FINAL REPORT

NEW WARDS FOR TORONTO

TORONTO WARD BOUNDARY REVIEW

MAY 2016

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TORONTO WARD BOUNDARY REVIEW

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TORONTO WARD BOUNDARY REVIEW

DRAW THE LINES

A ward boundary review seeks to achieve <u>effective representation</u> throughout the municipality. Factors such as the number of people in each ward, geographic communities of interest, future growth, coherent boundaries, the capacity of councillors to represent their constituents and ward history need to be balanced. Any new ward structure can be implemented in the next municipal election.

This report presents a recommendation for new wards for Toronto that achieves the principle of <u>effective representation</u>, can be implemented for the 2018 municipal election and will last until the 2030 municipal election.

Toronto's current ward structure, developed approximately 15 years ago, has become unbalanced. This impacts voter parity (similar but not identical population numbers among wards) not just at election time, but every time City Council votes.

All reports prior to this Final Report can be found online: www.drawthelines.ca

RECOMMENDED WARD STRUCTURE

The map **Recommended Wards** on the following page presents the recommended ward structure. The larger version (11x17') can be found in APPENDIX E.

The recommended ward structure is based on Option 1: Minimal Change[1]. This option emerged as the preferred option based on feedback received from Members of Council and the public during the project's civic engagement and public consultation process. Many of the responses also suggested refinements to the Option 1 ward boundaries. The TWBR has examined these refinements, as well as suggested refinements to other options and to existing wards, if they were relevant to Option 1.
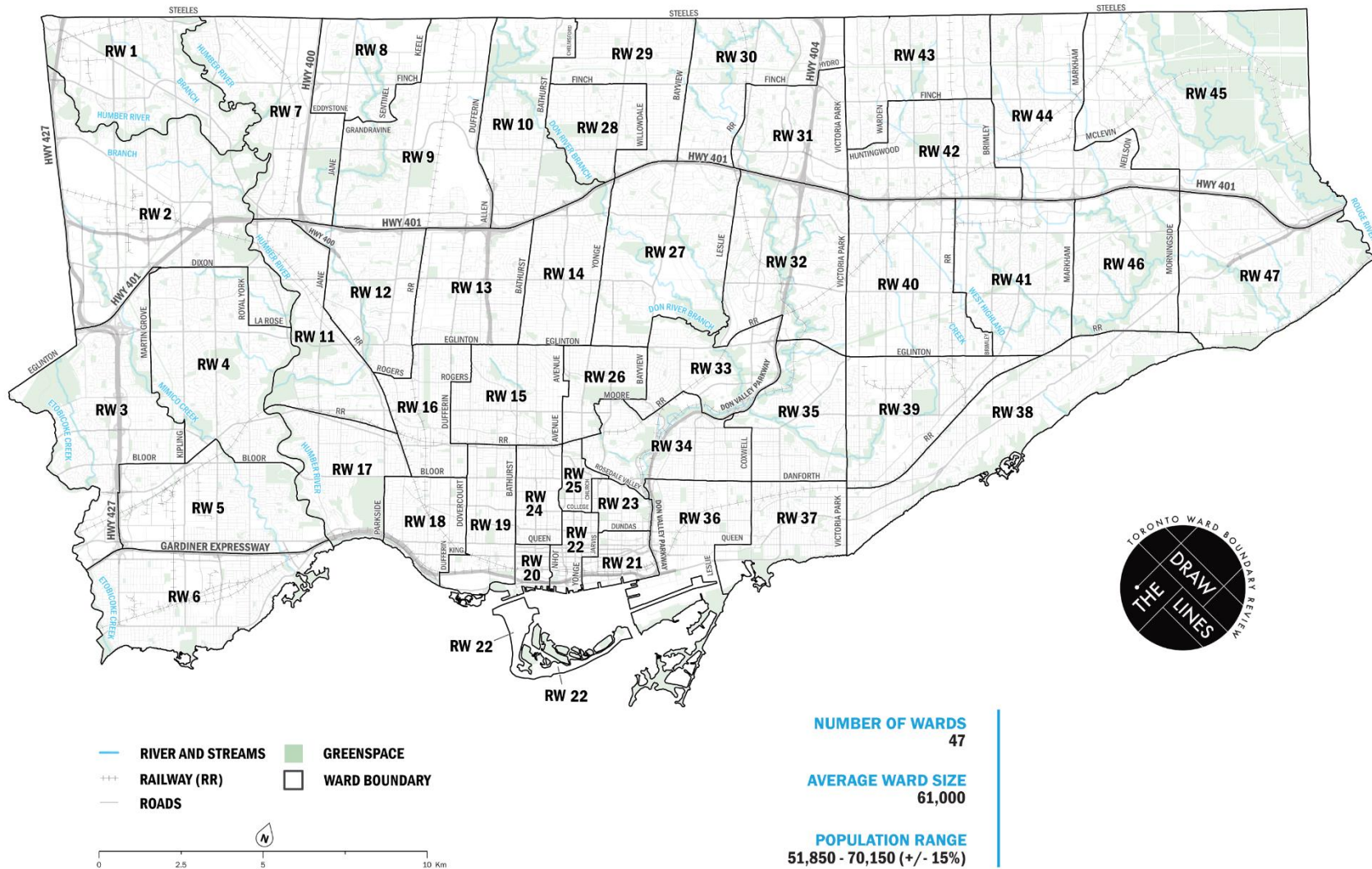
The recommended ward structure has attempted to incorporate as many of those refinements as possible. Refinements that upset voter parity or negatively affect any other component of effective representation were not incorporated. All of the suggested refinements together with the "Action" on each refinement are included in APPENDIX C to this report.

The recommended ward structure:

- **Minimally increases the number of wards** given the need to accommodate the projected rapid growth of the city to 3.2 million people in 2030. The recommended ward structure results in 47 wards - an increase of 3 wards from the current 44 (see APPENDIX A for a map of the current City of Toronto wards).
- **Retains the current average ward size** of 61,000 people.
  Achieves <u>effective representation</u> in all wards by 2026. The population variance is limited to plus or minus 15% of the average ward population of 61,000 for 44 of the 47 wards. Two wards are minimally above 15% (RW15 & RW41) and one ward is slightly below 15% (RW20). To review the detailed projected populations and variances of the 47 recommended wards from 2018 (the first election the new wards will be used), to 2030, please see TABLE 1: Recommended Wards - Projected Population and Variance 2018 - 2030.
- **Is designed to last for four municipal elections**. The recommended ward structure can be implemented for the 2018 election and can be used for the elections of 2022, 2026 and 2030.

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[1] *Maps of the five options can be found in Appendix B and the full Options Report can be found at www.drawthelines.ca/*

RECOMMENDED WARDS

RIVER AND STREAMS	**GREENSPACE**
RAILWAY (RR)	**WARD BOUNDARY**
ROADS	

NUMBER OF WARDS
47

AVERAGE WARD SIZE
61,000

POPULATION RANGE
51,850 - 70,150 (+/- 15%)

1.1 THE TORONTO WARD BOUNDARY REVIEW

In 2014 Toronto City Council formally recognized that Toronto's existing ward structure was out of balance and launched the Toronto Ward Boundary Review (TWBR). Between July 2014 and February 2015, the TWBR conducted Round One of its civic engagement and public consultation process to collect opinions on Toronto's current ward alignment. The results informed the development of five options for re-aligning Toronto's wards. Round Two of the TWBR's civic engagement and public consultation process solicited feedback on these options between August and November 2015. This report summarizes the entire Toronto Ward Boundary Review process and outlines the methodology used for arriving at the recommended ward structure.

1.2 HOW TO READ THIS REPORT

This Report contains six sections and several appendices: Section 2 summarizes the reasons the TWBR was conducted; Section 3 details all major steps completed during the TWBR project; Section 4 describes how the preferred option was determined and how the ward boundary refinements suggested by TWBR participants were analyzed; Section 5 provides the detailed recommendation for new wards for Toronto; Section 6 outlines the conclusion and next steps; APPENDIX A contains the current ward boundary map;

APPENDIX B presents the maps of the 5 options, which were the focus of discussion during Round Two of the TWBR's civic engagement and public consultation process; APPENDIX C contains the numerous suggestions for ward-specific refinements; APPENDIX D lists comments gathered during Rounds One and Two of the TWBR's public process, which are outside of the project's purview; and APPENDIX E is a large version of the recommended new wards for Toronto.

1.3 ABOUT WARD BOUNDARY REVIEWS

Designing a ward structure for any municipality is not solely an academic or technical exercise. The population size of a ward affects how residents are represented at City Council not just at election time, but every time Council votes. It also influences how well Councillors can represent the number of people in a ward. Ward boundaries shape the relationship of residents and the business community with their local government and Councillors' link with their electorate. Any changes to ward boundaries can be disruptive. It is therefore important to find the right fit for the City of Toronto.

1.4 WHY A WARD BOUNDARY REVIEW?

Since Toronto's existing ward structure was created in 2000, growth in the City has been significant. Toronto's population today is approximately 2.9 million. This is some 400,000 more than when the current wards were put in place.

Between 2011 (a Census year) and 2030, Toronto's population is projected to grow by 500,000 people to a total of 3.2 million.

In addition, there are large variations in ward population sizes. For the 2014 election the smallest ward was 45,440 (Ward 18) and the largest ward was 94,600 (Ward 27). The variance around the average ward population size ranged from minus 25.03% to plus 56.07%. Therefore, the current Council finds itself in a situation where the range in ward populations, from smallest to largest, is over 75%. This range has most likely increased since 2014.

1.5 EFFECTIVE REPRESENTATION

Effective representation is an inclusive phrase used to consider how well residents are represented in our form of government, which we call "representative democracy". At a general level it means that one person's vote should be of similar weight to another person's. Applied to wards, it suggests that wards should be of similar population size. In some jurisdictions this is referred to as "rep-by-pop", or representation by population. In the TWBR it is referred to as 'voter parity'.

In addition to 'voter parity', effective representation includes several other components, which have to be balanced when designing a ward structure. Geographic communities of interest have to be respected, natural/physical boundaries should be used as ward boundaries and ward history, population growth, the capacity to represent, and the geographic shape and size of a ward have to be taken into consideration.

Toronto's population today is approximately 2.9 million. This is some 400,000 more than when the current wards were put in place.

1.6 THE ROLE OF THE OMB

Changing an existing ward structure is a challenging and difficult task. The TWBR makes a specific recommendation for new wards for Toronto but it is up to City Council to make a final decision. Council's decision, or lack of decision, which effectively leaves the current ward alignment in place, can be appealed to the Ontario Municipal Board (OMB). The recommended new ward structure meets the tests of effective representation and any amendments that City Council may wish to make have to maintain these tests to be defensible at the OMB.

1.7 THE TWBR STEPS

The TWBR process included 6 steps:

THE TWBR STEPS

1. Comparative Research
2. **Round 1** Civic Engagement & Public Consultation
3. Ward Boundary Options
4. **Round 2** Civic Engagement & Public Consultation
5. Preferred Option & Refinement Analysis
6. Recommendation for New Ward Structure
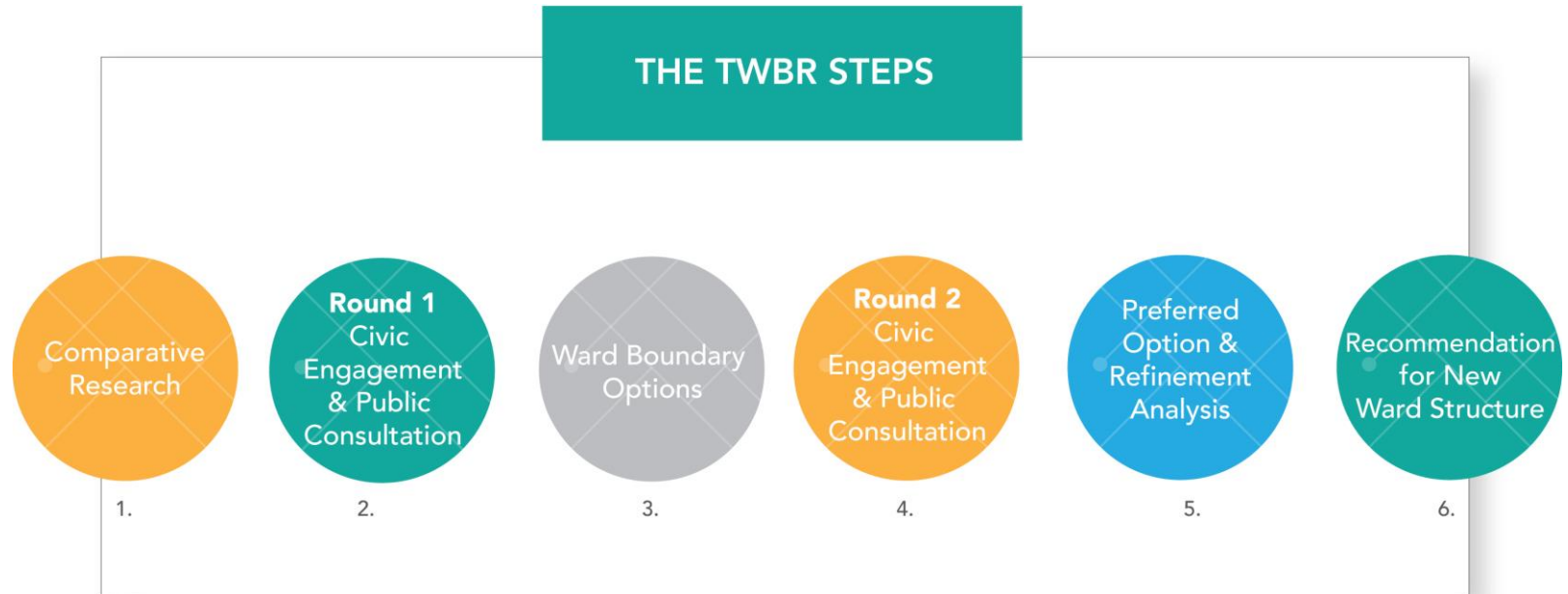
1.8 PROVINCIAL & FEDERAL RIDING BOUNDARIES

During Round One of the TWBR civic engagement and public consultation process, there was little support for reducing the number of wards to 25 to mirror the new federal ridings. However, there was some interest in aligning new ward boundaries with the boundaries of provincial or federal ridings and then dividing them in two resulting in 50 wards. The TWBR did not pursue this, since such a ward structure would not achieve voter parity, an essential component of <u>effective representation</u>, nor would it address the current discrepancies in ward population sizes. Option 1: Minimal Change comes closest to such a configuration, since Toronto's existing ward structure is based on provincial riding boundaries.

