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# **DRAW THE LINE**

## **Toronto Ward Boundary Review Project Work Plan, Civic Engagement & Public Consultation Strategy**

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## APPENDIX A: KEY MESSAGES

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# 1. CONTEXT

The goal of the Toronto Ward Boundary Review (TWBR), generally stated, is to bring a recommendation to Toronto City Council on a ward boundary configuration that respects the principle of “effective representation”, as defined by the courts and the Ontario Municipal Board.

To achieve this goal, certain objectives have to be met. The TWBR process must:

- be able to withstand a challenge most likely at the OMB, but possibly in court;
- include civic engagement and public consultation approaches that educate, inform and involve residents of Toronto, stakeholders and Council members;
- be based on a current understanding of ward boundary determination principles and practices;
- consider in detail the growth that Toronto has experienced and will experience over the coming years;
- develop a series of ward boundary options for effective representation for consideration and comment by the public, stakeholders and Council members;
- respect Toronto’s equity policies;
- be conducted in an objective, neutral and independent fashion; and,
- provide City Council with specific recommendations.

The TWBR strategy is based on five building blocks: 1) research; 2) civic engagement; 3) consultation of the public, stakeholders and elected officials; 4) generation of options; and, 5) final report and recommendations.

Based on the distribution of ward populations at present, Toronto’s ward structure does not meet the requirements of effective representation. Some of the current wards are over 30% to 45% above the average, while others are around 10% of the average (see Appendix B).

Effective representation is a combination of a number of elements – voter parity, protection of communities of interest and neighbourhoods, physical and natural boundaries, ward history and growth trends. While several elements may alter strict voter parity, sometimes referred to as “rep-by-pop”, voter parity is a major criterion. It forms the basis for representative democracy. There needs to be some assurance that one elector’s vote is roughly equal to that of others.



The focus of the TWBR is to determine the geographical area from which residents elect their councillor. However, the public and stakeholders often confuse ward boundary reviews with other elements of municipal governance such as: municipal government organization (i.e. party politics or having Community Boards or a Board of Control); method of voting (i.e. ranked ballots); who votes (i.e. permanent residents or citizens only); councillor performance; or City operations.

The civic engagement and public consultation process will clearly outline the parameters of the TWBR. However, it is expected that people attending public meetings or commenting online will raise other issues related to the operation of Toronto's government. A significant part of the public process will be an explanation of ward boundaries and their key role in representative democracy and of the limits of the TWBR project.

The TWBR has been designed to respect the 'arm's length' principle with respect to Council involvement. The OMB has ruled in the past that specific direction by councils, such as how wards should be aligned or setting parameters for a minimum or maximum number of wards, has rendered a boundary review unacceptable. The reason for this is a long-held concern about ward boundaries being shaped to the benefit of a specific party. This does not mean that individual Councillors cannot participate in the TWBR. Councillors have valuable and detailed information about their wards, especially with respect to boundary issues and communities of interest. The work program outlined in this report contains resources for two rounds of Councillor interviews and discussion.

To-date, the TWBR terms of reference and consultant selection process have respected the 'arm's length' principle and the TWBR continues to follow this principle through, for example, its relationship to the project Steering Committee. The Steering Committee, which consists of representatives from relevant City Divisions and the consultants, is very specific in its mandate in this regard: "to provide strategic advice, issues management support and City resource coordination in support of Toronto's Ward Boundary Review in a manner consistent with the review's mandate to remain objective, neutral and independent".

The TWBR process will develop and discuss various options for ward boundary configurations that respect the principle of effective representation. Then recommendations will be made to Council on a preferred option. Ward boundary changes are controversial and contentious. Sometimes there is a tendency to stay with the "status quo". This is not a sustainable option in Toronto's case. Its ward populations have grown out of balance.



The current ward alignment has been challenged at the OMB, which allowed Toronto time to conduct a comprehensive boundary review. Failure to re-align its wards would, most likely, find the City back in front of the OMB. The Board would then be forced to realign wards based on an adversarial process and without significant public and stakeholder involvement.

## **2. WORK PLAN**

The TWBR will begin in June 2014 and will be completed by May 2016. In addition to this report, the project has five components and associated deliverables:

1. Background Research (November 2014)
2. Round One Civic Engagement and Public and Stakeholder Consultation (March 2015)
3. Options (April 2015)
4. Round Two Civic Engagement and Public and Stakeholder Consultation (January 2016)
5. Final Report and Recommendations (March 2016)

The Background Research details the legal context of ward boundary reviews as enunciated by the courts and implemented by the OMB. It reviews the experience in Ontario and some larger Canadian cities. Most importantly, it analyzes the current Toronto ward situation and projects ward sizes for three and, possibly, four municipal elections, if no changes are made. These election years are 2018, 2022, 2026 and, potentially, 2030.

