

VAUGHAN
WARD BOUNDARY REVIEW

OPTIONS REPORT

JUNE 2016

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1.0 EXECUTIVE SUMMARY

In April 2016, the City of Vaughan engaged an independent consultant team to carry out a comprehensive ward boundary review. This is in line with a Council approved direction, and the review is to be completed in early 2017 for implementation in the 2018 municipal election. The consultant team is a partnership among the Canadian Urban Institute, Beate Bowron Etcetera, The Davidson Group and Hemson Consulting.

The Vaughan Ward Boundary Review (Vaughan WBR) is timely, since the populations across Vaughan's 5 wards vary considerably. Based on the 2011 Census they range from 45,800¹ (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%. 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 (OMB). A map of Vaughan's existing wards is attached as **APPENDIX A**.

The Vaughan WBR is tasked with bringing forward a number of options for a re-aligned ward structure for Vaughan. To develop these options, this Options Report uses population projections supplied by York Region, establishes a 'target year of 2022', aims for a +/- 10% in voter parity and ensures that all options result in a ward structure that can last the City of Vaughan for the 2018, 2022 and 2026 municipal elections. All of the options must meet the test of *effective representation*.

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, size and shape of wards and population growth within wards. While all of these factors have to be examined, they are not all equal. Some need to be given more prominence than others in determining options for new ward configurations. For example, voter parity, often referred to as 'rep-by-pop' (representation by population), is pivotal and is a key determinant of *effective representation*. Respect for communities of interest is another major element of ward boundary reviews, as is the use of coherent, recognizable boundaries for wards.

This Options Report presents three options for re-aligning Vaughan's wards for public discussion. All of the options meet the test of *effective representation*. Maps of the options are included in the body of this report and at a larger scale in **APPENDIX B**.

Option 1: Maintain Current Number of Wards, is based on retaining the existing number of wards at 5. Since Vaughan's population is growing, this increases the average ward population to 71,600 by 2022. **Option 2: Maintain Current Average Ward Population**, accommodates Vaughan's growth and results in 6 wards with an average ward population of 62,800. **Option 3: Four Wards**, has 4 wards with an average ward population of 89,500. This option is based on the OMB's recognition of the role Local & Regional Councillors play

¹ All projected numbers in this report have been rounded to the nearest 100.

at the ward level by sharing the workload of local Ward Councillors. The Region of York is currently considering increasing the number of Regional Councillors in Vaughan from 3 to 4.

The report also discusses other options that have not been pursued, such as a small ward option and an option attempting to align Vaughan’s ward boundaries with those of the 2015 federal ridings.

Summary of Options

OPTION	AVG. WARD POPULATION	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

The release of this Options Report will be followed by the Vaughan WBR’s first round of public involvement in June 2016. Members of Council, other stakeholders and the public will be asked to rank the three options in order of preference and suggest refinements to all of the options. A discussion guide and an online survey will be posted on the Vaughan WBR page of the City of Vaughan website from June 6 – June 30. Members of the public will also be able to fill out this survey during three public meetings on June 22, 23 and 25, 2016.

Individual interviews with Members of Council and other stakeholders will be conducted during the same time period. Among the stakeholder groups, feedback on the options from the York Region District School Board and the York Catholic District School Board is especially important, since these School Boards are required to align their Distribution Areas with those of their constituent municipalities.

Following Round One of the Vaughan WBR public consultation the project will report back on one “Preferred Option”, including suggested boundary refinements, in September 2016. This report will be the subject of another round of public consultation. The final report on the Vaughan WBR is expected by January 2017.

2.0 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 Board 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 election 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 election, Vaughan Council decided to conduct "a broad-based ward boundary review sufficiently in advance of the 2018 municipal election, 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"². 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 election. The consultant team is a partnership among the Canadian Urban Institute, Beate Bowron Etcetera, The Davidson Group and Hemson Consulting.

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 45,800³ (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%. 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.

This Options Report presents a number of options for re-aligning Vaughan's wards for public discussion. Following this **Introduction**, **Section 3** discusses the concept of *effective representation* and its components. **Section 4** describes the project's approach to population projections for Vaughan, acceptable variances in voter parity and the number of municipal elections any new ward configuration should last. **Section 5** examines what will happen to the populations of Vaughan's existing 5 wards, if the current ward boundaries are maintained. **Section 6** presents 3 options for re-aligning the City's wards and **Section 7** outlines the next steps of the project. **APPENDIX A** contains a map of Vaughan's existing wards and **APPENDIX B** has larger scale maps of the 3 options.

² City of Vaughan, Extract from Council Meeting Minutes of April 23, 2013, p. 2.

³ All projected numbers in this report have been rounded to the nearest 100.

3.0 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*.

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, size and shape of wards and population growth within wards. While all of these factors have to be examined, they are not all equal. Some need to be given more prominence than others in determining options for new ward configurations. For example, voter parity, often referred to as ‘rep-by-pop’ (representation by population), is pivotal and is a key determinant of *effective representation*. Respect for communities of interest is another major element of ward boundary reviews, as is the use of coherent, recognizable boundaries for wards.

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’ (the Carter case). Besides just voting, the right to vote asserts that one person’s vote must be similar in weight to any other person’s vote. Voting weights do not need to be identical but they must be ‘similar’, within a reasonable range. Because of this definition, the notion of ‘relative voter parity’ is sometimes used in discussions of ward boundary reviews. The Vaughan WBR uses the term ‘voter parity’ only.

Voter Parity

Voter parity speaks to the similarity between a ward’s population and the average ward population of all municipal wards. 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, 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.

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

Natural/Physical Boundaries

This criterion is straightforward. Major infrastructure such as expressways, railways and arterial roads create barriers and are used as physical ward boundaries. Highway 400 is a ward boundary throughout much of the City of Vaughan and major arterial roads, such as Major Mackenzie Drive or Teston Road, 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. Because of their location and irregular shape, they may not be suitable ward boundaries. Ward boundaries need to 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 Concord, 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 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 Councillors' constituency role as the second function. This constituency role speaks to a Councillor's responsibility to represent the interests of a ward's residents to the city government and its administrative structure. This second 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 as an available resource at the ward level.

