

Court File No. CV-18-00603797-0000

ONTARIO

SUPERIOR COURT OF JUSTICE

B E T W E E N:

CITY OF TORONTO

Applicant

- and -

ATTORNEY GENERAL OF ONTARIO

Respondent

APPLICATION UNDER Rule 14.05(3)(d), (g.1) and (h) of the *Rules of Civil Procedure*.

**APPLICATION RECORD
VOLUME 3 OF 4**

City Solicitor's Office

City Solicitor

City of Toronto

Stn. 1260, 26th Floor

Metro Hall, 55 John Street

Toronto ON M5V 3C6

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Glenn K.L. Chu

Philip Chan

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Lawyers for the Intervenor

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6 Acknowledgment of Expert's Duty




This is Exhibit "I" referred to in
the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.


A Commissioner, etc.
Diana Dimmer

LANRICK!
Let's #DoMore in
WARD 36

Vote Lanrick Bennett for City Council

416-569-4899 | lanrick@lanrickbennettjr.ca

  @lanrick2018 |  /lanrick36 | lanrickbennettjr.ca



"I believe in term limits. Get in, do good things, get out."

– Lanrick Bennett

COMMUNITY

- Work with Toronto Police to prioritize safety, dialogue and accountability to all residents in all neighbourhoods within Ward 36.
- Reignite east end arts, music and culture with the involvement of youth and indigenous people
- Help make Toronto greener by supporting the City's Transform TO initiative.

RESOURCES

- Expand community input: provide residents with a constituency office and hold regular meetings online as well as in person.
- Work with the City to create more childcare spaces and affordable options in our community.
- Prioritize total housing stock, affordable housing for renters and buyers, and help minimize homelessness.
- Support funding for libraries as community and cultural hubs in Ward 36.

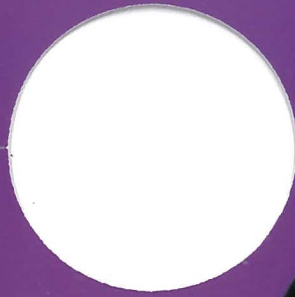
INFRASTRUCTURE

- Improve infrastructure and community safety by supporting the City's proposal for SmartTrack, the Downtown Relief Line and prioritizing Ward 36 in The City's Complete Streets and Vision Zero initiatives.
- Work with residents to create a more effective participatory planning process to ensure developments are appropriate for our community's spaces, parks, condos, and rental housing.
- Support local businesses and create long-term partnerships with our six BIAs & Chinese Chamber of Commerce

416-569-4899 | lanrick@lanrickbennettjr.ca | [Twitter](#) @lanrick2018 | [Instagram](#) @lanrick2018 | [Facebook](#) /lanrick36 | lanrickbennettjr.ca

I WANT TO BE YOUR VOICE

712



✓**OTE**

**MOHSIN
BHUIYAN**

as a City Councillor
Ward - 38



VOTE OCTOBER 22

**POLLS ARE OPEN
9 AM - 9 PM**

Bring your Voter Information Card

&

One Piece of ID
that has your name

OR

Bring one piece of identification
that has your name
and residential address (i.e. Driver's Licence)

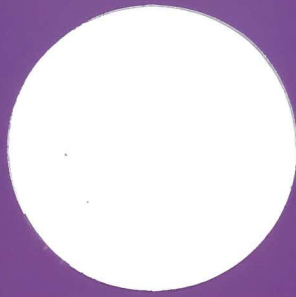
Authorized by CFO of Mohsin Bhuiyan's Campaign



Need a ride ? 416-821-4724

I WANT TO BE YOUR VOICE

713



SORRY, I MISSED YOU

VOTE MONDAY
October 22



MOHSIN
BHUIYAN

AS A CITY COUNCILLOR
WARD - 38

City of Toronto Ward Profile - 2018



I WANT TO BE YOUR VOICE



Mohsin Bhuiyan

as a City Councillor

Voting Date: October 22, 2018



Dear members of the Ward 38,
Scarborough South-West community,

Greetings to you! I am a proud resident of this area for over 28 years, and I plan to serve the greater good by putting forth everything I believe in, with hopes of becoming your voice as City Councillor on behalf of Ward 38, Scarborough South-West.

Professional Experience:

- Former President, CHEU (Canadian Hotel Employees Union).
- Honorary Advisor, Actino Research Inc. Canada.
- Worked as an immigration co-ordinator with Gilbert & Yallen law office.
- Provided voluntary services at the Lion's Club.
- President of the Greater Dhaka Association Canada Inc.
- Life Member, BCS (Bangladeshi-Canadian Community Services)
- Member of CBCC (Canada Bangladesh Chamber of Commerce)
- Present Director of Bhuiyan Management Inc.
- Present Director of Mint One Financial Inc.

My Mission:

- Safety first - increase funding to hire more police officer.
- To work towards a clean & environmentally creative sustainable community.
- To create a strong, healthy, diverse local economy.
- Work for reduction of property taxes for the community.
- Maintain safety & security of our streets and local community members.
- Protect & expand recreational parks.
- Work towards creating affordable housing for lower income residents.
- Affordable Retirement Housing.
- Enhance/Upgrade community centres & public libraries.

Whether you are a resident of this community, tax payer, or parent; I am one of you.
We are all connected.

Let's all join together & collectively re-enforce the same vision by building a safer & beneficial community! Thank You.

Sincerely,
Mohsin Bhuiyan

Let us together build a safe community.

Contact

Phone : 416-821-4724

E-mail : mohsin.bhuiyan.2018@gmail.com

Web : www.mohsinbhuiyan.com

Authorized by CFO of Mohsin Bhuiyan's Campaign

NEW VOICE • NEW VISION



CHRIS BUDO

- I will **donate** 34% of my salary back to the community. I refuse to accept a wage higher than average household income
- I will hold monthly discussions in the community
- I am committed to development that preserves and suits our community
- I will accept the majority vote on any issues voted on by the community (no political affiliation)
- I will push for the quality not the quantity of bike lanes, bike lanes cannot be just painted white lines
- I will never accept a donation

MORE ONLINE...

VOTE CITY COUNCILLOR

VOTE CITY COUNCILLOR

- Born and raised in the Toronto-Danforth community
- Worked in a small family business from a young age and has built strong relationships within the community
- Worked as a property manager for houses in the community
- Worked for Diabetes Canada for 1 year in the finance department, and developed a forecasting tool for a \$50 million dollar a year revenue stream
- Graduated from Ryerson University with an Economics and Finance degree (BA)

 416-660-6461

 ChrisBudoToronto@gmail.com

 ChrisBudoToronto.com

 ChrisBudoToronto

 @ChrisBudo_TOR

 ChrisBudoToronto



CHRIS
BUDO

TORONTO - DANFORTH

KALSANG DOLMA

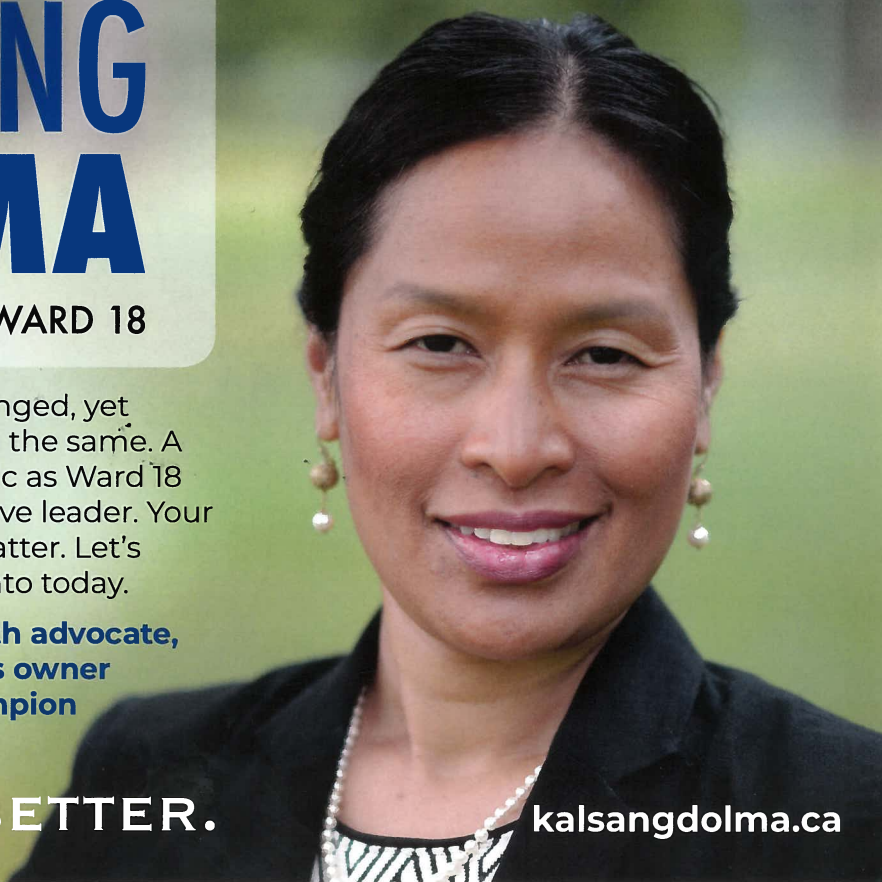
FOR COUNCILLOR WARD 18

Toronto has grown and changed, yet the faces in City Hall remain the same. A ward as diverse and dynamic as Ward 18 needs a proactive, progressive leader. Your issues, stories and voices matter. Let's start building a better Toronto today.

- **Community builder, youth advocate, teacher, artist & business owner**
- **Ontario Newcomer Champion Award Winner**

BELIEVE IN BETTER.

kalsangdolma.ca



#voteDOLMA

October 22, 2018



Demanding decent, affordable housing



Representing small business needs and supporting local economic growth



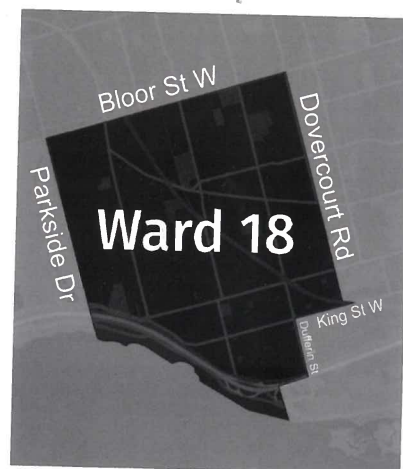
Advocating for engaged governance and civic consultation across Ward 18 and City Hall



Enhancing public spaces, parks, arts & culture, community hubs, and social services



Building efficient, effective public transit



416-668-2881



kalsangdolma.ca



info@kalsangdolma.ca



@kalsangdolmaTO

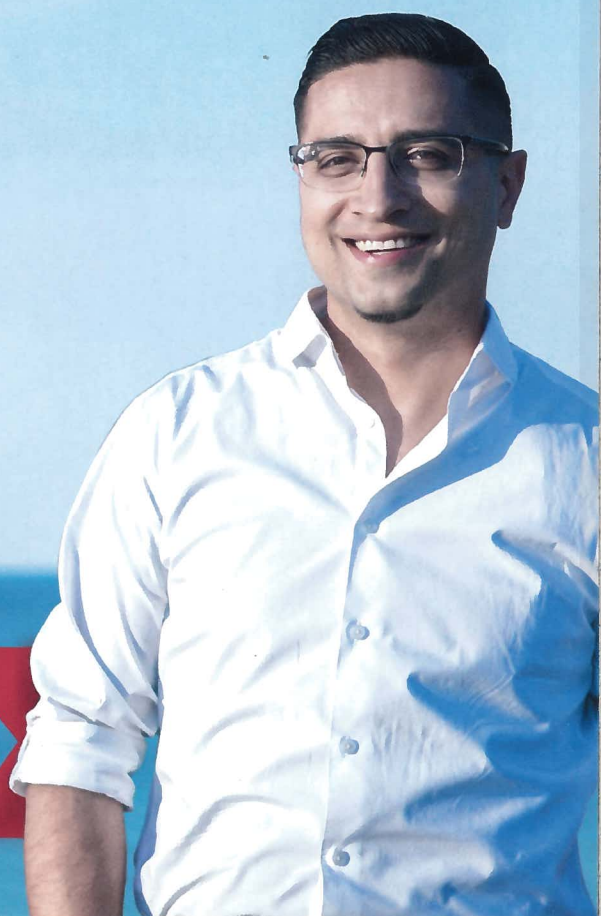


donate • volunteer • order a sign

Reza KHOSHDEL

FOR CITY COUNCIL

A NEW WAY FORWARD 47



AS YOUR ELECTED COUNCILLOR, I WILL WORK HARD TO:

- IMPROVE PUBLIC TRANSIT SERVICES
- INCREASE COMMUNITY SUPPORT PROGRAMS
- FOSTER A STRONG LOCAL BUSINESS COMMUNITY
- INCREASE INVESTMENT IN CHILDCARE PROGRAMS AND SUBSIDIES
- IMPROVE TRANSPARENCY AND ACCOUNTABILITY AT CITY HALL

🐦 + 📌 @RezaForWard47

✉ Reza@RezaForWard47.com



**VOTE
OCTOBER 22**

www.RezaForWard47.com



Qualified and committed
to preserving our
quality of life in
a **transforming** city.

Beth
LEVY
FOR WARD 14

Election day is

OCT. 22

Dear neighbour,




My name is Beth Levy and I'm running for City Council in the new Ward 14 - Eglinton Lawrence. I want to be your councillor because I love Toronto and Eglinton Lawrence. I want to work with my community to make sure that Ward 14 continues to be a vibrant and inclusive place to live, work, and raise a family.

As an active member of the community with an urban planning background, I will use my expertise to bridge divides and bring our community together to ensure we preserve the livable character of our neighbourhoods and our city. I want to do this by:

- Serving the residents of the ward by being **available, responsive and present** in our community.
- Streamlining and improving our building by-laws and zoning rules to promote **responsible development**.
- Making changes to the streetscape to **improve traffic flow and ease congestion**, and encourage safer behaviour from drivers, cyclists, and pedestrians.
- **Supporting small businesses** on avenues where there are long-term construction projects, and finding ways to protect existing merchants who are affected by development.

To achieve this I need your support! **I hope I can count on your vote** during the city election this fall, **October 22, 2018**.

Sincerely, **Beth**

Find out more:  www.bethlevyto.ca  [@BethLevyWard14](https://twitter.com/BethLevyWard14)  fb.me/BethLevyWard14

"Strong Families Make Strong Communities"

CHERYL LEWIS-THURAB

Candidate for Toronto City Council
Ward 45 – Scarborough-Rouge River

- + Attract Well-Paying Jobs to Scarborough
- + Cut TTC Commute Times
- + Create Safe, Affordable & Flexible Childcare
- + Engage Businesses & Communities
- + Improve Road & Community Safety
- + Develop Youth & Seniors Strategy

CherylLewisThurab.ca
Hello@CherylLewisThurab.ca | 647 956 7293

Connect with Us:  @cheryl_ward45 |  @votecheryl_ward45 |  @TeamCheryl45



Wouldn't it be nice to have a neighbour working for you at City Hall?

I'm Cheryl Lewis-Thurab - a long-time resident of Ward 45, Scarborough-Rouge River. My passion in life is to help others. This passion has guided me as a mom, a volunteer, a Fundraising Manager and Union Mediator for the United Way, a Community Development Officer for the Canadian Breast Cancer Foundation, and now as a @WomenWinTO candidate for City Council.

One of the best things about Ward 45 are the diverse families. Our families give our community a rich cultural mosaic. I'm running to put families first at City Hall. Join me and we can make change happen. Remember, *strong families make strong communities!*

Sincerely,

Cheryl Lewis-Thurab



ELECT

Kathryn
SUSSMAN

Councillor
Ward 37

Your Voice at Council

May I place a small election
sign on your lawn?

(647) 300-2092

Dear Neighbour,

As Beaches-East York Ward 37 Councillor, I will work with fellow residents and local businesses to make our community a safer, more prosperous and liveable place.

During the next four years, I will listen to you and work to achieve the changes we need to see at Toronto City Council.

On October 22nd, please vote to elect me.

Your Voice at Council

Kathryn Sussman

Kathryn Sussman ... Experience

- **Effective Advocate** – Kathryn has successfully worked with all levels of government to improve public health and safety and animal welfare. Her projects include fighting to end whale and dolphin captivity and animal exploitation.
- **Transparency and Accountability** – Kathryn has consistently challenged hidden decision making, demanding proper disclosure and holding officials to account.
- **The Local Choice** – Kathryn was born and raised in Toronto, and has lived and worked in Beaches-East York for over 12 years. She is a parent, pet owner and active member of our community.

Kathryn Sussman ... Priorities

- **Safety** – Improve pedestrian and cyclist safety by reducing dangerous crossings and pushing for cycling lanes, fix unsafe playgrounds by improving visibility and repairing fencing.
- **Prosperity** – Rejuvenate the waterfront and main streets with incentives for local and new businesses and support for local BIAs, transform our neighbourhood into a year-round destination.
- **Liveability** – Advocate for adequate supply of affordable housing, cultivate our green spaces by supporting community projects, work to reduce local noise, pollution and congestion.



fb.me/KathrynSussman2018



[@Sussman2018](https://twitter.com/Sussman2018)





MEGANN
WILLSON

A new vision for Toronto City Council

**You told me you want a City
that works for everyone.**

I'm a progressive community leader who
built my own business **listening to people**
and turning their ideas into actions.

I'll do the same for **you**
as **your City Councillor**.



- Affordable & supportive housing
- Efficient, accessible transit
- Safe streets for active transportation
- Support for children, seniors, and vulnerable people
- A responsive City government that listens to you and gets back to you

Join me.

**MEGANN
WILLSON**

megannwillson.ca

647-797-9733

  [megannwillsonTO](https://www.facebook.com/megannwillsonTO)
info@megannwillson.ca

EDRIS ZALMAI

Ward 19 Candidate



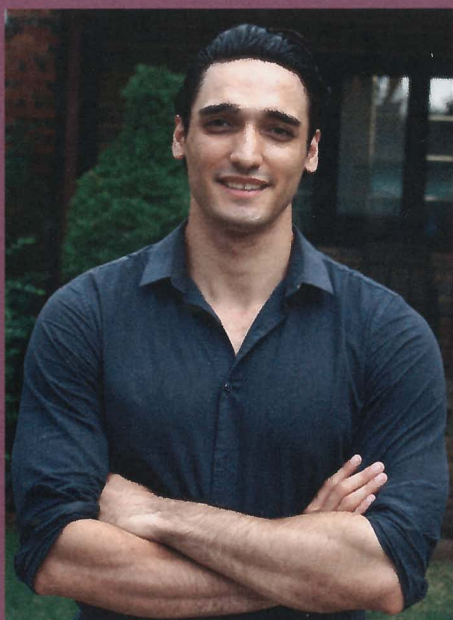
As a long-time resident of Toronto, living in the City is a part of my identity. I feel truly lucky and proud to have grown up here, but I am running for City Councillor because the City I grew up in is changing. Today Toronto finds itself in a precarious place - the recent spike in gun violence has made this clear. Communities are experiencing gentrification of historical neighbourhoods, and the housing affordability crisis continues to worsen. There is a drug addiction epidemic while safe injection sites are put into residential neighbourhoods. We continue to make historic investments in transit infrastructure, but have failed to ensure the safety of all road users. It's time for Torontonians to expect more, and stop settling for half-way solutions.

EDRIS ZALMAI

Expect More

EDRIS ZALMAI

Ward 19 Candidate

***Expect More from Edris on:***

The Housing Crisis - We need a Council that's committed to building affordable housing, as more people are priced out of the housing market and rent continues to skyrocket

Mental Health - We must do better to get people struggling with mental illness the treatment they need, but communities should be consulted when supervised injection sites are put into residential neighbourhoods

Transit - We need long-term vision when investing in our transit infrastructure and transit solutions that get traffic moving today, but most importantly we need solutions that allow all road users to feel safe

The Arts - We are home to many local artists who help create Toronto's unique cultural identity, greater investments in arts fosters creativity and generates economic benefits for the whole community

Let's Connect

www.edriszalmai.ca | edriszalmai2018@gmail.com
facebook: edriszalmai | twitter: edriszalmai | instagram: edriszalmai

City Councillor
for Ward 20

Vote
Oct. 22

Sabrina
Zuniga

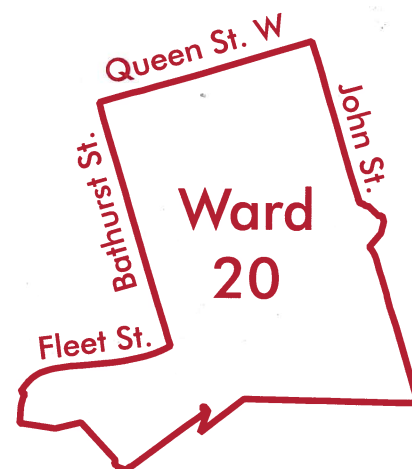
For a Livable Toronto






www.sabrinazuniga.ca

I am running to represent you in City Hall.
I will listen to and work with the residents
of Ward 20. Together we can keep
downtown Toronto livable for young & old,
for families & singles, - for everyone!

- Safe Streets & Sidewalks
- Healthy Trees & Clean Parks
- Raildeck Park
- More & Better Dog Parks
- Vibrant Small Businesses
- More Mental Health & Community Services
- Encourage Innovators & Entrepreneurs
- Smart Development



Share with me your thoughts & ideas!
sabrina@sabrinazuniga.ca

twitter.com/SabrinaZunigaTO 
[instagram.com/SabrinaZunigaTO](https://www.instagram.com/SabrinaZunigaTO) 
[facebook.com/SabrinaZunigaTO](https://www.facebook.com/SabrinaZunigaTO) 

This is Exhibit "J" referred to in
the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.



A Commissioner, etc.
Diana Dimmer



Tracking Status

- City Council adopted this item on June 11, 2013 with amendments.
- This item was considered by Executive Committee on May 28, 2013 and was adopted with amendments. It will be considered by City Council on June 11, 2013.

City Council consideration on June 11, 2013

EX32.2	ACTION	Amended		Ward:All
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A Ward Boundary Review for Toronto

City Council Decision

City Council on June 11, 12 and 13, 2013, adopted the following:

1. City Council authorize the City Manager to retain a third party consultant to undertake a Ward Boundary Review for Toronto consistent with the Terms of Reference attached in Appendix B to the report (May 13, 2013) from the City Manager.

Background Information (Committee)

(May 13, 2013) Report from the City Manager on A Ward Boundary Review for Toronto

(<http://www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-58333.pdf>)

Appendix A - Population of Toronto Wards

(<http://www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-58334.pdf>)

Appendix B - Terms of Reference for a Toronto Ward Boundary Review

(<http://www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-58335.pdf>)

Communications (Committee)

(May 28, 2013) E-mail from Brian Graff (EX.New.EX32.2.1)

Motions (City Council)

1 - Motion to Adopt Item as Amended moved by Councillor Gord Perks (Carried)

That City Council delete the Executive Committee recommendations and adopt instead the following recommendation contained in the report (May 13, 2013) from the City Manager:

1. City Council authorize the City Manager to retain a third party consultant to undertake a Ward Boundary Review for Toronto consistent with the Terms of Reference attached in Appendix B.

Vote (Adopt Item as Amended)

Jun-13-2013 8:13 PM

Result: Carried	Majority Required - EX32.2 - Perks - motion 1
Yes: 23	Paul Ainslie, Maria Augimeri, Ana Bailão, Michelle Berardinetti, Shelley Carroll, Josh Colle, Janet Davis, Glenn De Baeremaeker, Sarah Doucette, Paula Fletcher, Doug Ford, Mary Fragedakis, Mike Layton, Chin Lee, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Denzil Minnan-Wong, John Parker, Gord Perks, Adam Vaughan, Kristyn Wong-Tam
No: 10	Gary Crawford, Vincent Crisanti, Mike Del Grande, Rob Ford, Mark Grimes, Doug Holyday, Peter Milczyn, Frances Nunziata (Chair), Cesar Palacio, Jaye Robinson
Absent: 12	Raymond Cho, Frank Di Giorgio, John Filion, Norman Kelly, Gloria Lindsay Luby, Giorgio Mammoliti, Ron Moeser, James Pasternak, Anthony Perruzza, David Shiner, Karen Stintz, Michael Thompson

Motion to End Debate moved by Councillor Denzil Minnan-Wong (Carried)

That in accordance with the provisions of Chapter 27, Council Procedures, City Council end the debate on Item EX32.2 and take the vote immediately.

Vote (End Debate)

Jun-13-2013 8:12 PM

Result: Carried	Two-Thirds Required - EX32.2 - End debate
Yes: 26	Paul Ainslie, Maria Augimeri, Ana Bailão, Michelle Berardinetti, Shelley Carroll, Josh Colle, Gary Crawford, Janet Davis, Mike Del Grande, Sarah Doucette, Paula Fletcher, Doug Ford, Mary Fragedakis, Mark Grimes, Mike Layton, Chin Lee, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Peter Milczyn, Denzil Minnan-Wong, Cesar Palacio, John Parker, Gord Perks, Jaye Robinson, Adam Vaughan
No: 6	Glenn De Baeremaeker, Rob Ford, Doug Holyday, Josh Matlow, Frances Nunziata (Chair), Kristyn Wong-Tam
Absent: 13	Raymond Cho, Vincent Crisanti, Frank Di Giorgio, John Filion, Norman Kelly, Gloria Lindsay Luby, Giorgio Mammoliti, Ron Moeser, James Pasternak, Anthony Perruzza, David Shiner, Karen Stintz, Michael Thompson

Executive Committee consideration on May 28, 2013

EX32.2	ACTION	Amended		Ward:All
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A Ward Boundary Review for Toronto

Committee Recommendations

The Executive Committee recommends that:

1. City Council amend the Terms of Reference attached in Appendix B to the report (May 13, 2013) from the City Manager, to amend the last bullet under Consultant Responsibilities, to now read:

"Develop ward boundary options including a possible reduction in the number of wards and a recommended option for City Council's consideration in spring 2016".

2. City Council authorize the City Manager to retain a third party consultant to undertake a Ward Boundary Review for Toronto consistent with the Terms of Reference attached in Appendix B to the report (May 13, 2013) from the City Manager, as amended by recommendation 1.

Origin

(May 13, 2013) Report from the City Manager

Summary

This report responds to the Executive Committee's request that the City Manager report on a ward boundary review process to reflect effective representation within Toronto. At present, there are significant discrepancies in population amongst Toronto's ward boundaries that warrant a review. The City of Toronto Act provides City Council with authority to make changes to its ward boundaries.

The division of ward boundaries is the very basis of representative democracy and must be approached without any preconceived ideas of final ward boundaries such as for example, pre-judging the number or populations of wards. The process must be independent and unbiased, include substantial public consultation, and comply with principles set out by the Supreme Court of Canada, Ontario courts and the Ontario Municipal Board (OMB).

This report requests authority for the City Manager to retain a third-party consultant to undertake a ward boundary review for Toronto. During 2013 the consultant will conduct research, develop a work plan and undertake other preparatory work.

The report recommends that City Council approve the consultant's work plan and engagement strategy in winter 2013/2014 and consider ward boundary options and recommendations in spring 2016. After a period for possible appeals to the Ontario Municipal Board, adjustments to Toronto's ward boundaries should be implemented in time for the 2018 municipal election.

The consultant will undertake a review process that applies judicially recognized principles, considers leading electoral and public policy research and advice and implements a two-step broad engagement and consultation strategy with the Toronto public, communities, key stakeholders, the Mayor and City Councillors. The first consultation will focus on input and considerations for Toronto's current ward boundaries and the second consultation will focus on broad input on ward boundary options.

Background Information

(May 13, 2013) Report from the City Manager on A Ward Boundary Review for Toronto

(<http://www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-58333.pdf>)

Appendix A - Population of Toronto Wards

(<http://www.toronto.ca/legdocs/mmis/2013/ex/bgrd/backgroundfile-58334.pdf>)

Appendix B - Terms of Reference for a Toronto Ward Boundary Review

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Communications

(May 28, 2013) E-mail from Brian Graff (EX.New.EX32.2.1)

Speakers

Councillor Janet Davis
Councillor Gord Perks
Councillor Adam Vaughan

Motions

1 - Motion to Amend Item moved by Mayor Rob Ford (Carried)

City Council amend the Terms of Reference attached in Appendix B to the report (May 13, 2013) from the City Manager, to amend the last bullet under Consultant Responsibilities, to now read:

"Develop ward boundary options including a possible reduction in the number of wards and a recommended option for City Council's consideration in spring 2016".

Vote (Amend Item)

May-28-2013

Result: Carried	Majority Required - Ford - motion 1
Yes: 8	Gary Crawford, Vincent Crisanti, Rob Ford (Chair), Doug Holyday, Peter Milczyn, Cesar Palacio, Jaye Robinson, David Shiner
No: 4	Paul Ainslie, Frank Di Giorgio, Norman Kelly, Michael Thompson
Absent: 1	Denzil Minnan-Wong

2 - Motion to Amend Motion moved by Councillor Michael Thompson (Lost)

Amend motion 1 by Mayor Ford by adding "or increase" so that it now reads:

"Develop ward boundary options including a possible reduction or increase in the number of wards and a recommended option for City Council's consideration in spring 2016".

Vote (Amend Motion)

May-28-2013

Result: Lost	Majority Required - Thompson - motion 2
Yes: 5	Paul Ainslie, Gary Crawford, Peter Milczyn, Jaye Robinson, Michael Thompson
No: 7	Vincent Crisanti, Frank Di Giorgio, Rob Ford (Chair), Doug Holyday, Norman Kelly, Cesar Palacio, David Shiner
Absent: 1	Denzil Minnan-Wong

*3 - Motion to Adopt Item as Amended moved by Mayor Rob Ford (Carried)***Vote** (Adopt Item as Amended)

May-28-2013

Result: Carried	Majority Required - Ford - motion 3
Yes: 12	Paul Ainslie, Gary Crawford, Vincent Crisanti, Frank Di Giorgio, Rob Ford (Chair), Doug Holyday, Norman Kelly, Peter Milczyn, Cesar Palacio, Jaye Robinson, David Shiner, Michael Thompson
No: 0	
Absent: 1	Denzil Minnan-Wong

Source: Toronto City Clerk at www.toronto.ca/council



STAFF REPORT ACTION REQUIRED

A Ward Boundary Review for Toronto

Date:	May 13, 2013
To:	Executive Committee
From:	City Manager
Wards:	All

SUMMARY

This report responds to the Executive Committee's request that the City Manager report on a ward boundary review process to reflect effective representation within Toronto. At present, there are significant discrepancies in population amongst Toronto's ward boundaries that warrant a review. The *City of Toronto Act* provides City Council with authority to make changes to its ward boundaries.

The division of ward boundaries is the very basis of representative democracy and must be approached without any preconceived ideas of final ward boundaries such as for example, pre-judging the number or populations of wards. The process must be independent and unbiased, include substantial public consultation, and comply with principles set out by the Supreme Court of Canada, Ontario courts and the Ontario Municipal Board (OMB).

This report requests authority for the City Manager to retain a third-party consultant to undertake a ward boundary review for Toronto. During 2013 the consultant will conduct research, develop a work plan and undertake other preparatory work.

The report recommends that City Council approve the consultant's work plan and engagement strategy in winter 2013/2014 and consider ward boundary options and recommendations in spring 2016. After a period for possible appeals to the Ontario Municipal Board, adjustments to Toronto's ward boundaries should be implemented in time for the 2018 municipal election.

The consultant will undertake a review process that applies judicially recognized principles, considers leading electoral and public policy research and advice and implements a two-step broad engagement and consultation strategy with the Toronto public, communities, key stakeholders, the Mayor and City Councillors. The first consultation will focus on input and considerations for Toronto's current ward boundaries and the second consultation will focus on broad input on ward boundary options.

RECOMMENDATIONS

The City Manager recommends that City Council:

1. Authorize the City Manager to retain a third party consultant to undertake a Ward Boundary Review for Toronto consistent with the Terms of Reference attached in Appendix B.

Financial Impact

Costs to conduct a ward boundary review for Toronto will be significant and are estimated to be at a minimum of \$750,000 including costs to retain the consultant and undertake two rounds of broad based consultation. There will also be internal project management costs associated with this initiative.

Funds are available in the 2013 approved operating budget to retain a third party consultant for initial work. Additional costs will be identified in the 2014 operating budget and in the consultant's work plan which will be considered by Council in spring 2014. These additional costs will be included in future year's budget processes as required.

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

Equity Statement

The principles articulated by the courts in relation to ward boundary reviews support the City's equity framework, and equity goals and objectives. The third-party consultant will be required to incorporate equity considerations in their work plan, throughout the review process and in the engagement and consultation strategy.

DECISION HISTORY

On April 15, 2010, in consideration of the 2010 Operating Budget, City Council requested that the City Manager and the City Clerk report to City Council, through the Executive Committee, early in the next term of City Council, on a mechanism to recognize the uneven population growth in some wards, together with accompanying recommendations for the appropriate allocation of resources. Council also authorized the City Manager to provide one additional staff member at the constituency assistant level for any ward which exceeds the median by more than 50 percent in both population and households, funded through the Council General Expenses Budget, until such time as the report is considered by City Council.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX42.1>,
<http://www.toronto.ca/legdocs/mmis/2010/cc/bgrd/backgroundfile-29379.pdf>

On March 19, 2012, the Executive Committee recommended that the City Manager report back on the process for establishing a ward boundary review to better reflect effective representation within the City of Toronto, including possible governance implications, and to ensure that the report include principles that take into account the impact of community revitalization plans; and population densities anticipated in any future Official Plans and Zoning By-laws.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX18.12>

COMMENTS

1. Background

Toronto is the largest city in Canada, and contains a wide diversity of communities and interests. A strong and fair foundation for local government is fundamental for the effective governance of Toronto, and begins with the ward structure. Ward boundaries are dynamic and should not be considered permanent fixtures as local government structures must keep pace with population changes and municipal growth.

Council last reviewed Toronto's ward boundaries in 2000 and since that time some Toronto wards exceed or are approaching the plus or minus 25 percent population variance benchmark for acceptable differences in electoral boundaries as established by the courts.

Ward population variances leave the City vulnerable to a petition under the *City of Toronto Act* to adjust its ward boundaries. Council has 90 days after receiving a petition to adjust ward boundaries accordingly, after which time one of the people who signed the petition can request the Ontario Municipal Board (OMB) to adjust Toronto's ward boundaries thereby removing this power from Council.

The population of each of Toronto's 44 wards is attached as Appendix A.

2. City Council's Authority to Adjust Ward Boundaries and Legal Considerations

Under the *City of Toronto Act, 2006* (COTA), City Council has authority to make changes to its ward boundaries through the passage of a by-law. Toronto's ward boundaries do not and are not required to align along federal and provincial riding boundaries.

While COTA sets out the statutory requirements for the enactment of ward boundaries, the expectations regarding a ward boundary review have been largely set out by the courts. The Supreme Court of Canada has set out guidelines for drawing of electoral boundaries and has established that governments must respect the principle of "effective representation."

The first condition that courts consider for effective representation is voter parity, an equal number of voters in every electoral area, but effective representation rather than voter parity is the goal. The Supreme Court has recognized that other factors such as geography, community interests, community history and minority representation justify departure from voter parity to ensure effective representation.

The OMB has applied the Supreme Court factors to justify departures from voter parity in decisions related to municipal ward boundary appeals and identified that the population size of each electoral district should not deviate by more than plus or minus 25%.

3. Municipal Ward Boundary Reviews – Ottawa's Experience

The City of Ottawa's ward boundary review may serve as a helpful guide for Toronto's process. Ottawa took five years and two rounds to complete their ward boundary review.

Ottawa's first ward boundary review process began in July 2001 and their City Council enacted a by-law to adjust ward boundaries about a year later. In 2003, the OMB allowed an appeal of Ottawa's ward boundary by-law and ruled that it was invalid.

The OMB found that Ottawa's ward boundary review gave too much weight to the concept of "representation by population" and not enough to "effective representation." They applied the Supreme Court's approach whereby voter parity could be modified on the basis of geography, community history, community interests and minority representation. The OMB also found that the Ottawa ward boundary review process did not include adequate public participation, including consulting the public on ward boundary options.

The City of Ottawa repeated their ward boundary review and made some key changes to their process based on the OMB decision including retaining a third party consultant to undertake the review and undertaking a two-stage broad consultation strategy involving the public, communities, stakeholders, the Mayor and Councillors. Their consultation strategy entailed a first round of consultation to elicit preliminary input and ideas on their ward boundaries and a second round focused on ward boundary options.

4. Toronto Ward Boundary Review Process and Time lines

Toronto's ward boundary review must follow an independent and unbiased process that includes substantial public consultation and complies with principles set out by the courts, including the Supreme Court of Canada, and the OMB. Ward boundary changes can be contentious and are often appealed so Toronto's process must be as legally robust as possible.

The ward boundary review must provide adequate time to consider a range of options and allow ample time for public consultation. The time required for possible appeals to the OMB must also be considered as well as requirements to implement any changes to Toronto's wards in time for the 2018 municipal election.

This report recommends a Toronto ward boundary review be initiated and that the City Manager be authorized to retain a third party consultant to undertake the review based on the Terms of Reference attached as Appendix B. The Terms of Reference are consistent with other municipal ward boundary reviews, include legally recognized principles and requirements and incorporate lessons learned from Ottawa's ward boundary review process.

The proposed timeline for Toronto's Ward Boundary Review is as follows:

- Spring 2013 – City Council approves undertaking a ward boundary review for Toronto and authorizes the City Manager to retain a third party consultant.

- Fall 2013 – Consultant is retained and begins research, work plan development, and other preparatory work.
- Winter 2013/2014 – City Council approves the consultant's work plan including a two stage engagement strategy and estimated financial impacts.
- 2014/2015 – The ward boundary review process is underway including broad engagement and consultation with the Toronto public, communities, key stakeholders, the Mayor and Councillors.
- Spring 2016 – City Council considers the consultant's report including ward boundary review options and recommendations.
- Spring 2016 to end of 2016 – Approximate time for possible appeals to the OMB or Divisional Court.
- 2016 and 2017 – Ward boundary changes are implemented and election readiness is undertaken.
- Fall 2018 – 2018 Municipal election.

The consultant will be responsible for performing all aspects of the ward boundary review process including research, engagement and consultation, the formulation of ward boundary options, and the preparation of a final report and recommendations for City Council's consideration.

The consultant will provide a work plan for City Council's approval in winter 2013/2014 including required ward boundary research and an engagement and consultation strategy with Toronto residents, communities, key stakeholders, the Mayor and City Councillors. A broad two-stage engagement and consultation strategy has been included to: (1) elicit broad input and considerations on Toronto's current ward boundaries and (2) obtain input and feedback on ward boundary options. The consultant will develop ward boundary options and recommendations for Council's consideration in spring 2016. To ensure the review considers current research and advice, the third party consultant may consult with academic, public policy, electoral and other experts during Toronto's ward boundary review process.

The City Manager will oversee the contract with the consultant including transmitting the consultant's reports to City Council, through Executive Committee, for consideration and approval. City Council will determine the ward boundary review process and any new ward boundary by-law following the review.

CONCLUSION

This report responds to Executive Committee's direction that the City Manager report back on a ward boundary review process. The City's current ward boundaries have been in place since 2000 and there are now considerable discrepancies in population amongst the current wards. This report recommends a ward boundary process to begin in 2013 and to conclude in spring 2016 so that any adjustments to the City's ward boundaries can be implemented in time for the City's 2018 election.