The research provides background information for Round One of the civic engagement and public and stakeholder consultation process. The research will be done in phases to correspond to the times when certain types of data are required.

The two-round Civic Engagement and Public and Stakeholder Consultation processes are outlined in detail later in this report. Both rounds involve interviews with all Council members, stakeholder groups and 12 public meetings each. Summary records of Round One of the civic engagement and public and stakeholder consultation process demonstrate the extensive public process.

Based on the public input and fine-grained population projections, options for various configurations of Toronto wards will be generated between Rounds One and Two of the civic engagement and public and stakeholder consultation process. All options will achieve the principle of effective representation, if not at the outset, then for the 2022



municipal election. The development of options is a pivotal activity of the TWBR and sets the stage for Round Two of the public process and subsequent recommendations. Summary records of the Round Two process capture the discussions and the feedback on the various options.

The Final Report will be a comprehensive document that outlines the entire Toronto Ward Boundary Review process and includes specific recommendations for ward boundaries to be used in City of Toronto elections starting in 2018. Specifically, the final report will include: the Review’s purpose and methodology; its applicable research conclusions; how the City’s equity policies were implemented; the results and findings of the two rounds of civic engagement and public and stakeholder consultation; the ward boundary options considered including their ranking, rationale, benefits, limitations and costs; and, the recommended option and rationale for the recommendations.

## 2.1 TIMELINE

The table below shows the start and end dates of the major events of the Toronto Ward Boundary Review. The table also includes the dates the six deliverables will be completed. The Review starts officially once City Council has approved this report.

Task / Deliverable	Start Date	End Date
Prepare Work Plan, Civic Engagement and Public Consultation strategy	April 17, 2014	May 2, 2014
Council review and approval of work plan, civic engagement and public consultation strategy*	May 27, 2014	June 13, 2014
Background Research	June 2014	November 2014
Civic Engagement (Round One)	June 2014	February 2015
Public and Stakeholder Consultation (Round One)*	June 2014	February 2015
• Interviews of members of Council	June 2014	October 2014
• Public Meetings	December 2014	February 2015
Results of Round One	March 2015	March 2015
Options	March 2015	April 2015
Civic Engagement (Round Two)	May 2015	November 2015
Public and Stakeholder Consultation (Round Two)*	June 2015	November 2015
• Interviews of members of Council	June 2015	September 2015
• Public Meetings	September 2015	November 2015
Results of Round Two	December 2015	January 2016



Final Report	February 2016	March 2016
Final Report submitted to Council*	April 2016	May 2016

\* Direct involvement by Members of Council

### **3. CIVIC ENGAGEMENT AND PUBLIC AND STAKEHOLDER CONSULTATION**

The TWBR strategy makes a distinction between "civic engagement" and "public and stakeholder consultation". The former is focused on all web-based activities and communications with the public via e-mail, print and social media. The latter includes all face-to-face consultations with the Mayor, all Councillors and stakeholders and 24 public meetings. Public meetings will begin after the October 27th municipal election.

The TWBR civic engagement and public and stakeholder consultation strategy is being delivered in two "rounds". Round One solicits input on Toronto's current ward alignment, gathering suggestions and identifying issues. Round Two collects feedback on various ward boundary options, all of which meet the principles of effective representation.

The civic engagement and public and stakeholder consultation strategy will meet the equity and accessibility requirements of the City of Toronto.

#### **3.1 CIVIC ENGAGEMENT STRATEGY**

The Civic Engagement Strategy encompasses all web-based activities and communications with the public via email, print and social media designed to inform people about the opportunities to interact in person with the TWBR process and allows residents and interested parties to connect to the TWBR process online and through social media.

The objectives for the Civic Engagement Strategy are to:

- educate Torontonians about the purpose of the TWBR and provide essential information about the project that helps people to become effective participants in the TWBR process;
- keep people informed and invite them to become involved in the process, both on the web and in person as part of the public consultation component; and,
- provide opportunities for participation that work for different lifestyles and preferences.

The following engagement tools and activities will be developed:



### **a) Project Brand**

A project brand will be developed for the TWBR that includes a logo and colour scheme. A strong and consistent brand will help to ensure that the project is recognizable and distinct from other initiatives.

