

# **2008 - 2009 Ward Boundary Review**

**Town of Milton**

***Final Report***



**March 2009**

**Prepared by  
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## **Introduction**

As I wrote in the *Options Paper* in January 2009, conducting the Milton Ward Boundary Review has been a challenging exercise. The task of drawing boundaries in any jurisdiction is complex, both conceptually and practically, but doing so in a community that is as dynamic as Milton has been particularly problematic.

This report builds upon the background material presented in the *Options Paper*; the two reports should be considered as both connected and complementary. Some information presented in the *Options Paper* has been clarified here (such as the source of the populations figures used in the options); but this report assumes that the information contained in the *Options Paper* has been read and understood.

This Final Report spells out a recommendation for an eight-ward electoral system for Milton Town Council and a two-ward configuration for the election of Regional Councillors. The rationale for these two recommendations can be taken from the following pages but will be clearer for those who have followed their development through the pages of the *Options Paper*.

It bears repeating that whatever alternative Milton Council finally accepts, the new arrangement will be unsettling. However, the reality is that Milton is well on the way to becoming a mid-sized city and its electoral arrangements must anticipate the future rather than perpetuate the past.

These recommendations are based on my interpretation of Council's Guiding Principles and my efforts to put them into practice. They are constructed on the best evidence available on the Town's present and future population. The new arrangements have, I hope, respected and understood the insights and judgments of Milton residents who participated in the consultations. I know that they will not necessarily all agree with the conclusions I have reached but I trust that everyone accepts that the process we have followed has been fair and open.

For practical assistance, I would like to acknowledge and thank several members of Milton's municipal staff, in particular Troy McHarg, Catherine Baldelli, Selena Campbell and Liliana Busnello.

*Robert J. Williams*

## Background

The first phase of the 2008 – 2009 Milton Ward Boundary Review culminated with the release of an *Options Paper* in January. That document provided a detailed review of the development of Milton's present electoral arrangements and an explanation of the process and criteria that frame the 2008 – 2009 Ward Boundary Review.

The present document assumes that the information contained in the *Options Paper* has been read and understood; much of that content will not be repeated.

However, it is important to make clear the critical components of the Ward Boundary review that will be addressed further in this report.

- the re-organized Town of Milton (1973) consisted of a modest urban core and a large rural zone primarily to the northwest and south of the "old" town;
- the Town Council consists of eleven people: the Mayor, two Regional and Town Councillors (individuals who sit on both Town and Regional Council) and eight Town Councillors. This number was set at the time the Town was re-organized (1973) and will not change in the present Ward Boundary Review;
- with only minor exceptions, the ward boundaries used for Town Council and regional council purposes essentially follow the boundaries of the component units brought together in 1973;
- from the outset, Town Councillors were elected in multi-member wards: Wards 1 and 3 have each always elected two councillors, the original Ward 2 elected four;
- Council amended the ward boundaries in 1997 by dividing the original Ward 2, the urban component of the municipality, along Highway 25. From that time on, Town Councillors were elected in four two-member wards;
- the two Regional Councillors were elected by wards by having Wards 1 and 3 elect one Regional Councillor and by allowing Ward 2 (later Wards 2 and 4) elect the other. Many of those who participated in the Review suggested that this arrangement embodies a "balance" between the rural and urban communities of interest in Milton.

Council approved the 2008 – 2009 Ward Boundary Review in light of the brisk and substantial growth in population in the Town of Milton over the last decade that has resulted in a wide disparity in the population and number of electors among the four wards.

The Review is framed around an Objective and Parameters and is required to consider four Guiding Principles that relate to

*a. communities of interest and neighbourhoods*

*b. representation by population*

- c. *present and future population trends*
- d. *natural boundaries and coherence*

These directions are summarized in the *Options Paper* at pages 9 – 12. The Guiding Principles are developed in more detail on pages 15 – 20 of the *Options Paper* where they are used to evaluate the status quo.

In addition, many Milton residents supported two other features of Milton's long-standing electoral arrangements during the initial consultations: the perception of "balance" between the rural and urban communities of interest and the use of two-member wards to elect Town Councillors. While these two attributes were not addressed in the Guiding Principles, their continued applicability will be evaluated in developing a new system. They are, after all, arrangements that form part of Milton's municipal "tradition" and cannot be set aside casually or indifferently.

