

TORONTO WARD BOUNDARY REVIEW

ROUND TWO CONSULTATION GUIDE & SURVEY

AUGUST 2015

www.drawthelines.ca



HOW TO USE THIS GUIDE:

The purpose of this Consultation Guide is to provide you (residents, stakeholders and Members of Council) with the information you need to offer feedback on the 5 options for new ward boundaries proposed in the Toronto Ward Boundary Review Options Report. The Guide has 4 sections:

1. **How the Options Were Developed** – This section provides an overview of the ward boundary review, the methodology used to develop the options, and the 7 components of effective representation which are used to design and evaluate ward boundaries.
2. **The 5 Options** – This section includes a map and a short description of each of the 5 options for new ward boundaries.
3. **Options Evaluation Worksheet** – This section includes instructions and a worksheet for evaluating the 5 options.
4. **The Survey** – This section includes the survey questions and instructions for filling out the survey online, in-person or by sending in a hard-copy. The survey asks you to rank the 5 options and make suggestions for improving your first ranked option.

More detail about the Ward Boundary Review and the 5 options can be found in the [Toronto Ward Boundary Review Options Report](#).

The **Toronto Ward Boundary Review (TWBR)** is looking at the size and shape of Toronto's wards. Learn more about the consultant team, process and timeline, visit: www.drawthelines.ca



1. HOW THE OPTIONS WERE DEVELOPED

Background: About the Toronto Ward Boundary Review

Toronto's current ward structure, developed approximately 15 years ago, has become unbalanced. Some wards have populations well above or below the current average of 61,000 with some wards 30 to 50 per cent above or below the average. This means that each person's vote does not have the same weight, not just at election time, but every time City Council votes. The Toronto Ward Boundary Review (TWBR) is being conducted to ensure the population in every ward is similar in size throughout the city. An independent team of consultants is responsible for the TWBR.

The [Toronto Ward Boundary Review Options Report](#) presents 5 options for new ward boundaries to achieve '*effective representation*' within the ward structure of the City of Toronto. The design of each of the 5 options incorporates the input received during Round One of the TWBR's civic engagement and public consultation process. All of the options meet the 7 required criteria for a new ward boundary system.

The purpose of the Report is to present options for new ward boundaries and receive feedback from residents, stakeholders and Members of Council.

What We Considered When Developing the Options

Developing new ward boundaries is a complex process. The methodology requires consideration of each of the following factors:

- **Toronto's growth** - The design of any option needs to accommodate the expected growth of Toronto over the next 15 years and address the current imbalance in ward population size.
- **Four municipal elections** - Ward boundary reviews are complex, costly and include extensive public involvement. Municipalities cannot conduct reviews for every election. The TWBR's goal is to create a ward system that will last for the next four elections – 2018, 2022, 2026 and 2030. To achieve this, the '*target year*' for effective representation is set at 2026.
- **Unique options** - There are literally hundreds of possibilities when developing options for a realigned ward system. The TWBR employs a methodology that achieves a limited number of unique options with different objectives for public discussion and feedback.
- **Balanced ward sizes** - Ward sizes need to be '*balanced*' to achieve effective representation. The TWBR attempts to develop wards that are within plus or minus 10% of the selected ward population average for 2026. Once a variance is over 15%, effective representation may be in jeopardy. Only in certain limited circumstance is a variance of 15% or more acceptable.
- **Effective new boundaries** - Ward boundaries also need to be effective. To develop a ward boundary option the TWBR uses three variables: the average ward population size of the current wards for 2026; the plus or minus 10% range that the average ward population size allows and the specific number or range in number of wards permitted.



The 7 Criteria for Evaluating a New Ward Boundary System

There are 7 components to ‘*effective representation*’. They have been used as criteria to design and evaluate the options for a new ward boundary system. The test when judging the merits of a new ward boundary configuration is how well the new system meets these various components of ‘*effective representation*’.

