

**VAUGHAN**  
WARD BOUNDARY REVIEW

# **Final Report**

# **RECOMMENDED WARD ALIGNMENT**

DECEMBER 2016

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# 1. EXECUTIVE SUMMARY

## 1.1 RECOMMENDED WARD ALIGNMENT

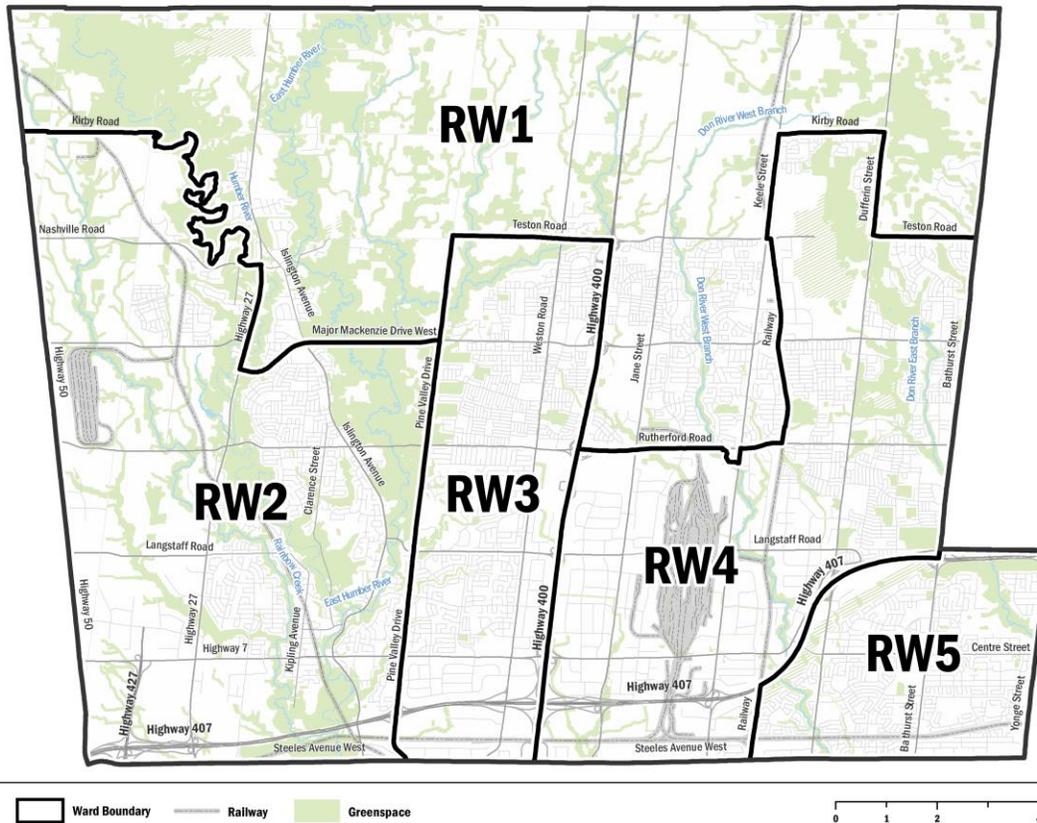
This Final Report of the Vaughan Ward Boundary Review (Vaughan WBR) recommends a new ward alignment for the City of Vaughan, which can be implemented for the 2018 municipal elections. As designed, it should last the municipality for the municipal elections of 2018, 2022 and 2026 and, most likely, 2030.

The Recommended Ward Alignment maintains the current number of wards at 5 and adjusts various ward boundaries to balance projected ward populations for the project’s target year of 2022.

The Recommended Ward Alignment for the City of Vaughan achieves *effective representation*.

The Map below presents the Recommended Ward Alignment for the City of Vaughan. A larger version of this map is provided in APPENDIX E.

**MAP 5 - RECOMMENDED WARD ALIGNMENT**



## 1.2 THE VAUGHAN WARD BOUNDARY REVIEW

In April 2016 the City of Vaughan engaged an independent consultant team to carry out a comprehensive ward boundary review, in line with a Council approved direction, to be completed in early 2017 for implementation in the 2018 municipal elections. Any new ward alignment is to last for at least two and possibly three municipal elections (2018, 2022, 2026). The Vaughan WBR Team is a partnership among the Canadian Urban Institute, Beate Bowron Etcetera, The Davidson Group and Hemson Consulting.

In June 2016 the Vaughan WBR published an **Options Report (June 2016)** and conducted Round 1 of its civic engagement and public consultation process to collect feedback on three options for re-aligning Vaughan's wards. This process resulted in a 'Preferred Option' and a number of suggestions for refining the ward boundaries of this option. The **Report on Preferred Alignment (August 2016)** became the basis for the second Round of the project's civic engagement and public consultation process in September and October 2016.

This Final Report, **Recommended Ward Alignment (November 2016)**, summarizes the entire Vaughan WBR process and describes the methodology used for arriving at the recommended ward alignment<sup>1</sup>. It is structured as a "stand-alone" report.

## 1.3 HOW TO READ THIS REPORT

This Report contains 10 Sections and 5 Appendices: Section 2 outlines the background of the Vaughan WBR; Section 3 examines the reasons a review is needed; Section 4 gives a brief overview of the five steps the project completed; Section 5 describes the Vaughan WBR's extensive communication and outreach efforts; Section 6 details how the three options for re-aligning Vaughan's wards were developed; Section 7 explains the public discussion of the options and how the 'Preferred Option' was arrived at; Section 8 speaks to the public discussion of the 'Preferred Ward Alignment' and describes how some boundaries were refined; Section 9 depicts the Recommended Ward Alignment for the City of Vaughan; and Section 10 concludes the Report and outlines implementation steps.

**APPENDIX A** is a map of Vaughan's current wards; **APPENDIX B** includes a copy of the survey used for the public discussion of the 'Preferred Ward Alignment'; **APPENDIX C** catalogues the ward-specific comments and suggestions for refining the 'Preferred Ward Alignment'; **APPENDIX D** contains a large version of the map of Where the Changes Are and **APPENDIX E** contains a large version of the map of the Recommended Ward Alignment.

## 1.4 WHY A VAUGHAN WARD BOUNDARY REVIEW?

In February 2013 Vaughan received a petition to add a sixth ward to its current ward system and adjust the boundaries of the existing wards. Instead of changing the City's ward structure so close to the 2014 municipal elections, Vaughan Council decided to conduct "a broad-based ward boundary review", which is to be implemented for the 2018

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<sup>1</sup> All Vaughan WBR reports can be found at [www.vaughan.ca/wardboundaryreview](http://www.vaughan.ca/wardboundaryreview).

municipal elections. On appeal, the Ontario Municipal Board (OMB) agreed with the City and the appeal was dismissed on November 1, 2013.

The purpose of this Vaughan WBR is to develop a ward alignment that:

1. Achieves *effective representation* as defined by the courts and applied by the OMB in municipal ward boundary reviews;
2. Is carried out in an independent manner at arms-length from City Council and City staff;
3. Involves the public and Members of Council; and,
4. Lasts for two and possibly three municipal elections – 2018, 2022 and 2026.

*Effective representation* contains several distinct components that need to be balanced. These are: voter parity; natural/physical boundaries; and geographic communities of interest. Additional factors that are taken into consideration include: ‘capacity to represent’ and the size and shape of wards. While all of these factors have to be examined, they are not all equal.

For example, voter parity, often referred to as ‘rep-by-pop’ (representation by population), is pivotal and is a key determinant of *effective representation*. The Supreme Court of Canada has ruled that voter parity is required based on the Canadian Charter of Rights and Freedoms’ provision of the ‘right to vote’. Besides just voting, the right to vote asserts that one person’s vote must be similar in weight to any other person’s vote and within a reasonable range. Respect for communities of interest is another major element of ward boundary reviews, as is the use of coherent, recognizable boundaries for municipal wards.

The populations among Vaughan’s current five wards vary considerably. Estimates for 2014 put the average ward population at 62,800 and the population spread among current wards at minus 17% to plus 14%<sup>2</sup>. The variances among the existing ward populations do not achieve the principle of *effective representation*, as defined by the courts and applied by the Ontario Municipal Board.

The Vaughan WBR looks ahead to 2026 when Vaughan’s population will have grown by some 70,000 people to approximately 383,400. Based on the population forecast for 2018, three of Vaughan’s current wards will be outside the +/- 10% population range, a range which should be met in an urban area. Past 2018 Vaughan’s existing ward structure is growing more and more out of balance. If a stable period of three elections without a ward boundary review is desired, then a re-aligned ward boundary structure should be implemented for the 2018 elections and be designed to last at least to the 2026 elections.

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<sup>2</sup> All population figures in this report are expressed in ‘Total Population’. Total Population is the population counted by Statistics Canada’s Census plus the estimated Census Net Under-coverage. In 2011, the Census Net Under-coverage represented 3.1% of the Total Population. All population figures in the *City of Vaughan Official Plan* are also expressed in Total Population.

The Vaughan WBR uses total population numbers in a ward and not electors. Councillors, once elected, represent all people in a ward, not just those eligible to vote. Also, since a ward alignment lasts for several elections, some people not eligible to vote currently will become voters in future elections.

## 1.5 THE ROLE OF THE OMB

The Vaughan WBR has been designed and carried out to meet the tests that have been enunciated by the courts and the OMB. It is an independent review conducted at “arms-length” from Council and the City administration. It has encompassed a robust public involvement process and has collected input from the School Boards and Members of Council, as individuals and as a group. The project has focused on achieving *effective representation* and this Final Report is recommending a new ward alignment that will last for at least three municipal elections starting in 2018.

## 1.6 VAUGHAN WBR STEP-BY-STEP

The Vaughan WBR project has included the following five steps:

### *Step 1: Developing the Options*

**Table: Summary of Options**

OPTION	AVG. WARD POPULATION	2022 POPULATION RANGE (+/- 10%)	# OF WARDS
1. Maintain Current Number of Wards	71,600	64,440 – 78,800	5
2. Maintain Current Average Ward Population	62,800	56,500 – 69,000	6
3. Four Wards	89,500	80,500 – 98,500	4

### *Step 2: Public Discussion of the Options*

Throughout June 2016 feedback on the three options was received from the general public, stakeholders, the School Boards and Members of Vaughan City Council through individual interviews, public meetings and an on-line survey.

### *Step 3: The ‘Preferred Option’*

The Vaughan WBR Team identified the option preferred by the majority of the people who participated - Option 1: Maintain Current Number of Wards; all suggestions for refinements received were assessed individually.

### *Step 4: Public Discussion of the ‘Preferred Ward Alignment’*

In September and October 2016 feedback on the ‘Preferred Ward Alignment’ was collected from the general public, stakeholders, the School Boards and Members of Vaughan City Council through public meetings, individual meetings and a second on-line survey.

### ***Step 5: A Recommended Ward Alignment for Vaughan***

After assessing further suggestions for refinements, the Vaughan WBR Team produced a Recommended Ward Alignment for the City of Vaughan.

## **1.7 VAUGHAN WBR COMMUNICATION & OUTREACH**

While a review of ward boundaries may not be at the forefront of residents' concerns, it is vital that as many people as possible are given the opportunity to participate.

In order to establish a 'brand', the Vaughan WBR developed a logo, which can be found on all of the project's print and electronic publications and communication materials.

Throughout the project City of Vaughan staff and the Vaughan WBR Team have publicized the project, advertised the two rounds of public meetings and made efforts to draw attention to the on-line surveys. The City of Vaughan established a project webpage to ensure easy access to information about the ward boundary review ([www.vaughan.ca/wardboundaryreview](http://www.vaughan.ca/wardboundaryreview)).

The main outreach tool for the Vaughan WBR has been its contact database, which includes more than 3,390 business owners, residents' associations, community services organizations, other stakeholder groups, School Board Trustees and individual residents. E-news have been sent to the entire contact database repeatedly with information about the Vaughan WBR project, the 7 public meetings and the 2 on-line surveys.

In total, 235 individuals participated during the varying stages of the Vaughan WBR. While this is not a large number, those involved have been clearly interested in the project and have made important contributions to its outcome.