### Numbers

One of the more problematic aspects of this review is determining the population numbers to be applied in developing potential ward boundaries.

There were generally three sets of figures available for use:

- 2006 Census of Canada figures based on Census Dissemination Areas within the Town;
- population projections provided by the Region of Halton Planning Department; and
- elector numbers derived from the Municipal Property Assessment Corporation (MPAC) database based on the Town's voting subdivisions.

Given the growth patterns in Milton, each one of the sources will inevitably be somewhat inaccurate. As reported by the Town's Director of Corporate Services and Treasurer in June 2008, "Since 2001, the Town of Milton has been experiencing a phenomenal rate of growth and was identified in the 2006 Census as the fastest growing municipality in Canada. Currently Milton's population is approximately 70,000 people and is expected to reach 147,400 by 2021."<sup>1</sup> Moreover, each source has some inherent weaknesses: for example, the Census data were collected three years ago in the midst of Milton's transformation from a small town to a mid-sized city, the planning

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<sup>1</sup> 2009 Budget Call Report (CORS – 054 – 08, June 26, 2008), page 3.

figures are regularly amended<sup>2</sup> and the accuracy of the MPAC figures depends heavily on self-reporting.

In the January *Options Paper*, the figure 69,774 was adopted as the population of Milton to be used in developing ward options. This was cited in the *Options Paper* as coming from the 2006 Census of Canada (page 17). In fact, that characterization was not entirely correct: the information provided to the Consultant by Town staff used Census data but was supplemented by population data from other sources. The Consultant did not describe this characterization accurately when the *Options Paper* was developed.

To be clear, the Final Report will continue to assume a population of 69,774 for the determination of new wards (despite acknowledged changes in the Town's population). That figure, as noted, is an amalgam. Population figures associated with 2006 Census Dissemination Areas were used primarily for rural and old urban neighborhoods. In newly developed areas, population ratios per household were used from the 2006 Census and then applied to the new households in that area unless they were higher density properties. If they were high density, a revised ratio from Halton's best planning estimate for 2007 was used. In areas where the ratios from the 2006 census could not be used, Halton's population per unit best planning estimate was employed depending on the household type. This was done primarily in the new western part of Town (for example, the Scott and Harrison neighborhoods).

Population estimates for the next three elections continue to be both somewhat imprecise and arbitrary and subject to change. Some of the feedback during the public consultation phase suggested that the entire Ward Boundary Review is premature (and a waste of money) since substantial growth will inevitably lead to future readjustments. As suggested in the *Options Paper*, the inequitable ward populations of 2009 demand attention now. This paper will recommend a set of viable wards that addresses the present imbalance in the population of Milton's wards; how far into the future the proposed wards actually remain viable is dependent upon variables beyond anyone's control.

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<sup>2</sup> For example, in 1999, the Region of Halton's best planning estimates anticipated a population of 84,200 by 2016. In 2002, the estimates were revised to 94,100 by 2016; the planning horizon was then extended to 2021 with a population forecast of 106,000. In 2007, the 2021 forecast was revised to 147,000.

## **Alternative Ward Configurations to Elect Town Councillors**

The first practical task in the *Options Paper* was an evaluation of the status quo. This exercise was predicated in part on the view that the status quo should not be dismissed out of hand as unworkable since the four ward two-member arrangement is widely regarded as both familiar and as a workable way to accommodate the population growth that is anticipated over the next 10 - 12 years. In addition, many people in Milton maintain that the 2008 – 2009 WBR was premature since growth has not yet “leveled off” and that it would be more (fiscally) prudent to wait and do the job once, at some later date. Hence, the status quo is still a sensible way to elect members of Town Council.

The assessment provided in the *Options Paper* concluded that, in truth, the status quo is no longer an acceptable arrangement for Milton since it only met one of the four Guiding Principles set out by Council for the Ward Boundary Review (natural boundaries and coherence). Even the widely held perception that Milton’s present electoral arrangements achieve a “balance” between rural and urban residents was not validated. The inequitable ward numbers associated with electing Town Councillors demand attention before the next municipal election in 2010.

