

LAMBTON SHORES COUNCIL COMPOSITION AND
WARD BOUNDARY REVIEW
FINAL REPORT

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Executive summary

Since its creation in 2001, the Municipality of Lambton Shores has been governed by a council comprising a mayor and a deputy mayor elected at-large and seven councillors, one from each of seven wards. The ward boundaries have not been changed since the municipality's creation. The mayor and deputy mayor represent Lambton Shores on the Lambton County council.

Andrew Sancton Consulting (Drs. Andrew Sancton and Tim Cobban) was engaged by the Municipality of Lambton Shores to conduct a review of Council Composition and Ward Boundaries. We did so between July and December 2020, keeping in mind provisions of Ontario's Municipal Act and of the Ontario Municipal Board (now the Local Planning Act Tribunal). In our Preliminary Report we outlined the regulatory framework for the review, discussed how we would take account of seasonal residents, and presented four options for public discussion.

As a result of our interviews with members of council and senior staff, we wrote a short paper on the role of the deputy mayor and developed a fifth option, both of which were posted on the municipal website. The five options were discussed at one public meeting in Thedford and one virtual meeting. We also conducted an online survey during the month of November.

This report contains the following recommendations for the Council of the Municipality of Lambton Shores:

That a deputy mayor, who is directly elected by all the voters of Lambton Shores, should continue to be a member of the council of the Municipality of Lambton Shores;

That all councillors in Lambton Shores continue to be elected from wards;

That that the size of the municipal council of Lambton Shores be reduced from nine to seven; and

That the boundaries for the five wards contained in the revised version of Option 5 presented in this report be adopted as the new ward boundaries for Lambton Shores effective for the 2022 municipal election.

Although our first choice is stated above, we add that, if the Council of Lambton Shores prefers,

we would also support a system based on our Option 5 that combines our proposed Wards 1 and 2 and into one ward that would elect two councillors. The same could happen with Wards 4 and 5, leaving Ward 3 as the only ward electing one councillor.

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1. INTRODUCTION

Since its creation in 2001, the Municipality of Lambton Shores has been governed by a council comprising a mayor and a deputy mayor elected at-large and seven councillors, one from each of seven wards. The ward boundaries have not been changed since the municipality's creation. The mayor and deputy mayor represent Lambton Shores on the Lambton County council. Lambton Shores was the result of the amalgamation of the Town of Bosanquet, the Village of Grand Bend, the Town of Forest, the villages of Thedford and Arkona, and parts of Warwick and Plympton townships. Agriculture and tourism are the municipality's main economic drivers. The total population of Lambton Shores has been relatively stable over the past twenty years but, as will be explained in detail later in this report, there is now considerable variation in the populations of the seven wards. A complicating factor—also to be explored in more detail later—is that a substantial portion of the dwellings located near Lake Huron are occupied by seasonal residents.

In June 2020, the Municipality of Lambton Shores retained Andrew Sancton Consulting (Drs. Andrew Sancton and Tim Cobban) to conduct a Council Composition and Ward Boundary Review. The purpose of this Final Report is to document the work undertaken for this review, report the main findings, and offer recommendations to council. There is an array of electoral options for council to consider. There are two basic electoral models—at large and ward-based systems—as well as ones that involve a mixture of the two systems. These models can also be modified in several ways—by changing the size of council, and by including, or not including, a directly-elected deputy mayor. Below, we describe and assess these options, as we did in more detail in our previous Preliminary Report. In this report, however, we also incorporate the input and feedback received during our extensive consultations and we focus on the most suitable options. Importantly, we provide our final recommendations to council, for it is their responsibility, not ours, to determine the structural make-up of the municipal council of Lambton Shores. Before we begin to discuss the options available to council, however, we provide a brief overview of this project.

2. THE PROJECT

The main purpose of this project is to assist and advise the municipal council of Lambton Shores in making a decision about council composition and ward boundaries. The Terms of Reference for this project were established in the original Request for Proposals as issued by the Municipality:

The Municipality of Lambton Shores is seeking to engage a consultant to conduct a Council composition and ward boundary review in accordance with the following parameters:

- Use the experience gained through other municipal ward boundary reviews and the outcome of OMB/LPAT hearings and Supreme Court of Canada decisions in those cases where a review has been appealed.
- Provide options for changes to Council composition and options for how Council representatives are elected, if deemed appropriate.