## **1.8 WHERE THE CHANGES ARE**

There are several differences between the current ward structure and the Recommended Ward Alignment. The major changes are caused by the need to reduce the population of Ward 1 to accommodate projected growth and balance ward populations amongst all wards. Other changes are minor and involve the use of recognizable boundaries. Map 6 in sub-section 9.3 of this Report depicts Where the Changes Are.

# **2. INTRODUCTION**

Over the past two decades the City of Vaughan has undertaken ward boundary reviews in 1994, 2000 and 2005. In 2009 City staff undertook Vaughan's most recent review, resulting in 5 wards and adopted by By-law 89-2009, which was appealed to the Ontario Municipal Board (OMB). The OMB imposed a different ward structure than the one approved by Vaughan Council, but maintained the number of wards at 5. This ward structure was implemented for the 2010 municipal elections and is still in place today.

In February 2013 Vaughan received a petition to add a sixth ward and adjust the boundaries of the current wards. Instead of changing the City’s ward structure so close to the 2014 municipal elections, Vaughan Council decided to conduct “a broad-based ward boundary review sufficiently in advance of the 2018 municipal elections, to allow for broad public consultation, the collection of independent evidence on population growth, the development of a finite number of ward boundary proposals for consideration by the public, and ultimately a single proposed configuration that in itself will be the subject of public consultation and Council’s consideration”<sup>3</sup>. On appeal, the OMB agreed with the City and the appeal was dismissed on November 1, 2013.

In April 2016 the City of Vaughan engaged an independent consultant team to carry out a comprehensive ward boundary review, in line with the Council approved direction, to be completed in early 2017 for implementation in the 2018 municipal elections. Any new ward alignment is to last for at least two and possibly three municipal elections (2018, 2022, 2026). The consultant team is a partnership among the Canadian Urban Institute, Beate Bowron Etcetera, The Davidson Group and Hemson Consulting.

In June 2016 the Vaughan WBR published an **Options Report (June 2016)** and conducted Round 1 of its civic engagement and public consultation process to collect feedback on three options for re-aligning Vaughan’s wards. This process resulted in a ‘Preferred Option’ and a number of suggestions for refining the ward boundaries of this option. The **Report on Preferred Ward Alignment (August 2016)** became the basis for the second Round of the project’s civic engagement and public consultation process in September and October 2016.

This Final Report, **Recommended Ward Alignment (November 2016)**, summarizes the entire Vaughan WBR process and describes the methodology used for arriving at the recommended ward alignment<sup>4</sup>. It is structured as a “stand-alone” report.

Following this **Introduction**, Section 3 **Why a Vaughan Ward Boundary Review?** examines the reasons a review is needed. Section 4 outlines the **Vaughan WBR Step-by-Step**. Section 5 discusses the project’s extensive communication efforts in **Vaughan WBR Communication & Outreach**. **Developing the Options** in Section 6 details how the three options for re-aligning Vaughan’s wards were developed. Section 7 explains the public discussion of the options and how the ‘Preferred Option’ was arrived at in **The Preferred Option**. Section 8 **Refining the Preferred Ward Alignment** speaks to the public discussion of the ‘Preferred Ward Alignment’ and how some ward boundaries were refined. Section 9 **Recommendation – A New Ward Alignment for the City of Vaughan** depicts the Recommended Ward Alignment for the City of Vaughan; and Section 10 concludes the Report and outlines implementation steps in **Conclusion & Next Steps**.

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<sup>3</sup> City of Vaughan, Extract from Council Meeting Minutes of April 23, 2013, p. 2.

<sup>4</sup> All Vaughan WBR reports can be found at [www.vaughan.ca/wardboundaryreview](http://www.vaughan.ca/wardboundaryreview).

**APPENDIX A** is a map of Vaughan’s current wards; **APPENDIX B** includes a copy of the survey used for the public discussion of the ‘Preferred Ward Alignment’; **APPENDIX C** catalogues the ward-specific comments and suggestions for refining the ‘Preferred Ward Alignment’; **APPENDIX D** contains a large version of the map of Where the Changes Are and **APPENDIX E** contains a large version of the map of the Recommended Ward Alignment.

## 3. WHY A VAUGHAN WARD BOUNDARY REVIEW (VAUGHAN WBR)?

This Section of the Report outlines the purpose of the Vaughan WBR, explains the components of *effective representation* and examines the implications, if the status quo is maintained.

### 3.1 PURPOSE OF THE VAUGHAN WBR

The current Vaughan Ward Boundary Review (Vaughan WBR) is timely, since the populations among Vaughan’s 5 wards vary considerably. Based on the 2011 Census, they range from 45,800 (Ward 4) to 69,500 (Ward 5), a spread of minus 23% to plus 17% around the average ward population of 59,500. Estimates for 2014 put the average ward population at 62,800 and the spread at minus 17% to plus 14%<sup>5</sup>. These variances among ward population sizes do not achieve the principle of *effective representation*, as defined by the courts and applied by the Ontario Municipal Board.

The purpose of the Vaughan WBR is to develop a ward alignment that:

1. Achieves *effective representation* as defined by the courts and applied by the OMB in municipal ward boundary reviews;
2. Is carried out in an independent manner at arms-length from City Council and City staff;
3. Involves the public and Members of Council; and,
4. Lasts for two and possibly three municipal elections – 2018, 2022 and 2026.

### 3.2 WHAT IS EFFECTIVE REPRESENTATION

The term *effective representation* is foundational in the drawing of ward boundaries for municipalities. The courts and the OMB employ this term and its components when judging the merits of a ward boundary review. The OMB can reject a ward system that does not meet the test of *effective representation*.

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<sup>5</sup> All population figures in this report are expressed in ‘Total Population’. Total Population is the population counted by Statistics Canada’s Census plus the estimated Census Net Under-coverage. In 2011, the Census Net Under-coverage represented 3.1% of the Total Population. All population figures in the *City of Vaughan Official Plan* are also expressed in Total Population.

*Effective representation* contains several distinct components that need to be balanced. These are: voter parity; natural/physical boundaries; and geographic communities of interest. Additional factors that are taken into consideration include: ‘capacity to represent’ and the size and shape of wards. While all of these factors have to be examined, they are not all equal.

For example, voter parity, often referred to as ‘rep-by-pop’ (representation by population), is pivotal and is a key determinant of *effective representation*. The Supreme Court of Canada has ruled that voter parity is required based on the Canadian Charter of Rights and Freedoms’ provision of the ‘right to vote’. Besides just voting, the right to vote asserts that one person’s vote must be similar in weight to any other person’s vote and within a reasonable range. Respect for communities of interest is another major element of ward boundary reviews, as is the use of coherent, recognizable boundaries for municipal wards.

The components of *effective representation* are:

- **Voter Parity:** As noted, voter parity has special prominence in weighing the attainment of *effective representation*. Voter parity speaks to the relationship between a ward’s population and the average ward population of all municipal wards. To achieve parity, ward populations need to be similar but not identical. Voter parity 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, in limited instances, in order to satisfy other criteria. However, if the range gets too large, *effective representation* is lost.

In assessing voter parity, population growth needs to be incorporated. A ward that will grow dramatically over the next decade can start out smaller, if it will achieve an acceptable voter parity range by a specified date. Similarly, a more stable ward 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 the specified date, as general ward population averages increase with overall population growth.

- **Natural/Physical Boundaries:** Major infrastructure such as expressways, railways and arterial roads create barriers and are used as physical ward boundaries. Highways 400 and 407 are ward boundaries throughout much of the City of Vaughan. Major arterial roads, such as Major Mackenzie Drive or Teston Road, also serve as ward boundaries. Vaughan also has a number of natural features such as river valleys, the Oak Ridges Moraine and the provincially designated Greenbelt. Ward boundaries should be well defined and regular so that they are easily understood by residents.
- **Geographic Communities of Interest:** ‘Communities of interest’ is an important and frequently used term in *effective representation*. In the City of Vaughan, it refers to the historic communities of Kleinburg, Maple, Thornhill and Woodbridge. However, the term also refers to specific neighbourhoods in these communities or areas of the

city in which the Official Plan foresees future growth such as the Vaughan Metropolitan Centre (VMC) or the new communities of Carrville and Vellore.

To assist in the determination of ward boundaries, communities of interest must be geographically contiguous. It is important, where possible, to avoid dividing geographic communities of interest and/or neighbourhoods when creating options for new wards. However, this 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.

- **Capacity to Represent:** ‘Capacity to represent’ is often equated with Councillors’ workload. It encompasses ward population size, types and breadth of concerns, ongoing growth and development, complexity of issues, etc. The courts have noted that Councillors perform two functions. The first is legislative and refers to passing by-laws and considering city-wide issues. All Councillors have this role in common.

The courts have referred to the second function as the ‘ombudsman role’, which is interpreted as a constituency role. This speaks to a Councillor’s responsibility to represent the interests of a ward’s residents to the city government and its administrative structure. This latter function, the constituency role, is captured by the concept of the ‘capacity to represent’.

In the City of Vaughan, 5 Ward Councillors represent each of the City’s five wards and 3 Local & Regional Councillors represent the City at York Regional Council as well as sitting on Vaughan Council. During the most recent ward boundary hearing in 2013 the OMB determined that the 3 Local & Regional Councillors should also be considered an available resource at the ward level.

- **Geographic Size and 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 extensive employment areas and/or more open space with low population densities. In Vaughan, Ward 1 is a large ward with low population densities in its northern portion and also contains large open space areas in the Oak Ridges Moraine and Greenbelt lands.

### **Balancing the Components of *Effective Representation***

Designing a new ward structure requires balancing the components of *effective representation*. While all of the components have to be taken into consideration, some need to be weighted more heavily than others in determining a new ward configuration.

As noted, voter parity is a key determinant of *effective representation*. Respecting communities of interest is another high priority component, along with well-defined, coherent ward boundaries. Determining new ward boundaries is an iterative process. While the three major components of *effective representation* need to be balanced, reasonable voter parity must be maintained. Also considered during the iterative process of determining new ward boundaries is ‘capacity to represent’ and the geographic size

and shape of the ward.

Vaughan is growing quickly. In the pursuit of *effective representation*, the Vaughan WBR looks ahead to 2026 when Vaughan’s population will have grown by some 70,000 people to approximately 383,400. This projected growth is taken into account by setting a future target year for calculating voter parity figures. The Vaughan WBR has established 2022 as the target year.

The Vaughan WBR uses total population numbers in a ward and not electors. Councillors, once elected, represent all people in a ward, not just those eligible to vote. Also, since a ward alignment lasts for several elections, some people not eligible to vote currently will become voters in future elections.

### 3.3 EXAMINING THE STATUS QUO

Vaughan’s five current wards were established through an OMB hearing in 2009 and have been used for the 2010 and 2014 elections. As noted, in 2013 there was an OMB referral that proposed 6 wards. The OMB did not accept this proposal partly based on the commitment by Vaughan that the City would conduct a comprehensive ward boundary review in time for the 2018 elections.

This Section of the Report examines the implications for voter parity, if the current ward boundaries are maintained for the next several elections.

Table 1 presents data on projected populations by current ward for future elections. The year 2014 is the base year, as this reflects the existing situation. The year 2030 is included to provide a slightly longer-term perspective.

**Table 1 - Forecast Population by Current Ward**

WARD	2014	2018	2022	2026	2030
1	68,200	75,200	84,700	96,100	117,600
2	56,800	59,100	62,100	64,200	65,100
3	65,700	70,300	74,500	78,300	79,400
4	51,900	58,400	63,800	70,700	81,800
5	71,300	72,600	73,000	74,100	75,200
<b>Totals</b>	<b>313,900</b>	<b>335,600</b>	<b>358,100</b>	<b>383,400</b>	<b>419,100</b>
<b>Average Ward Population</b>	<b>62,800</b>	<b>67,100</b>	<b>71,600</b>	<b>76,700</b>	<b>83,800</b>

Table 1 shows the increasing average ward population, as Vaughan grows by approximately 105,000 between the municipal elections of 2014 and 2030. Within the Vaughan WBR’s study period, 2014 to 2026, Vaughan’s population growth is projected to be approximately 70,000.