Having determined that the status quo should not be retained, the *Options Paper* went on to consider new ward designs. The Paper provided three approaches to redividing Milton for the purpose of electing eight Town Councillors. These alternatives were described as corresponding to three viewpoints frequently articulated during consultations:

- the present arrangements are worth keeping;
- complete change is premature; and
- start over again.

To be clear, keeping “the present arrangements” means seeking an alternative four ward design, “complete change is premature” means devising a partial change to the four ward design and “start over again” means abandoning the traditional four ward design altogether. A version of each of these alternatives was presented in the *Options Paper* and formed the context for the public consultations in January 2009.

### **Public Consultations**

Two public meetings were conducted during January: one was held at the Milton Sports Complex and the other at the Campbellville Lions Hall. The sign-in sheets reveal that 15 people attended the

meetings, some of whom were members of Council. The positive aspect is that a freewheeling discussion could take place each evening. Town staff was present to take notes that have been provided to the Consultant. Those present were invited to complete and submit a survey that asked for assessments of the options. A version of the same document was available throughout February 2009 on the Town's website.

Six surveys were completed and submitted on line and five members of the public submitted responses on paper. Only one of these responses came from someone who did not reside in Wards 1 or 3. Three councillors and one person from outside Milton filed submissions on the *Options Paper*.

These perspectives have been considered in reviewing the three alternative arrangements.

### **Option A: A Revised Four Ward Model**

(*Options Paper* pages 22 – 25)

This Option was devised as a minimum change scenario; that is, it retained the traditional four ward two-member arrangement but adjusted ward boundaries to better reflect the present population distribution in the town. The configuration presented in the *Options Paper* was not, however, particularly successful in meeting the expectations embodied in the Guiding Principles. In particular, the representation of rural Milton was problematic. As noted in the *Options Paper* (page 25), "to come close to achieving the principles implicit in the representation by population criterion, the distinctive rural community has to be joined with an assortment of other communities that are unlikely to share the well-articulated outlook of rural residents as conveyed in the public consultations and other communications contributed to this Review."

This Option was not widely endorsed in the public consultations. The attempt to capture the entire rural area in one ward was seen as desirable but the sheer size was seen to create 'too much work for the Councillors.' Critics described the four-ward arrangement as "outdated" and "favouring incumbents", as well as providing "poor accountability." It was not clear how growth could be addressed within these boundaries without compromising the "rural voice."

There is no compelling case to consider a four ward two-member configuration for Milton.

### **Option B: A Mixed Ward Model**

(*Options Paper* pages 26 – 29)

This Option was designed as an incremental change from the status quo; that is, it retained some of the features of the status quo

(three two-member wards) while making as few changes as possible. It proposed an arrangement whereby part of the council (six members) would be elected in traditional two-member wards and the remainder (two members) in two single-member wards. Designating the rural hinterland of the Town for one of the single-member wards (and "old Milton" as the second single-member ward) makes it possible to provide dedicated representation for the rural community. On the whole, the Option was reasonably successful in meeting the expectations embodied in the Guiding Principles.

In the second round of public consultations, however, the Mixed Ward system received only moderate endorsement: one on-line response suggested that it "looks like the town could grow into these wards without much change when the Region of Halton's plans change in 2014." Another observed that the arrangement "guarantees rural representation on town council. Councillors per ward can be changed due to population growth without having to redraw wards." Once again, though, critics described two-member wards as "confusing for voters," as well as being advantageous for incumbents, and providing "weak accountability for all."

The overall assessment seems to be that the three two-member wards would make it easier to accommodate growth while the single-member wards better facilitate the representation of the Town's rural population. On balance, however, there was little enthusiasm for this Option as an effective remedy for the present population imbalance in Milton's wards.

### **Option C: An Eight-Ward Model**

*(Options Paper pages 30 – 33)*

This Option proposes the complete abandonment of Milton's traditional two-member ward configuration in favour of eight wards each electing one Councillor. In principle, this approach succeeds fairly well in placing related neighbourhoods in coherent wards while using appropriate natural boundaries.