- 1. Voter Parity** refers to the similarity between a ward’s population and the average ward population of all municipal wards. To achieve voter parity, ward populations need to be similar but not identical. Voter parity is a criterion that has special prominence in weighing options and is assessed in terms of incremental percentage ranges around the average ward population. A range of plus or minus 10% is considered ideal. Population variances can be greater (up to 15%), in limited instances, in order to satisfy other criteria. However, if the range gets too large, effective representation is lost and an option becomes unviable.
- 2. Natural / Physical Boundaries** Natural boundaries such as rivers, ravines and green areas are often used as boundaries to separate wards. Similarly, major infrastructure such as expressways, railways, hydro corridors and arterial roads create barriers and are used as physical ward boundaries.
- 3. Geographic Communities of Interest** It is important to avoid dividing geographic communities of interest and/or neighbourhoods when creating options for new wards. However, this worthwhile objective cannot always be achieved. Sometimes a community is so large that to respect voter parity it must be split among more than one ward. Also, some communities may already be split by natural boundaries. Given the diversity and number of Toronto’s various communities, wards often contain many different communities and/or neighbourhoods.
- 4. Ward History** Ward design should, where possible, attempt to consider the history of the ward. However, ward history in and of itself cannot override other major criteria such as voter parity, strong natural/physical boundaries and communities of interest. Also, in Toronto, an undue reliance on ward history tends to perpetuate the boundaries of the pre-amalgamation municipalities.
- 5. Capacity to Represent** Capacity to represent is often equated with Councillors' workload. It encompasses ward size, types and breadth of concerns, ongoing growth and development, complexity of issues, etc. For example, wards with high employment, major infrastructure facilities, tourism attractions, or special areas such as the Entertainment District, generate a host of issues a Councillor has to deal with in addition to the concerns of local residents. Capacity to represent speaks to a Councillor's responsibility to represent the interests of a ward’s residents to the city government and its administrative structure. There is no specific information or data set to quantify this criterion.
- 6. Geographic Size & Shape of the Ward** All wards cannot be the same size from a geographic perspective. Some areas of the city are more densely populated than others and some wards have more open space.



- 7. Population Growth** The TWBR looks at the next four elections in 2018, 2022, 2026 and 2030. The target election for an evaluation of effective representation has been set for 2026. This allows for growth that will inevitably occur to be factored into ward boundary calculations. Wards that will grow dramatically over the next decade can start out smaller, as they will achieve acceptable voter parity ranges by the municipal elections of 2022 or 2026. Similarly, more stable wards from a population growth perspective may start larger than average or at the top of the voter parity range, but come closer to average by 2022 or 2026, as general ward averages increase with overall population growth.

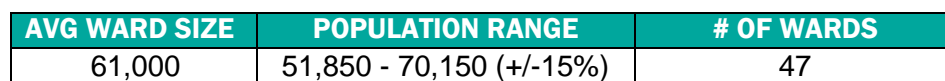
2. THE 5 OPTIONS

Five options for realigning Toronto's ward system are being put forward for consideration. All of the options achieve effective representation. Each option proceeds from a different objective. A map and brief description of each option are included on the following pages. The Options Report includes a full description of each option and can be found at: www.drawthelines.ca/theoptions. A map of the current ward boundaries is included at the end of this Guide for reference.

Why We Didn't Develop an Option to Match the Federal/Provincial Ridings

During the Round One civic engagement and public consultation process the idea of using the boundaries of the 25 federal or provincial ridings in Toronto as the basis for new municipal ward boundaries was discussed in some detail. However, an option based on using the current federal or proposed provincial ridings and then dividing them in half is not among the five options proposed. This is because this option would not achieve voter parity, an essential component of effective representation, nor would it address the ward population size discrepancies that Toronto now faces.