- Provide options for re-alignment of the existing wards and/or for a change in the number of wards, if deemed appropriate, through the application of the following principles:

- o Representation by Population - Considering representation by population for every Councillor generally representing an equal number of constituents within their respective wards. Given the geography and varying population densities, and characteristics of the Municipality, a degree of variation is acceptable.

- o Municipal Growth Trends and Projections - Accommodating for and balancing future increases or decreases in population growth/decline to maintain a general equilibrium in the representation by population.

- o Geographic and Topographic Boundaries - Utilizing geographical and topographical features to provide boundaries for wards.

- o Communities of Interest – Consider traditional neighbourhoods and settlement patterns, and community groupings in specific geographic locations. Where possible, ward boundaries should not fragment a community.

- o Equal Representation and Voter Parity - Consider an overriding principle of effective representation as described by the Supreme Court of Canada in its decision on the Carter case.

- Develop a ward structure that will accommodate growth and population shifts for a minimum of three (3) Municipal elections (2022, 2026, and 2030) and beyond, if feasible.

- Conduct all research, consultations (public and otherwise, as deemed appropriate), and the provision of a final report and recommendations to Lambton Shores Council.

2.1 PROJECT WORK PLAN AND SCHEDULE

The Electoral Review Project began in July 2020 and concludes in December 2020. The project has proceeded in four stages.

2.11 Data Collection and Research

Our initial tasks involved collecting key data and information and conducting research. We gathered population and population growth information from Statistics Canada and from municipal staff.

Our independent research encompassed several areas. We reviewed relevant legislation, especially Ontario's Municipal Act. We surveyed relevant case law, focusing most of our efforts on how the Ontario Municipal Board (OMB, now LPAT, the Local Planning Appeal Tribunal) has responded to appeals relating to municipal electoral systems. To this end, we scrutinized OMB decisions in two

dozen relevant cases.

We studied the electoral systems found in other municipalities with populations of similar size to that of Lambton Shores. We focused on the other lower-tier municipalities within Ontario but also looked at relevant municipalities in other parts of Canada.

Finally, we reviewed relevant scholarly literature, especially recent contributions to the longstanding debate on the merits and flaws of at-large and ward-based municipal electoral systems.

2.12 Preliminary Report

The results of our research efforts were presented in our Preliminary Report, which was publicly released when we presented it to Council on 29 September 2020.¹ The report provided an initial assessment of the current ward boundaries and introduced and assessed possible alternatives. We concluded that the current configuration for ward boundaries does not meet the criteria for “effective representation” because there is too much variation in population among the wards: Wards 2 and 3 contain too many people and Wards 6 and 7, too few. Accordingly, we presented four options. All involved the continued election at-large of a mayor and deputy mayor. Option 1 was for seven-member council with five councillors elected at-large. Options 2 and 3 were different configurations for a nine-member council involving seven wards. Option 4 was for a seven-member council involving five wards.

Although some of the content of the Preliminary Report is reproduced here, most of it is not. The review of the legislative framework governing municipal electoral systems is omitted, as is the important discussion on the role of the OMB and the relevance of their articulated understanding of “effective representation.” The analysis of the longstanding debate about ward vs. at-large elections remains in the Preliminary Report. An important feature of the Preliminary Report was a discussion of how we accounted for seasonal residents in calculating population numbers for our proposed wards.

2.13 Consultations

A comprehensive consultation program shortly followed the release of the Preliminary Report. The objectives were to engage and inform citizens while soliciting their input and feedback, and to probe the experiential views of those most familiar with the functioning of the municipal council in Lambton Shores—the key stakeholders. The consultation program involved three separate activities.

i. Stakeholder Interviews

On 8 October 2020 we conducted in-person interviews in Thedford with the Mayor, Deputy Mayor,

¹ <https://www.lambtonshores.ca/en/our-government/resources/Documents/Ward-Boundary/Preliminary-Report---Sept-2020.pdf>

all but one of the councillors, and the Municipality's senior managers. On 14 October the remaining councillor was interviewed by telephone. The interviews were approximately 30 minutes in length, and semi-structured in format. Interviewees were asked to provide any general comments in response to the Preliminary Report. Then, follow-up questions were posed that related more directly to their particular expertise or experiences. Finally, interviewees were asked to indicate their preferred outcome from the Review. We promised our 14 respondents that none of them would be quoted in this report and that no individual views would be attributed to anyone.