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 extensive employment areas and/or more open space with low population densities.

Population Growth

Any changes that Vaughan City Council makes to the current ward alignment will be used for the 2018 municipal election. However, the wards created should work for future elections also. By examining how Vaughan's population is growing, the Vaughan WBR can look ahead to the next three elections in 2018, 2022, and 2026.

A ward that will grow dramatically over the next decade can start out smaller, if it will achieve an acceptable voter parity range by the municipal election of 2022 or 2026. 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 2022 or 2026, as general ward averages increase with overall population growth.

4.0 APPROACH TO THE VAUGHAN WBR

In developing options for a re-aligned ward structure for Vaughan, this Options Report uses population projections, discusses acceptable variances in voter parity and determines the number of municipal elections the new structure should last. These factors provide the base for ensuring that any option meets the test of *effective representation*.

4.1 Population Projections for Vaughan

To develop options for a re-aligned ward structure and determine current and future ward populations, small area data is required. The Vaughan WBR uses Traffic Zone (TZ) projections developed by York Region, which meet the policies of the provincial Growth Plan. There are 144 traffic zones in Vaughan that provide a very fine data grid for determining potential populations for various ward options.

The Region of York has prepared population forecasts by traffic zone, using 2011 Census base information and updated regularly to account for development activity and planning applications. The forecasts are prepared by Census year (2016, 2021, 2026, 2031). The Review interpolates the forecasts to determine TZ population estimates for the election years 2018, 2022, 2026 and 2030.

4.2 Voter Parity Variances

Voter parity is determined by comparing the total individual ward populations to the average ward population size. The variance is then expressed as a percentage either above or below the average population. This is done in relation to a specific year, termed the 'target year'.

The percentage of variance that can be allowed and still be deemed to achieve appropriate voter parity varies based on the municipality. It is best for the variance to be as small as possible. Occasionally, a variance of plus or minus 25% has been used in reviews of wards and of federal or provincial ridings. However, when this 25% variance has been employed, for example in the Carter case and the Ottawa Ward Boundary Review, the reviews had to deal with large agricultural and remote rural communities. Only with these types of rural communities can larger variances in voter parity be accepted.

The City of Vaughan does not have a rural remote or extensive rural community, rather it is a fast growing urban area⁴. A much smaller variance in voter parity is required for the Vaughan WBR and it can be achieved.

In developing options for a new ward structure for Vaughan, a 10% variance in voter parity is considered an appropriate value to aim for. Variances up to 15% can be accepted in order not to divide communities of interest or to achieve coherent ward boundaries. Variances above 15% are generally not acceptable, unless there are very compelling reasons.

⁴ The 2013 OMB decision makes this point.

The Vaughan WBR assessment of voter parity uses a number of variance ranges for the development of the options for re-aligning Vaughan's ward boundaries:

- Range 1 - +/- 10%
- Range 2 - 10% - 15% above
- Range 3 – above 15%
- Range 4 – 10% - 15% below
- Range 5 – below 15%

These 5 variance ranges are used to assess both the level of voter parity for the status quo and the 3 options.

4.3 Number of Elections

Vaughan has been involved in ward boundary discussions and OMB hearings for some time. The Vaughan WBR's goal is to create a stable ward boundary configuration for at least two and hopefully more municipal elections. To achieve this requires a decision regarding the number of elections during which a new ward structure will be used.

Any new ward structure will be used first in the next municipal election of 2018. Subsequent elections will be in 2022 and 2026. The options proposed in this report consider projected populations through to the 2030 election. However, given the project's terms of reference requirement that any new ward structure "should last for two elections and possibly more", the municipal election of 2022 becomes the 'target year' for designing the options for re-aligning Vaughan's ward boundaries.

This means that voter parity is assessed for the year 2022 to accommodate Vaughan's projected growth and the other components of *effective representation*. If *effective representation* is achieved in 2022, any re-aligned ward structure will be appropriate for the 2018 election. Also, if the ward structure is appropriate for 2022, it will probably work for the 2026 election. The year 2030 is included only to determine if a new ward boundary review will be required between 2026 and 2030.

Population growth becomes a major determinant in developing ward boundaries that can last for several elections. Without considering future growth trends and patterns a fast growing municipality like Vaughan would have to go through the disruptive process of revising its ward structure continually.

5.0 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 for the 2018 election.

While this Review delivers on Vaughan’s commitment, it does not necessarily follow that the current ward structure is not appropriate and needs to be changed. 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 upcoming 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
Totals	313,900	335,600	358,100	383,400	419,100
AVERAGE WARD POPULATION	62,800	67,100	71,600	76,700	83,800

Table 1 establishes the projected ward populations and notes the increasing average ward population size, as Vaughan grows by approximately 105,000 between the elections of 2014 and 2030. Within the Review’s study period, 2014 to 2026, Vaughan’s population growth is approximately 69,500.

For each of the election periods between 2014 to 2026 general population growth is in the low to mid 20,000 range, with a slight increase between each election. However, between 2026 and 2030 this increase jumps to approximately 35,000. This indicates that, while 2030 provides some perspective, Vaughan’s growth rate increases significantly after 2026. This data supports the Review’s use of three future elections and a study period between 2014 and 2026.

Overall population figures set the context for average ward size. Voter parity, on the other hand, examines variations around the average ward size to assess this component of *effective representation*.

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

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%
AVERAGE WARD SIZE	62,800	67,100	71,600	76,700	83,800

The variances around average ward size indicate a mixed trend for the five wards. Wards 1 and 2 continually diverge from the average and by 2026 are 25% above and 16% below the average ward population size respectively. This divergence worsens after 2026. Wards 4 and 5 start out 17% below and 14% above average respectively. However, by 2026 both are below average but within the 10% variance range. Ward 3 stays very close to average throughout the entire period.