For each of the elections between 2014 and 2026 general population growth is in the low-to mid-20,000 range, with a slight increase between elections. However, between 2026 and 2030 this increase jumps to approximately 35,000. This indicates that Vaughan’s

growth rate increases significantly after 2026. This data supports limiting the project to three future elections and the study period to between 2014 and 2026.

Overall population figures set the context for average ward populations. Voter parity examines variations around the average ward population to assess this component of *effective representation*.

Table 2 shows population variances around the average ward population for the period 2014 to 2030.

**Table 2 - Forecast Population Variance by Current Ward**

WARD	2014	2018	2022	2026	2030
1	+ 9%	+12%	+18%	+25%	+40%
2	-10%	- 12%	- 13%	-16%	-22%
3	+ 5%	+ 5%	+ 4%	+ 2%	-5%
4	-17%	- 13%	- 11%	- 8%	-2%
5	+14%	+ 8%	+ 2%	- 3%	-10%
<b>Average Ward Population</b>	<b>62,800</b>	<b>67,100</b>	<b>71,600</b>	<b>76,700</b>	<b>83,800</b>

Looking at the three election years under consideration:

- In 2018 three wards are outside the 10% range. Ward 1 (+12%), Ward 2 (-12%) and Ward 4 (-13%).
- In 2022 three wards are outside the 10% range. Ward 1 (+18%), Ward 2 (-13%) and Ward 4 (-11%).
- In 2026 two wards are outside the 10%. Ward 1 (+25%) and Ward 2 (-16%).

In 2018 the three variances are just over the 10% threshold. They worsen for 2022 and 2026 and by 2026 there is a divergence of 41% between the largest ward, Ward 1 at +25%, and Ward 2 at -16%.

As the years pass, the ward structure is growing more and more out of balance. If a stable period of three elections without changes in ward boundaries is desired, then a re-aligned ward boundary structure should be implemented for the 2018 elections and be designed to last at least to the 2026 elections.

### 3.4 THE ROLE OF THE OMB

Vaughan’s ward structure is, to a large extent, tied to decisions made by the Ontario Municipal Board. As noted, the boundaries of Vaughan’s wards have been adjudicated by the OMB on several occasions. The ward reviews of 1994, 2000 and 2005 led to OMB hearings. A Council decision in 2009 (By-Law 89-2009) to create a new ward structure was appealed and the OMB imposed the current ward structure.

A petition in 2013 to realign Vaughan’s wards and include a sixth ward for the 2014 municipal elections was heard by the OMB. The Board dismissed the petition and noted that Vaughan needed to conduct a comprehensive ward boundary review that included an

appropriate public process. Vaughan undertook to carry out such a review for the 2018 elections. The Vaughan WBR carries through on that commitment.

The Vaughan WBR has been designed and carried out to meet the tests that have been enunciated by the courts and the OMB. It is an independent review conducted at “arms-length” from the Council and the City administration. It has encompassed a robust public involvement process and has collected input from the School Boards and Members of Council, as individuals and as a group. The project has focused on achieving *effective representation* and this Final Report is recommending a new ward alignment that will last for at least three municipal elections starting in 2018.

An examination of the history of ward boundary reviews throughout Ontario reveals that, more often than not, they are appealed to the OMB. The design and execution of the Vaughan WBR are eminently defensible at the OMB. The recommendations of the Vaughan WBR are meant to free the City from having to consider ward boundary realignments for the next decade and possibly beyond.

## 4. VAUGHAN WBR STEP-BY-STEP



The Vaughan WBR project has included the following five steps:

### ***Step 1: Developing the Options***

Following the approval of the project by Vaughan City Council in April 2016, the Vaughan WBR Team developed three options for re-aligning the City’s wards: Option 1 maintained the current number of 5 wards; Option 2 maintained the current average ward population and resulted in 6 wards; and Option 3 proposed larger ward populations resulting in 4 wards.

### ***Step 2: Public Discussion of the Options***

The **Vaughan WBR Options Report (June 2016)** became the basis for Round 1 of the project’s civic engagement and public consultation process. Throughout June 2016

feedback on the three options was received from the general public, stakeholders, the School Boards and Members of Vaughan City Council through individual interviews, public meetings and an on-line survey.

***Step 3: The ‘Preferred Option’***

Based on the feedback received in Step 2, the Vaughan WBR Team identified the option preferred by the majority of the people who participated: Option 1, which maintains the current number of 5 wards. However, participants also suggested a number of refinements to improve the option. These refinements were assessed and incorporated or not incorporated, as appropriate (see Appendix E of **Report on Preferred Ward Alignment, August 2016**).

***Step 4: Public Discussion of the ‘Preferred Ward Alignment’***

In August 2016 the Vaughan WBR published its **Report on Preferred Ward Alignment**. In September and October 2016 feedback on the ‘Preferred Ward Alignment’ was collected from the general public, stakeholders, the School Boards and Members of Vaughan City Council through public meetings, individual meetings and a second on-line survey.

***Step 5: A Recommended Ward Alignment for Vaughan***

During Step 5 further refinements suggested during Step 4 were incorporated or not incorporated, as appropriate (see Appendix C of this Report). Step 5 has produced a Recommended Ward Alignment for the City of Vaughan, which is the subject of this Final Report.

## **5. VAUGHAN WBR COMMUNICATION & OUTREACH**

Ward boundaries define the relationship of residents and the business community with their local government and a Councillor’s connection to his or her electorate. While a review of ward boundaries may not be at the forefront of residents’ concerns, it is vital that as many people as possible are given the opportunity to participate. The Vaughan WBR communications plan has been an important component of the project’s approach to public involvement.

In order to establish a ‘brand’, the Vaughan WBR developed a logo, which can be found on all of the project’s print and electronic publications and communication materials.

Throughout the project City of Vaughan staff and the Vaughan WBR Team have publicized the project, advertised the two rounds of public meetings and made efforts to draw attention to the on-line surveys. The City of Vaughan established a project webpage to ensure easy access to information about the ward boundary review ([www.vaughan.ca/wardboundaryreview](http://www.vaughan.ca/wardboundaryreview)).

The main outreach tool for the Vaughan WBR has been its contact database, which includes more than 3,390 business owners, residents' associations, community services organizations, other stakeholder groups, School Board Trustees and individual residents. E-news have been sent to the entire contact database repeatedly with information about the Vaughan WBR project, the public meetings and the on-line surveys.

During Round 1 of the project's civic engagement and public consultation process several other communication and outreach activities were conducted to promote the public meetings and the survey:

- A slide about the Vaughan WBR was shown on the Vaughan TV network and community centre screens.
- Information about the Vaughan WBR was included in the City's corporate eNewsletter that goes to approximately 8,000 subscribers.
- A banner was placed on the City's website homepage directing users to the project webpage.
- Posters advertising the process and public meetings were displayed in the City's libraries and community centres.
- A notice was placed on the City's digital signage network.
- Ads were placed in the Vaughan Citizen, the Thornhill Liberal and the Toronto Star. The Vaughan Citizen published an article about the public meetings.

The City of Vaughan was also responsible for social media and was active on Twitter and Facebook spreading the news of the release of the Options Report and to promote local public meetings and the survey. The City of Vaughan has 9,501 followers on Twitter and 2,580 Likes on Facebook. Many of the Tweets and Posts were shared, retweeted and liked, which extended the reach of the posts.

Many Councillors also shared e-news and tweets/posts about the public meetings and the project in general with their constituents.

During Round 2 of the project's civic engagement and public consultation process, direct e-mails with information about the Preferred Ward Alignment Report, public meetings and on-line survey were sent to the project's distribution list of over 3,390 contacts.

Separate e-mails were also sent to all Members of Council with a request to distribute the information to residents in their wards. Again, many Councillors shared e-news and tweets/posts about the public meetings and on-line survey with their constituents.

Ads were also placed in the Vaughan Citizen and the Vaughan Liberal and the City supported the outreach efforts through social media by posting about the survey.

In addition, posters advertising the process and public meetings were displayed again in the City's libraries and community centres.

It should be noted that the Vaughan WBR made every effort to make the project accessible to people with special needs. All public meetings were held in fully accessible locations, at City Hall or in City of Vaughan community centres. Throughout the project, there was at least one public meeting in each of the current wards. The advertising for the public meetings/surveys made it clear that translation/interpretation services were available upon request.

## 6. DEVELOPING THE OPTIONS

The Vaughan WBR started by developing three options that were used to gather feedback from the public, the School Boards and Members of Council. Each option achieves *effective representation*, although each option balances the components of *effective representation* differently. The Vaughan WBR **Options Report** was published in June 2016.

Each option was based on different parameters of varying ward populations, number of wards and ward boundaries. All options considered projected growth patterns. In order to accommodate the three municipal elections of 2018, 2022 and 2026, the target year for voter parity was set at 2022. If a ward alignment works in 2022, it can likely still be used in 2026.

Table 3 provides a summary of the three options.

**Table 3 - Summary of Options**

OPTION	AVG. WARD POPULATION	2022 POPULATION RANGE (+/- 10%)	# OF WARDS
1. Maintain Current Number of Wards	71,600	64,440 – 78,800	5
2. Maintain Current Average Ward Population	62,800	56,500 – 69,000	6
3. Four Wards	89,500	80,500 – 98,500	4

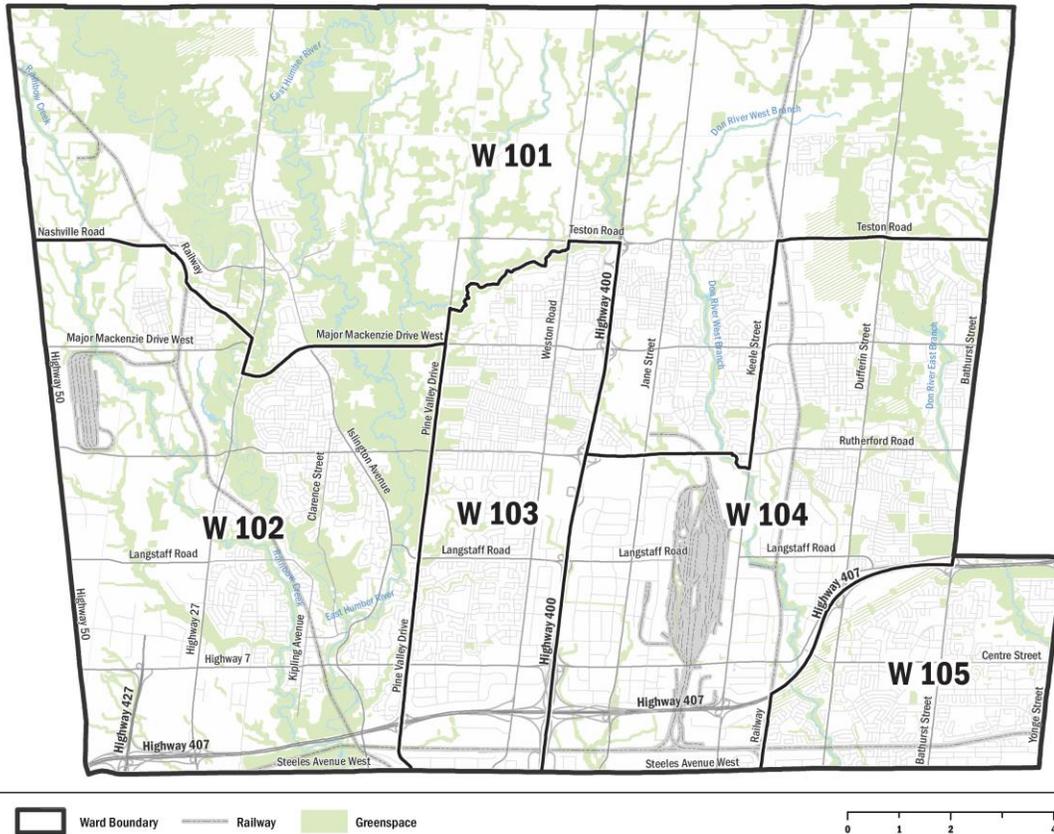
Below, each of the options and the parameters on which each option was based are outlined and the Option Map and Voter Parity Variance Table are displayed.