CONTACTS

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SIGNATURE

City Manager

ATTACHMENTS

Appendix A – Population of Toronto Wards

Appendix B – Terms of Reference for a Toronto Ward Boundary Review

City of Toronto Population By Ward 2011

Ward #	Ward Name	2011 Population	% Difference from Average
1	Etobicoke North	61,320	3.2%
2	Etobicoke North	56,720	-4.6%
3	Etobicoke Centre	52,245	-12.1%
4	Etobicoke Centre	54,665	-8.0%
5	Etobicoke-Lakeshore	64,020	7.7%
6	Etobicoke-Lakeshore	58,980	-0.8%
7	York West	52,070	-12.4%
8	York West	50,330	-15.3%
9	York Centre	46,065	-22.5%
10	York Centre	64,820	9.1%
11	York South-Weston	62,380	5.0%
12	York South-Weston	54,000	-9.1%
13	Parkdale-High Park	53,265	-10.4%
14	Parkdale-High Park	53,770	-9.5%
15	Eglinton-Lawrence	62,055	4.4%
16	Eglinton-Lawrence	53,975	-9.2%
17	Davenport	50,510	-15.0%
18	Davenport	44,975	-24.3%
19	Trinity-Spadina	57,245	-3.7%
20	Trinity-Spadina	76,610	28.9%
21	St. Paul's	48,645	-18.2%
22	St. Paul's	65,510	10.2%
23	Willowdale	88,440	48.8%
24	Willowdale	62,340	4.9%
25	Don Valley West	58,305	-1.9%
26	Don Valley West	64,895	9.2%
27	Toronto Centre-Rosedale	78,670	32.4%
28	Toronto Centre-Rosedale	66,580	12.0%
29	Toronto-Danforth	44,935	-24.4%
30	Toronto-Danforth	53,285	-10.3%
31	Beaches-East York	53,575	-9.9%
32	Beaches-East York	57,365	-3.5%
33	Don Valley East	57,155	-3.8%
34	Don Valley East	59,410	0.0%
35	Scarborough Southwest	62,455	5.1%
36	Scarborough Southwest	54,125	-8.9%
37	Scarborough Centre	64,340	8.3%
38	Scarborough Centre	66,830	12.4%
39	Scarborough-Agincourt	54,965	-7.5%
40	Scarborough-Agincourt	62,035	4.4%
41	Scarborough-Rouge River	68,150	14.7%
42	Scarborough-Rouge River	77,665	30.7%
43	Scarborough East	55,120	-7.3%
44	Scarborough East	60,240	1.4%
City		2,615,055	

Note: These figures do not include Census undercoverage. While Statistics Canada attempts to count every person and household, some are not captured. The estimate of the total population including Census undercoverage in 2011 by Statistics Canada is 2,753,131.

Sources: Statistics Canada, Census of Canada, 2011.
Data derived from custom tabulations.

Prepared by:

Appendix B**Terms of Reference for Toronto's Ward Boundary Review****Objective**

To undertake a ward boundary review process for Toronto, including broad engagement and consultation with the Toronto public, communities, key stakeholders, the Mayor and City Councillors and develop ward boundary options and recommendations for City Council's consideration.

Consultant Responsibilities

- Undertake a ward boundary review for Toronto that is legally robust and will withstand legal scrutiny and possible appeals to the OMB;
- Develop a ward boundary review work plan and engagement strategy for Council's consideration in winter 2013/ 2014;
- Undertake required electoral, public policy and other research to inform the ward boundary review process;
- Implement a two-stage broad engagement and consultation strategy with the Toronto public, communities, key stakeholders, the Mayor and councillors to elicit input on Toronto's current ward boundaries and input on ward boundary options; and
- Develop ward boundary options including number of wards and a recommended option for City Council's consideration in spring 2016.

The consultant may consult academics, electoral, public policy and other experts during the ward boundary review process.

Project Parameters

The consultant will be responsible to undertake a Toronto ward boundary review within the following parameters:

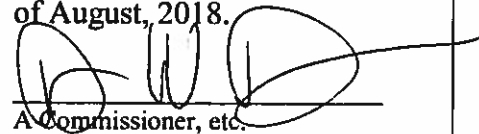
- Develops a ward boundary review process, work plan and engagement and consultation strategy that does not assume a pre-determined number of wards or specific boundaries of wards for Toronto;
- Applies the principle of "effective representation" as outlined by the Supreme Court of Canada and applied by the courts and the OMB in developing ward boundary options;
- Considers and reflects the principles of geography, community history, minority representation, communities of interest, physical and natural boundaries in developing ward boundary options;
- Adheres to requirements set out in relevant OMB and court decisions about undertaking municipal ward boundary reviews;

- Considers and accommodates Toronto's projected growth and population shifts for a reasonable period of time;
- Builds on lessons learned through other ward boundary reviews and leading electoral and public policy research and advice;
- Considers key City policies in the development of ward boundary options including the Official Plan and community revitalization plans;
- Includes at least two rounds of broad and comprehensive public consultation -- the first to provide information to support informed engagement and solicit feedback on existing ward boundaries, and the second to provide information and solicit feedback on ward boundary options;
- Considers the appropriate number of wards as well as ward boundaries; and
- Works within any additional parameters established by City Council.

Key Project Timelines and Deliverables

- Spring 2013 – City Council authorizes the City Manager to retain a third party consultant to undertake a Toronto ward boundary review
- Fall 2013 – Consultant retained and begins work
- Winter 2013/2014 – Consultant submits a report on Toronto's ward boundary review process including a work plan, and engagement and consultation strategy for Council's consideration
- Spring 2014 to Fall 2015 – Toronto's ward boundary review process is underway including required research, implementing a broad two-stage engagement and consultation strategy, and the development of ward boundary options for Toronto
- Fall 2015 to Spring 2016 – Consultant prepares a final report including ward boundary options and recommendations for Council's consideration
- Spring 2016 – Council considers the final report on Toronto's ward boundaries and may adopt a by-law to adjust ward boundaries
- Spring 2016 to end of 2016 – Time estimated for possible court or OMB appeals
- 2017/2018 – Ward boundary changes are implemented and election readiness is undertaken
- Fall 2018 – Municipal election

This is Exhibit "K" referred to
in the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.

A handwritten signature in black ink, appearing to read 'D. Dimmer', is written over a horizontal line.

A Commissioner, etc.
Diana Dimmer



Tracking Status

- [City Council](#) adopted this item on June 10, 2014 without amendments.
- This item was considered by the [Executive Committee](#) on May 27, 2014 and adopted without amendment. It will be considered by City Council on June 10, 2014.

City Council consideration on June 10, 2014

EX42.4	ACTION	Adopted		Ward:All
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Draw the Line - Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy

City Council Decision

City Council on June 10, 11, 12 and 13, 2014, adopted the following:

1. City Council approve Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy attached as Appendix A to the report (May 12, 2014) from the City Manager.
2. City Council authorize the use of funds in the amount of \$800,050 from the Innovation Reserve Fund, Account XR1713 for 2014 to 2016 to cover the costs for the Toronto Ward Boundary Review.
3. City Council increase the 2014 approved Operating Budget for the City Manager's Office by \$0.368 million gross and \$0 net to provide for the third party consultant to undertake 2014 research, civic engagement and public consultation activities for the Toronto Ward Boundary Review.

Background Information (Committee)

(May 12, 2014) Report from the City Manager on Draw the Line - Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy

(<http://www.toronto.ca/legdocs/mmis/2014/ex/bgrd/backgroundfile-69433.pdf>)

(April 28, 2014) Appendix A - Draw the Line - Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy

(<http://www.toronto.ca/legdocs/mmis/2014/ex/bgrd/backgroundfile-69434.pdf>)

(May 27, 2014) Presentation from the Canadian Urban Institute on Project Work Plan, Civic Engagement and Public Consultation Strategy

(<http://www.toronto.ca/legdocs/mmis/2014/ex/bgrd/backgroundfile-69622.pdf>)

Background Information (City Council)

(June 4, 2014) Supplementary report from the City Manager on Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy -

Information on Project Budget Breakdown (EX42.4a)

(<http://www.toronto.ca/legdocs/mmis/2014/cc/bgrd/backgroundfile-70335.pdf>)

Motions (City Council)*1 - Motion to Defer Item moved by Councillor David Shiner (Lost)*

That consideration of the item be deferred until the first quarter of 2015 and City Council request the City Manager to inquire as to when the Province will be reporting on its review of the Provincial riding boundaries and report his findings to Council by March 2015.

Vote (Defer Item)

Jun-10-2014 5:59 PM

Result: Lost	Majority Required - EX42.4 - Shiner - motion 1 - Defer the item
Yes: 12	Michelle Berardinetti, Vincent Crisanti, Glenn De Baeremaeker, Frank Di Giorgio, Paula Fletcher, Mark Grimes, Chin Lee, Denzil Minnan-Wong, Frances Nunziata (Chair), Cesar Palacio, Jaye Robinson, David Shiner
No: 20	Paul Ainslie, Maria Augimeri, Ana Bailão, Shelley Carroll, Josh Colle, Gary Crawford, Janet Davis, Sarah Doucette, Mary Fragedakis, Norman Kelly, Peter Leon, Gloria Lindsay Luby, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, John Parker, Gord Perks, Anthony Perruzza, Michael Thompson
Absent: 12	Raymond Cho, Mike Del Grande, John Filion, Doug Ford, Rob Ford, Mike Layton, Giorgio Mammoliti, Peter Milczyn, Ron Moeser, James Pasternak, Karen Stintz, Kristyn Wong-Tam

*Motion to Adopt Item (Carried)***Vote (Adopt Item)**

Jun-10-2014 6:06 PM

Result: Carried	Majority Required - EX42.4 - Adopt the item
Yes: 29	Paul Ainslie, Maria Augimeri, Ana Bailão, Michelle Berardinetti, Shelley Carroll, Josh Colle, Gary Crawford, Janet Davis, Glenn De Baeremaeker, Frank Di Giorgio, Sarah Doucette, Mary Fragedakis, Mark Grimes, Norman Kelly, Mike Layton, Chin Lee, Peter Leon, Gloria Lindsay Luby, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Ron Moeser, Cesar Palacio, John Parker, Gord Perks, Anthony Perruzza, Jaye Robinson, Michael Thompson
No: 5	Vincent Crisanti, Mike Del Grande, Denzil Minnan-Wong, Frances Nunziata (Chair), David Shiner
Absent: 10	Raymond Cho, John Filion, Paula Fletcher, Doug Ford, Rob Ford, Giorgio Mammoliti, Peter Milczyn, James Pasternak, Karen Stintz, Kristyn Wong-Tam

Motion to End Debate moved by Councillor Paul Ainslie (Carried)

That in accordance with the provisions of Chapter 27, Council Procedures, City Council end the debate on Item EX42.4 and take the vote immediately.

Vote (End Debate)

Jun-10-2014 6:05 PM

Result: Carried	Two-Thirds Required - EX42.4 - End debate
Yes: 27	Paul Ainslie, Maria Augimeri, Ana Bailão, Michelle Berardinetti, Shelley Carroll, Josh Colle, Gary Crawford, Vincent Crisanti, Janet Davis, Frank Di Giorgio, Sarah Doucette, Mary Fragedakis, Mark Grimes, Norman Kelly, Mike Layton, Chin Lee, Peter Leon, Gloria Lindsay Luby, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Denzil Minnan-Wong, Frances Nunziata (Chair), Cesar Palacio, John Parker, Gord Perks, Jaye Robinson
No: 4	Glenn De Baeremaeker, Josh Matlow, Anthony Perruzza, David Shiner
Absent: 13	Raymond Cho, Mike Del Grande, John Fillion, Paula Fletcher, Doug Ford, Rob Ford, Giorgio Mammoliti, Peter Milczyn, Ron Moeser, James Pasternak, Karen Stintz, Michael Thompson, Kristyn Wong-Tam

Executive Committee consideration on May 27, 2014

EX42.4	ACTION	Adopted		Ward:All
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Draw the Line - Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy**Committee Recommendations**

The Executive Committee recommends that:

1. City Council approve Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy attached as Appendix A to the report (May 12, 2014) from the City Manager.
2. City Council authorize the use of funds in the amount of \$800,050 from the Innovation Reserve Fund, Account XR1713 for 2014 to 2016 to cover the costs for the Toronto Ward Boundary Review.
3. City Council increase the 2014 approved Operating Budget for the City Manager's Office by \$0.368 million gross and \$0 net to provide for the third party consultant to undertake 2014 research, civic engagement and public consultation activities for the Toronto Ward Boundary Review.

Origin

(May 12, 2014) Report from the City Manager

Summary

At its meeting on June 11, 2013, City Council authorized the City Manager to retain a third party consultant to undertake a Ward Boundary Review for Toronto consistent with the Terms of Reference adopted by City Council.

Following a competitive Request for Proposal (RFP) process, at its meeting on March 5, 2014, the Bid Committee authorized the award to conduct an independent, objective analysis and review of the City of Toronto's ward boundaries to the Canadian Urban Institute.

The purpose of this report is to transmit the consultant's work plan, Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy, for City Council's consideration. The work plan is consistent with the Terms of Reference adopted by City Council and applies judicially recognized principles, considers leading electoral and public policy research and advice and implements a two-step broad engagement and consultation strategy with the Toronto public, communities, key stakeholders, the Mayor and City Councillors.

Toronto's ward boundary review must follow an independent and unbiased process that includes substantial public consultation and complies with principles set out by the courts, including the Supreme Court of Canada, and the Ontario Municipal Board (OMB).

Background Information

(May 12, 2014) Report from the City Manager on Draw the Line - Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy

(<http://www.toronto.ca/legdocs/mmis/2014/ex/bgrd/backgroundfile-69433.pdf>)

(April 28, 2014) Appendix A - Draw the Line - Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy

(<http://www.toronto.ca/legdocs/mmis/2014/ex/bgrd/backgroundfile-69434.pdf>)

(May 27, 2014) Presentation from the Canadian Urban Institute on Project Work Plan, Civic Engagement and Public Consultation Strategy

(<http://www.toronto.ca/legdocs/mmis/2014/ex/bgrd/backgroundfile-69622.pdf>)

Speakers

Miroslav Glavic
Councillor Shelley Carroll
Councillor Janet Davis
Councillor Paula Fletcher

Motions

Motion to Adopt Item moved by Deputy Mayor Norman Kelly (Carried)

Vote (Adopt Item)

May-27-2014

Result: Carried	Majority Required - Kelly - Adopt item
Yes: 6	Frank Di Giorgio, Norman Kelly (Chair), Peter Leon, Cesar Palacio, Anthony Perruzza, Michael Thompson
No: 3	Vincent Crisanti, Denzil Minnan-Wong, David Shiner
Absent: 4	Gary Crawford, Rob Ford, Giorgio Mammoliti, Peter Milczyn

Source: Toronto City Clerk at www.toronto.ca/council



STAFF REPORT ACTION REQUIRED

Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy

Date:	May 12, 2014
To:	Executive Committee
From:	City Manager
Wards:	All

SUMMARY

At its meeting on June 11, 2013, City Council authorized the City Manager to retain a third party consultant to undertake a Ward Boundary Review for Toronto consistent with the Terms of Reference adopted by City Council.

Following a competitive Request for Proposal (RFP) process, at its meeting on March 5, 2014, the Bid Committee authorized the award to conduct an independent, objective analysis and review of the City of Toronto's ward boundaries to the Canadian Urban Institute.

The purpose of this report is to transmit the consultant's work plan, *Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy*, for City Council's consideration. The work plan is consistent with the Terms of Reference adopted by City Council and applies judicially recognized principles, considers leading electoral and public policy research and advice and implements a two-step broad engagement and consultation strategy with the Toronto public, communities, key stakeholders, the Mayor and City Councillors.

Toronto's ward boundary review must follow an independent and unbiased process that includes substantial public consultation and complies with principles set out by the courts, including the Supreme Court of Canada, and the Ontario Municipal Board (OMB).

RECOMMENDATIONS

The City Manager recommends that:

1. City Council approve *Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy* attached as Appendix A;
2. City Council authorize the use of funds in the amount of \$800,050 from the Innovation Reserve Fund, Account XR1713 for 2014 to 2016 to cover the costs for the Toronto Ward Boundary Review; and
3. City Council increase the 2014 approved Operating Budget for the City Manager's Office by \$0.368 million gross and \$0 net to provide for the third party consultant to undertake 2014 research, civic engagement and public consultation activities for the Toronto Ward Boundary Review.

Financial Impact

Costs to undertake Toronto's Ward Boundary Review is \$800,050 inclusive of all fees and taxes. It is estimated that annual costs include: \$367,626 in 2014, \$376,342 in 2015 and \$56,082 in 2016. A large portion of the cost is allocated to undertake two rounds of broad consultation with the public, key stakeholders, the Mayor and Members of City Council. Funds are available in the Innovation Reserve Fund, Account XR1713 to cover the costs of this initiative. The use of the Innovation Reserve Fund for the Toronto Ward Boundary Review is consistent with its intended purpose. The Innovation Reserve Fund is to fund the incremental cost of acquiring external resources required for Program Reviews.

Should City Council amend the work plan, additional costs could be incurred and the legal agreement between the City of Toronto and the Canadian Urban Institute will need to be amended.

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

Equity Statement

The principles articulated by the courts in relation to ward boundary reviews support the City's equity framework, and equity goals and objectives. The third-party consultant will be required to incorporate equity considerations in their work plan, throughout the review process and in the engagement and consultation strategy.

DECISION HISTORY

On April 15, 2010, in consideration of the 2010 Operating Budget, City Council requested that the City Manager and the City Clerk report to City Council on a mechanism to recognize the uneven population growth in some wards, together with accompanying recommendations for the appropriate allocation of resources. Council also authorized the City Manager to provide one additional staff member at the constituency assistant level for any ward which exceeds the median by more than 50 percent in both population and households, funded through the Council General Expenses Budget, until such time as the report is considered by City Council.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX42.1>,
<http://www.toronto.ca/legdocs/mmis/2010/cc/bgrb/backgroundfile-29379.pdf>

On March 19, 2012, the Executive Committee recommended that the City Manager report back on the process for establishing a ward boundary review to better reflect effective representation within the City of Toronto.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX18.12>

On June 11, 2013, City Council authorized the City Manager to retain a third party consultant to undertake a Ward Boundary Review for Toronto consistent with the Terms of Reference attached in Appendix B to the report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX32.2>

On March 5, 2014, following a competitive Request for Proposal process, Bid Committee awarded the contract for the provision of services to conduct an independent, objective analysis and review of the City of Toronto's electoral ward boundaries to the Canadian Urban Institute.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.BD167.7>

ISSUE BACKGROUND

Toronto is the largest city in Canada, and contains a wide diversity of communities and interests. A strong and fair foundation for local government is fundamental for the effective governance of Toronto, and begins with the ward structure. Ward boundaries are dynamic and should not be considered permanent fixtures as local government structures must keep pace with population changes and municipal growth.

At present, there are significant discrepancies in population amongst Toronto's ward boundaries that warrant a review. The *City of Toronto Act* provides City Council with authority to make changes to its ward boundaries. Council last reviewed Toronto's ward boundaries in 2000 and since that time some Toronto wards exceed or are approaching the plus or minus 25 percent population variance benchmark for acceptable differences in electoral boundaries as established by the courts.

The division of ward boundaries is the very basis of representative democracy and must be approached without any preconceived ideas of final ward boundaries such as for

example, pre-judging the number or populations of wards. The process must be independent and unbiased, include substantial public consultation, and comply with principles set out by the Supreme Court of Canada, Ontario courts and the OMB.

The Supreme Court of Canada has set out guidelines for drawing of electoral boundaries and has established that governments must respect the principle of "effective representation." The first condition that courts consider for effective representation is voter parity, an equal number of voters in every electoral area, but effective representation rather than voter parity is the goal. The Supreme Court has recognized that other factors such as geography, community interests, community history and minority representation justify departure from voter parity to ensure effective representation.

The OMB has applied the Supreme Court factors to justify departures from voter parity in decisions related to municipal ward boundary appeals and identified that the population size of each electoral district should generally not deviate by more than plus or minus 25%.

COMMENTS

1. Retain a Third Party Consultant to Undertake Toronto's Ward Boundary Review

City Council authorized the City Manager to retain a third party consultant to undertake a ward boundary review for Toronto based on the Terms of Reference adopted by City Council. The Terms of Reference for Toronto's Ward Boundary Review are consistent with other municipal ward boundary reviews, include legally recognized principles and requirements and incorporate lessons learned from Ottawa's ward boundary review process. Ward boundary changes can be contentious and are often appealed so Toronto's process must be as legally robust as possible.

The City Manager undertook a competitive Request for Proposal (RFP) process to retain a third party consultant to undertake Toronto's Ward Boundary Review. At its meeting on March 5, 2014 Bid Committee authorized the award of the contract to the consortium of Canadian Urban Institute, Beate Bowron Etcetera Inc., and the Davidson Group Inc. The consultant consortium bring extensive experience in applied research, urban planning, land use planning, public engagement and ward boundary reviews (including the ward boundary review for the City of Ottawa). The total cost for the Toronto Ward Boundary Review is \$800,050: \$367,626 in 2014, \$376,342 in 2015 and \$56,082 in 2016 and funds in the Innovation Reserve Fund are available to cover the cost of this initiative.

The project will be managed in a manner consistent with the arm's length principle to ensure that the review is objective, independent and unbiased and will withstand possible appeals to the Ontario Municipal Board or Divisional Court. The consultant is responsible for performing all aspects of the ward boundary review process including research, engagement and consultation, the formulation of ward boundary options, and the preparation of a final report and recommendations for City Council's consideration.

The City Manager is responsible for administering the contract for Toronto's Ward Boundary Review and has established a staff Steering Committee for the duration of the project with representation from Strategic and Corporate Policy, the City Clerk's Office (including Election Services) and City Planning. The Steering Committee will monitor completion of deliverables, provide strategic advice and issues management support as required and coordinate City information and data required by the consultants.

2. Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement & Public Consultation Strategy

The consultant's work plan, civic engagement and public consultation strategy is attached as Appendix A. The work plan includes five key components:

- **Research (June 2014 to November 2014)** - that will form the background information for the first round of public consultation including the legal context, jurisdictional reviews, analysis of Toronto's current wards and ward population projections out to 2030.
- **Civic Engagement (Round One: June 2014 to February 2015 and Round Two: May 2015 to November 2015)** - web-based activities (including social media platforms), communication and outreach to educate the public about the purpose of the ward boundary review, keep the public informed about the process and provide a range of opportunities for the public to get involved.
- **Public and Stakeholder Consultation (Round One: June 2014 to February 2015 and Round Two: June 2015 November 2015)** – includes two rounds of public and stakeholder consultation.
 - Round One will elicit input on Toronto's current ward boundaries and will include in-person individual interviews with the Mayor and Members of City Council, all four Toronto school boards, and key stakeholders groups as well as 12 public meetings (3 public meetings in each of the City's 4 Community Council districts).
 - Round Two will elicit input on ward boundary options and will include in-person individual interviews with the Mayor and Members of City Council, all four Toronto school boards and key stakeholder groups as well as 12 public meetings (3 public meetings in each of the City's 4 Community Council districts. For both rounds of public consultation, in addition to attending a public meeting input may also be provided through the Toronto Ward Boundary Review website or by mail.
- **Generation of Ward Boundary Options (March 2015 to April 2015)** – following Round One of the public and stakeholder consultation, and building on the research, a series of ward boundary review options will be developed for public and stakeholder input in Round Two.

- **Final Report (February 2016 to March 2016)** – following Round Two of public and stakeholder consultation, the final report will be developed with ward boundary options including a recommended option for Council's consideration. The final report will summarize the input of residents, elected officials and stakeholder groups and will identify any issues raised during the TWBR process that were outside of the scope of the review (for example, governance issues, methods of voting etc.)

It is anticipated that the final report will be submitted to Executive Committee and City Council for consideration in May 2016. City Council will determine any new ward boundary by-law following the review.

CONCLUSION

This report responds to City Council's direction that the City Manager engage a third-party consultant to undertake a Ward Boundary Review for Toronto consistent with the Toronto Ward Boundary Review Terms of Reference. This report transmits the consultants work plan – *Draw the Line: Toronto Ward Boundary Review: Project Work Plan, Civic Engagement and Public Consultation Strategy* for City Council's consideration.

The City's current ward boundaries have been in place since 2000 and there are now considerable discrepancies in population amongst the current wards. Toronto's Ward Boundary Review will begin in 2014 and conclude in spring 2016 so that any adjustments to the City's ward boundaries can be implemented in time for the City's 2018 election.

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SIGNATURE

Joseph P. Pennachetti
City Manager

ATTACHMENTS

Appendix A: *Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement & Public Consultation Strategy*

Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy



Canadian Urban Institute
Institut urbain du Canada

*In association with **Beate Bowron Etcetera Inc.**
and **The Davidson Group Inc.***

DRAW THE LINE

Toronto Ward Boundary Review Project Work Plan, Civic Engagement & Public Consultation Strategy

DATE ISSUED: 2014-04-28



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APPENDIX A: KEY MESSAGES

APPENDIX B: CITY OF TORONTO POPULATION BY WARD (2011)



1. CONTEXT

The goal of the Toronto Ward Boundary Review (TWBR), generally stated, is to bring a recommendation to Toronto City Council on a ward boundary configuration that respects the principle of “effective representation”, as defined by the courts and the Ontario Municipal Board.

To achieve this goal, certain objectives have to be met. 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 specific recommendations.

The TWBR strategy is based on five building blocks: 1) research; 2) civic engagement; 3) consultation of the public, stakeholders and elected officials; 4) generation of options; and, 5) final report and recommendations.

Based on the distribution of ward populations at present, Toronto’s ward structure does not meet the requirements of effective representation. Some of the current wards are over 30% to 45% above the average, while others are around 10% of the average (see Appendix B).

Effective representation is a combination of a number of elements – voter parity, protection of communities of interest and neighbourhoods, physical and natural boundaries, ward history and growth trends. While several elements may alter strict voter parity, sometimes referred to as “rep-by-pop”, voter parity is a major criterion. It forms the basis for representative democracy. There needs to be some assurance that one elector’s vote is roughly equal to that of others.



The focus of the TWBR is to determine the geographical area from which residents elect their councillor. However, the public and stakeholders often confuse ward boundary reviews with other elements of municipal governance such as: municipal government organization (i.e. party politics or having Community Boards or a Board of Control); method of voting (i.e. ranked ballots); who votes (i.e. permanent residents or citizens only); councillor performance; or City operations.

The civic engagement and public consultation process will clearly outline the parameters of the TWBR. However, it is expected that people attending public meetings or commenting online will raise other issues related to the operation of Toronto's government. A significant part of the public process will be an explanation of ward boundaries and their key role in representative democracy and of the limits of the TWBR project.

The TWBR has been designed to respect the 'arm's length' principle with respect to Council involvement. The OMB has ruled in the past that specific direction by councils, such as how wards should be aligned or setting parameters for a minimum or maximum number of wards, has rendered a boundary review unacceptable. The reason for this is a long-held concern about ward boundaries being shaped to the benefit of a specific party. This does not mean that individual Councillors cannot participate in the TWBR. Councillors have valuable and detailed information about their wards, especially with respect to boundary issues and communities of interest. The work program outlined in this report contains resources for two rounds of Councillor interviews and discussion.

To-date, the TWBR terms of reference and consultant selection process have respected the 'arm's length' principle and the TWBR continues to follow this principle through, for example, its relationship to the project Steering Committee. The Steering Committee, which consists of representatives from relevant City Divisions and the consultants, is very specific in its mandate in this regard: "to provide strategic advice, issues management support and City resource coordination in support of Toronto's Ward Boundary Review in a manner consistent with the review's mandate to remain objective, neutral and independent".

The TWBR process will develop and discuss various options for ward boundary configurations that respect the principle of effective representation. Then recommendations will be made to Council on a preferred option. Ward boundary changes are controversial and contentious. Sometimes there is a tendency to stay with the "status quo". This is not a sustainable option in Toronto's case. Its ward populations have grown out of balance.



The current ward alignment has been challenged at the OMB, which allowed Toronto time to conduct a comprehensive boundary review. Failure to re-align its wards would, most likely, find the City back in front of the OMB. The Board would then be forced to realign wards based on an adversarial process and without significant public and stakeholder involvement.

2. WORK PLAN

The TWBR will begin in June 2014 and will be completed by May 2016. In addition to this report, the project has five components and associated deliverables:

1. Background Research (November 2014)
2. Round One Civic Engagement and Public and Stakeholder Consultation (March 2015)
3. Options (April 2015)
4. Round Two Civic Engagement and Public and Stakeholder Consultation (January 2016)
5. Final Report and Recommendations (March 2016)

The Background Research details the legal context of ward boundary reviews as enunciated by the courts and implemented by the OMB. It reviews the experience in Ontario and some larger Canadian cities. Most importantly, it analyzes the current Toronto ward situation and projects ward sizes for three and, possibly, four municipal elections, if no changes are made. These election years are 2018, 2022, 2026 and, potentially, 2030.

The research provides background information for Round One of the civic engagement and public and stakeholder consultation process. The research will be done in phases to correspond to the times when certain types of data are required.

The two-round Civic Engagement and Public and Stakeholder Consultation processes are outlined in detail later in this report. Both rounds involve interviews with all Council members, stakeholder groups and 12 public meetings each. Summary records of Round One of the civic engagement and public and stakeholder consultation process demonstrate the extensive public process.

Based on the public input and fine-grained population projections, options for various configurations of Toronto wards will be generated between Rounds One and Two of the civic engagement and public and stakeholder consultation process. All options will achieve the principle of effective representation, if not at the outset, then for the 2022



municipal election. The development of options is a pivotal activity of the TWBR and sets the stage for Round Two of the public process and subsequent recommendations. Summary records of the Round Two process capture the discussions and the feedback on the various options.

The Final Report will be a comprehensive document that outlines the entire Toronto Ward Boundary Review process and includes specific recommendations for ward boundaries to be used in City of Toronto elections starting in 2018. Specifically, the final report will include: the Review's purpose and methodology; its applicable research conclusions; how the City's equity policies were implemented; the results and findings of the two rounds of civic engagement and public and stakeholder consultation; the ward boundary options considered including their ranking, rationale, benefits, limitations and costs; and, the recommended option and rationale for the recommendations.

2.1 TIMELINE

The table below shows the start and end dates of the major events of the Toronto Ward Boundary Review. The table also includes the dates the six deliverables will be completed. The Review starts officially once City Council has approved this report.

Task / Deliverable	Start Date	End Date
Prepare Work Plan, Civic Engagement and Public Consultation strategy	April 17, 2014	May 2, 2014
Council review and approval of work plan, civic engagement and public consultation strategy*	May 27, 2014	June 13, 2014
Background Research	June 2014	November 2014
Civic Engagement (Round One)	June 2014	February 2015
Public and Stakeholder Consultation (Round One)* <ul style="list-style-type: none"> Interviews of members of Council Public Meetings 	June 2014 June 2014 December 2014	February 2015 October 2014 February 2015
Results of Round One	March 2015	March 2015
Options	March 2015	April 2015
Civic Engagement (Round Two)	May 2015	November 2015
Public and Stakeholder Consultation (Round Two)* <ul style="list-style-type: none"> Interviews of members of Council Public Meetings 	June 2015 June 2015 September 2015	November 2015 September 2015 November 2015
Results of Round Two	December 2015	January 2016



Final Report	February 2016	March 2016
Final Report submitted to Council*	April 2016	May 2016

* Direct involvement by Members of Council

3. CIVIC ENGAGEMENT AND PUBLIC AND STAKEHOLDER CONSULTATION

The TWBR strategy makes a distinction between "civic engagement" and "public and stakeholder consultation". The former is focused on all web-based activities and communications with the public via e-mail, print and social media. The latter includes all face-to-face consultations with the Mayor, all Councillors and stakeholders and 24 public meetings. Public meetings will begin after the October 27th municipal election.

The TWBR civic engagement and public and stakeholder consultation strategy is being delivered in two "rounds". Round One solicits input on Toronto's current ward alignment, gathering suggestions and identifying issues. Round Two collects feedback on various ward boundary options, all of which meet the principles of effective representation.

The civic engagement and public and stakeholder consultation strategy will meet the equity and accessibility requirements of the City of Toronto.

3.1 CIVIC ENGAGEMENT STRATEGY

The Civic Engagement Strategy encompasses all web-based activities and communications with the public via email, print and social media designed to inform people about the opportunities to interact in person with the TWBR process and allows residents and interested parties to connect to the TWBR process online and through social media.

The objectives for the Civic Engagement Strategy are to:

- educate Torontonians about the purpose of the TWBR and provide essential information about the project that helps people to become effective participants in the TWBR process;
- keep people informed and invite them to become involved in the process, both on the web and in person as part of the public consultation component; and,
- provide opportunities for participation that work for different lifestyles and preferences.

The following engagement tools and activities will be developed:



a) Project Brand

A project brand will be developed for the TWBR that includes a logo and colour scheme. A strong and consistent brand will help to ensure that the project is recognizable and distinct from other initiatives.

b) Communications Package

The following communication materials will be used to inform citizens about the TWBR process and distribute information about consultations. The focus will be to drive the public to online and physical opportunities, such as online surveys and public meetings, and to learn more and participate in the TWBR process.

- *Print advertisements:* Prior to each round of public meetings, advertisements will be placed in one of Toronto's major newspapers and local/ethnic papers. The ads will include the meeting dates and locations, how to participate online, as well as information about available interpretation and assisted support services.
- *Media releases:* Media releases will be used to promote the public meetings as well as other key project milestones.
- *Posters:* Posters with information about public meeting dates and locations and how to participate online will be distributed through community facilities.
- *Mail-outs to selected individuals:* Upon request we will mail meeting notices to residents via Canada Post.

The TWBR team will work with select organizations (i.e. residents and ratepayer groups, BIAs, ethno-cultural organizations) to use their existing networks to distribute information about the TWBR process.

c) Social Media

Social media platforms, such as Facebook and Twitter, offer an opportunity to engage diverse community members in the conversation about the TWBR, as well as disseminate materials to a wider and greater variety of participants. We will encourage people to have conversations about the TWBR using social media and will monitor social media traffic related to the project.

The social media strategy for the TWBR includes the following activities:

- *Creation of a project specific Hashtag (i.e. #TWBR).* Anyone who tweets about the Toronto Ward Boundary Review throughout the project and at public meetings will be encouraged to use the TWBR hashtag. The hashtag will be integrated with the project website and all other communication materials.



- *Sample Social Media Content* – To encourage our stakeholders to promote the project on their existing, established social media platforms (i.e. Facebook, Twitter and email), we will develop sample content that can be easily posted and shared online.

d) Master Contact Database

Contact information of each person or organization that participates in the TWBR process will be collected and recorded at every opportunity and used to form a Master Contact Database for the project. The list will be a key tool for communicating with people about public meetings and sharing information with them after or in between meetings. The project website (described below) will also have a mailing list sign-up which helps to expand the database.

e) Project Website and City of Toronto Web Page

A project specific website will be developed and maintained. The website will make it easy for people to find project resources and for the project team to communicate key information to the public and stakeholders.

The website will be hosted on a standalone domain with links back to a City of Toronto Ward Boundary Review landing page. It will be mobile-user friendly, include the project hashtag and make information easy to share using social media. It will also include translation via auto-translator.

Following public meetings, project materials such as presentations, maps and meeting summaries, will be posted on the website in a timely manner, allowing interested parties and individuals and stakeholders to participate and follow the process easily online. A separate email account will be created to respond to all requests and communicate with interested parties.

f) Background and Discussion Guide

The Background and Discussion Guide is the key information resource for Round One of the Civic Engagement and Public Consultation Strategy. Its purpose is to provide the public and stakeholders with the information they need to effectively participate in the first round of the TWBR discussion.

The guide will include a set of questions, which correspond to the Input Survey described below. Stakeholder/community groups wanting to participate as a group will be encouraged to download the Background and Discussion Guide as a conversation tool and use it to send in their group's responses in a convenient format.



The guide will be available and easily accessible online through the project website. It will also be printed and circulated at Round One public meetings. Upon request copies of the guide will be sent by mail.

g) Summary of Options

The Summary of Options will provide the public and stakeholders with the information they need to participate in Round Two of the TWBR discussions.

The Summary will be available and easily accessible online through the project website. It will also be printed and circulated at Round Two public meetings. Upon request copies of the summary will be sent by mail.

h) Input and Feedback Surveys

In Round One, the Input Survey will gather general comments about the City's current ward boundaries. In Round Two, the Feedback Survey will gather comments on various ward boundary options.

The results of both surveys will be analyzed and the summaries will be incorporated into the Round One and Two Civic Engagement and Public Consultation records and posted online.

3.2 PUBLIC AND STAKEHOLDER CONSULTATION STRATEGY

a) Round One - Input

During Round One, face-to-face interviews will be held with the following:

- Mayor and each City Councillor (individually)
- Toronto District School Board Trustees
- Toronto District School Board staff
- Toronto Catholic District School Board Trustees
- Toronto Catholic District School Board staff
- Conseil scolaire de Viamonde (French Public School Board)
- Conseil scolaire de district catholique Centre-Sud (French Catholic School Board).

In addition, other stakeholder groups will be approached in person to obtain their input and encourage them to get involved in the TWBR process. Examples are: The Toronto Region Board of Trade; Greater Toronto Civic Action Alliance (CivicAction); and the Toronto Association of Business Improvement Areas. The TWBR project also will contact community associations in the City of Toronto to encourage them to participate in the TWBR.



In order to solicit input from the general public in a face-to-face manner, three public meetings will be held in each Community Council area. Based on experience, this number of public meetings will be required to identify “communities of interest” and meet OMB criteria for assessing communities of interest. The public meetings will be organized by grouping adjacent wards in order to identify boundary issues and for ease of public access. Public meetings will be scheduled in the evening with one meeting per Community Council to be held on a Saturday.

As stated, the suggested number of public meetings is sufficient to satisfy public involvement criteria approved by the OMB in the past and grouping wards is preferable to holding individual ward meetings to identify problems with existing boundaries. Additional meetings in individual wards are not budgeted for, but may use the TWBR material, e.g. the Background and Discussion Guide and the Summary of Options, to provide feedback via the TWBR website.

The public meetings will be interactive and participatory. In our experience, meetings that include an open house, displays, a presentation and facilitated discussion provide the best input and highest level of satisfaction among participants. Round One public meetings will begin in December 2014 and end by mid-February 2015.

Summary records of each public meeting will be developed in a timely manner and posted on the project website with the objective of keeping participants connected to the process, reaching those who were unable to attend and having a record of the meeting than can be used to inform future phases of the project.

Interviews of Council members and key stakeholders will begin in June 2014 and end by February 2015. The municipal election on October 27, 2014 may result in new elected representatives. These new representatives will be briefed on the TWBR project and their input will be obtained at one or more group meetings between Round One and Round Two of the public and stakeholder consultation process.

b) Round Two - Feedback on Options

During Round Two, face-to-face interviews will again be held with the Mayor and each member of Council, as well as the four school boards, to obtain their feedback on the various ward boundary options. The interviews will take place June - September 2015.

The additional stakeholder groups contacted during Round One, as well as community associations, will be encouraged to provide their feedback on the ward boundary options via the website, by mailing their comments to the TWBR project or by attending the appropriate public meeting(s).

To obtain feedback on ward boundary options from the general public face-to-face, three public meetings will again be held in each Community Council area during Round



Two. The combination of wards may stay the same or it may change based on the experience during Round One and/or different groupings suggested by various ward boundary options. Round Two public meetings will begin September 2015 and end in November 2015.