Looking at the 2022 election target year, Wards 1 and 2 are outside the preferred 10% variance range and this situation worsens in 2026. In 2022 Ward 4 is outside the 10% range but is within it by 2026. In 2022 Wards 3 and 5 are well within the 10% range.

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

In 2018 the three variances could be considered minor and just over the 10% threshold. However, they worsen for 2022 and 2026 and by 2026 there is a divergence of 41% between the largest ward, Ward 1 at +25%, and the smallest ward, Ward 2 at -16%.

Past 2018 the existing ward structure is growing more and more out of balance. If a stable period of three elections without ward boundary reviews is desired, then a re-aligned ward boundary structure should be implemented for the 2018 election and be designed to last at least to the 2026 election.

6.0 THREE OPTIONS FOR RE-ALIGNING VAUGHAN'S WARDS

This section of the Options Report presents 3 options for consideration. All of the options deliver *effective representation* over three election cycles – 2018, 2022 and 2026 - and attempt to balance the various components of *effective representation*. This balance varies amongst the options and the analysis of each option discusses its strengths and weaknesses within the context of *effective representation*. Table 3, Summary of Options, outlines some of the basic parameters of each option.

Table 3: Summary of Options

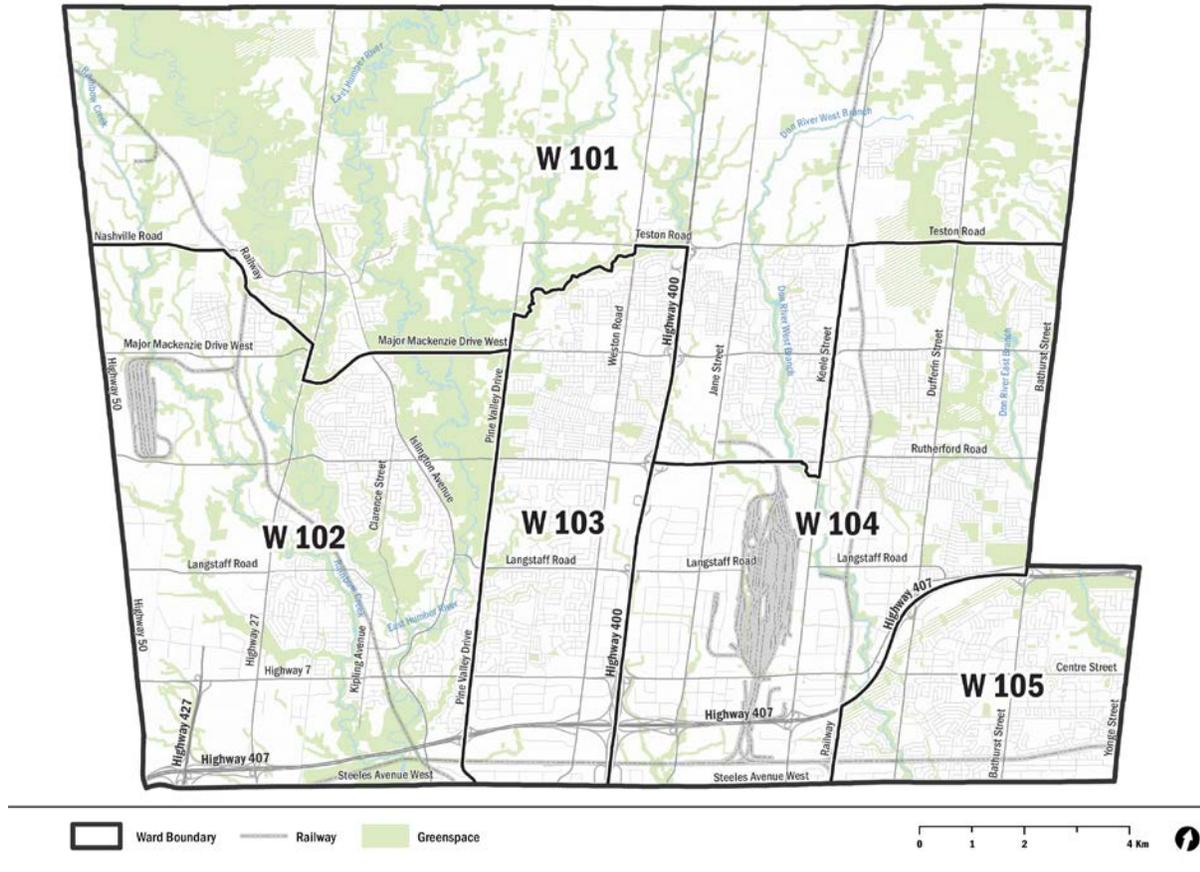
OPTION	AVERAGE WARD POPULATION	POPULATION RANGE (+/- 10%)	# OF WARDS
1: Maintain Current Number of Wards	71,600	64,440 – 78,800	5
2: Maintain Current Average Ward Population	62,800	56,500 – 69,000	6
3: Four Wards	89,500	80,500 – 98,500	4

Each option is described on the ward maps and in the tables as follows: the first number refers to the option number and the next 2 numbers to the ward number. For example, W101 represents Ward 1 in Option 1; W302 represents Ward 2 in Option 3. The population figures are projections for the year and the variance figures are based on the average ward population size.

