NEW WARDS FOR TORONTO

Toronto Ward Boundary Review

TORONTO CITY COUNCIL

November 8-10, 2016

TORONTO WARD BOUNDARY REVIEW
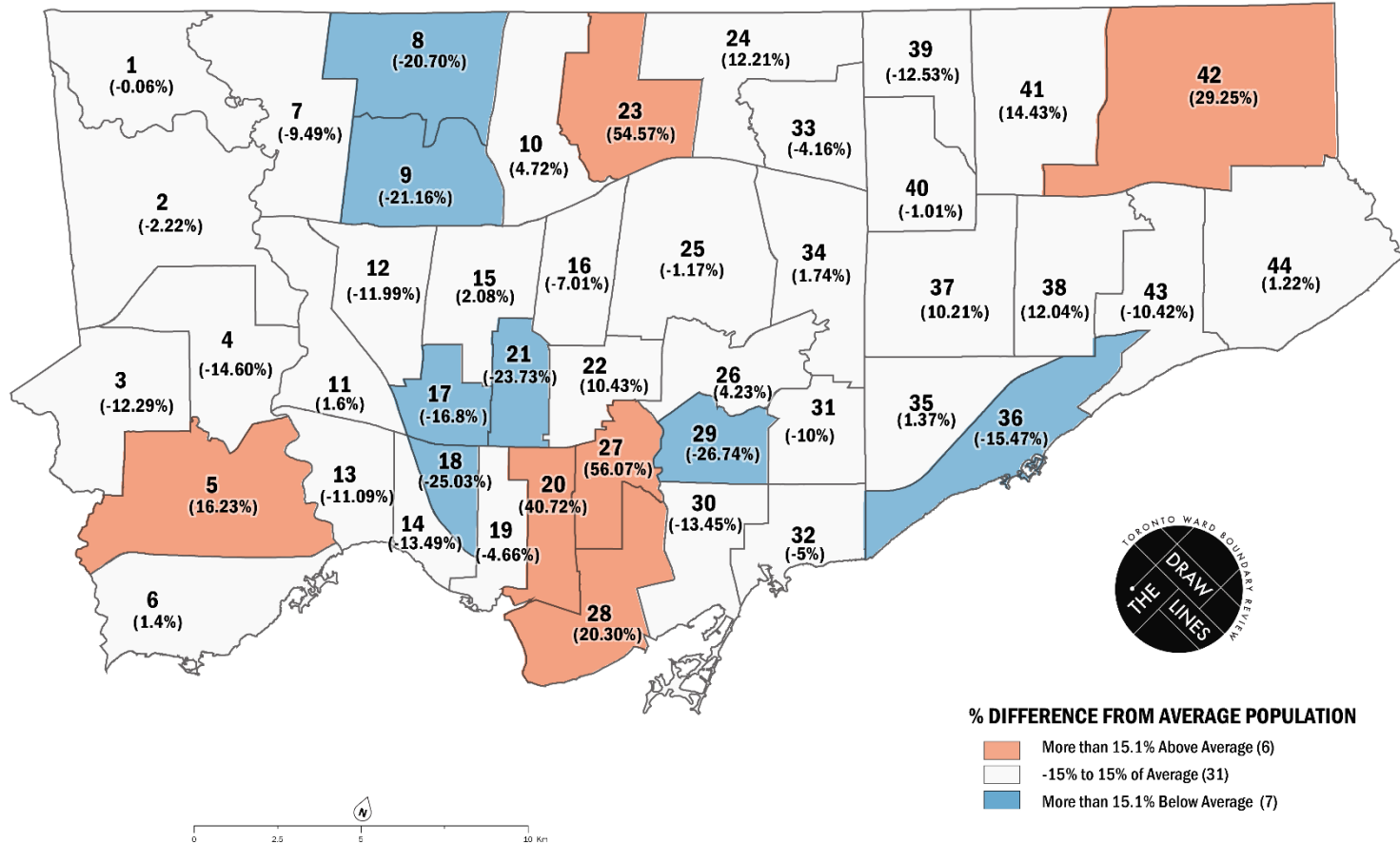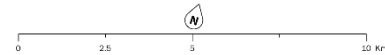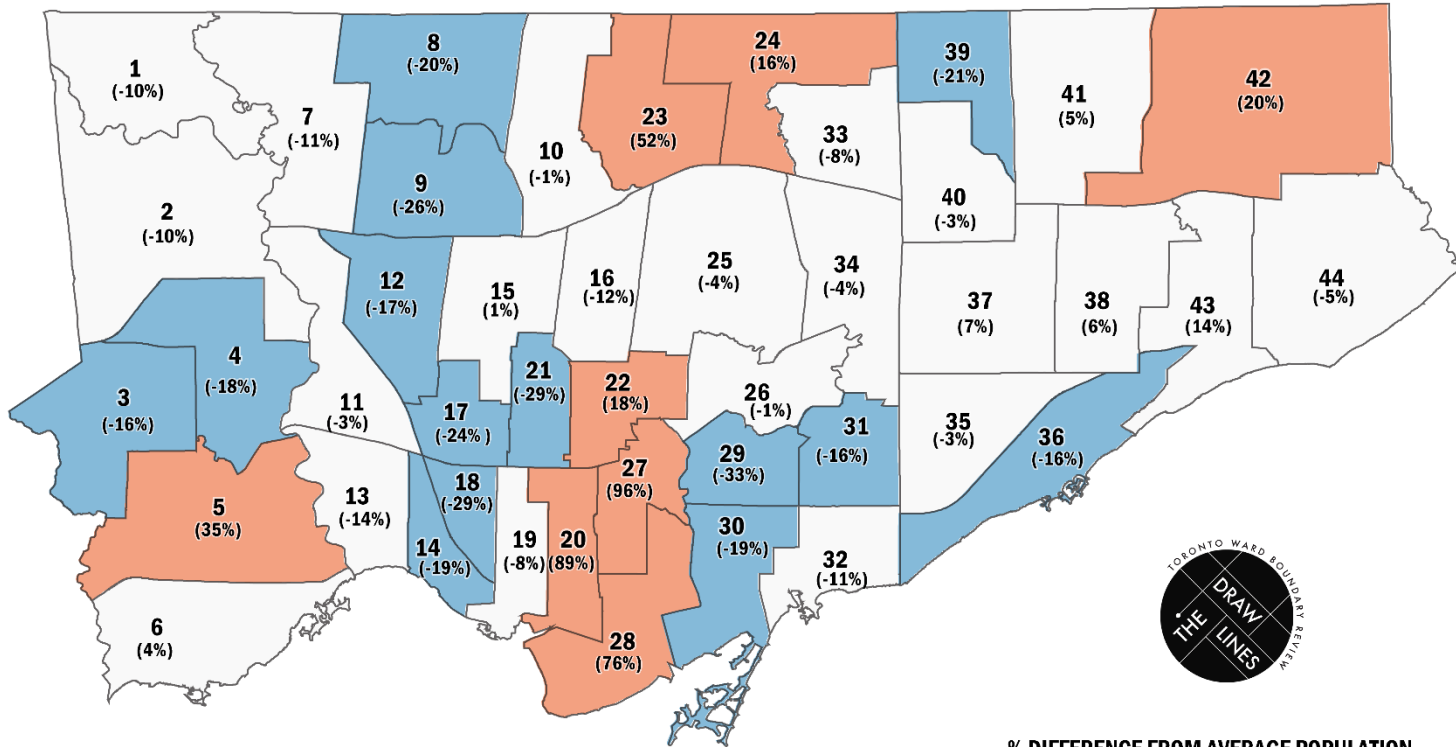
DRAW THE LINES