A significant number of interviewees expressed disappointment that only one of our options involved five wards. Some of these same people expressed the view that, if possible, each of the wards should front on Lake Huron. Others expressed surprise that we said nothing about the position of Deputy Mayor in our Preliminary Report. As a result of these findings, we developed a new 5-ward option (labeled Option 5) that we added to our online survey and that we introduced during our public consultations (see below). We also wrote a one-page Supplementary Report on the role of the Deputy Mayor that was added to our page of the Municipality's website.²

ii. Public consultation

Public consultation is difficult during a pandemic. Nevertheless, with the able assistance of the Municipal Clerk, we conducted a public meeting with nine attendees in Thedford on 12 November and a virtual meeting with 13 participants on 18 November. Given the pandemic and experiences in other jurisdictions, we consider this to be quite a good level of participation. At both meetings we presented an overview of our work and our options.³ Lively discussions occurred in both venues and we learned a great deal. Considerable discussion focused on how we arrived at our estimates of seasonal property-owners and long-term renters. We will return to this issue later in this report.

iii. The survey

A short survey was designed and administered from 3 November until 25 November. An electronic link to the survey was posted to the project's page of the Municipality's website. Paper copies were available at the public meeting.

The survey asked citizens to identify the community in which they resided, and answer various questions relating to the electoral options available for Lambton Shores. Some questions were open-ended, allowing respondents to supply or expand on their answers. Discussion boxes were also included, allowing respondents to provide more general comments and feedback. In total, there were 189 survey respondents. In our experience on similar projects, this is a strong response rate. Responses came from all parts of the Municipality and provide rich insights into the community's

² <https://www.lambtonshores.ca/en/our-government/resources/Documents/Ward-Boundary/Supplementary-Report-Deputy-Mayor-Position.pdf>

³ <https://www.lambtonshores.ca/en/our-government/resources/Documents/Ward-Boundary/Ward-Boundary-Review-Public-Consultation-Presentation.pdf>

views on the electoral system of Lambton Shores.⁴

2.14 Final Report

The final stage in this Electoral Review involves the preparation and submission of this document, our Final Report. This document is an extension of our previous Preliminary Report. Included are summaries of the available electoral options, the results and findings of our consultations, and the reporting of our final analysis and recommendations. The submission of this report to council represents the completion of the project.

3. ANALYSIS

In our Preliminary Report, we presented four options. As explained above, we added an additional option after our initial stakeholder consultations and we added information about the office of Deputy Mayor, a subject we deal with immediately below. This will be followed by a discussion of how we have accounted for seasonal residents in our population figures. Next, we discuss each of the various options and conclude by making our final recommendations.

3.1 DEPUTY MAYOR

During our stakeholder interviews, we found only very limited support for eliminating this position. The subject was not raised during our public consultations. Our online survey showed that 55% of respondents favoured maintaining this directly elected position. Some of the respondents who favoured elimination suggested that council could rotate the position among its members. Such a policy might well be possible were it not for the fact that the deputy mayor joins the mayor in representing the municipality on the Lambton county council. The council could appoint someone other than the deputy mayor to serve on the county council, but section 235 of the Ontario Municipal Act stipulates that such a person would have to be appointed for a four-year term. In other words, it would not be possible to rotate the county-councillor role among council members. In any event, we believe that such an important position should be directly elected.

We recommend that a deputy mayor, who is directly elected by all the voters of Lambton Shores, should continue to be a member of the council of the Municipality of Lambton Shores.

3.2 AT-LARGE ELECTIONS TO MUNICIPAL COUNCIL

⁴ For survey questions and a summary of the responses, see <https://docs.google.com/forms/d/e/1FAIpQLScZ5n4SZtqoa7SRF-qwC2aJcrphswF6N2fwh0eW5btFjFhzYA/viewanalytics>

As we outlined in our Preliminary Report, one option for electing councillors is to elect them at-large, meaning that, like the mayor and deputy mayor, each council candidate runs throughout the entire municipality. If there were five councillors, each voter could choose up to five candidates. The top five vote-getters would be declared elected. While such a system is prevalent in British Columbia and in many small, homogeneous municipalities elsewhere, including Ontario, we do not believe it is appropriate for a territorially large and diverse municipality such as Lambton Shores. Our survey results suggest that respondents agree: only 16 percent favoured a fully at-large system and another 14% favoured a combination of at-large and ward elections.

