-Ward Option
		Option 3	Not Recommended

Current Population: Option 2B delivers acceptable parity in the near term, with the variances up to 19% from the average and spread between wards ranging up to 34% of the average ward size, this is neither the best nor worst performing Option with respect to population parity.

Future Population Trends: Relative parity remains relatively stable through 2026 with variances up to 21% and spread between wards down to 37%. By 2030, parity remains stable with variances up to 23% and spread between wards up to 37%. Option 2B is the worst performing option with respect to populations parity over the long term.

Communities of Interest: Option 2B achieves unified and undiluted representation of Escarpment and

Grimsby Beach, which were the two most important communities that were identified to us as being important to keep together. However due to the need for more smaller wards in a 6-ward configuration, Grimsby of the Lake, the downtown, and the neighbourhoods at the base of the Escarpment are divided.

Use of Identifiable Geographic Features: Option 2B is superior to Option 2 because it makes use of the QEW in some places as a boundary which is considered a positive. It generally uses major arteries as boundaries between wards below the Escarpment, and uses the Escarpment as a major ward boundary with minor discontinuity along the base of the Escarpment to bring population parity within acceptable ranges.

Overall “Effective Representation”: Option 2B gives the Escarpment Ward a deliberately small share of the total population with the intent of protecting the influence of the rural community within its ward. The ward also has a large geographic area, which is needed to achieve parity in numbers but makes for a significantly larger ward than all the other.

Option 2B provides the lakeshore with representation from 3 councillors as opposed to 6 in other options, and a single councillor focused on the interests of the Escarpment.

Acceptability of Other 6-Ward Options

- **Option 3:** This “layer cake” option deliberately minimizes the voting interest of all communities with the intent of creating geographically diverse wards. In practice, this has the effect of dividing communities of interest and diluting the voting power of lower density communities of interest, in particular on the Escarpment. For this reason we do not recommend Option 3.
- **Option 2:** While this Option does not contain any disqualifying features, we do not recommend this option. Subsequent variations of this 6-ward option including a single escarpment ward make more effective use of the QEW to organize wards below the Escarpment and provide better population parity. For these reasons Option 2B supersedes this Option in our view.

Conclusion: Of the three Options in this Category, Option 2B delivers the best outcomes due to its better use of the QEW as an effective boundary. While the latter has better population parity outcomes, it better represents the actual communities of interest both on and below the Escarpment.

Option 2B is our recommended option should Council elect to move to a Council of 7 and electing 1 Councillor per ward.

Comparative Evaluation of 3-Ward Options

Council size	Councillors per ward	Ward Alignment Options	StrategyCorp Evaluation
7 (6 Councillor + Mayor)	2 per ward	Option 7A	Not Recommended

Current Population: Option 7A provides strong population parity in the near term, with population variance from the average ward size limited to 9% variance, and the spread between wards of only 14% of the average ward size.

Future Population Trends: Relative parity improves through 2026, with variances of only 2% and spread between wards limited to 3%. By 2030, parity worsens but is still very acceptable with variances of 9% and spread between wards up to 14%.

A Note on Degree of Parity: Parity numbers for both the near and long term appear superior as percentages than they are in actual population, because in the 3-ward model a larger number of residents is required to have a significant impact on variance, given the comparatively large average ward size.

Communities of Interest: This Option achieves unified representation for most on the communities below the Escarpment, including Grimsby Beach, Grimsby on the Lake, and the downtown district, but divides the communities on and at the base of the Escarpment. In our view this division of the Escarpment is not favourable, and would not provide the community with effective representation. Even for undivided communities however, their voting power would be substantially diluted within their wards, resulting in a pseudo “at-large” elections.

Use of Identifiable Geographic Features: While this configuration has few boundaries in general, it does make effective use of the Escarpment to the south of Ward 2, and general uses easily identifiable roadways to divide wards. In general, having fewer wards will lend itself to clearer ward boundaries.