TWBR Context

- Toronto's expected population growth from 2011 to 2030: approximately 500,000

- In 2014:
  - average ward population: 61,000
  - smallest ward: 44,400 (7 wards are more than 15.1% below average)
  - largest ward: 94,600 (6 wards are more than 15.1% above average)

- Without changes, in 2026:
  - smallest ward: 44,300 (14 wards are more than 15.1% below average)
  - largest ward: 130,000 (8 wards are more than 15.1% above average)

EXISTING WARDS (2014 PROJECTED POPULATION VARIANCES) TORONTO WARD BOUNDARY REVIEW

1 (-0.06%)
8 (-20.70%)
24 (12.21%)
39 (-12.53%)
41 (14.43%)
42 (29.25%)
7 (-9.49%)
23 (54.57%)
33 (-4.16%)
10 (4.72%)
9 (-21.16%)
2 (-2.22%)
40 (-1.01%)
12 (-11.99%)
15 (2.08%)
16 (-7.01%)
25 (-1.17%)
34 (1.74%)
37 (10.21%)
38 (12.04%)
43 (-10.42%)
44 (1.22%)
4 (-14.60%)
3 (-12.29%)
11 (1.6%)
21 (-23.73%)
22 (10.43%)
26 (4.23%)
31 (-10%)
35 (1.37%)
36 (-15.47%)
17 (-16.8%)
29 (-26.74%)
18 (-25.03%)
27 (56.07%)
5 (16.23%)
13 (-11.09%)
20 (40.72%)
30 (-13.45%)
32 (-5%)
14 (-13.49%)
19 (-4.66%)
6 (1.4%)
28 (20.30%)

% DIFFERENCE FROM AVERAGE POPULATION

More than 15.1% Above Average (6)
-15% to 15% of Average (31)
More than 15.1% Below Average (7)

0   2.5   5   10 Km

3

EXISTING WARDS (2026 PROJECTED POPULATION VARIANCES) TORONTO WARD BOUNDARY REVIEW

1 (-10%)
7 (-11%)
8 (-20%)
24 (16%)
39 (-21%)
41 (5%)
42 (20%)
23 (52%)
10 (-1%)
33 (-8%)
40 (-3%)
2 (-10%)
9 (-26%)
12 (-17%)
15 (1%)
16 (-12%)
25 (-4%)
34 (-4%)
37 (7%)
38 (6%)
43 (14%)
44 (-5%)
4 (-18%)
21 (-29%)
22 (18%)
26 (-1%)
31 (-16%)
36 (-16%)
3 (-16%)
11 (-3%)
17 (-24%)
35 (-3%)
5 (35%)
18 (-29%)
27 (96%)
29 (-33%)
13 (-14%)
19 (-8%)
20 (89%)
30 (-19%)
32 (-11%)
14 (-19%)
28 (76%)
6 (4%)

TORONTO WARD BOUNDARY REVIEW
THE DRAW LINES

% DIFFERENCE FROM AVERAGE POPULATION

More than 15.1% Above Average (8)
-15% to 15% of Average (22)
More than 15.1% Below Average (14)

0   2.5   5   10 Km

N

4

TWBR Context

- Wards have not been reviewed since 2000

- In June 2013, City Council directed third-party review

- In June 2014, City Council approved the TWBR Work Plan and Public Engagement and Consultation Strategy led by TWBR team (Canadian Urban Institute (CUI), Beate Bowron Etcetera, The Davidson Group & Thomas Ostler)

- The project's Terms of Reference included achieving **effective representation** for 3 and, possibly, 4 municipal elections