### **b) Communications Package**

The following communication materials will be used to inform citizens about the TWBR process and distribute information about consultations. The focus will be to drive the public to online and physical opportunities, such as online surveys and public meetings, and to learn more and participate in the TWBR process.

- *Print advertisements:* Prior to each round of public meetings, advertisements will be placed in one of Toronto's major newspapers and local/ethnic papers. The ads will include the meeting dates and locations, how to participate online, as well as information about available interpretation and assisted support services.
- *Media releases:* Media releases will be used to promote the public meetings as well as other key project milestones.
- *Posters:* Posters with information about public meeting dates and locations and how to participate online will be distributed through community facilities.
- *Mail-outs to selected individuals:* Upon request we will mail meeting notices to residents via Canada Post.

The TWBR team will work with select organizations (i.e. residents and ratepayer groups, BIAs, ethno-cultural organizations) to use their existing networks to distribute information about the TWBR process.

### **c) Social Media**

Social media platforms, such as Facebook and Twitter, offer an opportunity to engage diverse community members in the conversation about the TWBR, as well as disseminate materials to a wider and greater variety of participants. We will encourage people to have conversations about the TWBR using social media and will monitor social media traffic related to the project.

The social media strategy for the TWBR includes the following activities:

- *Creation of a project specific Hashtag (i.e. #TWBR).* Anyone who tweets about the Toronto Ward Boundary Review throughout the project and at public meetings will be encouraged to use the TWBR hashtag. The hashtag will be integrated with the project website and all other communication materials.





- *Sample Social Media Content* – To encourage our stakeholders to promote the project on their existing, established social media platforms (i.e. Facebook, Twitter and email), we will develop sample content that can be easily posted and shared online.

#### **d) Master Contact Database**

Contact information of each person or organization that participates in the TWBR process will be collected and recorded at every opportunity and used to form a Master Contact Database for the project. The list will be a key tool for communicating with people about public meetings and sharing information with them after or in between meetings. The project website (described below) will also have a mailing list sign-up which helps to expand the database.

#### **e) Project Website and City of Toronto Web Page**

A project specific website will be developed and maintained. The website will make it easy for people to find project resources and for the project team to communicate key information to the public and stakeholders.

The website will be hosted on a standalone domain with links back to a City of Toronto Ward Boundary Review landing page. It will be mobile-user friendly, include the project hashtag and make information easy to share using social media. It will also include translation via auto-translator.

Following public meetings, project materials such as presentations, maps and meeting summaries, will be posted on the website in a timely manner, allowing interested parties and individuals and stakeholders to participate and follow the process easily online. A separate email account will be created to respond to all requests and communicate with interested parties.

#### **f) Background and Discussion Guide**

The Background and Discussion Guide is the key information resource for Round One of the Civic Engagement and Public Consultation Strategy. Its purpose is to provide the public and stakeholders with the information they need to effectively participate in the first round of the TWBR discussion.

The guide will include a set of questions, which correspond to the Input Survey described below. Stakeholder/community groups wanting to participate as a group will be encouraged to download the Background and Discussion Guide as a conversation tool and use it to send in their group's responses in a convenient format.



The guide will be available and easily accessible online through the project website. It will also be printed and circulated at Round One public meetings. Upon request copies of the guide will be sent by mail.

### ***g) Summary of Options***

The Summary of Options will provide the public and stakeholders with the information they need to participate in Round Two of the TWBR discussions.

The Summary will be available and easily accessible online through the project website. It will also be printed and circulated at Round Two public meetings. Upon request copies of the summary will be sent by mail.

### ***h) Input and Feedback Surveys***

In Round One, the Input Survey will gather general comments about the City's current ward boundaries. In Round Two, the Feedback Survey will gather comments on various ward boundary options.

The results of both surveys will be analyzed and the summaries will be incorporated into the Round One and Two Civic Engagement and Public Consultation records and posted online.

## **3.2 PUBLIC AND STAKEHOLDER CONSULTATION STRATEGY**

### ***a) Round One - Input***

During Round One, face-to-face interviews will be held with the following:

- Mayor and each City Councillor (individually)
- Toronto District School Board Trustees
- Toronto District School Board staff
- Toronto Catholic District School Board Trustees
- Toronto Catholic District School Board staff
- Conseil scolaire de Viamonde (French Public School Board)
- Conseil scolaire de district catholique Centre-Sud (French Catholic School Board).