3.3 ADVISORY PANEL

The Terms of Reference for the TWBR adopted by City Council authorized the establishment of an outside Advisory Panel to provide expert advice to the project. This independent 'blue-ribbon' advisory group will provide observations on both substantive and process issues. The panel will be constituted to represent diverse perspectives in the city including the legal profession, academic expertise in electoral and public policy, the business community, youth, and civil society. We anticipate an advisory panel of five members. Panel members will be appointed following Council's approval of this report in June 2014 and their names will be posted on the TWBR website.

The panel will meet three times, first to provide input on the academic, electoral and public policy research; second, to comment on the draft options; and third, to review the final report and recommendations. Prior to meetings, panel members will be asked to review relevant documents and each meeting will be used to discuss their responses and obtain advice.

4. SUMMARY

The TWBR project is scheduled to start in June 2014 and will end by May 2016. The project's work plan allows for all of its components to be completed in an appropriate manner. Once completed, Toronto City Council will have sufficient time to debate the recommendations, make a decision and support its decision before the OMB, if necessary. The time frame allows City staff adequate time to prepare for the implementation of Council's decision in time for the 2018 municipal election.

The TWBR's Civic Engagement and Public and Stakeholder Consultation strategy is extensive and can withstand an OMB challenge. The strategy involves members of Council, stakeholders and the general public in two rounds of consultation, once for input to determine issues with current ward boundaries and a second time to discuss various options for re-aligning the wards. All of the options to be put forward will achieve the principle of effective representation. At the end of the project, City Council will be able to deal with specific recommendations.



APPENDIX A: KEY MESSAGES

WHY DO A WARD BOUNDARY REVIEW?

The populations in Toronto's current ward alignment are unbalanced and have already been challenged at the Ontario Municipal Board. This is the reason the City has embarked on the TWBR. If Toronto does not act on the results of the Review, the OMB could impose a new ward structure without appropriate public and stakeholder involvement and Council approval.

WHAT A WARD BOUNDARY REVIEW IS NOT

A ward boundary review addresses the size and shape of the ward a councillor represents. The public and stakeholders often confuse ward boundary reviews with other elements of municipal governance. The TWBR does not cover items such as: municipal government organization (i.e. party politics or having Community Boards or a Board of Control); method of voting (i.e. ranked ballots); who votes (i.e. permanent residents or citizens only); councillor performance; or City operations.

WHAT IS EFFECTIVE REPRESENTATION?

Effective representation has been defined by the courts as including the following: voter parity (rep-by-pop); protection of communities of interest and neighbourhoods; respect for natural and physical boundaries; ward history; and recent and projected population growth. Reasonable voter parity must be maintained, even though some variances based on other factors are allowed.

THE TWBR PROCESS AND RECOMMENDATIONS MUST BE INDEPENDENT, OBJECTIVE AND NEUTRAL

The OMB has ruled in the past that specific direction by Council, such as how wards should be aligned or setting parameters for a minimum or maximum number of wards, has rendered a boundary review unacceptable. The reason for this is a long-held concern about ward boundaries being shaped to the benefit of a specific party. This does not mean that individual Council members cannot participate in the Review. Councillors have valuable and detailed information about their wards, especially with respect to boundary issues and communities of interest.

TORONTO WARD BOUNDARY REVIEW: PROJECT WORK PLAN AND CIVIC ENGAGEMENT AND PUBLIC CONSULTATION STRATEGY

PREPARED FOR: CITY OF TORONTO

DATE ISSUED: 2014-04-28



CIVIC ENGAGEMENT AND PUBLIC AND STAKEHOLDER CONSULTATION ARE SIGNIFICANT COMPONENTS OF ANY WARD BOUNDARY REVIEW

The TWBR includes a sizeable public involvement process that allows Council members, stakeholders and the public to express their opinions on the current ward boundary structure as well as on the options that will be proposed through a variety of means: TWBR project website; e-mails; social media; direct mail; face-to-face interviews; and, 24 public meetings.



APPENDIX B: City of Toronto Population By Ward (2011)

Ward #	Ward Name	2011 Population	% Difference from Average
1	Etobicoke North	61,320	3.2%
2	Etobicoke North	56,720	-4.6%
3	Etobicoke Centre	52,245	-12.1%
4	Etobicoke Centre	54,665	-8.0%
5	Etobicoke-Lakeshore	64,020	7.7%
6	Etobicoke-Lakeshore	58,980	-0.8%
7	York West	52,070	-12.4%
8	York West	50,330	-15.3%
9	York Centre	46,065	-22.5%
10	York Centre	64,820	9.1%
11	York South-Weston	62,380	5.0%
12	York South-Weston	54,000	-9.1%
13	Parkdale-High Park	53,265	-10.4%
14	Parkdale-High Park	53,770	-9.5%
15	Eglinton-Lawrence	62,055	4.4%
16	Eglinton-Lawrence	53,975	-9.2%
17	Davenport	50,510	-15.0%
18	Davenport	44,975	-24.3%
19	Trinity-Spadina	57,245	-3.7%
20	Trinity-Spadina	76,610	28.9%
21	St. Paul's	48,645	-18.2%
22	St. Paul's	65,510	10.2%
23	Willowdale	88,440	48.8%
24	Willowdale	62,340	4.9%
25	Don Valley West	58,305	-1.9%
26	Don Valley West	64,895	9.2%
27	Toronto Centre-Rosedale	78,670	32.4%
28	Toronto Centre-Rosedale	66,580	12.0%
29	Toronto-Danforth	44,935	-24.4%
30	Toronto-Danforth	53,285	-10.3%
31	Beaches-East York	53,575	-9.9%
32	Beaches-East York	57,365	-3.5%
33	Don Valley East	57,155	-3.8%
34	Don Valley East	59,410	0.0%
35	Scarborough Southwest	62,455	5.1%
36	Scarborough Southwest	54,125	-8.9%

TORONTO WARD BOUNDARY REVIEW: PROJECT WORK PLAN AND CIVIC ENGAGEMENT AND PUBLIC CONSULTATION STRATEGY

PREPARED FOR: CITY OF TORONTO

DATE ISSUED: 2014-04-28



37	Scarborough Centre	64,340	8.3%
38	Scarborough Centre	66,830	12.4%
39	Scarborough-Agincourt	54,965	-7.5%
40	Scarborough-Agincourt	62,035	4.4%
41	Scarborough-Rouge River	68,150	14.7%
42	Scarborough-Rouge River	77,665	30.7%
43	Scarborough East	55,120	-7.3%
44	Scarborough East	60,240	1.4%

Population of the City of Toronto: 2,615,055

Note: These figures do not include Census undercoverage. While Statistics Canada attempts to count every person and household, some are not captured. The estimate of the total population including Census undercoverage in 2011 by Statistics Canada is 2,753,131.

Sources: Statistics Canada, Census of Canada, 2011.

Data derived from custom tabulations.



DRAW THE LINE
TORONTO WARD BOUNDARY
REVIEW

PROJECT WORKPLAN, CIVIC ENGAGEMENT & PUBLIC CONSULTATION STRATEGY PRESENTATION TO EXECUTIVE COMMITTEE

MAY 27, 2014

Canadian Urban Institute in association with Beate Bowron Etcetera Inc. and The Davidson Group Inc.

INDEPENDENT
OBJECTIVE
NEUTRAL

DRAW THE LINE
TORONTO WARD BOUNDARY
REVIEW

- Review of geographical boundaries of City wards
- Not about City governance

Canadian Urban Institute in association with Beate Bowron Etcetera Inc. and The Davidson Group

WHY?

- Current ward populations unbalanced
- Significant variance among large and small wards
- Principle of effective representation not met

EFFECTIVE REPRESENTATION

- Voter parity (rep-by-pop)
- Communities of interest/neighbourhoods
- Natural/physical boundaries
- Ward history
- Recent and projected population growth

TWBR BUILDING BLOCKS

- Research
- Advisory Panel
- Civic Engagement
- Consultation
- Options
- Recommendations

DRAW THE LINE
TORONTO WARD BOUNDARY
REVIEW

ROUND 1 - CIVIC ENGAGEMENT INPUT

DRAW THE LINE
TORONTO WARD BOUNDARY
REVIEW

- Communications & social media
- Master Contact Database
- TWBR website
- City of Toronto webpage
- Background & Discussion Guide
- Input Survey

Canadian Urban Institute in association with Beate Bowron Etcetera Inc. and The Davidson Group

ROUND 1 - PUBLIC & STAKEHOLDER CONSULTATION *INPUT*

DRAW THE LINE
TORONTO WARD BOUNDARY
REVIEW

- Interviews with members of Council
- Stakeholder interviews
- 12 public meetings, 3 per Community Council area

Canadian Urban Institute in association with Beate Bowron Etcetera Inc. and The Davidson Group

ROUND 2 – CIVIC ENGAGEMENT FEEDBACK

DRAW THE LINE
TORONTO WARD BOUNDARY
REVIEW

- Summary of Options
- Feedback Survey
- Continuation of website and social media activity

ROUND 2 – PUBLIC & STAKEHOLDER CONSULTATION *FEEDBACK*

DRAW THE LINE
TORONTO WARD BOUNDARY
REVIEW

- Interviews with members of Council
- Meetings with school boards
- 12 public meetings, 3 per Community Council area

Canadian Urban Institute in association with Beate Bowron Etcetera Inc. and The Davidson Group

TIMING

ROUND 1	
CIVIC ENGAGEMENT	JUNE 2014 – FEBRUARY 2015
INTERVIEWS WITH MEMBERS OF COUNCIL	JUNE 2014 – OCTOBER 2014
STAKEHOLDER INTERVIEWS	SEPTEMBER 2014 – JANUARY 2015
12 PUBLIC MEETINGS	DECEMBER 2014 – FEBRUARY 2015
BRIEFING NEW MEMBERS OF COUNCIL	JANUARY 2015

TIMING

ROUND 2	
OPTIONS	APRIL 2015
CIVIC ENGAGEMENT	MAY 2015 – NOVEMBER 2015
INTERVIEWS WITH MEMBERS OF COUNCIL	JUNE – SEPTEMBER 2015
SCHOOL BOARD MEETINGS	JUNE – SEPTEMBER 2015
12 PUBLIC MEETINGS	SEPTEMBER – NOVEMBER 2015

TIMING

FINAL REPORT	MARCH 2016
SUBMISSION OF FINAL REPORT TO EXECUTIVE COMMITTEE & COUNCIL	APRIL – MAY 2016



DRAW THE LINE
TORONTO WARD BOUNDARY
REVIEW

THANK YOU.

Canadian Urban Institute in association with Beate Bowron Eicelera Inc. and The Davidson Group Inc.



STAFF REPORT INFORMATION ONLY

Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy – Supplementary Information on Project Budget Breakdown

Date:	June 4, 2014
To:	City Council
From:	City Manager
Wards:	All

SUMMARY

The purpose of this report is to provide the budget breakdown for the Toronto Ward Boundary Review (TWBR) Project Work Plan, Engagement and Consultation Strategy outlined in EX42.4 *Draw the Line – Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy*.

DECISION HISTORY

On June 11, 2013, City Council authorized the City Manager to retain a third party consultant to undertake a Ward Boundary Review for Toronto consistent with the Terms of Reference attached in Appendix B to the report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX32.2>

On March 5, 2014, following a competitive Request for Proposal process, Bid Committee awarded the contract for the provision of services to conduct an independent, objective analysis and review of the City of Toronto's electoral ward boundaries to the Canadian Urban Institute.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.BD167.7>

On May 27, 2014, the Executive Committee approved EX42.4 *Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy*. During consideration of the item, members of the Executive Committee verbally requested the City Manager provide the budget breakdown for the Toronto Ward Boundary Review Project Work Plan, Engagement and Consultation Strategy outlined in report EX42.4.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX42.4>

COMMENTS

The Toronto Ward Boundary Review Work Plan, Engagement and Consultation Strategy included in the report EX42.4 *Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy* is based on Council's approved Terms of Reference for the Ward Boundary Review, electoral boundary review best practices and precedents drawn from the successful defence of municipal electoral boundary reviews at Ontario courts and the OMB.

The budget breakdown of the TWBR Work Plan, Engagement and Consultation Strategy developed by the Canadian Urban Institute and including the estimated year over year project costs is attached as Appendix I of this report. In addition to developing the overall strategy, the TWBR Work Plan includes five key components, as reflected in the budget breakdown attached as Appendix I:

- **Research (June 2014 to November 2014)** - that will form the background information for the first round of public consultation including the legal context, jurisdictional reviews, analysis of Toronto's current wards and ward population projections out to 2030. These activities are reflected in Items #2 and #3 in the attached budget breakdown.
- **Civic Engagement (Round One: June 2014 to February 2015 and Round Two: May 2015 to November 2015)** - web-based activities (including social media platforms), communication and outreach to educate the public about the purpose of the ward boundary review, keep the public informed about the process and provide a range of opportunities for the public to get involved. These activities are reflected in Items #3, #4 and #5 in the attached budget breakdown.
- **Public and Stakeholder Consultation (Round One: June 2014 to February 2015 and Round Two: June 2015 November 2015)** – includes two rounds of public and stakeholder consultation.
 - Round One will elicit input on Toronto's current ward boundaries and will include in-person individual interviews with the Mayor and Members of City Council, all four Toronto school boards, and key stakeholder groups as well as 12 public meetings (3 public meetings in each of the City's 4 Community Council districts).
 - Round Two will elicit input on ward boundary options and will include in-person individual interviews with the Mayor and Members of City Council, all four Toronto school boards and key stakeholder groups as well as 12 public meetings (3 public meetings in each of the City's 4 Community Council districts). For both rounds of public consultation, in addition to attending a public meeting, input may also be provided through the Toronto Ward Boundary Review website or by mail.

These activities are reflected in Items #4 and #5 in the attached budget breakdown.

Generation of Ward Boundary Options (March 2015 to April 2015) – following Round One of the public and stakeholder consultation, and building on the research, a series of ward boundary review options will be developed for public and stakeholder input in Round Two. These activities are reflected in Items #3 and #4 in the attached budget breakdown.

- **Final Report (February 2016 to March 2016)** – following Round Two of public and stakeholder consultation, the final report will be developed with ward boundary options including a recommended option for Council's consideration. The final report will summarize the input of residents, elected officials and stakeholder groups and will identify any issues raised during the TWBR process that were outside of the scope of the review (for example, governance issues, methods of voting etc.) These activities are reflected in Item #6 in the attached budget breakdown.

It is anticipated that the final report will be submitted to Executive Committee and City Council for consideration in May 2016.

CONTACT

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Email: ltascher@toronto.ca

SIGNATURE

Joseph P. Pennachetti
City Manager

Appendix I: *Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy – Budget Breakdown*

APPENDIX I

Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy – Budget Breakdown

Item No.	Item	Allocation of Project Budget			
		2014	2015	2016	Total Cost
1	Develop & Refine Work Plan and Civic Engagement Strategy <ul style="list-style-type: none"> – Develop work plan, civic engagement and public consultation strategies – Prepare presentation materials – Present work plan, civic engagement and public consultation strategies to Executive Committee & City Council – Refine work plan, civic engagement and public consultation strategies based on input from City Council 	\$15,215			\$15,215
2	Review of Current Legislation and Regulations governing Municipal Electoral Representation in Ontario <ul style="list-style-type: none"> – Research current legislation, regulations and best practices – Establish Advisory Panel and hold meeting to provide input on research – Prepare preliminary research report 	\$39,505			\$39,505
3	Document and Assess the City's Current Electoral Ward Representation and Develop Ward Boundary Options <ul style="list-style-type: none"> – Assess and map current ward boundary structure – Project and map current ward structure, including mapping population by Census tract or traffic zone – Assess input from Round One of civic engagement & public consultation process – Finalize research report – Develop ward boundary options – Advisory Panel meeting to provide input on ward boundary options – Draft and review options report – Prepare summary of options report 	\$63,713	\$123,497		\$187,210
4	Develop Civic Engagement Tools and Materials to Conduct a Two-Stage Broad Engagement and Consultation Process <ul style="list-style-type: none"> – Prepare and distribute communications package for TWBR project launch – Identify stakeholders/create and maintain TWBR Master Contact List – TWBR Round One civic engagement & public consultation materials (e.g. background & discussion guide, web materials, social media, display maps, etc.) – Prepare TWBR Options Report summary materials – TWBR Round Two civic engagement & public 	\$108,693	\$64,267		\$172,960

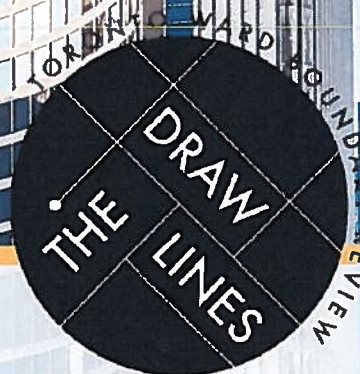
Item No.	Item	Allocation of Project Budget			
		2014	2015	2016	Total Cost
	consultation (e.g. background & discussion guide, web materials, social media, display maps, etc.) – Coordinate any required translation, interpretation, accessibility and other equity requirements for two rounds				
5	Conduct a Two-stage Broad Engagement and Consultation Process <i>Round One – Civic Engagement:</i> – Administer, record and analyze input survey (incl. translation of non-English responses) – Monitor, maintain & record social media – Report on Round One – Civic Engagement <i>Round One – Public Consultation:</i> – Interview Mayor, City Councillors and other stakeholders (with follow up for any new Members of Council post-Oct 27/14 municipal election) – Undertake 12 public meetings (3 per Community Council area) – Report on Round One – Public Consultation <i>Round Two – Civic Engagement:</i> – Administer, record and analyze feedback survey (incl. translation of non-English responses) – Monitor, maintain and record social media – Report on Round Two – Civic Engagement <i>Round Two – Public Consultation:</i> – Interview Mayor & Councillors – Undertake 12 public meetings (3 per Community Council area) – Report on Round Two – Public Consultation <i>Final report on Civic Engagement and Public Consultations</i>	\$140,500	\$160,825		\$301,325
6	Produce a Final Report – Develop, review and finalize TWBR Final Report (incl. options and recommendations) – Advisory Panel meeting to provide input on final report and recommendations		\$27,750	\$45,285	\$73,035
7	Present and Respond to Questions on Final Report at City Executive Committee and City Council – Present final report to Executive Committee and City Council			\$10,800	\$10,800
	Total*	\$367,626	\$376,339	\$56,085	\$800,050

* \$141,160 of the total has been budgeted for costs associated with accessibility requirements, advertising and venue expenses.

This is Exhibit "L" referred to in
the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.



A Commissioner, etc.
Diana Dimmer



ROUND TWO REPORT

CIVIC ENGAGEMENT + PUBLIC CONSULTATION

**FEEDBACK ON THE OPTIONS FOR NEW WARD BOUNDARIES
FOR THE CITY OF TORONTO**

**TORONTO WARD BOUNDARY REVIEW
FEBRUARY 2016**



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



1. EXECUTIVE SUMMARY

1.1 INTRODUCTION

Toronto's current ward structure was developed approximately 15 years ago. Since then population growth in various wards has been quite uneven, with the result that some large wards have now twice the populations as other small wards. Therefore, the current ward structure does not achieve the principle of 'effective representation' as defined by the courts and interpreted by the Ontario Municipal Board. 'Effective representation' is impacted not just at election time, but every time City Council votes.

In June 2014 Toronto City Council started a process to rectify this situation by launching the Toronto Ward Boundary Review (TWBR).

Between July 2014 and January 2015 the TWBR completed Round One of its civic engagement and public consultation process to collect opinions on Toronto's current ward alignment. The results of Round One informed the five options presented in the [Toronto Ward Boundary Review Options Report](#), which was published in August 2015. Based on population forecasts for the target year of 2026, the five options are:

- **Option 1: Minimal Change** - average ward population 61,000; 47 wards
- **Option 2: 44 Wards** – average ward population 70,000
- **Option 3: Small Wards – 50,000**; 58 wards
- **Option 4: Large Wards – 75,000**; 38 wards
- **Option 5: Natural/Physical Boundaries** – average ward population 70,000; 41 wards

Maps of the five options can be found in **APPENDIX E** of this report.

An option based on using the 25 federal ridings in Toronto has not been pursued, since it would not achieve voter parity, an essential component of effective representation, nor would it address the current discrepancies in ward population sizes. Option 1: Minimal Change comes closest to such an option, since Toronto's existing ward structure is based on provincial riding boundaries.

These five options were the focus of Round Two of the TWBR's civic engagement and public consultation process between August and November 2015. Feedback on the five proposed options has been received from Members of Council through one-on-one interviews and the public through public meetings, an online Survey and social media. The Survey is attached to this report in **APPENDIX A**.



1.2 PURPOSE OF THIS REPORT AND NEXT STEPS

The purpose of this report is to convey the results from the public Survey and the Councillors' interviews as well as the refinements to the options suggested by all Round Two participants. The TWBR team will carefully consider all of the feedback received. Once this work has been completed, the team will prepare a Final Report, which will determine the preferred option, assess whether the suggested refinements to that option achieve effective representation and recommend a new alignment for Toronto's wards that can be implemented in time for the 2018 municipal election and serve the City until 2030.

It is important to understand that any realigned ward structure to be recommended in the Final Report will not necessarily be based on the option that has received the highest ranking or the most first choice picks from Round Two participants. The TWBR team will need to balance this with the suggestions for specific refinements to the different options to ensure that the recommendation maintains effective representation for the municipal elections of 2018, 2022, 2026 and 2030.

The City of Toronto Executive Committee is expected to discuss the TWBR final report and the recommended ward re-alignment at their meeting on May 24, 2016.

1.3 PUBLICIZING AND ADVERTISING THE PUBLIC MEETINGS

In order to encourage discussion and feedback on the Options Report, direct e-mails with a link to the report were sent to Members of Council, the various Boards of Education and other stakeholder groups and the project's distribution list of over 2,800 contacts. In addition, both the TWBR and the City of Toronto issued news releases drawing attention to the report's availability online.

The public meetings were advertised through repeated communications with the project mailing list, news releases and online and in print advertisements. Many Councillors shared e-news and tweets/posts about the public meetings with their constituents. The Options Report was covered by all of Toronto's major daily newspapers as well as community newspapers and on television throughout August and into September 2015.

1.4 WHO WE HEARD FROM

In total 884 people were involved in the second Round of the TWBR civic engagement and public consultation process:

- 112 people attended the 12 public meetings held across the city. The meetings were widely advertised, Councillors spread the word through e-news and tweets and there was extensive media coverage.
- 717 completed Surveys were received as well as 15 general submissions (five of which also included Surveys, which are part of the 717).



- In-person interviews were held with the Mayor's office and 42 Councillors (some interviews included Councillors' staff).

1.5 RANKING THE FIVE OPTIONS

Section 5 of this report presents the ranking of the options from the public Survey and Members of Council separately, both in order of choice (from first to fifth) and by ranked score¹.

a) Survey

Table 1 below (Table 2 in the report) shows the number of times each option was chosen by the public Survey respondents.

Table 1 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 2 below (Table 3 in the report) shows the ranked score for each option from the public Survey.

Table 2 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

¹ The ranked score is created by assigning a numerical value to each of the five choices. First choice receives 5 points, second 4 points, third 3 points, fourth 2 points and fifth 1 point. An unranked or "No" response receives 0 points.



b) Members of Council

Most Councillors tie their rankings to refinements in the suggested ward boundaries of various options.

Table 3 below (Table 6 in the report) shows the number of times each option was chosen by Members of Council.

Table 3 Ranking by Option Placement – 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 ²	4	2	8	9	10
Not ranked	8	19	16	25	21
TOTAL	42	42	42	42	42

Table 4 below (Table 7 in the report) shows the ranked score for each option by Members of Council.

Table 4 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

1.6 COMMENTS ON THE FIVE OPTIONS

Survey respondents, public meeting participants and Members of Council also provided general comments on the various options and suggested refinements.

Round Two participants are divided on whether to respect the pre-amalgamation municipal boundaries when re-drawing ward boundaries. With regard to ward sizes, Survey respondents have different opinions than Councillors. When commenting on Option 4: Large Wards, Survey respondents appear to

² Some Councillors ranked some options as "No" identifying that they were absolutely not in support of this option.



be in favour of enlarging the size of wards and thus reducing the number of Councillors even further, while Councillors are uneasy with ward sizes above 70,000. The liveliest debate, however, is reserved for Option 3: Small Wards. Comments range from “too extreme” through “good, but not politically acceptable” to “brilliant”.

This report consolidates Ward-specific suggestions for refinements of the options from all Round Two participants by option and ward in **APPENDIX C**. Additional comments on specific communities of interest and suggestions for refining existing wards can be found in **APPENDIX D**.

1.7 ADDITIONAL FEEDBACK ON THE OPTIONS

Often, additional comments reinforce Round Two participants’ opinions about the various options. Comments and suggestions generally cover the following themes: Number and Size of Wards; Federal/Provincial Ridings; Downtown/Suburbs; Main Streets and Communities of Interest; Effective Representation; Workload (wards with more high-rise buildings versus wards with mostly single-family houses); and TWBR process.

2. INTRODUCTION

Toronto’s current ward structure was developed approximately 15 years ago. Since then population growth in various wards has been quite uneven, with the result that some large wards have now twice the populations as other small wards. Therefore, the current ward structure does not achieve the principle of ‘*effective representation*’ as defined by the courts and interpreted by the Ontario Municipal Board. ‘*Effective representation*’ is impacted not just at election time, but every time City Council votes.

In June 2014 Toronto City Council started a process to rectify this situation by launching the Toronto Ward Boundary Review (TWBR). City Council approved a Work Plan for the TWBR project, which included a substantial Civic Engagement & Public Consultation Strategy. The TWBR has sought wide-ranging input on the current ward alignment, developed five ward boundary options and consulted broadly on the options.

The TWBR has undertaken background research and conducted Round One of the civic engagement and public consultation.³ The [Toronto Ward Boundary Review: Background Research Report](#) (updated December 2014) investigates ward structures in numerous cities in Ontario and Canada. It also considers some international examples. The report on civic engagement and public consultation: [Toronto Ward Boundary Review: Round One Report on Civic Engagement + Public Consultation](#) (March 2015)

³ The Research Report, the Round One Report on Civic Engagement + Public Consultation and the Options Report can be found on the TWBR website at www.drawthelines.ca/resources/reports.



documents the extensive input provided by the public, stakeholders and Members of Council on Toronto's current ward alignment through interviews, public meetings, an online Survey and social media.

The analysis and results from both of those reports have informed the development of the five options for a re-aligned ward boundary structure contained in the [Toronto Ward Boundary Review Options Report](#) published in August 2015. This Options Report has been the focus of the TWBR's second round of civic engagement and public participation.

Feedback on the five proposed options has been received from Members of Council through one-on-one interviews and the public through public meetings, an online Survey and social media. The purpose of this Round Two report is to convey the results from the online Survey and the Councillors' interviews as well as the refinements to all of the options suggested by all Round Two participants.

The TWBR team will carefully consider all of the feedback received. Once this work has been completed, the TWBR final report will determine the preferred option, assess whether the suggested refinements to that option achieve effective representation and recommend a new alignment for Toronto's wards that can be implemented in time for the 2018 municipal election and serve the City until 2030.

This report contains 8 sections. Following this Introduction **Section 3: Approach** describes the range of activities the TWBR project has employed to encourage discussion and feedback on the Options Report.

Section 4: Who We Heard From quantifies the number of responses received via the public meetings, online and through interviews with Members of Council. **Section 5: Ranking the Options** reports on how the various participants in the TWBR's Round Two process rank the five options and **Section 6: Comments on the Five Options** outlines participants' observations by option.

Section 7: Additional Feedback on the Options organizes additional comments thematically, but does not repeat comments already captured in Section 6. **Section 8: Next Steps** concludes the report.

APPENDIX A contains a copy of the online feedback Survey. **APPENDIX B** summarizes statements received that concern matters outside of the terms of reference of the TWBR. **APPENDIX C** consolidates the myriad of refinements suggested by the public and Members of Council to improve the various options. **APPENDIX D** lists comments on various communities of interest as well as suggestions for refining existing wards. For easy reference **APPENDIX E** contains maps of the five options.

3. APPROACH

The Options Report was released publicly on August 11, 2015 on the TWBR's website. In order to encourage discussion and feedback on the report, direct e-mails with a link to the 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.

The Options Report was covered by all of Toronto's major daily newspapers as well as community newspapers and on television throughout August and into September 2015 as follows:

- CP24 News
- CTV News
- East York Mirror
- Global News
- Metro News
- Metroland Media
- Novae Res Urbis (NRU)
- The Globe and Mail
- Toronto Star
- Toronto Sun
- Torontoist
- Urban Toronto

At the same time as the Options Report was released online, the TWBR posted the Round Two Consultation Guide and Survey on the project website. The Guide outlined how the options were developed and presented criteria that could be used to evaluate the options as well as maps of the options.

The attached Survey (see **APPENDIX A**) asked for a ranking of the options and potential refinements. The Survey was open between August 11 and November 15, 2015.

The TWBR website was visited 10,000 times between August and December 2015, with the most traffic going to the Options Report and the Survey.

From August to November 2015 the TWBR held face-to-face interviews with 42 Councillors and the Mayor's office.

Between September 16 and November 5 the TWBR held 12 public meetings (three in each Community Council area) on Wednesday and Thursday nights as well as on Saturday mornings. ASL interpretation was available at all public meetings. There were no requests for other interpretation services for any of those meetings. In addition, the TWBR delivered one lunch-time webinar.

The public meetings began with a presentation of the options and questions and answers. This was followed by a discussion of potential refinements to any of the options in a group setting. Individual participants then decided to fill out the Survey immediately or submit it later online.



The public meetings were advertised through repeated communications with the project mailing list, news releases and online and in print as follows:

- Canadian Chinese Express (Mandarin)
- Corriere Canadese (Italian)
- El Popular (Spanish)
- Iran Javan (Farsi)
- Korea Times Daily
- Metro News
- Metroland: Beach Mirror
- Metroland: Bloor Villager
- Metroland: City Centre Mirror
- Metroland: East York Mirror
- Metroland: Etobicoke Guardian
- Metroland: North York Mirror
- Metroland: Parkdale Liberty
- Metroland: Scarborough Mirror
- Metroland: York Guardian
- Philippine Reporter
- Russian Canadian Info
- Senthamarai (Tamil)
- Sing Tao (Traditional Chinese)
- Sol Portuguese
- Urdu Post (Urdu)

Posters advertising the process and public meetings were displayed in all 99 Toronto Public Library branches.

Online advertisements were placed on four high-traffic sites:

- CBC.ca
- NOW
- The Weather Network
- Toronto Star

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 stakeholders and community members to promote local public meetings. The project was supported in this endeavor by the City of Toronto's social media account, but more particularly by the engagement of many Councillors who shared e-news and tweets/posts about the public meetings with their constituents.



4. WHO WE HEARD FROM

In total 884 people were involved in the second Round of the TWBR civic engagement and public consultation process.

112 people attended the 12 public meetings across the city. The meetings were widely advertised, Councillors spread the word through e-news and tweets and there was extensive media coverage. Attendance at the public meetings ranged from 0 at a meeting in North York to a high of 23 at Metro Hall. The discussions at public meetings were lively. Attendance by Community Council area was as follows:

- North York Community Council area (23 individuals)
- Toronto East York Community Council area (45 individuals)
- Scarborough Community Council area (31 individuals)
- Etobicoke York Community Council area (13 individuals)

The added lunch-time webinar attracted 3 individuals.

Survey responses increased over those received during Round One of the process. 691 Surveys were completed online, 2 were mailed in and 19 were filled out by hand by individuals during the various public meetings.⁴ In addition, the TWBR received 15 general submissions from individuals, one BIA and several residents associations, five of which also ranked the options.

In-person interviews were held with the Mayor's office and 42 Councillors (some interviews included Councillors' staff) to obtain feedback on the options and gather suggestions for refinements. The Mayor's office preferred a briefing session only. One of the two remaining Councillors declined the invitation to be interviewed and another elected to participate in the public process rather than offering specific individual comments.

5. RANKING THE FIVE OPTIONS

The Councillor interviews and the Round Two Consultation Guide & Survey allowed Councillors and the public to rank the five options by selecting their first, second, third, fourth and fifth choices. This Section of the report reports on how the options have been ranked.

Not all participants have ranked all the options. For example, some have only provided their first two or three choices or, perhaps, no choices at all. If this is the case, the 'blank' options are listed as "not

⁴ An additional 80 surveys were submitted from a Councillor's office as a group. Discussion with the Councillor revealed that he was unaware of the process that had been followed to have these completed. As a result these surveys are considered a data anomaly and are excluded from the Survey analysis.



ranked”. Some Councillors indicate that they do not like some option at all, a “no-way” comment. In these cases, the option is ranked as a “No”. Members of the public have not used the “No” approach.

In addition to the ‘first choice’ analysis the TWBR team has 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 “ranked score” for the five options:

First choice	5 points
Second choice	4 points
Third choice	3 points
Fourth choice	2 points
Fifth choice	1 point
Not ranked	0 points
No	0 points

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

First, the number of times an option receives a “first place” vote is offered, which indicates which option has the most votes. Second, a ranked score is presented. As will be seen, the ranked score approach and “first-place” analysis do not always yield the same results.

Since determining a preferable 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 are rated as “No”.

Finally, 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.

5.1 SURVEY

In all the TWBR received 717 Surveys. Their origin by ward is shown in Table 1, Surveys by Ward. A copy of the Survey is included in this report as **APPENDIX A**.



Table 1 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 2, Ranking by Option Placement, shows how each option is ranked from first to fifth choice.

Table 2 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 shows the total ranked score for each option from the public Survey.

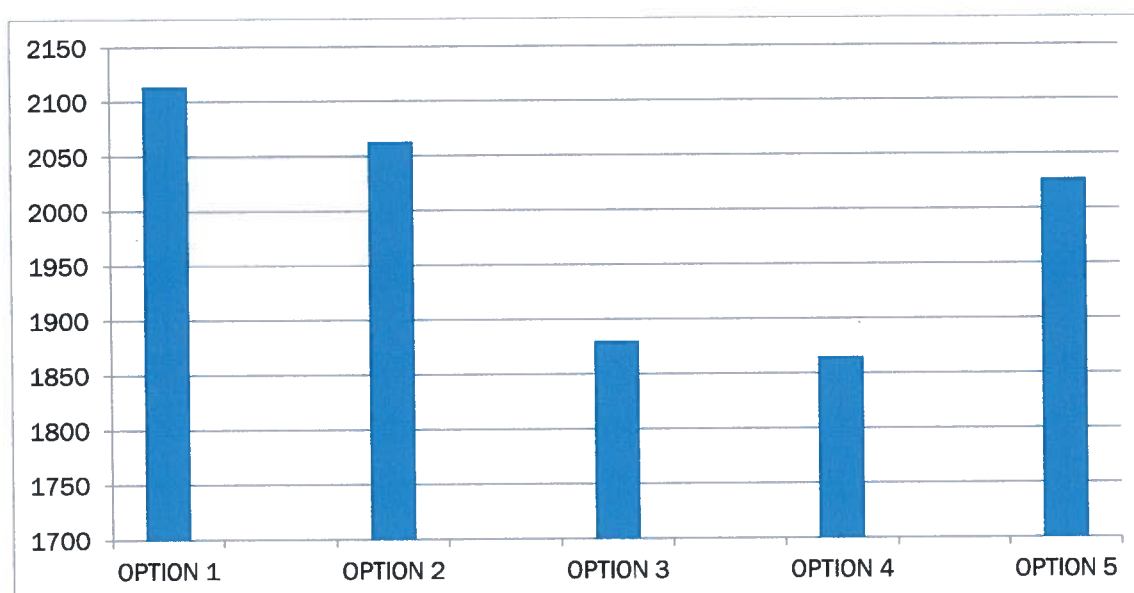
Table 3 Total Ranked Score – Public Survey

	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

Total Ranked Score

Chart 1, Total Ranked Score, depicts Table 3 as a graph for ease of comparison.

Chart 1 Total Ranked Score – Public Survey



Based on a “ranked score” approach, the first choice option among the Survey responses is Option 1, Minimal Change, with 2114 points, followed by Option 2 (2063 points), Option 5 (2027 points), Option 3 (1880 points) and Option 4 (1865 points).

First Place Choice

When the options are examined by first place showing, the rankings change. Table 4, First Place Choice, depicts this ranking.



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 Ranked First	126	81	186	162	139

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

Fifth Place Choice

To see which option is the least favoured, Table 5, Fifth Place Choice, provides information on how the options distribute themselves in fifth or last place.

Table 5 **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, 44 Wards, ends up with the fewest times ranked fifth (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 the level of opposition to Options 3 and 4, an important consideration for acceptance and implementation.

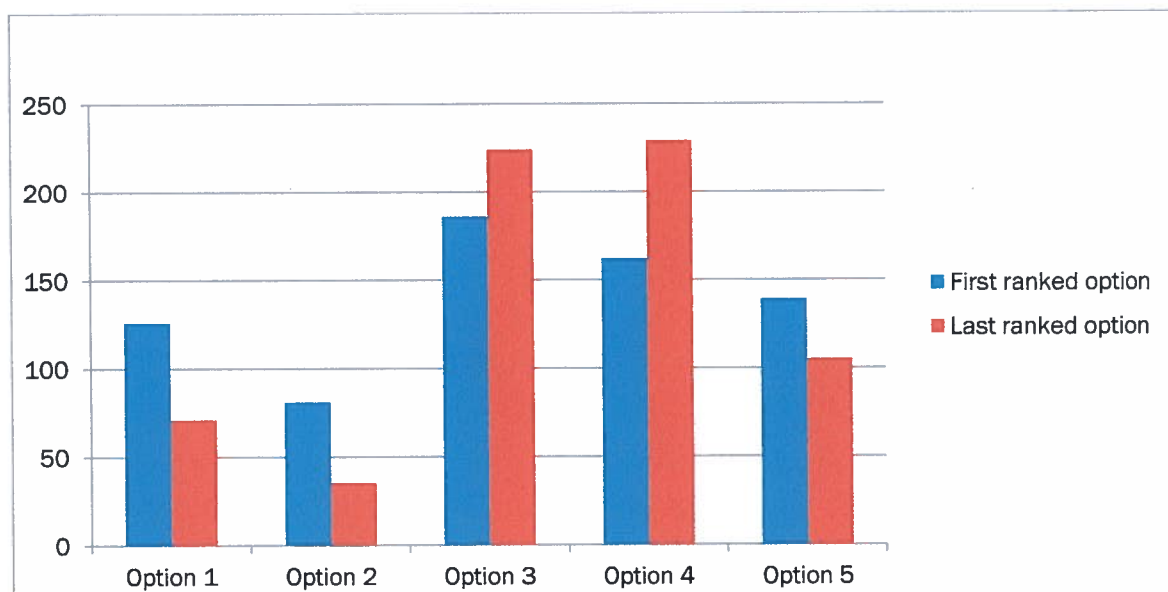
Comparison – First and Fifth Choice

Finally, Chart 2, Comparison – First and Fifth Choice, graphically illustrates a comparison of options by first and fifth choices. 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.



Chart 2 Comparison – First and Fifth Choice – Public Survey



General Observations

Depending on one's perspective different, often conflicting, observations can be drawn from the Survey responses. From a "first-past-the-post" perspective Option 3 (Small Wards – 50,000) is the favoured option from the public Survey. 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.

5.2 MEMBERS OF COUNCIL

This Section of the report presents the results from the individual interviews with Members of Council. In all 42 Councillors participated. The questions posed to Councillors are similar to those in the public Survey. The approach to the ranking of the options, however, is identical. As mentioned above, some Councillors respond with a "No" to certain options, indicating that they will not consider those options at all and others do not rank one or more of the options.

It should be noted that most Councillors tie their rankings to refinements in the suggested ward boundaries of various options. That is, a first place choice will have to include certain refinements to be acceptable. All of these suggested refinements have been consolidated by ward and option in **APPENDIX D** of this report.