TWBR Context

Effective Representation:

- Set out by the <u>Supreme Court of Canada</u> and followed by the <u>Ontario Municipal Board</u> (OMB) for ward boundary reviews
- Several components:
  - Achieving voter parity (based on population not electors)
  - Keeping together geographic communities of interest
  - Following natural and physical boundaries
  - Respecting ward history
  - Considering 'capacity to represent'

TWBR Context

- 3 most important components of ***effective representation***:
  - o Voter parity
  - o Geographic communities of interest
  - o Natural and physical boundaries
- Voter parity is pivotal
  - o Derives from Charter Right-To-Vote
  - o Weight of all votes should be similar (not just at election time but every time Council votes)
  - o OMB allows growth to be incorporated in determining voter parity (e.g. fast growing wards can start smaller, as long as they grow into voter parity)

TWBR Context

- How much can ward populations differ:
  - +/-10% is gold standard (=20% difference)
  - +/-15% also possible (=30% difference) to keep neighbourhoods together/maintain clear boundaries
  - Above or below 15% only if ward is expected to grow into range or is stable/will get closer to average over time
  - Above or below 20% problematic (below 20% only if city has rural areas)

TWBR Context

- Ward boundary reviews:
  - Establish an average ward population (e.g. 70,000 – 44 wards; 61,000 – 47 wards)
  - Set the voter parity range (+/-10%; +/-15%) around the average ward population
- "Draw the Lines" while balancing *effective representation* components
- Toronto's new ward structure to last for: 2018, 2022, 2026, 2030 elections
- Target year for voter parity: 2026

TWBR Step-By-Step

- Work Plan (approved by Council June 2014)
- Research Report
- Round One public consultation (July 2014 – Jan 2015)
- Options Report (Aug 2015)
- Round Two public consultation (Aug – Nov 2015)
- Final Report (May 2016)
- Additional Information Report (Aug 2016)
- Supplementary Report (October 2016)

TWBR Public Engagement

- Extensive public consultation process
- Two Rounds plus additional round
- Website; advertising; media releases; social media (Facebook, Twitter, e-news); branding
- Consistent with other wards boundary reviews
- Accepted by the OMB

TWBR Public Consultation

ROUND 1	
Public Meetings	192
Survey	608
Members of Council	51 (44 plus 7 new)
Total Round 1:	851
ROUND 2	
Public Meetings	112
Survey	717
Submissions	15
Members of Council	43
Total Round 2:	887
ADDITIONAL OPTIONS	
Public Meetings	90
Survey	485
Members of Council	38
Total Additional Options:	613
TOTAL PARTICIPATION WHOLE PROCESS:	2,352
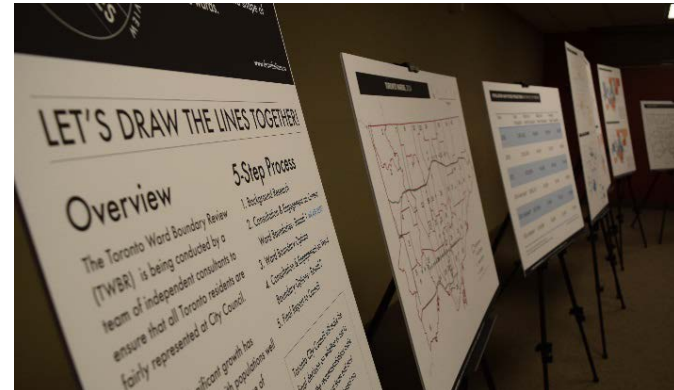
TWBR Public Consultation

2752 contacts on TWBR distribution list

2412 direct participants

516 social media contacts

351 posts on the TWBR social media twitter account @DrawtheLinesTO

1711 average monthly visits to the drawthelines.ca website

297 posters in public library branches

141 face-to-face meetings (inc. Members of Council, School Boards & others)

80 advertisements (mix of online and print)

