



REPORT TO

REGULAR BOARD

CITY OF TORONTO WARD BOUNDARY REVIEW -- UPDATE

According to the grace of God given to me, like a skilled master builder I laid a foundation, and someone else is building on it. Each builder must choose with care how to build on it.

1 Corinthians 3:10

Created, Draft	First Tabling	Review
August 17, 2016	August 25, 2016	
John Volek, Senior Coordinator of Planning, Accountability, and Admissions Mario Silva, Comptroller of Planning and Development Services		
INFORMATION REPORT		

Vision:

At Toronto Catholic we transform the world through witness, faith, innovation and action.

Mission:

The Toronto Catholic District School Board is an inclusive learning community rooted in the love of Christ. We educate students to grow in grace and knowledge and to lead lives of faith, hope and charity.



R. McGuckin

Associate Director of Academic Affairs

A. Sangiorgio

Associate Director of Planning and Facilities

C. Jackson

Executive Superintendent of Business Services and Chief Financial Officer

Angela Gauthier

Director of Education

A. EXECUTIVE SUMMARY

The City of Toronto has undertaken a formal review of its existing 44 ward boundaries in an effort to better understand the number of people who live in each boundary and how those numbers are expected to change in the future.

Due to population growth, some of Toronto's ward boundaries are 30% to 40% above the population of an average City ward. Therefore, not every Toronto citizen is being equally represented at City Council.

The population of Toronto's current 44 wards have already been challenged at the Ontario Municipal Board (OMB). This is the reason why the City has embarked upon a formal review of its boundaries. If Toronto does not review the current size and shape of its wards, a new ward structure could be imposed by the OMB without the public's involvement and without City Council approval.

Five (5) different City ward boundary options were developed by a City appointed Consultant team after extensive background research and consultation with various stakeholder groups.

The Consultant team has provided their final report to the City, which was considered at Executive Committee of May 24, 2016. The Consultant report recommends a City ward structure of 47 wards (Option 1) with an average population of 61,000 to ensure effective representation given population growth in Toronto over the last fifteen (15) years.

In response to the Consultant report, the Executive Committee has asked the Consultant to further review **Option 1 (47 wards)** with a focus on amendments to address wards with the highest population discrepancies and prepare refinements to **Option 2 (44 wards)** on the basis of input received to date. Furthermore, the Executive Committee has asked the Consultant to study impacts of alignment with the 25 Federal riding boundaries.

Each option will impact upon the current alignment of TCDSB Trustee ward boundaries—legal staff have also confirmed that there must be 100% alignment with City of Toronto ward boundaries.

B. PURPOSE

To bring to the attention of the Board the resulting potential impacts to TCDSB ward boundaries due to possible changes to City of Toronto ward boundaries.

C. BACKGROUND

1. The City of Toronto has undertaken a comprehensive review of its current 44 ward boundaries in an effort to better understand the number of people that live in each boundary and how those numbers are expected to change in the future. Natural population growth and decline, new housing development, and immigration are all influencing a growing population imbalance in Toronto's City wards.
2. The current City of Toronto ward boundaries have been in place since 2000 and are generally based on federal electoral districts (ridings) that cover Toronto. Each riding was split to create the current system of 44 wards.
3. A ward boundary review must ensure that boundaries are commonsensical and based on geographic communities of interest (e.g. specific ethno-cultural communities or business communities that reside in the same area), neighbourhoods, physical and natural boundaries (e.g. major roads, ravines, rail lines, etc.), the ward's history, and other relevant considerations.
4. "Effective representation" was, and is, the main goal of the City ward boundary review process. This is the fundamental principal that all votes should have equal weight, and therefore, the number of people living in each ward should be similar.
5. The City appointed a consultant team ("TWBR") to undertake the research and development of the original five ward boundary options under consideration (*refer to the City's website <http://www.drawthelines.ca> for all maps*), collect community feedback and listen to concerns, and provide a final report with recommendations to Executive Committee and City in the fall of 2016.
6. The Consultant team consists of members from the Canadian Urban Institute, Beate Bowron Etcetera, The Davidson Group, and Thomas Ostler. The team was selected in March 2014, following a competitive Request for Proposals (RFP) process.

7. The Consultant team provided their final report to the City, which was considered at Executive Committee of May 24, 2016. The Consultant report recommends a ward structure of 47 wards (Option 1) with an average population of 61,000 to ensure effective representation given population growth in Toronto over the last fifteen (15) years:

“This report transmits the Consultant's final report, Toronto Ward Boundary Review, which recommends a ward structure of 47 wards with an average population of 61,000 to ensure effective representation given population growth in Toronto over the last fifteen (15) years. The Consultant's final report recommends a ward boundary structure that applies judicially recognized principles, considers leading electoral and public policy research and advice, and draws upon the input received through a two-step broad engagement and consultation strategy with the Toronto public, communities, key stakeholders and Members of City Council.”

8. In response to the Consultant's final report, the Executive Committee has asked the Consultant for the following:
- a. *“review Option 1 (47 wards) with a focus on amendments to address wards with the highest population discrepancies (ie. Wards 20, 22, 23, 27, and 28), including the possibility of 46 wards, while ensuring the option would achieve effective representation;*
 - b. *prepare refinements for Option 2 (44 wards) on the basis of input received to date;*
 - c. *further consider Toronto ward boundaries for increased consistency with the 25 federal and provincial boundaries; and*
 - d. *undertake any required additional consultation with the public, stakeholders and Members of City Council, and prepare a revised report to be submitted to the October 26, 2016 meeting of Executive Committee”*