In addition, other stakeholder groups will be approached in person to obtain their input and encourage them to get involved in the TWBR process. Examples are: The Toronto Region Board of Trade; Greater Toronto Civic Action Alliance (CivicAction); and the Toronto Association of Business Improvement Areas. The TWBR project also will contact community associations in the City of Toronto to encourage them to participate in the TWBR.



In order to solicit input from the general public in a face-to-face manner, three public meetings will be held in each Community Council area. Based on experience, this number of public meetings will be required to identify “communities of interest” and meet OMB criteria for assessing communities of interest. The public meetings will be organized by grouping adjacent wards in order to identify boundary issues and for ease of public access. Public meetings will be scheduled in the evening with one meeting per Community Council to be held on a Saturday.

As stated, the suggested number of public meetings is sufficient to satisfy public involvement criteria approved by the OMB in the past and grouping wards is preferable to holding individual ward meetings to identify problems with existing boundaries. Additional meetings in individual wards are not budgeted for, but may use the TWBR material, e.g. the Background and Discussion Guide and the Summary of Options, to provide feedback via the TWBR website.

The public meetings will be interactive and participatory. In our experience, meetings that include an open house, displays, a presentation and facilitated discussion provide the best input and highest level of satisfaction among participants. Round One public meetings will begin in December 2014 and end by mid-February 2015.

Summary records of each public meeting will be developed in a timely manner and posted on the project website with the objective of keeping participants connected to the process, reaching those who were unable to attend and having a record of the meeting than can be used to inform future phases of the project.

Interviews of Council members and key stakeholders will begin in June 2014 and end by February 2015. The municipal election on October 27, 2014 may result in new elected representatives. These new representatives will be briefed on the TWBR project and their input will be obtained at one or more group meetings between Round One and Round Two of the public and stakeholder consultation process.

### ***b) Round Two - Feedback on Options***

During Round Two, face-to-face interviews will again be held with the Mayor and each member of Council, as well as the four school boards, to obtain their feedback on the various ward boundary options. The interviews will take place June - September 2015.

The additional stakeholder groups contacted during Round One, as well as community associations, will be encouraged to provide their feedback on the ward boundary options via the website, by mailing their comments to the TWBR project or by attending the appropriate public meeting(s).

To obtain feedback on ward boundary options from the general public face-to-face, three public meetings will again be held in each Community Council area during Round



Two. The combination of wards may stay the same or it may change based on the experience during Round One and/or different groupings suggested by various ward boundary options. Round Two public meetings will begin September 2015 and end in November 2015.

### **3.3 ADVISORY PANEL**

The Terms of Reference for the TWBR adopted by City Council authorized the establishment of an outside Advisory Panel to provide expert advice to the project. This independent 'blue-ribbon' advisory group will provide observations on both substantive and process issues. The panel will be constituted to represent diverse perspectives in the city including the legal profession, academic expertise in electoral and public policy, the business community, youth, and civil society. We anticipate an advisory panel of five members. Panel members will be appointed following Council's approval of this report in June 2014 and their names will be posted on the TWBR website.

The panel will meet three times, first to provide input on the academic, electoral and public policy research; second, to comment on the draft options; and third, to review the final report and recommendations. Prior to meetings, panel members will be asked to review relevant documents and each meeting will be used to discuss their responses and obtain advice.

## **4. SUMMARY**

The TWBR project is scheduled to start in June 2014 and will end by May 2016. The project's work plan allows for all of its components to be completed in an appropriate manner. Once completed, Toronto City Council will have sufficient time to debate the recommendations, make a decision and support its decision before the OMB, if necessary. The time frame allows City staff adequate time to prepare for the implementation of Council's decision in time for the 2018 municipal election.

The TWBR's Civic Engagement and Public and Stakeholder Consultation strategy is extensive and can withstand an OMB challenge. The strategy involves members of Council, stakeholders and the general public in two rounds of consultation, once for input to determine issues with current ward boundaries and a second time to discuss various options for re-aligning the wards. All of the options to be put forward will achieve the principle of effective representation. At the end of the project, City Council will be able to deal with specific recommendations.



## **APPENDIX A: KEY MESSAGES**

### **WHY DO A WARD BOUNDARY REVIEW?**

The populations in Toronto's current ward alignment are unbalanced and have already been challenged at the Ontario Municipal Board. This is the reason the City has embarked on the TWBR. If Toronto does not act on the results of the Review, the OMB could impose a new ward structure without appropriate public and stakeholder involvement and Council approval.