6.1 Option 1: Maintain Current Number of Wards

This option retains the same number of wards and local Ward Councillors at 5. The average ward size 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 (below) shows **Option 1: Maintain Current Number of Wards.**



The ward populations and variances from the average for each of the five 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%

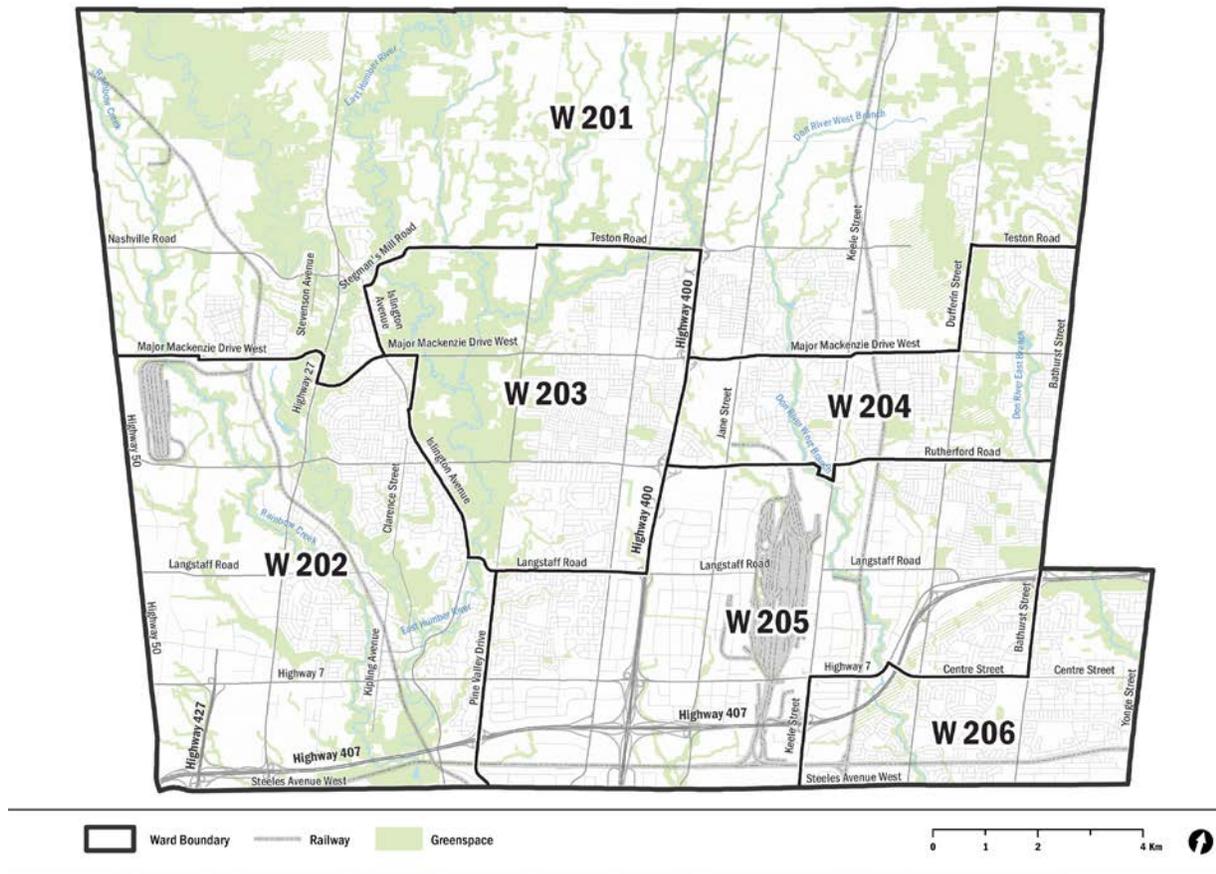
For the target year 2022 the variance around the average ward population (71,600) ranges from -3% to +2%. This represents excellent voter parity and allows room for minor boundary adjustments that may be suggested during the public consultation process. By 2026 the variance for Ward W101 has risen to +11%, which is still an acceptable variance to maintain *effective representation*.

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 election.

6.2 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: Maintain Current Average Ward Population**.



The ward populations and variances from the average for each of the six 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 and allows room for some minor boundary adjustments that may be suggested during the public consultation process.

However, by 2026 W201 has risen to 12% above average. This is acceptable from a voter parity perspective, but starting to get a little on the high side. 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 election.

6.3 Option 3: Four Wards

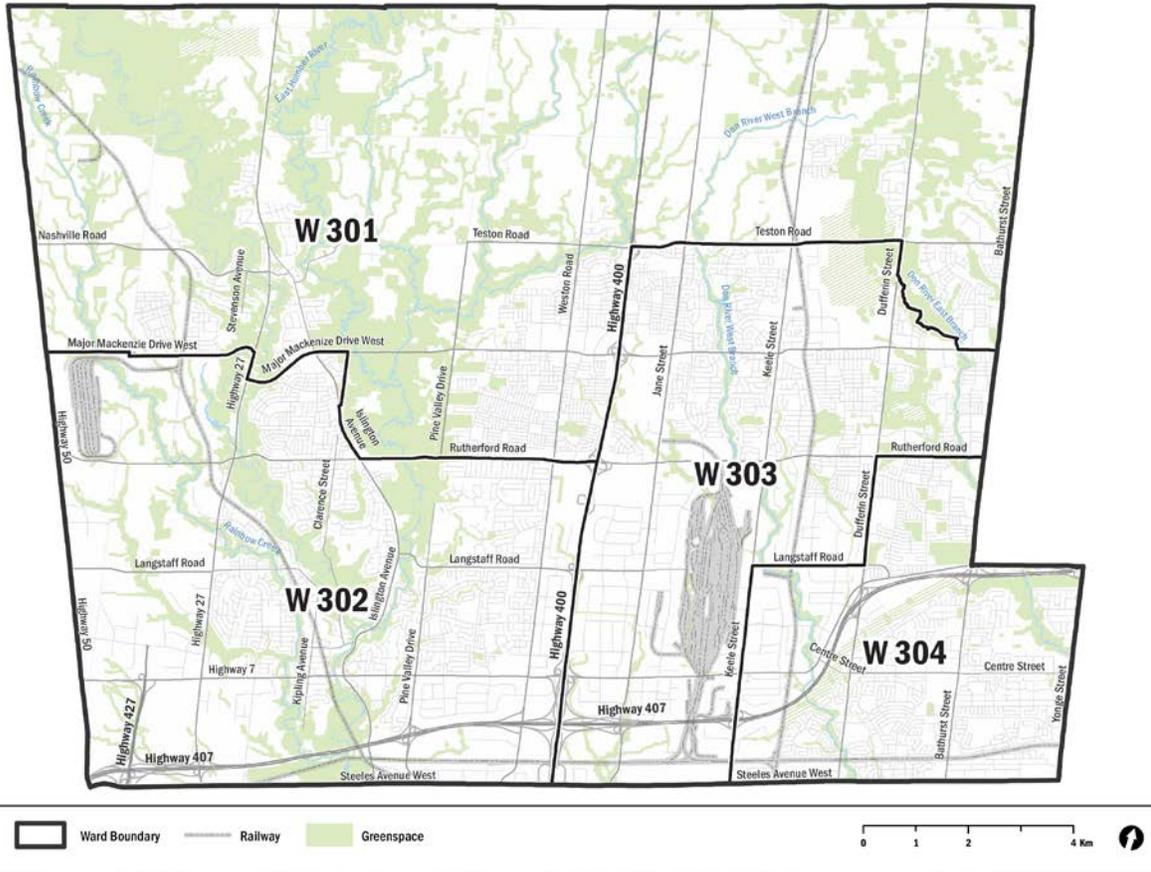
As a municipality within a two-tier government system, Vaughan has both Ward Councillors and Local & Regional Councillors. At present Vaughan has 3 Local & Regional Councillors. The Region of York is currently undertaking a governance review, which may result in an additional Local & Regional Councillor for Vaughan. 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 decision⁵ 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 and Regional Councillors, whether 3 or 4, are taken into consideration, the City’s ‘capacity to represent’ is improved.