### **Option 1: Maintain Current Number of Wards**

This option retains the current number of wards and local Ward Councillors at 5. The average ward population increases from the current average of 62,800. In 2022 the average ward population would be 71,600, an increase of approximately 8,800 people.

Map 1 (on the following page) shows Option 1.

## MAP 1 - OPTION 1: MAINTAIN CURRENT NUMBER OF WARDS



The ward populations and variances from the average for each of the 5 wards for the three elections are shown in Table 4.

**Table 4 - Option 1: Forecast Population and Variance**

WARD	2018 POPULATION	2018 VARIANCE	2022 POPULATION	2022 VARIANCE	2026 POPULATION	2026 VARIANCE
W101	63,000	-6%	73,000	+2%	84,800	+11%
W102	64,500	-4%	69,200	-3%	73,000	-5%
W103	69,200	+3%	71,400	0%	73,000	-5%
W104	66,200	-1%	71,500	0%	78,500	+2%
W105	72,600	+8%	73,000	+2%	74,100	-3%

For the target year 2022 the variance around the average ward population (71,600) ranges from -3% to +2%. This represents excellent voter parity. By 2026 the variance for Ward W101 has risen to +11%, which is starting to push the boundary, but is still acceptable.

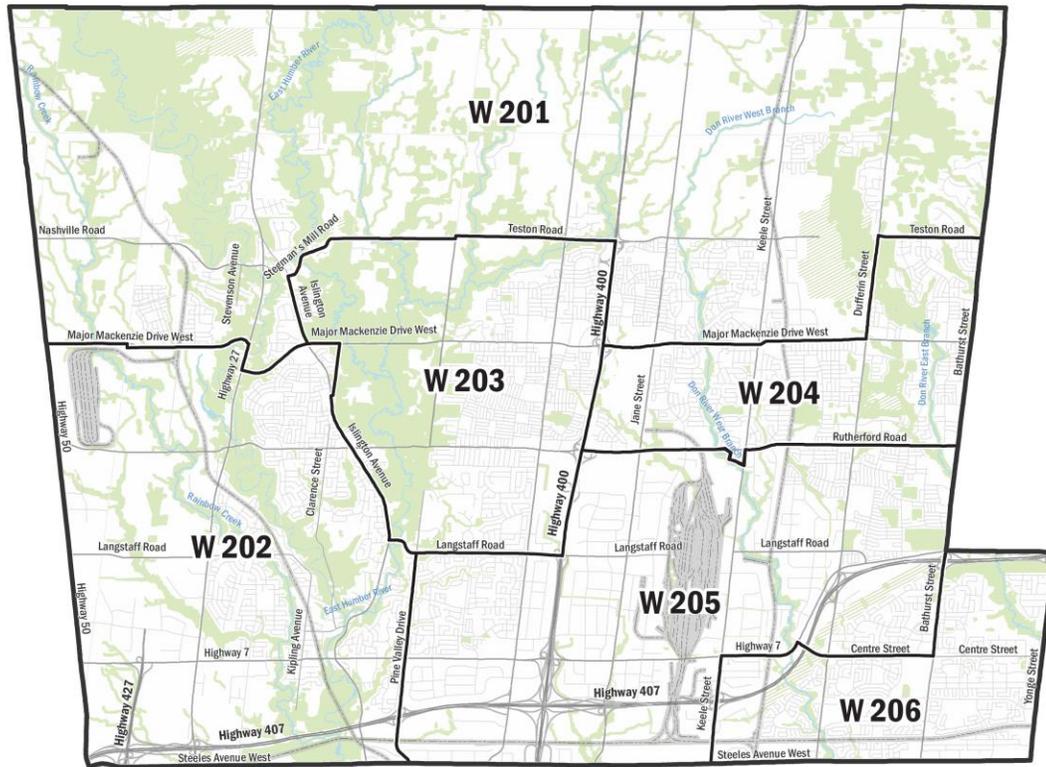
The population numbers and variances have been projected to 2030 to determine how voter parity will hold up in that year. Growth in W101 is very rapid during the 2026 - 2030 period and, by 2030, W101 is 27% above the average ward population and W102 and W103 are 12% below average. Option 1 will be effective from a voter parity perspective for the three elections envisaged, but will not hold for the 2030 elections.

**Option 2: Maintain Current Average Ward Population**

Option 2 attempts to maintain the current (2014) average ward population at 62,800. To maintain this average ward population requires 6 wards.

Map 2 (below) shows Option 2.

**MAP 2 - OPTION 2: MAINTAIN CURRENT AVERAGE WARD POPULATION**



The ward populations and variances from the average for each of the 6 wards for the three elections are shown in Table 5.

**Table 5 - Option 2: Forecast Population and Variance**

WARD	2018 POPULATION	2018 VARIANCE	2022 POPULATION	2022 VARIANCE	2026 POPULATION	2026 VARIANCE
W201	50,400	-10%	60,200	+1%	71,700	+12%
W202	58,500	+5%	61,500	+3%	63,600	0%
W203	52,400	-6%	55,900	-6%	59,700	-7%
W204	54,300	-3%	57,000	-4%	60,300	-6%
W205	59,200	+6%	63,000	+6%	67,500	+6%
W206	60,800	+9%	60,500	+1%	60,600	-5%

For the target year 2022, the variance around the current average ward population (62,800) ranges from -6% to +6%. Like Option 1, this represents excellent voter parity.

However, by 2026, W201 has risen to 12% above average. This is acceptable from a voter parity perspective, but again starting to push the limit. By 2030, W201 is 35% above average, while W203, W204 and W206 are over 10% below average. Option 2 delivers voter parity for the three elections under consideration, but the boundaries would need to be adjusted for the 2030 elections.

### **Option 3: Four Wards**

As a municipality within a two-tier government system, Vaughan has both Ward Councillors and Local & Regional Councillors. At present Vaughan has 3 Local & Regional Councillors. The Region of York is currently undertaking a governance review. The City of Vaughan has enough population now to merit an additional Local & Regional Councillor. However, whether the governance review will result in an extra Local & Regional Councillor for Vaughan is unknown at this time.

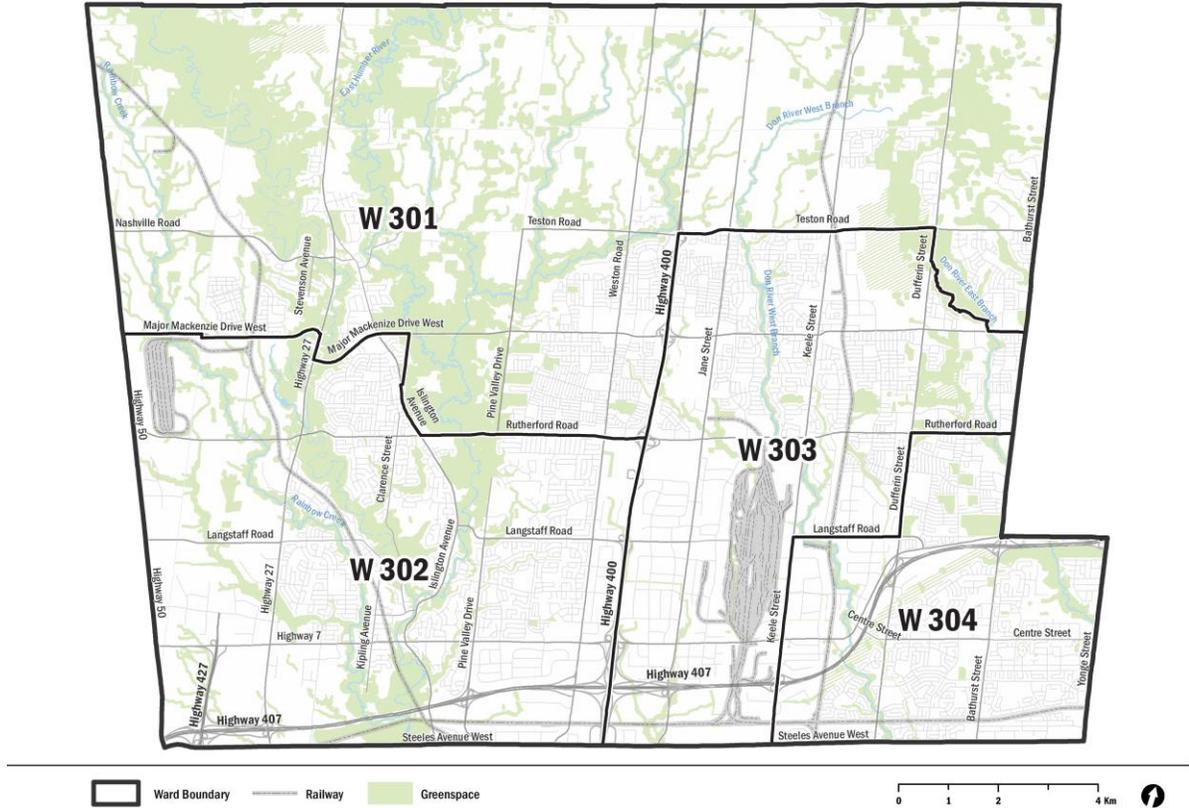
In the 2013 OMB decision<sup>6</sup> it was noted that in addition to local Ward Councillors, Local & Regional Councillors play a role at the ward level and share in the workload, thereby affecting the ‘capacity to represent’ component of *effective representation*. At present, how Local & Regional Councillors get involved in local ward issues is discretionary. However, when the resources of the Local & Regional Councillors, whether 3 or 4, are taken into consideration, the City’s ‘capacity to represent’ is improved.

Map 3 (on the following page) shows Option 3.

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<sup>6</sup> OMB decision MM130047, paragraph 18.

**MAP 3 - OPTION 3: FOUR WARDS**



The ward populations and variances from the average for each of the 4 wards for the three elections are shown in Table 6.

**Table 6 - Option 3: Forecast Population and Variance**

WARD	2018 POPULATION	2018 VARIANCE	2022 POPULATION	2022 VARIANCE	2026 POPULATION	2026 VARIANCE
W301	72,100	-14%	86,200	-4%	102,600	+7%
W302	86,600	+3%	90,300	+1%	92,400	-4%
W303	85,000	+1%	89,300	0%	95,000	-1%
W304	91,800	+9%	92,300	+3%	93,300	-3%

For the target year 2022, the variance around the average ward population (89,500) ranges from -4% to +3%. Like Options 1 and 2 this represents sound voter parity. By 2030 W301 has climbed to 19% above average, while W302 and W304 are over 10% below average. This option delivers voter parity for the three elections under consideration, but the boundaries for W301 would need to be adjusted for the 2030 elections.

## 7. THE PREFERRED OPTION

This Section of the Report outlines the public discussion of the **Options Report (June 2016)**, provides an overview of the analysis of the feedback received on the three options and discusses how this feedback has led to the Vaughan WBR's 'Preferred Option'.

### 7.1 ROUND 1 CIVIC ENGAGEMENT AND PUBLIC CONSULTATION

Round 1 of the Vaughan WBR's civic engagement and public consultation process took place in June 2016. It included 4 community meetings, individual interviews with all Members of Council, an on-line survey and meetings with the York Region District School Board (YRDSB) and the York Catholic District School Board (YCDSB).

In all cases a survey questionnaire was used asking participants to both rank the options and provide suggestions for refinements. A copy of the Round 1 survey is included as APPENDIX C of the project's **Report on Preferred Ward Alignment (August 2016)**.

Members of Council were asked two additional questions:

- What functions do the Local & Regional Councillors perform at the ward level?
- Which community groups should be on the Vaughan WBR mailing list?

Community groups suggested by Members of Council were included on the Vaughan WBR mailing list.

The City of Vaughan has not formally defined the role of its Local & Regional Councillors, although there is an informal rule that a Ward Councillor deals with local issues, while a Local & Regional Councillor deals with regional issues. Both are supposed to refer relevant issues to each other. Members of Council believe that this unwritten protocol is more or less being followed.

Meetings with the two School Boards involved staff only and discussed the implications of each of the options for the organization of the current Trustee wards. The general response was that "the more change there is, the more it disrupts the system". Staff from both School Boards forwarded information on the Vaughan WBR as well as the survey to their respective Trustees and encouraged them to comment on the options.