Overall “Effective Representation”: All 3 wards in this option are quite large in population, and wards 1 and 3 also have large geographical area. Direct Lakeshore representation is divided among 6 councillors and direct Escarpment representation is divided among 4 councillors.

Conclusion: We do not recommend this, or any Option that results in only 3 wards. The resulting wards are too large to represent any particular community or neighbourhood and effectively result in “at-large” elections.

For these reasons we do not recommend Council move to a reduced Council of 7 if councillors are elected 2 per ward.

Final Recommendation

When considering the preferred options within each category we find that even compared to other preferred options, **Option 5B provides the best outcomes for effective representation** and would continue the status quo of a Council of nine with 2 councillors per ward. It has the following key strengths:

- the best outcomes in terms of population parity, both today as projected to 2030;
- the strongest outcomes for wards that reflect community of interest; and
- the most readily explainable and easily understood geographic boundaries.

Option 2B would be the preferred 6-ward option in that it would provide similarly strong outcomes for wards that reflect community of interest, and mostly favourable and easily understood geographic boundaries. However, Option 2B does not deliver the same level of population parity achieved by Option 5B today or as projected to 2030.

Option 1A would be the preferred 8-ward option in that it would provide similarly strong outcomes for wards that reflect community of interest, and mostly clean geographic boundaries. That being said, there are more boundaries to create in an 8-ward model which can result in less readily understood boundaries by the nature of dividing Grimsby into 8 distinct areas.

However, compared to Option 5B, Option 1A does not deliver the same level of population parity achieved by Option 5B either today or as projected to 2030. This would be true of all 8-ward options, because of the concentration of population in high growth areas, and the low density of population on the Escarpment.

For these reasons Option 5B is our overall preferred and recommended Option.

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Appendix A - Guiding Principles

The Review's Terms of Reference

The Terms of Reference set out five guiding principles subject to the “overriding principle” of effective representation.¹⁰ The five guiding principles are:

1. Consideration of Representation by Population

- To the extent possible, wards should have relatively equal population totals;
- Given the geography and varying population densities and characteristics of the municipality, a degree of variation will be acceptable.

2. Protection of Communities of Interest and Neighbourhoods

- It is desirable to recognize settlement patterns, traditional neighbourhoods and community groupings (social, historical, economic, religious and political diversities);
- It is desirable not to fragment distinct communities.

3. Consideration of Present and Future Population Trends

- Given the varying rates of population growth across the Town, any proposed ward designs should take account of projected population changes so that wards will be equitable for up to three (3) terms of Council.

4. Consideration of Physical Features as Natural Boundaries

- Consideration will be given to using natural and man-made features as ward boundaries that already serve as physical boundaries of communities;
 - ▶ Where feasible, the preferred features to define a ward boundary are arterial roads, highways, railway lines, rivers and creeks.

5. The Overriding Principle of “Effective Representation”

- ▶ The specific principles are all subject to the overriding principle of “effective representation” as enunciated by the Supreme Court of Canada in its decision on the Carter case.

The Principle of Effective Representation

The principle of effective representation was set out by the Supreme Court of Canada in *Reference Re Provincial Electoral Boundaries (Saskatchewan)*, [1991] 2 S.C.R. 158 (*Carter*),¹¹ the leading authority for evaluating electoral systems in Canada.

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

In *Carter*, the Supreme Court held that the purpose of the right to vote enshrined in the *Charter* is not

¹⁰ (Grimsby Council Structure and Ward Boundary Review) https://www.grimsby.ca/en/town-hall/resources/Documents/C11_TC20-06_Ward-Boundary-and-Council-Composition-Review.pdf

¹¹ *Carter* is available online here: <http://scc-csc.lexum.com/scc-csc/scc-csc/en/item/766/index.do>.

“equality of voting power” but the right to “effective representation.”