Written and oral feedback on the *Options Paper* from the citizens who participated in the public consultation process revealed widespread support for the eight-ward model since it "improves accountability" and allows for the representation of the "distinct rural perspective." As one survey noted, "growth brings change" and the old method of representation is one of the things that must change with it.

Everyone agreed, however, that the particular configuration proposed in the *Options Paper* was not successful in proposing wards that were both equitable at the present time and workable into the future.

Some were skeptical that growth could ever be addressed: "Population growth will throw the wards out of balance after every election." Others were more concerned about where particular boundaries should be drawn.

The conclusion derived from two public consultations and various other responses to the *Options Paper* was that a revised eight-ward model for the election of Town Councillors (especially one that better meets the growth criterion) is possible and is what should be recommended to Milton Council. That conclusion is compelling and reinforces my own conviction that a revised eight-ward system should be adopted in Milton.

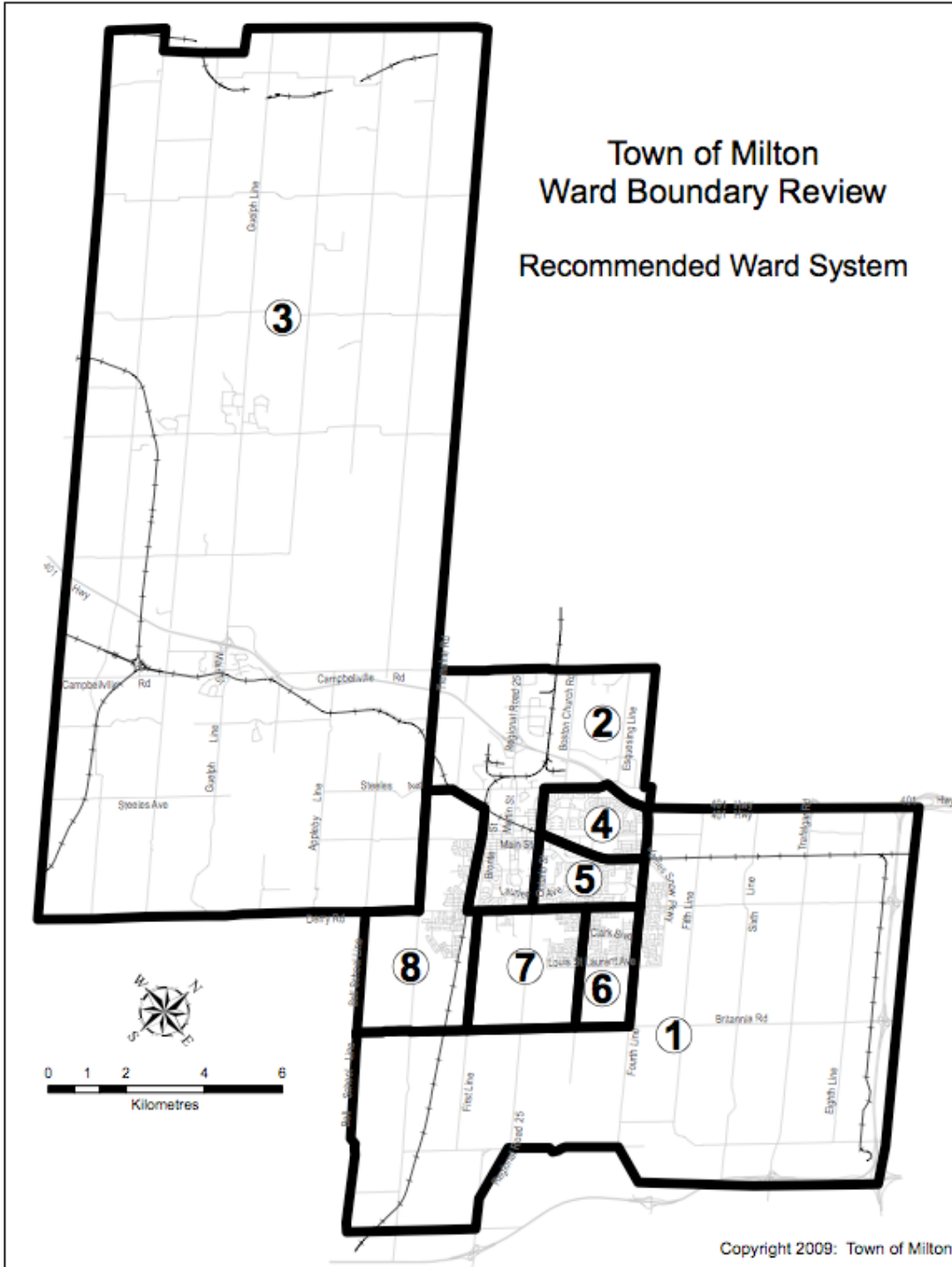
### **A Recommendation for Milton's Ward Boundaries**