Operationally, this may have many challenges, but from the perspective of *effective representation* the existence of Local & Regional Councillors is important. Option 3 takes this factor into consideration.

⁵ OMB decision MM130047, paragraph 18.

Map 3 (below) shows **Option 3: Four Wards**



The ward populations and variances from the average for each of the four 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 and allows room for some minor boundary adjustments that may be suggested during the public consultation process. 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 election.

6.4 The Three Options and Effective Representation

All three options achieve *effective representation*, although the balance of the components of *effective representation* vary somewhat.

Voter Parity

Voter parity is a key component. All the options achieve voter parity for the three elections, although some are slightly better. All five wards in Option 1 are well within the 10% variance range for the 2018 and 2022 elections. For the 2026 election ward W101 has risen to 11%, which is quite acceptable. All six wards in Option 2 are within the 10% variance range for 2018 and 2022, but one Ward (W201) is slightly above 10% in 2026. In Option 3 one Ward (W301) is 14% below average in 2018, but all four wards are within 10% in 2022 and 2026.

Natural/Physical Boundaries

Clear, recognizable boundaries, both natural and physical, are another major component of *effective representation*. All three options use readily identifiable roads, railways or natural features. For the most part these ward boundaries are major expressways or arterial roads. However, along the southern boundary of W101, W201 and W301 respectively, a combination of natural features and roads are used as boundaries.

Geographic Communities of Interest

Communities of interest are a third major component of *effective representation*. All three options respect community of interest boundaries quite well. The historic villages of Kleinburg, Woodbridge and Concord as well as the new communities of Vellore and Carville and the Vaughan Metropolitan Centre remain together in all three options.

Options 1 and 3 keep the Thornhill community intact, but Option 2 divides it along Centre Street and Bathurst Street in order to improve voter parity. Keele Street as a ward boundary in Option 1 and Major Mackenzie Drive as a ward boundary in Option 2 affect the community of Maple. The Vaughan WBR team anticipates collecting further information on additional communities of interest and neighbourhoods during the Round One public consultation process.

Capacity to Represent

‘Capacity to represent’ is a complex criterion. It is usually determined by the average population size of the ward. The assumption is that as a ward’s population increases it is harder to represent. Larger wards have more activities and demand more time from the Ward Councillor. Vaughan currently has three Local & Regional Councillors and these Councillors help to augment the capacity to represent.

Option 2 specifically takes into account ‘capacity to represent’ by maintaining the current ward population size, thereby adding a ward. Option 3 tries to recognize the constituency role of Local & Regional Councillors, although some formal protocols would need to be established on how these Councillors interact with the Ward Councillors in the local wards.

Geographic Size & Shape of the Ward

Geographic size and shape of a ward is not a major determinant of ward boundaries in Vaughan. Only in the northern part of the city, where the Greenbelt and Oak Ridges Moraine are located,

does the geographic ward size become significantly larger and the boundaries follow natural features. In the southern portion of the city physical boundaries determine ward shape and size.

Population Growth

Population growth is considered in all options. Using population projections allows for a ward structure to last for multiple elections. Population growth is also employed to determine voter parity. All the options consider population growth and use the target year of 2022 to calculate voter parity.

6.5 Other Options Considered

In addition to the three options above, other possible approaches for re-aligning Vaughan's ward structure were explored, but not pursued.

A small ward option using an average ward population of 50,000 was investigated. Such an option would require 7 wards. The main reason for a small ward option would be to improve the 'capacity to represent' component of *effective representation*. Option 2 with six wards preserves the current level of representation. Also, the role of the Local & Regional Councillors had to be factored in. On balance, it was concluded that a small ward option, resulting in 7 wards, should not be pursued.

Also investigated was a potential alignment of Vaughan's wards with the boundaries of the new federal ridings. Some people feel that aligning federal and provincial ridings with municipal wards helps local residents better understand the political structure.

As of the last federal riding boundary re-adjustment for the 2015 election, Vaughan contains 2.5 federal ridings. These are, with the 2011 Census populations in brackets, Vaughan-Woodbridge (105,450) and Thornhill (110,422). A third riding, King-Vaughan, is only partly in the city. Its population inside Vaughan, based on the 2011 Census, is 72,429.

Splitting the two ridings inside Vaughan in half and using the Vaughan portion of the King-Vaughan riding would result in 5 wards. However, they would range in population from approximately 52,700 to 72,500. Also, the Vaughan portion of King-Vaughan is in the fast growing northern portion of the city. Voter parity is not being achieved currently under such a five-ward scenario and would become much worse for the three future election years. An option based on using the boundaries of the federal ridings was not pursued because of issues with voter parity.