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

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

A system which dilutes one citizen's vote unduly as compared with another citizen's vote runs the risk of providing inadequate representation to the citizen whose vote is diluted. The legislative power of the citizen whose vote is diluted will be reduced, as may be access to and assistance from his or her representative. The result will be uneven and unfair representation.

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

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

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

It is generally accepted, that wards should not vary in population by more than 25% from the average, unless there is a good reason to depart from this having regard to overall effective representation.

When defining effective representation as the right protected by the Charter, the Supreme Court of Canada noted that the relative parity of voting power was a prime, but not an exclusive, condition of effective representation.

One thing is clear though. While maintaining relative parity is important, both now and in the future, it is not the only factor. As one Ontario Tribunal put it, “ward design is not just a purely mathematical exercise.”

Departure from mathematical parity should be avoided and minimized but may be justified where the other factors set out above combine to justify the departure to achieve overall effective representation.

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

The principle of effective representation has been interpreted and applied in a long line of Ontario Municipal Board cases dealing specifically with ward boundary and council structure issues.¹²

¹² See, for example, *Teno v. Lakeshore (Town)*, (2005), 51 O.M.B.R. 473 and *Osgoode Rural Communities Association et al. v. Ottawa (City)* [2003] Decision/Order 0605.

Appendix B – Evolution of Population Estimates

Staff Report (Prior to SCI engagement)

Source: MPAC elector data by Ward.

Ward	Total Elector Count	Percent of Total Electors	Variance from Average
Ward 1	5,689	24.4%	-2.5%
Ward 2	5,719	24.5%	-2.0%
Ward 3	4,911	21.0%	-15.8%
Ward 4	7,018	30.1%	20.3%
Total	23,337 (100%)		5,834 (Average)

Where this estimate was used: Grimsby Staff used these numbers in their report to council on its recommendations for conducting a Council Composition and Ward Boundary Review. These numbers were publicly available as part of that report.

Rationale: While using MPAC (2020) elector data to inform population estimates is considered best practice by the courts to ensure both permanent and seasonal populations are accounted for, however it does not consider any ineligible voters, including those under 18.

Phase I Estimates

Source: This estimate used StatsCan (2016) numbers, and annual water service estimates from 2016 to the end of 2019 from the Town’s building department.

Ward	Population Per Ward	Share	Variance From Average (%)
Ward 1	7,632	25%	1%
Ward 2	6,617	22%	-13%
Ward 3	5,676	19%	-25%
Ward 4	10,410	34%	37%
Total	30,335 (100%)		7,584 (Average)

Where this estimate was used: This estimate was used in public consultation materials for the 1st round of consultations (including informational videos, public meetings, and the survey).

Rationale: Given Grimsby’s negligible seasonal population, StatsCan provided a more accurate (though outdated) population count per ward. Upon requests from council, we built out the StatsCan numbers to reflect the significant growth Grimsby has experienced since 2016, especially in Ward 4, using the water metering data provided by the town. This likely represents a very accurate or each wards population given its grounding in StatsCan data. It also aligned with former 2020 population estimates in other Town documentation including the most recent Development Charges study.

Interim Report Estimates

Source: This estimate uses the Town’s land parcel data and MPAC property codes to establish the estimated population per property.

Ward	Population Per Ward	Share	Variance from Average
Ward 1	7,119	25%	1%
Ward 2	6,602	22%	-13%
Ward 3	6,315	19%	-25%
Ward 4	10,077	34%	37%
Total	30,113 (100%)		7,584(Average)

Where this estimate was used: This report is the first time these estimates have been incorporated and are those being used to begin the process of drafting ward boundary options for the second round of public consultations.

Rationale: While Phase I estimates were a good starting point, this project requires a dynamic population model of the Town that allows us to manipulate ward boundary lines, and account for any resulting changes in population. Using parcel data provides us with the necessary granularity of population density information to achieve this.

Given the accuracy of the Phase I estimates, we are also able to “test” the accuracy of this model, and find these total population estimates to be within 1% of the StatsCan/Water Servicing ones, indicated the reliability of this most recent model.