- one ward consisting of the areas both south of Britannia and east of Fourth Line.
- one ward based in Old Milton and surrounding neighbourhoods<sup>3</sup> (Forest Grove, Valley View, Fallingbrook, Bronte Meadows and Mountain View), Milton Heights, the 401 Industrial Area and the former Esquesing Township.
- one ward including Nassagaweya and a portion of the former Nelson Township.
- one ward generally composed of the Dempsey and Dorset Park neighbourhoods.
- one ward generally consisting of the Timberlea and Clarke neighbourhoods (west of Fourth Line).
- one ward consisting of the Beaty and Bowes neighbourhoods west of Fourth Line.
- one ward consisting of the Coates, Cobden and Ford neighbourhoods and the portion of the Willmot neighbourhood east of the First Line.
- one ward consisting of a portion of the former Nelson Township territory plus the Scott, Harrison and Walker neighbourhoods and the portion of the Willmot neighbourhood west of the First Line.

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<sup>3</sup> Milton's Urban Neighbourhoods are shown on the map included in this report as Appendix A.

# Town of Milton Ward Boundary Review Recommended Ward System



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## Evaluation

### *Criterion a: communities of interest and neighbourhoods*

The Clarke and Beaty neighbourhoods are divided at the Fourth Line so that the eastern parts of both of those neighbourhoods are included in Ward 1. Other ward boundaries do not split existing neighbourhoods.

### *Criterion b: representation by population*

The optimal size for a single-member ward will be assumed to be 8,720. Proposed wards can be assessed according to whether they are "optimal" (5% on either side of the optimal size), "below/above optimal" (between 6 and 15% on either side of the optimal size), "well below/above optimal" (between 16 and 25% on either side of the optimal size) and "outside range" (greater than 25% on either side of the optimal size). For the Recommendation, the assessment shows

	Number of Residents	Relationship to Optimal	Descriptor
Ward 1 <sup>4</sup>	7,946	.91	Below Optimal
Ward 2	10,290	1.18	Well Above Optimal
Ward 3	6,804	.78	Well Below Optimal
Ward 4	12,346	1.42	Outside Range
Ward 5	11,299	1.30	Outside Range
Ward 6	8,003	.92	Below Optimal
Ward 7	4,995	.57	Outside Range
Ward 8	8,091	.93	Below Optimal

### *Criterion c: consideration of present and future population trends*

Insofar as possible, the ward structure should accommodate growth for at least 12 years. As will be discussed below, the recommended configuration is well suited to accommodate future growth since the most heavily populated wards (2, 4 and 5) are

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<sup>4</sup> The Ward numbers associated with the recommendation are assigned to correspond, as best as possible, with the existing ward numbers. The ward numbers do NOT correspond to the numbers assigned to proposed wards in the *Options Paper*.

already built out and the area where substantial growth is imminent (ward 7) contains the smallest population. Two other wards below optimal size will also be growth areas within parameters of the review (6 and 8).

*Criterion d: Natural boundaries and coherence*

Wards should be compact, contiguous shape, straightforward and easy to remember. All wards meet this Criterion successfully. The boundaries are major arterial roadways or other logical barriers and the shape of each ward is generally reasonable.

*Two-member wards:* The traditional configuration is abandoned.