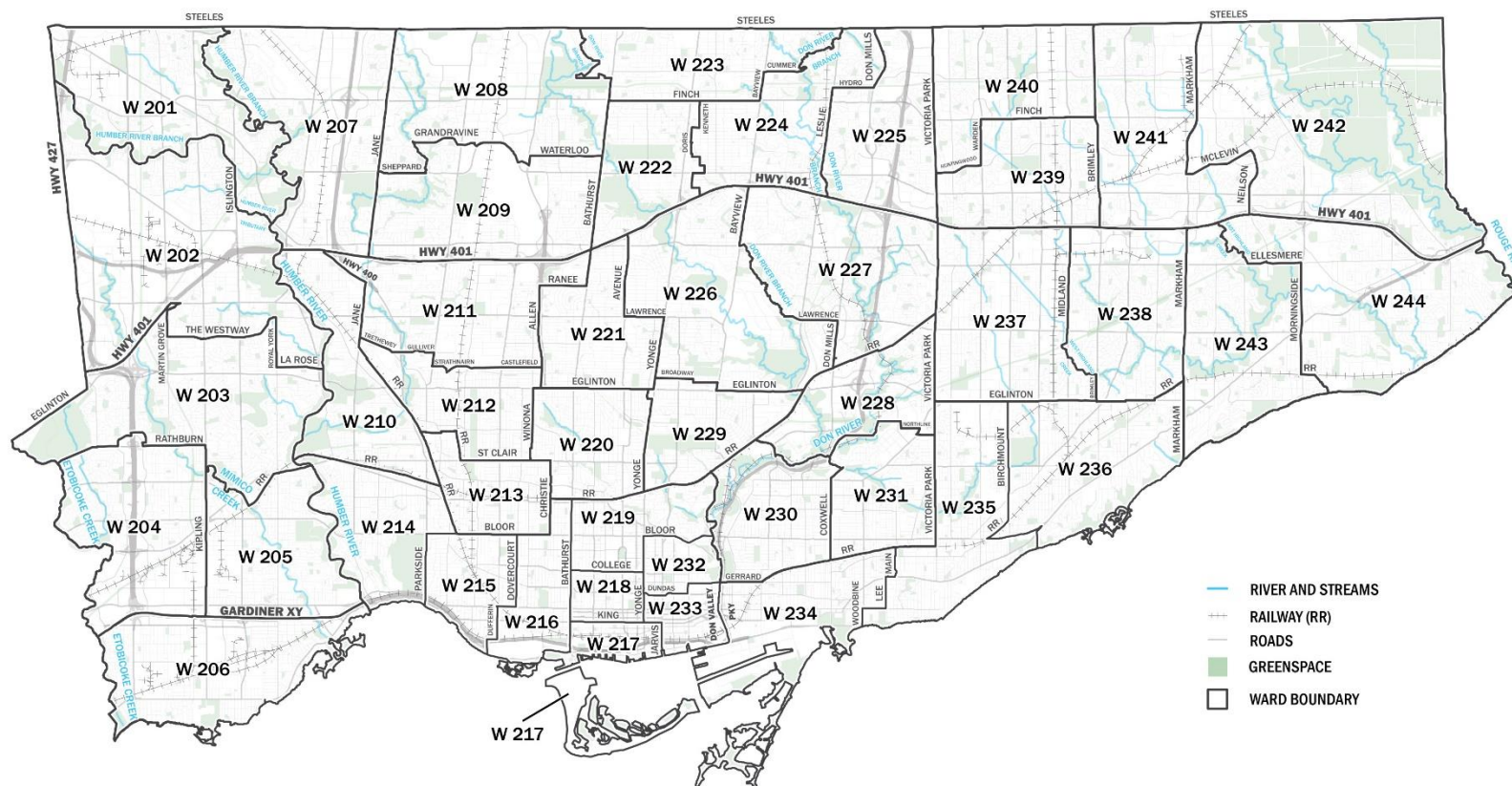
Minimal change refers to both existing ward boundaries and average ward population. The current (2014) average ward population is 61,000 and, of course, there are 44 wards. The focus of this option is *'Change, if necessary, but not necessarily change'*. This option leaves 18 wards unchanged, reduces the size of 8 wards and enlarges 5 wards. The remaining 13 wards are altered to accommodate the wards that require boundary adjustments. This option results in 47 wards of which 44 are within the 15% range in 2026.





OPTION 2 – 44 WARDS

The objective of this option is to maintain the same number of wards that exist today (44) and by implication the same size of City Council. Due to Toronto's growth the average ward population size needs to increase to 70,000, with a range of 63,000 to 77,000. In this option, in 2026, 41 of the 44 wards are within the 10% variance factor and all wards are within the 15% variance factor.

