

Community Council Boundaries and Implementation of Ward Boundary By-laws including Naming Wards

Date: June 6, 2018
To: Executive Committee
From: Interim City Manager
Wards: All

SUMMARY

This report presents the findings of the City's recent consultation on Community Council boundaries. Based on input from Members of Council and the public, and information from prior reviews and Council decisions on ward and Community Council boundaries, the Interim City Manager recommends City Council adopt minimal changes to the current Community Council boundaries.

The Interim City Manager recommends maintaining four Community Councils with minor adjustments to align to the City's new 47 ward boundaries. This model will result in minimal or no change to the geographic areas assigned to each Community Council, the administration of Community Councils, the names of the Community Councils and costs. The recommended model assigns each City ward to a specific Community Council. Amendments to the recommended model which assign a ward or wards to a different Community Council, or increase the number of Community Councils, may have financial or administrative implications.

This report also responds to Council direction to bring forward a process for naming the City's wards. The Interim City Manager will establish an advisory panel to assist the City in bringing forward new ward names for Council's consideration in the next term of Council.

The report also recommends that current City by-laws passed prior to December 1, 2018, which reference one or more of the previous 44 wards, will continue as is until the City brings forward any required amendments.

RECOMMENDATIONS

The Interim City Manager recommends that:

1. City Council amend the Council Procedures by adopting, effective December 1, 2018, the Community Council boundaries and names as follows:
 - a. Etobicoke York Community Council - Wards 1, 2, 3, 4, 5, 6, 7, 11, 12, 16, 17

b. North York Community Council – Wards 8, 9, 10, 13, 14, 27, 28, 29, 30, 31, 32, 33

c. Scarborough Community Council – Wards 38, 39, 40, 41, 42, 43, 44, 45, 46, 47

d. Toronto and East York Community Council – Wards 15, 18, 19, 20, 21, 22, 23, 24, 25, 26, 34, 35, 36, 37

2. City Council direct that unless and until Council decides otherwise, a reference to a ward in a by-law enacted before December 1, 2018 is a reference to the geographical boundaries of the ward as it existed immediately before December 1, 2018 and as described in O. Reg. 191/00.

FINANCIAL IMPACT

All costs associated with implementing the recommended Community Council boundaries can be absorbed within the approved 2018 budgets of affected divisions, which include the City Clerk's Office, City Planning, Engineering and Construction Services, Parks, Forestry and Recreation, Municipal Licensing and Standards, Transportation Services, and Toronto Building.

Amendments by City Council to the recommended boundaries in this report may have additional financial impacts to realign divisional operating districts and to support each Community Council. Specific costs to the divisions referenced above cannot be assessed until a final boundary option is determined. The City Clerk estimates the annual financial impact of an additional Community Council would be \$510,000 to manage meetings, notices, and appeals.

Any costs associated with by-law amendments, or an advisory panel to assist in naming the new City wards will be brought forward as part of the 2019 budget.

The Interim Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

On May 22, 2018, City Council requested the City Manager to report to the Executive Committee before the end of the current term recommending a process for naming the City's wards early in the new term.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.MM41.6>

On December 15, 2017, the Ontario Municipal Board rendered its decision and affirmed the City of Toronto's Ward Boundary by-laws with a slight change to the boundary between Ward 33 and Ward 34.

<http://www.omb.gov.on.ca/e-decisions/mm170033-Jan-11-2018.pdf>

On November 8, 2016, City Council adopted EX18.2 "Follow-up Report on the Toronto Ward Boundary Review," approving new ward boundaries.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX18.2>

On May 24, 2016, Executive Committee, when considering EX15.2 "Final Report – Toronto Ward Boundary Review," directed the consultant to consider the Committee's preference for maintaining existing Community Council boundaries given their historical significance reflecting communities of interest.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX15.2>

At its meeting of March 1, 2, and 3, 2004 City Council approved Item 9, Report No. 2 of the Policy and Finance Committee "Proposed Adjustments to the Boundaries of the Toronto South Community Council and the Toronto West Community Council" adopting the current Community Council boundaries.

<https://www.toronto.ca/legdocs/2004/agendas/council/cc040301/pof2rpt/cl009.pdf>

COMMENTS

Members of Council and the public were consulted on options for new Community Council boundaries. Most Members felt the current boundaries generally worked well. Residents proposed modifications to the current model, such as assigning specific wards to specific Community Councils. There was no overwhelming support for wholesale changes to the boundaries, and where there were suggestions for significant change, they were largely focused on the Toronto and East York Community Council.

The primary theme which emerged from the consultation was a deep interest in Community Council boundaries which preserved "like" communities, described by respondents as communities with similar built form, shared political history, and common geographic points of reference. Models which proposed the distribution of agenda items or population across Community Councils were supported more for how they grouped "like" communities or certain wards together, than achieving a balance of workload or representation. In selecting these options residents also applied additional considerations related to cost and the impact of additional changes following so soon after the ward boundary changes.