1.9 WHERE ARE THE CHANGES

The recommended new ward structure for Toronto increases the total number of wards to 47 from 44. This increase re-balances the existing ward population discrepancies by enlarging small wards and decreasing large wards. It also accommodates the projected population growth to 2030.

Where are the new wards? This seems like a straightforward question but the answer is more complex. Of the 44 existing wards, 38 experience some changes in their boundaries and are, therefore, "new wards". Only 6 existing wards (Wards 1,2, 6, 10, 11 and 35) retain their exact current boundaries.

To demonstrate where the "additional" wards are located, it is helpful to examine the major natural and physical boundaries of the recommended ward structure and the seven geographic areas of the city they delineate.

The major boundaries are: the Humber River, Victoria Park Avenue, the "Downtown", as defined by the Official Plan, Hwy. 401, and, in general, Eglinton Avenue. In four of the areas there are no changes in the number of wards. These are: the area west of the Humber River (6 wards); the area east of Victoria Park Avenue (10 wards); the area south of Hwy. 401, generally to Eglinton Avenue, between the Humber River and Victoria Park Avenue (6 wards); and, the area east of Downtown to Victoria Park and generally south of Eglinton Avenue (5 wards).

In two areas wards are added. The first is the area north of Hwy. 401 between the Humber River and Victoria Park Avenue. This area goes from 7 to 8 wards. The one ward is added between Bathurst Street and Victoria Park Avenue. The second area is the Downtown. Three wards are added and the Downtown goes from 3 to 6 wards.

Finally, in the area west of the Downtown, generally south of Eglinton Avenue to the Humber River, there is one less ward. This area goes from 7 to 6 wards.

WHERE ARE THE CHANGES

This map illustrates the 7 areas and the changes between the current number of wards and the recommended number of wards.

NUMBER OF WARDS
47

AVERAGE WARD SIZE
61,000

POPULATION RANGE
51,850 - 70,150 (+/- 15%)

	RIVER AND STREAMS		GREENSPACE
+++	RAILWAY (RR)	☐	WARD BOUNDARY
	ROADS		

	AREA 1:	• 6 CURRENT WARDS
		• 6 RECOMMENDED WARDS
	AREA 2:	• 10 CURRENT WARDS
		• 10 RECOMMENDED WARDS
	AREA 3:	• 7 CURRENT WARDS
		• 8 RECOMMENDED WARDS
	AREA 4:	• 3 CURRENT WARDS
		• 6 RECOMMENDED WARDS
	AREA 5:	• 6 CURRENT WARDS
		• 6 RECOMMENDED WARDS
	AREA 6:	• 5 CURRENT WARDS
		• 5 RECOMMENDED WARDS
	AREA 7:	• 7 CURRENT WARDS
		• 6 RECOMMENDED WARDS
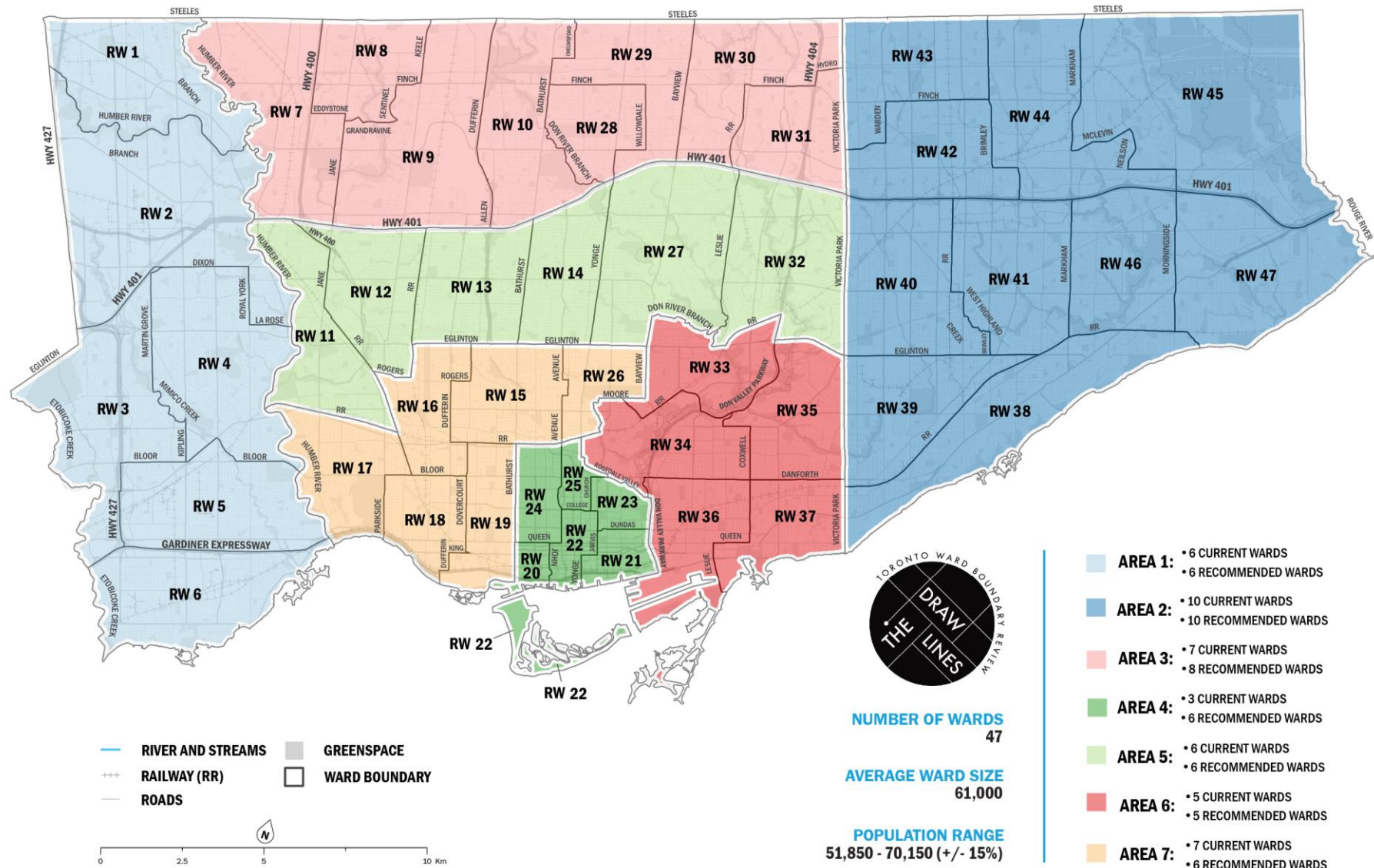
In summary the "additional" wards can be attributed to three areas of the city.

1. One additional ward north of Hwy. 401 between Bathurst St. and Victoria Park Ave.
2. Three additional wards in the Downtown area.
3. One less ward in the area west of the Downtown and south of Eglinton Ave.

All other areas retain the same number of wards they currently have, although most of their ward boundaries have been adjusted. As noted, 6 of the recommended wards are the same as the current wards. This is a reflection of the "cascading effect" as ward populations are balanced, suggested refinements are incorporated and as many geographic communities of interest as possible are respected.

WHY A TORONTO WARD BOUNDARY REVIEW

Designing a ward structure for any municipality is not solely an academic or technical exercise. The population size of a ward affects how residents are represented at City Council not just at election time, but every time Council votes. The number of people in a ward also influences how well Councillors can represent their constituents. Ward boundaries shape the relationship of residents and the business community with their local government and Councillors' link with their electorate. Any changes to ward boundaries can be disruptive. It is therefore important to find the right fit for the City of Toronto.

2.1 PURPOSE OF THE TWBR

The purpose of the TWBR is articulated in the Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy approved by City Council in June 2014:

To bring a recommendation to Toronto City Council on a ward boundary configuration that respects the principle of <u>effective representation</u>, as defined by the courts and the Ontario Municipal Board

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To achieve this goal, the TWBR process must:

- be able to withstand a challenge most likely at the OMB, but possibly in court;
- include civic engagement and public consultation approaches that educate, inform and involve residents of Toronto, stakeholders and Council members;
- be based on a current understanding of ward boundary determination principles and practices;
- consider in detail the growth that Toronto has experienced and will experience over the coming years;
- develop a series of ward boundary options for effective representation for consideration and comment by the public, stakeholders and Council members;
- respect Toronto's equity policies;
- be conducted in an objective, neutral and independent fashion; and,
- provide City Council with a specific recommendation for a new ward structure.

During the almost two years of the project, the TWBR has operated at arms-length from City of Toronto staff and Members of Council. Council members were interviewed for their opinions on the current ward alignment and on the five options proposed, but they did not comment on the final recommendation prior to its presentation to the City of Toronto Executive Committee and City Council.

Since the existing ward structure was created in 2000, growth in the city has been significant. Currently, Toronto's population is approximately 2.9 million. This is some 400,000 more than when the existing wards were put in place. Between 2011 (a Census year) and 2030, Toronto's population is projected to grow by 500,000 people to a total of some 3.2 million.

This rapid growth has focused on certain areas, primarily the Downtown and designated growth centres.

The growth has followed the policies of the Official Plan. The Official Plan directs growth to specific areas and stipulates that 75% of Toronto's neighbourhoods will remain stable.

Most new residents live, and will continue to live, in the Downtown and in the city's growth centres. The concentration of growth has altered the population size of Toronto's wards. While wards are supposed to be similar in population size, currently the largest wards are twice the size of smaller wards. This imbalance, resulting from the city's continuing growth, drives the need for a review of Toronto's ward boundaries. The TWBR faces two challenges; first to correct the current imbalance in ward populations and secondly to accommodate anticipated growth over the next decade.

The TWBR is recommending a new ward structure for Toronto that can be implemented in time for the 2018 municipal election and last until 2030.

2.2 COMPONENTS OF EFFECTIVE REPRESENTATION

Effective representation is an inclusive phrase used to consider how well residents are represented in our form of government, which we call "representative democracy". At a general level it means that one person's vote should be of similar weight to another person's. Applied to wards, it suggests that wards should be of similar population size. In some jurisdictions this is referred to as "rep-by-pop", or representation by population. In the TWBR it is referred to as 'voter parity'.

In the Canadian context, the Supreme Court of Canada has employed the term "effective representation" to set the standard for creating municipal ward boundaries and provincial and federal riding boundaries. Effective representation has evolved to include several components, all of which need to be considered in designing a ward structure. These components are:

11.

Voter Parity

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 a criterion that has special prominence in weighing the attainment of effective representation. It 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.

Natural/Physical Boundaries

Natural boundaries such as rivers, ravines and green areas are often used as boundaries to separate wards. In Toronto the Humber River is an excellent example. Similarly, major infrastructure such as expressways, railways, hydro corridors and arterial roads create barriers and are used as ward boundaries. Highway 401 is a ward boundary throughout much of the city and major arterial streets, such as Yonge Street and Victoria Park, also serve as ward boundaries. Natural/physical boundaries are highly recognizable and often separate communities of interest.

Geographic Communities of Interest

Communities of Interest is a frequently used term in ward boundary reviews but is difficult to define precisely. Sometimes it refers to ethno-cultural commercial areas such as Chinatown, Little Italy or Little India. The term is also used to define neighbourhoods such as The Annex, Rexdale, Malvern, Mimico, Mount Dennis or St. Lawrence. To form a basis for determining ward boundaries, communities of interest must be geographically contiguous. There is no comprehensive list or map of Toronto's communities of interest or neighbourhoods with precise boundaries. Some areas of the city have strong neighbourhood groups and residents associations with well-defined boundaries, while other areas do not.

It is important to avoid dividing geographic communities of interest and/or neighbourhoods when creating 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. The Jane-Finch community and Don Mills fall into this category. Also, some communities may already be split by natural boundaries, such as Malvern in Scarborough. Given the diversity and number of Toronto's various communities, wards will often contain many different communities and/or neighbourhoods.

Ward History

The history of some wards extends to well before amalgamation and those wards have developed a strong identity. Ward design should, where possible, attempt to consider the history of the ward. For example, Victoria Park Avenue has historically been the western boundary of five of the Scarborough wards. However, ward history, in and of itself, cannot override other major criteria such as voter parity, strong natural/physical boundaries and communities of interest.

Capacity to Represent

Capacity to represent is often equated with Councillors' workload. It encompasses ward size, types and breadth of concerns, ongoing growth and development, complexity of issues, etc. For example, wards with high employment, major infrastructure facilities, tourism attractions, or special areas such as the Entertainment District, generate a host of issues a Councillor has to deal with, in addition to the concerns of local residents.

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. It 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". This role can vary greatly depending on the issues prevalent in any given ward.

There is no specific information or data set to quantify this criterion. Some data on development pressures can be gleaned from development pipeline reports and areas that play a special role in the city's economic life are known. Wards with these types of issues can remain in the lower reaches of the voter parity range. Homogeneous, stable wards can rise to the upper end of the voter parity range.

Geographic Size and Shape of the Ward

All wards cannot be the same geographic size. Some areas of the city are more densely populated than others and some wards have more open space. Comments during Round One of the TWBR's civic engagement and public consultation process noted that many suburban wards are physically larger and take longer to get around in. However, in a built-up city like Toronto equalizing the geographic size of wards is not a relevant consideration.

Population Growth

Any changes that City Council makes to the current ward alignment will be used for the 2018 municipal election. However, the wards created should also work for future elections. The TWBR looks at the next four elections in 2018, 2022, 2026 and 2030. The target election for an evaluation of effective representation has been set for 2026. This allows for Toronto's expected growth to be factored into ward boundary calculations.

If the new ward structure works in 2026, it should hold until the 2030 municipal election. After that another review of Toronto's ward boundaries will likely be required.

Wards that will grow dramatically over the next decade can start out smaller, as they will achieve acceptable voter parity ranges by the municipal elections of 2022 or 2026. Similarly, more stable wards, from a population growth perspective, may start larger than average or at the top of the voter parity range, but come closer to average by 2022 or 2026.