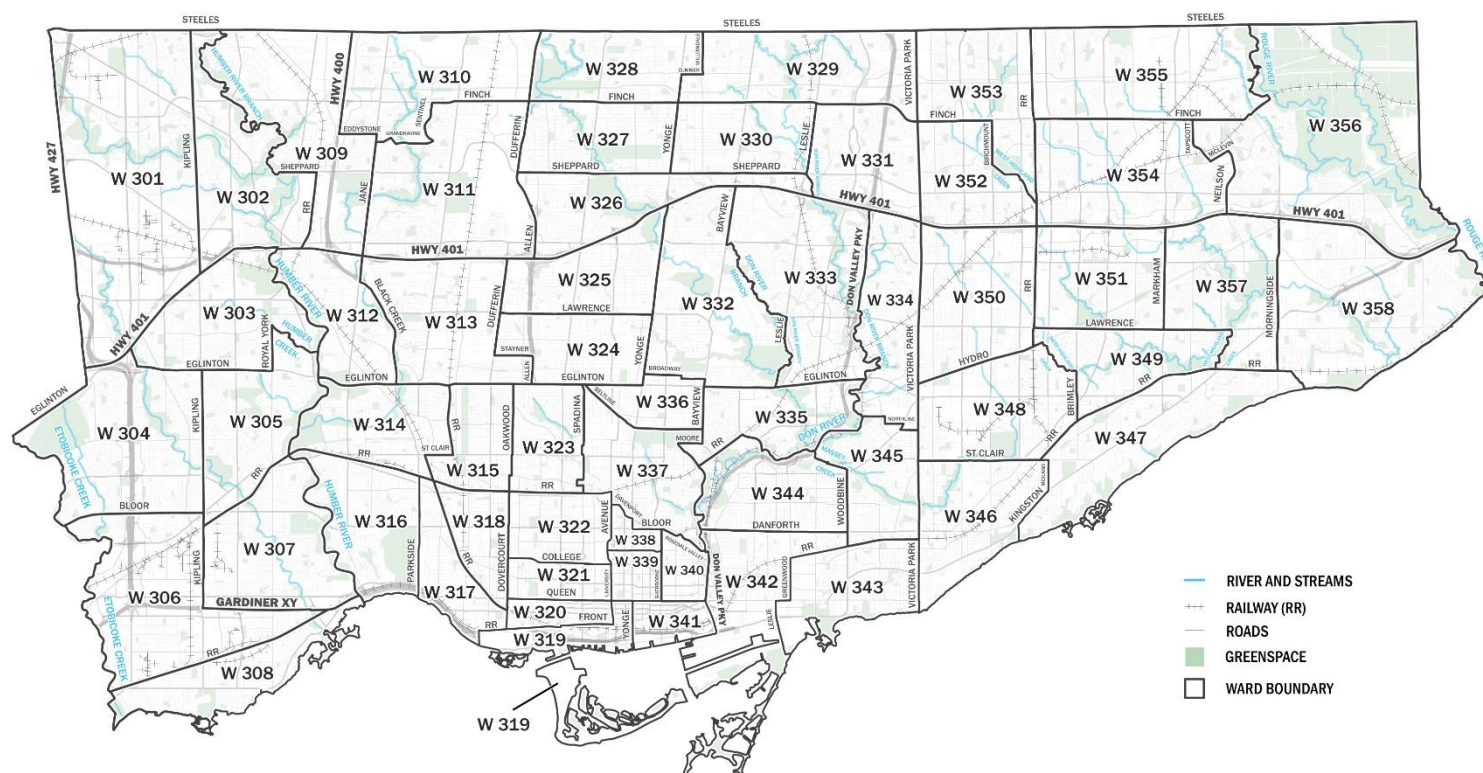


AVG WARD SIZE	POPULATION RANGE	# OF WARDS
70,000	63,000 - 77,000 (+/-10%)	44



OPTION 3 – SMALL WARDS - 50,000 POPULATION

The goal of this option is to keep wards within an average ward population size of 45,000 to 55,000, thereby creating a larger number of small wards. During the Round One public consultation phase there was ample support for small wards to warrant the development of this option. Many people believe that smaller wards improve citizen access and the Councillors' capacity to represent their constituents. This option results in 58 wards. Most of the increase comes from reducing the size of large wards. Only 1 ward needs to be increased in size. In 2026, 51 of the 58 wards fall within the 10% variance factor and 4 within the 10% - 15% variance factor in this option. Of the three wards above the 15% variance factor, two are above it by less than one half a percent. One ward is 17% above the average ward population in 2026. However, this ward is a very stable and homogeneous ward.