Adoption of new Community Council boundaries before the end of the term

To support effective decision making and a smooth transition for the new term of Council, City Council must adopt new Community Council boundaries in order for Community Council meetings to be held after December 1, 2018.

The Council Procedures define the City's Community Councils as groupings of numbered wards. The current 44 wards are assigned in the Council Procedures to one of four Community Councils. With the new ward boundaries and numbers, the Council Procedures need to be updated to reflect the new 47 wards coming into effect on December 1, 2018, otherwise the Community Council and ward boundaries will not line up.

If a decision about the Community Council boundaries is postponed, it would delay the organization of the new City Council and consideration of any Community Council agendas until new boundaries are adopted. Decisions delegated by Council to Community Councils which could not be made until new boundaries are established include:

- Fence and noise by-law exemptions
- On-street parking, standing and stopping regulations
- On-street traffic regulation, traffic calming and road alterations on local streets
- Permit appeals for boulevard cafes, residential front-yard parking, and street vending
- Citizen appointments to Business Improvement Area Boards of Management
- Issuing or refusing permits for residential demolition
- Designation of fire routes

Failure to adopt new boundaries before the start of the term would delay the holding of statutory hearings under the Planning Act for local official plan and zoning by-law amendments. This could lead to the City losing jurisdiction for these matters as applicants may appeal directly to the Local Planning Appeal Tribunal for failure to make a timely decision.

The adoption of new boundaries requires a two-third majority vote. The Community Council boundaries are set out in the Toronto Municipal Code, Appendix B-III of Chapter 27, Council Procedures, and amendments to the Council Procedures require a two-thirds vote of Members present and voting.

Recommended Community Council boundaries

The Interim City Manager recommends City Council adopt the Community Council boundaries and names described in Attachment 1 and shown below in Figure 1. If adopted, the Community Council boundaries would come into effect December 1, 2018.

In Ontario, municipal councils have broad discretion to define the size and number of Community Councils. Section 24.1 of the *City of Toronto Act, 2006* provides Toronto City Council with the authority to establish Community Councils based on a grouping of wards. Toronto City Council has changed its Community Council boundaries three times since amalgamation in 1998. The existing Community Council boundaries have been in place since April 2004 and discussions with Members of Council suggest they have served City Council effectively.

The recommended Community Council boundaries respect, to the extent possible, the current boundaries, with minimal or no change to the geographic areas in each Community Council, their names, their administration and budget, and City operations.

As City divisions, including City Planning, Engineering and Construction Services, Parks, Forestry and Recreation, Municipal Licensing and Standards, Toronto Building, and Transportation Services need to modify service delivery to reflect changes in the 47 wards, the recommended Community Council boundaries will only require minor modifications to existing operating zones designed to balance workloads and align with other operational divisions.