After the survey was closed on 25 November, we received a statement by email from a community association representing property owners in various parts of the municipality, including seasonal properties, in which the executive of the organization expressed support for a council composed of a mayor, deputy mayor, and five councillors elected at-large. The executive believed that voters “should have a vote on every councillor.”

Having considered this position and all the others we received, **we recommend that all councillors in Lambton Shores continue to be elected from wards.**

3.3 COUNCIL SIZE

In our Preliminary Report we pointed out that, compared to most other municipalities with similar populations in Ontario and elsewhere in Canada, Lambton Shores has a relatively large council. There are a few others having nine members, but none having more than nine. A few have only five members, but most have seven. We started this project without holding strong views about the ideal number for a municipality of this size. As a result, we have been influenced by two main factors:

1. The results of our consultations; and
2. The appropriateness of the boundaries that result from starting with different numbers of wards.

In fact, as will be shown below, we only considered councils sizes of seven or nine. We considered five too small for Lambton Shores and eleven to be too large. Given that two of the positions are to be occupied by the mayor and deputy mayor, this leaves either five or seven positions to be occupied by councillors chosen in wards. Very few municipal councils have an even number of councillors. Mayors vote in Ontario councils and tie votes on a motion mean that it is defeated. There seems to be a strong consensus that having an odd number of council members is superior to having an even number.

In our initial consultations with members of council and senior municipal administrators, there were strong views expressed by many that the council should be smaller than it is now. Significantly in our view, a majority of the councillors expressed this view, although a minority firmly defended a nine-member council. Our discussions with the council members caused us to develop a five-ward model

that was not included in our Preliminary Report. This option (Option 5) was added as one of the options for our online survey and for discussion during the public consultations.

At our public consultations, opinion was divided about council size, although perhaps not as firmly as we might have expected. We understood that most of the people who advocated for seven wards (nine council members) believed, quite understandably, that their particular part of Lambton Shores would likely be better represented in a nine-member council. What was generally left unsaid was that, other things being equal, each member of a nine-member council has less personal influence than each member of a seven-person council. In other words, unless we know in advance the results of a particular election, we cannot know for sure how council size will affect council decisions as they affect any particular area.

There were also mixed results from our online survey. There were two options for reducing council size: decrease by one or two councillors; or decrease by more than two councillors. The first option was chosen by 33% of the respondents and the second by 13%, meaning that 46% wanted a reduction. In contrast, 42% wanted to main the current size. The remainder either chose “Don’t Know” or responded in a way that was not classifiable. In fact, an examination of individual answers suggests that there was considerable confusion among some of the respondents. For example, about a dozen suggested that they wanted to abolish the position of deputy mayor, maintain seven wards, and maintain the current size of the council. At best, we can conclude from the survey that opinion was divided.

On balance, and especially as the result of our consultations with members of council and senior staff, **we recommend that that the size of the municipal council of Lambton Shores be reduced from nine to seven.** We would have been much less comfortable making such a recommendation had we not been able to produce a five-ward option that we consider to best meet the various criteria related to “effective representation”. We now turn to an analysis of the various options for determining drawing ward boundaries.

3.4 DETERMINING WARD BOUNDARIES

As explained in our Preliminary Report, we concluded that the existing ward boundaries could not be defended in any hearing conducted by Ontario’s Local Planning Appeal Tribunal (LPAT). This is primarily because the populations of the seven wards are too unequal. We explained in the Preliminary Report how we calculated the ward populations to take account of property-owners and long-term renters for whom Lambton Shores is not their permanent residence. We did this because, unlike federal and provincial elections, such non-permanent, or seasonal, residents have the right to vote in municipal elections and LPAT has determined that they must be accounted for.

In our Preliminary Report and at the public consultation meetings we explained how we did so. It was suggested at the public meetings that we should use a “multiplier” that was lower than 2.49 and that we should take account of the fact that some of the seasonal property owners are Americans who do not have the right to vote in Ontario municipal elections. Regarding the multiplier, it is true that for “private dwellings occupied by usual residents” the average number of people living in each

dwelling in Lambton Shores in 2016 was 2.2.⁵ At the public meetings we explained why survey data from Muskoka suggests that the average for seasonal residents would be higher. We suggested that very few seasonal residents would likely be occupied by only one person. The 2016 Canadian census shows, however, that 1360 permanent residents of Lambton Shores (or 13.1 percent of all the permanent residents who lived in private dwellings) lived alone.