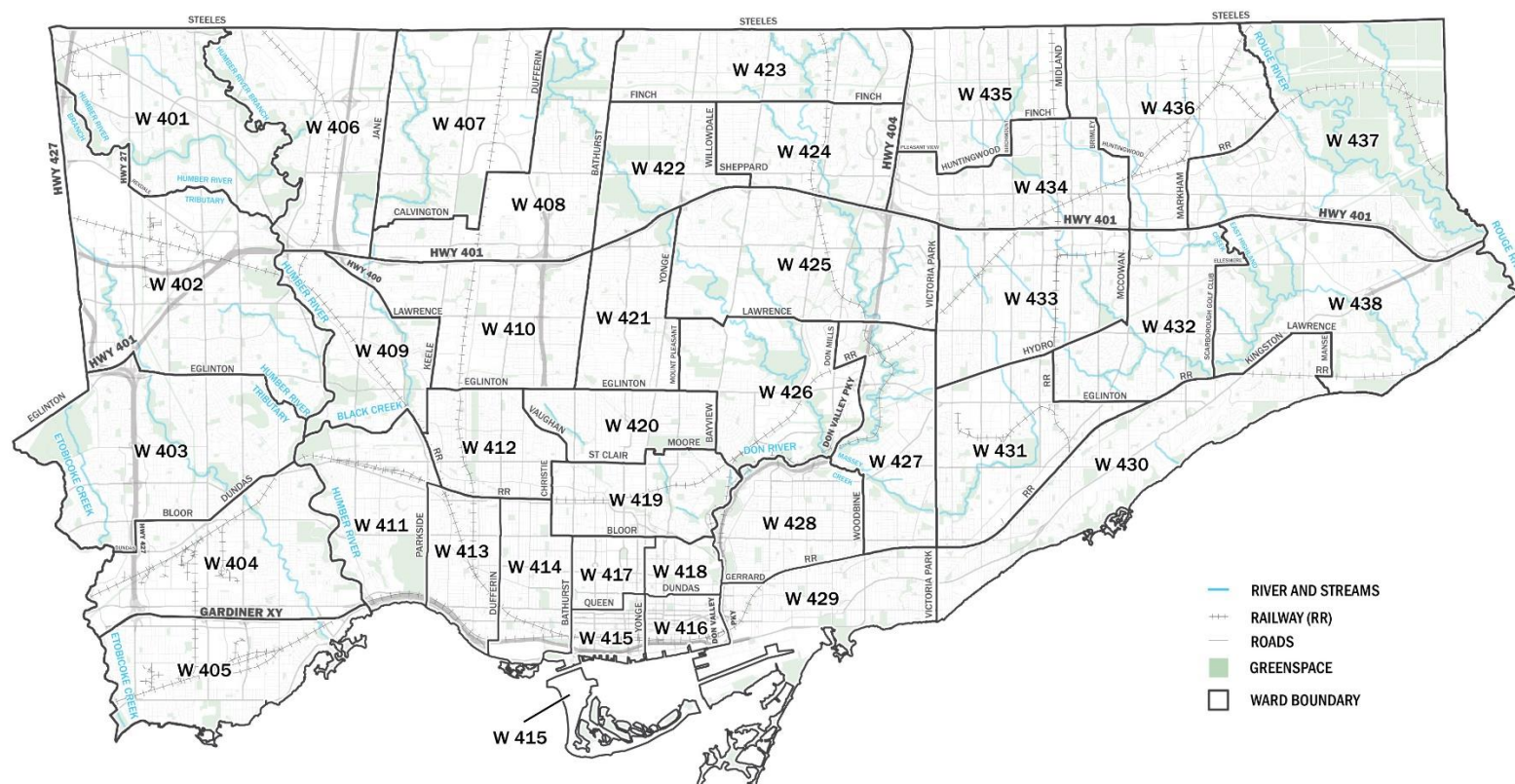


AVG WARD SIZE	POPULATION RANGE	# OF WARDS
50,000	45,000 - 55,000 (+/-10%)	58



OPTION 4 – LARGE WARDS – 75,000 POPULATION

Just as some of the people participating in the Round One public consultation process prefer small wards, others prefer a smaller number of large wards, often in order to reduce the size of City Council. However, the appetite for large wards does not extend to wards as large as federal or provincial ridings. A target average ward population size of 75,000 with a population range of 67,500 to 82,500 is employed in this option. Of the 38 wards created in this option, 35 fall within a 10% variance and all wards fall within a 15% variance factor in 2026.