This most recent model also allows us to plot projected population growth from the planning department geographically and incorporate those projections into future ward boundary options.

Final Report Estimates

Source: This estimate uses the Town’s land parcel data and MPAC property codes to establish the estimated population per property.

Ward	Population Per Ward	Share	Variance from Average
Ward 1	7,226	23%	-7%
Ward 2	7,138	23%	-8%
Ward 3	6,488	21%	-16%
Ward 4	10,185	33%	31%
Total	30,037 (100%)		7,759(Average)

Sources: MPAC and Town Staff

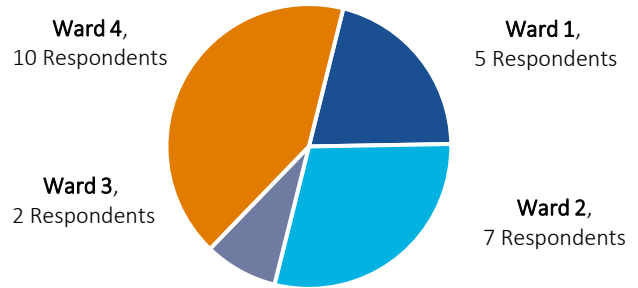
Where this estimate was used: These estimates were used as the basis for further population projections and for the projections in the Draft Options presented in public consultations and in this report.

Rationale: Since the Interim Report, Town staff have continued to refine the current population distribution estimates. More detailed mapping and imaging analysis, resulted in minor changes to the population estimates that more accurately count properties. For example, satellite imaging showed rows of townhomes where only one land parcel had been previously counted.

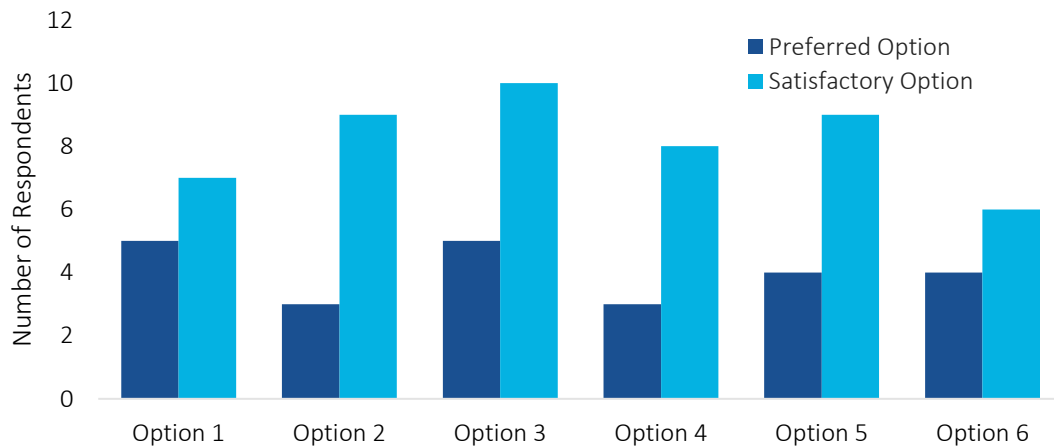
Appendix C – Summary of Survey Participant Preferences

Given only 24 residents participate in the public survey during the second round of consultations, the results of the survey cannot be taken to be representative of the views of the entire Town. We have included the qualitative results of the survey here, but they did not influence our analysis as far as making generalized preferential conclusions about the presented ward boundary options.