29 of public meetings and information sessions

20 maps posted to the drawthelines.ca website

16 e-news issued to the TWBR distribution list

12 media releases

9 reports available on the drawthelines.ca website

1 webinar

3 Advisory Panel Meetings (panel with expertise in municipal law, business, academe, civil society research and the OMB).
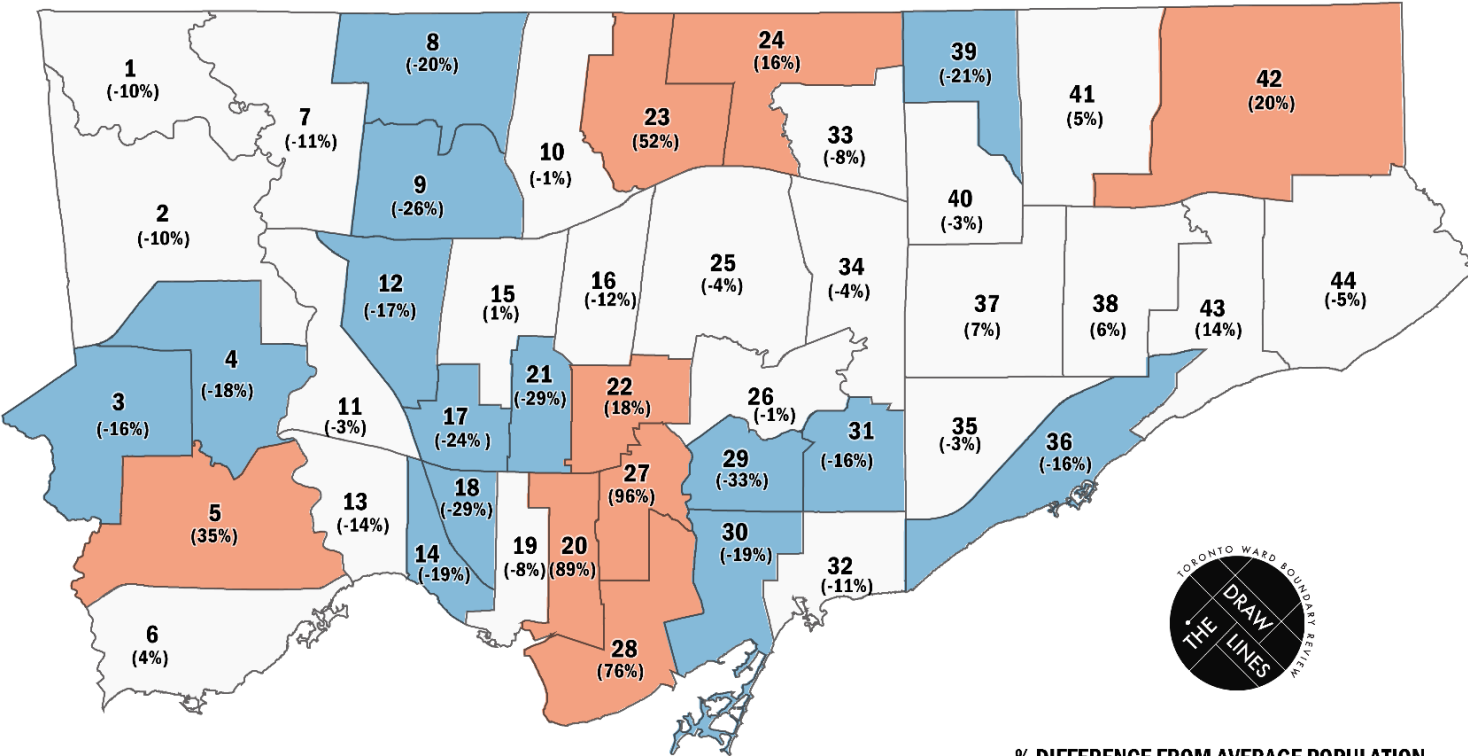
Executive Committee, May 24, 2016

- Information requested on four items plus public and Council consultations

  1. Review of Option 1 (47 wards) focusing on largest wards only

  2. Option 2 (44 wards) incorporating suggested refinements from 2015

  3. Option consistent with federal/provincial riding boundaries

  4. Additional refinements to recommended ward structure (47 Wards)

- Preference for maintaining Community Council/historic boundaries

Focus on Large Wards Only

- Focusing only on Toronto's existing large wards does not produce an option that can achieve **effective representation** nor reduce the number of wards below 47

  - Takes four additional wards to adjust 4 largest wards - 3 Downtown and 1 in Willowdale (Wards 20, 27, 28, 23)

  - 4 other large wards not reduced (Wards 5, 22, 24, 42)

  - 14 smaller wards still need to be enlarged (Wards 3, 4, 8, 9, 12, 14, 17, 18, 21, 29, 30, 31, 36, 39)

EXISTING WARDS (2026 PROJECTED POPULATION VARIANCES) TORONTO WARD BOUNDARY REVIEW   drawthelines.ca

1 (-10%)
7 (-11%)
8 (-20%)
10 (-1%)
23 (52%)
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TORONTO WARD BOUNDARY REVIEW
DRAW THE LINES

% DIFFERENCE FROM AVERAGE POPULATION

More than 15.1% Above Average (8)
-15% to 15% of Average (22)
More than 15.1% Below Average (14)

0   2.5   5   10 Km
N

16

Refinements to 44 Wards

- Refinements suggested during 2015 and September 2016 public involvement process
- **Those who like this option note:**
  - retains current size of City Council
  - keeps certain communities intact (e.g. Regent Park; Church-Wellesley Village; West Toronto Junction)
- **Those who have concerns note:**
  - large amount of change to existing ward boundaries
  - reduced 'capacity to represent'
  - division of certain communities (e.g. Lawrence Heights; Flemingdon Park; Leaside; The Beach)
  - Current Wards 10 and 32 disappear
  - current Wards 14, 17, 18 become 2 wards

Refinements to 44 Wards

- 3 wards unchanged

- Revised 44-ward map achieves *effective representation*
  - Some wards start out small (W203; W205; W217; W218; W229; W233; W236)
  - All achieve voter parity by 2026
  - Significant number of communities of interest are split