In municipalities with large rural areas a "rural community of interest" is sometimes considered in ward boundary reviews. This allows for political representation of the agricultural community.

The northern portion of Vaughan is currently rural. However, it is not primarily an area of production agriculture. In fact, the OMB referred to Vaughan's rural area as a relic rural community⁶. Both court and OMB decisions have only allowed wider voter parity variances when a strong agricultural community or remote rural areas have to be represented. This is not the case in Vaughan and, therefore, an option with a separate rural ward was not pursued.

⁶ See paragraph 37 of previously referenced decision.

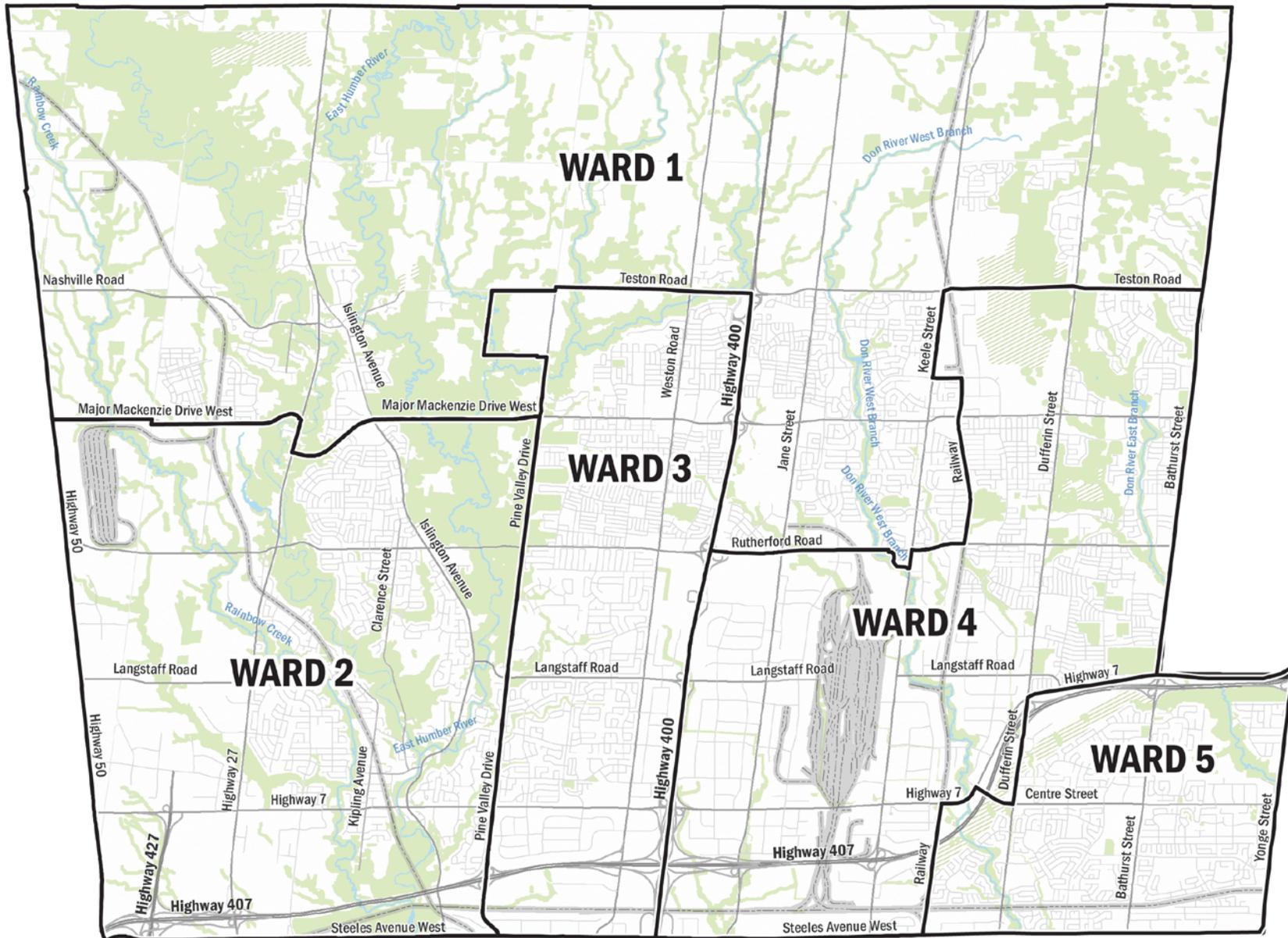
7.0 NEXT STEPS

The release of this Options Report will be followed by the Vaughan WBR's first round of public involvement in June 2016. Members of Council, other stakeholders and the public will be asked to rank the three options in order of preference and suggest refinements to all of the options. A discussion guide and an online survey will be posted on the Vaughan WBR page of the City of Vaughan website from June 6 – June 30. Members of the public will also be able to fill out this survey during three public meetings on June 22, 23 and 25.