*The rural-urban “balance”:* As was noted in the *Options Paper*, all of the available data make clear that Milton’s rural population is a minority – and a shrinking minority - in the Town. If there is no “balance” in the population, it is difficult to see how a “balance” in the electoral system can be achieved and defended. This leads to a negative assessment on those terms. However, in this Option, the former Nassagaweya and an adjacent portion of the former Nelson are joined together in a ward that is at the present time and for the foreseeable future dominated by rural electors.

**Overall Assessment: Recommended Ward System**

	Meets Criterion	Comment
Criterion a	yes	but Clarke and Beaty neighbourhoods split
Criterion b	no	two outside range (above), one outside range (below), four below optimal size; none optimal
Criterion c	yes	significant growth concentrated in wards presently below optimal population level
Criterion d	yes	
two-member wards	no	two-member wards abandoned
Rural-urban “balance”	no	urban electors dominant in seven of eight wards; significant rural area in a second ward

## Comments

On the face of it, the overall assessment provided above is not a ringing endorsement of this ward configuration. However, closer examination leads to a different judgment.

As discussed in the *Options Paper*, one-member wards would be a clear break from Milton's traditional system of representation (hence a "no" on the chart). However, almost no support was heard for maintaining this arrangement during the consultations on the *Options Paper*; the one-member option appears to enjoy broad public backing. Furthermore, the preservation of a rural-urban "balance" on Town Council as traditionally known in Milton is simply not possible in the light of the concentrated population growth around the perimeter of "old Milton" (hence a "no" on the chart). However, one dedicated rural ward has been maintained and a second ward that embraces the remaining rural territory in the southern portion of the Town has been provided.

All wards are drawn using straightforward and meaningful boundaries (Criterion d). The only situations where a high degree of coherence has not been possible involve the placement of the major industrial or business areas in Wards 1 and 2; almost by definition, however, these districts are inevitably going to appear mismatched with adjoining residential communities wherever they are located.

In only two instances do the recommended boundaries divide existing urban neighbourhoods (Clarke and Beaty) (as addressed in Criterion a). In both instances, however, the areas affected are split by the Fourth Line (an important traffic artery) and in the case of the Clarke neighbourhood, the recommendation actually leaves the status quo in tact. In two further cases, the recommendation divides urban neighborhoods (Willmot and Walker) but these are emerging (rather than established) neighbourhoods and the boundaries are drawn along significant man-made barriers. The "yes" on the chart is appropriate.

The important principle of representation by population (Criterion b) appears to be less successfully achieved in this recommendation than in the *Options Paper* (see page 31) and earned a "no" on the assessment chart. On further examination, only three of the recommended wards are above the optimal size (as opposed to five in the *Options Paper*) and that those three are Wards that were essentially built-out in 2006 (when the population figures for these Wards were collected). Leaving aside the special case of Ward 3 (the only ward entirely outside the Urban Expansion Area), the remaining four wards described as being below the optimal size are actually those areas in Milton where growth will occur. Some of that growth will have occurred by the time of the first election under the recommended system (especially in the proposed Ward 7), meaning that the distance

from the optimal size will be significantly less than the relationship cited here. There is a strong case that the simple "no" on the assessment chart is actually inappropriate.

It is more important to evaluate these population figures in the light of Criterion c (present and future population trends). This factor alone makes the recommended configuration more successful than the eight-ward option presented in the *Options Paper*. In that report, two of the proposed wards destined to grow most rapidly were already over the optimal size. A third ward was well below the Optimal level but most of it was outside the Urban Expansion Area and, therefore unlikely to grow significantly between now and 2021. The configuration provided in this report designates three wards that can likely accommodate growth before the 2010 election without exceeding the acceptable population range as assumed for this review.

It is also reasonable to assume that the appropriateness of Milton's ward populations would be monitored over the next two or three elections. Leaving aside again the special case of Ward 3 (to be addressed below), until the total population of the Town exceeds 110,000, the proposed Wards 2, 4 and 5 would actually remain within the acceptable range of population (as much as 25% below the Optimal level) even without any intensification or redevelopment within those communities. The "yes" on the assessment chart is appropriate.

## **A Recommendation for Electing Regional Councillors**

An integral part of a new ward arrangement for Milton is the method to be used to elect Milton's two Regional Councillors. This determination is built upon the configuration used to elect Town Councillors.