44 WARDS

RIVER AND STREAMS
RAILWAY (RR)
ROADS
GREENSPACE
WARD BOUNDARY

N

0   2.5   5   10 Km
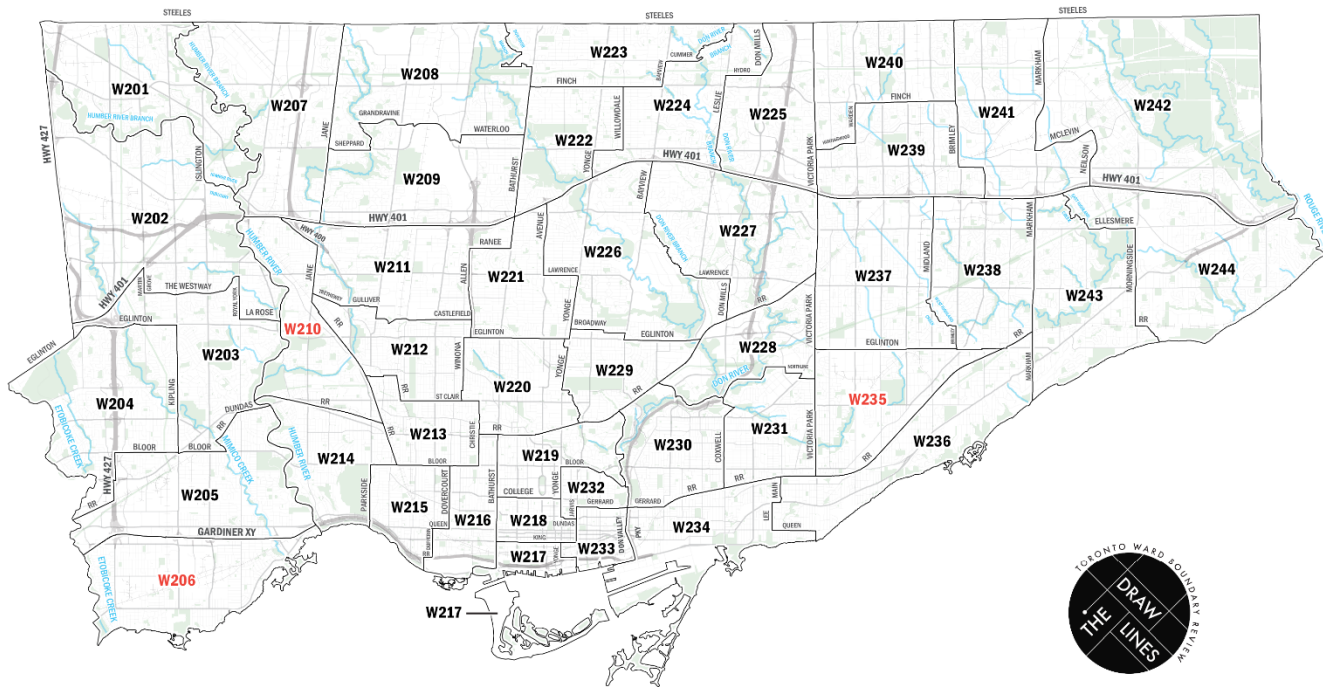
NUMBER OF WARDS
44

AVG WARD SIZE
70,000

RW - Boundary change from
Existing Ward Structure (41)

RW - No Boundary Change From
Existing Ward Structure (3)

19

ADDITIONAL REVISIONS – OPTION 2 (44 WARDS) - VARIANCE

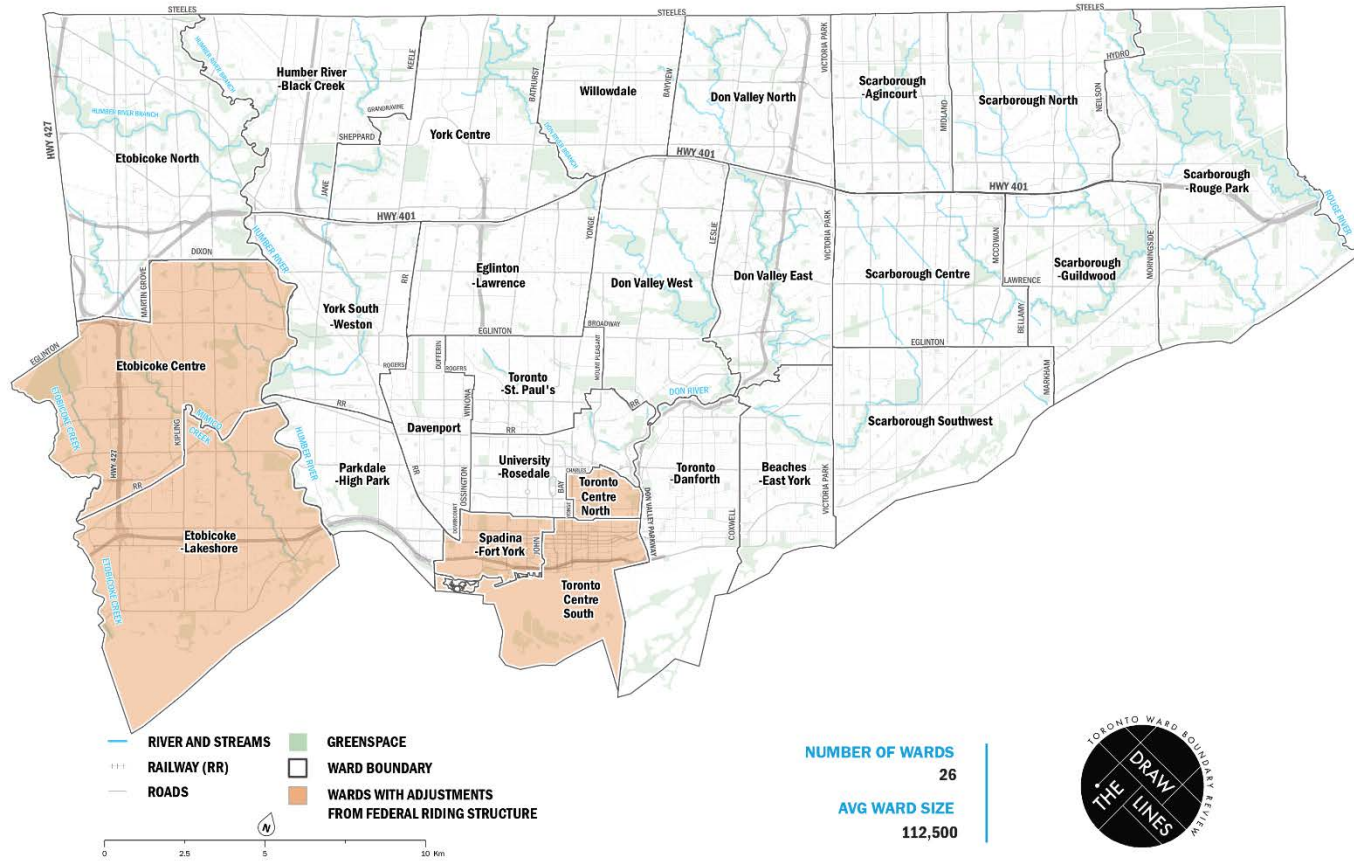| WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 201	66,297	-5.29%	66,024	-5.68%	66,257	-5.35%	66,472	-5.04%
W 202	63,210	-9.70%	63,108	-9.85%	63,859	-8.77%	64,869	-7.33%
W 203	56,657	-19.06%	59,209	-15.42%	62,651	-10.50%	65,836	-5.95%
W 204	61,673	-11.90%	62,294	-11.01%	62,891	-10.16%	63,594	-9.15%
W 205	55,962	-20.05%	59,756	-14.63%	64,883	-7.31%	70,468	0.67%
W 206	65,513	-6.41%	67,555	-3.49%	69,449	-0.79%	71,572	2.25%
W 207	66,535	-4.95%	67,093	-4.15%	68,811	-1.70%	70,798	1.14%
W 208	65,500	-6.43%	66,516	-4.98%	69,232	-1.10%	72,210	3.16%
W 209	60,952	-12.93%	61,860	-11.63%	63,830	-8.81%	66,439	-5.09%
W 210	61,418	-12.26%	61,921	-11.54%	64,302	-8.14%	66,842	-4.51%
W 211	61,568	-12.05%	62,493	-10.72%	63,658	-9.06%	68,029	-2.82%
W 212	66,058	-5.63%	66,225	-5.39%	68,486	-2.16%	68,146	-2.65%
W 213	61,741	-11.80%	62,044	-11.37%	62,469	-10.76%	62,912	-10.13%
W 214	64,645	-7.65%	66,165	-5.48%	66,846	-4.51%	67,522	-3.54%
W 215	64,080	-8.46%	64,458	-7.92%	65,199	-6.86%	66,009	-5.70%
W 216	60,195	-14.01%	61,356	-12.35%	62,756	-10.35%	64,074	-8.47%
W 217	48,537	-30.66%	57,227	-18.25%	63,339	-9.52%	65,465	-6.48%
W 218	56,635	-19.09%	67,368	-3.76%	77,350	10.50%	84,188	20.27%
W 219	65,189	-6.87%	69,913	-0.12%	74,021	5.74%	77,033	10.05%
W 220	68,214	-2.55%	69,338	-0.95%	70,223	0.32%	70,927	1.32%
W 221	63,173	-9.75%	64,038	-8.52%	65,055	-7.06%	66,051	-5.64%
W 222	62,339	-10.94%	62,938	-10.09%	64,828	-7.39%	66,688	-4.73%
W 223	64,287	-8.16%	65,498	-6.43%	67,260	-3.91%	69,481	-0.74%