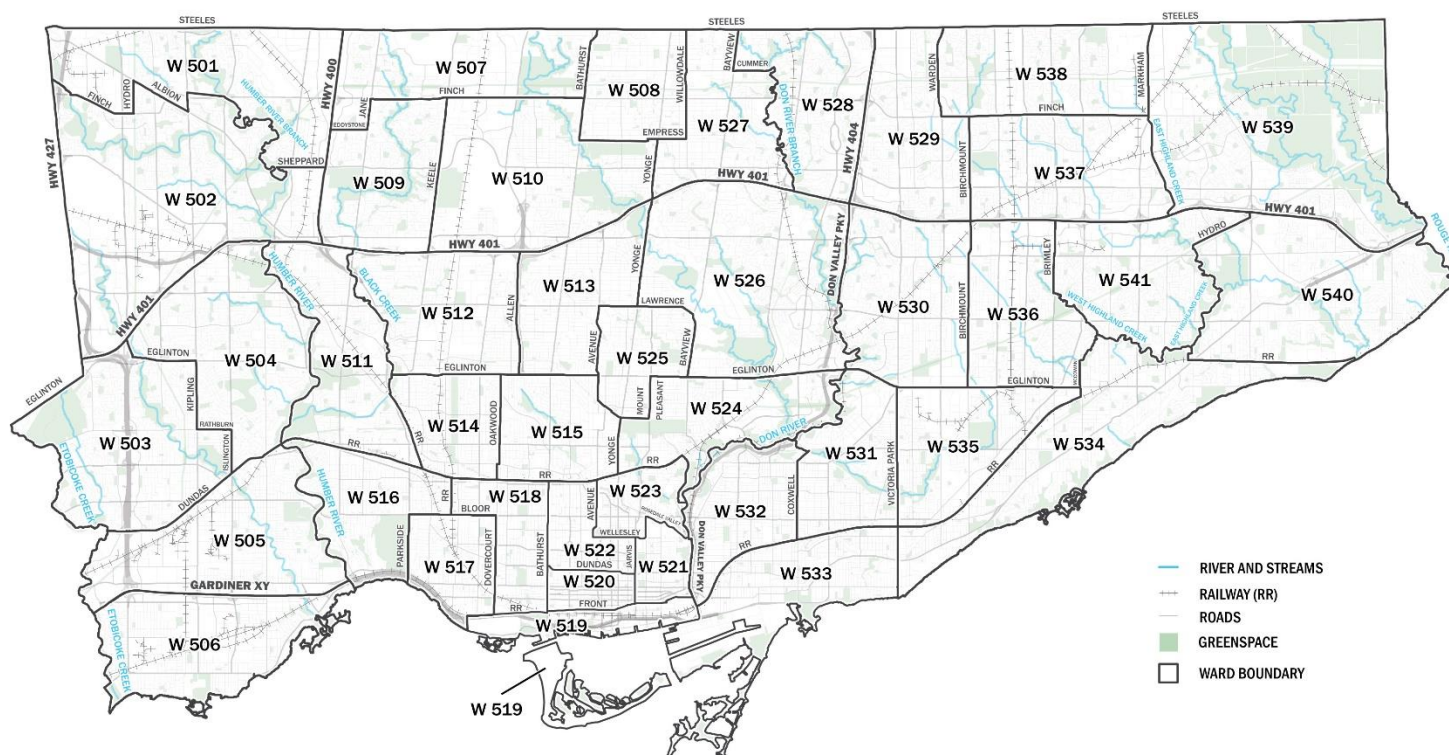


AVG WARD SIZE	POPULATION RANGE	# OF WARDS
75,000	67,500 - 82,500 (+/-10%)	38



OPTION 5 – NATURAL / PHYSICAL BOUNDARIES

Options 1 to 4 are rooted in the existing ward structure as a basis for developing new wards. The existing ward structure, to a large extent, reflects the pre-amalgamation cities. Option 5 starts with the entire city as the template. Then, emphasizing major natural and physical boundaries (rivers, expressways, utility right-of-ways and major roads), an option is created. The target average ward population size for this option is 70,000 with a range of 63,000 to 77,000 based on a 10% variance of the 2026 average population. While this average ward population is the same as that of **Option 2: 44 Wards**, it starts from a different perspective and, therefore, results in a different new ward arrangement. This option has 41 wards, 37 of which fall within a 10% variance factor and all fall within a 15% variance factor.



AVG WARD SIZE	POPULATION RANGE	# OF WARDS
70,000	63,000 - 77,000 (+/-10%)	41



3. OPTIONS EVALUATION WORKSHEET

All of the options have their strengths and weaknesses. People will have different opinions as to which option they prefer. A natural tendency is to only consider the impact of an option on the specific ward that you live in or represent. This localized concern and knowledge is important and can provide helpful feedback on specific ward boundaries in any of the options. However, it's important to remember that whichever option is favoured, it will have to work for the entire city.

In order to help the project team and ultimately City Council select a new ward boundary structure, we are asking you to evaluate and rank the 5 options, based on how well they achieve the 7 components of effective representation.