Turnout at the 4 public meetings was sparse, only 22 people attended. However, 102 surveys were received, 94 on-line and 8 from people attending the public meetings. The survey responses came from across the city.

### 7.2 THE PREFERRED OPTION AND REFINEMENTS

This Final Report provides a summary of the process that determined the 'Preferred Ward Alignment'. Details can be found in the **Report on Preferred Ward Alignment (August 2016)**.

Both the public and Members of Council were asked to rank the three options in order of preference. The public participated through public meetings and an on-line survey. The results of the public ranking and the ranking by Members of Council were tabulated separately and then combined for an overall ranking.

Table 7 indicates the public ranking and Table 8 show the rankings by Members of Council.

**Table 7 - Ranking by Option Placement – Public Survey**

	OPTION 1	OPTION 2	OPTION 3
<b>First ranked</b>	35	31	33
<b>Second ranked</b>	46	24	17
<b>Third ranked</b>	11	35	45
<b>Not ranked</b>	10	12	7
<b>Total</b>	102	102	102

**Table 8 - Ranking by Option Placement – Members of Council**

	OPTION 1	OPTION 2	OPTION 3
<b>First ranked</b>	5	2	0
<b>Second ranked</b>	2	2	2
<b>Third ranked</b>	0	2	1
<b>No</b>	0	1	4
<b>Not ranked</b>	2	2	2
<b>Total</b>	9	9	9

Both rankings were then turned into a composite total ranked score. This was accomplished by awarding 3 points to the first choice, two points to the second choice and 1 point to the third choice. If no ranking was provided or a definite NO was indicated, no points were given. Tables 9 and 10 indicate the total ranked score for the public and Members of Council, respectively.

**Table 9 - Total Ranked Score – Public Survey**

	OPTION 1	OPTION 2	OPTION 3
<b>Total Score</b>	208	176	178

**Table 10 - Total Ranked Score – Members of Council**

	OPTION 1	OPTION 2	OPTION 3
<b>Total Score</b>	19	12	5

It is clear that Option 1 (Maintain Current Number of Wards) was the option preferred by both the public and Members of Council. Option 1, therefore became the ‘Preferred Option’.

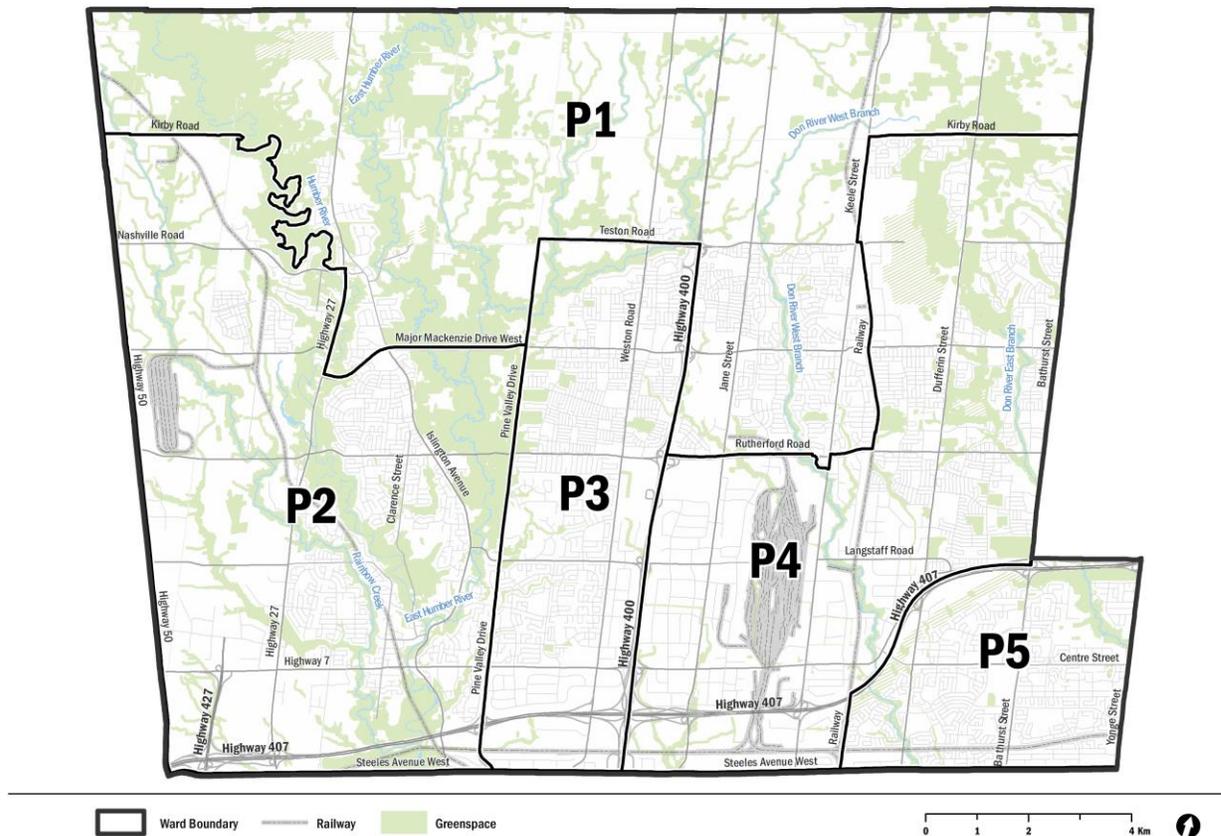
### 7.3 REFINEMENTS TO THE PREFERRED OPTION

During the consultation process on the three options, all participants were asked to suggest “refinements” or changes to the proposed boundaries that would, in their view, improve the option.

Refinements were suggested for all options. However, as Option 1 was the ‘Preferred Option’, only suggested refinements to Option 1 were analyzed to determine if the proposed changes were consistent with *effective representation*. All refinements suggested to Option 1 and their disposition can be found in Appendix E of the **Report on Preferred Ward Alignment (August 2016)**.

Several of the suggested refinements to Option 1 were incorporated to produce the ‘Preferred Ward Alignment’, which is shown on Map 4. Table 11 shows the projected ward population and the variance from the overall ward population average of 71,600.

**MAP 4 - PREFERRED WARD ALIGNMENT**



**Table 11 - Preferred Ward Alignment – Forecast Population and Variance**

WARD	2018 POPULATION	2018 VARIANCE	2022 POPULATION	2022 VARIANCE	2026 POPULATION	2026 VARIANCE
<b>P1</b>	62,200	-7%	69,500	-3%	78,900	3%
<b>P2</b>	66,000	-2%	71,600	0%	76,200	-1%
<b>P3</b>	69,800	4%	73,000	2%	75,800	-1%
<b>P4</b>	64,900	-3%	70,900	-1%	78,400	2%
<b>P5</b>	72,600	8%	73,000	2%	74,100	-3%

The ‘Preferred Ward Alignment’ exhibits excellent voter parity values for the three election years that are the subject of the Vaughan WBR. Also, it appears, given the 2026 voter parity values, that this ward alignment will still be usable in 2030.

## **8. REFINING THE PREFERRED WARD ALIGNMENT**

This Section of the Report describes the public discussion of the **Report on Preferred Ward Alignment (August 2016)**, summarizes the analysis of the feedback received on the ‘Preferred Ward Alignment’ and discusses how this feedback has led to the Recommended Ward Alignment for Vaughan.

### **8.1 ROUND 2 CIVIC ENGAGEMENT & PUBLIC CONSULTATION**

Round 2 of the Vaughan WBR’s civic engagement and public consultation process took place in September and October 2016. The Vaughan WBR Team held six face-to-face meetings to gather feedback from the public, Members of Council and the School Boards on the ‘Preferred Ward Alignment’. These meetings involved some 28 individuals.

All Members of Council had the opportunity to comment on the ‘Preferred Ward Alignment’ during a Committee of the Whole (Working Session) on September 12, 2016. A total of 14 people attended three public meetings at City Hall and in two Vaughan community centres. In addition, the Vaughan WBR Team met with staff of the York Catholic District School Board (September 29) and attended the York Region District School Board’s Property Management Committee (September 20), which included the Board’s Vaughan Trustees.

As during Round 1 of the civic engagement and public consultation process an on-line survey was posted on the Vaughan WBR web page. Copies of the survey were made available at the public meetings. Submissions by email were also accepted. The Vaughan WBR received a total of 68 survey responses between September 13 and October 21, including 66 submitted via the on-line survey and two submissions by email.

The survey asked people to comment on the ‘Preferred Ward Alignment’ by answering the following two questions:

- Looking at the ‘Preferred Ward Alignment’, what, if anything, do you like about it? Do you have any concerns?
- Do you have any suggestions for improving the ‘Preferred Ward Alignment’?

A copy of the survey is included in this Report as APPENDIX B.

## **8.2 RESULTS OF THE ROUND 2 CIVIC ENGAGEMENT AND PUBLIC CONSULTATION PROCESS**

Due to the small number of people attending the face-to-face meetings, feedback received from Members of Council, the School Boards and the public meetings on the ‘Preferred Ward Alignment’ has been integrated. The results of the on-line survey are presented separately.

### **8.2.1 Face-to-Face Meetings**

#### *Summary of Likes and Concerns*

<b>Likes (8)</b>	<b>Concerns (7)</b>
<ul style="list-style-type: none"> <li>• More balanced population is good</li> <li>• Don’t favour adding a Councillor (2)</li> <li>• Residents don’t want extra Councillors</li> <li>• Residents don’t want constant change (3)</li> <li>• ‘Preferred Ward Alignment’ does not cause any change in schools for current Vaughan YRDSB Trustees</li> </ul>	<ul style="list-style-type: none"> <li>• Wards should be smaller</li> <li>• Should add one more ward for better representation (4)</li> <li>• Voter parity not important</li> <li>• As average ward population increases, Councillor has less time for constituents</li> </ul>

Almost the same number of people expressed ‘Concerns’ (7) about the ‘Preferred Ward Alignment’ as ‘Likes’ (8).

The most common ‘Concern’ with the 5 wards in the ‘Preferred Ward Alignment’ is that the average ward population increases and an additional ward would achieve better representation. The most common ‘Like’ in the ‘Preferred Ward Alignment’ is that it does not add a Councillor.

There were a number of general comments about the ward boundary review process. For example, a few people comment on the low level of public participation and the difficulty in getting people interested in ward boundary reviews.

Another comment raised several times is the need for more resources in Councillors’ offices as ward populations increase. Several people believe that the City should address the need for additional resources, while one person thinks that additional resources are not needed.

There was some discussion about the timing of the Vaughan WBR. Several Councillors and a member of the public suggest the project should be put on hold, while an equal number feel that it should continue.

A few comments are outside of the scope of the Vaughan WBR and revolve around the issues that are being discussed as part of the York Region Governance Review.

### 8.2.2 On-line Survey

Survey participants were asked to identify their ward number or the name of their Councillor. The responses show that participants responded from all across the city.

#### *Responses by Ward*

Ward	# of responses
Ward 1	26
Ward 2	8
Ward 3	10
Ward 4	11
Ward 5	11
Did not specify	2
<b>TOTAL</b>	<b>68</b>

#### *Summary of Likes and Concerns*

Likes (16)	Concerns (13)
<ul style="list-style-type: none"> <li>• General support for the Preferred Ward Alignment (4)</li> <li>• Distributes population evenly (5)</li> <li>• Keeps some communities of interest together (3)</li> <li>• Results in minimal change to current ward structure (3)</li> <li>• Like more north/south orientation of wards</li> </ul>	<ul style="list-style-type: none"> <li>• Would prefer to leave the boundaries as they are (2)</li> <li>• Should add a sixth ward (2)</li> <li>• Boundaries are too complicated (2)</li> <li>• Too much focus on voter parity and not enough on geography (2)</li> <li>• Too many politicians (2)</li> <li>• General dislike of this alignment (2)</li> <li>• Waste of money, if this is all we're doing</li> </ul>

More people 'Like' the Preferred Ward Alignment (16) than have 'Concerns' with it (13).