In the *Options Paper*, three alternatives were proposed, moving from a conventional arrangement towards more radical alternatives. The idea that the two Regional Councillors should be elected at-large was premised on the difficulty of determining two meaningful regional wards (since the present system originated from a perspective that had meaning, namely the rural-urban "balance"). However, this arrangement would reintroduce the problem of accountability (which is being addressed by abandoning two-member wards for Town Councillors) and would make election campaigning more expensive for more candidates.

The most extreme alternative considered in the *Options Paper* assigned one Regional Councillor to rural Milton (effectively Ward 3 in this recommendation) and the other to urban Milton (all other Wards) in 2010. Given the possibility that additional Regional seats might be assigned to Milton in the future, this could be a kind of bridging arrangement to maintain a rural voice on Halton Regional Council over the next election or two. Not surprisingly, those who lived in rural Milton supported this alternative very fervently in the public consultations, to the point of advocating a form of what might be called "representation by lifestyle" that would override other criteria set out for this review. Without denying the serious political issues that underpin this viewpoint, in the end it must be concluded that a dedicated rural regional ward would entrench the political priorities of a small proportion of the Town's population at the expense of the larger public interest. Much as it would be innovative - and even altruistic - for Council to adopt such an arrangement to assign one of the two rural seats to approximately 10 per cent of the Town's population, it cannot be endorsed in this report.

Instead, the recommendation is to return some symmetry to elections for Regional Council. That is, two groups of four Town Council wards should together elect one regional Councillor. In addition, the two regional wards should comply with the criteria set out for Town Council wards, in particular with the capacity to accommodate increasing population numbers. For this purpose, the optimal number of residents in each regional ward is assumed to be 34,887.

A number of alternative combinations of Town Council wards can be contemplated but the grouping that best fits the recommended Town Council ward boundaries for the present and future would be the

following:

### Milton Regional Wards

Regional Ward	Town Council Wards	Number of Residents	Relationship to Optimal	Descriptor
"Northern"	Ward 2	10,290		
	Ward 3	6,804		
	Ward 4	12,346		
	Ward 5	11,299		
	Total	40,739	1.17	Well Above Optimal
"Southern"	Ward 1	7,946		
	Ward 6	8,003		
	Ward 7	4,995		
	Ward 8	8,091		
	Total	29,035	0.83	Well Below Optimal

Using the format for assessing Town Council wards, the viability of this arrangement can be gauged:

### Overall Assessment: Regional Wards

	Meets Criterion	Comment
Criterion a	yes	northern ward includes all existing neighbourhoods north of Derry Road together
Criterion b	yes	within acceptable range
Criterion c	yes	all neighbourhoods in northern ward at build-out; areas of growth clustered in southern ward
Criterion d	yes	

#### Comments

The population of the two recommended regional wards is not as close to the optimal as might be expected. However, the two wards meet the parameter for present population (Criterion b) as applied in this review.

Once again, as in the case of the recommended Town Council configuration, it is important to evaluate these population figures in the light of Criterion c (present and future population trends). The unequivocal conclusion is that growth will be concentrated in the southern regional ward. Moreover, when and if an additional regional seat is awarded to Milton, it is in this area of the Town where adjustments can be readily made without having to redesign all regional wards.

### **Conclusion**

The debate about Milton's electoral future will not end with this report. As noted in the *Options Paper*, the reality is that Milton is well on the way to becoming a mid-sized city. Its present electoral arrangements were created to serve a different community at a different time and were workable so long as the Town did not change dramatically. However, dramatic change has happened and will continue to happen for some years to come. The ward boundaries recommended in this report are designed to anticipate that future rather than perpetuate the past. That said, the ward boundaries would not be operable indefinitely.

Some people questioned the need to undertake this review while Milton is still growing. As noted in this report and in the *Options Paper*, the status quo is no longer viable as an electoral arrangement for 2010, let alone 2014 or 2018. One might even make the case that Council should have initiated a more comprehensive review in 1997 when Ward 2 was divided instead of delaying the evaluation to 2008 – 2009. The point here is that - as threatening as a change might be to incumbent councillors – every municipality should review its electoral boundaries on a regular basis and not leave the exercise to the preferences of Council. Regular boundaries reviews are mandated in Canadian electoral law but are absent in Ontario's municipal electoral law. Note, however, that the operative phrase in this context is "reviewed on a regular basis", not "changed on a regular basis."