Balancing the Components of Effective Representation

Designing a new ward structure requires balancing all the components of effective representation. While all of the components have to be taken into consideration, they are not all equal. Some need to be weighted more heavily than

others in determining a new ward configuration. Voter parity is pivotal and is a key determinant of effective representation. Respecting communities of interest is another high priority consideration, along with well-defined, coherent ward boundaries.

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. Voting weights do not need to be identical but they must be 'similar' and within a reasonable range. Within this range other factors such as geographic communities of interest or capacity to represent are considered.

Ward boundary reviews need to look into the future. Toronto is growing at a rapid rate. In its pursuit of effective representation, the TWBR looks ahead to 2030 when Toronto's population will have grown to approximately 3.2 million.

The TWBR 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, as a ward alignment lasts for several elections, some people not eligible to vote currently will become voters in future elections.

2.3 THE STATUS QUO IS NOT AN OPTION

In November 2014 the TWBR produced a report entitled **Why Is Toronto Drawing New Ward Boundaries** that explored the city's current ward structure in depth to determine what would happen to the principle of effective representation if no changes were made. The report concluded that the status quo is not an option (all TWBR reports prior to this Final Report can be found online: www.drawthelines.ca).

City staff had pointed out the large variation in ward population sizes, when the TWBR was launched. For the 2010 municipal election, based on 2011 Census data, ward populations in Toronto ranged from 44,935 (Ward 29) to 88,440 (Ward 23). This represented a variation from 24.4% below to 48.8% above the average ward population of 59,433.
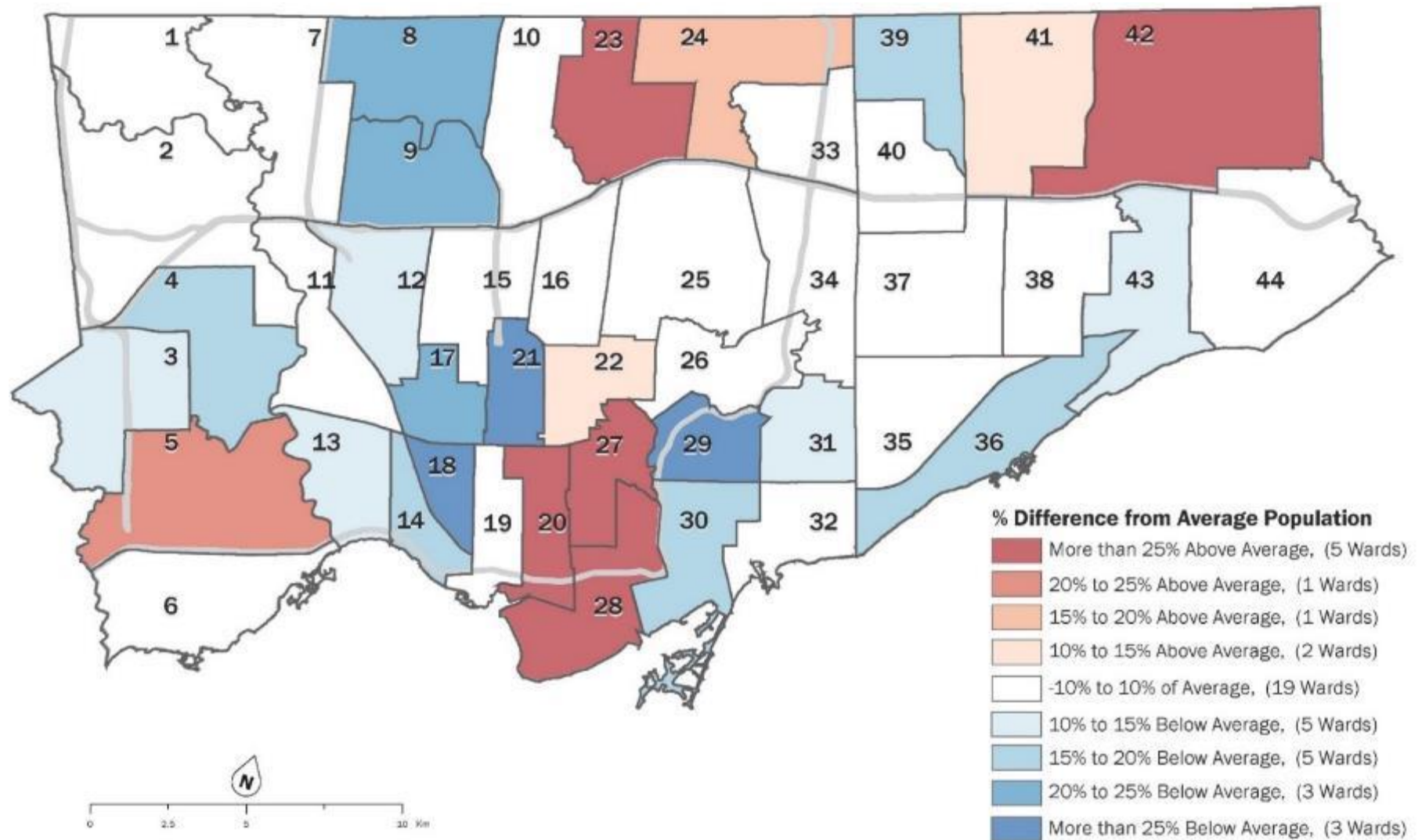
By the 2014 election the smallest ward was 45,440 (Ward 18) and the largest ward was now 94,600 (Ward 27). The variation around the average ward population size ranged from minus 25.03% to plus 56.07%. Therefore, the current Council finds itself in a situation where the range in ward populations, from smallest to largest, is over 75%. This unsustainable range has most likely increased since the election of 2014.

The TWBR team set out to track the variations in ward populations, if no changes were made to the existing ward structure, for the four future elections of 2018, 2022, 2026 and 2030. For analytical purposes ward populations were grouped into 9 population ranges from 25% below the average ward population size to 25% above the average. These ranges are key indicators of whether or not the voter parity component of effective representation is being achieved.

Maps showing the ward population ranges around the averages for all of the next four elections can be found in the **Options Report.** To reveal the general trend, only the maps for the elections of 2018 (Map 1) and 2026 (Map 2) have been included in this report. The 2018 election is the election that will first implement any new ward structure for Toronto and the 2026 election represents the target election year used throughout the TWBR project to determine voter parity.

The maps show voter parity ranges in 5% increments both above and below a 10% range around the average ward population. As noted previously, wards within a 10% range of the average are ideal. As the variances increase above 10%, concerns about voter parity increase and above 15% it becomes problematic, unless convincing extenuating circumstances are involved.

MAP 1 | **VARIANCE BY CURRENT WARD 2018**

% Difference from Average Population

- More than 25% Above Average, (5 Wards)
- 20% to 25% Above Average, (1 Wards)
- 15% to 20% Above Average, (1 Wards)
- 10% to 15% Above Average, (2 Wards)
- -10% to 10% of Average, (19 Wards)
- 10% to 15% Below Average, (5 Wards)
- 15% to 20% Below Average, (5 Wards)
- 20% to 25% Below Average, (3 Wards)
- More than 25% Below Average, (3 Wards)

MAP 2 | **VARIANCE BY CURRENT WARD 2026**
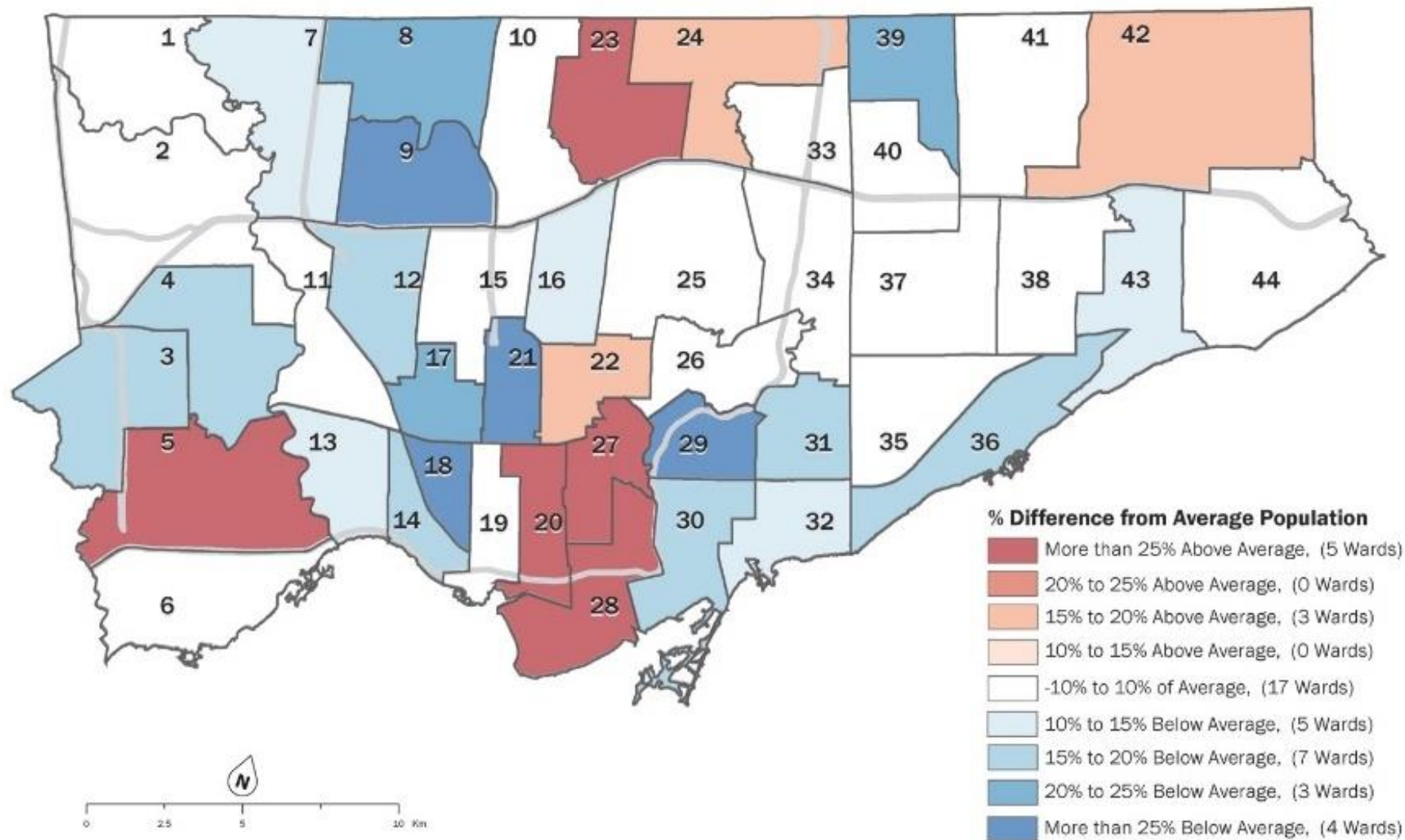
The emerging pattern is clear. With each election the number of wards outside of the 10% variation range of the average ward population size increases. By 2018, 19 wards are outside plus or minus 10%, the variance range deemed desirable for voter parity. By 2026, 27 wards are outside the 10% range, with 19 of them larger than 10% of the average.

Toronto's population growth has been and will be concentrated in the downtown wards and the city's designated growth centres. As noted, Toronto will grow by approximately 500,000 people between 2011 and 2030. The current ward structure can simply not accommodate this amount of growth. The ward structure was already starting to tip out of balance in the 2014 election and by 2026 over half of the wards will fall outside a reasonable range in terms of voter parity. As pointed out in the TWRB analysis of the existing ward structure, the status quo is not an option.

2.4 THE ROLE OF THE ONTARIO MUNICIPAL BOARD (OMB)

The current Toronto ward structure is out of balance and the situation will worsen with every election. The TWBR recommends a new ward structure that will achieve effective representation starting with the 2018 election and continuing until the election of 2030. This recommendation addresses the two key issues facing the existing ward structure: its current population imbalance and the rapid and concentrated growth projected for Toronto.

Changing an existing ward structure is a challenging and difficult task. Ward boundaries are imbued with considerable history, and residents and Councillors have worked together in many communities for a long time. While the TWBR team makes a specific recommendation for a new ward structure for Toronto, there are a multitude of competing interests involved in making the final decision. In such a situation a stalemate can be the result. Such a stalemate, or lack of a decision, would by default leave the current ward structure in place.

TWBR CHALLENGES
1. Overcome the current imbalance in ward populations
2. Accommodate 3.2 million people by 2030

The decision on the new ward structure is up to Toronto City Council. However, that decision, or lack of a decision, can be appealed to the Ontario Municipal Board (OMB). The TWBR has crafted a recommendation that achieves effective representation and is defensible at the OMB. To remain defensible any amendments City Council may wish to make will have to maintain the tests of effective representation.

If Council does not enact a new ward structure, a group of citizens, an NGO or any other interested party can refer the matter to the OMB. Prior to the TWBR process, there were two referrals regarding the City's ward boundaries to the OMB. These were withdrawn on the understanding that the City planned to undertake a comprehensive ward boundary review. Non-action by Council could see these parties come forward again. It is preferable for City Council, an elected, representative body, to make the decision on a new ward structure than having an appointed quasi-judicial body impose a ward structure.