Should we take account of the fact that some seasonal residents cannot vote in Ontario municipal elections because they are Americans (i.e., they are not Canadian citizens)? To our knowledge, this issue has not been explored in other municipal ward boundary reviews or by LPAT. From time to time it has been suggested that property-owning seasonal residents and/or landed immigrants *should* have the right to vote in municipal elections. In the context of this report for Lambton Shores, however, no one is suggesting that Ontario municipal election law should be changed. The only issue is how to account for seasonal residents who are not Canadians. At the public meeting, we undertook to explore this issue.

The Municipal Clerk provided us with data from the Municipal Property Assessment Corporation (MPAC) showing the municipal addresses of residences that were owned by “aliens” (i.e. people who are not Canadian citizens). There were only 117 such separate residential addresses in the entire municipality, most with more than one property owner. Most such addresses were along the lakeshore. Given their relatively small number, we do not believe they would make a great deal of difference to any of the options that we formulated. Nevertheless, later in this report, when we do present our recommended option, we have eliminated these addresses (and therefore their estimated populations) from our calculations relating to “adjusted populations” and we have amended our population chart accordingly.

We have taken this action because the only reason we need to be concerned with seasonal residents in this project is that they have the right to vote. However, if seasonal residents who are aliens do *not* have the right to vote, it is now our view that there is no justification for including them in the population figures used to determine “voter parity” for the purposes of “effective representation”.

According to MPAC, about one third of the aliens who own or rent property in Lambton Shores claim that they live in such property as their usual residence. Such people and their other family members are counted in the federal census and therefore should already be included in the population figures we are using, just as they are for the drawing of the boundaries of federal and provincial electoral districts. In any event, we reiterate that the numbers involved here are sufficiently small relative to the total population of Lambton Shores so as to make little or no difference to our analysis.

3.41 Options 1-3

⁵ <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=3538040&Geo2=CD&Code2=3538&SearchText=Lambton%20Shores&SearchType=Begin&SearchPR=01&B1=All&TABID=1&type=0>

Because we have already rejected at-large elections (Option 1) and a nine-member council for Lambton Shores (Options 2 and 3), we are of necessity left with Options 4 and 5. Nevertheless, because our decision for five wards (plus a mayor and deputy mayor) was in part affected by problems with Options 2 and 3 that we learned about during our consultations, we accept the need to briefly outline these problems.

Perhaps the most significant feature of Option 2 is that it provides Port Franks with its own ward (Ward 3). Not surprisingly, Option 2 was by far the most popular choice among our respondents in Port Franks. When we proposed this ward, we assumed that Port Franks, like other lakeside communities, had considerable potential for future growth. We learned, however, from multiple sources during our public consultations that, unless and until a municipal sewage system is installed, there will be no new development in Port Franks. Apparently, such a system is not planned for the foreseeable future. Under these circumstances, we thought that proposing a Port Franks ward with a population figure that would remain significantly below the average was not desirable, and perhaps indefensible.

If we had decided to recommend seven wards, we would have opted for Option 3. It is important to note, however, that, as in the current seven-ward system, Option 3 splits the community of Forest, a result that in our view is undesirable, but inevitable, in any seven-ward configuration.

3.42 Option 4

In our Preliminary Report, we only presented one option (Option 4) involving five wards. We were quite pleased with how this option worked out. We thought that it had two major strengths:

1. Ward 3 was deliberately constructed to be a lakeshore ward. It comprised Port Franks, Ipperwash, and all the lakeshore territory north of County Road 7 between Kettle Point and the boundary with Plympton-Wyoming.
2. Ward 4 included all of Forest and its immediate surrounding area.

As in other options, Wards 1 and 2 were focused on the Grand Bend area. Ward 5 can best be described as an “interior” ward, including the communities of Thedford and Arkona. By any measure, it is large in territory, stretching from Arkona in the east to Highway 21 and County Road 7 in the north and west.