9. The Consultant team is now seeking comments from the public, stakeholders, and members of City Council on two specific items:
 - A revised Option 2 (44 wards) that incorporates the refinements suggested during the Consultant team's public consultation process in August - November 2015.
 - A ward option that is consistent with the boundaries of the 25 federal and provincial ridings.
10. There are three (3) ways Trustees and members of the public can provide comments and feedback to the Consultant team:
 - A. Fill in your answers directly through an **online feedback form** found at: <http://www.drawthelines.ca/additional-information-participate>
 - B. **Printing a feedback form** found at the same web address as above, and mailing or e-mailing to:
 - By mail: To: Toronto Ward Boundary Review; 30 St. Patrick Street, 5th Floor, Toronto, ON, M5T 3A3
 - By email: info@drawthelines.ca
 - C. **Attend a Public Meeting**. Four public meetings are being held across the City in September, from 7pm-9pm:
 - Wednesday, September 14, 2016 – City Hall – Committee Room
 - Thursday, September 15, 2016 – Scarborough Civic Centre – Committee Room 2
 - Monday, September 19, 2016 – North York Civic Centre – Committee Room 1
 - Wednesday, September 21, 2016 – Etobicoke Civic Centre – Meeting Room 1

11. The City of Toronto Act provides a period for appeals to the Ontario Municipal Board (OMB) and appeals to Divisional Court are also possible. For any ward boundary changes to take effect by the 2018 election, any appeals must be concluded by December 31, 2017.

D. EVIDENCE/RESEARCH/ANALYSIS

1. Background research was performed by the Consultant team to examine the legal context for ward boundary reviews, as well as the experience in other Ontario cities and other larger Canadian cities.
2. Major ward boundary reviews were undertaken in a number of large Ontario cities since 2005: Ottawa, Markham, Brampton, and Oakville.
3. Population projections were taken into consideration for future elections in 2018, 2022, 2026, and 2030.
4. Between July 2014 and July 2015, the Consultant team gathered input on current ward characteristics and boundaries. Based on public input, expected population growth and decline (depending on the area), and background research, a series of options for new ward boundaries were developed.
5. Five separate boundary options have been presented to the public that meet the fundamental principal of “effective representation”:
 - Option 1: “Minimal Change” – 47 proposed wards
 - Option 2: “44 Wards” – 44 proposed **realigned** wards
 - Option 3: “Small Wards” – 58 proposed wards
 - Option 4: “Large Wards” – 38 proposed wards
 - Option 5: “Natural/Physical Boundaries” – 41 proposed wards

6. The website: <http://www.drawthelines.ca> provides useful links to residents interested in specific details around the Consultants' information gathering process, as well as how the five options were ultimately developed.
7. In the October 15, 2015 report to Corporate Services, Strategic Planning and Property Committee staff carefully aggregated the proposed City ward boundaries into 12 Trustee ward boundaries with a common focus on trying to maintain, where possible, an equitable balance of schools and enrolment per Trustee ward and minimize significant boundary changes. The idea of the exercise was to help Trustees assess the potential impacts of City ward boundary changes.

Staff are open to suggestions by Trustees on how to best aggregate City ward boundaries into new Trustee ward boundaries—in an effort to align with proposed City ward boundaries.

8. The following is an updated and revised staff review of the latest City ward boundary proposals under serious consideration: Option 1 (47 wards) and Option 2 (44 wards).

Regarding looking at alignment with the 25 Federal ridings, the Consultant states: *“using federal riding boundaries as a basis for ward boundaries raises significant concerns for voter parity [effective representation]... To resolve this would require altering the boundaries of several federal ridings and crossing a major natural and historic current ward boundary. Such significant change contradicts the purpose of making federal riding boundaries and ward boundaries consistent.”*

As such, staff did not pursue any further analysis of the Federal riding option.

Updated Staff Review of Option 1: “Minimal Change” (47 Wards)

(see Appendix ‘A’ for maps and additional data)

Under City Option 1, staff carefully aggregated the proposed 47 City ward boundaries into 12 proposed Trustee wards. The following table compares the number of elementary and secondary schools per Trustee ward, before and after a possible alignment with the proposed 47 City ward boundaries.

Trustee Ward	Number of Elementary Schools		Number of Secondary Schools		Total Schools	
	Before	After	Before	After	Before	After
Ward 1	15	18	3	3	18	21
Ward 2	16	13	3	3	19	16
Ward 3	11	16	2	3	13	19
Ward 4	11	12	2	2	13	14
Ward 5	16	11	5	4	21	15
Ward 6	9	12	2	2	11	14
Ward 7	13	15	4	3	17	18
Ward 8	20	17	2	2	22	19
Ward 9	13	11	2	2	15	13
Ward 10	11	12	2	2	13	14
Ward 11	17	15	3	3	20	18
Ward 12	17	17	3	3	20	20

Updated Staff Review of Option 2: “44 Wards” with City requested refinements

(see Appendix ‘B’ for maps and additional data)

Under City Option 2, staff carefully aggregated the proposed realigned 44 City ward boundaries into 12 proposed Trustee wards. The following table compares the number of elementary and secondary schools per Trustee ward, before and after a possible alignment with the proposed 44 City ward boundaries.

Trustee Ward	Number of Elementary Schools		Number of Secondary Schools		Total Schools	
	Before	After	Before	After	Before	After
Ward 1	15	12	3	3	18	15
Ward 2	16	19	3	3	19	22
Ward 3	11	13	2	3	13	16
Ward 4	11	13	2	3	13	16
Ward 5	16	11	5	4	21	15
Ward 6	9	19	2	2	11	21
Ward 7	13	18	4	2	17	20
Ward 8	20	14	2	2	22	16
Ward 9	13	11	2	3	15	14
Ward 10	11	11	2	2	13	13
Ward 11	17	12	3	3	20	15
Ward 12	17	16	3	2	20	18

E. STAFF RECOMMENDATION

This report is presented for the information of the Board.