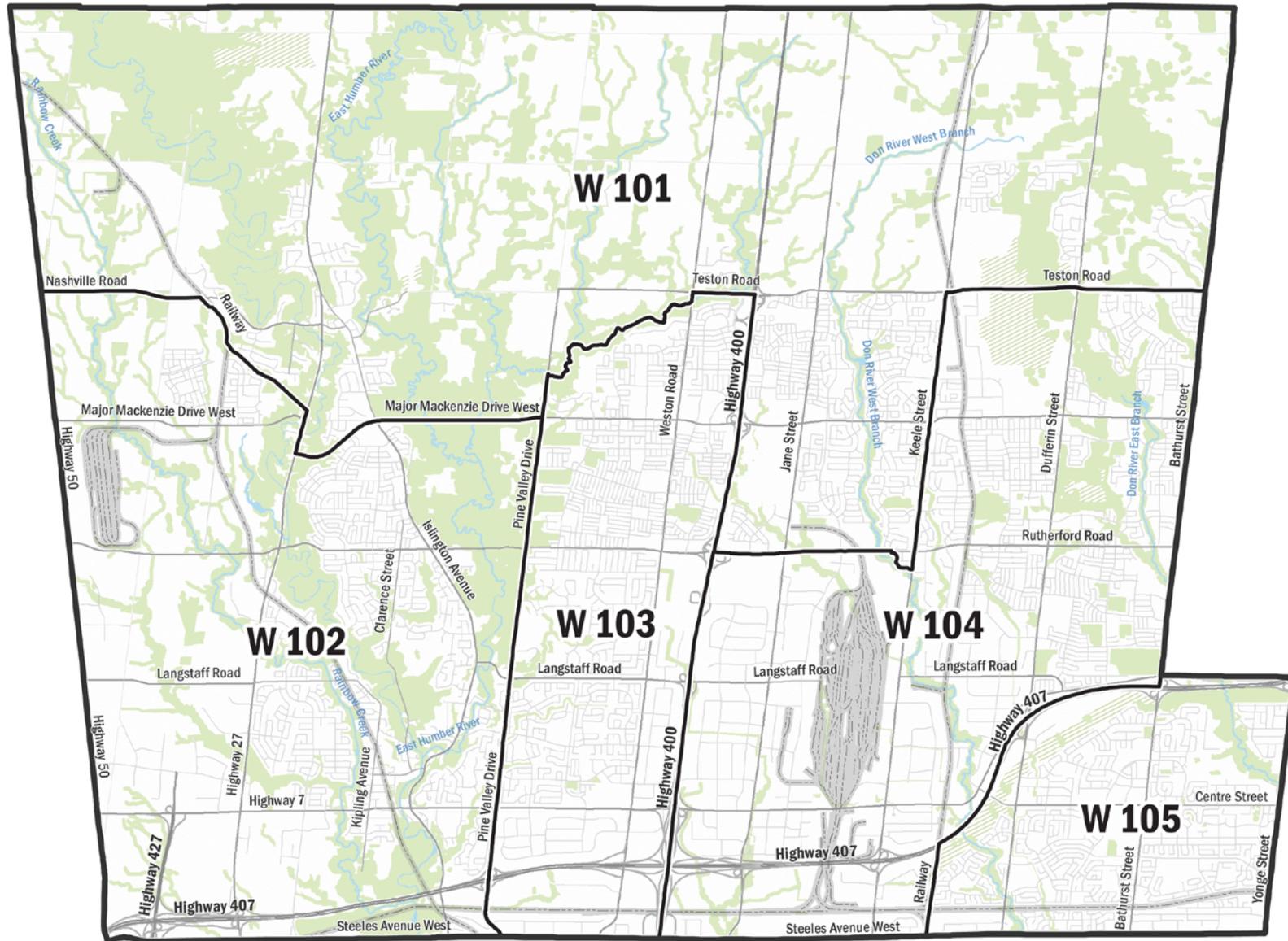
Individual interviews with Members of Council and other stakeholders will be conducted during the same time period. Among the stakeholder groups, feedback on the options from the York Region District School Board and the York Catholic District School Board is especially important, since these School Boards are required to align their Distribution Areas with those of their constituent municipalities.

Following Round One of the Vaughan WBR public consultation the project will report back on one "Preferred Option", including suggested boundary refinements, in September 2016. This report will be the subject of another round of public consultation. The final report on the Vaughan WBR is expected by January 2017.

APPENDIX A City of Vaughan Existing Wards



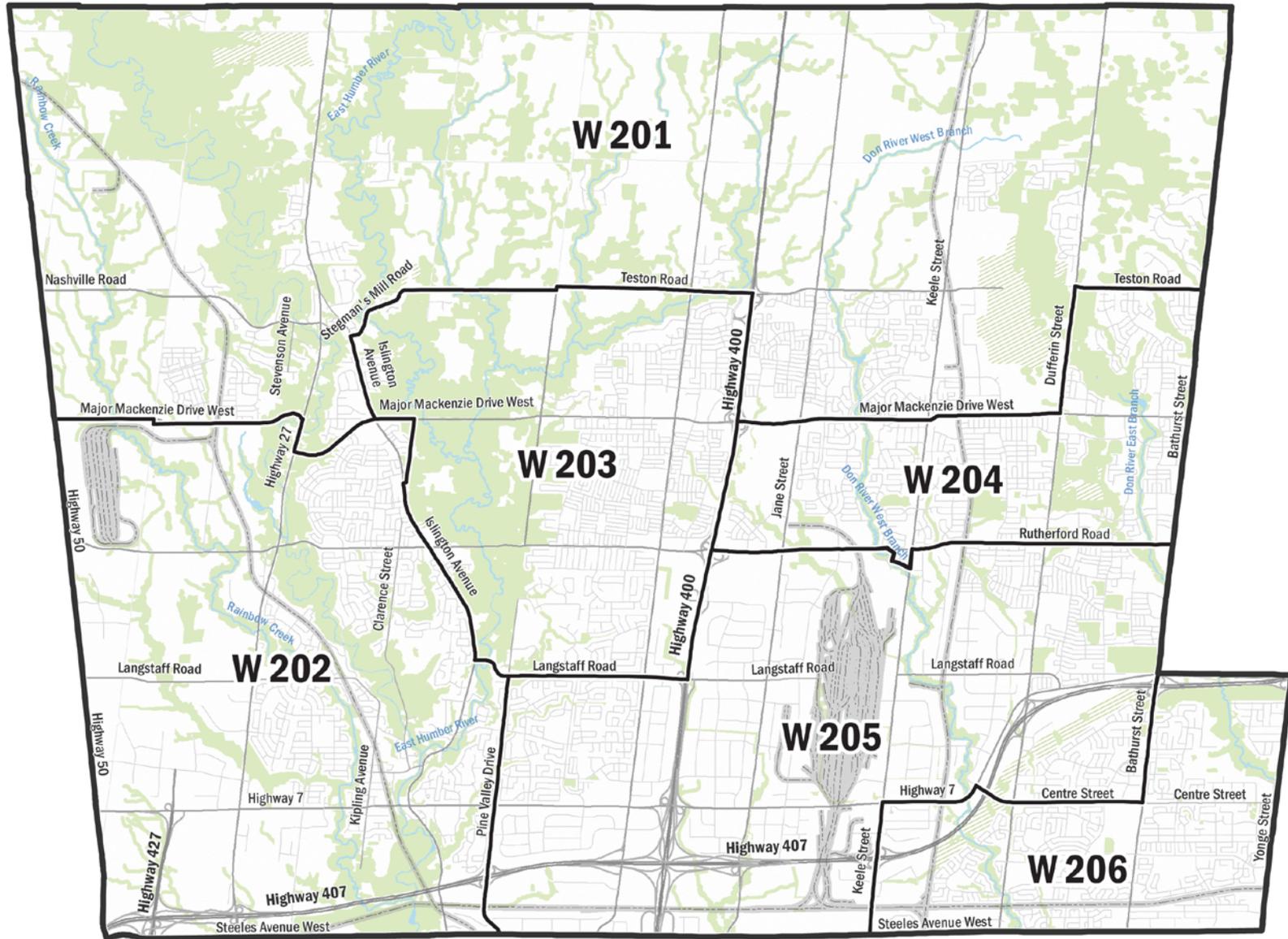
APPENDIX B Maps of 3 Options – Option 1: Maintain Current Number of Wards