Although 32 respondents to our survey did pick Option 4 as their first choice, we were struck during our interviews and public consultations by the general lack of support for the make-up of Ward 3. Some people did agree that lakeshore residents shared many concerns, but we also heard that Ipperwash and Port Franks were quite different communities which did not have a great deal in common. Just as Port Franks is physically separated from the Grand Bend area by the Pinery Provincial Park, it is also separated from Ipperwash by the eastern portion of the Kettle and Stony Point First Nation (the former Ipperwash military base). We learned, for example, that issues relating to parking and beach access are different in Port Franks than in other lakeshore areas. We heard very little from people in the lakeshore area who live west of Kettle Point and north of County Road 7. Significantly, we heard that, for many residents, the most important divide in

Lambton Shores is not between the lakeshore and the interior but between areas north and south of “the Cut” (the boundary between Wards 2 and 3 as shown in the map for Option 5)

We were surprised to learn from our interviews, public consultations, and from the survey that a great many people (including presumably the 24 people who chose the at-large option as their first choice) believed that as many councillors as possible should represent both lakeshore and “interior” residents.

3.43 Option 5

Dissatisfaction with the four options presented in our Preliminary Report surfaced at the public council meeting on 29 September when we presented our Preliminary Report. Councillor Wilcox expressed the view that this was not a good time to be considering council composition and ward boundaries. Mayor Weber expressed views that started us on our way to creating Option 5. He asked why we had not constructed an option that deliberately included both lakeshore areas and “interior” areas in the same ward. Andrew Sancton replied that we had not done so because one of the criteria adopted by LPAT as a hallmark of “effective representation” is that wards should reflect “communities of interest.” Sancton questioned whether the Mayor’s vision for wards in Lambton Shores would satisfy this criterion. Nevertheless, we undertook to continue to explore different options.

During our interviews with members of council and senior staff on 8 October (and by phone on 14 October) we again heard from most respondents about the need to reduce the size of council and to create a system that encouraged councillors to be concerned about issues in all parts of the municipality. Significantly, our interviewees expressed little or no support for at-large elections; nor was there any enthusiasm for wards that were exclusively constructed to include as much lakeshore area as possible. With several of our interviewees, we undertook to explore at least one further option.

Because Option 5 was not included in our Preliminary Report and because it only emerged after our contact with members of council and senior staff, we feel obliged to be clear about our complete independence throughout this process. In our Preliminary Report we stated that we were open to other options. As a result of the council meeting on 29 September and our interviews on 8 October, we did develop another option, the one that became Option 5. At no point did any member of council or senior staff do anything other than express their views when we asked for them during formal interviews. We received no instructions from anyone. We interacted with the Municipal Clerk only about logistical and procedural issues; the municipality’s Planner responded to an email from us about planned future developments in the municipality; one councillor clarified his preferences to us by email, a practice we encouraged for all residents of the municipality. No one knew anything about the contents of this report until we sent it to the Municipal Clerk on 9 December.

Option 5 was included in our online survey that was first made public in early November. Its origins were briefly explained in the text of the survey. We made similar explanations at the public consultations on 12 and 18 November. In the version of Option 5 that is presented here, it is

important to realize that there are three differences from the version presented in the survey and at the public consultations:

1. The wards are numbered differently so as proceed in an orderly fashion from northeast (Ward 1) to southwest (Ward 5); and
2. As called for in our public consultations, the boundary between Wards 2 and 3 has been slightly amended around Port Franks Harbour to include a small area to the north and east of the harbour and to the south and west of Pinery Provincial Park. This area is commonly known as “Chicken Island” or Armstrong East and Armstrong West. It clearly has more in common with Port Franks than with the rest of Ward 2, all of whose residents are on the other side of the Pinery.
3. We have made a very minor change to the boundary between the proposed Wards 4 and 5 in the area north of Forest.

Based on what we have learned about Lambton Shores throughout this process, we believe that Option 5 reflects communities of interest as well or better than any of the other four options we have presented. As shown in Map 1, Wards 1 and 2 are clearly focused on Grand Bend. Ward 3 is focused on Port Franks and Thedford, communities that are only ten kilometres apart and are clearly connected by Port Franks Road County Road 79. Ward 4, linking Ipperwash and Arkona, is large in territory, but the 24 kilometres between them are easily traversed by County Roads 3 (Army Camp Road) and 12 (Townsend Line). Ward 5 consists of Forest and its closest lakeshore area, which is about ten kilometres away on County Road 12.