A ward boundary review must make sure that boundaries among wards make sense based on: the number of people in each ward, geographic communities of interest and neighbourhoods, future growth, physical and natural boundaries (e.g. ravines, roads and railway tracks), the ward's history and other relevant considerations. Changes will come into effect for the municipal election in 2018.
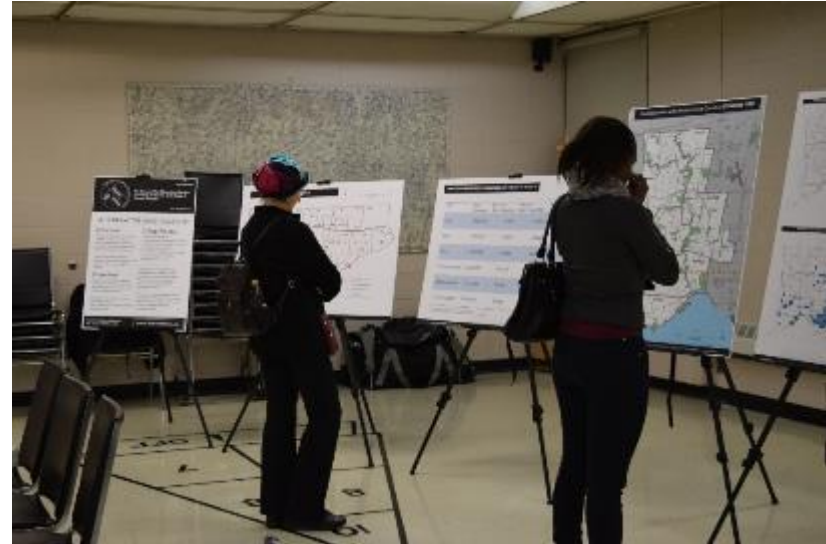
THE TWBR STEP-BY-STEP

TORONTO WARD BOUNDARY REVIEW

THE DRAW LINES

3.1 OVERVIEW

- **Comparative Research**
- **Round One Civic Engagement & Public Consultation** (input on current ward structure)
- **Ward Boundary Options**
- **Round Two Civic Engagement & Public Consultation** (feedback on options)
- **Preferred Option and Refinement Analysis**
- **Recommendation for New Ward Structure**

3.2 COMPARATIVE RESEARCH

The TWBR project began with research into the ward structures of other municipalities. The background report, titled **Toronto Ward Boundary Review: Background Research Report**, December 2014, includes an assessment of Toronto's ward structure within the context of other municipalities in Ontario, Canada and a few international examples.

Direct comparisons between Toronto's ward structure and those of other cities in Canada, or internationally cannot be made. Various provincial laws and local practices limit how comparable other jurisdictions can be. For example, Vancouver has 10 councillors but they are all elected at large.

At the other end of the council size spectrum, Montreal has 65 elected officials, but the city uses a party-based system within its municipal government.

Average ward population sizes amongst Canada's largest cities were examined to determine how Toronto's average ward population size of approximately 61,000 compares[2]. Average ward populations range considerably across the country. In Montreal, wards (termed electoral districts) have an average population of 28,439. At the larger end of the scale, Calgary's average ward population size is 78,345. Edmonton and Mississauga are in the 60,000 range. Overall Toronto's average ward population is slightly higher than that of other large Canadian cities.

Overall, Toronto's average ward population is slightly higher than that of other large Canadian cities.

The research report also examined 13 Ontario cities where ward boundary reviews have occurred since 2005. This helped to confirm the context for the guiding principles used in ward boundary reviews, along with the overriding principle of effective representation established by the Supreme Court of Canada.

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[2] *All figures are from the 2011 Census.*

Ward boundary reviews in Ontario have been appealed in several instances. Of the 13 municipalities assessed, 6 were appealed and the City of Ottawa was appealed twice.

A review of the OMB decisions is informative and assists in an understanding of what Toronto might encounter should the TWBR be appealed.

Comparative information on the situation in other cities helps provide some context for the TWBR. However, Toronto is the largest and fastest growing city in Canada and this raises unique challenges for the determination of ward boundaries.

3.3 TWO STAGE PROCESS FOR CIVIC ENGAGEMENT & PUBLIC CONSULTATION

The TWBR's civic engagement and public consultation process has been extensive and thorough and will be able to withstand an OMB challenge, should this occur. The process was designed at the beginning of the project and approved by City Council in Spring 2014 (see **The Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy**).

The TWBR has made a distinction between "civic engagement" and "public consultation". The former focused on all web-based activities and communication with the public, Members of Council and other stakeholders via e-mail, print, social media and a user-friendly interactive project web site www.drawthelines.ca. The latter included face-to-face discussions with Members of Council and stakeholder groups, 24 public meetings and a webinar.

TWBR by the Numbers

2811 contacts on TWBR distribution list

1803 direct participants

474 social media contacts

337 posts on the TWBR social media twitter account @DrawtheLinesTO

331 average monthly visits to the drawthelines.ca website

198 posters in public library branches

103 face-to-face meetings (inc. Members of Council, School Boards other stakeholder groups)

55 advertisements (mix of online and print)

24 of public meetings and information sessions

18 maps posted to the drawthelines.ca website

12 e-news issued to the TWBR distribution list

11 media releases

7 reports available on the drawthelines.ca website

1 webinar

The TWBR's civic engagement and public consultation process has been delivered in two rounds. Round One (July 2014 to February 2015) solicited opinions about Toronto's current ward structure through individual meetings with Members of Council and a number of stakeholder groups. The general public provided their input via an online survey, e-mail and 12 public meetings (3 in each Community Council area). The schedule of the public meetings was constrained by the 2014 municipal election. Community meetings could not begin until after the new City Council took office in early December.

Round Two of the process (August 2015 – November 2015) collected feedback on five options for a new ward structure from the public and Members of Council, again through individual interviews, another online survey, e-mail, a webinar and a second set of 12 public meetings.

Both sets of public meetings were held on weekday evenings and Saturday mornings to invite the broadest possible participation. Meeting locations ranged from community centres and church halls to public library branches and seniors' centres, all of them accessible to people with limited mobility. American Sign Language interpreters were present at every public meeting, and interpretation in 11 languages as well as attendant care services were available on request. Project print materials, such as the online surveys,

advertisements in community newspapers and the public library posters publicizing the 24 public meetings, all communicated the availability of translation services, if required.

The public process produced many comments that are outside of the scope of the TWBR. They are largely related to the way City Council currently governs itself. The project team had agreed at the outset to report these comments and suggestions separately. A list of the 'out-of-scope' comments and suggestions can be found in APPENDIX D to this report. More detailed summaries are included as Appendix C of the **Round One Report on Civic Engagement + Public Consultation**, March 2015 and Appendix B of the **Round Two Report on Civic Engagement + Public Consultation: Feedback on the Options for New Ward Boundaries for the City of Toronto, February 2016**.

Throughout the TWBR, the project has benefitted from the ideas and observations of an outside Advisory Panel with expertise in municipal law, business, academe, civil society research and the OMB. The Panel met three times during the course of the project.

3.4 ROUND ONE CIVIC ENGAGEMENT & PUBLIC CONSULTATION

Round One of the TWBR's civic engagement and public consultation process was the 'input' phase of the project. It collected opinions about the current alignment of Toronto's 44 wards from the general public, Members of Council and stakeholder groups, such as the various school boards, Civic Action (Emerging Leaders Network), Ontario Council of Agencies Serving Immigrants (OCASI), Social Planning Toronto, Toronto Association of Business Improvement Areas and United Way.

The project established a website, www.drawthelines.ca and a database of community associations and stakeholder groups, including 59 different Toronto-based ethno-cultural organizations. These groups were encouraged to share information about the TWBR with their networks. Five TWBR news releases and a number of City of Toronto releases were sent out to highlight the Round One public process.

In all 919 individuals participated as follows:

- Public Meetings – 192
- Online Survey – 608
- E-mail/Twitter/website – 9
- Members of Council (2010 – 2014) – 44
- New Members of Council – 7

- Stakeholder groups – 59

During Round One interviews, surveys and public meetings focused on issues with current ward boundaries, communities of interest, ward size, total number of wards and congruity of City ward boundaries with those of federal/provincial ridings.

Key Findings

Ward Size

- Generally, there seemed to be commonality across all participant groups regarding ward size. Responses from all groups were comfortable with a ward size close to the current average of 61,000. Many comments suggested 'up to 60,000 people per ward' and 'current size or slightly smaller or larger'.
- A small minority favoured large wards in the 90,000 to 105,000 plus range, accompanied by additional resources to be allocated to Members of Council.

Total Number of Wards

- A large majority of Council members and responses from public meetings agreed that there should be 44 wards or more (44 – 50 wards).
- Survey responses favoured even more wards, i.e. 54 – 75 wards.

- A small minority of survey and Council members' responses suggested 22 - 25 wards to mirror provincial or federal ridings.

Follow Provincial or Federal Riding Boundaries

- Opinions on this issue were divided among survey and public meeting responses.
- Members of Council suggested that this should not be the major criterion for re-aligning Toronto's wards boundaries.
- Stakeholder group responses were in favour of following provincial or federal riding boundaries.

In addition to comments on specific issues such as ward size, total number of wards and whether Toronto's ward boundaries should follow those of the federal/provincial ridings, Round One participants also made suggestions on how current ward boundaries could be improved to become more 'logical' and/or better reflect existing communities of interest. These ward-specific comments from all participants can be found in Appendix D of the Round One report.

3.5 CREATING THE OPTIONS

In designing the options, a methodology was developed to:

- Account for Toronto's population growth
- Ensure validity for four municipal elections
- Balance ward population sizes
- Offer a set of diverse and distinct options
- Achieve effective new ward boundaries

The background research and the input from Round One of the civic engagement and public consultation process informed the development of five options for a new ward structure for Toronto. All five options respect the principles of effective representation. From this perspective, any of the options developed could be approved by Council and, in the opinion of the TWBR team, withstand an appeal at the OMB.

Two critical factors had to apply to all options. Toronto's projected growth of approximately 500,000 over the time frame of the TWBR (2011 to 2030) needs to be accommodated in the areas where the Official Plan indicates that the bulk of the growth will occur. Secondly, to balance ward population size, the large wards must get smaller and the small wards larger.

The parameters for the five options are as follows:

- Option 1 reflects the goal of making minimal changes. This refers to both average ward population size (61,000) and retaining current ward boundaries where possible.

- Option 2 focuses on keeping the current number of wards and Councillors at 44. Given the anticipated growth, the average ward population increases to 70,000.
- Options 3 and 4 are based on setting average ward population sizes and creating options that reflect these ward populations. Option 3 (Small Wards) targets an average ward population of 50,000. Option 4 (Large Wards) uses an average ward population of 75,000.
- Option 5 starts with major natural and physical boundaries, such as rivers and expressways, and designs a ward structure based on these boundaries. Unlike the other options, this option is not based on the existing ward structure.

Within these general parameters, the TWBR has used small area population data projections, natural and physical boundaries, community of interest information, and ward history to design the five options and determine exact, possible boundaries.

The TWBR has applied these small area population projections to determine the ward population size for each of the wards in the five options.

The population projections were provided to the TWBR by the City Planning Division. Those projections were based on 2011 Census data and projected out to 2041 for each Census year. From this data, the TWBR has developed its own projections for the municipal election years of 2018, 2022, 2026 and 2030. The TWBR has used the projection scenario that coincides with the growth targets for the City of Toronto in the provincial Growth Plan for the Greater Golden Horseshoe.

In designing the five options, population ranges around the average ward population size have been developed. The ideal range is plus or minus 10% of the desired average ward population size.[3]

TABLE 1 provides overview information on each option.

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[3] *A complete discussion of the methodology for determining the five options can be found in the Options Report.*

TABLE 1 | SUMMARY OF OPTIONS

OPTION	NAME	AVG. WARD POPULATION	WARD POPULATION RANGE	NO. OF WARDS
1	Minimal Change	61,000	51,850 - 70,150	47
2	44 Wards	70,000	63,000 – 77,000	44
3	Small Wards	50,000	45,000 – 55,000	58
4	Large Wards	75,000	67,500 – 82,500	38
5	Natural/Physical Boundaries	70,000	63,000 – 77,000	41

APPENDIX B to this report contains a map for each of the five options showing specific boundaries for each of the possible wards.

The Options Report has provided a number of options. Each has its strengths and weaknesses. For example, the 'Small Ward' option is stronger with respect to "capacity to represent" than the 'Large Ward' option; the 'Large Ward' option has tighter voter parity numbers than the 'Minimal Change' option; and, the 'Minimal Change' option represents existing ward history better than the other options.

In the final analysis effective representation is about the balance amongst its various components. All five options have a different balance. However, they all achieve effective representation.

Federal and Provincial Ridings

During the consultation process the idea of using the federal/provincial riding boundaries as ward boundaries was suggested, although opinion on this issue was divided. There were two variations on this theme.

The first was to use the new 25 federal ridings as Toronto's wards. This would result in 25 wards and 25 Councillors with an average ward size of 123,000 people. Only a very small number of Councillors and the public supported this scenario.

The second variation was to use the new federal riding boundaries but split them in half. This approach would lead to 50 wards with an average ward population of approximately 60,500 people. This population average is close to Toronto's current average ward population size. It is worth noting that the federal riding boundaries mostly do not align with the current ward boundaries.

The TWBR team assessed these two suggestions to see if either could lead to a viable option.

Neither variation of the federal riding approach meets the tests of effective representation going forward. Specifically, the ward population size spread is too large from a voter parity perspective. For 2026, the range is 96,614 – 135,298 in the 25 ward version and 48,307 – 67,649 in the 50 ward version. There seems to be little appetite for wards as large as the 25 ward version and adjusting boundaries to make the 50 ward version respect voter parity will end up resembling Option 1 but with three additional wards.

In addition, federal riding boundaries are reviewed and adjusted every 10 years, which does not deliver a long term solution.

3.6 ROUND TWO CIVIC ENGAGEMENT & PUBLIC CONSULTATION

Round Two of the TWBR's civic engagement and public consultation process was the 'feedback' phase of the project. It sought comments on the five options outlined in the Options Report released on the project website on August 11, 2015 from the same groups as those consulted during Round One. Current Members of Council (2014-2018), stakeholders and the general public were asked to rank the options, suggest possible refinements and provide whatever other comments they thought appropriate via individual interviews, by e-mail, during a webinar and by completing an online survey.

During the public meetings the five options were outlined, suggestions for refinements to the options were collected and meeting participants were encouraged to complete the survey individually in hard copy or online.

In order to promote public discussion and feedback, direct e-mails with a link to the Options Report were sent to the project's distribution list of over 2,800 contacts, which includes community organizations, NGOs, specific ethno-cultural organizations and individuals who subscribe to the TWBR mailing list. Separate e-mails were also sent to all Members of Council, the various Boards of Education and other stakeholder groups. In addition, the TWBR as well as the City of Toronto issued news releases drawing attention to the report's availability online.

In all 884 individuals participated in Round Two as follows:

- Public Meetings – 112
- Online Survey – 717
- General submissions – 15 (5 included a completed survey)
- Lunch-time webinar - 3
- Members of Council – 42
- Mayor's office staff – 3
- Visits to TWBR website during feedback period – approximately 10,000

28.