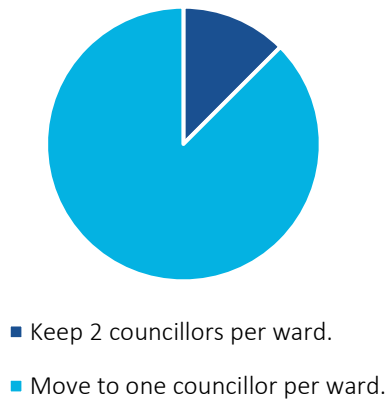
Respondents Current Ward of Residents



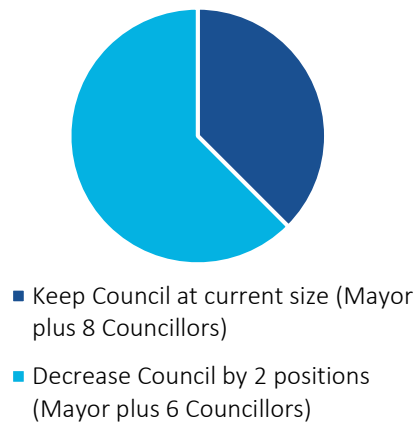
Respondents Preferred and Satisfactory Options



Respondents Preference of Councillors per Ward



Respondents Preference of Council Size



Appendix D – Previous Draft Boundary Options

Draft Ward Boundary Option 2A – Not Recommended.

This option consists of **6 wards** and would result in a **Council of 7**, where **1 councillor is elected per ward**.