ADDITIONAL REVISIONS – OPTION 2 (44 WARDS) – VARIANCE (cont'd)

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 224	62,546	-10.65%	64,548	-7.79%	65,690	-6.16%	66,920	-4.40%
W 225	65,908	-5.85%	66,660	-4.77%	67,546	-3.51%	68,534	-2.09%
W 226	64,795	-7.44%	66,031	-5.67%	66,622	-4.83%	67,173	-4.04%
W 227	65,287	-6.73%	65,700	-6.14%	65,850	-5.93%	66,038	-5.66%
W 228	62,928	-10.10%	63,160	-9.77%	64,002	-8.57%	64,971	-7.18%
W 229	56,401	-19.43%	60,616	-13.41%	61,836	-11.66%	63,036	-9.95%
W 230	67,782	-3.17%	67,564	-3.48%	67,666	-3.33%	67,868	-3.05%
W 231	64,802	-7.43%	65,343	-6.65%	65,900	-5.86%	66,579	-4.89%
W 232	62,942	-10.08%	67,557	-3.49%	72,382	3.40%	78,114	11.59%
W 233	56,074	-19.89%	68,227	-2.53%	73,031	4.33%	78,749	12.50%
W 234	63,988	-8.59%	64,802	-7.43%	65,176	-6.89%	65,287	-6.73%
W 235	62,434	-10.81%	63,312	-9.55%	64,984	-7.17%	67,253	-3.92%
W 236	59,124	-15.54%	60,297	-13.86%	62,273	-11.04%	64,672	-7.61%
W 237	68,295	-2.44%	68,863	-1.62%	71,300	1.86%	74,290	6.13%
W 238	64,535	-7.81%	65,291	-6.73%	66,988	-4.30%	70,227	0.32%
W 239	63,507	-9.28%	65,643	-6.22%	66,889	-4.44%	68,503	-2.14%
W 240	68,626	-1.96%	68,260	-2.49%	67,689	-3.30%	67,924	-2.97%
W 241	63,279	-9.60%	63,510	-9.27%	63,325	-9.54%	63,512	-9.27%
W 242	67,467	-3.62%	67,465	-3.62%	67,487	-3.59%	67,182	-4.03%
W 243	65,148	-6.93%	65,773	-6.04%	67,574	-3.47%	69,801	-0.28%
W 244	61,686	-11.88%	62,634	-10.52%	63,487	-9.30%	64,331	-8.10%