There were no individual meetings with stakeholder groups. Instead, members of these groups were encouraged to complete surveys online and/or attend one of the 12 public meetings. The TWBR was active on social media through Twitter and Facebook to spread the news of the release of the Options Report and to reach out to community members to promote local public meetings. The project was supported in this endeavour by the City of Toronto's social media accounts, but more particularly by the engagement of many Councillors who shared e-news and tweets/posts about the public meetings with their constituents.

The **Round Two Report on Civic Engagement + Public Consultation: Feedback on the Options for New Ward Boundaries for the City of Toronto** contains the rankings of the five options from all participants as well as overall comments received on each option. Ward-specific suggestions for refinements from all Round Two participants are consolidated by option and ward in Appendix C of the Round Two Report and additional comments on specific communities of interest and suggestions for refining existing wards can be found in Appendix D of that report.

In addition to providing feedback on specific options, Round Two participants also provided other comments about the proposed ward boundaries and the ward boundary review

process. These comments have been captured thematically in the Round Two Report.

A detailed analysis of the rankings of the five options from Round Two of the TWBR's civic engagement and public consultation process as well as an analysis of the proposed refinements can be found in the next section of this report and in APPENDIX C.

PREFERRED OPTION & REFINEMENTS

TORONTO WARD BOUNDARY REVIEW / NEW WARDS FOR TORONTO / FINAL REPORT

TORONTO WARD BOUNDARY REVIEW

THE DRAW LINES

Round Two of the TWBR's civic engagement and public consultation process helped establish preferences and acceptability of the five options presented in the Options Report. It also gathered a multitude of suggestions for refining the various options, some of them contradictory. This section of the report provides a summary of the feedback received, discusses the preferred option and describes the TWBR's approach to the proposed refinements.

> **This section of the report provides a summary of the feedback received, discusses the preferred option and describes the TWBR's approach to the proposed refinements.**

4.1 RANKING THE OPTIONS

The interviews and the Round Two public survey allowed current Members of Council and the public to rank the five options by selecting their first, second, third, fourth and fifth choices. The data and analysis from the Round Two report are provided in this section.

Not all survey participants ranked all the options. For example, some only provided their first two or three choices or, perhaps, no choices at all. In these cases the 'blank' options were listed as "not ranked". Some Councillors

indicated that they do not like some option at all, a "no-way" comment. In those cases, the option was ranked as a "No". Members of the public did not use the "No" approach.

In addition to the 'first choice' analysis, the TWBR team also applied a 'ranked score', which is able to weigh selections beyond the first choice. A 'ranked score' assigns a numerical value to each choice, and the sum of those values determines the overall result.

The following is the way the choices were scored to determine a 'ranked score' for each option:

FIRST CHOICE	**5 PTS**
SECOND CHOICE	**4 PTS**
THIRD CHOICE	**3 PTS**
FOURTH CHOICE	**2 PTS**
FIFTH CHOICE	**1 PT**
NOT RANKED	**0 PTS**
'NO'	**0 PTS**

The total rankings, both from the public and Members of Council, are presented separately to maintain their statistical significance and have been analyzed in four different ways.

First, the number of times an option received a "first place" vote is shown. This indicates which option has the most support. Second, a ranked score is presented. This reveals the total score received by each option. The ranked score approach and "first-place" analysis do not always yield the same results.

Since determining a preferred ward option is a matter of building consensus, options that are viewed as strongly negative can sway the ultimate outcome. Therefore, information is presented on the fifth placed option, the least preferred, and, in the case of the Councillor interviews, options that were rated as "No".

Fourth, a comparison Chart contrasts the number of first and last, or "No", choices. This information indicates how contentious an option may be along with its level of support.

Public Survey Results

In total, 717 people participated in the public survey. The number of surveys received by ward is presented in TABLE 2.

TABLE 2 | **PUBLIC SURVEY RESPONSES BY WARD**

WARD	# OF RESPONSES	WARD	# OF RESPONSES
1	0	23	33
2	3	24	10
3	5	25	47
4	9	26	17
5	11	27	70
6	9	28	39
7	2	29	21
8	1	30	29
9	1	31	21
10	6	32	83
11	13	33	10
12	1	34	4
13	11	35	8
14	22	36	19
15	9	37	3
16	6	38	1
17	21	39	4
18	15	40	7
19	23	41	3
20	44	42	4
21	23	43	9
22	19	44	13
Ward not identified in response:	8	Total Surveys:	717

TABLE 3 | **RANKING BY OPTION PLACEMENT – PUBLIC SURVEY**

	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/PHYSICAL BOUNDARIES
First ranked	126	81	186	162	139
Second ranked	166	167	73	94	157
Third ranked	169	221	80	72	111
Fourth ranked	121	146	97	117	169
Fifth ranked	71	35	224	229	105
Not ranked	64	67	57	43	36
TOTAL	**717**	**717**	**717**	**717**	**717**

TABLE 3 represents the results of the public survey, the base data, and indicates how each option was ranked in the public survey. It is from this table that the relevant data for the public's preferred option has been derived.

TABLE 4 | **FIRST PLACE CHOICE – PUBLIC SURVEY**

	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/PHYSICAL BOUNDARIES
Times first ranked	126	81	186	162	139

Option 3 (Small Wards – 50,000) received the most first place votes with 186, followed by Option 4 (162), Option 5 (139), Option 1 (126) and finally Option 2 (81).

TABLE 5 | **TOTAL RANKED SCORE – PUBLIC SURVEY**

	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/PHYSICAL BOUNDARIES
Total Score	2114	2063	1880	1865	2027

The second way the data has been analyzed is by looking at how an option faired across all ranks – first to fifth. This gives credit to second to fifth place choices, as well as first. This produces a 'ranked score', which is shown in TABLE 5.
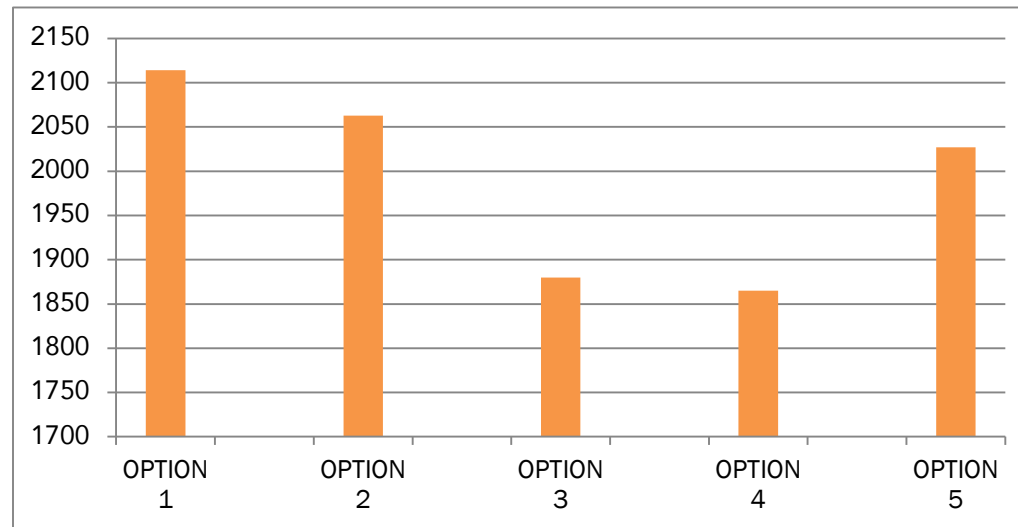
CHART 1 | **TOTAL RANKED SCORE – PUBLIC SURVEY**

CHART 1 shows TABLE 5 in graphic form, for ease of comparison.

Based on a 'ranked score' approach, Option 1 is preferred while Option 3, which received the most first place choices, falls to fourth place. Option 2 which received the fewest first place votes rises to second place when a ranked score is used. When consideration is given to how an option does overall a different picture emerges from solely a first place choice consideration.

Implementation of a new ward structure is not just about which option places first but just as much about which option a consensus can be built around. That is why it is important to know which option placed last and can be considered a "no way" option. Also, a comparison between first and last can assist in revealing options around which a consensus may be difficult to achieve.

TABLE 6 provides information on how the options distributed themselves in fifth or last place in the public survey.

TABLE 6 | **FIFTH PLACE CHOICE – PUBLIC SURVEY**

	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/ PHYSICAL BOUNDARIES
Times ranked fifth	71	35	224	229	105

Here Option 2 is ranked fifth the fewest times (35). It is "the least-worst" option; followed by Option 1 (71), Option 5 (105), Option 3 (224) and Option 4 (229).

This perspective indicates significant opposition to Options 3 and 4, an important consideration for acceptance and implementation.

CHART 2 | **COMPARISON FIRST & FIFTH CHOICE – PUBLIC SURVEY**

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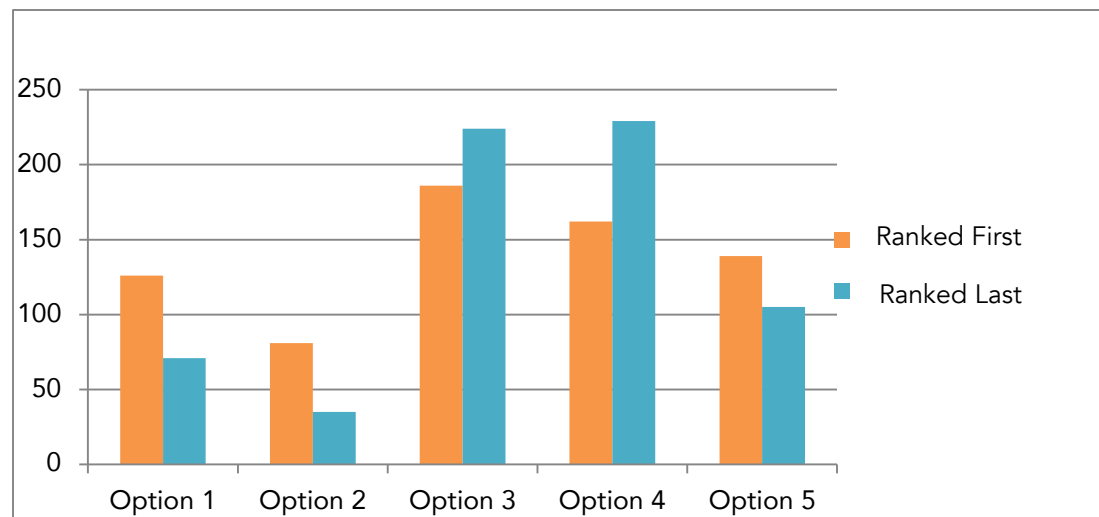
Finally, Chart 2, Comparison – First and Fifth Choice, graphically illustrates first and fifth choice options from the public survey. This chart, to some extent, reveals how strongly respondents feel about the options in both a positive and negative sense. Both Options 3 and 4 rank high on both first and fifth choices. Respondents seem to love them or hate them.

Options 1 and 2, on the other hand, have fewer first place votes but even fewer fifth place votes. Option 5 is somewhere in the middle, but with fewer fifth place votes than first place ones.

Depending on one's perspective, different, often conflicting, observations can be drawn from the public survey responses. From a "first place" perspective Option 3 (Small Wards – 50,000) is the favoured option. However, when second to fifth choices are considered in a ranked score approach, then Option 1 (Minimal Change) is the respondents' favoured option. Option 2 (44 Wards) is the least disliked, as measured by fifth place choices, while Option 4 is the most disliked.

Members of Council - Results

The results from interviews with Members of Council are analyzed in the same fashion as the results from the public survey. In all, 42 Members of Council participated. The questions posed to Councillors were similar to those in the public survey and the approach to the ranking of the options was identical.

Most Councillors tied their rankings to refinements to the ward boundaries of various options. That is, a first place choice would have to include certain refinements to be acceptable. The impact of these suggestions is described later in this report.

TABLE 7 | **RANKING BY OPTION – MEMBERS OF COUNCIL**

	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/ PHYSICAL BOUNDARIES
First ranked	13	9	10	3	3
Second ranked	12	7	3	4	3
Third ranked	4	4	3	0	5
Fourth ranked	1	1	1	1	0
Fifth ranked	0	0	1	0	0
Ranked 'No'	4	2	8	9	10
Not ranked	8	19	16	25	21
TOTAL	**42**	**42**	**42**	**42**	**42**

TABLE 7 provides the base data for analyzing how Members of Council ranked the five options.

The presentation of the data follows the same approach as that used in the analysis of the public survey. The option with the most first place choices is presented in TABLE 8, First Place Choice.

TABLE 8 | **FIRST PLACE CHOICE – MEMBERS OF COUNCIL**

	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/ PHYSICAL BOUNDARIES
Times ranked first	13	9	10	3	3

Option 1 is the favoured choice amongst Members of Council, followed by Options 3 and 2. Options 4 and 5 have minimal support for first place.

TABLE 9 | **TOTAL RANKED SCORE – MEMBERS OF COUNCIL**

	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/ PHYSICAL BOUNDARIES
Total score	127	82	77	25	42

TABLE 9 presents the ranked score for each option and CHART 3 shows this information graphically.

CHART 3 | **TOTAL RANKED SCORE – MEMBERS OF COUNCIL**

When the ranked score is examined there are a few changes in preference. Option 1 is still the favoured option amongst Members of Council. However, Options 2 and 3 have switched positions and Option 2 is now in second place. Options 4 and 5 remain at the rear of the group.

The next issue is how many times an option has been ranked in last place. This is shown in TABLE 10.