Table 6, Ranking by Option Placement, shows how Councillors rank each option.

Table 6 Ranking by Option Placement – 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

The analysis of this chart, like the public Survey analysis, is presented in four ways: total ranked score, first place choice, fifth place choice and a first/fifth choice comparison.

Total Ranked Score

Table 7, Total Ranked Score, shows the total points for each option from the Councillor interviews.

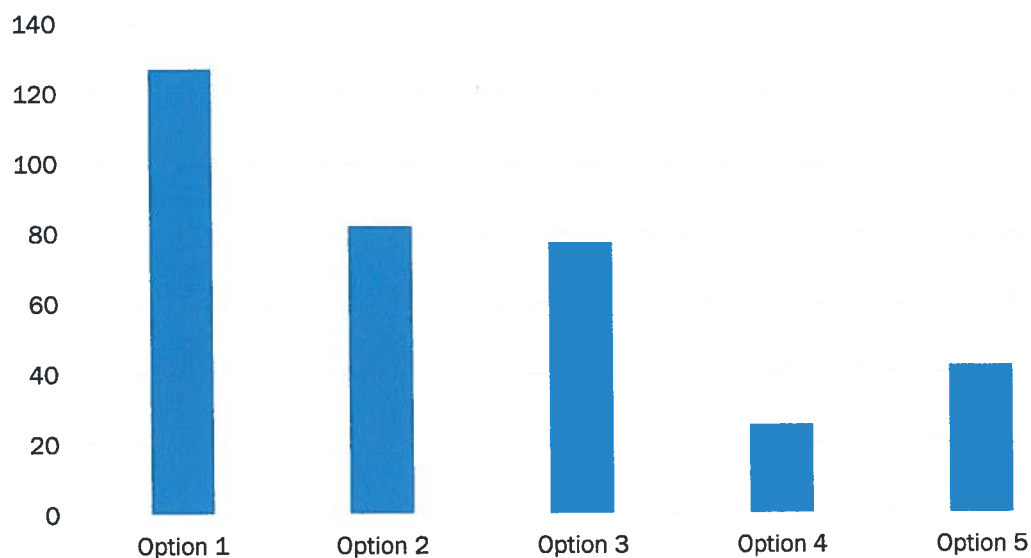
Table 7 Total Ranked Score – Members of Council

	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

Chart 3, Total Ranked Score, depicts Table 7 as a graph for ease of comparison.



Chart 3 Total Ranked Score – Members of Council



Based on a “ranked score” approach, the first place choice is Option 1 (Minimal Change) with 127 points, followed by Option 2 (82 points), Option 3 (77 points), Option 5 (42 points) and Option 4 (25 points).

First Place Choice

When the options are considered by first place showing, the rankings change somewhat. Table 8, First Place Choice, depicts this ranking.

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

From this perspective, Option 1 still leads with 13 first place choices. However, Option 3 has moved to second place (10) and Option 2 has moved to third place (9). Options 4 and 5 have only 3 first place choices each.



Fifth Place Choice

To see which option is least favoured, Table 9, Fifth Place Choice, provides information on how the options distribute themselves in fifth, or last place. Some Councillors see some options as a definite “No”. Also, the Councillor interviews yield numerous “unranked” options. These responses, “No” and “Not ranked” are also included in Table 9.

Table 9 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

As can be seen, a fifth place ranking is 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 area.

Comparison – First and Fifth Choice

The comparison of first and fifth choice that has been employed in the public Survey analysis cannot be directly replicated for the Councillor interviews. The reason is that very few Councillors rank all options from first to fifth. Rather, they either leave various options unranked or indicate 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. Table 10 provides this comparison.

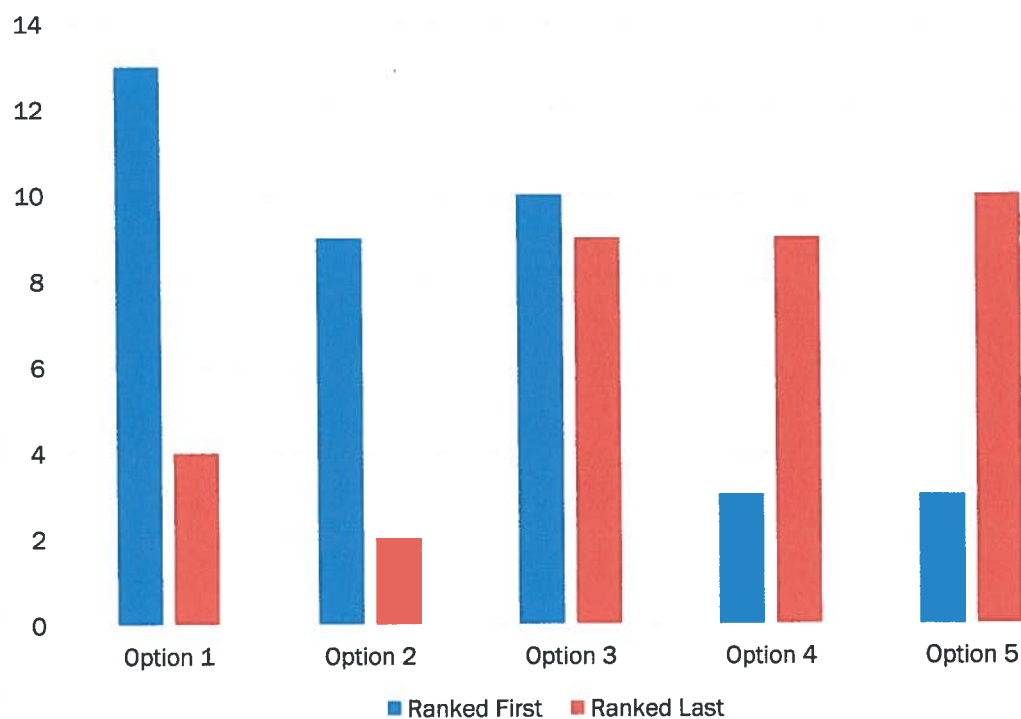
Table 10 First and Last Choice – Members of Council

	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



Chart 4, First & Last Choice, shows this comparison in chart form.

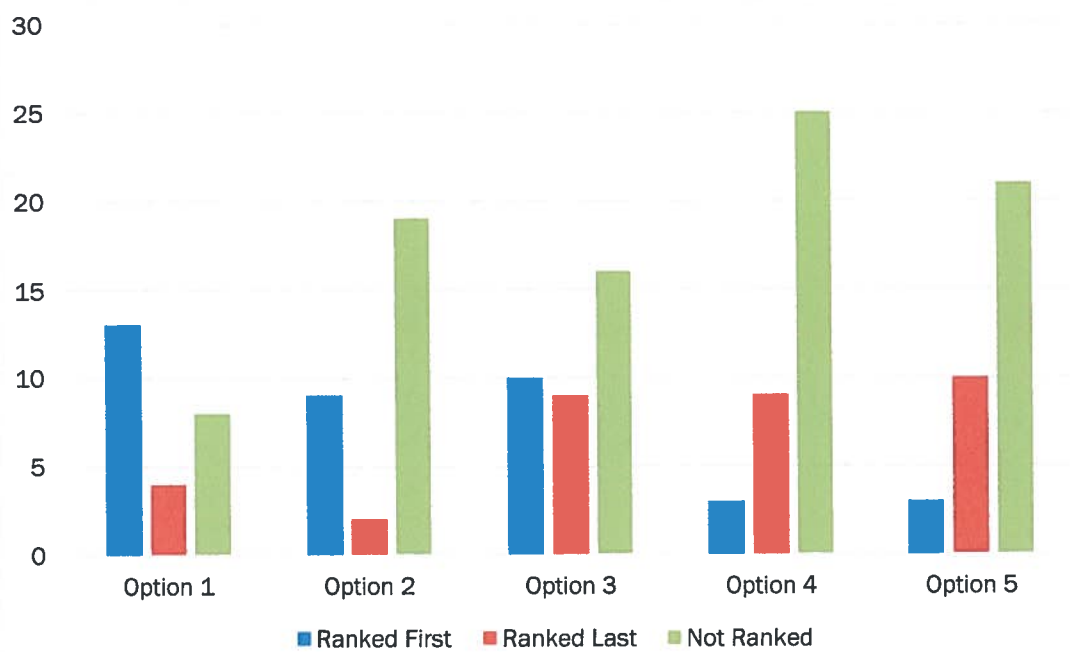
Chart 4 First and last Choice – Members of Council



The number of unranked occurrences in the Councillor interviews is challenging. As seen in Chart 5, First, Last & Not Ranked, the unranked column dominates the chart, without adding any useful information.



Chart 5 First, Last & Not Ranked – Members of Council



What can be observed from the representation of the first and last 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.

General Observations

The perspectives from the Councillor interviews do not vary as much as those from the public Surveys. Throughout the Councillor interviews, Option 1 (Minimal Change) is favoured in all the ways the data is presented.

6. COMMENTS ON THE FIVE OPTIONS

In addition to ranking the five options Survey respondents were asked for potential refinements and overall comments on their first ranked option. Members of Council were also given the opportunity to comment on any of the other options. Public meeting attendees did not rank the options as a group, but were asked for suggestions for refinements and other comments on the options.

This section of the report describes the overall comments received on each of the options. Ward-specific suggestions for refinements from all Round Two participants are consolidated by option and ward in



APPENDIX C. Additional comments on specific communities of interest and suggestions for refining existing wards can be found in **APPENDIX D.**

6.1 SURVEY

a) Option 1: Minimal Change

- Will prevent confusion as it keeps the wards largely intact, with a few modest changes (4)
- Keeps the ward sizes the same with minimal addition of wards/Councillor. (2)
- Lower the population per ward (i.e. 55,000) to find a balance between maintaining current wards and decreasing the number of residents the Councillor represents
- Prefer more compact downtown wards
- Prefer north-south wards downtown
- Rename the option; the name minimal change makes it seem inferior
- Shape is confusing and it does not achieve minimal change
- Often divides communities along watercourses when it should be aggregating around watercourses
- Good because it increases the weight of downtown wards to counterbalance the rest of the city
- Respects the old boundaries, but acknowledges that some changes are needed to compensate population growth
- Makes things more efficient and requires limited public education
- Most balanced and most likely to receive support from Council
- Allows for Councillors' knowledge of ward to be retained
- Do not add wards, instead try to re-map the boundaries to have equal average population in each ward

b) Option 2: 44 Wards

- Should follow the boundaries of the former amalgamated cities (particularly Etobicoke and Scarborough)
- Even out the population distribution
- Leads to good size wards and maintains close to the original wards
- Has a balance of diverse communities, wealth, types of housing. Keeps some old communities, but allows for some change to occur due to changing population.
- Costs the same
- 44 Councillors is a good number for decision-making
- Does the best job of taking into account geographic and cultural considerations.
- Keeps Council the same size
- Makes general sense and isn't too unwieldy or too large in size
- Like that there would be more Councillors with an interest in defending the waterfront



- Very rigid/constricting and does not take into account ward histories and the community life of the city
- Keeps the community groups intact
- It's a fair option

c) Option 3: Small Wards – 50,000

- Like the idea of more localized representation (7)
- Combine with the natural/physical boundaries approach (5)
- Find a way to reduce the variance (2)
- Boundary changes make sense (2)
- The smaller the ward the more sense of community, where people know each other (2)
- Incorporates planned/anticipated growth so that under-representation is less of an issue in the interim before the next boundary review
- Consider traditional neighbourhood boundaries (Old Town, Cabbagetown, Corktown)
- Add an additional ward in Etobicoke to compensate for the many new wards in downtown
- Many of the ward boundaries are counterintuitive and confusing, particularly in the downtown & west end (i.e. along major arterials such as Queen or College)
- Consider the costs
- Offers the most flexibility to adjust for communities of interest and natural boundaries
- Good because it can accommodate the projected population growth
- Option 3 provides an excellent overlap with the South Eglinton region
- Appears to best satisfy boundaries, geography, history and capacity to represent criteria, while being as good as options 2, 4 and 5 with respect to voter parity
- Having smaller wards will help to ensure decisions get made
- The 10%+/- makes more sense than 15%+/-
- Closest to new federal/provincial boundaries so least confusing to residents
- Results in too many politicians
- Can you reduce the +17% ward to increase voter parity?

d) Option 4: Large wards – 75,000

- Reduce the number of wards even further (6)
- Reduce to 20-25 wards (2)
- Increase ward size to 80,000
- Increase ward size to 150,000
- Increase ward size to 100,000
- Reduce the number of wards by at least one half
- Less Councillors means greater efficiency and productivity (6)



- Keep the lines as close to the provincial and federal riding boundaries as possible (5)
- Will result in lower administrative costs/less money spent on Council (4)
- Boundaries should also take into account natural/physical boundaries (2)
- Will lead to more accountability and fairness (2)
- Mirror federal ridings with 1 City Councillor per riding
- Give more weight to future population growth by allowing growing wards to be below the current average
- Increase the 15% variance to 20%
- Most logical
- Do not like reduction of Councillors
- This option has problems with representation

e) Option 5: Natural and Physical Boundaries

- Like this option because it treats Toronto as one city by merging the former municipalities and bringing new communities together (10)
- Good not using Yonge Street as a boundary and not using Victoria Park as a boundary.
- Make the wards smaller in size/population (4)
- Option 5 recognizes the waterfront community (2)
- Maintain the pre-amalgamation boundaries to allow for representation at existing Community Councils
- Review overall for railways and highways as well as natural features
- Change the name
- Look at the map from a green space perspective - include the parks nearby in the closest ward
- Use real community boundaries instead of ravines and roadways
- Combine with the concept of larger wards
- Reduce the number of Ward Councillors from 44 to 36
- Consider the Watershed Approach; at the waterfront, such an approach should start with wards built around river- or creek-mouths or headlands, and broaden upstream. Wards should be funnel-shaped to reflect the gravity-based formation of our land, our ravines, our city's outward growth, etc.
- Do not like the reduction of Councillors
- Best option and does not need any changes
- Puts whole communities in one ward
- Serves both residents and their adjacent retail strips equally well
- Like the idea of being able to see the ward boundaries as real boundaries
- Like the idea of each ward being composed of a similar number of residents
- Like the idea of having 'physical' boundaries define wards
- Reflects how we actually live



- A bold, creative approach, not burdened with old political boundaries
- Allows for voter parity and fewer politicians
- The boundaries make sense
- Would split too many communities
- Makes sense from a city building / long term perspective (infrastructure / road investment)

6.2 PUBLIC MEETINGS

a) Option 1: Minimal Change

- Some changes are needed in order to reduce the variance of those wards that are over the 15%
- It's realistic – the wards are not too big or small

b) Option 2: 44 Wards

- There are too many people in each ward to achieve proper representation
- Option 2 is ideal from a population perspective
- It's realistic – the wards are not too big or small

c) Option 3: Small wards – 50,000

- Having more wards would divide the city, as opposed to bringing the city together
- Some wards are too small
- This option could do a better job of keeping communities together
- Increasing the number of Councillors will cost money
- There are too many wards
- Option 3 is too extreme

d) Option 4: Large Wards – 75,000

- Option 4 feels too much like provincial legislation
- There are far too many wards for effective representation
- Option 4 is too extreme
- Don't like large wards; it doesn't make sense to give more responsibility to Councillors

e) Option 5: Natural and Physical Boundaries

- Option 5 is good because its starts from scratch/ gets rid of the old city boundaries (5)
- Consider using 60,000 as the average population, but using natural boundaries
- Consider using 50,000 as the average population, but using natural boundaries



- The population is too high - consider increasing the number of wards (e.g. 50 wards)
- Would need to be combined with a new Council structure
- A good fit based on the criteria and it doesn't rely on historical boundaries

6.3 MEMBERS OF COUNCIL

a) Option 1 – Minimal Change

- 47 wards is manageable and there is a strong rationale for the proposed changes (3)
- Why is Bloor the northern boundary when OP says Downtown goes up to Dupont
- Option does a good job; adds some wards because of growth, but doesn't change too much; keeps the Districts and Community Councils intact
- Extra politicians won't fly in Scarborough

b) Option 2 – 44 Wards

- Would need more staff; in the end that will cost the same amount of money as reducing the population figures in wards
- Wards too big; a Councillor should represent 40,000 people not 70,000
- Wards too large; doesn't do much for the area [north of #401]
- Easiest sell at Council; keeps number of Councillors the same (2)
- 44 is only a “political” number of wards and may not serve residents
- Cuts up Leaside; wards too big
- Jane Street as a boundary is no problem; Jane-Finch is so many different communities

c) Option 3 – Small Wards – 50,000

- Option 3 would be good from a representation point-of-view, but bad from a governance point-of-view
- May not fly politically and among the public
- This option is “probably where we should be going”, but politically not acceptable (3)
- Most perfect for a Councillor, but “is not going anywhere” (3)
- Will be interesting politics
- Option 3 gives better access to Councillors (2)
- Staff would be ecstatic; not averse to this option, but this is selfish; would create a large and more difficult Council and require Procedural By-law to be changed
- Could never support this, even though it is right for “capacity to represent”
- Strong preference; would like it even smaller, but it fits my criteria
- Would have liked an option with wards below 50,000
- Keeps a lot of the zoning issues intact; is good for communities of interest



- Good, but would need governance changes; more even spread of Councillors across Committees; more rigid code of conduct re attendance at meetings; could break up Community Council boundaries and create new culture on Council
- Makes Council too large, unwieldy (2); changes communities too dramatically
- Smaller wards are brilliant (2)
- Not sure that it will win; love it, 14 more Councillors may, perhaps mean less staff; have to prepare the system for being able to manage future growth; does not make democracy unwieldy - possibly but not necessarily
- Don't need that many wards
- Option 3 splits the north and south side of Finch
- Councillors would be underworked
- Cannot imagine support for this option; maybe in downtown?

d) Option 4 – Large Wards – 75,000

- Wards too large, although size of Council is good
- May need staff increases if ward populations increase (4)
- It's a non-starter; problem in terms of representation, fairness, democracy
- Not in favour of reducing wards
- Councillors would be spread too thinly and not be competent representatives
- Politically difficult across the city
- The number of wards is ok, but too large a population per ward
- Wards are too big (6)
- Does not serve anyone well
- Not very rational
- Options 4 and 5 are politically non-starters, Council will not like them
- Having Bloor Street as a boundary cuts off cultural/social communities which have been related historically
- Large ward option brings too many communities together that are unlike each other
- At City level of government we have to provide services and people need to/want to see their representative; 60,000 to 70,000 is reasonable; we should not be penny-wise and pound-foolish

e) Option 5 – Natural/Physical Boundaries

- Roads are not really 'natural' boundaries; too many drastic changes
- Does not work; breaks up communities
- Wards are far too big; Option 5 not good for a growing city
- Wards are too big, but makes more sense than Option 4
- “Nutty” regarding the number of people a Councillor is supposed to represent



- Makes most sense academically
- Kind of like this one
- Love this option; really like that Victoria Park is not the boundary; option offers Toronto to grow up after amalgamation
- Options 4 and 5 are politically non-starters, Council will not like them
- Might work at 42 or 43 wards; but wards would include too many different cultures
- This exercise [the TWBR] was meant to split the big wards, not re-arrange all wards
- People connect culturally and socially, they do not relate to ravines
- Lakefront wards too long, no real relationships in this east-west arrangement
- Want to encourage north-south movement; too many different communities together; eastern waterfront has nothing to do with western waterfront
- Would lose Scarborough cohesiveness
- There is a difference between Scarborough and North York, which is expressed in their Community Councils; issues are different; too much history; the old cities will always be communities; Option 5 is really stretching things

7. ADDITIONAL FEEDBACK ON THE OPTIONS

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.

Often, these comments re-enforce the respondents' opinions about the various options and repeat what has already been stated. If this is the case, those comments are not included in this section, since they have already been captured in Section 5 of this report. However, any new comments or suggestions made have been organized thematically below.

7.1 SURVEY

Number and Size of Wards

Survey respondents advocating for a reduction in the number of Councillors believe that this will result in a more effective and manageable City Council and that there will be less opportunity for Council to be influenced by interest groups.

Some respondents suggest that additional staff members take on the work that comes with representing a larger population. Other individuals suggest that Councillors already have large staffs and therefore can take on the work of a larger ward.

Survey respondents in favour of smaller wards anticipate that it allows Councillors to focus more on the needs of the community and address more issues. They expect better representations, more access to



Council members, and a more manageable system in general. One individual suggests that more Councillors are needed in the high growth areas of downtown and North York.

Some respondents are concerned about the costs associated with changing the ward boundaries as well as the cost implications of the different options. Of specific interest is whether larger wards with fewer Councillors will lead to lower costs or tax expenditures.

Federal/Provincial Riding Boundaries

A number of Survey respondents request an option where the ward boundaries match, or closely relate to, the federal and provincial riding boundaries. Their rationale is that it would be more efficient, simple, and easy understand, as well as facilitate collaboration among different levels of government.

Some respondents suggest that the provincial and federal ridings can be divided in half with two wards per federal riding. Others comment that if the provincial and federal politicians can represent that large a constituency then so can a City Councillor.

Conversely, some individuals suggest that there is no point in trying to mimic the federal and provincial ridings because municipal issues are different than federal and provincial issues. Municipal issues are neighbourhood issues.

Downtown/Suburbs

Some of the Survey respondents observe that downtown and suburban wards are fundamentally different from each other and suggest that they should be examined separately. Many perceive downtown Councillors as having a larger workload and more distinct issues than suburban Councillors and conclude that, therefore, downtown wards should be smaller than suburban wards.

Individuals from suburban wards also stress that their issues are different from those in other wards of the city. One individual makes a distinction between an older part of Scarborough and a newer section of Scarborough in terms of workload and, therefore, the capacity of a Councillor to represent the constituents.

Several respondents suggest that downtown Councillors have a higher workload and additional responsibilities when compared to Councillors from the suburbs or outer areas of the city. Similarly, some respondents want to ensure that downtown wards are equally represented on City Council, so that the needs of downtown constituents are properly represented when Council votes on city-wide issues. On the other hand, one respondent thinks that it is important that the downtown core not be over-represented on City Council.



Different Options

Some individuals suggest combinations of the various options. Often the request is to combine the natural/physical boundary approach with one of the other options to create a hybrid option of sorts, especially between options 3 and 5. Another individual suggests that adding 14 new Councillors is a big jump, so perhaps there should be an additional option between 47 and 57 wards.

Main Streets and Communities of Interest

Some Survey responses relate to where the ward boundary lines are to be drawn. Some individuals prefer that boundary lines not be drawn on major streets because this divides a corridor between two separate wards. It makes managing development, implementing the Avenues work, representing community interests, and community stakeholders challenging. Secondary streets adjacent to main streets are suggested as dividing lines.

Also, not splitting communities of interests, be those historical, cultural, or other, is of big concern to a number of individuals. Some also suggest that keeping together development communities or high-density communities, such as Yonge/Eglinton or North York Centre, would be beneficial for the purpose of representing the community and its needs.

The TWBR Process

Comments on the TWBR are both positive and negative. Respondents like being involved in the process, the chance to learn about ward boundary reviews, the ability to provide feedback and the rational thought that has gone into the process.

Others find the process confusing. Yet others suggest that there should have been more media outreach to get the word out. One individual considers the overlay maps on the website not helpful.

One respondent suggests that the options don't reflect what they had heard at the first round of public meetings and another does not believe that the options reflect what the general population wants.

Some comments question the accuracy of the population figures used as part of the TWBR. Also, one individual suggests that the Survey should include a note citing best practice examples of 'capacity to represent'.

Two comments focus on how the final decision on the ward boundaries will be made. One individual does not want politicians to decide on their own ward boundaries and another suggests that politicians will likely choose the option with the best chance for their re-election.



7.2 PUBLIC MEETINGS

Number and Size of Wards

Most of the comments suggest the need for smaller wards or more Councillors in order to achieve effective representation. Another suggestion is to consider how Toronto compares to other big cities in terms of the number of Councillors.

Federal and Provincial Ridings

Several of the participants suggest that there should be a ward boundary option that matches the provincial and federal ridings. One person notes that having similar boundaries will allow for collaboration among various levels of government, while another suggests that it will help to achieve effective representation. Most of the people who suggest following the federal and provincial riding boundaries note that it would be reasonable to split each riding into two wards.

Effective Representation

A few participants comment on effective representation. For example, one participant proposes that the components of effective representation be weighted/prioritized in the final report of the TWBR. Another participant suggests that effective representation [voter parity] is more important than the number of wards. Another mentions that there have been issues in the past with the suburbs being over-represented on Council and that they hope the new ward boundaries will address this.

Main Streets and Communities of Interest

One participant comments on the importance of keeping communities together and allowing them to elect someone who represents them. Another comments that there is an issue with using major streets as boundaries between wards, because then two Councillors deal with different sides of the same street. One participant states that the waterfront needs to have a lot of attention and suggests that it would be helpful to have it represented by a lot of different Councillors.

7.3 MEMBERS OF COUNCIL

Number and Size of Wards

Councillors suggest that City Council should not be too large and that the public will not accept a significant increase in the number of Councillors. On the other hand 20 Councillors is not considered sufficient. Larger wards are not workable, unless a Councillor's job description changes, which would require a change in the current governance system.



Federal/Provincial Ridings

Councillors are divided on whether federal/provincial riding boundaries should have been used to generate a ward boundary option. Some question why federal riding boundaries have not been used and then adjusted as necessary in order to avoid confusion for residents and delays in service.

One suggests that voter parity should not be a deciding criterion in the TWBR, since it does not appear to be important in federal and provincial riding boundary determinations, while another emphasizes a preference for 25 Councillors to match federal ridings.

Other Councillors are pleased that there is not option just dividing the federal ridings in half and see no benefit following federal riding boundaries. One Councillor emphasizes that the number of wards is a separate issue from the size of Council and how it operates.

Effective Representation

Councillors have differing opinions on how effective representation is to be achieved. Most are in favour of adding wards to improve their capacity to represent their constituents. One points out that City of Toronto Councillors represent more people than any other elected municipal official in Canada and feels stretched at 50,000, more people than an MLA in Quebec represents. Another Councillor suggests that democratic representation depends on the types of people and issues, in a ward, not on the number of people.

Main Streets and Communities of Interest

Councillors express a number of opinions on this topic. Main streets are considered to work well as dividers among wards, except in the Yonge-Eglinton area, which is split among three Councillors, two Community Councils and two sets of planning staff. There is a suggestion that downtown Councillors should represent the Downtown as designated in the Official Plan with the northern boundary at Dupont Street.

Most comments, however, centre on the need to keep communities of interest together. They include a reference to pre-amalgamation roots and 'keeping Scarborough intact', mixing rich and poor in a ward for city building and spending and ensuring that one ward is not subject to different Zoning By-laws.

Workload (High-rise Buildings versus Single Family Houses)

This issue produces the most additional feedback from Councillors. Among the ten Councillors who mention this topic most suggest that residents in single family neighbourhoods generate more work than people living in high-rise apartments or condominiums.



They believe that this circumstance can justify smaller wards with single family populations and larger wards with high-rise populations. They advocate for 'stretching voter parity across the city' based on this difference in workload and perhaps reduce the size of Council because of it.

Two comments disagree with this assessment, arguing that apartment buildings/condominiums have different service needs than single family houses and generate an equal amount of work.

The TWBR Process

Two comments from Councillors argue that too many Councillors only look at their own wards in this process and stress that the results of TWBR should be good for the whole city, not just individual Councillors.

Given Toronto's current rapid growth some Councillors question whether the population projections for 2014 and 2018 have kept pace with completed and anticipated development projects. One comment speculates that population numbers are probably low all over the city and another muses whether the results of TWBR will last to the 2030 municipal election.

8. NEXT STEPS

Round Two of the TWBR's civic engagement and public participation process has produced a series of rankings of the five options for restructuring Toronto's ward system, as well as a myriad of general comments and suggestions for refining and improving the options.

The TWBR team will consider all of the feedback received from Councillor interviews and from the public through Survey responses, submissions and participation at public meetings. Once this work has been completed, the team will prepare a final report, which will determine the preferred option, assess whether the suggested refinements achieve effective representation and recommend a new alignment for Toronto's wards that can be implemented in time for the 2018 municipal election and serve the City until 2030.

The City of Toronto Executive Committee is expected to discuss the TWBR final report and the recommended ward re-alignment at their meeting on May 24, 2016.



APPENDIX A - SURVEY

Survey Questions

1. ☐ I have read the Consultation Guide.

2. Your Current Ward: _____

OR

Your Current Councillor _____

Unsure which ward you live in?

Click [here](#) to look it up.

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

- ___ Option 1 - Minimal Change
- ___ Option 2 - 44 Wards
- ___ Option 3 - 50,000
- ___ Option 4 - 75,000
- ___ Option 5 - Natural/Physical Boundaries

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

a) Related to a specific ward:

b) To the option overall:

5. Do you have any other comments?



APPENDIX B - COMMENTS OUTSIDE THE SCOPE OF THE TWBR

All of the issues outside the scope of the TWBR raised by Survey respondents, public meeting participants and Members of Council have been consolidated in this Appendix and organized by themes. Comments received from the various participants are identified separately within the themes.

Governance

This topic is the most often discussed 'outside of scope' subject. A few public meeting participants suggest that, following the ward boundary review, the City should examine its Council structure and how it operates. Another participant proposes that the City should consider a two-tier governance system and expand the role of Community Councils.

Survey respondents echo these suggestions. Many individuals propose a two-tier structure with more autonomy for local Community Councils. A number of iterations of a similar governance structure are proposed, including a 25-Member Council plus a Board of Control suggested during a Councillor interview.

Other Survey respondents advocate for a shift to proportional representation or a weighted vote system for Councillors based on the population they represent. A public meeting participant suggests ranked ballots and multi-member districts.

Two other comments from Survey respondents support term limits for municipal Councillors or abolishing City Council altogether with residents voting for by-laws online.

Staff

Some respondents suggest hiring more staff to compensate for any increases in workload due to larger ward populations to ensure effective representation. Another respondent believes that Councillors rely too much on staff.

Naming of Wards

A few comments in the Surveys address the naming of wards. One suggestion is to name wards after neighbourhoods. Another respondent proposes to eliminate the pre-amalgamation labels and any surrounding stigma of places like Scarborough and Etobicoke. There is also a concern that new ward names will affect the branding of local cycling groups.

Community Council Boundaries

A number of respondents question the existing Community Council boundaries and wonder how these boundaries factor into the ward boundary review. Some individuals are in favour of abolishing existing Community Council area boundaries, while others prefer that they be maintained in a similar form. One Councillor suggests that the boundaries of Community Councils should be: Humber River in the west, Victoria Park in the east and Eglinton Avenue from west to east.



School Boards, Trustees, Catchment Areas

Some comments from Survey respondents wonder how the TWBR will influence Trustee ward boundaries. The fact that schools are important building blocks of the community is emphasized in other comments.

One individual observes that the current ward boundary structure precludes residents from voting for their Trustee, if they live in a different ward from their home school. Another individual suggests that the ward boundary review should consider the school zone boundaries.

TWBR Process

A couple of public meeting participants are concerned about a potential conflict of interest, if Councillors vote on the final recommendation for a new ward structure, given their stake in the outcome of that decision. .

One meeting participant suggests suspending the ward boundary review until the completion of the provincial review of the Municipal Act. Her concern is that the ward boundary review may rule out certain options for re-organizing City Council and government in a way that would increase government accountability, transparency, which may be mandated by the provincial review process

Another suggestion from the public meetings is to not use the terms Scarborough and Etobicoke during the TWBR process to help the Councillors refrain from focusing on the old pre-amalgamation cities.



APPENDIX C - SUGGESTIONS FOR WARD-SPECIFIC REFINEMENTS BY OPTION AND WARD

Option 1	
W103	<ul style="list-style-type: none"> Kipling should be eastern boundary (not Martin Grove). Add area between Kipling and Martin Grove.
W104	<ul style="list-style-type: none"> Use Mimico Creek as western boundary; add area west of Martin Grove.
W105	<ul style="list-style-type: none"> Move area south of Bloor north of Dundas between #427 and Kipling to Ward 105.
W104/W105	<ul style="list-style-type: none"> To keep growth area around Dundas together, move area north of Bloor to Mimico Creek east of Kipling into Ward 105.
W107/W108	<ul style="list-style-type: none"> Firgrove industrial area is split at Eddystone; use Finch instead [shift area north of Eddystone Jane/Finch/400] to Ward 107 from 108].
W108/W109	<ul style="list-style-type: none"> Divides Finch BIA in half; make Grandravine Drive the southern boundary between 108 and 109 and extend east to Dufferin [Sentinel is not a good boundary, use Keele Street south to Grandravine].
W109	<ul style="list-style-type: none"> Keep Yorkwoods community together with De Boer's as boundary in north-east corner of re-arranged Ward 109. Can RR track be the eastern boundary of Ward 109 instead of Allen?
W111	<ul style="list-style-type: none"> Add area east of Jane to Black Creek.
W112/W113	<ul style="list-style-type: none"> Use Rogers Road as southern boundary of 112 and 113, Eglinton community between Rogers and the Beltline.
W113	<ul style="list-style-type: none"> Add the area north of Eglinton (currently in 114) to ward 113. The western boundary of 113 at Dufferin is too far west. New ward alignment for Ward 113 should be 401/Allen Road/Ravine/Rogers Road; area east of the Allen should go to Ward 114. [Winona as boundary for 113 splits a community; use Rogers Road and ravine instead].
W113/W114/W115	<ul style="list-style-type: none"> Boundary between Wards 113 and 115 and 114 should be the Allen Road; there are two distinct neighbourhoods on either side; Census takers do not cross the Allen (Lawrence Height community does, but better represented by two Councillors).
W113/W115/W116	<ul style="list-style-type: none"> Change the boundary between W113, W115 and W116 to Eglinton. Keep Wards' 113 and 115 traditional boundary - both cross Eglinton.
W114/W115/W126	<ul style="list-style-type: none"> The Beltline is not a very good divider for Ward 114, 115 and 126; instead go to Bathurst and down to Eglinton, s/w corner does not have that many people.
W115/W116	<ul style="list-style-type: none"> Keep the Davenport neighbourhood (north of the Dupont rail corridor) as a single ward - it's a distinct community of interest. Make Eglinton the northern boundary.
W116	<ul style="list-style-type: none"> There is a distinct community between Eglinton and St Clair that is split in this option.



	<ul style="list-style-type: none"> • Move the northern boundary of W116 south and the eastern boundary east, to capture community patterns. • This option works well because there is a more common culture/community south of Davenport to Bloor than there is from Davenport north to St. Clair. • Use Rogers Road at north end instead of Lavender. • Use western RR track (UPE tracks) as western boundary instead of Parkside; community west of the tracks relates more to High Park; also there is only one connection across those tracks - Wallace Avenue bridge. • Run eastern boundary south on Dufferin, if populations numbers work.
W116/W118	<ul style="list-style-type: none"> • Junction Triangle community split between Wards 116 and 118.
W117/W118	<ul style="list-style-type: none"> • Area west of the UPE RR tracks north of Bloor should be in either 117 or 118; does not have anything in common with Junction Triangle; no east - west connections except Wallace footbridge.
W119	<ul style="list-style-type: none"> • Ward 119 is too long. • Change the north boundary of W119 to Bloor Street West.
W119/W125	<ul style="list-style-type: none"> • Could Ward 119 boundary with 125 run north on Bathurst? (2)
W121	<ul style="list-style-type: none"> • Make Yonge Street the western boundary of W121. The community west of Yonge belongs more appropriately with W120.
W122/W123	<ul style="list-style-type: none"> • 4 Moss Park Apartment towers get orphaned in Ward 122, should be in Ward 123 together with Regent Park.
W122/W124	<ul style="list-style-type: none"> • Split Wards 122 and 124 north-south, rather than east-west (split along University or Bay).
W123	<ul style="list-style-type: none"> • Castle Frank Crescent very cut off by DVP; feel like they are part of South Rosedale; don't connect with Parliament.
W123/W124	<ul style="list-style-type: none"> • Jarvis St. (between W123 and W124) splits a community of LGBT residents from the Church-Wellesley Village. Sherbourne or Yonge St. would be a better boundary.
W124	<ul style="list-style-type: none"> • Should include area up Yonge Street to the tracks (ABC Residents Association; Yorkville).
W124/W125	<ul style="list-style-type: none"> • The boundaries of the downtown wards are not good - there is an issue with W124 and W125 at Bloor Street. • Wards 125, 124, 123 - not good for downtown. • Yorkville BIA should not be split at Bloor Street, its southern boundary is Charles. • Given new housing developments south of Bloor, a split at Bloor makes sense.
W125	<ul style="list-style-type: none"> • W125 has a long east-west shape - it doesn't accomplish minimum change. • The western boundary of ward 125 should be further east (perhaps Spadina) similar to federal riding of University-Rosedale. • Too many BIAs in Ward 125. • Ward 125 goes too far west.
W126	<ul style="list-style-type: none"> • Extend W126 south so that Redway Road and the big Loblaws is the southern border. • Put the whole of Yonge-Eglinton into Ward 126. • Boundary goes through Upper Canada College; use Oriole Parkway all the way up, then along Oxtown to the Beltline; Beltline makes sense; should stop



	<ul style="list-style-type: none"> at Oriole Parkway. Broadway boundary now cuts through houses.
W127	<ul style="list-style-type: none"> The St. Lawrence neighbourhood is split by Jarvis Street. Yonge is a better dividing line. Broadway boundary should be at Eglinton.
W128	<ul style="list-style-type: none"> Should go east to Willowdale; Willowdale is a very good boundary; very different community east and west of Willowdale; Doris is not good; Parkview Gardens and Lee's Life and Art Park cannot be separated from Yonge; when walking, you do not cross Willowdale.
W128/W129	<ul style="list-style-type: none"> The boundary should be a straight line, instead of a jagged line. (4) <ul style="list-style-type: none"> Using Willowdale or Kenneth would keep the condo neighbourhood together. Consider using Yonge Street. The hydro corridor is a great natural/physical boundary. The jagged line separates the condos from single family homes (high demographic culture from "old stock Canadians"). Change the boundary between W128 and W129 to Doris or Willowdale.
W129	<ul style="list-style-type: none"> Could gain the n/e corner of Yonge and 401 (Avondale community); this is the best way to split 128 and 129.
W132	<ul style="list-style-type: none"> Move Wynford Park area into Ward 132 (Don Mills Residents Association includes it). Make the continuation of Eglinton west of Victoria Park the southern boundary of Ward 132, i.e. move area south of it into Ward 135.
W132/W133/ W135	<ul style="list-style-type: none"> Use DVP as a boundary among Wards 132, 133 and part of 135.
W133/134	<ul style="list-style-type: none"> The Leaside neighbourhood is divided by Eglinton. (4) Don't change the Leaside boundaries – it is a community. (4) Leaside and Thorncliffe Park need to stay together. Join Flemington Park and Thorncliffe; these two areas have many issues that would benefit from a smaller ward and personalized treatment. Decrease Ward 134 by making RR track the northern boundary; move area north of RR tracks into Ward 133 -this keeps north and south Leaside together.
W133/W136	<ul style="list-style-type: none"> Change the W133 and W136 boundary to original boundary or to another option that doesn't affect the Laird community.
W134	<ul style="list-style-type: none"> Increase Ward 134 by extending eastern boundary to Woodbine. Puzzled that Governor's Bridge area would be included with the north-of-Danforth area. The addition to W 134 over the Don (Laird etc.) seems weird and out of place.
W134/W135	<ul style="list-style-type: none"> Parking lot in Taylor Creek Park is cut in half, should be in Ward 135, not in Ward 134; boundary also cuts the park in two. Include Barbara Crescent (from Ward 134) in Ward 135.
W135	<ul style="list-style-type: none"> Use DVP as boundary rather than the river; Ward 135 should have south side of the Don Valley (from Ward 133).