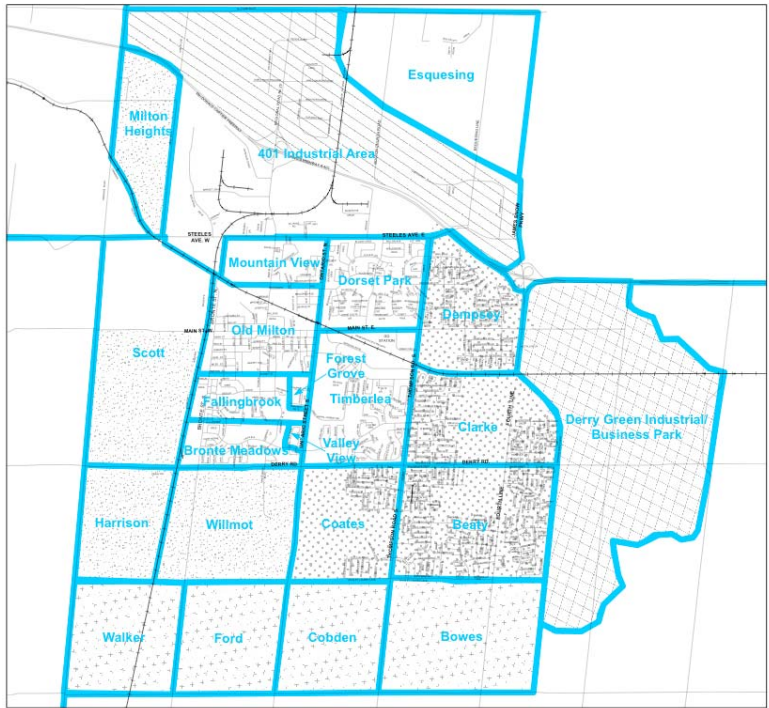
I recommend that Milton Council consider adopting a policy that ward boundaries be reviewed on some pre-determined calendar; the federal boundary adjustment process is linked to the Census, but the municipal electoral cycle is probably more relevant. Given Milton's anticipated growth over the next twenty years, the policy might call for a more frequent evaluation (say, after every two elections); when Milton reaches its build-out, the reviews could become less frequent. This policy might also be tied to questions of the council size and other representational issues.

As everyone who has been following this review knows full well,

the most difficult question has been finding an equitable method of representing both rural and urban communities. The search for a long-term solution to this conundrum has been intertwined with the immediate task of finding a formula for 2010. One possible strategy might be to borrow another leaf from the federal electoral system. It has long been the practice in Canada to assign a seat in the House of Commons to each of the territories regardless of its population. That arrangement is then removed from any redistribution that is prompted by population changes revealed in the Census (as noted above).

I suggest – following the adoption of these revised ward boundaries for 2010 – that Milton council might wish to think about a locally designed adaptation of the territorial seat allocation used in the House of Commons. I could see a system in which the proposed Ward 3 is recognized as a permanent component of any future eight-ward configuration no matter what its population – and no matter what the Town’s population. Furthermore, the Ward 3 population could be removed for the calculation of what this review has called the optimal ward population. In other words, so long as Milton Town Council continues to have eight members, one would always represent rural Milton (embodied in the proposed Ward 3). The optimal size of other seven would be determined by dividing the Town’s population outside Ward 3 by seven not by eight. It is true that this would create a kind of “two tier” ward system, but it was precisely this kind of rationale that prompted the landmark *Carter* decision on electoral representation in Canada.

# Appendix A



## Urban Neighbourhoods



-  Neighbourhood Boundaries
-  Industrial / Business Park PHASE 1
-  Industrial / Business Park PHASE 2
-  Bristol Survey Phase I
-  Sherwood Survey Phase II
-  Residential Phase III

July 27, 2006  
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