'Concerns' raised in the on-line survey responses appear to be divided between the desire not to change the current system and the wish for an additional ward. Several of the people who 'Like' the 'Preferred Ward Alignment' said they are simply happy with the alignment or don't see any issues with it.

### 8.3 REFINEMENTS TO PREFERRED WARD ALIGNMENT

In addition to raising 'Concerns' and expressing 'Likes' about the 'Preferred Ward Alignment', Round 2 participants also made comments and suggestions specific to individual wards. All of these have been integrated and are catalogued in APPENDIX C of this Report. The Vaughan WBR Team has assessed each ward-specific suggestion and

either incorporated or not incorporated it in a revised alignment. APPENDIX C describes the action taken and the reason(s) for the action.

There were a total of 49 comments and suggestions, including 7 positive comments, 10 negative comments, 4 neutral comments and three statements which misunderstand the 'Preferred Ward Alignment'. Some of the suggestions contradict each other.

Of the 25 ward-specific suggestions for refinements, only 2 could be incorporated. The large majority of the suggestions that could not be incorporated would create population imbalances between wards and have a negative effect on the voter parity component of *effective representation*. Additional reasons for not incorporating suggested refinements include the need for clear natural/physical ward boundaries and keeping the rural area together.

## 9. RECOMMENDATION – A NEW WARD ALIGNMENT FOR THE CITY OF VAUGHAN

This Section of the Report presents the Vaughan WBR Team's recommendation for a new ward alignment for the City of Vaughan in map form and as a table. It then assesses the Recommended Ward Alignment against the components of *effective representation*.

### 9.1 RECOMMENDED WARD ALIGNMENT

The Vaughan WBR Team recommends a new ward alignment for the City of Vaughan, which can be implemented for the 2018 municipal elections. As designed, it should last the municipality for the municipal elections of 2022 and 2026 and probably to 2030.

The Recommended Ward Alignment maintains the current number of wards at 5 and adjusts various ward boundaries to balance projected ward populations for the project's target year of 2022.

The Recommended Ward Alignment for the City of Vaughan achieves *effective representation*.

Map 5 presents the Recommended Ward Alignment for the City of Vaughan. A larger version of this map is provided in APPENDIX E.

### MAP 5 - RECOMMENDED WARD ALIGNMENT

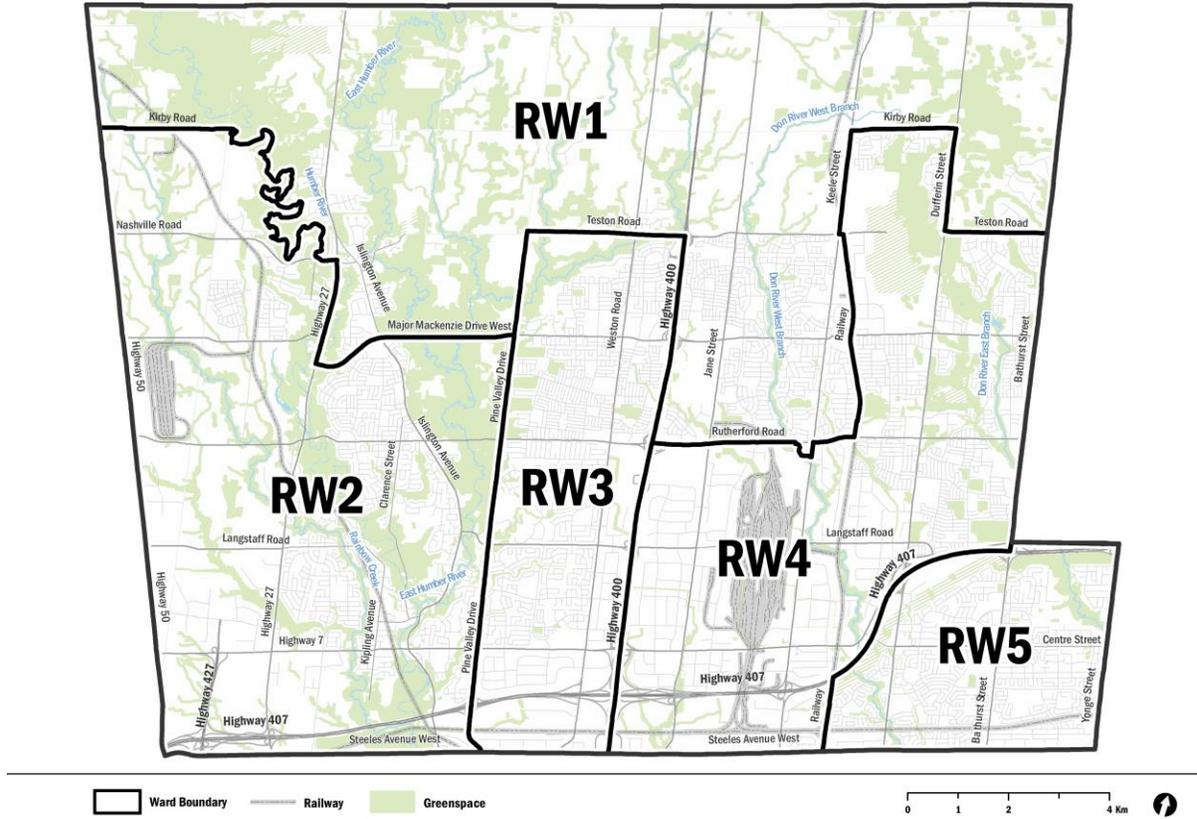


Table 12 provides the forecast population and variances for the Recommended Ward Alignment.

**Table 12 - Recommended Ward Alignment – Forecast Population and Variance**

WARD	2018 POPULATION	2018 VARIANCE	2022 POPULATION	2022 VARIANCE	2026 POPULATION	2026 VARIANCE
<b>RW1</b>	63,400	-5.51%	71,300	-0.42%	81,200	5.87%
<b>RW2</b>	66,000	-1.64%	71,600	0.00%	76,200	-0.65%
<b>RW3</b>	69,800	4.02%	73,000	1.96%	75,800	-1.17%
<b>RW4</b>	63,800	-4.92%	69,200	-3.35%	76,100	-0.78%
<b>RW5</b>	72,600	8.20%	73,000	1.96%	74,100	-3.39%
<b>TOTAL</b>	<b>335,600</b>	-	<b>358,100</b>	-	<b>383,400</b>	-
<b>AVERAGE</b>	<b>67,100</b>	-	<b>71,600</b>	-	<b>76,700</b>	-

### 9.2 EFFECTIVE REPRESENTATION

Voter parity, communities of interest and natural /physical boundaries are the most important components of *effective representation*. Determining new ward boundaries is an iterative process. While the three major components of *effective representation* need to be balanced, reasonable voter parity must be maintained. Also considered during the iterative process of determining new ward boundaries is ‘capacity to represent’ and the geographic size and shape of the ward.

The Recommended Ward Alignment for the City of Vaughan achieves the major components of *effective representation* very well, as follows:

### **Voter Parity**

Table 12 above provides an analysis of voter parity for the three municipal elections of 2018, 2022 and 2026. In all recommended wards voter parity is within +/- 10%. In the target year, 2022, voter parity drops to under 5% in all recommended wards. For 2026 only Ward 1 is slightly above 5%. In all, the voter parity component of *effective representation* is excellent.

### **Communities of Interest**

One of the main functions of a civic engagement and public consultation process is to identify communities of interest within the city and ensure that they are not split. Not all communities can be kept together, and in some cases there are competing views as to the geographic area of a community. The Vaughan WBR Team made a great effort to keep communities of interest together and the Recommended Ward Alignment reflects this for communities such as Kleinburg and Nashville. A mix of different communities in any one ward can be expected.

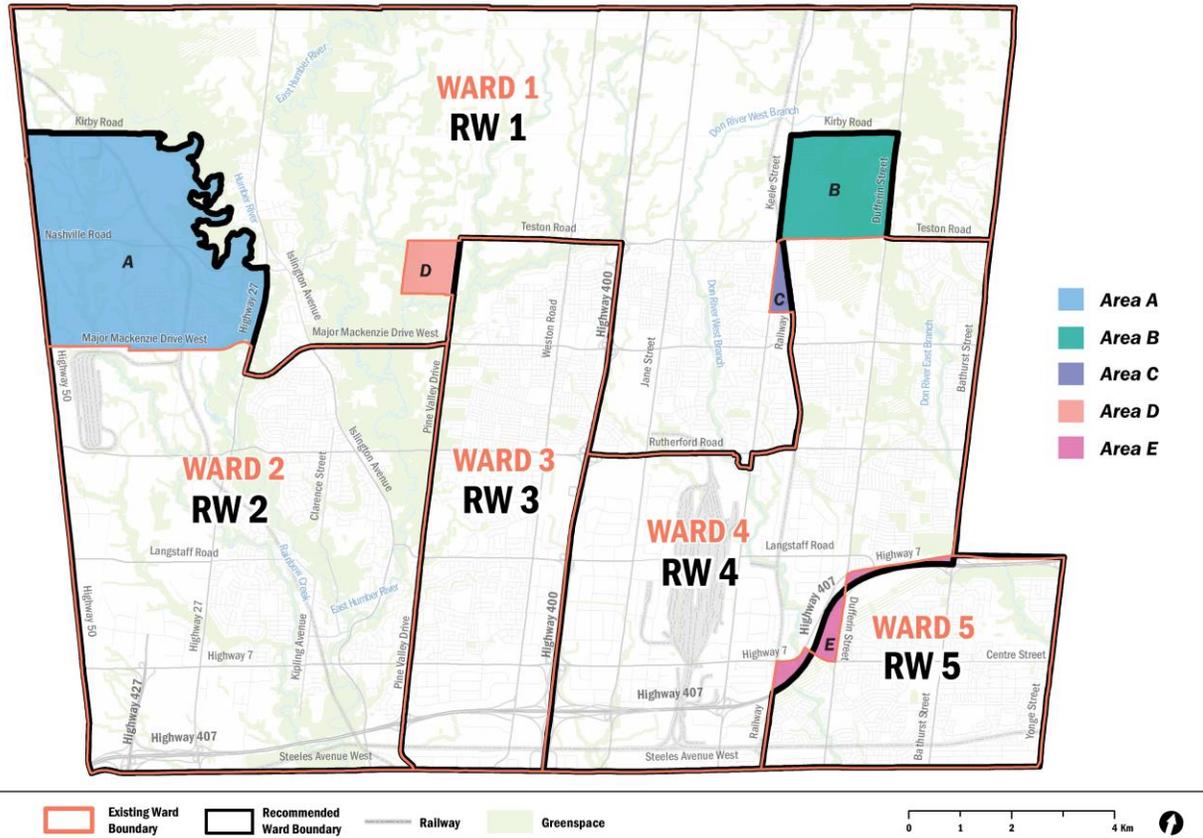
### **Natural / Physical Boundaries**

The Recommended Ward Alignment employs both highly recognizable natural and physical boundaries. Key among these are Highways 400 and 407, major arterials such as Pine Valley Road, Major Mackenzie Drive and Rutherford Road and a section of the Humber River. All are strong boundaries that are well known to residents. Also, many of these boundaries are used in the current ward alignment.

## **9.3 WHERE THE CHANGES ARE**

There are several differences between the current ward structure and the Recommended Ward Alignment. The major changes are caused by the need to reduce the future population of Ward 1 to accommodate projected growth and balance ward populations amongst all wards. Other changes are minor and involve the use of recognizable boundaries. Map 6 shows Where the Changes Are. A larger version of this map is provided in APPENDIX D.

**MAP 6 - WHERE THE CHANGES ARE**



**Ward 1**

The main change in *Ward 1*, on the west side, moves the area bounded by Kirby Road, the Humber River, Hwy. 27, Major Mackenzie Drive and Hwy. 50 from *Ward 1* to *Ward 2* (Area A on Map 6). On the east side, an area bounded by Kirby Road, Dufferin Street, Teston Road and Keele Street is moved from *Ward 1* to *Ward 4* (Area B on Map 6).