TABLE 10 | **FIFTH PLACE CHOICE – MEMBERS OF COUNCIL**

	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/ PHYSICAL BOUNDARIES
Times ranked fifth	0	0	1	0	0
Ranked 'No'	4	2	8	9	10
Not ranked	8	19	16	25	21

TABLE 11 | **FIRST & LAST CHOICE – MEMBERS OF COUNCIL**

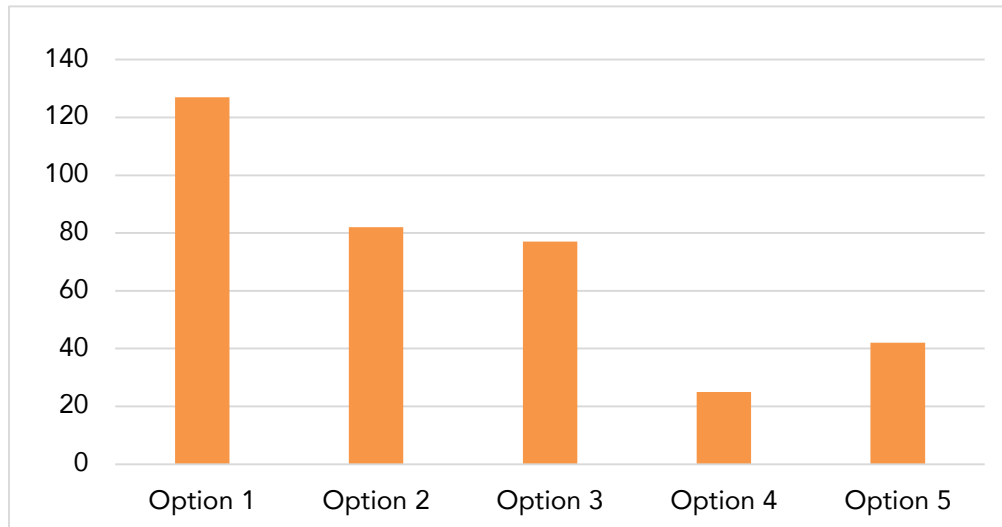|	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 SMALL WARDS	OPTION 4 LARGE WARDS	OPTION 5 NATURAL/ PHYSICAL BOUNDARIES
Times ranked first	13	9	10	3	3
Times ranked fifth or 'No'	4	2	9	9	10

A fifth place ranking was rare. However, if the "No" rankings are included, then a picture of those options least favoured or discounted all together appears. Options 3, 4 and 5 are the least favoured by an almost similar number of Councillors.

Option 2 has only 2 "No's" and Option 1 only 4. The "not ranked" responses are difficult to interpret. Options 2, 3, 4 and 5 have a high number of incidents of not being ranked. Only Option 1, not ranked 8 times, is low in this regard. A comparison of first and fifth choices of Councillors is presented in TABLE 11 and shown graphically in CHART 4.

The comparison of first and fifth choice that was employed in the public survey analysis cannot be directly replicated for the Councillor interviews. The reason is that very few Councillors ranked all options from first to fifth. Rather, they either left various options unranked or indicated a "No" to the option. If one takes the fifth ranked option and the "No's" as indicating a "last place" standing, then a rudimentary comparison between first and last choice can be constructed.

CHART 4 | **FIRST & LAST CHOICE – MEMBERS OF COUNCIL**
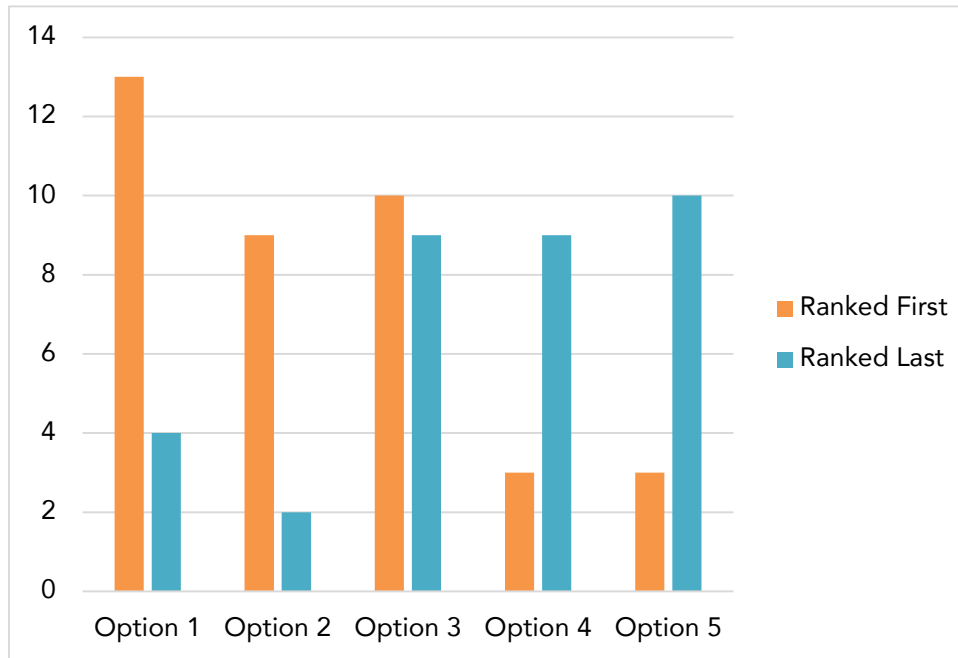
What can be observed from the first and last choice data is that Options 1 and 2 are viewed more positively than negatively. Option 3 draws very mixed reactions, almost an equal amount of Councillors rank it first and last. Options 4 and 5 are viewed very negatively.

4.2 PREFERRED OPTION

To determine the preferred option the two data sets derived from the public survey and Members of Council interviews have to be examined and compared.

Initially, these data sets are dealt with separately to reflect the statistical nature of how they were generated. The information from the public was generated randomly based on who chose to respond to the public survey. The information from Members of Council is based on responses from 42 of the 45 Members of Council.

The basic data was presented in the section above. This section analyzes and compares that information to determine which of the five options is preferred. The analysis considers two dimensions of the data, positive and negative preferences. The reasons for taking into account the positive references are obvious. It is important to know which of the five Options people prefer. The need to pay attention to negative preferences is not as apparent. However, negative preferences are critical for determining where consensus may be difficult.

This analysis considers four dimensions of each data set and then compares them. The four dimensions are:

- First place choices
- Ranked scores
- Last place choices
- Comparison of first and last place choices

First Place Choices

An obvious starting point, as it indicates the option that was preferred by most respondents.

Public survey results place the options as follows:

1.	Option 3 - Small Wards	186
2.	Option 4 - Large Wards	162
3.	Option 5 - Natural/Physical Boundaries	139
4.	Option 1 - Minimal Change	126
5.	Option 2 - 44 Wards	81

Members of Council provide a much different ranking when expressing their first place choice. They place the options as follows:

1.	Option 1 - Minimal Change	13
2.	Option 3 - Small Wards	10
3.	Option 2 - 44 Wards	9
4.	Option 5 - Natural/Physical Boundaries	3
5.	Option 4 - Large Wards	3

There is a considerable difference between how the public judge the options and how Members of Council view the options. Generally, the public is more open to large changes in the ward structure and places the three options that reflect the most change at the top of their list.

On the other hand, Members of Council gravitate towards maintaining the existing situation through either minimal change or retaining 44 wards. The area of most convergence is around Option 3 (Small Wards), which tops the public list and comes second with Members of Council.

Ranked Scores

The public and Members of Council were asked to rank the options in order of first to fifth choice. By assigning a numerical value to each of these choices, a 'ranked score' was produced that allows choices other than the first to be considered and evaluated. The public surveys result in the following total ranked scores for the options:

1.	Option 1 - Minimal Change	2114
2.	Option 2 - 44 Wards	2063
3.	Option 5 - Natural/Physical Boundaries	2027
4.	Option 3 - Small Wards	1880
5.	Option 4 - Large Wards	1865

Interviews with Members of Council result in the following total ranked scores for the options:

1.	Option 1 - Minimal Change	127
2.	Option 2 - 44 Wards	82
3.	Option 3 - Small Wards	77
4.	Option 5 - Natural/Physical Boundaries	42
5.	Option 4 (Large Wards)	25

Based on the ranked score there is considerable concurrence between the public and Members of Council. Both rank Option 1 and Option 2 as the top two options. Both rank Option 4 in last place. There is a slight difference in how Options 3 and 5 are ranked, trading 3rd and 4th place between the two data sets.

Last Place Choices

The public ranking for last place is:

1.	Option 4 - Large Wards	229
2.	Option 3 - Small Wards	224
3.	Option 5 - Natural/Physical Boundaries	105
4.	Option 1 - Minimal Change)	71
5.	Option 2 - 44 Wards	35

The last place ranking for Members of Council is:

1.	Option 4 - Large Wards	34
2.	Option 5 - Natural/Physical Boundaries	31
3.	Option 3 - Small Wards	24
4.	Option 2 - 44 Wards	21
5.	Option 1- Minimal Change	12

This data set indicates which options are the least preferred. As with the ranked scores, there is considerable convergence between the views of the public and Members of Council. Options 3, 4, and 5 are the least favoured options by both groups. Options 1 and 2 have the fewest last place choices in both groups.

Comparison of First and Last Place Choices

This comparative data set is best shown as a chart, both for the public survey results and for the results from interviews with Members of Council.

CHART 5 | **COMPARISON FIRST & LAST PLACE CHOICES – PUBLIC SURVEY**
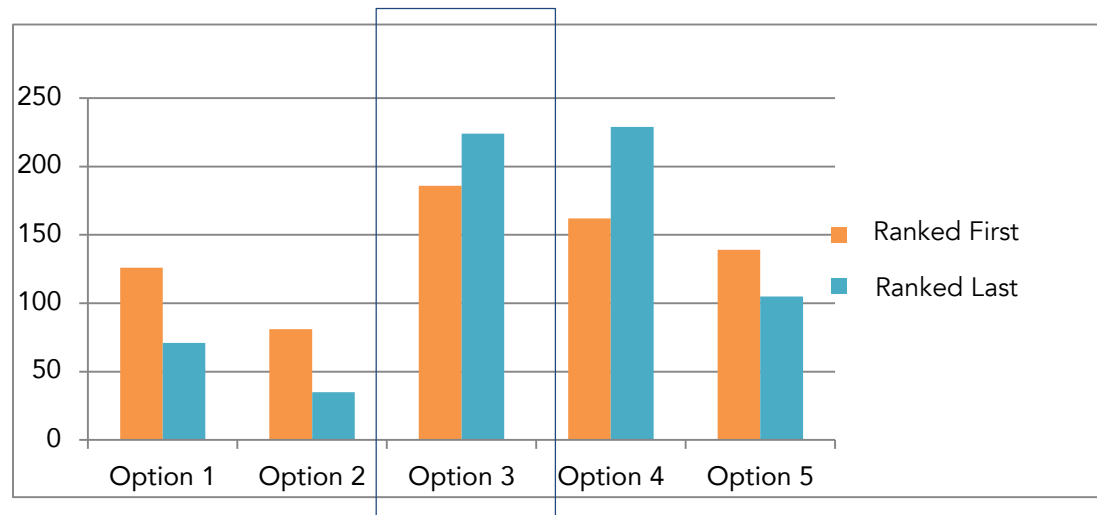
A key observation from comparing these two Charts revolves around Option 3 (Small Wards). In both the responses from the public survey and Members of Council interviews, there is a high degree of first and last choices for this option. In some respects, Option 3 is the "love it or hate it" option. It would be the option that would be the most difficult to form a consensus around, because of the strong positive and negative reactions to it.

CHART 6 | **COMPARISON FIRST & LAST PLACE CHOICES – MEMBERS OF COUNCIL**
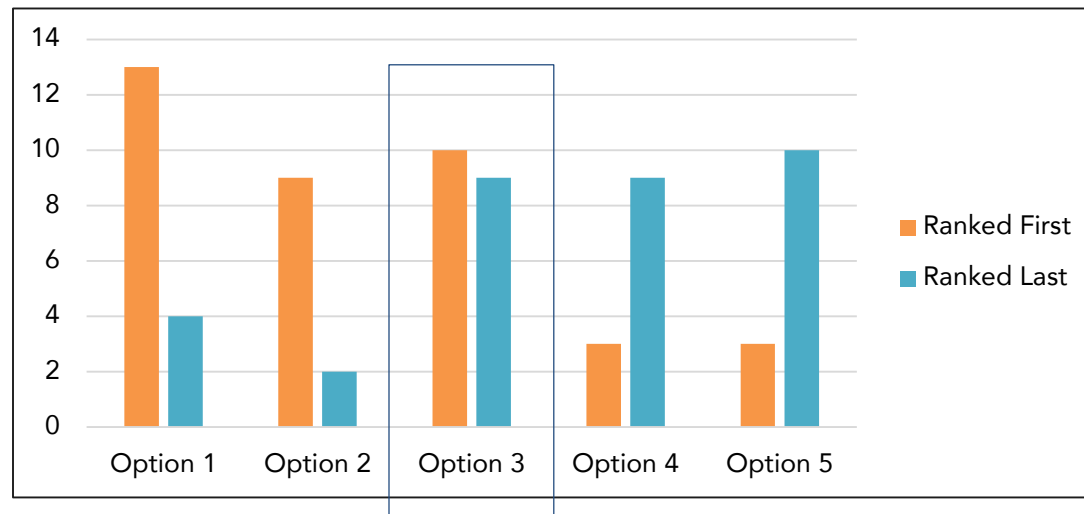
Conclusions – Preferred Option

The results of the public survey and Members of Council interviews give clear preference to Option 1 in three of the four ways the data has been examined. The only divergence from this perspective is in the first place choices, with the public preferring Option 3 (Small Wards) and Members of Council preferring Option 1 (Minimal Change).

However, when ranked scores are applied, Option 1 is the favoured option by both groups. Also, as the comparison of first and last place choices indicates, Option 3 would be the most difficult option to form a consensus around.

Based on an assessment of all these factors, Option 1 (Minimal Change) is the preferred option and the option that provides the starting point for the recommended new ward structure for the City of Toronto.

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4.3 REFINEMENTS

The Minimal Change option, Option 1, is the preferred option and forms the basis for the new ward structure for Toronto recommended in this report. However, it is only the basis and not the final recommended ward structure. During the Round Two civic engagement and public consultation process both the public and Members of Council were asked for "refinements" to the options. The purpose of these refinements was to improve the options with regard to communities of interest, ward history and more 'coherent' ward boundaries.

The refinements suggested by Members of Council and the general public through the online survey, submissions and at public meetings have been integrated by option, ward and community of interest (see Appendices C & D of the Round Two report).

Some of the refinements have been put forward more than once, which indicates a particular interest in an issue, and, as can be expected, some contradict each other.

Since Option 1 was the preferred option, all the refinements suggested for that option have been explored. Refinements suggested for other options have also been examined, if they are relevant to Option 1.

In addition, numerous suggested refinements relate to the boundaries of existing wards and communities of interest. Again, those refinements relevant to Option 1 have been analyzed. It has not been possible to accommodate 'refinements', which have recommended no change to the existing ward boundaries in areas where the 2026 ward populations will be well below the average ward population of 61,000. As well, it has not been possible to keep most Business Improvement Areas in one ward, since BIAs almost always include both sides of arterial roads, which are recognizable ward boundaries.