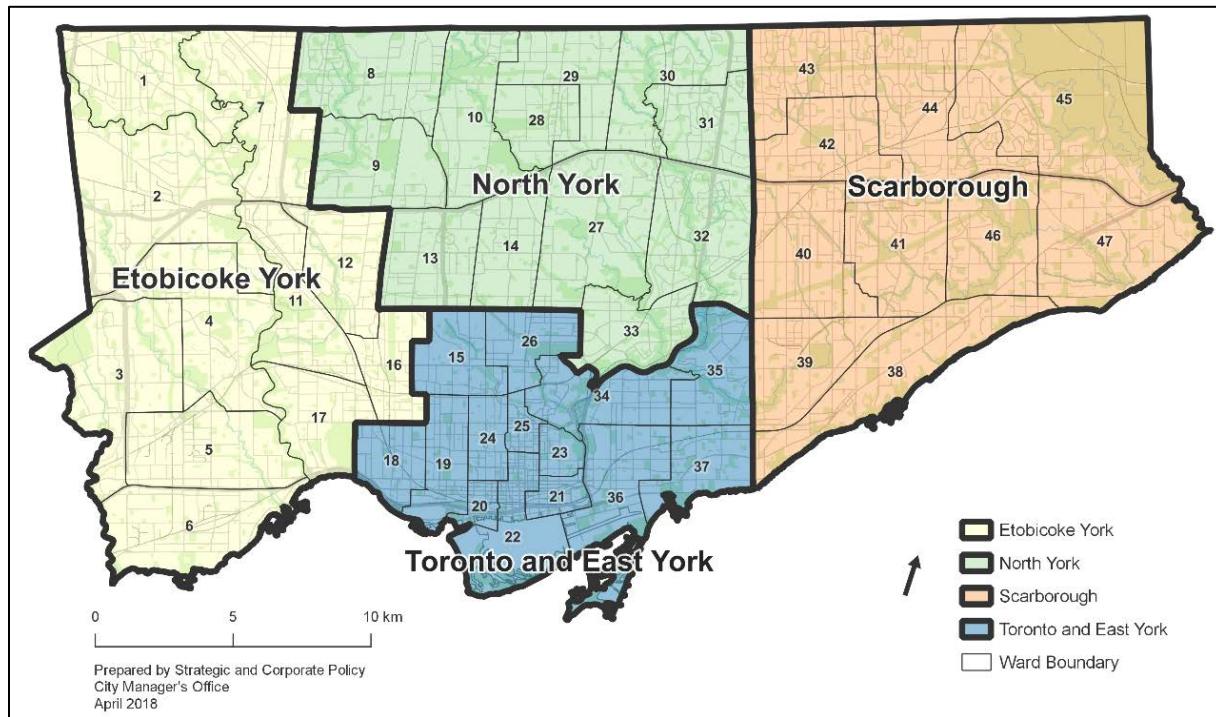


Figure 1 - Recommended Community Council boundaries

Input on Community Council boundaries

Creating new Community Council boundaries for a city as complex as Toronto requires consideration of many factors including the diversity of communities, geographic and political histories, built form, and prior Council reviews and decisions.

City staff sought input from Members of Council and the public on the Community Council boundaries and what principles were most important in determining them. An Options Paper (Attachment 3) was published with background information about Community Councils, three primary and five alternative Community Council boundary options, and information about how the public could provide input.

The City received over 600 responses during a public open house, at Doors Open Toronto, through an online survey, and by email. A summary of the input can be found in Attachment 4. Additionally all Members of Council were invited to provide their input. Staff in the City Manager's Office and City Clerk's Office spoke with 31 Members of Council.

The Options Paper included a number of possible considerations which could be applied when deciding Community Councils boundaries. These included distribution of current and future populations, distribution of agenda items, length of meetings, number of wards per Community Council, and historic and built landmarks. Stakeholders also raised considerations such as: political affinity, boundaries of the former municipalities, the nature and topic of agenda items, transportation routes, type of development, alignment of wards and communities they felt were more or less similar to each other, and the distance residents would need to travel to attend Community Council meetings.

While the distribution of agenda items was a consideration for some, input suggested it could be managed under the existing Community Council configuration, and that a "tipping point" necessitating a major revision to Community Council boundaries had not yet been reached. Population was not seen as a primary consideration, with several respondents stating that representation was addressed at the ward level.

Over one-third of respondents indicated that they lived in existing Ward 13 (new ward 17). Nearly 40 percent of all respondents had previously attended a Community Council meeting and 30 percent of all respondents indicated that changes to the boundaries would significantly impact their interactions with the City. Respondents proposed 88 alternate Community Council models, the majority of which (57 percent) contained different configurations for five Community Councils based on a wide range of considerations.

Residents of several wards voiced strong preferences about which Community Council their ward should be located in. For example, 90 percent of respondents who provided a postal code located in the current Ward 13 would prefer the new Ward 17 to be grouped with wards to the east or in the Toronto and East York Community Council, and not Etobicoke York.

The recommended boundaries reflect the broad findings of the consultations, and leave to Council's discretion amendments which align any individual ward to a specific Community Council.

Naming Toronto's new wards

At its meeting of May 22, 2018, City Council requested the City Manager to report to Executive Committee before the end of the current term on a process for naming the City's wards early in the new term.

The Interim City Manager will establish an advisory panel to bring forward new ward names for City Council's consideration in the next term of Council, in accordance with the City's Public Appointment Policy. The Panel will be coordinated by the City Manager's Office and receive support for research, public engagement, development of naming options, and the preparation of a final report and recommendations for City Council's consideration. Members will themselves be experts in or representatives of Toronto's historical, geographic or demographic communities, and will receive briefings and presentations, community and divisional data, and mapping and information to assist in the development of names for the new wards.

Other impacts of ward boundary changes

Changes to the City's ward and Community Council boundaries will have an impact on existing by-laws that reference the current ward boundaries. For example, in 2017 Council approved keeping hens in Wards 5, 13, 21, and 32. To remove ambiguity, the City Manager recommends City Council adopt a motion establishing that a reference to a ward in a by-law enacted before December 1, 2018 is a reference to the geographical boundaries of the ward as it existed immediately before December 1, 2018 and as described in O. Reg. 191/00.

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SIGNATURE

Giuliana Carbone
Interim City Manager

ATTACHMENTS

Attachment 1 - Recommended Community Council Boundaries

Attachment 2 - Areas of the City which will be in a New Community Council if the Recommended Boundaries are Adopted by City Council

Attachment 3 - Toronto Community Council Boundaries Options Paper

Attachment 4 - Community Council Boundaries Consultation - Summary of Input