There are two minor changes which add territory to *Ward 1*. The first is a small area between the railway tracks, Keele Street and Teston Road, which is added to *Ward 1* from *Ward 4* (Area C on Map 6). This change makes the railway tracks the eastern boundary of *Ward 1* from Teston Road south to Rutherford Road. This makes the boundary between *Ward 1* and *Ward 4*, south of Teston Road, more coherent.

The final change to *Ward 1* is a small area south of Teston Road and west of Pine Valley Drive, which moves from *Ward 3* to *Ward 1* (Area D on Map 6). This change makes Pine Valley Drive the western boundary of *Ward 3* from Steeles Avenue West to Teston Road.

The major changes to *Ward 1* reflect the need to balance ward populations for the purpose of voter parity. The minor changes result in more coherent ward boundaries.

### ***Ward 2***

*Ward 2* is enlarged by moving the area bounded by Kirby Road, the Humber River, Hwy. 27, Major Mackenzie Drive and Hwy. 50 to *Ward 2* from *Ward 1* (Area A on Map 6). This change is required to increase the population of *Ward 2* for voter parity reasons.

### ***Ward 3***

A small area south of Teston Road and west of Pine Valley Drive is moved from *Ward 3* to *Ward 1* (Area D on Map 6). This makes Pine Valley Drive the western boundary of *Ward 3*. All other boundaries of *Ward 3* are unchanged.

### ***Ward 4***

The major change to *Ward 4* is adding the area bounded by Kirby Road, Dufferin Street, Teston Road and Keele Street (Area B on Map 6). This area is moved to *Ward 4* from *Ward 1* to balance populations and maintain voter parity.

There are two other boundary changes to create more easily recognizable boundaries. The first is between *Ward 4* and *Ward 1*. A small area south of Teston Road between the railway tracks and Keele Street is moved from *Ward 4* to *Ward 1* (Area C on Map 6). This makes the railway tracks the boundary between *Ward 4* and *Ward 1* from Rutherford Road to Teston Road.

The other change moves three small areas between *Ward 4* and *Ward 5* along Hwy. 407, so that Hwy. 407 becomes the boundary between the two wards from Bathurst Street to the railway tracks (Areas E on Map 6).

### ***Ward 5***

The Recommended Ward Alignment moves three small areas between *Ward 5* and *Ward 4* along the Hwy. 407 corridor so that Hwy. 407 becomes the boundary between the two wards from Bathurst Street to the railway tracks (Areas E on Map 6).

## **10. CONCLUSION & NEXT STEPS**

This Final Report recommends a new ward alignment for the City of Vaughan. It delivers a ward structure that achieves *effective representation* for 2018, 2022, 2026 and, probably, for 2030.

Vaughan City Council is scheduled to discuss the results of the Vaughan WBR at a meeting in January 2017. A Council decision on the matter in early 2017 allows time for a potential appeal to the Ontario Municipal Board and implementation of a new ward structure for the 2018 municipal elections.

## ACKNOWLEDGEMENTS

The Vaughan Ward Boundary Review (Vaughan WBR) began in April 2016 and will end with the presentation of this Final Report to Vaughan City Council in January 2017. The Vaughan WBR Team expresses its appreciation to the individuals and organizations who participated in and provided input to this project. This includes: Members of Council, School Board representatives, residents' associations and members of the public. All of your contributions have helped make our Recommended Ward Alignment for the City of Vaughan possible. Thank you.

Thanks also to Vaughan City staff who provided advice and logistical support.

The Vaughan WBR Team is a partnership among: Beate Bowron Etcetera: Beate Bowron FCIP, RPP; Canadian Urban Institute: Ariana Cancelli, Lisa Cavicchia, Shannon Clark, Jonathan Critchley; Hemson Consulting: Russell Mathew; and The Davidson Group: Gary Davidson FCIP, RPP.



# APPENDICES



## Final Report

# RECOMMENDED WARD ALIGNMENT

DECEMBER 2016



## APPENDIX B – ROUND 2 SURVEY

### About This Survey

This survey asks you to provide feedback on the Preferred Ward Alignment and make suggestions for improving it. The Preferred Ward Alignment is the outcome of the input received from the public and Members of Council on three options for restructuring Vaughan’s wards in June 2016. The results of this survey will inform a recommended new ward alignment, which the Vaughan Ward Boundary Review (Vaughan WBR) Team will put forward in a Final Report to Council in January 2017.

### Background

The City of Vaughan is growing at a rapid rate and Vaughan’s current ward alignment has not kept pace with this growth. The Vaughan WBR will recommend a new ward alignment in order to achieve an equitable representation across the city for the municipal elections in 2018, 2022 and 2026. An independent team of consultants is carrying out the Review.

The Review’s first round of consultation was conducted in June 2016 and included a survey, 4 public meetings and interviews with Members of Council and the School Boards. Three options for a new ward alignment were put forward for comment. The input received on the three options demonstrated that the public and Members of Council clearly and consistently preferred Option 1: Maintain Current Number of Wards. Suggestions for changing some of the boundaries of Option 1 in order to retain communities of interest were also collected and incorporated, where possible. The Preferred Ward Alignment is therefore a revised Option 1.

More information about the Vaughan Ward Boundary Review can be found at:  
[www.vaughan.ca/wardboundaryreview](http://www.vaughan.ca/wardboundaryreview)

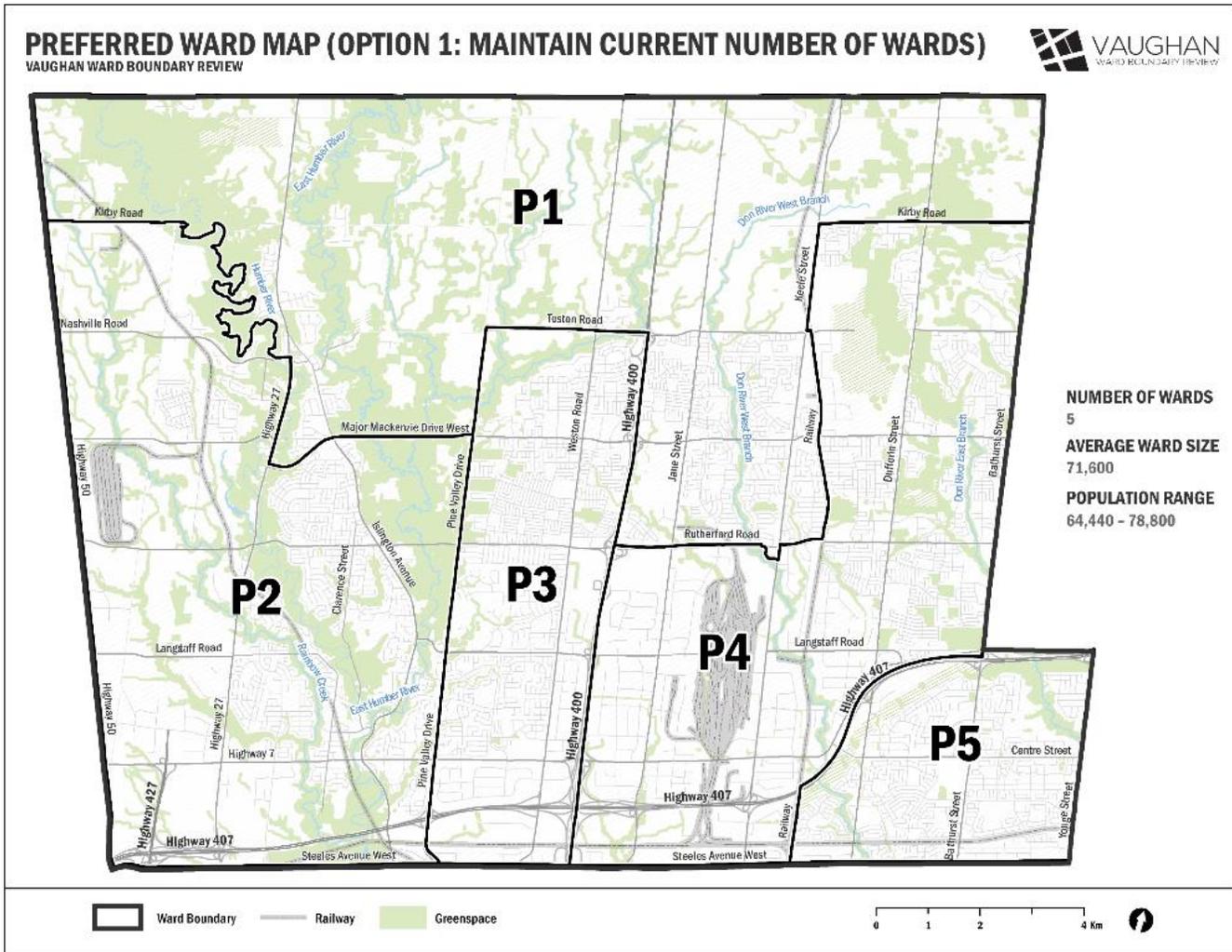
### About the Preferred Ward Alignment

The Preferred Ward Alignment has 5 wards and an average ward population of 71,000. It achieves excellent voter parity until the year 2026 (i.e. the wards are very similar in terms of population numbers). The following table outlines the projected population of each ward until the year 2026 and the map shows the associated ward boundaries.

**Table: Preferred Ward Alignment – Forecast Population and Variance**

YEAR	2018		2022		2026	
WARDS	POPULATION	VARIANCE	POPULATION	VARIANCE	POPULATION	VARIANCE
<b>P1</b>	62,200	-7%	69,500	-3%	78,900	3%
<b>P2</b>	66,000	-2%	71,600	0%	76,200	-1%
<b>P3</b>	69,800	4%	73,000	2%	75,800	-1%
<b>P4</b>	64,900	-3%	70,900	-1%	78,400	2%
<b>P5</b>	72,600	8%	73,000	2%	74,100	-3%

Map of Preferred Ward Alignment (Click [here](#) for a larger map)



## Survey Questions

**1. Fill in the name of your Councillor OR number of your ward.**

Not sure which ward you are in? Check the [City of Vaughan Ward and Councillor Area Map](#).

- a) Your Councillor: \_\_\_\_\_
- b) Your ward: \_\_\_\_\_

**2. Looking at the Preferred Ward Alignment, what, if anything, do you like about it? Do you have any concerns?**

**3. Do you have any suggestions for improving the Preferred Ward Alignment? If applicable, please note which ward your suggestion refers to (e.g. P1, P2, P3 etc.)**

**4. Would you like to receive project updates and information about public meetings?**

- Yes  No

If yes, please provide your email address:

### Options for Submitting Your Answers:

- 1. Online: Fill in your answers directly through the online survey: <http://fluidsurveys.com/s/vaughanwbr-optionssurvey>
- 2. Print this form and send it in:
  - a) By mail (To: Vaughan Ward Boundary Review, 30 St. Patrick Street, 5th Floor, Toronto, ON, M5T 3A3)
  - b) By email [info@vaughanwbr.ca](mailto:info@vaughanwbr.ca)

You can also fill out this survey at one of the 3 public meetings happening in September 2016:  
[www.vaughan.ca/projects/city\\_government/boundary\\_review/](http://www.vaughan.ca/projects/city_government/boundary_review/)

## APPENDIX C – PREFERRED WARD ALIGNMENT – FURTHER COMMENTS AND SUGGESTIONS FOR REFINEMENTS

Note: ‘P’ followed by a number refers to the relevant Ward in the Preferred Option. A number beside the suggested refinement indicates the number of times a comment was made.