W137	<ul style="list-style-type: none"> • Move the western boundary of W137 to Coxwell, so that Leslieville and the Beaches are not in the same ward. • Don't include Beach community as part of Danforth; they have different needs. • The Beach ward should end at Kingston Road and Queen Street to the west, and at Fallingbrook to the east. • The current Ward 32 is a very active and engaged community that uses Ward 32 in its branding. They would like to retain their ward number. • Do not include anything north of Kingston Road in the Beach area. Kingston Road is a clear physical boundary.
W139	<ul style="list-style-type: none"> • Is there room for Ward 139 to grow?
W141	<ul style="list-style-type: none"> • Brimley Road is the natural boundary (Midland Ratepayers Association is between Midland and Brimley; focus west); Brimley is also a school catchment area boundary; "but world would not end if we use Midland". • Keep Brimley for now and recommend review after 8 years (see how far development has progressed due to Scarborough subway and Scarborough Town Centre growth). • Move eastern boundary to where Ward 38's is now (to Scarborough Golf Club Road); i.e. keep Ward 38 as is; but this tweak is not as important as Brimley.
W142/ W143	<ul style="list-style-type: none"> • Cut Wards 143 and 142 along the creek - come down Birchmount and the creek [like current Ward 39 and Option 3]. • Even out current populations between Wards 143 and 142 [make 143 bigger]. • Huntingwood splits two communities; Corinthian community (Victoria Park to Pharmacy north and south of Huntingwood); Bridlewood community (north and south of Huntingwood); should use Finch as a divider.
W142/W144	<ul style="list-style-type: none"> • C.D Farquharson Community Association, split between Wards 142 and 144.
W143	<ul style="list-style-type: none"> • Add area Warden/Sheppard/Victoria Park south of Huntingwood (could add whole area or use Pharmacy).
W144	<ul style="list-style-type: none"> • The eastern boundary of W144 should be the creek that runs through Neilson and McLevin. The creek does meet with Markham Road and the eastern boundary can continue northward via Markham Road.
W144/W145	<ul style="list-style-type: none"> • Malvern is split between Wards 144 and 145 [definition either Malvern Town Centre or larger area which has 50,000 people].
W145	<ul style="list-style-type: none"> • The western boundary of 145 should be moved to Markham Road. You could use Sheppard as the southern boundary or move the south-eastern boundary (i.e. where the 401 is). (Markham to Sheppard). People who identify the least with Malvern live south of Sheppard -i.e. those who live in Burroughs Hall. (Note: All the options split Malvern in some way).
W146	<ul style="list-style-type: none"> • Kingston Road splits the Kingston Galloway community. Instead use Morningside and Eglinton as boundaries so W146 would be square to Morningside.
W147	<ul style="list-style-type: none"> • Ward 147 should look more like Ward 244.



OPTION 2	
W201	<ul style="list-style-type: none"> Add Humberwood area to Rexdale (don't use river).
W202	<ul style="list-style-type: none"> Add area east of Islington to Humber River [from Ward 207].
W203	<ul style="list-style-type: none"> Make Dixon Road the northern boundary; Dixon Road is very much a dividing line; the Westway is not a good boundary.
W204/W205	<ul style="list-style-type: none"> Dundas growth area is cut in half (between wards 205 and 204).
W207/W208	<ul style="list-style-type: none"> Use Sheppard as southern boundary between Wards 207 and 208. Don't use Jane as boundary between 207 and 208, instead move Jane-Finch to 208 south to Finch or south to Eddystone (Jane-Finch community is the way it is supposed to be in Option 5).
W208/W209	<ul style="list-style-type: none"> Instead of a horizontal boundary between W208 and W209 along Sheppard/Grandravine/Waterloo, use the rail line that is between Keele St. and Allen Road. The communities to the east vs. west of this boundary are different. Use Sheppard as the dividing line between Wards 208 and 209. Move industrial area on east side north of Waterloo from 208 into 209.
W209	<ul style="list-style-type: none"> Splits the Jewish community at Bathurst; Allen or Keele should be the boundary between Wards 222 and 209. A perfect Ward 209 would be 401/Jane/Steeles/ RR tracks.
W210	<ul style="list-style-type: none"> Add area east of Jane to Black Creek.
W212	<ul style="list-style-type: none"> The southern boundary of W212 should run across St Clair to keep the community intact. Oakwood should be eastern boundary of Ward 212 instead of Winona; community east of Oakwood is different. Add area north of St. Clair from Ward 213, so that boundary runs along St. Clair to RR tracks (relates to Police Divisions 11 and 12).
W212/W213 W220	<ul style="list-style-type: none"> Winona boundary should move to Oakwood (2).
W213	<ul style="list-style-type: none"> Make eastern boundary Ossington or Dovercourt instead of Christie. Add area north of St. Clair from Oakwood to the western RR tracks (similar populations re income). Move area Bloor/Dovercourt/e-w RR tracks/Christie from Ward 213 into 216, if possible.
W216	<ul style="list-style-type: none"> Seaton Village is split from Christie Pits.
W216/217	<ul style="list-style-type: none"> Keep CityPlace, Fort York and South Core together with the condos south of King. Liberty Village should fall in one ward.
W217	<ul style="list-style-type: none"> Ward 217, only one Councillor for the Central Waterfront, better to have 2 as in Option 1.
W217/W233	<ul style="list-style-type: none"> St. Lawrence neighbourhood is split by Jarvis (3). <ul style="list-style-type: none"> Splitting the St. Lawrence community at Jarvis or Front does not fit the long established boundaries of the Neighbourhood Association or BIA. (Note: same issue with option 5).
W218/W219	<ul style="list-style-type: none"> Split 219 and 218 north-south (?).



W219/W232	<ul style="list-style-type: none"> The boundary between 219 and 232 should be Rosedale Valley Road/the ravine instead of Bloor St. You could take Rosedale Valley Road east of Sherbourne. Rosedale and Summerhill similar communities.
W220/W229	<ul style="list-style-type: none"> Make Avenue Road boundary between Wards 220 and 229. The eastern boundary of W 220 should remain the Avoca Ravine and not be moved to Yonge St. The condo and apartment buildings between the Avoca Ravine and Yonge St, which are now in Ward 22 and in the Deer Park Residents Association area, would move to Moore Park, if Option 2 is adopted as proposed. This does not make sense.
W221	<ul style="list-style-type: none"> The old wards 15 and 16 split the Jewish community to the east and west of Bathurst Street. The new W 221 as part of Option 2, corrects this problem. Ward 221 is very different west of Bathurst; different demographics, immigrant populations; high rises.
W222	<ul style="list-style-type: none"> The area east of Yonge to Willowdale should be included in W222 so that the areas close to the North York Centre are in the hands of one Councillor. This is an important buffer between the dense North York downtown and the single family residential area. (3) Move the n/e corner of Yonge and 401 into Ward 224, if needed (Avondale community, built-out, self-contained). The residential pocket in the southwest corner of ward 222 seems isolated.
W222/W223/W224	<ul style="list-style-type: none"> W 222,223,224 is better in option 2 than 1 because the area north of Finch is distinct from the areas south of Finch.
W222/W224	<ul style="list-style-type: none"> Use hydro corridor and/or Willowdale Ave as natural boundaries to eliminate the messy boundary near Yonge + 401.
W226	<ul style="list-style-type: none"> Broadway boundary should be at Eglinton.
W227/W228	<ul style="list-style-type: none"> Should add Wynford/Concorde community to Ward 227.
W228/W229	<ul style="list-style-type: none"> Make Laird Drive boundary between 228 and 229.
W229	<ul style="list-style-type: none"> Broadway boundary cuts through houses.
W229/W230	<ul style="list-style-type: none"> Leaside is split between Wards 229 and 230.
W230/W231	<ul style="list-style-type: none"> North and south of the Danforth are very different communities in terms of income/voting/built form.
W231	<ul style="list-style-type: none"> Use DVP as boundary rather than the river; Ward 231 should have south side of the Don Valley [from Ward 228].
W231/235	<ul style="list-style-type: none"> Get rid of the Victoria Park border for Scarborough. (2)
W232/W233	<ul style="list-style-type: none"> Rethink 232 and 233; use Gerrard as boundary?? Dundas boundary divides Cabbagetown from Regent Park, but may be ok.
W233	<ul style="list-style-type: none"> St. Lawrence community ends at Yonge, so area between Yonge and Jarvis should go from 217 to 233. The boundary for St. Lawrence should be Yonge to Parliament. Ward 233 should gain a piece west of Jarvis. Do not use King as a boundary.
W234/W235	<ul style="list-style-type: none"> The Beach is divided between Wards 234 and 235. (8) <ul style="list-style-type: none"> People up to Victoria Park consider themselves "Beachers" It is a distinct community. Do not use Lee as a dividing line. (2)



	<ul style="list-style-type: none"> • This configuration would hurt the branding of some local groups. (2) • Split the Beaches and Upper Beach from the rest of the East End at the tracks. • The area just east of Victoria Park and south of Gerrard fits better with the Beach area just west of Victoria Park. • Birchcliffe should be part of the Beaches. • The Beaches ward should extend along Queen St. from Coxwell Ave to Victoria Park. The City recently passed an OPA for "the Beach" defined as Coxwell to Victoria Park.(2) • Boundary between Wards 234 and 235 should be Woodbine (2); maybe Main, but it becomes a smaller street at the north end. • Bring boundary between Wards 234 and 235 down Victoria Park (3) <ul style="list-style-type: none"> ◦ Victoria Park is a boundary with a long history. ◦ Wards 234 and 235 are VERY different re income, education, etc. • Use Victoria Park and Fallingbrook as north-south boundary and Kingston Road as the northern boundary.
W234/W235/ W236	<ul style="list-style-type: none"> • Too big a change.
W236/243	<ul style="list-style-type: none"> • Do not divide east Guildwood.
W238	<ul style="list-style-type: none"> • Brimley Road is the natural boundary (Midland Ratepayers Association is between Midland and Brimley; focus west; Brimley is also a school catchment area boundary; "but world would not end if we use Midland". • Keep Brimley for now and recommend review after 8 years (see how far development has progressed due to Scarborough subway and Scarborough Town Centre growth). • Move eastern boundary to where Ward 38's is now (to Scarborough Golf Club Road); i.e. keep Ward 38 as is; but this tweak is not as important as Brimley.
W239/W240	<ul style="list-style-type: none"> • Cut Wards 239 and 240 along the creek - come down Birchmount and the creek [like current Ward 39 and Option 3]. • Huntingwood splits two communities; Corinthian community (Victoria Park to Pharmacy north and south of Huntingwood); Bridlewood community (north and south of Huntingwood); should use Finch as a divider.
W239/W241	<ul style="list-style-type: none"> • Community of interest north of 401, south of Sheppard on either side of Brimley – C. D. Farquharson Community Association, very established (split between 239 and 241).
W240	<ul style="list-style-type: none"> • Move boundary of Ward 240 west to DVP, from 225.
W241/W242	<ul style="list-style-type: none"> • Malvern is split between Wards 241 and 242 [definition either Malvern Town Centre or larger area which has 50,000 people]. • Option 2 splits the Malvern community.
W244	<ul style="list-style-type: none"> • Keep West Hill/Manse Valley/Coronation in one ward.



OPTION 3	
W303	<ul style="list-style-type: none"> Dixon Road should be the boundary.
W304	<ul style="list-style-type: none"> Markland Woods is split north and south of Bloor; there is a ring road; community should be in Ward 304 as well as area right to the east of it (to #427).
W310	<ul style="list-style-type: none"> Exchange between Wards 310 and 311: keep Employment District together; use Yorkwoods southern boundary as boundary between Wards 310 and 311.
W311	<ul style="list-style-type: none"> RR tracks not Allen should be north-south boundary on east side of ward.
W312	<ul style="list-style-type: none"> The southern boundary of W312 splits the Mount Dennis community. Move it south, past Eglinton to the creek.
W312/W314	<ul style="list-style-type: none"> Eglinton splits the Mount Dennis community (BIA); use BIA boundary as southern boundary (include both sides of Eglinton, go down to Lambton).
W313	<ul style="list-style-type: none"> Marlee Ave from Eglinton to Lawrence should be in the same ward - creates better natural/physical boundaries. Move the north-east corner of W313 to Allen Road and Lawrence to keep Marlee Ave. from Eglinton to Lawrence as one community (OR move the south-west corner of W324 to Dufferin and Eglinton.) The eastern boundary of W313 should be the Allen expressway. RR track is real north-south boundary in 313 (only crossing at Eglinton and Lawrence).
W314/W315	<ul style="list-style-type: none"> Shift area to Ward 315 (RR tracks/Rogers/RR tracks/St. Clair).
W315	<ul style="list-style-type: none"> Extend eastern boundary of W315 east to Winona to keep Oakwood Village community and Friends of Roseneath in the same ward. Move western boundary of 315 (now on eastern railway line) to the railway track.
W318	<ul style="list-style-type: none"> In some areas Ossington Ave. would be a better boundary than Dovercourt, especially south of Dundas. Shift triangle south of Queen from Ward 318 to 317 or 320. Make Davenport the northern boundary instead of RR tracks.
W319	<ul style="list-style-type: none"> Harbourfront east of Bathurst and west of Bathurst are two completely different neighbourhoods and should not be combined into a single ward. Ward 319 has the Islands, strange mix of communities.
W319/W320	<ul style="list-style-type: none"> The area currently in W319 north of Front to Queen, running from University to Yonge should move to W320. (This area has no real connection to the waterfront communities that dominate the ward.) Would be better if Front was used as the northern boundary from Yonge to Bathurst, then the rail line to Dovercourt - that would move Liberty Village into the W 319. Both Wards should run north-south, not east-west.
W320/W321	<ul style="list-style-type: none"> W320 and W321 should run north-south with a boundary at Bathurst so they have a mix of building types.
W321/W322	<ul style="list-style-type: none"> Organize north-south rather than east-west; Bathurst to University and Bathurst to Dovercourt; Dupont to Queen for both. OP's definition of the Downtown should be respected.
W322/W338	<ul style="list-style-type: none"> Option 3 splits the U of T campus - there are 2 colleges (St. Michael's and Victoria College) east of Queens Park, which are cohesive communities. It's



	<p>important for political activity, community organizing, etc. to keep these communities together. The north end of the eastern boundary of 322 and 338 should go over to Bay St. [Note: also and issue with option 5] (3)</p> <ul style="list-style-type: none"> ○ The 2 colleges east of Queens Park should be moved from 338 to 322.
W324/W325	<ul style="list-style-type: none"> • Wards 324 and 325 should be split vertically.
W324/W336	<ul style="list-style-type: none"> • Rent controlled apartments in the Yonge-Eglinton area should not be separated from one another by a ward boundary. It's important to recognize that they have distinct program needs and lower income residents are more fully recognized in ward profiles and funding decisions.
W326	<ul style="list-style-type: none"> • The eastern portion of W326 (east of Yonge) is disconnected and different from the rest of the ward. (3) • The area south of Sheppard, between Baviw and Leslie would be attached as a strip to a region further west bounded by Allen/Sheppard and the 401 (Wilson Heights, bisected by Earl Bales) - these neighbourhoods have no particular historical or infrastructure attachment to each other, and are rather distant to each other east-west (10 km). • The ward that includes Bayview and Leslie should also include the strip south of Sheppard.
W327	<ul style="list-style-type: none"> • The small portion of land encompassed by Yonge, Don River and Sheppard should belong to W327, because it is the same community, brought together by schools and Yonge Street.
W327/330	<ul style="list-style-type: none"> • Wards 327 and Ward 330 split up the Yonge & Sheppard/North York City Centre condominium corridor. They should be joined together. (2) • North of 327/330, the Hydro corridor is a better natural boundary than Finch.
W330	<ul style="list-style-type: none"> • Not good for communities of interest. • Don't separate north and south sides of Sheppard, they want to be together (in Ward 330).
W330/W331	<ul style="list-style-type: none"> • Use RR track as boundary between 330 and 331 instead of Leslie.
W331	<ul style="list-style-type: none"> • Does not get rid of the big barriers (DVP).
W332	<ul style="list-style-type: none"> • Broadway boundary should be at Eglinton.
W335/W344	<ul style="list-style-type: none"> • The Don Valley would be a more reasonable dividing line between 335/344.
W336	<ul style="list-style-type: none"> • Broadway boundary cuts through houses.
W337	<ul style="list-style-type: none"> • W337 should include Governor's Bridge, which is part of North Rosedale's community of interest. • Between Yonge and Sherbourne on Bloor, there are 4 buildings where no one is living. (Office buildings #388 #360 #300 #378 University Rosedale). No identification with them. • Continue the southern boundary of the ward along Bloor west to Avenue Road to account for the population growth south of Bloor.
W338	<ul style="list-style-type: none"> • W338 could follow Rosedale Valley along its northern border instead of Bloor Street. • Charles should be the southern boundary, not Wellesley; Ward 338 should include area up Yonge Street to the tracks (ABC Residents Association; Yorkville); BIA should not be split at Bloor Street, its southern boundary is Charles.



	<ul style="list-style-type: none"> • Davenport is the boundary of the Downtown. • Gay village northern boundary is Charles Street, not Wellesley.
W338/W339	<ul style="list-style-type: none"> • W338 and W339 are split on Wellesley Street, dividing the Church-Wellesley neighbourhood (and the Church-Wellesley BIA) (4). <ul style="list-style-type: none"> ◦ Options 1 and 5 show a similar division, while 2 and 4 keep the Village intact.
W342/W344	<ul style="list-style-type: none"> • The current Danforth boundary cuts the Danforth community in half (4) -The Danforth is the community hub for Greektown, for the Mosaic, and others. • Don't combine north of Danforth with areas south of Danforth - at least east of Pape. We're just south of Danforth east of Coxwell and much, much more oriented to Gerrard, Queen and the lake than northward to the Don Valley and Eglinton.
W344	<ul style="list-style-type: none"> • Keep W344 to one side of the Don Valley.
W349	<ul style="list-style-type: none"> • W349 that goes through creek could use Scarborough Golf Club Road as eastern boundary.
W352/W353	<ul style="list-style-type: none"> • Move the boundary point at Birchmount and Huntingwood east along Huntingwood towards the east boundary.
W354/W356	<ul style="list-style-type: none"> • Malvern is split between Wards 354 and 356 [definition either Malvern Town Centre or larger area which has 50,000 people].



OPTION 4	
W404	<ul style="list-style-type: none"> To keep growth area around Dundas together, move area north of Dundas to Mimico Creek east of Kipling into Ward 404. Reduce Ward 404 by making #427 its western boundary.
W404/W405	<ul style="list-style-type: none"> The current ward 6 should be divided north to south not east to west as proposed.
W406	<ul style="list-style-type: none"> Area just north of the 401 east of Jane is the same as west of Jane; add area to Ward 406.
W407	<ul style="list-style-type: none"> Add area west of Jane north of Finch (part of Jane/Finch) to Ward 407.
W407/408	<ul style="list-style-type: none"> Calvington not a good boundary between Wards 407 and 408.
W411	<ul style="list-style-type: none"> Consider including Swansea with W404 instead of W411. This community shares a lot in common with Kingsway and South Kingsway. It doesn't make sense to have the Swansea boundary go north of the railroad. The river is not a barrier.
W412	<ul style="list-style-type: none"> Use Oakwood as eastern boundary; shift area east of Oakwood to Ward 420.
W414	<ul style="list-style-type: none"> Maybe Bathurst should be the eastern boundary all the way to St. Clair.
W415/W417	<ul style="list-style-type: none"> The boundaries between W415 and W417 should be Bloor Street in the north, Don Valley in the east, Yonge Street in the west and the lake in the south.
W415/W41/ W417/ W418	<ul style="list-style-type: none"> Yonge should not be a major boundary line between multiple wards. It is used for a wide variety of purposes and hosts the greatest number of events, as well as multiple BIAs and is a cultural and business centre. I'd recommend moving this boundary over to Bay or, ideally, Avenue Road, as that divides the fewest communities.
W418	<ul style="list-style-type: none"> Make W418 smaller so that it will need the least change 3 decades from now.
W419	<ul style="list-style-type: none"> The Castle Frank enclave south of Bloor should be added to W419.
W422	<ul style="list-style-type: none"> Willowdale Ave. should not be a dividing boundary. Bayview Ave west of Yonge is a more natural part of the Yonge St. corridor. The boundaries of W422 should be: Bathurst to the west, Finch to the north, 401 to the south and Bayview Ave. to the east.
W425	<ul style="list-style-type: none"> There are some small instances where wards seem to include two sides of a waterway or are on both sides of train tracks, etc. (see W425).
W426	<ul style="list-style-type: none"> The western boundary of W426 on Bayview should be moved west to Mount Pleasant. That community is far more like Leaside (e.g. traffic issues are similar, as are the development issues related to LRT). Where appropriate, the southern boundary of the Leaside area should be Redway Drive and not the train tracks. North and South Leaside should not be split. Sherwood Park and the cemetery are natural boundaries for this area – they are ignored in this option.
W428/W429	<ul style="list-style-type: none"> Use the railway as a boundary between 428 and 429 all the way west to Don Valley (as in Option 5).
W430/W438	<ul style="list-style-type: none"> Option 4 splits a community at Kingston Road – the boundary should go down to Eglinton.

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ROUND TWO REPORT CIVIC ENGAGEMENT + PUBLIC CONSULTATION
DATE ISSUED: FEBRUARY 2016



W431	<ul style="list-style-type: none">• Warden/Danforth area should be attached to the lake to the south, as well as Kingston Rd.
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OPTION 5	
W501/W502/ W529/W530	<ul style="list-style-type: none"> Respect the boundaries of the pre-amalgamation municipalities (e.g. Humber River, Victoria Park, etc.) as much as you can. There seem to be 4-5 wards (501, 502, 529, 530) that do not do this enough.
W503/W504	<ul style="list-style-type: none"> Change boundary between Wards 503 and 504 to run down Kipling (s. of Rathburn) down to RR tracks; Dundas is the epicenter of development in this area.
W504	<ul style="list-style-type: none"> Take out area north of Dixon Road (to 401); add area south of Rathburn to Mimico Creek; Rathburn is not a good dividing line.
W505	<ul style="list-style-type: none"> All of Dundas should be in 505; move area north of Dundas to Mimico Creek east of Kipling into Ward 505.
W508	<ul style="list-style-type: none"> Ward 508 doesn't seem to use natural or physical boundaries. Does not accommodate communities of interest.
W510	<ul style="list-style-type: none"> The eastern boundary of W510 should be Bathurst St. (2)
W510/W527	<ul style="list-style-type: none"> Bring Yonge and Sheppard together, similar to the way W525 goes around Young and Eglinton.
W510/W513/W526	<ul style="list-style-type: none"> Consider using West Don Valley as boundary (510, 513, 526).
W512	<ul style="list-style-type: none"> Allen is a more natural boundary of Ward 512 than Keele Street.
W512/W514 /W515	<ul style="list-style-type: none"> Need to reorganize Wards 512, 514, 515. The RR track is hard to cross; south of Eglinton similar neighbourhood.
W514	<ul style="list-style-type: none"> Could add area Bloor/Dovercourt/east-west RR tracks/UPE tracks to Ward 514 from Ward 517.
W515	<ul style="list-style-type: none"> Move Yonge boundary of W515 east to the ravine. (3) The eastern boundary of Ward 515 (Yonge St.) isolates a groups of residents.
W515/505	<ul style="list-style-type: none"> Blend W516 and W505 using Mimico Creek.
W516	<ul style="list-style-type: none"> Ward 516 can lose the Junction Triangle, use UPE tracks rather than eastern tracks as eastern boundary.
W516/W517	<ul style="list-style-type: none"> Georgetown railway line should be the boundary between Wards 516 and 517.
W516/W518	<ul style="list-style-type: none"> Boundary between Wards 518 and 516 should use western RR track (Kitchener Corridor, more important than eastern RR track).
W516/W517/W518	<ul style="list-style-type: none"> Use the railway tracks to divide wards 516, 517, 518.
W518	<ul style="list-style-type: none"> Option 5 is least favourable for Seaton Village.
W517/W518	<ul style="list-style-type: none"> Option 5 would split the Bloor area/community in four. (2) The lands on Bloor W. between the two sets of tracks (around Perth Ave.) should be included in 517 or 518 given the stronger connection to these neighbourhoods. The current western boundary of W18 is Kitchener GO line. The new boundary proposed ignores that. Community split between Wards 517 and 518.
W519	<ul style="list-style-type: none"> The whole waterfront shouldn't be represented by one person. (2)



	<ul style="list-style-type: none"> • Use Cherry Street as the eastern boundary of W519. East of Cherry Street belongs naturally in another community area. • W519 may go too far east – the area east of Yonge and south of Front has a different character from the west.
W519/W520	<ul style="list-style-type: none"> • The boundary between 519 and 520 should follow the railway line south of front/go to the lake (there is no one below the railway). • Yonge should be the boundary between 519 and 520. • Boundary between these wards splits St. Lawrence neighbourhood.
W519/W521	<ul style="list-style-type: none"> • St. Lawrence neighbourhood is split by Front Street (3) <ul style="list-style-type: none"> ◦ It should be split by the railroad. • This option keeps the central waterfront together – it is a new community. • Front Street goes through the heart of the West Don Lands emerging community; totally unacceptable.
W521/W523	<ul style="list-style-type: none"> • Use the Rosedale Valley ravine as a boundary instead of Bloor Street, so that neighbourhoods will not be separated.
W522/W523	<ul style="list-style-type: none"> • Option 5 splits the U of T campus - there are 2 colleges (St. Michael's and Victoria College) east of Queens Park, which are cohesive communities. It's important for political activity, community organizing, etc. to keep these communities together. The north end of the eastern boundary of 522 and 523 should go over to Bay St. (Note: Same with option 3) (2)
W524	<ul style="list-style-type: none"> • Keep Bennington Heights and Leaside neighbourhoods together – they are similar. • Consider splitting Leaside and Thorncliffe Park communities – they have very different interests, which splits a Councillor's focus.
W524/W525	<ul style="list-style-type: none"> • Move the Merton street boundary to the cemetery. There is a little slip (Merton St) north of cemetery, just west of Mount Pleasant, east of Yonge)– which is excluded from 525. (4) <ul style="list-style-type: none"> ◦ Merton is part of community to north of it. ◦ Merton has been part of the Yonge Eglinton Residents Association for many years. • Leaside, Flemington Park, Thorncliffe Park neighbourhoods should be kept together.
W525	<ul style="list-style-type: none"> • Option 5 works well for the Yonge and Eglinton community. (5)
W527	<ul style="list-style-type: none"> • The west boundary of W527 should be Willowdale.
W530	<ul style="list-style-type: none"> • Ward 530 is insane going from DVP to Birchmount; people would be very upset.
W531	<ul style="list-style-type: none"> • Use DVP as boundary rather than the river; Ward 531 should have south side of the Don Valley (from Ward 524).
W531/W535	<ul style="list-style-type: none"> • Make W531 and W535 one ward. Draw the boundary east-west, instead of north-south at Victoria Park. This would bring 535 into the City.
W531/W533/ W534/W535	<ul style="list-style-type: none"> • Victoria Park creates an ongoing barrier – getting rid of this boundary would help bring the city together. (2)



	<ul style="list-style-type: none"> Combine W531 and W533 and divide north/south rather than east/west
W532/W533	<ul style="list-style-type: none"> Combine the western portion of W533 with W532.
W533	<ul style="list-style-type: none"> Is ward 533 large enough considering the eventual transformation of the Port Lands?
W533/W534	<ul style="list-style-type: none"> The eastern boundary of 533 should be moved from Victoria Park over to Hunt Club Drive – more natural boundary (6) <ul style="list-style-type: none"> Victoria Park Avenue is not a natural boundary, especially the southern portion by the lake. The eastern boundary should be the Toronto Hunt Club Drive, thereby incorporating Fallingbrook as a part of the beaches. Vic Park over to Fallingbrook should be included in the Beaches Ward. The original boundary used to be like that. I live on Courcellette, which is technically in Ward 36 but due to the natural splitting that occurs because of the Hunt Club Ravine we are much more a part of Ward 32. Don't use Victoria Park as a dividing line. (2) Move the eastern boundary of W533 east into W534. Combine the western portion of W533 with W532 with a new eastern boundary moved west to reduce the combined population. Eastern boundary of W533 should remain Victoria Park between Bracken and Queen. Houses near and south of Kingston Rd. tend to have similar issues as those slightly west. The same could be true for Oakwood as the park may serve as a more natural boundary.
W534	<ul style="list-style-type: none"> Ward 534 is very long. Not sure if people in this area feel a part of one community. W534 seems like it would consist of mostly high socioeconomic residents. Consider adjusting. W534 is too big an area - use McCowan as a boundary. Northern section of 534 (Highland Creek) seems isolated.
W534/W541	<ul style="list-style-type: none"> Using the creek as a boundary splits the Kingston Galloway Orton Park (KGO) community. It's best to use Eglinton as the boundary.
W537/W539	<ul style="list-style-type: none"> Malvern is split between Wards 537 and 539 [definition either Malvern Town Centre or larger area which has 50,000 people].
W540	<ul style="list-style-type: none"> Option 5 puts a boundary (the railway line) through the Highland Creek Plant (2) – move the north-south line to Morningside. Include East Bay Park in Ward 540. This won't change the population because there are no residents there.



APPENDIX D - COMMENTS ON COMMUNITIES OF INTEREST AND SUGGESTIONS FOR REFINING EXISTING WARDS

W 4/5	<ul style="list-style-type: none"> Ward 5 should be amalgamated with the south end of Ward 4 due to all the development issues occurring within the Dundas/Royal York area.
W 11/12 (Mount Dennis)	<ul style="list-style-type: none"> Mount Dennis is split in two by some options. Mount Dennis begins just north of where Jane and Weston road meet. South of Dennison is considered Mount Dennis. The creek is the western boundary. If you had to make two wards out of this you could use Black Creek or the railway as the natural boundary.
W 13/14/18 (Junction/ Parkdale)	<ul style="list-style-type: none"> The old Junction main street along Dundas west should be kept intact, so unite the tip of ward 18 up to Dupont with the ward to the north. The Junction also unite parts of ward 18 and 14 that share the rail tracks. Sorauren should be the eastern boundary of ward 14 and Dundas or Queen should be the northern boundary. Keep the West Toronto Junction whole, it is currently split between Wards 13 and 14. Ward 13 and 14 should be merged. The existing ward 14 has a lot of socio-economic issues/high needs area. We are all so closely related and within walking distance. Parkdale needs its own Councillor/representation. Cut off the pointy bottom of current ward 18 so it can connect with the south.
Ward 15	<ul style="list-style-type: none"> Keep south of Eglinton away from the north half. We have more in common with that community. Move the southeast boundary to Allen road and Eglinton Ave. To avoid splitting up Marlee Ville.
W 16/22/25 (Yonge and Eglinton)	<ul style="list-style-type: none"> The overlapping responsibility in the Yonge and Eglinton area is a big issue. It should have one Councillor. (4) North and south of Erskine Street are two different types of neighbourhoods – would be a good boundary line.
W 17/21 (Davenport Hill)	<ul style="list-style-type: none"> The Davenport hill/ridge line is a physical boundary that affects how people move around and which service locations, parks, etc. they use.
W 19/20 (Liberty Village/Exhibition Place)	<ul style="list-style-type: none"> Do not split Liberty Village. Liberty Village and Exhibition Place should be contained within one ward.
W 20 (Queens Park)	<ul style="list-style-type: none"> Queens Park should be a dividing line as it is both a physical and social regime boundary.
W 19/20/28 (Waterfront)	<ul style="list-style-type: none"> The waterfront community should not remain in one ward.
W 19/20/27/28	<ul style="list-style-type: none"> Historically the resident associations have been very strong (downtown). Many of the boundaries violate the historic relationships. Harbord Village and Kensington have distinct issues and should not be contained within the same ward. (2)



	<ul style="list-style-type: none"> Consider traditional neighbourhoods such as Old Town, Cabbagetown, and Corktown. Keep all the following boundaries: King Street west to the Islands north-south and Yonge Street to Bathurst east-west. There are many commonalities within that neighborhood. If need be, split the ward from Front Street going south. Queen Street is an undesirable dividing line; it separates a connected and resilient business community. Shuter Street might make a better boundary. Keep Bloor East intact - Move 278, 300, 360 & 388 Bloor Street East away from University-Rosedale into Toronto-Centre. Keep urban core together using Rosedale Valley Ravine, not Bloor East.
W 21/22 (Forest Hill)	<ul style="list-style-type: none"> Forest Hill Village is very much a community. Options 1 and 2 bring it together. Forest Hill is quite different from the area east of Avenue Road so moving it out of ward 22 may be most appropriate. Option 3 keeps Forest Hill village together (currently it straddles Spadina north and south of St Clair - ward 21 and 22)
W 23 (Yonge and Sheppard)	<ul style="list-style-type: none"> Keep condo communities together around Yonge and around Sheppard.
W 26 (Leaside)	<ul style="list-style-type: none"> 4 of the 5 options (1, 2, 3 & 5) divide Leaside at Eglinton Avenue, which is not a natural boundary. Leaside should remain intact. (3) <ul style="list-style-type: none"> It is bounded on 3 sides by the Don River and on the 4th by Bayview Avenue.
W 26 (Don Valley West)	<ul style="list-style-type: none"> Don Valley West straddles ravines and the boundaries cut social neighbourhoods in pieces.
Ward 27	<ul style="list-style-type: none"> Any new boundary for the current Ward 27 should include Wellesley from Yonge to Sherbourne, even Parliament as well as north-south streets Church and Jarvis down to at least Dundas. Ward 27 could stop at Bloor on the north. Ward 27 has four corners under development and 2 Councillors. The federal boundaries marry us to Rosedale (not a good fit).
W 28 (St. Lawrence)	<ul style="list-style-type: none"> Using Front Street as a boundary splits the St. Lawrence neighbourhood. The northern boundary of St. Lawrence should be Queen Street. St. Lawrence boundaries should be: Queen and Yonge to Parliament and Railway.
W 28 (St. James Town)	<ul style="list-style-type: none"> St. James Town should not be part of the same ward as Rosedale.
W 29/30/31 (Danforth Ave/ Main St.)	<ul style="list-style-type: none"> The railroad track is a good physical barrier, and would put Danforth in 2 wards not 4 wards. Within options 1 or 3, the boundary along Queen Street, west of the Don River should be moved northwards to Shuter Street. Draw the boundaries at Gerrard Street to the Lakeshore from Coxwell to Victoria Park rather than all the way to the Danforth.



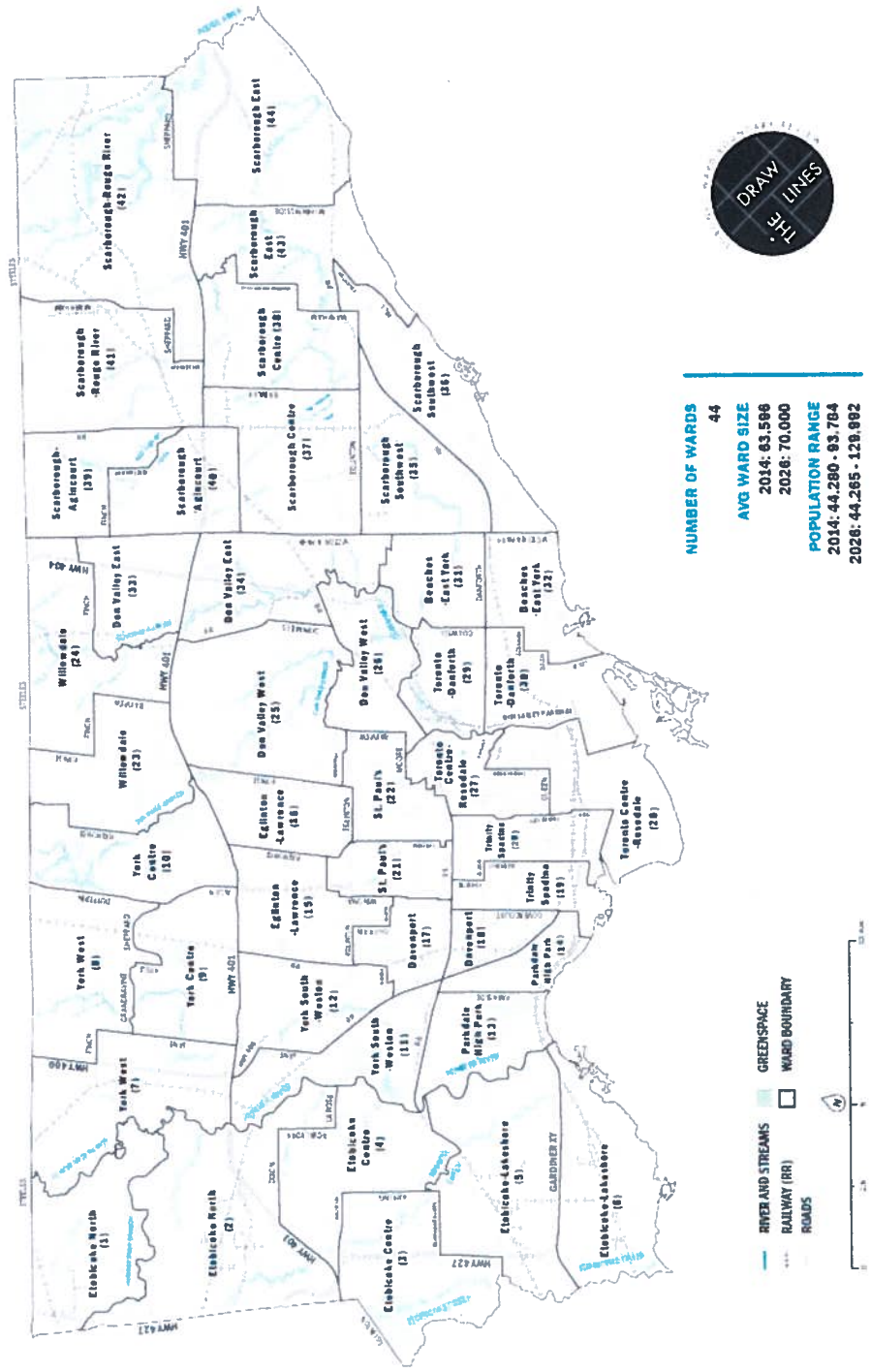
	<ul style="list-style-type: none"> • Danforth should be the northern boundary of the ward that includes the Beaches. • Include north and south side of Danforth Ave in one ward to encourage rational development. Same for Ward 30 and/or Ward 31: should include both north and south side of Danforth Ave. • Ward 31 should stop at Main Street as there is a very large culturally diverse population between Main Street and Victoria Park Avenue. • Do not split Danforth Avenue between Greenwood and Main (more or less). This area has a similar architectural feel as well as a need/desire by the BIA and neighbourhood associations to study, renovate and re-vigorate. Having the same Councillor for this stretch on both the north and south sides would be very helpful.
W 30 (Leslieville)	<ul style="list-style-type: none"> • Leslieville should not be split - Coxwell should be the boundary.
W 31/32 (Queen East/Beach)	<ul style="list-style-type: none"> • The boundaries for the Beaches should be from Queen East to Danforth. • The community west of Victoria Park to Fallingbrook Road to Danforth in the north should be part of Toronto and not Scarborough. Blantyre, Courcellette and Fallingbrook are Beach communities not Scarborough communities. • South-east end of the city (Riverside, Leslieville, the Beaches, and the Upper Beach) should be grouped together. • Maintain the "Beach" business district within the same ward all the way to RC Harris plant.
W 31/32/35/36 (Victoria Park)	<ul style="list-style-type: none"> • Retaining Victoria Park is important - it's one community. • Keep Victoria Park within the east or west ward so that one Councillor is responsible for both sides of the street.
W 33	<ul style="list-style-type: none"> • The current boundaries work well for Ward 33. There are some wards where the population has grown to a level which could justify some changes. However, I don't think that all wards require boundary changes.
W 36	<ul style="list-style-type: none"> • Join existing ward 36 with Kingston Rd village.(2) • Merge existing ward 36, with existing ward 32.
W 36/43 (Scarborough Waterfront)	<ul style="list-style-type: none"> • In option 1, 4 and 5 the Scarborough waterfront is mostly in a single ward. It would be better for the development of the waterfront to have one Councillor representing the waterfront.
W 42 (Malvern)	<ul style="list-style-type: none"> • Option 1, 2, 3 splits the community of Malvern in half - so option 4 or 5 is the best. • All the options split Malvern in some way. The least impactful is the 5th option because it just cuts off the east side. People who identify the least with Malvern live south of Sheppard -i.e. those who live in Burroughs Hall. A split along Sheppard makes more sense than Neilson or Highland Creek.