Map 1: Revised Option 5

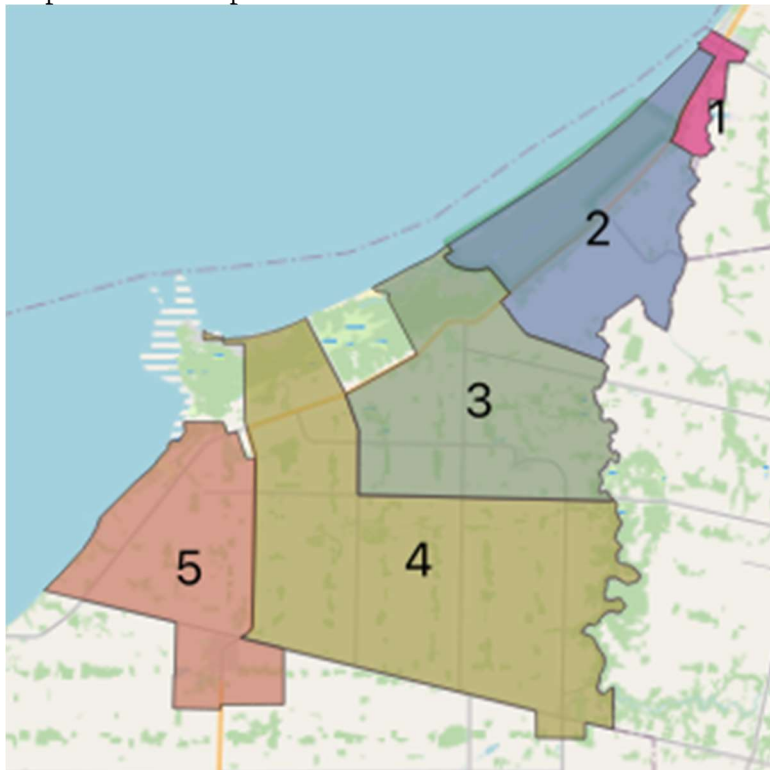


Table 1: Adjusted Populations for Revised Option 5

Ward No.	Population	Percentage above or below
1	2376	-24.8%
2	3342	5.7%
3	3481	10.1%
4	2927	-7.4%
5	3676	16.3%
TOTAL	15802	

Table 1, which presents adjusted population figures for Option 5, is slightly different from the Table for Option 5 that was developed for the public consultations. This is because of the boundary adjustments we described above and because of our decision not to count residences owned or rented by aliens. The only ward that appears unusually low in population is Ward 1. However, we have been repeatedly advised that this is the fastest-growing area in the municipality; that considerable development has already taken place since the last federal census in 2016; and that more development is underway or soon to occur. Because we were mandated to propose wards that could be defensible through the municipal election of 2030, we believe that the configuration of Ward 1 that we propose is important for meeting this objective.

A further advantage of Option 5 is that non-permanent (seasonal) residents are better distributed among the wards than in the current configuration and in any of the other ward-based options we have proposed.

Because of all these considerations, **we recommend that the ward boundaries contained in the revised version of Option 5 presented here be adopted as the new ward boundaries for Lambton Shores effective for the 2022 municipal election.** Unofficial descriptions of the boundaries of each of the five proposed wards can be found in Appendix A.

We have one final comment about Option 5. Some of the people consulted in this process wanted us to consider options involving a mixture of councillors elected at-large and councillors elected from as few as two or three wards. Others recommended a plan that might involve three wards, with two of them electing two councillors each. Because the mayor and deputy mayor are elected at-large and because there seemed to be such limited support for further at-large election, we do not recommend that any other members of council be elected in this way. However, if the Lambton Shores Municipal Council wishes to do so, **we would also support a system based on our Option 5 that combines our proposed Wards 1 and 2 and into one ward that would elect two**

councillors. The same could happen with Wards 4 and 5, leaving Ward 3 as the only ward electing one councillor.

Appendix A: Revised Option 5 Ward Boundary Descriptions

In what follows below, we describe the boundaries of each of the proposed wards in our recommended Revised Option 5 Ward Boundary model that may not be clear in Map 1.

Wards 1 and 2 are separated east-west by Highway 21 (Ontario Street South), at the north by Lake Shore Road, and at the south by Klondyke Road.

The boundary between **Wards 2 and 3** follows the eastern boundary of the Pinery Provincial Park south from Lake Huron to Highway 21, then west along Highway 21 until the Cut, which it follows south to North Middlesex.

The boundary between **Wards 3 and 4** follows Thomson Line west to Army Camp Road, and then north along Army Camp Road to where it intersects with Highway 21.

Wards 4 and 5 are separated east-west by Highway 21 and north-south by Townsend Line.