WARD	SUGGESTED REFINEMENT	ACTION/COMMENT
P1/P2	<ul style="list-style-type: none"> <li>• Kleinburg – Nashville Conservation Plan is one area; should be in the same ward (5)</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; heritage area along Nashville Road cannot be moved on its own; moving a larger area would create imbalance between P1 and P2</li> </ul>
	<ul style="list-style-type: none"> <li>• Nashville and Kleinburg should be in one ward</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would create imbalance between P1 and P2</li> </ul>
	<ul style="list-style-type: none"> <li>• Keep the small cemetery on the east side of Huntington Road south of Nashville Road in Ward 1 (P1)</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; cannot be moved on its own</li> </ul>
	<ul style="list-style-type: none"> <li>• P1 will grow the most, but will be in line with the other wards</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• Ward 1 (P1) is too spread out</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• Kleinburg Village is east and west of Islington to P1 western boundary and north of Major Mackenzie Drive</li> </ul>	<ul style="list-style-type: none"> <li>• Comment; Kleinburg is all in P1</li> </ul>
	<ul style="list-style-type: none"> <li>• Old and new Kleinburg are north and south of Stegman’s Mill Road</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• It’s good to keep Kleinburg in P1 because it aligns with provincial and federal riding boundaries</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• Growth in P1 may not happen due to lack of infrastructure funds and revisions to Provincial Growth Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>

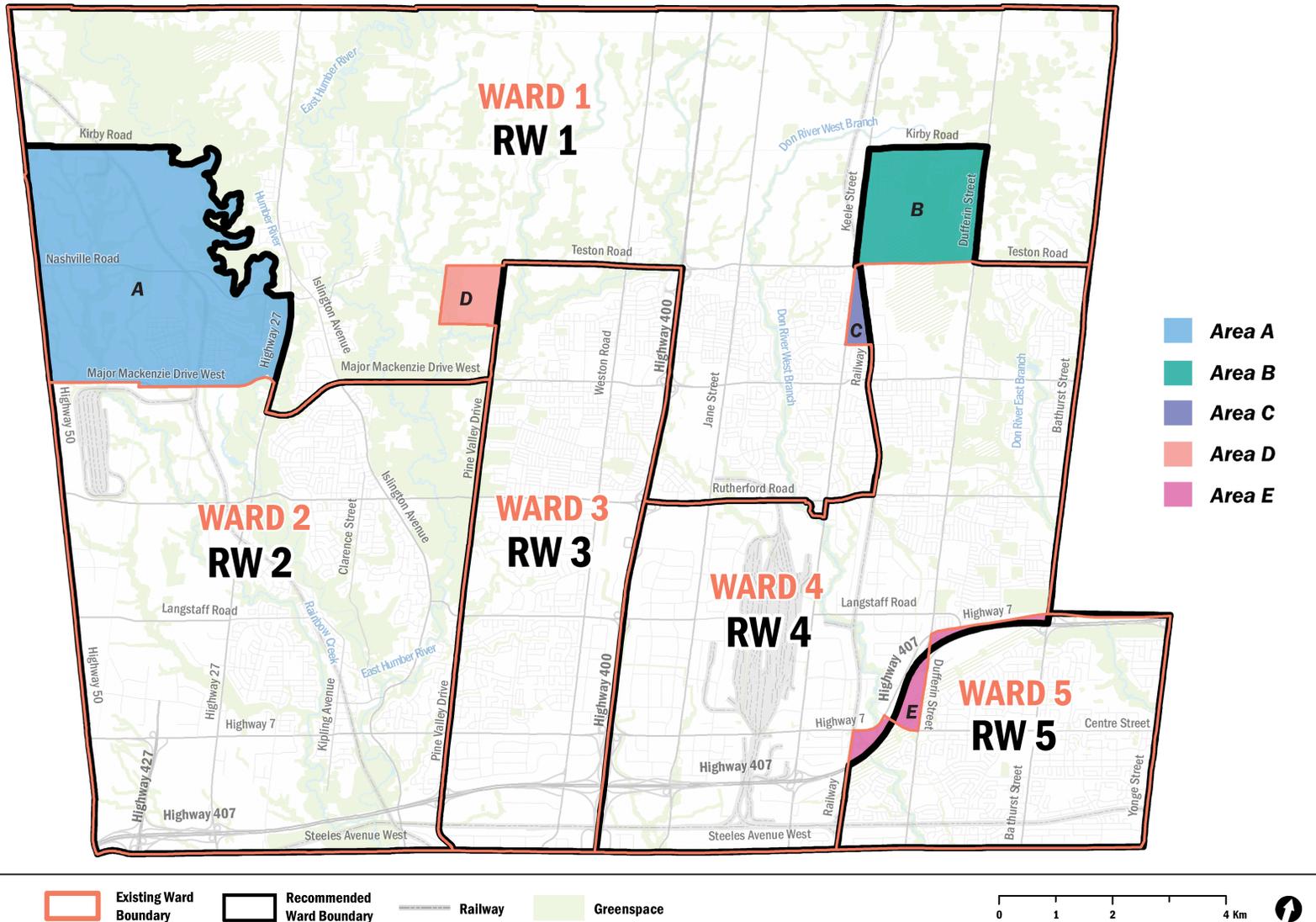
<ul style="list-style-type: none"> <li>• Loses Kleinburg West</li> </ul>	<ul style="list-style-type: none"> <li>• Comment; all of Kleinburg in P1; Nashville in P2</li> </ul>
<ul style="list-style-type: none"> <li>• Add area to P1: north of ravine; RR tracks; line south of Coldspring/creek; #27</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; Humber River is a natural boundary</li> </ul>
<ul style="list-style-type: none"> <li>• Humber River should be kept as is in P2</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
<ul style="list-style-type: none"> <li>• Add area to P2: Humber River; #27; ravine/Kirby Road</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; northern boundary of P2 not clear; Humber River is a good boundary</li> </ul>
<ul style="list-style-type: none"> <li>• I have concerns about the Ward 1 (P1) boundary changes</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
<ul style="list-style-type: none"> <li>• Nashville Road should be the boundary between P1 and P2</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; Nashville community on both sides of the road; now together in P2</li> </ul>
<ul style="list-style-type: none"> <li>• Extend boundary up Highway #27, north to King-Vaughan Road</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would split the rural area</li> </ul>
<ul style="list-style-type: none"> <li>• RR tracks would be a better boundary, but include area north of Major Mackenzie Drive east of RR tracks south of ravine in P2</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would create imbalance between P1 and P2</li> </ul>
<ul style="list-style-type: none"> <li>• Run P1/P2 boundary north along RR tracks from Major Mackenzie Drive to Kirby Road</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would create imbalance between P1 and P2</li> </ul>
<ul style="list-style-type: none"> <li>• Run P1/P2 boundary north along creek from Major Mackenzie Drive to Kirby Road</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would create imbalance between P1 and P2</li> </ul>
<ul style="list-style-type: none"> <li>• Like that the Nashville area and the area south to Major Mackenzie Drive West is in Ward 2 (P2) rather than in the present massive Ward 1</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
<ul style="list-style-type: none"> <li>• Nashville should not be in P2</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would make P1 too large</li> </ul>
<ul style="list-style-type: none"> <li>• Area between Major Mackenzie Drive and Nashville Road west of RR tracks is new and should remain separate</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would create imbalance between P1 and P2</li> </ul>

	<ul style="list-style-type: none"> <li>• Old Nashville is area south of Nashville Road/west of #27/north of Major Mackenzie Drive/north-east of ravine</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
<b>P1/P2/P4</b>	<ul style="list-style-type: none"> <li>• It's better to have 3 Councillors represent rural area</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
<b>P1/P3</b>	<ul style="list-style-type: none"> <li>• Pine Valley Drive between Major Mackenzie Drive and Teston Road is a good boundary</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
<b>P1/P4</b>	<ul style="list-style-type: none"> <li>• Extend north-south boundary up Keele Street to King-Vaughan Road</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would make reconfigured P1 too small</li> </ul>
	<ul style="list-style-type: none"> <li>• RR tracks south of Teston Road are a good boundary</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• Use RR tracks north of Teston Road to Kirby Road instead of Keele Street (if possible)</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; Keele Street is a good physical boundary; planned development on both sides of RR tracks</li> </ul>
	<ul style="list-style-type: none"> <li>• Issue around Teston Road, because Teston Road does not go through and RR tracks do not hit Keele</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• Area between Keele and Dufferin, Teston and Kirby, should be added back to Ward 1 (P1)</li> </ul>	<ul style="list-style-type: none"> <li>• Incorporated</li> </ul>
	<ul style="list-style-type: none"> <li>• Draw the line across Teston/Elgin Mills to Bathurst, so that north of Teston stays in P1. Putting the boundary at Kirby, moves us to P4. (4)</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would make reconfigured P4 too small</li> </ul>
	<ul style="list-style-type: none"> <li>• Mackenzie Ridge community should be together with Maple in P1 (Bathurst/Kirby Rd./Keele St./Teston Rd.) (2)</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; would make reconfigured P4 too small</li> </ul>
<b>P3</b>	<ul style="list-style-type: none"> <li>• P3 makes sense as the neighbourhoods contained in these wards are similar</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• Shift eastern boundary of P3 to Jane Street south of Rutherford Road</li> </ul>	<ul style="list-style-type: none"> <li>• Not incorporated; #400 is a strong physical boundary</li> </ul>

	<ul style="list-style-type: none"> <li>Concerned about increasing population since Councillors have so much to do already</li> </ul>	<ul style="list-style-type: none"> <li>Comment</li> </ul>
<b>P3/P5</b>	<ul style="list-style-type: none"> <li>Wards P3 and P5 seem disproportionately smaller compared to the other wards (4)</li> </ul>	<ul style="list-style-type: none"> <li>Comment; P3 and P5 populations are balanced</li> </ul>
<b>P4</b>	<ul style="list-style-type: none"> <li>Include Glen Shields as part of P4 (3)</li> </ul>	<ul style="list-style-type: none"> <li>Not incorporated; #407 is a strong physical boundary</li> </ul>
	<ul style="list-style-type: none"> <li>The line north of Rutherford should be moved to Keele St. from the rail line</li> </ul>	<ul style="list-style-type: none"> <li>Not incorporated; would create imbalance between P1 and P4</li> </ul>
	<ul style="list-style-type: none"> <li>The boundary at Keele St. &amp; Rutherford Rd. should be straight along Rutherford; that would place the 100+ homes south of Rutherford Rd. in P4 (2)</li> </ul>	<ul style="list-style-type: none"> <li>Not incorporated; residential area should be with the residential areas to the north</li> </ul>
	<ul style="list-style-type: none"> <li>Ward 4 (P4) seems unnatural in terms of community composition</li> </ul>	<ul style="list-style-type: none"> <li>Comment</li> </ul>
	<ul style="list-style-type: none"> <li>P4 should not include the Maplewood or Woodland Acres subdivisions which have always been in P1 and are more rural than densely populated</li> </ul>	<ul style="list-style-type: none"> <li>Incorporated</li> </ul>
<b>P4/P5</b>	<ul style="list-style-type: none"> <li>Area bordered by Dufferin, HWY7, Major Mac and Bathurst should go into P5</li> </ul>	<ul style="list-style-type: none"> <li>Not incorporated; would make P4 far too small</li> </ul>
	<ul style="list-style-type: none"> <li>Add population to P4</li> </ul>	<ul style="list-style-type: none"> <li>Not incorporated; not needed; P4 is within voter parity range</li> </ul>
	<ul style="list-style-type: none"> <li>Glen Shields community is divided; P5 should end at Dufferin; everything west side of Dufferin should be in P4 (3)</li> </ul>	<ul style="list-style-type: none"> <li>Not incorporated; would make P5 too small</li> </ul>
	<ul style="list-style-type: none"> <li>Ward 5 (P5) should be part of Ward 4 (P4) for historical and cultural reasons</li> </ul>	<ul style="list-style-type: none"> <li>Comment; Preferred Option has 5 wards</li> </ul>
<b>P5</b>	<ul style="list-style-type: none"> <li>For the next 10 years Ward 5 (P5) will have under-representation and citizen's voice will count less than other</li> </ul>	<ul style="list-style-type: none"> <li>Comment; P5 is within voter parity range</li> </ul>

	wards with smaller populations; this has been the case for the last 18 years I have lived in this ward	
	<ul style="list-style-type: none"> <li>• Concerned about the position of Ward 5 (P5) with respect to the other wards</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• P5 is fine as is</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>
	<ul style="list-style-type: none"> <li>• P5's projected population is too low</li> </ul>	<ul style="list-style-type: none"> <li>• Comment</li> </ul>

## APPENDIX D – MAP OF WHERE THE CHANGES ARE WHERE THE CHANGES ARE



## APPENDIX E – MAP OF RECOMMENDED WARD ALIGNMENT

### RECOMMENDED WARD ALIGNMENT