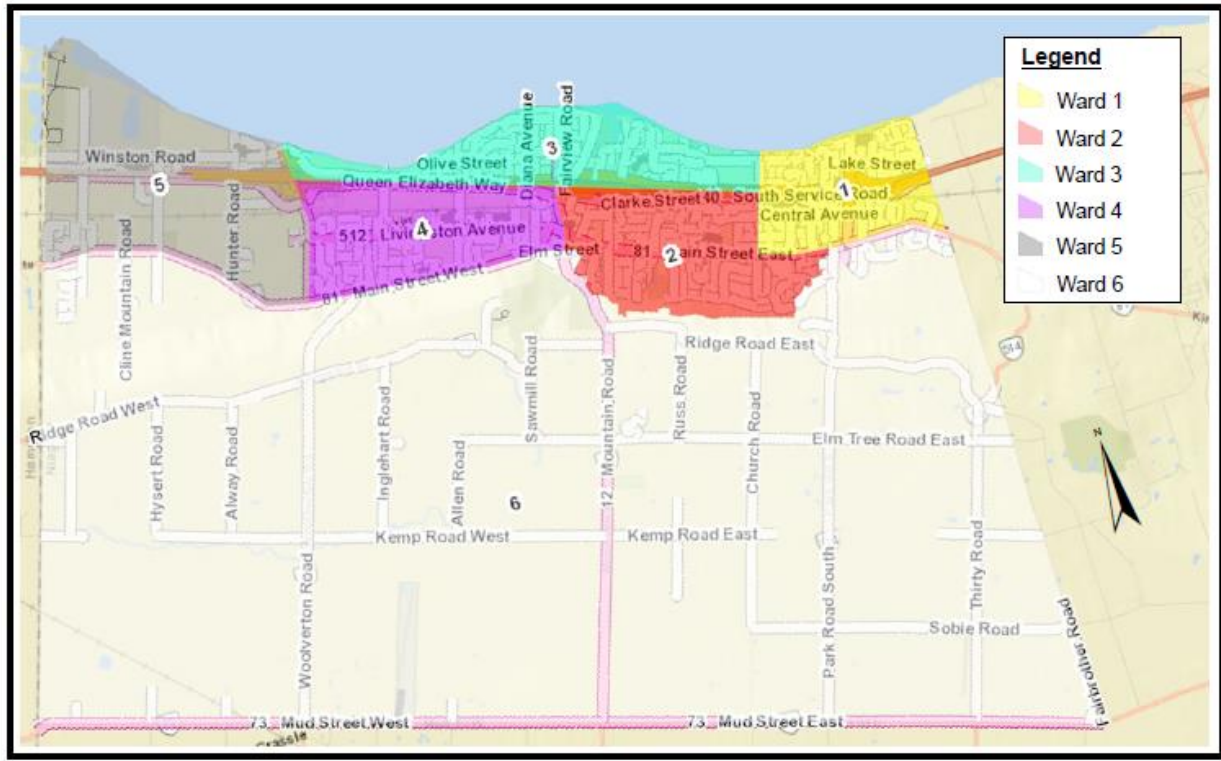


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	4,782	-10%	4,782	-16%	4,782	-21%
Ward 2	6,310	+19%	6,575	+16%	6,874	+14%
Ward 3	5,022	-5%	5,808	+2%	7,456	+23%
Ward 4	5,890	+11%	6,104	+7%	6,104	+1%
Ward 5	5,305	0%	6,339	+12%	6,445	+6%
Ward 6	4,486	-15%	4,486	-21%	4,669	-23%
Total	31,795 (5,299)		34,094 (5,682)		36,329 (6,055)	

Draft Ward Boundary Option 4A – Not Recommended

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.



Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	8,701	+9%	8,701	+2%	9,044	0%
Ward 2	7,235	-9%	7,714	-10%	7,714	-15%
Ward 3	8,225	+3%	8,225	-4%	8,442	-7%
Ward 4	7,635	-4%	9,455	+11%	11,130	+23%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Draft Ward Boundary Option 5A – Not Recommended

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.



Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	8,299	+4%	8,299	-3%	8,378	-8%
Ward 2	7,637	-4%	8,116	-5%	8,381	-8%
Ward 3	8,225	+3%	8,225	-4%	8,442	-7%
Ward 4	7,635	-4%	9,455	+11%	11,130	+23%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Draft Ward Boundary Option 7 – Not Recommended

This option consists of **3 wards** and would result in a **Council of 7**, where **2 councillors are elected per ward**.