 Ward Boundary
  Railway
  Greenspace

0 1 2 4 Km 

APPENDIX B Maps of 3 Options – Option 2: Maintain Current Average Ward Population

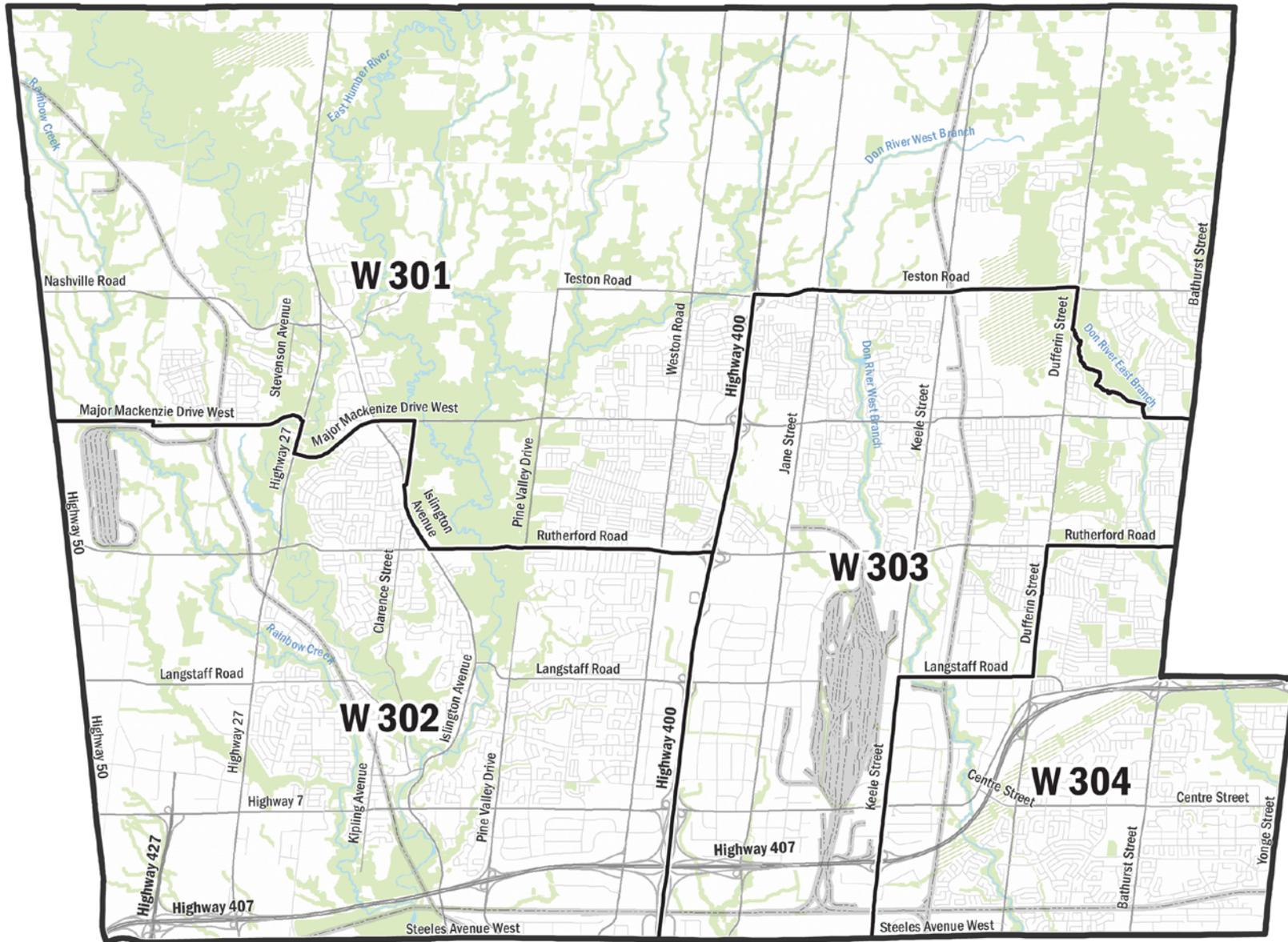


 Ward Boundary
  Railway
  Greenspace

0 1 2 4 Km



APPENDIX B Maps of 3 Options – Option 3: Four Wards



 Ward Boundary
  Railway
  Greenspace

0 1 2 4 Km