To evaluate the options, look at the 7 components of effective representation and consider how well each option meets them. Use the worksheet below to make your notes and identify any issues or suggestions for improving the options. Once you have completed the worksheet, use the results to complete the survey.

Worksheet

COMPONENTS OF EFFECTIVE REPRESENTATION	OPTION 1 MINIMAL CHANGE (47 WARDS)	OPTION 2 44 WARDS (44 WARDS)	OPTION 3 50,000 (58 WARDS)	OPTION 4 75,000 (38 WARDS)	OPTION 5 NATURAL/PHYSICAL BOUNDARIES (41 WARDS)
1. Voter Parity					
2. Natural / Physical Boundaries					
3. Geographic Communities of Interest					
4. Ward History					
5. Capacity to Represent					
6. Geographic Size & Shape of the Ward					
7. Population Growth					



4. THE SURVEY

Options for Submitting Your Answers:

1. Online: Fill in your answers directly through the online survey:

<http://fluidsurveys.com/s/TWBROptionsSurvey>

2. Print this form and send it in:

- a) By mail (To: Toronto Ward Boundary Review; 30 St. Patrick Street, 5th Floor, Toronto, ON, M5T 3A3)
- b) By email info@drawthelines.ca

3. Attend a Public Meeting. The same survey questions will be discussed at each of the 12 public meetings across the city. Visit our website for meeting dates and locations:

<http://www.drawthelines.ca/publicmeetingdates>

Survey Questions

1. ☐ I have read the Consultation Guide.

2. Your Current Ward: _____

OR

Your Current Councillor _____

Unsure which ward you live in? Click [here](#) to look it up.

3. Please rank the 5 options from 1 to 5 (with 1 being most preferred and 5 being least preferred).

___ Option 1 - Minimal Change

___ Option 2 - 44 Wards

___ Option 3 - 50,000

___ Option 4 - 75,000

___ Option 5 - Natural/Physical Boundaries



4. Do you have any suggestions for improving your **first ranked option** (e.g. minor boundary line changes to avoid splitting a community of interest)?

a) Related to a specific ward:

b) To the option overall:

5. Do you have any other comments?



CITY OF TORONTO CURRENT WARD BOUNDARIES