Consistency with Federal Riding Boundaries

- Requires 26 wards

- 1 additional ward Downtown

- Boundary adjustment in Etobicoke needed

- 2 Etobicoke wards still too large, further adjustment would require crossing the Humber River (natural boundary) and changes in adjacent federal riding boundaries

- Some support from surveys; minimal support from public meetings/Members of Council

WARDS CONSISTENT WITH FEDERAL RIDING BOUNDARIES TORONTO WARD BOUNDARY REVIEW   drawthelines.ca

RIVER AND STREAMS
RAILWAY (RR)
ROADS

GREENSPACE
WARD BOUNDARY
WARDS WITH ADJUSTMENTS FROM FEDERAL RIDING STRUCTURE

NUMBER OF WARDS
26

AVG WARD SIZE
112,500

23

Recommended Wards (47 Wards)

- Downtown wards remain within the boundary of the Downtown (as defined in the Official Plan)
- Public meetings and Members of Council suggested refinements
- **Those who like the option note:**
  - minimizes change
  - best option of the 3
  - keeps communities of interest together (e.g. Leaside, The Beach)
- **Those who have concerns note:**
  - increases size of City Council
  - splits certain communities (e.g. Regent Park, Church-Wellesley Village; Sentinel community)
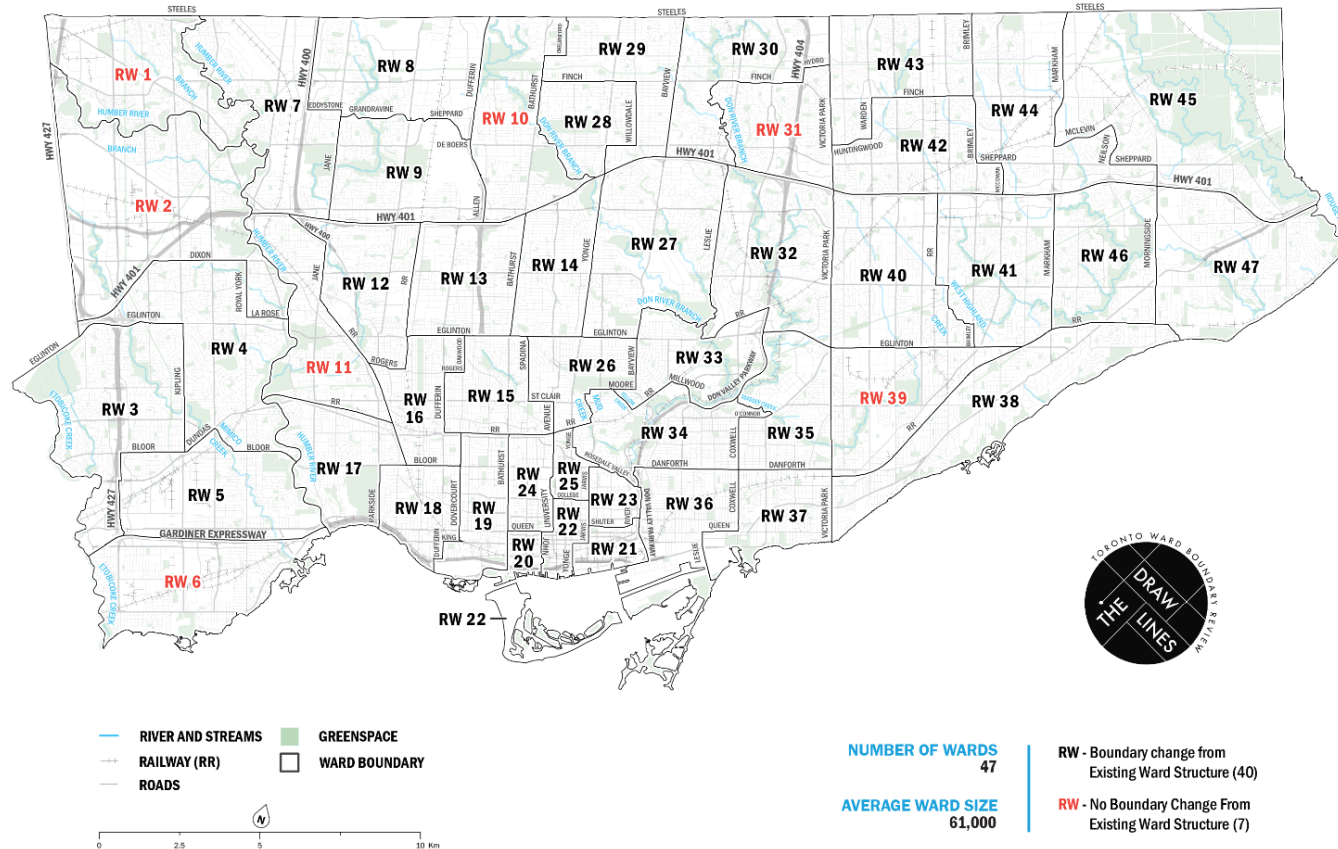
Recommended Wards (47 Wards)

- Further refinements have reunited Sentinel community; Regent Park; Church-Wellesley Village

- 7 wards unchanged

- Revised map achieves *effective representation*

  o Some wards start out small (RW9; RW20; RW21; RW22; RW24)

  o All achieve voter parity by 2026

  o Fewer communities of interest are split

RIVER AND STREAMS
RAILWAY (RR)
ROADS
GREENSPACE
WARD BOUNDARY

NUMBER OF WARDS
47

AVERAGE WARD SIZE
61,000

RW - Boundary change from
Existing Ward Structure (40)

RW - No Boundary Change From
Existing Ward Structure (7)