APPENDIX E - OPTIONS MAPS

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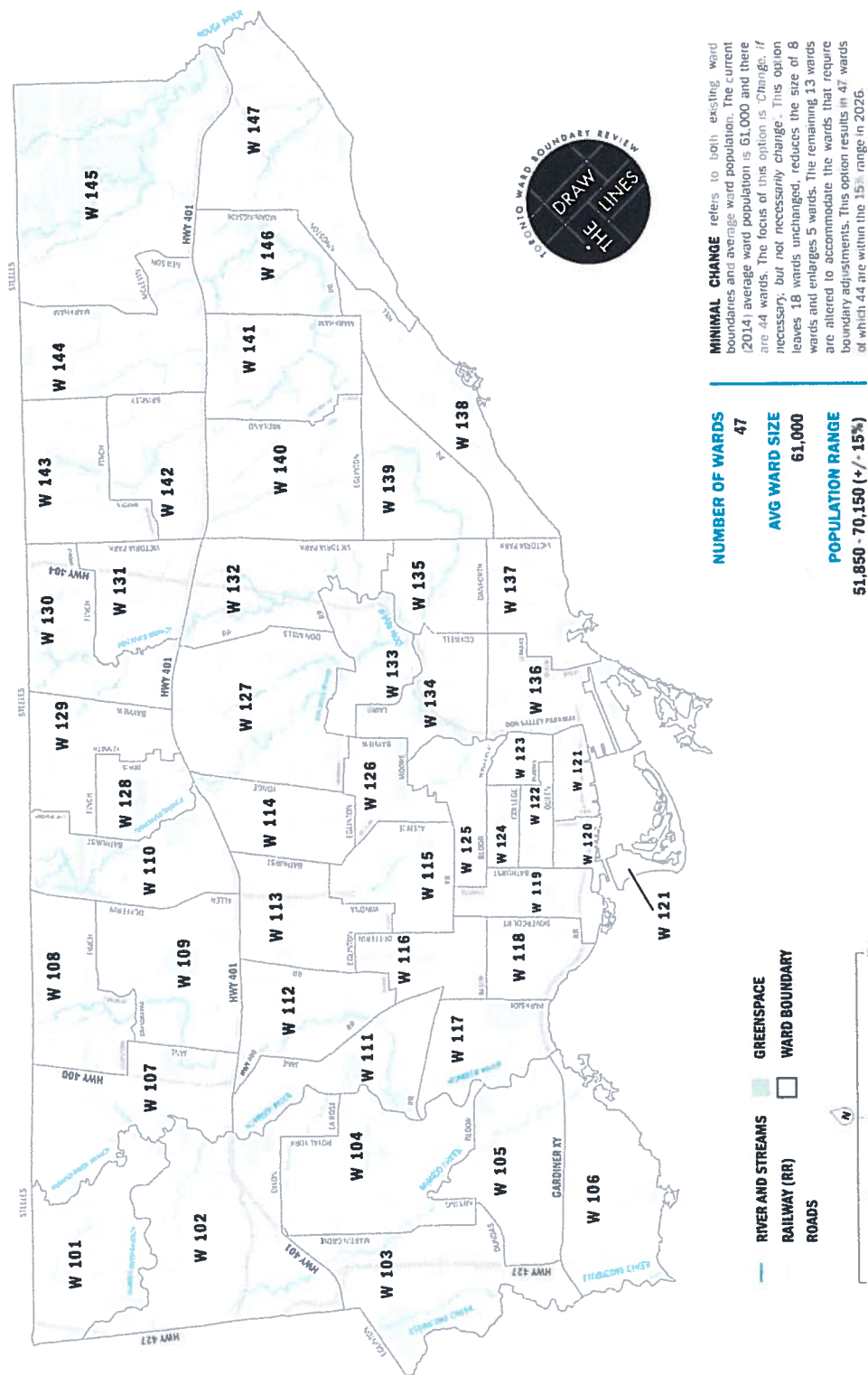
EXISTING WARDS TORONTO WARD BOUNDARY REVIEW



TORONTO WARD BOUNDARY REVIEW
ROUND TWO REPORT CIVIC ENGAGEMENT + PUBLIC CONSULTATION
DATE ISSUED: FEBRUARY 2016

OPTION 1: MINIMAL CHANGE TORONTO WARD BOUNDARY REVIEW

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

NUMBER OF WARDS

47

AVG WARD SIZE

61,000

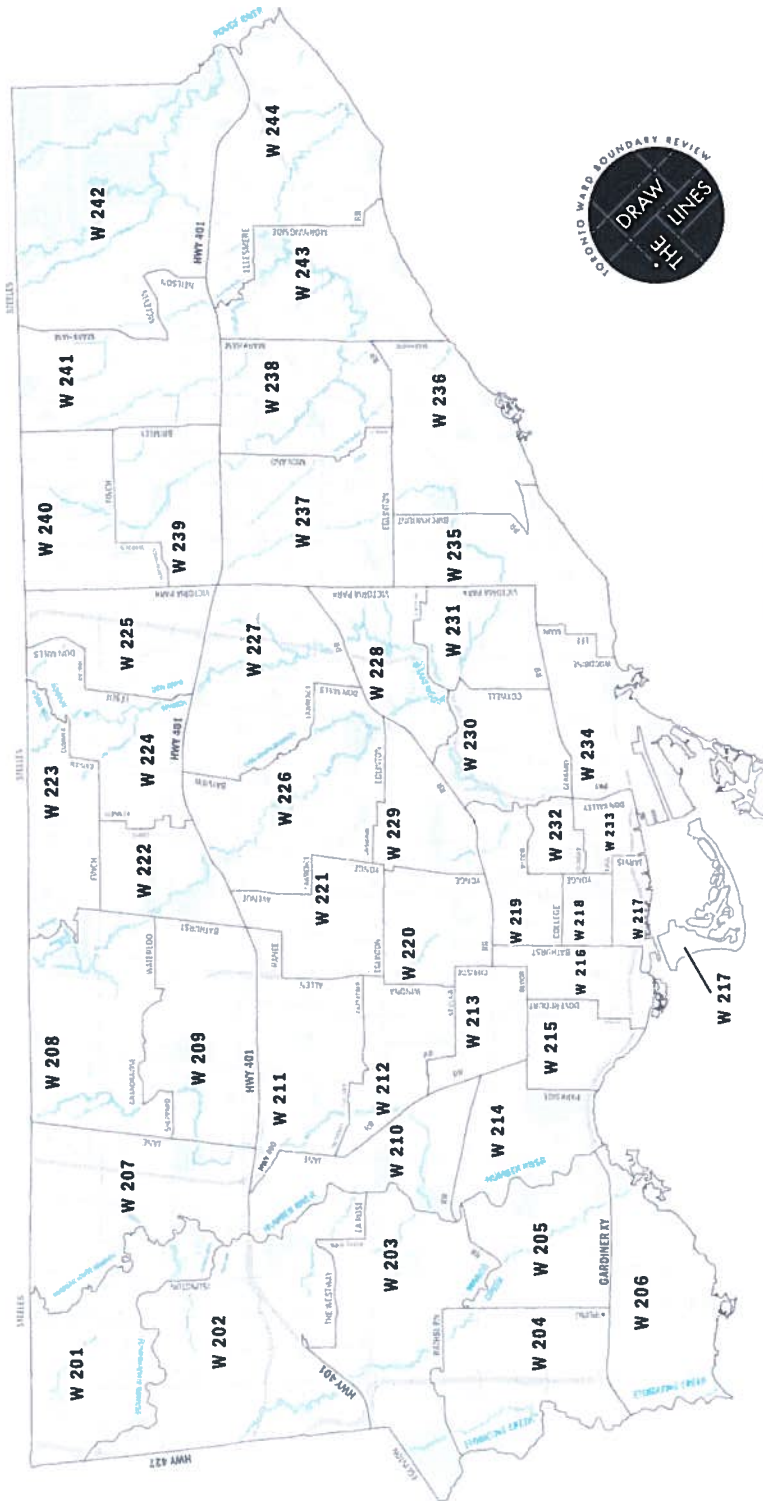
POPULATION RANGE

$$51.850 - 70.150 (+/- 15\%)$$



OPTION 2: 44 WARDS TORONTO WARD BOUNDARY REVIEW

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NUMBER OF WARDS
44

AVG WARD SIZE
70,000

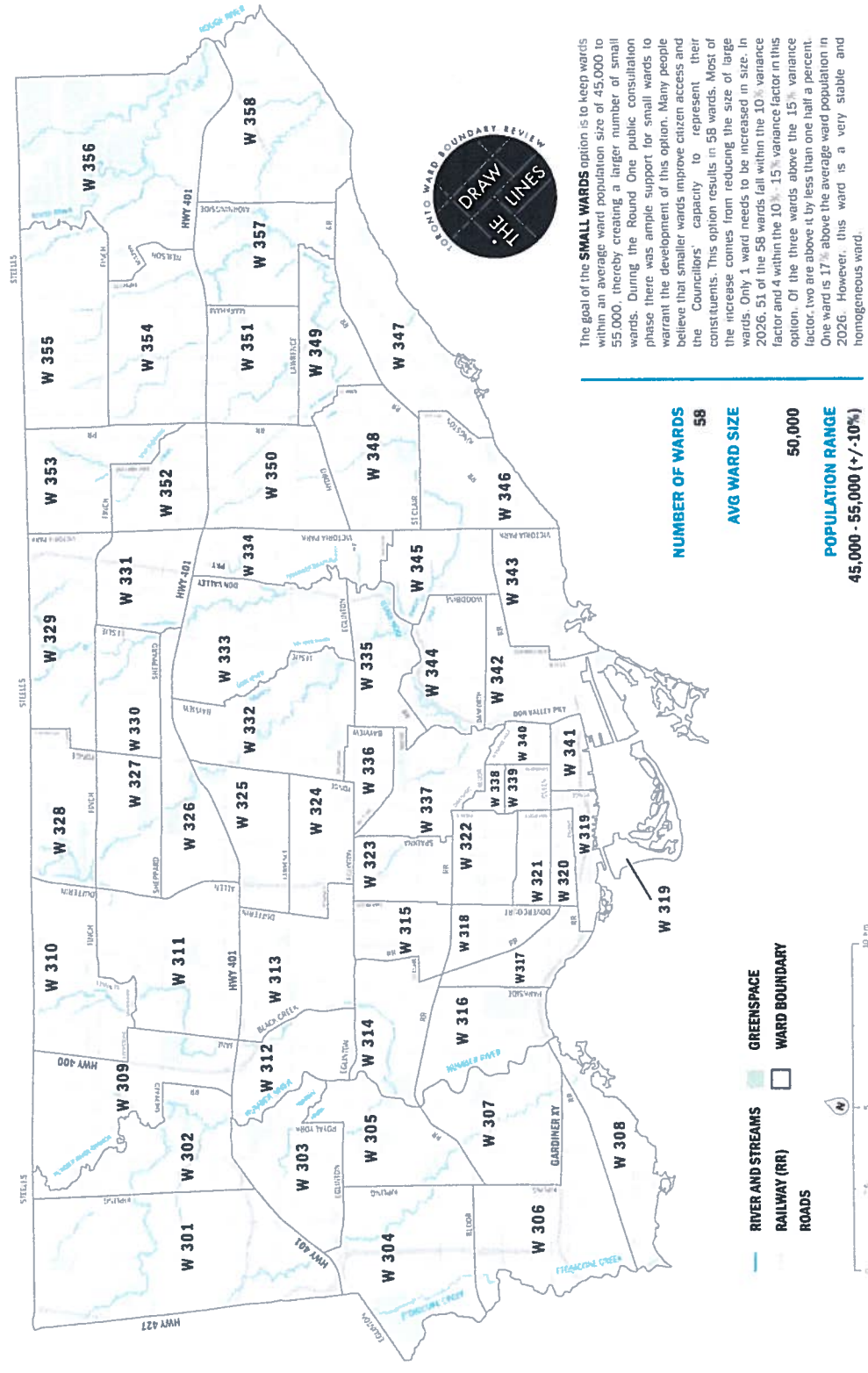
POPULATION RANGE
63,000 - 77,000 (+/-10%)

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



OPTION 3: SMALL WARDS TORONTO WARD BOUNDARY REVIEW

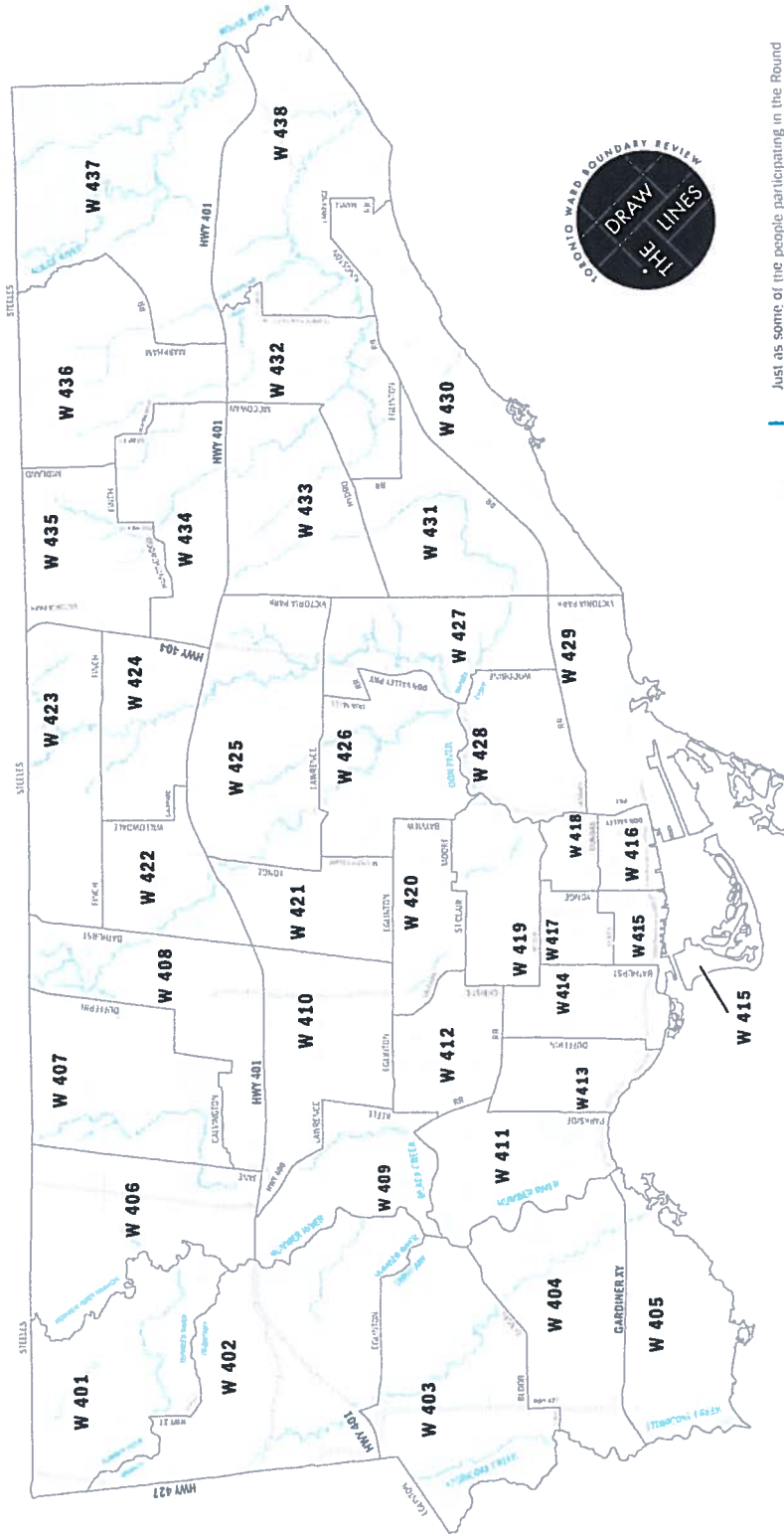
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OPTION 4: LARGE WARDS TORONTO WARD BOUNDARY REVIEW

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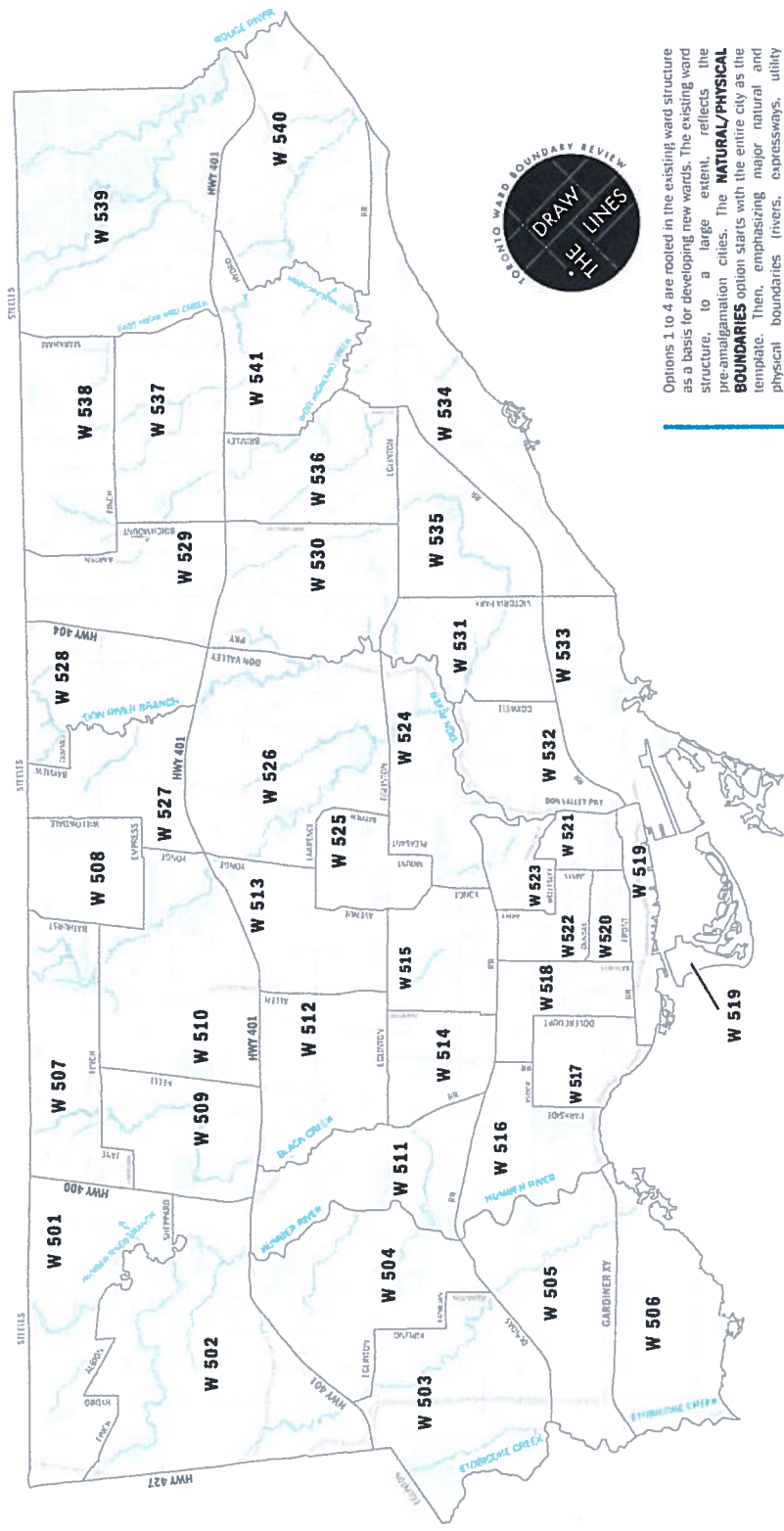
Just as some of the people participating in the Round One public consultation process prefer small wards, others prefer a smaller number of large wards, often in order to reduce the size of City Council. However, the appetite for **LARGE WARDS** does not extend to wards as large as federal or provincial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

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



OPTION 5: NATURAL / PHYSICAL BOUNDARIES TORONTO WARD BOUNDARY REVIEW

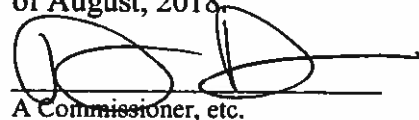
drawthelines.ca



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

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

This is Exhibit "M" referred to
in the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.

A handwritten signature in black ink, consisting of a large, stylized 'D' followed by a horizontal line and a small flourish.

A Commissioner, etc.
Diana Dimmer



Tracking Status

- This item was considered by Executive Committee on May 24, 2016. The Executive Committee has referred this item to an official or other body without making a decision. Consult the text of the decision for further information on the referral.

Executive Committee consideration on May 24, 2016

EX15.2	ACTION	Referred		Ward:All
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Final Report - Toronto Ward Boundary Review

Public Notice Given

Committee Decision

The Executive Committee, given that all five options identified by the consultants respect the principles of effective representation but only Option 1 has been refined on the basis of input to better achieve effective representation,:

1. Referred the item to the City Manager with the request that he ask the consultant to:
 - a. review Option 1 (47 wards) with a focus on amendments to address wards with the highest population discrepancies (ie. Wards 20, 22, 23, 27, and 28), including the possibility of 46 wards, while ensuring the option would achieve effective representation;
 - b. prepare refinements for Option 2 (44 wards) on the basis of input received to date;
 - c. further consider Toronto ward boundaries for increased consistency with the 25 federal and provincial boundaries; and
 - d. undertake any required additional consultation with the public, stakeholders and Members of City Council, and prepare a revised report to be submitted to the October 26, 2016 meeting of Executive Committee,

and that in conducting this review the consultants consider the Committee's preference for maintaining the Community Council boundaries given their historical significance reflecting communities of interest.

Origin

(May 9, 2016) Report from the City Manager

Summary

Toronto's wards have not been reviewed since 2000 and there are currently significant population discrepancies in some Toronto wards. In June 2013, City Council directed a third-party review of Toronto's ward boundaries, per an approved Terms of Reference and work plan. The City of Toronto Act, 2006 (COTA) provides authority to City Council to make changes to its ward boundaries by by-law.

The Canadian Urban Institute ("the Consultant") was retained to conduct a third-party review of Toronto's ward boundaries. This report transmits the Consultant's final report, Toronto Ward Boundary Review, which recommends a ward structure of 47 wards with an average population of 61,000 to ensure effective representation given population growth in Toronto over the last fifteen (15) years. The Consultant's final report recommends a ward boundary structure that applies judicially recognized principles, considers leading electoral and public policy research and advice, and draws upon the input received through a two-step broad engagement and consultation strategy with the Toronto public, communities, key stakeholders and Members of City Council.

The City of Toronto Act provides a period for appeals to the Ontario Municipal Board (OMB) and appeals to Divisional Court are also possible. For any ward boundary changes to take effect by the 2018 election, any appeals must be concluded by December 31, 2017.

Background Information

(May 9, 2016) Report from the City Manager on Final Report - Toronto Ward Boundary Review

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-92932.pdf>)

Attachment 1 - Final Report - Toronto Ward Boundary Review

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-92992.pdf>)

Attachment 2 - Final Report - Toronto Ward Boundary Review - Appendices A to E

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-92993.pdf>)

Attachment 3 - Ward Boundary Review Implementation Time lines

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-92994.pdf>)

Public Notice - Toronto Ward Boundary Review

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-93019.pdf>)

Communications

(September 16, 2015) Letter from Peggy Moulder (EX.Main.EX15.2.1)

(May 18, 2016) Letter from Matias de Dovitiis, Executive Director, DUKE Heights, BIA (EX.Supp.EX15.2.2)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-60839.pdf>)

(May 19, 2016) E-mail from Marat Ressin, President, York Entrepreneurship Development Institute (EX.Supp.EX15.2.3)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-60910.pdf>)

(May 18, 2016) Letter from N. W. Purves, President, York University Development Corporation (EX.Supp.EX15.2.4)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-61017.pdf>)

(May 22, 2016) E-mail from Ralph van Putten (EX.Supp.EX15.2.5)

(May 23, 2016) Letter from A B Kasperski on behalf, Green Party of Toronto (EX.Supp.EX15.2.6)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-61034.pdf>)

(May 24, 2016) E-mail from Howard Moscoe, submitted by Councillor Anthony Perruzza (EX.New.EX15.2.7)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-61020.pdf>)

(May 24, 2016) Letter from Sue Dexter, Board Harbord Village Residents' Association (HVRA) (EX.New.EX15.2.8)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-61061.pdf>)

(May 24, 2016) E-mail from Philip Share and Brett Rycombel, Co-Chairs, South Perth and Sterling Road Residents Association (EX.New.EX15.2.9)

Speakers

Miroslav Glavic

Councillor Mary Fragedakis

Councillor Anthony Perruzza

Councillor Paula Fletcher

Motions

1 - Motion to Set Committee Rule moved by Mayor John Tory (Carried)

1. That speaking time for deputants be limited to three minutes.
2. That questions of the deputants by Members of Council be limited to 3 minutes.
3. That questions of staff by Members of Council be limited to 3 minutes.
4. That speaking time by Members of Council be limited to 3 minutes.

2 - Motion to Refer Item moved by Mayor John Tory (Carried)

That, given that all five options identified by the consultants respect the principles of effective representation but only Option 1 has been refined on the basis of input to better achieve effective representation,

Executive Committee refer the item to the City Manager with the request that he ask the consultant to:

- a. review Option 1 (47 wards) with a focus on amendments to address wards with the highest population discrepancies (ie. Wards 20, 22, 23, 27, and 28), including the possibility of 46 wards, while ensuring the option would achieve effective representation;
- b. prepare refinements for Option 2 (44 wards) on the basis of input received to date;
- c. further consider Toronto ward boundaries for increased consistency with the 25 federal and provincial boundaries; and
- d. undertake any required additional consultation with the public, stakeholders and Members of City Council, and prepare a revised report to be submitted to the October 26, 2016 meeting of Executive Committee,

and that in conducting this review the consultants consider the Committee's preference for maintaining the Community Council boundaries given their historical significance reflecting communities of interest.

3 - Motion to Amend Motion moved by Councillor Michael Thompson (Withdrawn)

8/21/2018

Agenda Item History - 2016.EX15.2

That in the recommended option, the consultants be requested to consider redrawing the boundaries of proposed Ward RW40 to extend the Highland Creek boundary line north east to Brimley and Lawrence Avenue, then west on Lawrence on the south side to Midland Avenue on the west side, north on Midland to Highway 401, and then Highway 401 west to Victoria Park.

4 - Motion to Amend Motion moved by Councillor Paul Ainslie (Withdrawn)

The consultant be requested to consider moving the eastern boundary from Morningside and Ellesmere northward along Morningside Avenue to Highway 401 for proposed Ward 243.

Source: Toronto City Clerk at www.toronto.ca/council



STAFF REPORT ACTION REQUIRED

Final Report - Toronto Ward Boundary Review

Date:	May 9, 2016
To:	Executive Committee
From:	City Manager
Wards:	All

SUMMARY

Toronto's wards have not been reviewed since 2000 and there are currently significant population discrepancies in some Toronto wards. In June 2013, City Council directed a third-party review of Toronto's ward boundaries, per an approved Terms of Reference and work plan. The *City of Toronto Act, 2006* (COTA) provides authority to City Council to make changes to its ward boundaries by by-law.

The Canadian Urban Institute ("the Consultant") was retained to conduct a third-party review of Toronto's ward boundaries. This report transmits the Consultant's final report, *Toronto Ward Boundary Review*, which recommends a ward structure of 47 wards with an average population of 61,000 to ensure effective representation given population growth in Toronto over the last fifteen (15) years. The Consultant's final report recommends a ward boundary structure that applies judicially recognized principles, considers leading electoral and public policy research and advice, and draws upon the input received through a two-step broad engagement and consultation strategy with the Toronto public, communities, key stakeholders and Members of City Council.

COTA provides a period for appeals to the Ontario Municipal Board (OMB) and appeals to Divisional Court are also possible. For any ward boundary changes to take effect by the 2018 election, any appeals must be concluded by December 31, 2017.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council consider the report, *Toronto Ward Boundary Review*, Attachment 1 to this report, approve a ward boundary structure and direct the City Solicitor to submit the bill designating the wards in the fall of 2016.

2. City Council direct that the composition of City Council be 1 Councillor per ward pursuant to the ward boundary structure approved and instruct the City Solicitor to submit a bill to implement any change to the composition of City Council after either the appeal period has expired without any appeals, or the appeal process for the ward boundary by-law has concluded.
3. City Council request the City Solicitor to represent the City's interests in any legal proceedings including appeals relating to City Council's decision.

Financial Impact

The *Toronto Ward Boundary Review* report from the third-party Consultant recommends the establishment of three (3) new wards. The annual operating cost for each Member office is approximately \$290,000 for a total annual estimated operating cost of \$870,000 to establish three (3) new wards. An additional \$70,000 per Member, for a total of \$210,000, may also be required for one-time start-up costs to set up City Hall and constituency offices.

Costs associated with City Council's final ward boundary changes will be submitted through the annual Operating and Capital Budget process as required.

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

Equity Statement

The principles articulated by the courts in relation to ward boundary reviews support the City's equity framework, and equity goals and objectives. The Consultant incorporated equity considerations in their work plan, throughout the review process and in the engagement and consultation strategy. As part of the review's engagement process the Consultant ensured that American Sign Language (ASL) translation services were available, provided additional translation services on request and provided for TTY translation as necessary. The Consultant also worked with the City to identify *Accessibility for Ontarians with Disabilities Act, 2005* (AODA) compliant sites to hold public engagement sessions and ensured the Review's web communications were compliant with AODA standards.

DECISION HISTORY

On June 10, 2014, City Council approved the "Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy" submitted by the Canadian Urban Institute.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX42.4>

On March 5, 2014, following a Request for Proposal process, Bid Committee awarded the contract for the provision of services to conduct an independent, objective analysis and review of the City of Toronto's ward boundaries to the Canadian Urban Institute.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.BD167.7>

On June 11, 2013, City Council authorized the City Manager to retain a third party consultant to undertake a Ward Boundary Review consistent with the Terms of Reference.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX32.2>

On March 19, 2012, the Executive Committee recommended the City Manager report on a process to establish a ward boundary review to better reflect effective representation.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX18.12>

On April 15, 2010, City Council requested the City Manager and the City Clerk to report on a mechanism to recognize the uneven population growth in some wards, with recommendations for the appropriate allocation of resources. Council also authorized the City Manager to provide one additional staff member at the constituency assistant level for any ward that exceeds the median by more than 50 percent.
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX42.1>,
<http://www.toronto.ca/legdocs/mmis/2010/cc/bgrb/backgroundfile-29379.pdf>

ISSUE BACKGROUND

Toronto is the largest city in Canada, and contains a wide diversity of communities and interests. A strong and fair foundation for local government is fundamental for the effective governance of Toronto, and begins with the ward structure. Ward boundaries are dynamic and should not be considered permanent fixtures as local government structures must keep pace with population changes and municipal growth. Toronto ward boundaries do not and are not required to align along federal and provincial riding boundaries.

The *City of Toronto Act* provides City Council with authority to make changes to its ward boundaries. Council last reviewed Toronto's ward boundaries in 2000 and since that time Toronto has experienced significant population growth.

The Supreme Court of Canada has set out guidelines for drawing of electoral boundaries and has established that governments must respect the principle of "effective representation". The first condition that courts consider for effective representation is voter parity, an equal number of voters in every electoral area, but effective representation rather than voter parity is the goal. The Supreme Court has recognized that other factors such as geography, communities of interest, community history, minority representation, and projected population growth justify departure from voter parity to ensure effective representation. The OMB has applied the Supreme Court factors to justify departures from voter parity in decisions related to municipal ward boundary appeals.

COMMENTS

1. Initiating A Ward Boundary Review for Toronto

City Council initiated a ward boundary review in 2013 to address population growth in Toronto as a number of wards were exceeding or close to exceeding acceptable benchmarks for electoral boundaries. To ensure the review was objective and arms-length, the City Manager retained a third-party Consultant to undertake the review process following Terms of Reference approved by City Council.

The Terms of Reference established that the consultants would undertake the ward boundary review pursuant to the following parameters:

- Develop a ward boundary review process, work plan and engagement and consultation strategy that does not assume a pre-determined number of wards or specific boundaries of wards for Toronto;
- Apply the principle of "effective representation" as outlined by the Supreme Court of Canada and applied by the courts and the OMB in developing ward boundary options;
- Consider and reflect the principles of geography, community history, minority representation, communities of interest, physical and natural boundaries in developing ward boundary options;
- Adhere to requirements set out in relevant OMB and court decisions about undertaking municipal ward boundary reviews;
- Consider and accommodate Toronto's projected growth and population shifts for a reasonable period of time;
- Build on lessons learned through other ward boundary reviews and leading electoral and public policy research and advice;
- Consider key City policies in the development of ward boundary options including the Official Plan and community revitalization plans;
- Include at least two rounds of broad and comprehensive public consultation: the first to provide information to support informed engagement and solicit feedback on existing ward boundaries; and the second to provide information and solicit feedback on ward boundary options;
- Consider the appropriate number of wards as well as ward boundaries; and
- Work within any additional parameters established by City Council.

2. Overview of The Ward Boundary Review Process

City Council approved the Consultant's work plan and outreach and engagement strategy to undertake a ward boundary review from June 2014 to March 2016.

The Consultant undertook a five-step review process to develop ward boundary options including a recommend option. The Ward Boundary Review process included:

- **Research (June 2014 to November 2014)** - that formed the background information for the first round of public consultation including the legal context, jurisdictional reviews, analysis of Toronto's current wards and ward population projections out to 2030.
- **Civic Engagement (Round One: June 2014 to February 2015 and Round Two: May 2015 to November 2015)** - web-based activities (including social media platforms), communication and outreach to educate the public about the purpose of the ward boundary review, keep the public informed about the process and provide a range of opportunities for the public to get involved.
- **Public and Stakeholder Consultation (Round One: June 2014 to February 2015 and Round Two: June 2015 November 2015)** – included two rounds of public and stakeholder consultation.
- **Generation of Ward Boundary Options (March 2015 to April 2015)** – following Round One of the public and stakeholder consultation, and building on the research, a series of ward boundary options were developed for public and stakeholder input in Round Two.
- **Final Report (February 2016 to March 2016)** – following Round Two of public and stakeholder consultation, the final report was developed with a recommended ward boundary structure for City Council's consideration.

3. Recommended Ward Boundary Changes

The Consultant generated five (5) ward boundary options that achieved effective representation and elicited input on these options during the Round 2 consultation and engagement process.

The options include:

- Option 1 – Minimal Change (47 wards with an average population of 61,000)
- Option 2 – 44 Wards (with an average population of 70,000)
- Option 3 – Small Wards (58 wards with an average population of 50,000)
- Option 4 – Large Wards (38 wards with an average population of 75,000)
- Option 5 – Natural/Physical Boundaries (41 wards with an average population of 70,000)

Option 1 (minimal change with 47 wards and an average population of 61,000) emerged as the preferred option based on input from the public, stakeholders and Members of City

Council elicited through the second round of engagement and consultation. The Consultant's report notes that Option 1 achieves effective representation balancing a range of factors including voter parity, geographic communities of interest, future growth, coherent boundaries, ward history and the capacity of Councillors to represent their constituents.

Option 1 includes a number of refinements to the ward boundaries suggested through the engagement and consultation process. This option minimally increases the number of current wards from 44 to 47, retains the current average ward population of 61,000, achieves effective representation in all wards by 2026, and is designed to last for four (4) municipal elections. It achieves a population variance to plus or minus 15% of the average ward population in 44 of the 47 proposed wards with two wards slightly above the population variance and one ward slightly below the population variance. It is anticipated that these three (3) wards will achieve a population variance to plus or minus 15% by 2026.

This report recommends that the final ward boundary structure maintains the composition of City Council as one (1) Councillor per ward. Section 135 of the *City of Toronto Act, 2006* authorizes City Council to pass a by-law changing its composition. This report requests authority to submit a bill to reflect any change in the number of councillors resulting from a change in the number of wards.

4. Key Implementation Activities and Time lines to Adjust Toronto's Ward Boundaries

The following implementation activities will commence when City Council adopts a final ward boundary structure.

A. Ward Boundary By-law (Fall 2016)

Under the *City of Toronto Act, 2006*, City Council has authority to make changes to its ward boundaries through the passage of a by-law. The by-law will need to provide detailed descriptions of the ward boundaries. Once Council selects a ward boundary structure, the required land survey work will begin for inclusion in the bill to adjust Toronto's ward boundaries. It is anticipated that the City Solicitor will bring forward the bill to adjust Toronto's wards in fall 2016.

B. Time for Appeals to the Ontario Municipal Board (December 2016 to September 2017)

The passage of changes to Toronto ward boundaries is governed by the *City of Toronto Act, 2006*, Section 128. In addition to providing that City Council may change the City's ward boundaries, s. 128 provides for an appeal of City Council's decision. Within 45 days after the by-law is passed, a member of the public, agency or the Minister of Municipal Affairs and Housing may appeal the Toronto ward boundaries by-law to the

Ontario Municipal Board. The Board will subsequently hear the appeal and may make an order affirming, amending or repealing the Toronto ward boundary by-law.

It is estimated that an appeal to the Ontario Municipal Board will take approximately eight (8) to ten (10) months to conclude.

An appeal to Divisional Court is also possible and may take approximately a year to conclude if leave to appeal is granted. An appeal to Divisional Court will make it highly unlikely that the ward boundary changes can be implemented in time for the 2018 municipal election as it is unlikely this sort of appeal would conclude before the deadline of December 31, 2017.

C. Implementation of Ward Boundary Changes (September 2017 to December 2017)

After the period for appeals has concluded, implementation of the final ward boundary changes will commence, including the following key activities:

- Develop and implement a communications strategy to inform the public and stakeholders of the new ward boundaries;
- Redraw Toronto's ward maps, as required;
- Create new geographic representation of ward boundaries from the adopted municipal by-law and integrate into the City's geospatial platform;
- Review and redraw all voting subdivisions based on new ward boundaries;
- Notify the Municipal Property Assessment Corporation (MPAC) and the school boards of the ward boundary changes; and
- Provide final voting subdivisions to MPAC.

The implementation of the ward boundary changes in time for the 2018 municipal election will be dependent on whether the ward boundary changes are appealed to Divisional Court. The City Manager will report further as required with respect to the time line for implementing the new ward boundaries. Attachment 3 summarizes the key time lines and activities to implement ward boundary changes.