By definition, the suggested refinements alter the Minimal Change option. Incorporating certain suggested refinements changes more of the current ward boundaries than occurs in Option 1, as boundary changes in one area cascade into adjacent wards.

To determine whether suggested refinements are feasible, Option 1 wards were grouped based on natural/physical boundaries, e.g. west of the Humber River, north and south of the 401, downtown and east of Victoria Park. In particular, the boundaries of the downtown wards have been adjusted to coincide with the Official Plan boundaries for the Downtown. Both members of the general public and Members of Council strongly suggested that "downtown wards should be inside the Downtown".

Within these groupings suggested refinements to Option 1 wards have been assessed to determine whether they maintain effective representation, that is improve or upset voter parity, achieve more coherent ward boundaries and/or keep communities of interest together. There are over 125 'relevant' refinements. These refinements as well as the 'action' by the TWBR team are included as APPENDIX C to this report.

RECOMMENDATION FOR NEW WARDS FOR TORONTO

TORONTO WARD BOUNDARY REVIEW

THE DRAW LINES

5.1 A NEW WARD STRUCTURE

The recommended new ward structure is centered on three components. The first bases the new wards on Option 1, the preferred ward option from the Round Two Civic Engagement and Public Consultation process. The second incorporates the suggested refinements to Option 1 that are feasible and relevant to that option. And finally, the recommended ward structure meets the tests of effective representation.

The following map shows the recommended new ward structure for Toronto. The wards in the recommended new ward structure are labeled RW for "Recommended Ward". The ward numbering system follows the current numbering system that starts in the northwest corner of the city.

RECOMMENDED WARDS

RIVER AND STREAMS

RAILWAY (RR)

ROADS

GREENSPACE

WARD BOUNDARY

0   2.5   5   10 Km

NUMBER OF WARDS
47

AVERAGE WARD SIZE
61,000

POPULATION RANGE
51,850 - 70,150 (+/- 15%)
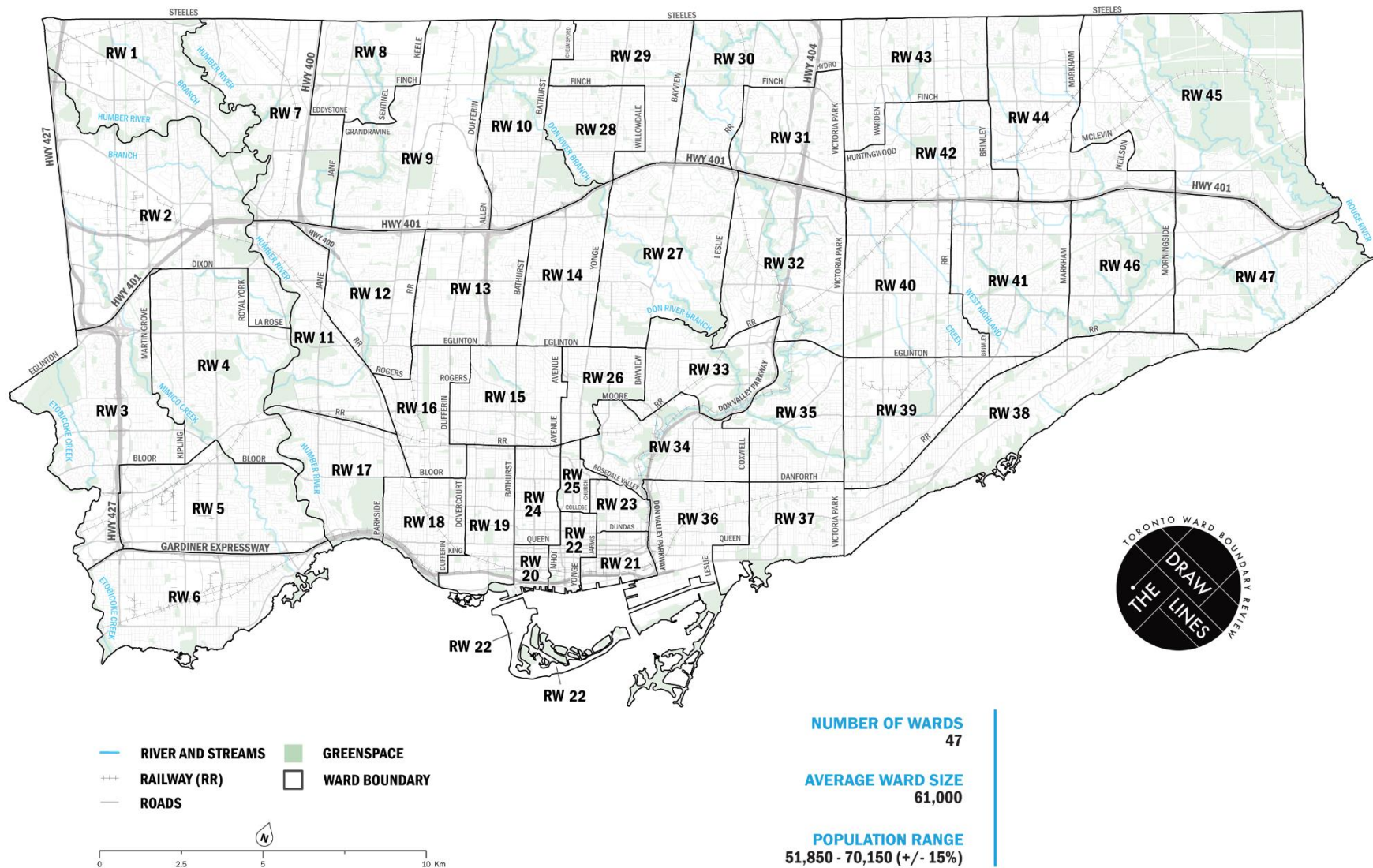
Although the base for the recommended ward structure is Option 1, the relevant refinements are quite numerous with the result that the boundaries of 6 of the recommended wards are the same as those of the current wards. (In Option 1, 18 wards have the same boundaries as the current wards). The recommended new ward structure results in 47 wards, the same as in Option 1.

Option 1 meets the criteria for effective representation. Therefore, the changes brought about by the suggested refinements have been analyzed in terms of how they affect effective representation. The recommended ward structure maintains the following principles underlying Option 1:

- Average ward population - 61,000
- Ward population range – 51,850 – 70,150 (plus or minus 15% of the average)
- 47 wards
- Target year - 2026

Most of the suggested refinements focus on two issues, keeping communities of interests or neighbourhoods together in the same ward and/or suggesting more appropriate ward boundaries.

The following Table demonstrates how the recommended ward structure achieves voter parity, an essential component of effective representation. The Table "Recommended Wards – Projected Population and Variance, 2018 - 2030" presents this information for the four election years from 2018 to 2030. The variance figures are based on the target ward population size of 61,000. The year 2026 is highlighted, as that is the year that is used to determine voter parity. The Table covers the period 2018, the year of implementation, to 2030, the end of the time frame of the TWBR. After 2030 it may be time for another review of Toronto's ward boundaries.

RECOMMENDED WARDS - PROJECTED POPULATION AND VARIANCE 2018 – 2030

RECOMMENDED WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
RW 1	60,154	-1.39%	59,918	-1.77%	60,122	-1.44%	60,412	-0.96%
RW 2	59,298	-2.79%	59,205	-2.94%	59,935	-1.75%	60,886	-0.19%
RW 3	62,791	2.94%	63,747	4.50%	65,044	6.63%	66,551	9.10%
RW 4	63,419	3.97%	64,810	6.25%	65,507	7.39%	66,299	8.69%
RW 5	58,254	-4.50%	62,838	3.01%	70,010	14.77%	77,220	26.59%
RW 6	65,500	7.38%	67,540	10.72%	69,434	13.83%	71,557	17.31%
RW 7	55,133	-9.62%	55,670	-8.74%	57,043	-6.49%	58,825	-3.57%
RW 8	48,062	-21.21%	49,114	-19.49%	54,748	-10.25%	57,884	-5.11%
RW 9	54,677	-10.37%	55,182	-9.54%	56,380	-7.57%	58,076	-4.79%
RW 10	64,410	5.59%	64,986	6.53%	66,096	8.35%	67,360	10.43%
RW 11	61,420	0.69%	61,923	1.51%	64,304	5.42%	66,844	9.58%
RW 12	52,645	-13.70%	53,073	-13.00%	54,213	-11.13%	55,653	-8.77%
RW 13	58,726	-3.73%	59,584	-2.32%	62,255	2.06%	65,165	6.83%
RW 14	58,823	-3.57%	59,524	-2.42%	60,077	-1.51%	60,667	-0.55%
RW 15	69,412	13.79%	69,971	14.71%	70,313	15.27%	70,641	15.81%
RW 16	65,645	7.61%	65,779	7.84%	66,141	8.43%	66,530	9.07%
RW 17	64,645	5.98%	66,165	8.47%	66,846	9.58%	67,522	10.69%
RW 18	65,946	8.11%	66,428	8.90%	67,253	10.25%	68,135	11.70%
RW 19	64,392	5.56%	65,401	7.22%	66,683	9.32%	67,892	11.30%
RW 20	38,154	-37.45%	45,542	-25.34%	51,350	-15.82%	53,131	-12.90%
RW 21	47,180	-22.66%	58,859	-3.51%	63,625	4.30%	68,940	13.02%
RW 22	47,425	-22.25%	54,356	-10.89%	60,987	-0.02%	65,905	8.04%
RW 23	55,416	-9.15%	60,270	-1.20%	61,181	0.30%	64,922	6.43%
RW 24	47,020	-22.92%	50,248	-17.63%	55,692	-8.70%	60,357	-1.05%
RW 25	47,686	-21.83%	54,404	-10.81%	60,450	-0.90%	63,582	4.23%
RW 26	53,241	-12.72%	57,018	-6.53%	58,560	-4.00%	59,983	-1.67%

RECOMMENDED WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
RW 27	64,743	6.14%	66,332	8.74%	66,822	9.54%	67,279	10.29%
RW 28	57,443	-5.83%	58,037	-4.86%	59,815	-1.94%	61,549	0.90%
RW 29	59,020	-3.25%	60,233	-1.26%	62,378	2.26%	65,069	6.67%
RW 30	53,371	-12.51%	54,726	-10.28%	55,527	-8.97%	56,387	-7.56%
RW 31	60,082	-1.51%	61,318	0.52%	62,177	1.93%	63,103	3.45%
RW 32	68,522	12.33%	69,136	13.34%	69,527	13.98%	69,966	14.70%
RW 33	55,167	-9.56%	56,019	-8.17%	56,841	-6.82%	57,638	-5.51%
RW 34	55,616	-8.83%	55,463	-9.08%	55,576	-8.89%	55,706	-8.68%
RW 35	66,789	9.49%	67,026	9.88%	67,720	11.02%	68,605	12.47%
RW 36	57,817	-5.22%	58,490	-4.11%	58,637	-3.87%	58,764	-3.67%
RW 37	53,553	-12.21%	53,974	-11.52%	54,372	-10.87%	54,748	-10.25%
RW 38	63,014	3.30%	64,242	5.32%	67,016	9.86%	70,194	15.07%
RW 39	61,940	1.54%	62,821	2.98%	64,495	5.73%	66,757	9.44%
RW 40	65,979	8.16%	66,413	8.87%	68,542	12.36%	71,172	16.68%
RW 41	67,393	10.48%	68,402	12.14%	70,307	15.26%	73,894	21.14%
RW 42	63,507	4.11%	65,643	7.61%	66,889	9.65%	68,503	12.30%
RW 43	68,045	11.55%	67,681	10.95%	67,619	10.85%	67,350	10.41%
RW 44	66,035	8.25%	66,253	8.61%	66,060	8.30%	66,237	8.59%
RW 45	64,969	6.51%	64,979	6.52%	64,864	6.33%	64,714	6.09%
RW 46	58,644	-3.86%	59,616	-2.27%	60,815	-0.30%	62,215	1.99%
RW 47	50,847	-16.64%	51,327	-15.86%	51,952	-14.83%	52,646	-13.69%

5.2 EFFECTIVE REPRESENTATION

Voter Parity

The range established for voter parity in Option 1 was 15% above or below the target average ward population of 61,000. As noted, this allows for ward population sizes to range from 51,850 to 70,150, which becomes the acceptable 'voter parity' range.

Forty-four of the 47 wards in the recommended new ward structure fall within this range. Two wards have a variance above 15% and one ward has a variance of below 15%. Looking at 'voter parity' in more detail the following pattern emerges.

VARIANCES	NUMBER OF WARDS	RECOMMENDED WARDS INCLUDED
+/- 15% of average	44	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 16, 17, 18, 19, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 42, 43, 44, 45, 46 and 47
Below 15% of average	1	20
Over 15% of average	2	15 & 41

Recommended Ward 20 is 15.82% below the targeted ward population of 61,000. This is one of the fastest growing recommended wards. In total, 6 wards grow by more than 10,000 during the period 2018 to 2030. These are wards: RW5 (18,968), RW20 (14,977), RW21 (21,760), RW22 (18,480), RW24 (13,336) and RW25 (15,896). RW20 has the fastest growth rate and by 2030 is within the 15% variance range. Except for RW5 all these high growth wards are in the Downtown where the Official Plan's policies allocate much of Toronto's growth.

The range established for 'voter parity' in Option 1 was 15% above or below the target average ward population of 61,000.

Recommended Wards 15 and 41 are slightly above the 15% threshold at 15.27% and 15.26% respectively. RW15 is a relatively stable ward and is expected to grow by slightly over 1,000 people between 2018 and 2030. RW41 is just over 15% in 2026 (15.26%), but is a growing ward and will be over 21% above average in 2030. It is one of the wards, along with Recommended Wards 5, 6 and 40 that may lead to a ward boundary review following the 2030 election.

Attempts were made to reduce RW41's population, but RW40's population is also high and RW41's boundaries on its other three sides are quite distinctive. Reducing RW41's population would have required moving ward boundaries onto residential side streets.

Ward History

Option 1's goal is Minimal Change, which respects, to some extent, ward history. There are two components to Minimal Change. The first is retaining the current average ward population size of 61,000. The other is minimizing the change in ward boundaries.