RECOMMENDED WARDS (47 Wards) WITH REFINEMENTS - VARIANCE

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
RW 1	60,154	-1.39%	59,918	-1.77%	60,122	-1.44%	60,412	-0.96%
RW 2	59,298	-2.79%	59,205	-2.94%	59,935	-1.75%	60,886	-0.19%
RW 3	63,315	3.80%	64,473	5.69%	65,822	7.90%	67,341	10.40%
RW 4	62,895	3.11%	64,084	5.06%	64,729	6.11%	65,509	7.39%
RW 5	58,254	-4.50%	62,838	3.01%	70,010	14.77%	77,220	26.59%
RW 6	65,500	7.38%	67,540	10.72%	69,434	13.83%	71,557	17.31%
RW 7	55,133	-9.62%	55,670	-8.74%	57,043	-6.49%	58,825	-3.57%
RW 8	53,962	-11.54%	56,018	-8.17%	57,857	-5.15%	60,994	-0.01%
RW 9	48,470	-20.54%	48,571	-20.38%	51,451	-15.65%	51,950	-14.84%
RW 10	64,410	5.59%	64,986	6.53%	66,096	8.35%	67,360	10.43%
RW 11	61,420	0.69%	61,923	1.51%	64,304	5.42%	66,844	9.58%
RW 12	52,645	-13.70%	53,073	-13.00%	54,213	-11.13%	55,653	-8.77%
RW 13	58,726	-3.73%	59,584	-2.32%	62,255	2.06%	65,165	6.83%
RW 14	58,823	-3.57%	59,524	-2.42%	60,077	-1.51%	60,667	-0.55%
RW 15	62,786	2.93%	63,236	3.67%	63,558	4.19%	63,867	4.70%
RW 16	65,645	7.61%	65,779	7.84%	66,141	8.43%	66,530	9.07%
RW 17	64,645	5.98%	66,165	8.47%	66,846	9.58%	67,522	10.69%
RW 18	65,946	8.11%	66,428	8.90%	67,253	10.25%	68,135	11.70%
RW 19	64,392	5.56%	65,401	7.22%	66,683	9.32%	67,892	11.30%
RW 20	38,154	-37.45%	45,542	-25.34%	51,350	-15.82%	53,131	-12.90%
RW 21	40,098	-34.26%	50,011	-18.01%	53,417	-12.43%	59,115	-3.09%
RW 22	47,425	-22.25%	54,356	-10.89%	60,987	-0.02%	65,905	8.04%
RW 23	55,299	-9.35%	61,272	0.45%	62,367	2.24%	65,441	7.28%
RW 24	47,020	-22.92%	50,248	-17.63%	55,692	-8.70%	60,357	-1.05%

RECOMMENDED WARDS WITH REFINEMENTS – VARIANCE (cont'd)

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
RW 25	52,786	-13.47%	59,049	-3.20%	65,576	7.50%	69,888	14.57%
RW 26	59,868	-1.86%	63,752	4.51%	65,315	7.07%	66,758	9.44%
RW 27	64,743	6.14%	66,332	8.74%	66,822	9.54%	67,279	10.29%
RW 28	57,443	-5.83%	58,037	-4.86%	59,815	-1.94%	61,549	0.90%
RW 29	59,020	-3.25%	60,233	-1.26%	62,378	2.26%	65,069	6.67%
RW 30	53,638	-12.07%	55,343	-9.27%	56,233	-7.81%	57,191	-6.24%
RW 31	59,414	-2.60%	60,701	-0.49%	61,471	0.77%	62,300	2.13%
RW 32	68,522	12.33%	69,136	13.34%	69,527	13.98%	69,966	14.70%
RW 33	55,167	-9.56%	56,019	-8.17%	56,841	-6.82%	57,638	-5.51%
RW 34	56,954	-6.63%	56,787	-6.91%	56,892	-6.73%	57,324	-6.03%
RW 35	64,220	5.28%	64,570	5.85%	65,272	7.00%	66,155	8.45%
RW 36	57,817	-5.22%	58,490	-4.11%	58,637	-3.87%	58,764	-3.67%
RW 37	53,553	-12.21%	53,974	-11.52%	54,372	-10.87%	54,748	-10.25%
RW 38	63,014	3.30%	64,242	5.32%	67,016	9.86%	70,194	15.07%
RW 39	61,940	1.54%	62,821	2.98%	64,495	5.73%	66,757	9.44%
RW 40	65,979	8.16%	66,413	8.87%	68,542	12.36%	71,172	16.68%
RW 41	67,393	10.48%	68,402	12.14%	70,307	15.26%	73,894	21.14%
RW 42	63,507	4.11%	65,643	7.61%	66,889	9.65%	68,503	12.30%
RW 43	68,045	11.55%	67,681	10.95%	67,619	10.85%	67,350	10.41%
RW 44	66,035	8.25%	66,253	8.61%	66,060	8.30%	66,237	8.59%
RW 45	64,969	6.51%	64,979	6.52%	64,864	6.33%	64,714	6.09%
RW 46	58,644	-3.86%	59,616	-2.27%	60,815	-0.30%	62,215	1.99%
RW 47	50,847	-16.64%	51,327	-15.86%	51,952	-14.83%	52,646	-13.69%

The **Recommended Wards with Refinements (47 Wards)** is an improvement to the TWBR Recommended Wards (47 Wards). In addition to achieving voter parity, it manages to keep many communities of interest together and has coherent ward boundaries.

The Recommended Wards with Refinements (47 Wards) is the TWBR Team's recommendation.

TORONTO WARD BOUNDARY REVIEW

More info: www.drawthelines.ca