5. Governance Implications of Ward Boundary Changes

Any changes to Toronto's ward boundaries will have implications for the number and boundaries of Community Councils. City staff will assess these implications and report back to Executive Committee with recommended changes once Toronto's ward boundary changes are final.

Additionally, the Consultant included a number of comments and suggestions identified through the ward boundary review engagement process that were outside the scope of this review. These include matters related to governance (for example, structure and operation of City Council, expanded role for Community Councils), staff and resources for Councillor Offices, naming of Toronto wards, and school zone boundaries.

The City Manager's Office will review and consider these comments and suggestions in future related reports.

CONCLUSION

This report responds to City Council's direction that a Toronto Ward Boundary Review be undertaken by an independent, third-party Consultant, in keeping with its approved Terms of Reference and Work Plan. This report transmits the Consultant's final report *Toronto Ward Boundary Review* for City Council's consideration including a recommended ward structure to ensure effective representation.

In the event there is an appeal to Divisional Court or the Ontario Municipal Board, the City Solicitor will represent the City's interests in the proceedings and will inform City Council of them.

CONTACT

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Bonita Pietrangelo
Deputy Clerk
Election Services
Telephone: (416) 392-8019
Email: bpietran@toronto.ca

SIGNATURE

Peter Wallace
City Manager

ATTACHMENTS

Attachment 1: Final Report: Toronto Ward Boundary Review
Attachment 2: Final Report Appendices
Attachment 3: Ward Boundary Review Implementation Time lines

RE: EX15.2

Attachment 3 - Ward Boundary Implementation Timeline

Key Date	Key Activity
May 24, 2016 Executive Committee meeting	Consideration of the Final Report, Toronto Ward Boundary Review
June 7 and 8, 2016 City Council meeting	Consideration of the Final Report, Toronto Ward Boundary Review
June 2016 to September 2016	Develop detailed description of ward boundaries for inclusion in by-law Draft by-law
October 5-6, 2016 City Council meeting	Passing of the by-law
Third week of November 2016	Appeal Period Within 45 days after the by-law is passed, the Minister or any other person or agency may appeal to the Ontario Municipal (s. 128(4) COTA)
First week of December 2016	Within 15 days after the last day for filing a notice of appeal, the City must forward any notices of appeal to the Ontario Municipal Board. (s. 128 (5) COTA)
December 2016 to July 2017	Time for OMB Hearing Typically takes 8 to 10 months **
July 2017 to December 2017	Develop and implement communication strategy to inform public and stakeholders of new ward boundaries Redraw ward maps, if required Create geographic representation of new ward boundaries and integrate into the City's geospatial platform (8 weeks) Review and redraw all voting subdivisions based on new ward boundaries (12-16 weeks)
December 31, 2017	Deadline for passing by-law (including all appeals) in order for new boundaries to be in effect for 2018 election (s. 128 (8) COTA) Last day to notify MPAC of ward boundary changes (s. 128 (10) COTA)

Attachment 3 - Ward Boundary Implementation Timeline

Key Date	Key Activity
March 31, 2018	Last day for Clerk to provide final voting subdivisions to MPAC (s. 18, MEA)
April 1, 2018	Last day for school boards to provide the Clerk with the report on determination and distribution of trustees (e.g. school board wards) (s. 58 Educ. Act, O. Reg. 412/00, as amended)

** Appeals to Divisional Court are also possible and if leave is granted may take approximately one year to conclude.

PUBLIC NOTICE

Potential Changes to Toronto's Ward Boundaries

Notice is hereby given that Toronto City Council will consider new ward boundaries for Toronto.

At its meeting to be held in Committee Room 1 in Toronto City Hall on May 24, 2016, at 9:30 a.m., or as soon as possible thereafter, the Executive Committee of Toronto City Council will hear in person or by his or her counsel, agent or solicitor, any person who wishes to speak to the matter.

Background

Toronto is the largest city in Canada, and contains a wide diversity of communities and interests. A strong and fair foundation for local government is fundamental for the effective governance of Toronto, and begins with the ward structure.

City Council last reviewed Toronto's ward boundaries in 2000. In 2013, City Council initiated a Ward Boundary Review to ensure effective representation across Toronto, as there are significant discrepancies in ward populations. To ensure the review was objective and at arm's length from the City, third-party consultants were retained to undertake the review process following Terms of Reference approved by City Council.

Toronto Ward Boundary Review Process

The third party consultants undertook a five-step review process that included:

- **Research (June 2014 to November 2014)** - that formed the background information for the first round of public consultation including the legal context, jurisdictional reviews, analysis of Toronto's current wards and ward population projections out to 2030.
- **Civic Engagement (Round One: July 2014 to February 2015 and Round Two: August 2015 to November 2015)** - web-based activities (including social media platforms), communication and outreach to educate the public about the purpose of the ward boundary review, keep the public informed about the process and provide a range of opportunities for the public to get involved, including two online surveys.
- **Public and Stakeholder Consultation (Round One: July 2014 to February 2015 and Round Two: August 2015 November 2015)** – included 24 public meetings.
- **Generation of Ward Boundary Options (March 2015 to July 2015)** – following Round One of the public and stakeholder consultation, and building on the research, a series of ward boundary options were developed for public and stakeholder input in Round Two.

- **Final Report (February 2016 to April 2016)** – following Round Two of public and stakeholder consultation, the final report was developed including a recommendation for new wards for Toronto for City Council's consideration.

Further information about Toronto's Ward Boundary Review can be found at:
www.drawthelines.ca.

Executive Committee and City Council Consideration

Executive Committee will consider recommended changes to Toronto's ward boundaries at its meeting on May 24, 2016. City Council will consider recommended changes to Toronto's ward boundaries at its meeting on June 7 and 8, 2016. City Council will determine any new ward boundaries by by-law following its decision.

The Executive Committee may change the recommendations related to Toronto's ward boundaries for City Council's consideration. City Council may also make changes.

Sharing your ideas about the proposed Toronto ward boundary changes:

To view copies of the report outlining and explaining the proposed amendments you may view the Executive Committee Agenda as of May 16, 2016:

<http://app.toronto.ca/tmmis/decisionBodyProfile.do?function=doPrepare&decisionBodyId=966#Meeting-2016.EX15>

To obtain copies of the report at no cost, or to submit comments or register to speak in person to the Executive Committee, please contact the following office no later than 12:00 p.m. on Friday May 20, 2016.

Executive Committee
 City Clerk's Office
 Toronto City Hall, 100 Queen Street West
 10th Floor, West Tower
 Toronto ON M5H 2N2

Telephone: 416-392-4666
 Fax: 416-392-1879
 Email: exc@toronto.ca

Any comments received after the Committee meeting will be processed to City Council.

If this matter is deferred at the Committee meeting or Council meeting or considered at a subsequent Committee or Council meeting, no additional notice will be provided other

than the information on the subsequent Committee or Council agenda. Please contact the above City officials if you require notice in these cases.

To ask questions regarding the content of the report, respecting the above items, contact:

Fiona Murray
 Director, Corporate Intergovernmental and Agency Relations
 Telephone: 416-397-5214
 Email: fmurray@toronto.ca

Notice to people writing or making presentations to the Executive Committee:

The *City of Toronto Act, 2006* and the City of Toronto Municipal Code authorize the City of Toronto to collect any personal information in your communication or presentation to City Council or its committees.

The City collects this information to enable it to make informed decisions on the relevant issue(s). If you are submitting letters, faxes, e-mails, presentations or other communications to the City, you should be aware that your name and the fact that you communicated with the City will become part of the public record and will appear on the City's website. The City will also make your communication and any personal information in it – such as your postal address, telephone number or e-mail address – available to the public.

The City videotapes committee and community council meetings. If you make a presentation to a committee or community council, the City will be videotaping you and City staff may make the video tapes available to the public.

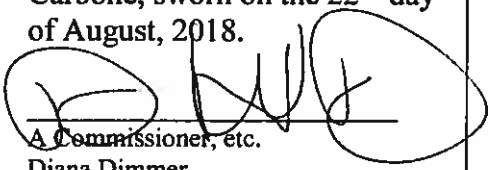
If you want to learn more about why and how the City collects your information, write to the City Clerk's Office, City Hall, 100 Queen Street West, Toronto ON M5H 2N2 or call 416-392-4666.

Closed Meeting Requirements: If the Committee wants to meet in closed session (privately), a Committee member must make a motion to do so and give the reason why the Committee has to meet privately (*City of Toronto Act, 2006*).

Dated at the City of Toronto May 9, 2016.

Ulli S. Watkiss
 City Clerk

This is Exhibit "N" referred to
in the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.



A Commissioner, etc.
Diana Dimmer



Tracking Status

- [City Council](#) adopted this item on November 8, 2016 with amendments.
- This item was considered by [Executive Committee](#) on October 26, 2016 and was adopted with amendments. It will be considered by City Council on November 8, 2016.
- See also By-laws [267-2017](#), [464-2017](#), [598-2018](#)

City Council consideration on November 8, 2016

EX18.2	ACTION	Amended		Ward:All
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Follow-up Report on the Toronto Ward Boundary Review

City Council Decision

City Council on November 8 and 9, 2016, adopted the following:

1. City Council adopt [Option 1 - Recommended Wards with Refinements \(47 Wards\)](#) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.
2. City Council direct that the composition of City Council be one Councillor per ward pursuant to the ward boundary structure approved and instruct the City Solicitor to submit a bill to implement any change to the composition of City Council after either the appeal period has expired without any appeals, or the appeal process for the ward boundary by-law has concluded.
3. City Council request the City Solicitor to represent the City's interests in any legal proceedings including appeals relating to City Council's decision.
4. City Council direct the City Solicitor to request that, in scheduling any appeals of City Council's ward boundary decision, the Ontario Municipal Board take into consideration Council's wish to implement the new boundaries for the 2018 election.

City Council Decision Advice and Other Information

The Ward Boundary Review consultants gave a presentation to City Council.

Public Notice Given

Background Information (Committee)

(October 12, 2016) Report from the City Manager on Follow-up Report on the Toronto Ward Boundary Review

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97280.pdf>

Public Notice - Toronto Ward Boundary Review

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97398.pdf>

Attachment 1 - Final Report - New Wards for Toronto - Toronto Ward Boundary Review

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97416.pdf>)

Attachment 2 - Final Report Appendices A to E

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97417.pdf>)

Attachment 3 - Supplementary Report: Toronto Ward Boundary Review

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97418.pdf>)

Attachment 4 - Revised Ward Boundary Implementation Timeline

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97419.pdf>)

Attachment 5 - Input on Options for Ward Boundary Changes

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97480.pdf>)

(October 26, 2016) Presentation from the Consultants on New Wards for Toronto - Toronto Ward Boundary Review

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97618.pdf>)

Maps - Toronto Ward Boundary Review - Part 1

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97791.pdf>)

Maps - Toronto Ward Boundary Review - Part 2

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97792.pdf>)

Background Information (City Council)

Ward Boundaries adopted by Toronto City Council on November 8 and 9, 2016

(<http://www.toronto.ca/legdocs/mmis/2016/cc/bgrd/backgroundfile-98221.pdf>)

(November 1, 2016) Supplementary report from the City Clerk and the City Solicitor on Petition for Ward Boundary Changes (EX18.2a)

(<http://www.toronto.ca/legdocs/mmis/2016/cc/bgrd/backgroundfile-97991.pdf>)

Appendix A - Petition received under Section 129 of the City of Toronto Act, 2006

(<http://www.toronto.ca/legdocs/mmis/2016/cc/bgrd/backgroundfile-97992.pdf>)

Appendix B - Ward Boundary Provisions - City of Toronto Act, 2006

(<http://www.toronto.ca/legdocs/mmis/2016/cc/bgrd/backgroundfile-97993.pdf>)

Consolidation of Map Options prepared by the City Clerk for City Council consideration on November 8 and 9, 2016 (EX18.2b)

(<http://www.toronto.ca/legdocs/mmis/2016/cc/bgrd/backgroundfile-98017.pdf>)

(November 4, 2016) Supplementary report from the City Manager and the City Clerk on the Toronto Ward Boundary Review (EX18.2c)

(<http://www.toronto.ca/legdocs/mmis/2016/cc/bgrd/backgroundfile-98115.pdf>)

(November 9, 2016) Presentation to City Council - New Wards for Toronto - Toronto Ward Boundary Review (EX18.2d)

(<http://www.toronto.ca/legdocs/mmis/2016/cc/bgrd/backgroundfile-98214.pdf>)

Communications (Committee)

(October 21, 2016) Memo from the City Clerk, City of Toronto (EX.Supp.EX18.2.1)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63757.pdf>)

(October 22, 2016) E-mail from Peggy Paterson (EX.Supp.EX18.2.2)

(October 23, 2016) E-mail from Sheila Dunlop, Secretary, South Armour Heights Residents' Association (EX.Supp.EX18.2.3)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63759.pdf>)

(October 24, 2016) E-mail from Rick Whitten-Stovall, President, Bay Cloverhill Community Association, Linda Brett, President, Bloor Street East Neighbourhood Association and Andrew Horberry President, Church Wellesley Neighbourhood Association (EX.Supp.EX18.2.4)

(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63760.pdf>)

- (October 23, 2016) E-mail from Linda Brockington McCarthy (EX.Supp.EX18.2.5)
(October 23, 2016) E-mail from Gerard C. Ronan (EX.Supp.EX18.2.6)
(October 24, 2016) Submission from Brian Graff (EX.Supp.EX18.2.7)
(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63820.pdf>)
(October 24, 2016) Submission from Brian Graff (EX.Supp.EX18.2.8)
(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63841.pdf>)
(October 24, 2016) E-mail from Clare Forshaw (EX.Supp.EX18.2.9)
(October 24, 2016) E-mail from Mary J. McMahon (EX.Supp.EX18.2.10)
(October 25, 2016) E-mail from Carol Burtin Fripp, Co-President, Leaside Property Owners' Association Incorporated (EX.Supp.EX18.2.11)
(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63838.pdf>)
(October 25, 2016) E-mail from Ilana Kotin (EX.Supp.EX18.2.12)
(October 25, 2016) Letter from Timothy Dobson, Chairman, Lakeshore Planning Council Corp. (EX.Supp.EX18.2.13)
(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63852.pdf>)
(October 25, 2016) Submission from Simon Chamberlain, Secretary, Mount Dennis Community Association (EX.New.EX18.2.14)
(<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63865.pdf>)
(October 25, 2016) E-mail from Michael Holloway (EX.New.EX18.2.15)

Communications (City Council)

- (October 27, 2016) E-mail from Josie Erent (CC.Main.EX18.2.16)
(November 1, 2016) E-mail from Kevin Wiener (CC.Supp.EX18.2.17)
(November 7, 2016) E-mail from Jonathan Waterhouse (CC.Supp.EX18.2.18)
(November 7, 2016) E-mail from Brian Graff (CC.New.EX18.2.19)
(<http://www.toronto.ca/legdocs/mmis/2016/cc/comm/communicationfile-64003.pdf>)
(November 7, 2016) E-mail from Elizabeth Pelzer (CC.New.EX18.2.20)

Motions (City Council)

1 - Motion to Amend Item moved by Councillor Chin Lee (Lost)

That City Council amend Executive Committee Recommendation 1 by:

- a. amending the boundary of the proposed Ward RW44 in Option 1 - Recommended Wards with Refinements (47 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager as follows:

The western boundary as Brimley Road from Steeles Avenue East in the north to Hwy 401 in the south, and the eastern boundary be Markham Road from Steeles Avenue East to McLevin Ave, then east along McLevin Ave, turning south at Neilson Road, all the way to Hwy 401, and the northern and southern boundaries remain as Steeles Ave E and Hwy 401 respectively; and

- b. amending the boundary of the proposed Ward RW42 in Option 1 - Recommended Wards with Refinements (47 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager as follows:

The northern boundary of Finch Avenue East starting at Brimley Road extended westward to Pharmacy Avenue. The western boundary of Warden Avenue from Finch Avenue to Huntingwood Drive be deleted and replaced by Pharmacy Avenue from Finch Avenue

south to Huntingwood Drive; and that the northern boundary of Huntingwood Drive from Warden Avenue to Pharmacy Avenue to be deleted.

Vote (Amend Item)

Nov-09-2016 3:39 PM

Result: Lost	Majority Required - EX18.2 - Lee - motion 1
Yes: 11	Paul Ainslie, Glenn De Baeremaeker, Michelle Holland, Jim Karygiannis, Norman Kelly, Chin Lee, Giorgio Mammoliti, Ron Moeser, Frances Nunziata (Chair), David Shiner, John Tory
No: 30	Maria Augimeri, Ana Bailão, Jon Burnside, John Campbell, Christin Carmichael Greb, Shelley Carroll, Josh Colle, Gary Crawford, Joe Cressy, Vincent Crisanti, Janet Davis, Frank Di Giorgio, Sarah Doucette, John Fillion, Paula Fletcher, Michael Ford, Mary Fragedakis, Stephen Holyday, Mike Layton, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Cesar Palacio, James Pasternak, Gord Perks, Anthony Perruzza, Jaye Robinson, Michael Thompson, Kristyn Wong-Tam
Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong

2 - Motion to Amend Item moved by Councillor Stephen Holyday (Lost)

That City Council delete Executive Committee Recommendation 1:

1. City Council adopt Option 1 - Recommended Wards with Refinements (47 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.

and replace it with the following:

1. City Council adopt Option 7 - Wards Consistent with Federal Riding Boundaries (26 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.

2. City Council direct the City Manager to report back to City Council in 2017 on:

a. establishing a body of 38 Councillors and a Mayor; consisting of 26 local Councillors, 1 per ward, and three Councillors-at-large per city district, for a total of 12 Councillors-at-large for the 2018 election;

b. impacts to governance and structure changes to the authority, duties and function of community councils composed of local Councillors with an approach to expand scope; and the establishment of new committees and a board of control composed of the Councillors-at-large and the Mayor with a focus on city-wide issues; and

c. impacts on compensation for elected officials under this new structure including the feasibility of establishing a citizen advisory panel which would advise on compensation under the new structure in time for Council's consideration prior to the 2018 election.

3. City Council direct the City Manager to begin discussions with appropriate officials of Federal and Provincial Governments with the objective of refining the common jurisdictional boundaries in central and South Etobicoke in future ward boundary reviews to address issues of voter parity between these areas, as described in the Consultant's report.

Vote (Amend Item)

Nov-09-2016 3:34 PM

Result: Lost	Majority Required - EX18.2 - Holyday - motion 2
Yes: 9	Gary Crawford, Vincent Crisanti, Michael Ford, Michelle Holland, Stephen Holyday, Giorgio Mammoliti, Frances Nunziata (Chair), Cesar Palacio, Jaye Robinson
No: 32	Paul Ainslie, Maria Augimeri, Ana Bailão, Jon Burnside, John Campbell, Christin Carmichael Greb, Shelley Carroll, Josh Colle, Joe Cressy, Janet Davis, Glenn De Baeremaeker, Frank Di Giorgio, Sarah Doucette, John Fillion, Paula Fletcher, Mary Fragedakis, Jim Karygiannis, Norman Kelly, Mike Layton, Chin Lee, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Ron Moeser, James Pasternak, Gord Perks, Anthony Perruzza, David Shiner, Michael Thompson, John Tory, Kristyn Wong-Tam
Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong

3 - Motion to Amend Item moved by Councillor Jim Karygiannis (Lost)That City Council delete Executive Committee Recommendation 1:

1. City Council adopt Option 1 - Recommended Wards with Refinements (47 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.

and replace it with the following:

1. City Council adopt Option 7 - Wards Consistent with Federal Riding Boundaries (26 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager;

Vote (Amend Item)

Nov-09-2016 3:35 PM

Result: Lost	Majority Required - EX18.2 - Karygiannis - motion 3
Yes: 9	Maria Augimeri, Gary Crawford, Michael Ford, Stephen Holyday, Jim Karygiannis, Giorgio Mammoliti, Frances Nunziata (Chair), Cesar Palacio, Jaye Robinson
No: 32	Paul Ainslie, Ana Bailão, Jon Burnside, John Campbell, Christin Carmichael Greb, Shelley Carroll, Josh Colle, Joe Cressy, Vincent Crisanti, Janet Davis, Glenn De Baeremaeker, Frank Di Giorgio, Sarah Doucette, John Fillion, Paula Fletcher, Mary Fragedakis, Michelle Holland, Norman Kelly, Mike Layton, Chin Lee, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Ron Moeser, James Pasternak, Gord Perks, Anthony Perruzza, David Shiner, Michael Thompson, John Tory, Kristyn Wong-Tam
Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong

4 - Motion to Amend Item moved by Councillor Gary Crawford (Redundant)That City Council delete Executive Committee Recommendation 1:

1. City Council adopt Option 1 - Recommended Wards with Refinements (47 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.

and replace it with the following:

1. City Council adopt Option 7 - Wards Consistent with Federal Riding Boundaries (26 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager;

2. City Council direct the City Manager, in consultation with the City Clerk, to report to the Executive Committee on the impacts of Option 7 on Councillor office staffing levels and compensation which would be reflected in this governance model; and

3. City Council direct the City Manager to report to the Executive Committee on the City governance implications of Option 7.

Ruling by Speaker Frances Nunziata

Speaker Nunziata, having regard that motion 3 by Councillor Karygiannis was voted on and lost, ruled motion 4 by Councillor Crawford redundant.

5 - Motion to Amend Item (Additional) moved by Councillor John Filion (Carried)

That City Council direct the City Solicitor to request that in scheduling any appeals of its ward boundary decision, the OMB take into consideration Council's wish to implement the new boundaries for the 2018 election.

Vote (Amend Item (Additional))

Nov-09-2016 3:40 PM

Result: Carried	Majority Required - EX18.2 - Filion - motion 5
Yes: 27	Paul Ainslie, Maria Augimeri, John Campbell, Shelley Carroll, Joe Cressy, Janet Davis, Glenn De Baeremaeker, Frank Di Giorgio, Sarah Doucette, John Filion, Michael Ford, Stephen Holyday, Jim Karygiannis, Norman Kelly, Mike Layton, Chin Lee, Giorgio Mammoliti, Josh Matlow, Pam McConnell, Joe Mihevc, Ron Moeser, Frances Nunziata (Chair), Cesar Palacio, Gord Perks, Anthony Perruzza, John Tory, Kristyn Wong-Tam
No: 14	Ana Bailão, Jon Burnside, Christin Carmichael Greb, Josh Colle, Gary Crawford, Vincent Crisanti, Paula Fletcher, Mary Fragedakis, Michelle Holland, Mary-Margaret McMahon, James Pasternak, Jaye Robinson, David Shiner, Michael Thompson
Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong

6a - Motion to Amend Item moved by Councillor Glenn De Baeremaeker (Lost)

That City Council delete Executive Committee Recommendation 1:

1. City Council adopt Option 1 - Recommended Wards with Refinements (47 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.

and replace it with the following:

1. City Council adopt Option 4 - 44 Wards (Revised) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.

Vote (Amend Item)

Nov-09-2016 3:38 PM

Result: Lost	Majority Required - EX18.2 - De Baeremaeker - motion 6a, without amendment
Yes: 13	John Campbell, Vincent Crisanti, Glenn De Baeremaeker, Michael Ford, Mary Fragedakis, Stephen Holyday, Chin Lee, Giorgio Mammoliti, Ron Moeser, Frances Nunziata (Chair), Cesar Palacio, Jaye Robinson, John Tory
No: 28	Paul Ainslie, Maria Augimeri, Ana Bailão, Jon Burnside, Christin Carmichael Greb, Shelley Carroll, Josh Colle, Gary Crawford, Joe Cressy, Janet Davis, Frank Di Giorgio, Sarah Doucette, John Fillion, Paula Fletcher, Michelle Holland, Jim Karygiannis, Norman Kelly, Mike Layton, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, James Pasternak, Gord Perks, Anthony Perruzza, David Shiner, Michael Thompson, Kristyn Wong-Tam
Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong

6b - Motion to Amend Item (Additional) moved by Councillor Glenn De Baeremaeker (Lost)
That City Council request the City Clerk to include one additional full-time equivalent Constituent Assistant for each Ward, as part of the City Council 2018 operating budget request to be considered in the 2018 budget process.

Vote (Amend Item (Additional))

Nov-09-2016 3:41 PM

Result: Lost	Majority Required - EX18.2 - De Baeremaeker - motion 6b
Yes: 15	Paul Ainslie, Maria Augimeri, Christin Carmichael Greb, Joe Cressy, Glenn De Baeremaeker, Frank Di Giorgio, Paula Fletcher, Michelle Holland, Mike Layton, Giorgio Mammoliti, Pam McConnell, Cesar Palacio, James Pasternak, Anthony Perruzza, Kristyn Wong-Tam
No: 26	Ana Bailão, Jon Burnside, John Campbell, Shelley Carroll, Josh Colle, Gary Crawford, Vincent Crisanti, Janet Davis, Sarah Doucette, John Fillion, Michael Ford, Mary Fragedakis, Stephen Holyday, Jim Karygiannis, Norman Kelly, Chin Lee, Josh Matlow, Mary-Margaret McMahon, Joe Mihevc, Ron Moeser, Frances Nunziata (Chair), Gord Perks, Jaye Robinson, David Shiner, Michael Thompson, John Tory
Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong

7 - Motion to Amend Motion moved by Councillor Norman Kelly (Lost)
That motion 6a by Councillor De Baeremaeker be amended by amending the boundaries of the proposed Ward W241 and W239 as follows:

- a. The western boundary of proposed Ward W241 as Brimley Road from Steeles Avenue East in the north to Hwy 401 in the south, and the eastern boundary be Markham Road

from Steeles Avenue East to McLevin Ave, then east along McLevin Ave, turning south at Neilson Road, all the way to Hwy 401, and the northern and southern boundaries remain as Steeles Ave E and Hwy 401 respectively; and

b. northern boundary of proposed W239 of Finch Avenue East starting at Brimley Road extended westward to Pharmacy Avenue. The western boundary of Warden Avenue from Finch Avenue to Huntingwood Drive be deleted and replaced by Pharmacy Avenue from Finch Avenue south to Huntingwood Drive; and that the northern boundary of Huntingwood Drive from Warden Avenue to Pharmacy Avenue to be deleted.

Vote (Amend Motion)

Nov-09-2016 3:36 PM

Result: Lost	Majority Required - EX18.2 - Kelly - motion 7
Yes: 14	Paul Ainslie, Vincent Crisanti, Glenn De Baeremaeker, Michelle Holland, Jim Karygiannis, Norman Kelly, Chin Lee, Giorgio Mammoliti, Ron Moeser, Frances Nunziata (Chair), Cesar Palacio, James Pasternak, Jaye Robinson, John Tory
No: 27	Maria Augimeri, Ana Bailão, Jon Burnside, John Campbell, Christin Carmichael Greb, Shelley Carroll, Josh Colle, Gary Crawford, Joe Cressy, Janet Davis, Frank Di Giorgio, Sarah Doucette, John Fillion, Paula Fletcher, Michael Ford, Mary Fragedakis, Stephen Holyday, Mike Layton, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Gord Perks, Anthony Perruzza, David Shiner, Michael Thompson, Kristyn Wong-Tam
Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong

8 - Motion to Amend Motion moved by Councillor Paul Ainslie (Lost)

That motion 6a by Councillor DeBaeremaker be amended by amending the boundary of the proposed Ward W243 as follows:

a. Extending the eastern boundary from Morningside Avenue and Ellesmere Road, north along Morningside Avenue to Highway 401 and west to meet the currently proposed Ward W243 boundary.

Vote (Amend Motion)

Nov-09-2016 3:37 PM

Result: Lost	Majority Required - EX18.2 - Ainslie - motion 8
Yes: 12	Paul Ainslie, Vincent Crisanti, Glenn De Baeremaeker, Michelle Holland, Jim Karygiannis, Norman Kelly, Chin Lee, Giorgio Mammoliti, Ron Moeser, Frances Nunziata (Chair), Cesar Palacio, John Tory
No: 29	Maria Augimeri, Ana Bailão, Jon Burnside, John Campbell, Christin Carmichael Greb, Shelley Carroll, Josh Colle, Gary Crawford, Joe Cressy, Janet Davis, Frank Di Giorgio, Sarah Doucette, John Fillion, Paula Fletcher, Michael Ford, Mary Fragedakis, Stephen Holyday, Mike Layton, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, James Pasternak, Gord Perks, Anthony Perruzza, Jaye Robinson, David Shiner, Michael Thompson, Kristyn Wong-Tam

Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong
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Motion to Adopt Item as Amended (Carried)

Vote (Adopt Item as Amended)

Nov-09-2016 3:42 PM

Result: Carried	Majority Required - EX18.2 - Adopt the item as amended
Yes: 28	Paul Ainslie, Maria Augimeri, Ana Bailão, Jon Burnside, Christin Carmichael Greb, Shelley Carroll, Josh Colle, Joe Cressy, Janet Davis, Frank Di Giorgio, Sarah Doucette, John Fillion, Paula Fletcher, Mary Fragedakis, Michelle Holland, Jim Karygiannis, Norman Kelly, Mike Layton, Josh Matlow, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, James Pasternak, Gord Perks, Anthony Perruzza, David Shiner, Michael Thompson, Kristyn Wong-Tam
No: 13	John Campbell, Gary Crawford, Vincent Crisanti, Glenn De Baeremaeker, Michael Ford, Stephen Holyday, Chin Lee, Giorgio Mammoliti, Ron Moeser, Frances Nunziata (Chair), Cesar Palacio, Jaye Robinson, John Tory
Absent: 3	Justin J. Di Ciano, Mark Grimes, Denzil Minnan-Wong

Motion to End Debate moved by Councillor Ron Moeser (Lost)

That in accordance with the provisions of Chapter 27, Council Procedures, City Council end the debate on Item EX18.2 and take the vote immediately.

Vote (End Debate)

Nov-09-2016 2:21 PM

Result: Lost	Two-Thirds Required - EX18.2 - Moeser - End debate
Yes: 19	Maria Augimeri, Ana Bailão, Jon Burnside, Christin Carmichael Greb, Shelley Carroll, Joe Cressy, Justin J. Di Ciano, Sarah Doucette, Mark Grimes, Mike Layton, Chin Lee, Pam McConnell, Mary-Margaret McMahon, Joe Mihevc, Ron Moeser, James Pasternak, Gord Perks, David Shiner, Michael Thompson
No: 21	Paul Ainslie, John Campbell, Josh Colle, Gary Crawford, Janet Davis, Glenn De Baeremaeker, Frank Di Giorgio, John Fillion, Michael Ford, Mary Fragedakis, Stephen Holyday, Jim Karygiannis, Norman Kelly, Giorgio Mammoliti, Josh Matlow, Frances Nunziata (Chair), Cesar Palacio, Anthony Perruzza, Jaye Robinson, John Tory, Kristyn Wong-Tam
Absent: 4	Vincent Crisanti, Paula Fletcher, Michelle Holland, Denzil Minnan-Wong

Point of Privilege by Councillor Michael Ford

Councillor Ford, rising on a Point of Privilege, stated that he wished to clarify an earlier statement he made when speaking to this Item, that a Councillor chooses who they represent. His statement was incorrect.

Ruling by Speaker Frances Nunziata

Speaker Nunziata accepted the Point of Privilege and thanked Councillor Ford for his

comments.

Point of Order by Councillor Mary Fragedakis

Councillor Fragedakis, rising on a Point of Order, stated that Council has three motions on Option 7 and she wished to know how they would be voted on.

Ruling by Speaker Frances Nunziata

Speaker Nunziata accepted the Point of Order and ruled that she would advise Council when voting gets underway.

Rulings (City Council)

Ruling by Speaker Frances Nunziata

Speaker Nunziata advised Council that the City's consultants wished to make a presentation on this Item. The Speaker ruled that Council would need to decide if it wished to have a presentation and put the proposal to a vote which carried.

Executive Committee consideration on October 26, 2016

EX18.2	ACTION	Amended		Ward:All
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Follow-up Report on the Toronto Ward Boundary Review

Public Notice Given

Committee Recommendations

The Executive Committee recommends that:

1. City Council adopt Option 1 - Recommended Wards with Refinements (47 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.
2. City Council direct that the composition of City Council be one (1) Councillor per ward pursuant to the ward boundary structure approved and instruct the City Solicitor to submit a bill to implement any change to the composition of City Council after either the appeal period has expired without any appeals, or the appeal process for the ward boundary by-law has concluded.
3. City Council request the City Solicitor to represent the City's interests in any legal proceedings including appeals relating to City Council's decision.

Decision Advice and Other Information

The Executive Committee:

1. Directed the City Manager, in consultation with the City Clerk, to report directly to City Council on the financial impacts to all Councillor Office budgets of Option 4 - 44 Wards (Revised) (44 Wards) as described in Attachment 5 to the report (October 18, 2016) from the City Manager.

Origin

(October 18, 2016) Report from the City Manager

Summary

Toronto's ward boundaries have not been reviewed since 2000 and there are currently significant population discrepancies in some Toronto wards. In June 2013, City Council directed that a third-party review Toronto's ward boundaries, per an approved Terms of Reference and work plan. The City of Toronto Act, 2006 provides authority to City Council to make changes to its ward boundaries by by-law.

The Canadian Urban Institute, together with Beate Bowron Etcetera, The Davidson Group and Thomas Ostler (the "Consultant"), were retained to conduct a third-party review of Toronto's ward boundaries.

This report transmits the Consultant's reports: Toronto Ward Boundary Review Final Report and Supplementary Report, in response to the May 24, 2016 Executive Committee's direction asking the City Manager to request the Consultants for additional information on four (4) potential additional ward boundary options:

- i. 46/47 wards – a review of Recommended Option 1 (47 wards) to determine if effective representation could be achieved focusing on changes to the city's current largest wards only;
- ii. 44 wards – a review of Option 2 (44 wards) to determine if effective representation could be achieved by incorporating suggested refinements from the Toronto Ward Boundary Review process' Round 2 consultations in 2015;
- iii. 25 wards – a review to determine if effective representation could be achieved if the city's ward boundaries were made to be consistent with federal and provincial riding boundaries (25 wards); and
- iv. 47 wards – a review of the Recommended Option 1 (47 Ward) incorporating any additional input received from the public and Members of Council during the consultation process supporting the development of the Consultant's Supplementary Report.

The Consultants determined that one ward boundary model based on the Executive Committee's direction (the Minimal Change – large wards adjustment, 46/47 ward model) was not viable as it would not meet the established standards of "effective representation" required of the City's ward boundary structure. The Consultant provides analysis on the remaining three (3) ward boundary structure models identified above.

The Consultant continues to recommend a ward structure of 47 wards with an average ward population of approximately 61,000 to ensure effective representation given population growth in Toronto over the last 15 years. The Consultant's final and supplementary reports recommend a ward boundary structure that applies judicially recognized principles, considers leading electoral and public policy research and advice, and draws upon the input received through both a two-step broad engagement and consultation strategy and an additional follow-up engagement strategy with Members of City Council and the public. The full list of seven (7) options provided by the Consultant, each of which achieves effective representation (with a variance of either 10 percent or 15 percent), is attached as Appendix 5 to this report.

The City of Toronto Act, 2006 provides a period for appeals of ward boundary decisions to the Ontario Municipal Board (OMB). Appeals to Divisional Court are also possible. Any ward boundary changes will take effect for the next regular election if the by-law to adopt them has been enacted and any appeals to the by-law have been concluded prior to December 31, 2017. Otherwise, a by-law changing ward boundaries would not apply until the 2022 election.

Background Information

(October 12, 2016) Report from the City Manager on Follow-up Report on the Toronto Ward Boundary Review

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97280.pdf>

Public Notice - Toronto Ward Boundary Review

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97398.pdf>

Attachment 1 - Final Report - New Wards for Toronto - Toronto Ward Boundary Review

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97416.pdf>

Attachment 2 - Final Report Appendices A to E

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97417.pdf>

Attachment 3 - Supplementary Report: Toronto Ward Boundary Review

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97418.pdf>

Attachment 4 - Revised Ward Boundary Implementation Timeline

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97419.pdf>

Attachment 5 - Input on Options for Ward Boundary Changes

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97480.pdf>

(October 26, 2016) Presentation from the Consultants on New Wards for Toronto - Toronto Ward Boundary Review

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97618.pdf>

Maps - Toronto Ward Boundary Review - Part 1

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97791.pdf>

Maps - Toronto Ward Boundary Review - Part 2

<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-97792.pdf>

Communications

(October 21, 2016) Memo from the City Clerk, City of Toronto (EX.Supp.EX18.2.1)

<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63757.pdf>

(October 22, 2016) E-mail from Peggy Paterson (EX.Supp.EX18.2.2)

(October 23, 2016) E-mail from Sheila Dunlop, Secretary, South Armour Heights Residents' Association (EX.Supp.EX18.2.3)

<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63759.pdf>

(October 24, 2016) E-mail from Rick Whitten-Stovall, President, Bay Cloverhill Community Association, Linda Brett, President, Bloor Street East Neighbourhood Association and Andrew Horberry President, Church Wellesley Neighbourhood Association (EX.Supp.EX18.2.4)

<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63760.pdf>

(October 23, 2016) E-mail from Linda Brockington McCarthy (EX.Supp.EX18.2.5)

(October 23, 2016) E-mail from Gerard C. Ronan (EX.Supp.EX18.2.6)

(October 24, 2016) Submission from Brian Graff (EX.Supp.EX18.2.7)

<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63820.pdf>

(October 24, 2016) Submission from Brian Graff (EX.Supp.EX18.2.8)

<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63841.pdf>

(October 24, 2016) E-mail from Clare Forshaw (EX.Supp.EX18.2.9)

(October 24, 2016) E-mail from Mary J. McMahon (EX.Supp.EX18.2.10)
 (October 25, 2016) E-mail from Carol Burtin Fripp, Co-President, Leaside Property Owners' Association Incorporated (EX.Supp.EX18.2.11)
<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63838.pdf>
 (October 25, 2016) E-mail from Ilana Kotin (EX.Supp.EX18.2.12)
 (October 25, 2016) Letter from Timothy Dobson, Chairman, Lakeshore Planning Council Corp. (EX.Supp.EX18.2.13)
<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63852.pdf>
 (October 25, 2016) Submission from Simon Chamberlain, Secretary, Mount Dennis Community Association (EX.New.EX18.2.14)
<http://www.toronto.ca/legdocs/mmis/2016/ex/comm/communicationfile-63865.pdf>
 (October 25, 2016) E-mail from Michael Holloway (EX.New.EX18.2.15)

Speakers

David Harrison, Chair, Annex Residents' Association
 David Worts, Huron Sussex Residents Association
 Sue Dexter, Harbord Village Residents' Association
 Miroslav Glavic
 Kathryn Holden
 Linda Brett, Bloor Street East Neighbourhood Association (BENA)
 John Burt, Bloor Street East Neighbourhood Association
 Dr. William Rankin, Bloor Street East Neighbourhood Association
 Derek Moran
 Nicole Dionisio, Toronto Youth Cabinet
 Simon Chamberlain, Mount Dennis Community Association
 Brian Graff
 Councillor Shelley Carroll
 Councillor Joe Cressy
 Councillor Janet Davis
 Councillor Paula Fletcher
 Councillor Mary Fragedakis
 Councillor Stephen Holyday
 Councillor John Filion
 Councillor Frances Nunziata
 Councillor Vincent Crisanti

Motions

1 - Motion to Amend Item moved by Councillor Michael Thompson (Lost)
 That City Council adopt Option 4 - 44 Wards (Revised) (44 Wards) as described in Attachment 5.