The recommended ward boundaries maintain the 61,000 average ward population as the base for calculating voter parity. Option 1 retains the existing boundaries of 18 wards. The recommended ward structure retains only 6. These are:

- *Existing Ward   1 = RW 1*
- *Existing Ward   2 = RW 2*
- *Existing Ward   6 = RW 6*
- *Existing Ward 10 = RW 10*
- *Existing Ward 11 = RW 11*
- *Existing Ward 35 = RW 39*

 The change of so many of the current ward boundaries from Option 1 is due to refinements suggested by the public and

Members of Council during the Round Two consultation process. Many of the suggested refinements aim to improve existing ward boundaries, often to include various communities of interest.

Population Growth

Toronto is growing at a rapid rate. The TWBR anticipates an additional 500,000 people over the project's time frame of 2011 - 2030.

This projected growth has been incorporated into the recommended ward configuration. As noted previously, the year 2026 has been used as the target year. This allows City Council to consider a recommended ward structure that will last for 4 elections, up to 2030. The projected growth of the recommended wards is shown in the Table Recommended Wards - Projected Population and Variance 2018 – 2030, above.

Geographic Communities of Interest

A great effort has been made to keep geographic communities of interest together. It has not always been possible. Some communities of interest are too large to fit into a single ward and in some cases keeping communities of interest in one area splits communities in other areas or disrupts voter parity significantly.

One example that has been tested repeatedly is the Regent Park community. The recommended ward structure uses Dundas Street as a boundary between RW21 and RW23. This separates Regent Park North and Regent Park South. A boundary configuration that keeps them together has a significant impact on voter parity. Keeping all of Regent Park in RW23 produces a variance in that ward of +20.41% and a variance in RW21 of -15.81%. Boundary adjustments in other parts of RW23 have been considered but result in dividing other communities. This part of Toronto is very dense and boundary changes of even a few blocks can have a significant impact on voter parity.

Natural/Physical Boundaries

The recommended ward structure attempts to use recognizable major natural and physical boundaries. Often this supports ward history. Some of the major boundaries used in the recommended ward structure are:

- The "Downtown" as defined by the Official Plan
- Highway 401, a major physical boundary
- The Humber River, a major natural boundary and the current ward boundary for the "Etobicoke" wards
- Eglinton Avenue across much of mid-town
- Victoria Park Avenue, a major artery and the current ward boundary for the "Scarborough" wards
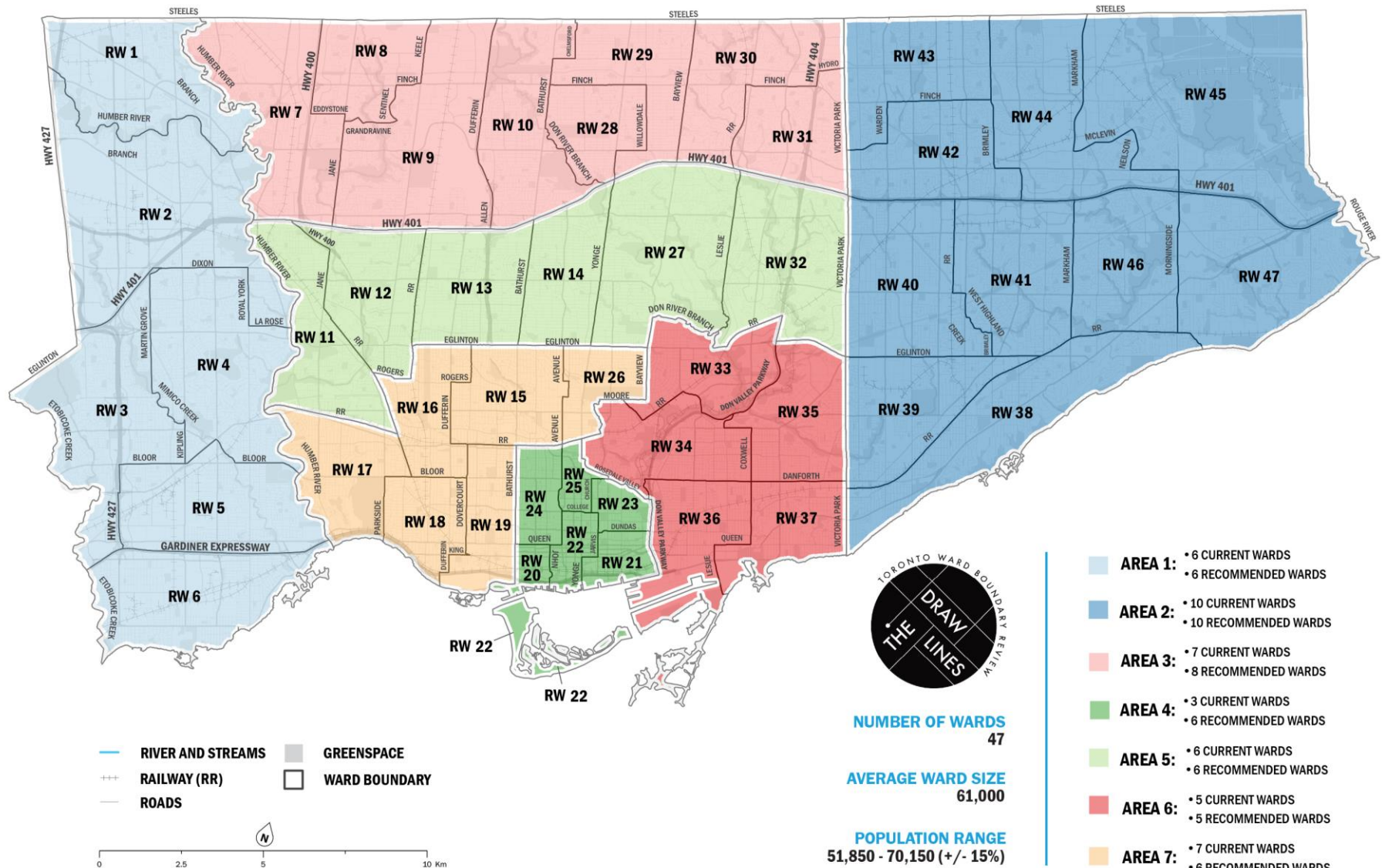
5.3 WHERE ARE THE CHANGES

As outlined above, the recommended ward structure for Toronto increases the total number of wards to 47 from 44. This increase re-balances the existing ward population discrepancies by enlarging the populations of small wards and decreasing the populations of large wards. It also accommodates the projected population growth to 2030. This is accomplished by adding three wards, while maintaining the current average ward population size of approximately 61,000.

Where are the new wards? This seems like a straightforward question but the answer is more complex. Of the 44 existing wards, 38 experience some changes in their boundaries. Only 6 existing wards retain their exact current boundaries. These are the current wards 1, 2, 6, 10, 11 and 35. Therefore, the recommended ward structure for Toronto creates, in fact, 38 "new" wards.

To demonstrate where the additional wards are located, it is helpful to examine seven major geographic areas of the city and compare the number of current wards with the number of recommended wards. The map on the following page illustrates this comparison. Comments describe the changes in more detail.

WHERE ARE THE CHANGES

RIVER AND STREAMS   GREENSPACE
RAILWAY (RR)   WARD BOUNDARY
ROADS

N

0   2.5   5   10 Km

TORONTO WARD BOUNDARY REVIEW
THE DRAW LINES

NUMBER OF WARDS
47

AVERAGE WARD SIZE
61,000

POPULATION RANGE
51,850 - 70,150 (+/- 15%)

	AREA 1:	• 6 CURRENT WARDS
		• 6 RECOMMENDED WARDS
	AREA 2:	• 10 CURRENT WARDS
		• 10 RECOMMENDED WARDS
	AREA 3:	• 7 CURRENT WARDS
		• 8 RECOMMENDED WARDS
	AREA 4:	• 3 CURRENT WARDS
		• 6 RECOMMENDED WARDS
	AREA 5:	• 6 CURRENT WARDS
		• 6 RECOMMENDED WARDS
	AREA 6:	• 5 CURRENT WARDS
		• 5 RECOMMENDED WARDS
	AREA 7:	• 7 CURRENT WARDS
		• 6 RECOMMENDED WARDS

DESCRIPTION	CURRENT WARDS	RECOMMENDED WARDS	COMMENTS
Area 1: West of the Humber River	1, 2, 3, 4, 5 & 6	RW1, RW2, RW3, RW4, RW5 & RW6	This area has the same number of wards at 6. Current Wards 1, 2, & 6 do not change. Wards 3, 4 & 5 are changed to accommodate current and projected growth in Ward 5.
Area 2: East of Victoria Park Ave.	35, 36, 37, 38, 39, 40, 41, 42, 43 & 44	RW38, RW39, RW40, RW41, RW42, RW43, RW44, RW45, RW46 & RW47	This area has the same number of wards at 10. Current Ward 35 remains the same and becomes RW 39. All other wards are adjusted to balance populations, use Hwy. 401 as a natural boundary and reflect suggested refinements.
Area 3: North of Hwy. 401 from the Humber River east to Victoria Park Ave.	7, 8, 9, 10, 23, 24 & 33	RW7, RW8, RW9, RW10, RW28, RW29, RW30 & RW31	This area has one additional ward at 8. Current Ward 10 remains the same. Current Wards 7, 8 & 9 are adjusted to balance populations and reflect suggested refinements. One ward is added between Bathurst St. and the Don Valley Parkway to accommodate both current and projected growth.
Area 4: Downtown, as defined in the Official Plan, generally, Bathurst St. to the Don Valley Parkway, south to Lake Ontario and north to Rosedale Valley Road and the railroad tracks	All of 28, most of 20 & 27.	RW20, RW21, RW22, RW23, RW24 & RW25	The Downtown has three additional wards at 6. The 3 wards are added to accommodate both current and projected growth.

DESCRIPTION	CURRENT WARDS	RECOMMENDED WARDS	COMMENTS
Area 5: South of Hwy. 401, generally to Eglinton Ave. and from Victoria Park Ave. west to the Humber River	11, most of 12, 15, 16, most of 25 & 34	RW11, RW12, RW13, RW14, RW27 & RW32	This area has the same number of wards at 6. Current Ward 11 stays the same. Other wards are adjusted to balance populations, generally use Eglinton Ave. as a boundary and incorporate suggested refinements.
Area 6: East of Downtown to Victoria Park Ave. and generally south of Eglinton Ave.	29, 30, 31, 32, most of 26	RW33, RW34, RW35, RW36 & RW37	This area has the same number of wards at 5. All current ward boundaries experience some change to balance populations and incorporate suggested refinements.
Area 7: West of Downtown to the Humber River and generally south of Eglinton Ave.	13, 14, 18, parts of 17, 19, 21 & 22	RW15, RW16, RW17, RW18, RW19 & RW26	This area has one less ward at 6. All current ward boundaries are adjusted to reflect the use of Eglinton Ave. as a general boundary, balance populations given the three current small wards (Wards 13, 14 & 21) and incorporate suggested refinements.

In summary the "additional" wards can be attributed to three areas of the city.

1. One addition ward north of Hwy. 401 between Bathurst St. and Victoria Park Ave.
2. Three additional wards in the Downtown area.
3. One less ward in the area west of the Downtown and south of Eglinton Ave.

All other areas retain the same number of wards they currently have, although most of their ward boundaries have been adjusted in some way to balance ward populations, reflect a set of coherent boundaries and incorporate suggested refinements. As noted, only 6 of the recommended wards are the same as the current wards. This is a reflection of the "cascading effect" as ward populations are balanced and as many geographic communities of interest as possible are respected.

CONCLUSION & NEXT STEPS

TORONTO WARD BOUNDARY REVIEW / NEW WARDS FOR TORONTO / FINAL REPORT

TORONTO WARD BOUNDARY REVIEW

DRAW THE LINES

The recommended new wards for the City of Toronto are shown on the map entitled **Recommended Wards** contained within the report and attached in a larger format as APPENDIX E to this report. Creating a new ward structure that achieves effective representation for a city as complex as the City of Toronto, and with Toronto's growth rate, requires an appropriate balance among the components of effective representation and the input received during the TWBR's two rounds of civic engagement and public consultation. Different points-of-view often exert a pull in conflicting directions. The TWBR has accomplished an appropriate balance by recommending a ward structure that achieves effective representation while incorporating many of the suggestions from the public, stakeholders and Members of Council.

To implement the new ward structure in time for the 2018 municipal election, the following timeline is anticipated:

- Discussion of TWBR Final Report by the City of Toronto Executive Committee (May 2016)
- Discussion of the TWBR Final Report by Toronto City Council (Summer/Fall 2016)
- City Council decision on New Wards for Toronto (by the end of 2016)
- Potential OMB Hearing (January – June 2017)
- Implementation of a new ward structure for Toronto (by the end of 2017)

Adherence to this timeline is critical. Based on experience from other ward boundary reviews, and the fact that Toronto's ward system has been appealed in the past, an OMB hearing on a new ward structure is probable. There needs to be sufficient time in 2017 to resolve such a hearing, should it occur.

ACKNOWLEDGEMENTS

The Toronto Ward Boundary Review (TWBR) began in June 2014 and will end with the presentation of this report to the City of Toronto Executive Committee in May 2016 and City Council thereafter. Funding for this project was provided by the City of Toronto. The TWBR team appreciates the many individuals and organizations who participated in and provided input to this project. This includes: Members of Council, School Board representatives, neighbourhood associations, other stakeholder groups and members of the public. All of your contributions have helped make our final recommendation for new wards for Toronto possible. Thank you.

We would also like to give recognition to the **TWBR Advisory Panel** for contributing their time and collective expertise: Fred Dean, Municipal Lawyer; Beverley Don, Vice President and Director, Toronto Association of Business Improvement Areas (TABIA) and Proprietor, Ardith One Canadian Pottery and Crafts; Don Granger, former member and vice chair of the Ontario Municipal Board (1997-2012), Regional Councillor, Hamilton-Wentworth (1988-1994), Mayor, Flamborough, Ontario (1991-1994); Dr. Patricia O'Campo, Director, Centre for Research on Inner City Health and Professor, Dalla Lana School of Public Health Sciences, University of Toronto; and Dr. Myer Siemiatycki, Professor, Department of Politics and Public Administration, Ryerson University.

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TORONTO WARD BOUNDARY REVIEW

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