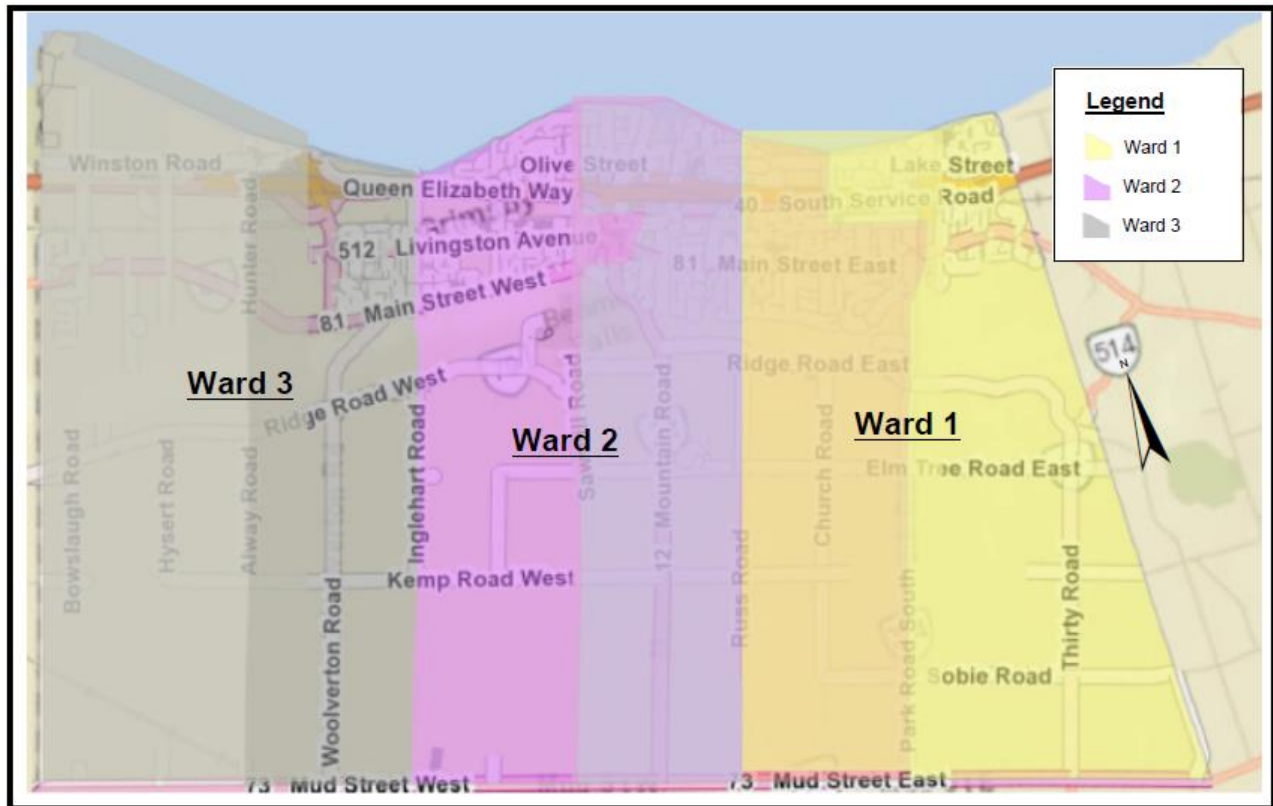


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	10,851	+2%	10,851	-5%	11,332	-6%
Ward 2	11,784	+11%	12,263	+8%	12,342	+2%
Ward 3	9,161	-14%	10,981	-3%	12,656	+5%
Total	31,795 (10,598)		34,094 (11,365)		36,329 (12,110)	

Draft Ward Boundary Option 9 – Not Recommended

This option consists of **4 wards** and would result in a **Council of 9**, where **2 councillors are elected per ward**.