### **WHAT A WARD BOUNDARY REVIEW IS NOT**

A ward boundary review addresses the size and shape of the ward a councillor represents. The public and stakeholders often confuse ward boundary reviews with other elements of municipal governance. The TWBR does not cover items such as: municipal government organization (i.e. party politics or having Community Boards or a Board of Control); method of voting (i.e. ranked ballots); who votes (i.e. permanent residents or citizens only); councillor performance; or City operations.

### **WHAT IS EFFECTIVE REPRESENTATION?**

Effective representation has been defined by the courts as including the following: voter parity (rep-by-pop); protection of communities of interest and neighbourhoods; respect for natural and physical boundaries; ward history; and recent and projected population growth. Reasonable voter parity must be maintained, even though some variances based on other factors are allowed.

### **THE TWBR PROCESS AND RECOMMENDATIONS MUST BE INDEPENDENT, OBJECTIVE AND NEUTRAL**

The OMB has ruled in the past that specific direction by Council, such as how wards should be aligned or setting parameters for a minimum or maximum number of wards, has rendered a boundary review unacceptable. The reason for this is a long-held concern about ward boundaries being shaped to the benefit of a specific party. This does not mean that individual Council members cannot participate in the Review. Councillors have valuable and detailed information about their wards, especially with respect to boundary issues and communities of interest.



## **CIVIC ENGAGEMENT AND PUBLIC AND STAKEHOLDER CONSULTATION ARE SIGNIFICANT COMPONENTS OF ANY WARD BOUNDARY REVIEW**

The TWBR includes a sizeable public involvement process that allows Council members, stakeholders and the public to express their opinions on the current ward boundary structure as well as on the options that will be proposed through a variety of means: TWBR project website; e-mails; social media; direct mail; face-to-face interviews; and, 24 public meetings.



## APPENDIX B: City of Toronto Population By Ward (2011)

Ward #	Ward Name	2011 Population	% Difference from Average
1	Etobicoke North	61,320	3.2%
2	Etobicoke North	56,720	-4.6%
3	Etobicoke Centre	52,245	-12.1%
4	Etobicoke Centre	54,665	-8.0%
5	Etobicoke-Lakeshore	64,020	7.7%
6	Etobicoke-Lakeshore	58,980	-0.8%
7	York West	52,070	-12.4%
8	York West	50,330	-15.3%
9	York Centre	46,065	-22.5%
10	York Centre	64,820	9.1%
11	York South-Weston	62,380	5.0%
12	York South-Weston	54,000	-9.1%
13	Parkdale-High Park	53,265	-10.4%
14	Parkdale-High Park	53,770	-9.5%
15	Eglinton-Lawrence	62,055	4.4%
16	Eglinton-Lawrence	53,975	-9.2%
17	Davenport	50,510	-15.0%
18	Davenport	44,975	-24.3%
19	Trinity-Spadina	57,245	-3.7%
20	Trinity-Spadina	76,610	28.9%
21	St. Paul's	48,645	-18.2%
22	St. Paul's	65,510	10.2%
23	Willowdale	88,440	48.8%
24	Willowdale	62,340	4.9%
25	Don Valley West	58,305	-1.9%
26	Don Valley West	64,895	9.2%
27	Toronto Centre-Rosedale	78,670	32.4%
28	Toronto Centre-Rosedale	66,580	12.0%
29	Toronto-Danforth	44,935	-24.4%
30	Toronto-Danforth	53,285	-10.3%
31	Beaches-East York	53,575	-9.9%
32	Beaches-East York	57,365	-3.5%
33	Don Valley East	57,155	-3.8%
34	Don Valley East	59,410	0.0%
35	Scarborough Southwest	62,455	5.1%
36	Scarborough Southwest	54,125	-8.9%

**TORONTO WARD BOUNDARY REVIEW: PROJECT WORK PLAN AND CIVIC ENGAGEMENT AND PUBLIC CONSULTATION STRATEGY**

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37	Scarborough Centre	64,340	8.3%
38	Scarborough Centre	66,830	12.4%
39	Scarborough-Agincourt	54,965	-7.5%
40	Scarborough-Agincourt	62,035	4.4%
41	Scarborough-Rouge River	68,150	14.7%
42	Scarborough-Rouge River	77,665	30.7%
43	Scarborough East	55,120	-7.3%
44	Scarborough East	60,240	1.4%

Population of the City of Toronto: 2,615,055

Note: These figures do not include Census undercoverage. While Statistics Canada attempts to count every person and household, some are not captured. The estimate of the total population including Census undercoverage in 2011 by Statistics Canada is 2,753,131.

Sources: Statistics Canada, Census of Canada, 2011.

Data derived from custom tabulations.