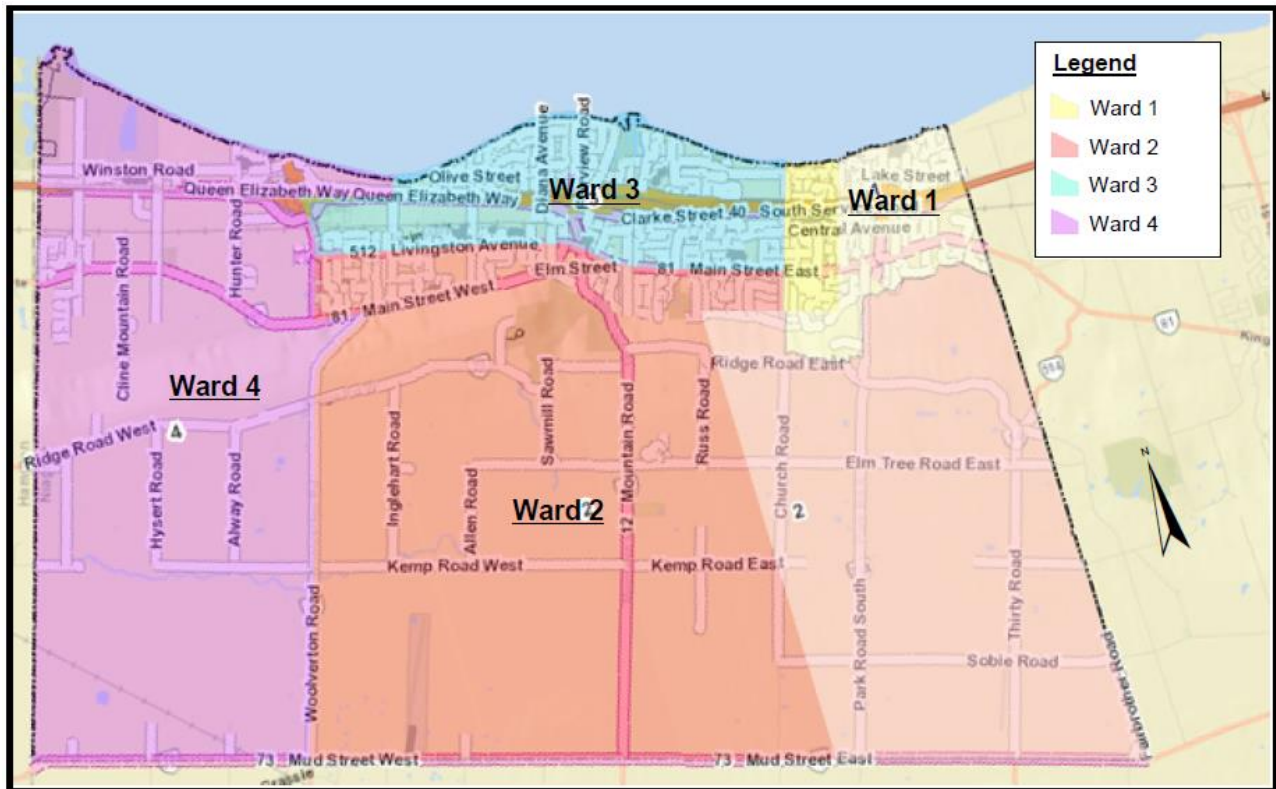


Image Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Population Table

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	7265	-9%	7265	-15%	7312	-19%
Ward 2	8294	+4%	8294	-3%	8445	-7%
Ward 3	8850	+11%	9329	+9%	9672	+6%
Ward 4	7388	-7%	9208	+8%	10901	+20%
Total	31,795 (7,949)		34,094 (8,524)		36,329 (9,082)	

Appendix E – Population Projections

Final Projections

The following table describes the population projections used in this review to account for future populations trends.

Ward	2022 Population	Variance from Avg.	2026 Population	Variance from Avg.	2030 Population	Variance from Avg.
Ward 1	7,265	-9%	7,265	-15%	7,312	-17%
Ward 2	7,153	-10%	7,367	-14%	7,802	-12%
Ward 3	6,522	-18%	6,787	-20%	6,866	-22%
Ward 4	10,856	37%	12,676	49%	13,351	51%
Total	31,796 (7,949)		34,095 (8,524)		35,331 (8,833)	

Source: Grimsby Staff

Methodology

In the preparation of these estimates Grimsby Planning staff looked at existing building and planning applications as well as vacant lands and development sites as of early February and evaluated the anticipated population growth on those sites up to 2030. A full list of the development sites with anticipated population growth before 2030 is presented in the following list.

Development Site	Cumulative Population Increases		
	2022	2026	2030
Beverly Street	9	9	9
Phelps Legacy	41	41	41
10 Shoreline Crescent	3	3	3
8 Lake Street	0	16	16
84 Livingston	0	214	214
27 John Street	0	92	92
709-721 Winston Road	0	109	109
Fifth Wheel	0	786	2,355
Foran's Marina	0	0	63
6 Doran	0	166	166
61 Main Street East	0	7	7
133 Main Street East	0	0	266
226-228 Main Street East	0	25	25
7 Park Road South	0	16	16
314 Main Street East	0	171	171
Northeast Corner of Livingston Avenue at Slessor Blvd	14	14	14
25 Bartlett	39	39	39
Casablanca Winery Inn	0	765	765
Teeter Place	0	31	31

Source: Grimsby Staff

Several development sites were evaluated and not included in these projections for a number of potential reasons including if population was deemed unlikely to be realized by 2030 and are therefore beyond the scope of this review. A list of sites specifically not included in this review's projections is in the list below.

Development Site	Potential Population
Winston Road Lots West of Kelson Avenue	118
544-540 North Service Road	306
Hand Roberts Road	62
North Service Road at Roberts Road	192
Bowling Alley	113
Sobkowich Greenhouses	495
Lake Street at Sewage Treatment Plant	78
Kerman Avenue Greenhouses	149
Bartlett at Escarpment	99
Lincoln Park	43
Total	1,654

Source: Grimsby Staff

Additionally, any new applications submitted after the above review date, may not be included in these projections if they are proposed on sites requiring zoning amendments, or that are outside the Town's existing Official Plan.