Vote (Amend Item)

Oct-26-2016

Result: Lost	Majority Required
Yes: 6	Michelle Holland, Denzil Minnan-Wong, Cesar Palacio, Jaye Robinson, Michael Thompson, John Tory (Chair)
No: 7	Paul Ainslie, Ana Bailão, Gary Crawford, Frank Di Giorgio, Mary-Margaret

	McMahon, James Pasternak, David Shiner
Absent: 0	

2 - Motion to Amend Item moved by Councillor Gary Crawford (Lost)

That:

1. City Council adopt Option 7 - Wards Consistent with Federal Riding Boundaries (26 Wards) as described in Attachment 5.
2. City Council direct the City Manager, in consultation with the City Clerk, to report to the Executive Committee on the impacts of Option 7 on Councillor office staffing levels and compensation which would be reflected in this governance model.
3. City Council direct the City Manager to report to the Executive Committee on the City governance implications of Option 7.

Vote (Amend Item)

Oct-26-2016

Result: Lost	Majority Required
Yes: 3	Gary Crawford, Cesar Palacio, Jaye Robinson
No: 10	Paul Ainslie, Ana Bailão, Frank Di Giorgio, Michelle Holland, Mary-Margaret McMahon, Denzil Minnan-Wong, James Pasternak, David Shiner, Michael Thompson, John Tory (Chair)
Absent: 0	

3 - Motion to Amend Item (Additional) moved by Councillor Cesar Palacio (Carried)

That the Executive Committee direct the City Manager, in consultation with the City Clerk, to report directly to City Council on the financial impacts to all Councillor Office budgets of Option 4 - 44 Wards (Revised) (44 Wards) as described in Attachment 5.

Vote (Amend Item (Additional))

Oct-26-2016

Result: Carried	Majority Required
Yes: 7	Frank Di Giorgio, Michelle Holland, Denzil Minnan-Wong, Cesar Palacio, Jaye Robinson, Michael Thompson, John Tory (Chair)
No: 6	Paul Ainslie, Ana Bailão, Gary Crawford, Mary-Margaret McMahon, James Pasternak, David Shiner
Absent: 0	

4 - Motion to Amend Item moved by Councillor James Pasternak (Carried)

That City Council adopt Option 1 - Recommended Wards with Refinements (47 Wards) as described in Attachment 5.

Vote (Amend Item)

Oct-26-2016

Result: Carried	Majority Required
Yes: 7	Paul Ainslie, Ana Bailão, Frank Di Giorgio, Michelle Holland, Mary-Margaret McMahon, James Pasternak, David Shiner
No: 6	Gary Crawford, Denzil Minnan-Wong, Cesar Palacio, Jaye Robinson, Michael Thompson, John Tory (Chair)
Absent: 0	

5 - Motion to Amend Motion moved by Councillor Paul Ainslie (Carried)

The motion 1 by Councillor Thompson be amended so that the eastern boundary of Ward 243 in Option 4 - 44 Wards (Revised) (44 Wards) as described in Attachment 5 be extended northward along Morningside Avenue from Ellesmere Road to Highway 401.

Vote (Amend Motion)

Oct-26-2016

Result: Carried	Majority Required
Yes: 11	Paul Ainslie, Ana Bailão, Gary Crawford, Michelle Holland, Mary-Margaret McMahon, Denzil Minnan-Wong, Cesar Palacio, James Pasternak, David Shiner, Michael Thompson, John Tory (Chair)
No: 2	Frank Di Giorgio, Jaye Robinson
Absent: 0	

6 - Motion to Adopt Item as Amended moved by Mayor John Tory (Carried)

Source: Toronto City Clerk at www.toronto.ca/council



EX18.2

REPORT FOR ACTION

Follow-up Report on the Toronto Ward Boundary Review

Date: October 18, 2016
To: Executive Committee
From: City Manager
Wards: All

Public Notice Given

SUMMARY

Toronto's ward boundaries have not been reviewed since 2000 and there are currently significant population discrepancies in some Toronto wards. In June 2013, City Council directed that a third-party review Toronto's ward boundaries, per an approved Terms of Reference and work plan. The *City of Toronto Act, 2006* provides authority to City Council to make changes to its ward boundaries by by-law.

The Canadian Urban Institute, together with Beate Bowron Etcetera, The Davidson Group and Thomas Ostler (the "Consultant"), were retained to conduct a third-party review of Toronto's ward boundaries.

This report transmits the Consultant's reports: *Toronto Ward Boundary Review Final Report* and *Supplementary Report*, in response to the May 24, 2016 Executive Committee's direction asking the City Manager to request the Consultants for additional information on four (4) potential additional ward boundary options:

- i) **46/47 wards** – a review of Recommended Option 1 (47 wards) to determine if effective representation could be achieved focusing on changes to the city's current largest wards only;
- ii) **44 wards** – a review of Option 2 (44 wards) to determine if effective representation could be achieved by incorporating suggested refinements from the Toronto Ward Boundary Review process' Round 2 consultations in 2015;
- iii) **25 wards** – a review to determine if effective representation could be achieved if the city's ward boundaries were made to be consistent with federal and provincial riding boundaries (25 wards); and
- iv) **47 wards** – a review of the Recommended Option 1 (47 Ward) incorporating any additional input received from the public and Members of Council during the consultation process supporting the development of the Consultant's *Supplementary Report*.

The Consultants determined that one ward boundary model based on the Executive Committee's direction (the Minimal Change – large wards adjustment, 46/47 ward model) was not viable as it would not meet the established standards of "effective representation" required of the City's ward boundary structure. The Consultant provides analysis on the remaining three (3) ward boundary structure models identified above.

The Consultant continues to recommend a ward structure of 47 wards with an average ward population of approximately 61,000 to ensure effective representation given population growth in Toronto over the last 15 years. The Consultant's final and supplementary reports recommend a ward boundary structure that applies judicially recognized principles, considers leading electoral and public policy research and advice, and draws upon the input received through both a two-step broad engagement and consultation strategy and an additional follow-up engagement strategy with Members of City Council and the public. The full list of seven (7) options provided by the Consultant, each of which achieves effective representation (with a variance of either 10% or 15%), is attached as Appendix 5 to this Report.

The *City of Toronto Act, 2006* provides a period for appeals of ward boundary decisions to the Ontario Municipal Board (OMB). Appeals to Divisional Court are also possible. Any ward boundary changes will take effect for the next regular election if the by-law to adopt them has been enacted and any appeals to the by-law have been concluded prior to December 31, 2017. Otherwise, a by-law changing ward boundaries would not apply until the 2022 election.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council consider the enclosed, *Final Report: Toronto Ward Boundary Review* and *Supplementary Report: Toronto Ward Boundary Review* (Attachments 1 and 3), approve a ward boundary structure and direct the City Solicitor to submit the bill designating the wards to City Council.
2. City Council direct that the composition of City Council be one (1) Councillor per ward pursuant to the ward boundary structure approved and instruct the City Solicitor to submit a bill to implement any change to the composition of City Council after either the appeal period has expired without any appeals, or the appeal process for the ward boundary by-law has concluded.
3. City Council request the City Solicitor to represent the City's interests in any legal proceedings including appeals relating to City Council's decision.

FINANCIAL IMPACT

The *Toronto Ward Boundary Review Final and Supplementary* reports from the third-party Consultant recommends the establishment of three (3) new wards. The annual operating cost for each Member office is approximately \$290,000, or a total annual estimated operating cost of \$870,000 to establish three (3) new wards. An additional \$70,000 per Member, for a total of \$210,000 may also be required for one-time start-up costs to set up City Hall and Constituency Offices.

Costs associated with City Council's final ward boundary changes will be submitted through the annual Operating and Capital Budget process as required.

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

EQUITY STATEMENT

The principles articulated by the courts in relation to ward boundary reviews support the City's equity framework, and equity goals and objectives. The Consultant incorporated equity considerations in their work plan, throughout the review process and in the engagement and consultation strategy. As part of the review's engagement process the Consultant ensured that American Sign Language (ASL) translation services were available, provided additional translation services on request and provided for TTY translation as necessary. The Consultant also worked with the City to identify *Accessibility for Ontarians with Disabilities Act, 2005* (AODA) compliant sites to hold public engagement sessions and ensured the Review's web communications were compliant with AODA standards.

The Toronto Ward Boundary Review applied the principle of effective representation throughout the ward boundary assessment, development, consultations, and option identification. Effective representation aims to achieve representational and voter equity in the determination of electoral ward boundaries through the balance of voter parity, geographic communities of interest, natural/physical boundaries, electoral ward history, population growth, the capacity to represent and the geographic shape and size of electoral ward boundaries. The principle of effective representation is consistent with the City's equity framework, equity goals and objectives, and ensures public input is independently considered in the determination of ward boundary options provided to City Council for consideration, and is the legal test that will be applied to any ward boundary approved by City Council.

DECISION HISTORY

Consideration of Consultant's TWBR Final Report

On May 24, 2016, Executive Committee considered EX15.2 *Final Report - Toronto Ward Boundary Review* and referred the report to the City Manager with the motion that

the City Manager request the Consultant to review three (3) additional ward boundary models, consult the public, stakeholders and Members of Council, and provide a follow-up report to be submitted to the October 26, 2016 of the Executive Committee for consideration with the *Toronto Ward Boundary Review – Final Report*.

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

Approval of TWBR Work Plan

On June 10, 2014, City Council approved the EX42.4 *Draw the Line: Toronto Ward Boundary Review Project Work Plan, Civic Engagement and Public Consultation Strategy* submitted by the Canadian Urban Institute.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX42.4>

Award of Contract to Consultants to Undertake TWBR

On March 5, 2014, following a Request for Proposal process, Bid Committee awarded the contract for the provision of services to conduct an independent, objective analysis and review of the City of Toronto's ward boundaries to the Canadian Urban Institute.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.BD167.7>

Direction to Retain a Consultant to Undertake TWBR

On June 11, 2013, City Council authorized the City Manager to retain a third party consultant to undertake a Ward Boundary Review consistent with the Terms of Reference.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX32.2>

Direction to Report on a Process to Review Toronto's Ward Boundaries

On March 19, 2012, the Executive Committee recommended the City Manager report on a process to establish a ward boundary review to better reflect effective representation.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX18.12>

Direction to Report on a Mechanism to Recognize Uneven Population Growth in Wards & Authorization to provide an additional Constituency Assistant staff for large wards

On April 15, 2010, City Council requested the City Manager and the City Clerk to report on a mechanism to recognize the uneven population growth in some wards, with recommendations for the appropriate allocation of resources. Council also authorized the City Manager to provide one additional staff member at the constituency assistant level for any ward that exceeds the median by more than 50 percent.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX42.1>,
<http://www.toronto.ca/legdocs/mmis/2010/cc/bgrb/backgroundfile-29379.pdf>

ISSUE BACKGROUND

Toronto is the largest city in Canada, and contains a wide diversity of communities and interests. A strong and fair foundation for local government is fundamental for the effective governance of Toronto, and begins with the ward structure. Ward boundaries are dynamic and should not be considered permanent fixtures as local government structures must keep pace with population changes and municipal growth. Toronto ward boundaries do not currently and are not required to align with federal and provincial riding boundaries.

The *City of Toronto Act* provides City Council with authority to make changes to its ward boundaries. City Council last reviewed Toronto's ward boundaries in 2000 and since that time Toronto has experienced significant population growth.

The Supreme Court of Canada has set out guidelines for drawing of electoral boundaries and has established that governments must respect the principle of "effective representation". The first condition that courts consider for effective representation is voter parity, an equal number of voters in every electoral area, but effective representation rather than voter parity is the goal. The Supreme Court has recognized that other factors such as geography, communities of interest, community history, minority representation, and projected population growth justify departure from voter parity to ensure effective representation. The OMB has applied the Supreme Court factors to justify departures from voter parity in decisions related to municipal ward boundary appeals.

COMMENTS

1. Initiating a Ward Boundary Review for Toronto

City Council initiated a ward boundary review in 2013 to address population growth in Toronto as a number of wards were exceeding or close to exceeding acceptable benchmarks for electoral boundaries. To ensure the review was objective and arms-length, the City Manager retained a third-party Consultant to undertake the review process following Terms of Reference approved by City Council.

The Terms of Reference established that the consultants would undertake the ward boundary review pursuant to the following parameters:

- Develop a ward boundary review process, work plan and engagement and consultation strategy that does not assume a pre-determined number of wards or specific boundaries of wards for Toronto;
- Apply the principle of "effective representation" as outlined by the Supreme Court of Canada and applied by the courts and the OMB in developing ward boundary options;
- Consider and reflect the principles of geography, community history, minority representation, communities of interest, physical and natural boundaries in developing ward boundary options;
- Adhere to requirements set out in relevant OMB and court decisions about undertaking municipal ward boundary reviews;
- Consider and accommodate Toronto's projected growth and population shifts for a reasonable period of time;
- Build on lessons learned through other ward boundary reviews and leading electoral and public policy research and advice;
- Consider key City policies in the development of ward boundary options including the Official Plan and community revitalization plans;
- Include at least two rounds of broad and comprehensive public consultation: the first to provide information to support informed engagement and solicit feedback on

existing ward boundaries; and the second to provide information and solicit feedback on ward boundary options;

- Consider the appropriate number of wards as well as ward boundaries; and
- Work within any additional parameters established by City Council.

2. Overview of the Toronto Ward Boundary Review Process

City Council approved the Consultant's work plan and outreach and engagement strategy to undertake a ward boundary review from June 2014 to March 2016.

The Consultant undertook a six-step review process to develop ward boundary options including a recommended option. The Ward Boundary Review process included:

A. Research (June 2014 to November 2014)

Formed the background information for the first round of public consultation including the legal context, jurisdictional reviews, analysis of Toronto's current wards and ward population projections out to 2030.

B. Civic Engagement (Round One: June 2014 to February 2015 and Round Two: May 2015 to November 2015)

Web-based activities (including social media platforms), communication and outreach to educate the public about the purpose of the ward boundary review, keep the public informed about the process and provide a range of opportunities for the public to get involved.

C. Public and Stakeholder Consultation (Round One: June 2014 to February 2015 and Round Two: June 2015 November 2015)

Included two rounds of public and stakeholder consultation.

D. Generation of Ward Boundary Options (March 2015 to April 2015)

Following Round One of the public and stakeholder consultation, and building on the research, a series of ward boundary options were developed for public and stakeholder input in Round Two.

E. Final Report (February 2016 to March 2016)

Following Round Two of public and stakeholder consultation, the final report was developed with a recommended ward boundary structure for City Council's consideration.

F. Request for Additional Information (May – October 2016)

Following the Executive Committee's consideration of EX15.2 *Final Report – Toronto Ward Boundary Review*, the Executive Committee asked the City Manager to request the Consultants to undertake research, analysis and consultations with the public and

Members of Council on four (4) identified ward boundary options and report back to the Executive Committee's meeting on October 26, 2016. The TWBR Consultants conducted four (4) public meetings across Toronto (one in each Community Council District), a six (6) week online survey and one-on-one interviews with Members of Council in the preparation of their report.

3. City Manager's Poll on Ward Boundaries

Separate from the work of the Consultants in the development of the *Toronto Ward Boundary Review Supplementary Report*, the City Manager undertook an independent poll of Toronto residents regarding opinions related to changes to the city's ward boundaries. The poll was taken over a one week period, from September 27 to October 3, 2016, and comprised a representative sample of 1,000 Toronto residents age 18 years and older, distributed approximately evenly between the City's four Community Council Districts.

The City Manager's poll found that Toronto residents generally prioritized being able to reach their City Councillor ahead of other factors, while making boundaries align with federal and provincial riding boundaries was disproportionately more important to residents aged 55 years and older. Different demographics were found to exhibit a relative tolerance for a greater level of relative disparity between city wards when given the choice between having approximately the same number of residents in all city wards or allowing some wards to be larger and some to be smaller when drawing ward boundaries (the poll found 30% of residents favoured ward boundaries be changed so that there would be approximately 70,000 residents per ward versus 31% of residents indicating that it would be acceptable for wards to have different numbers of residents.)

In addition, the poll indicated that two out of three residents (71% of those who have voted previously) were of the opinion that changes to their ward boundary will not influence their decision to vote in future municipal elections. This opinion was expressed consistently across all Community Council Districts, with younger residents (18 – 34 years) the only demographic group to indicate that they are more likely to believe changes to ward boundaries would influence whether they vote in future municipal elections.

4. The Consultant's Recommended Ward Boundary Changes

The Consultant generated five (5) ward boundary options that achieved effective representation and elicited input on these options during the Round 2 consultation and engagement process. A further two (2) new ward boundary options were considered by the Consultant in the *TWBR Supplementary Report*, along with refinements to two (2) of the existing ward boundary option models: one presented in the *TWBR Final Report – Recommended Wards* (47 wards), and Option 2 (44 wards) contained in the *TWBR Options Report*.

Option 1 (minimal change with 47 wards and an average population of 61,000) emerged as the preferred option based on input from the public, stakeholders and Members of City Council elicited through the second round of engagement and consultation. The Consultant's report notes that Option 1 achieves effective representation balancing a

range of factors including voter parity, geographic communities of interest, future growth, coherent boundaries, ward history and the capacity of Councillors to represent their constituents. Option 1 was refined twice: once during the Round 2 consultation and engagement process, and again to incorporate the additional concerns and refinements heard from Members of Council and the general public following Option 1's consideration at Executive Committee on May 24, 2016.

Recommended Wards with Refinements (47 ward) – previously Ward Boundary Option 1 – seeks to minimally increase the number of current wards from 44 to 47, retains the current average ward population of 61,000, achieves effective representation in all wards by 2026, and is designed to last for four (4) municipal elections. It achieves a population variance to plus or minus 15% of the average ward population in 44 of the 47 proposed wards with two wards slightly above the population variance and one ward slightly below the population variance. It is anticipated that these three (3) wards will achieve a population variance to plus or minus 15% by 2026. The revisions to this option have managed to keep certain communities of interest together such as Regent Park, the Sentinel community and the Church-Wellesley Village.

This report recommends that the final ward boundary structure maintains the composition of City Council as one (1) Councillor per ward. Section 135 of the *City of Toronto Act, 2006* authorizes City Council to pass a by-law changing its composition. This report requests authority to submit a bill to reflect any change in the number of councillors resulting from a change in the number of wards.

Option 3 (identified in Attachment 5) – Minimal Change, Adjustments to Large Wards Only (46 or 47 Wards): determined as not a viable ward boundary option

At its May 24, 2016 meeting, the Executive Committee asked that the City Manager request the TWBR Consultants undertake a review of Option 1 (47 wards) of the Consultant's *TWBR Final Report*, "with a focus on amendments to address wards with the highest population discrepancies (i.e. Wards 20, 22, 23, 27 and 28), including the possibility of 46 wards, while ensuring the option would achieve effective representation."

After reviewing opportunities to make adjustments only to the largest current Toronto wards as part of the *TWBR Final Report* Option 1 (47 wards) ward boundary structure, the Consultants determined that it was not feasible to implement the required changes that would maintain an average ward population of 61,000, leave the remainder of Toronto ward boundaries unaffected and still comply with the required standard of maintaining "effective representation" in all wards until at least 2026.

In order to achieve the revised 47 ward (or even 46 ward) model identified by the Executive Committee, the Consultants found that an additional four (4) wards would be required to address the size disparity of the current four (4) largest wards. However, population disparities in three (3) other large current wards would need to be addressed and 14 currently smaller population wards would need to be enlarged to achieve the required standards for effective representation. As such, the Consultants deemed this Option not to be viable for further consideration.

5. Key Implementation Activities and Timelines to Adjust Toronto's Ward Boundaries

The following implementation activities will commence when City Council adopts a final ward boundary structure.

A. Ward Boundary By-law (Spring 2017)

Under the *City of Toronto Act, 2006*, City Council has authority to make changes to its ward boundaries through the passage of a by-law. The by-law will need to provide detailed descriptions of the ward boundaries. Once Council selects a ward boundary structure, the required land survey work will begin for inclusion in the bill to adjust Toronto's ward boundaries. It is anticipated that the City Solicitor will bring forward the bill to adjust Toronto's wards in spring 2017.

B. Time for Appeals to the Ontario Municipal Board (April 2017 to January 2018)

The passage of changes to Toronto ward boundaries is governed by the *City of Toronto Act, 2006*, Section 128. In addition to providing that City Council may change the City's ward boundaries, s. 128 provides for an appeal of City Council's decision. Within 45 days after the by-law is passed, a member of the public, agency or a Minister may appeal the Toronto ward boundaries by-law to the Ontario Municipal Board. The Board will subsequently hear the appeal and may make an order affirming, amending or repealing the Toronto ward boundary by-law.

The length of time that an appeal to the Ontario Municipal Board will take cannot be predicted with any certainty; however, the City should expect an appeal would take at least eight (8) to ten (10) months to conclude.

An appeal to Divisional Court is also possible and may take approximately a year to conclude if leave to appeal is granted. Appeals will make it highly unlikely that the ward boundary changes can be implemented in time for the 2018 municipal election as they would have to conclude before the deadline of December 31, 2017.

C. Implementation of Ward Boundary Changes (January 2018 to June 2018)

The ward boundary by-law must be in place by December 31, 2017 in order for the ward boundary changes to take effect for the 2018 election.

After the period for appeals has concluded, implementation of the final ward boundary changes will commence, including the following key activities:

- Develop and implement a communications strategy to inform the public and stakeholders of the new ward boundaries;
- Redraw Toronto's ward maps, as required;
- Create new geographic representation of ward boundaries from the adopted municipal by-law and integrate into the City's geospatial platform;
- Review and redraw all voting subdivisions based on new ward boundaries;
- Notify the Municipal Property Assessment Corporation (MPAC) and the school boards of the ward boundary changes; and

- Provide final voting subdivisions to MPAC (must be done by March 31, 2018).

The revised timeline for the implementation of the ward boundary changes in time for the 2018 municipal election presents a number of challenges for the City. Implementation of any changes to ward boundaries will be highly dependent on the length of time any appeals to the Ontario Municipal Board require and whether the ward boundary changes are further appealed to Divisional Court. Additionally, the City will only have a limited amount of time to implement the ward boundary changes in preparation for the 2018 municipal election once all appeals and challenges have been settled. Any additional delays to the revised key timelines and implementation activities detailed in Attachment 4 will severely compromise the City's ability to implement any changes to ward boundaries in time for the 2018 municipal election.

The City Manager will report further as required with respect to the time line for implementing the new ward boundaries.

6. Governance Implications of Ward Boundary Changes

Any changes to Toronto's ward boundaries will have implications for the number and boundaries of Community Councils. City staff will assess these implications and report back to Executive Committee with any recommended changes once Toronto's ward boundary changes are final.

Additionally, the Consultant included a number of comments and suggestions identified through the ward boundary review engagement process that were outside the scope of this review. These include matters related to governance (for example, structure and operation of City Council, expanded role for Community Councils), staff and resources for Councillor Offices, naming of Toronto wards, and school zone boundaries.

The City Manager's Office will review and consider these comments and suggestions in future related reports.

CONCLUSION

This report responds to the Executive Committee's referral motion asking the City Manager to request the third-party Toronto Ward Boundary Review Consultant provide information on four (4) additional ward boundary options. This report transmits the Consultant's reports *Final Report: Toronto Ward Boundary Review* and *Supplementary Report: Toronto Ward Boundary Review* for City Council's consideration, including a recommended ward structure to ensure effective representation.

In the event there is an appeal to Divisional Court or the Ontario Municipal Board, the City Solicitor will represent the City's interests in the proceedings and will inform City Council of them.

CONTACT

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SIGNATURE

Peter Wallace
City Manager

ATTACHMENTS

- Attachment 1: Final Report: Toronto Ward Boundary Review
- Attachment 2: Final Report Appendices
- Attachment 3: Supplementary Report: Toronto Ward Boundary Review
- Attachment 4: Revised Ward Boundary Implementation Timeline
- Attachment 5: Input on Options for Ward Boundary Changes

PUBLIC NOTICE

Potential Changes to Toronto's Ward Boundaries

Notice is hereby given that Toronto City Council will consider new ward boundaries for Toronto.

At its meeting to be held in Committee Room 1 in Toronto City Hall on October 26, 2016, at 9:30 a.m., or as soon as possible thereafter, the Executive Committee of Toronto City Council will hear in person or by his or her counsel, agent or solicitor, any person who wishes to speak to the matter.

Background

Toronto is the largest city in Canada, and contains a wide diversity of communities and interests. A strong and fair foundation for local government is fundamental for the effective governance of Toronto, and begins with the ward structure.

City Council last reviewed Toronto's ward boundaries in 2000. In 2013, City Council initiated a Ward Boundary Review to ensure effective representation across Toronto, as there are significant discrepancies in ward populations. To ensure the review was objective and at arm's length from the City, third-party consultants were retained to undertake the review process following Terms of Reference approved by City Council.

Toronto Ward Boundary Review Process

The third party consultants undertook a five-step review process that included:

- **Research (June 2014 to November 2014)** - that formed the background information for the first round of public consultation including the legal context, jurisdictional reviews, analysis of Toronto's current wards and ward population projections out to 2030.
- **Civic Engagement (Round One: July 2014 to February 2015 and Round Two: August 2015 to November 2015)** - web-based activities (including social media platforms), communication and outreach to educate the public about the purpose of the ward boundary review, keep the public informed about the process and provide a range of opportunities for the public to get involved, including two online surveys.
- **Public and Stakeholder Consultation (Round One: July 2014 to February 2015 and Round Two: August 2015 November 2015)** – included 24 public meetings.
- **Generation of Ward Boundary Options (March 2015 to July 2015)** – following Round One of the public and stakeholder consultation, and building on the research, a series of ward boundary options were developed for public and stakeholder input in Round Two.

- **Final Report (February 2016 to April 2016)** – following Round Two of public and stakeholder consultation, the final report was developed including a recommendation for new wards for Toronto for City Council's consideration.

Follow-up Report to the Toronto Ward Boundary Review:

At the City's Executive Committee's meeting on May 24, 2016, EX15.2 Final Report - Toronto Ward Boundary Review was referred to the City Manager who requested that the Consultants review three additional potential ward boundary options. The Consultants were asked to conduct an analysis of these additional ward boundary options, including public consultations, and report back with a Consultant's Toronto Ward Boundary Review Supplementary Report to the Executive Committee, at its meeting on October 26, 2016.

The additional ward boundary options contained in the Consultant's Toronto Ward Boundary Review Supplementary Report and the ward boundary options discussed in EX15.2 Final Report - Toronto Ward Boundary Review on May 24, 2016 will be considered together by the Executive Committee at its meeting on October 26, 2016.

Further information about Toronto's Ward Boundary Review can be found at: www.drawthelines.ca.

Executive Committee and City Council Consideration

Executive Committee will consider recommended changes to Toronto's ward boundaries at its meeting on October 26, 2016. City Council will consider recommended changes to Toronto's ward boundaries at its meeting on November 8 and 9, 2016.

The Executive Committee may change the recommendations related to Toronto's ward boundaries for City Council's consideration. City Council may also make changes. If City Council decides to establish new ward boundaries, it will pass a by-law reflecting the detailed changes at a subsequent Council meeting.

Sharing your ideas about the proposed Toronto ward boundary changes:

To view copies of the report outlining and explaining the proposed amendments you may view the Executive Committee Agenda as of October 19, 2016:

<http://app.toronto.ca/tmmis/decisionBodyProfile.do?function=doPrepare&decisionBodyId=966#Meeting-2016.EX18>

To obtain copies of the report at no cost, or to submit comments or register to speak in person to the Executive Committee, please contact the following office no later than 4:30 p.m. on Tuesday, October 25, 2016.

Executive Committee
City Clerk's Office
Toronto City Hall, 100 Queen Street West
10th Floor, West Tower
Toronto ON M5H 2N2

Telephone: 416-392-4666
Fax: 416-392-1879
Email: exc@toronto.ca

Any comments received after the Committee meeting will be processed to City Council.

If this matter is deferred at the Committee meeting or Council meeting or considered at a subsequent Committee or Council meeting, no additional notice will be provided other than the information on the subsequent Committee or Council agenda. Please contact the above City officials if you require notice in these cases.

To ask questions regarding the content of the report, respecting the above items, contact:

Fiona Murray
Director, Corporate Intergovernmental and Agency Relations
Telephone: 416-397-5214
Email: fmurray@toronto.ca

ADDITIONAL INFORMATION:

Notice to People Writing to Committee:

The *City of Toronto Act, 2006* and the City of Toronto Municipal Code authorize the City of Toronto to collect any personal information in your communication or presentation to City Council or its committees. The City collects this information to enable it to make informed decisions on the relevant issue(s). If you are submitting letters, faxes, e-mails, presentations or other communications to the City, you should be aware that your name and the fact that you communicated with the City will become part of the public record and will appear on the City's website. The City will also make your communication and any personal information in it – such as your postal address, telephone number or e-mail address – available to the public, unless you expressly request the City to remove it.

The City videotapes committee and community council meetings. If you make a presentation to a committee or community council, the City will be videotaping you and City staff may make the video tapes available to the public.

If you want to learn more about why and how the City collects your information, write to the City Clerk's Office, City Hall, 100 Queen Street West, Toronto ON M5H 2N2 or call 416-392-4666.

Closed Meeting Requirements: If the Committee wants to meet in closed session (privately), a Committee member must make a motion to do so and give the reason why the Committee has to meet privately (City of Toronto Act, 2006).

This Notice is dated this October 14, 2016.

Ulli S. Watkiss City Clerk

EX18.2 Attachment 4 Ward Boundary Implementation Timeline

Key Date	Key Activity
Oct 26, 2016 Executive Committee meeting	Consideration of the Final Report, Toronto Ward Boundary Review (incl. Supplementary Report)
November 8 & 9, 2016 City Council meeting	Consideration of the Final Report, Toronto Ward Boundary Review and selection of option
November 2016 to February 2017	Develop detailed description of ward boundaries for inclusion in by-law
March 28, 29 & 30, 2017 City Council meeting*	Passing of the by-law
Third week of May 2017	Appeal Period Within 45 days after the by-law is passed, the Minister or any other person or agency may appeal to the Ontario Municipal (s. 128(4) COTA)
Last week of May 2017	Within 15 days after the last day for filing a notice of appeal, the City must forward any notices of appeal to the Ontario Municipal Board. (s. 128 (5) COTA)
June 2017 to January 2018**	Time for OMB Hearing If expedited, possibly 8 to 10 months
January 2018 to June 2018***	Develop and implement communication strategy to inform public and stakeholders of new ward boundaries Redraw ward maps, if required Create geographic representation of new ward boundaries and integrate into the City's geospatial platform (8 weeks) Review and redraw all voting subdivisions based on new ward boundaries (12 – 16 weeks)
December 31, 2017	Deadline for passing by-law (including all appeals) in order for new boundaries to be in effect for 2018 election (s. 128 (8) COTA) Any ward boundary changes will take effect for the next regular election if the by-law to adopt them has been enacted and any appeals to the

Ward Boundary Implementation Timeline

Key Date	Key Activity
	by-law have been concluded prior to January 1, 2018. Last day to notify MPAC of ward boundary changes (s. 128 (10) COTA)
March 31, 2018	Last day for Clerk to provide final voting subdivision boundaries to MPAC (s. 18, MEA)
April 3, 2018	Last day for school boards to provide the Clerk with the report on determination and distribution of trustees (e.g. school board wards) (s. 58 Educ. Act, O. Reg. 412/00, as amended)

* Targeted time line

** Appeals to Divisional Court are also possible and if leave is granted may take approximately one year to conclude.

*** Only where all appeals are dispensed with by Dec. 31 will these activities take place.

Deadline for submitting ward boundaries to MPAC is March 31, 2018.

EX18.2 Attachment 5

Appendix 5: Options for Ward Boundary Changes

OPTION	CONSULTANT	MEMBERS OF COUNCIL	PUBLIC	CITY POLL
1 Revised Minimal Change (47 Wards) ¹	<ul style="list-style-type: none"> RECOMMENDED Avg. ward pop. 61,000 residents Achieves <i>ER</i> using a +/- 15% population variation By 2026, the Consultant estimates that 157 residents may be outside of the upper acceptable variance under <i>ER</i>, primarily in current Ward 38 (RW-41 in the proposed model) Would add 3 new wards to City Council (3 downtown & 1 in North York), and remove 1 existing ward (Ward 18) Additional 70 comments and suggestions allowed for refinements that addressed some concerns about division of neighbourhoods (including Regent Park and Church-Wellesley Village and the Sentinel community) Discussed in <i>TWBR Supplementary Report</i> 	<ul style="list-style-type: none"> 47 ward option allows for better capacity to represent, keeps existing communities together & is the result of an independent process Adding 3 Councillors is appropriate given city's growth & that no adjustments have been made since 2000 This option had favourable support among many Members of Council Concerns were raised about splitting some communities, including many of those also identified by the public 	<ul style="list-style-type: none"> Majority of public consulted expressed a preference for this option Support focused on potential for achieving better local representation, with better local democracy Concerns focused on increasing the size of City Council, and need to address ward boundaries that split existing communities (e.g. Bridlewood / Corinthian communities, Don Mills Residents Association, Jane-Finch, Malvern, Mount Dennis Community Association)² 	<ul style="list-style-type: none"> 37% of residents polled identified "being able to reach your Councillor" as their first priority in deciding what ward boundaries are (10% higher than the next leading response) Making sure every ward in the City has the same number of people ranked a fifth priority (21%) of those residents polled 71% of those who have voted previously indicated changes to their ward boundary would not influence their decision to vote in the future

¹ This option is now called "Recommended Wards with Refinements (47 Wards)"

² The concerns have been largely addressed in the Consultant's revisions.

Appendix 5: Options for Ward Boundary Changes

OPTION	CONSULTANT	MEMBERS OF COUNCIL	PUBLIC	CITY POLL
2 Minimal Change (47 Wards)³	<ul style="list-style-type: none"> Original recommendation of <i>TWBR Final Report</i> Avg. ward pop. 61,000 residents Achieves <i>ER</i> using a +/- 15% population variation Would add 3 new wards to City Council (3 downtown & 1 in North York), and remove 1 existing ward (Ward 18) Discussed in <i>TWBR Final Report</i> 	<ul style="list-style-type: none"> Had the highest ranked score of all options originally considered for the <i>TWBR Final Report</i> Ranked "first choice" of all 5 original options by the majority of Councillors voting (13 times) with a low rate of "last choice" (4 times) Concerns expressed about division of neighbourhoods / communities by creation of new wards and shifting of existing ward boundaries (esp. in downtown core) 	<ul style="list-style-type: none"> Had the highest ranked score of all options originally considered for the <i>TWBR Final Report</i> Was the second "last choice" of all 5 options considered for the <i>TWBR Final Report</i> Was ranked fourth in "first choice" voting for original 5 options considered for the <i>TWBR Final Report</i>, but often was leading second or third choice. 	<ul style="list-style-type: none"> 37% of residents polled identified "being able to reach your Councillor" as their first priority in deciding what ward boundaries are (10% higher than the next leading response) Making ward boundaries align with historic communities (incl. former boroughs) tied with aligning with geographic boundaries for third place (23%) among residents polled in priorities for setting ward boundaries
3 Small Wards (58 Wards)	<ul style="list-style-type: none"> Avg. ward pop. 50,000 residents Achieves <i>ER</i> using a +/- 15% population variation Would add 14 new wards to City Council Smallest ward population range (45,000 – 55,000 pop.) Discussed in <i>TWBR Final Report</i> 	<ul style="list-style-type: none"> Mixed reaction by Councillors, with almost an equal number ranking this option "first" and "last place". Most divisive option of those presented in preparation of <i>TWBR Final Report</i> 	<ul style="list-style-type: none"> Ranked the highest "first choice" option, but also among the highest "last place" choice Ranked second last when all scoring input was incorporated into scoring system 	<ul style="list-style-type: none"> 37% of residents polled identified "being able to reach your Councillor" as their first priority in deciding what ward boundaries are (10% higher than the next leading response) 30% of residents polled indicated that the city should have an equal number of people in each ward, while 31% indicated that it is okay if wards have different numbers of residents

³ This option is referred to as the Recommended Wards in the Final Report.

Appendix 5: Options for Ward Boundary Changes

OPTION		CONSULTANT	MEMBERS OF COUNCIL	PUBLIC	CITY POLL
4	44 Wards (Revised)	<ul style="list-style-type: none"> Avg. ward pop 70,000 Achieves <i>ER</i> using a +/- 10% population variation By 2026, the Consultant estimates that 350 residents may be outside of the upper acceptable variance under <i>ER</i>, primarily in current Ward 28 (Ward 218 in proposed model) Would add 3 wards (2 downtown, 1 in North York) by removing 3 existing wards (Wards 10, 18 & 32) Large amount of change Option 2 (44 wards) discussed in <i>TWBR Final Report</i> Refined version discussed in <i>TWBR Supplementary Report</i> 	<ul style="list-style-type: none"> Retains the current size of City Council Extra workload generated by larger wards is manageable No cost increase for additional City Councillors Concerns over the number of existing communities & neighbourhoods split Concerns over high degree of change Concerns over disappearance of certain wards and 'capacity to represent' larger wards 	<ul style="list-style-type: none"> Support for retaining the current size of City Council Positive feedback for maintaining the integrity of certain existing communities / neighbourhoods (e.g. Regent Park, Church-Wellesley Village, West Toronto Junction) Concern over large amount of change involved, reduced 'capacity to represent' Division of certain existing communities & neighbourhoods remains a concern (e.g. Lawrence Heights, Leaside, The Beach) 'Disappearance' of Wards 10 & 32 	<ul style="list-style-type: none"> When informed each ward would have approximately 70,000 people if Council decided to standardize ward populations, 30% of residents polled indicated that the city should have an equal number of people in each ward, while 31% indicated that it is okay if wards have different numbers of residents 14% of residents polled wanted to keep the current number of wards when asked if the City should reduce its wards to 25 and align them with federal riding boundaries

Appendix 5: Options for Ward Boundary Changes

OPTION		CONSULTANT	MEMBERS OF COUNCIL	PUBLIC	CITY POLL
5	Natural / Physical Boundaries (41 Wards)	<ul style="list-style-type: none"> Avg ward pop 70,000 Achieves <i>ER</i> using a +/- 10% population variation Would create additional wards downtown (2 wards) and in North York (1 ward) by removing 6 existing wards and making significant changes to most other city ward boundaries Discussed in <i>TWBR Final Report</i> 	<ul style="list-style-type: none"> Concern over significant amount of change, splitting existing communities & neighbourhoods Received few "first choices" from Councillors, but was the leading choice for "fifth place or 'No'" when polled by the TWBR Consultants Only surpassed by the 38 Wards option as least popular among Councillors 	<ul style="list-style-type: none"> Concern over significant amount of change, splitting existing communities & neighbourhoods Some support for reducing the size of City Council and related cost savings Scored third in ranking overall with slightly more first choice votes than fifth choice votes (but still well behind either first or second ranked Options due to the high number of "last place" votes) 	<ul style="list-style-type: none"> Making ward boundaries align with historic communities (incl. former boroughs) tied with aligning with geographic boundaries for third place (23%) among residents polled in priorities for setting ward boundaries 71% of those who have voted previously indicated changes to their ward boundary would not influence their decision to vote in the future

Appendix 5: Options for Ward Boundary Changes

OPTION	CONSULTANT	MEMBERS OF COUNCIL	PUBLIC	CITY POLL
6 Large Wards (38 Wards)	<ul style="list-style-type: none"> Avg. ward pop 75,000 Achieves <i>ER</i> using a +/- 10% population variation Would remove 6 current wards (Wards 3, 9, 18, 21, 32, 43) while creating significant change in the boundaries of many other wards Discussed in <i>TWBR Final Report</i> 	<ul style="list-style-type: none"> Had the least amount of support among Councillors Significant amount of change, concern over splitting existing communities & neighbourhoods Small number of Councillors supported the reduction in the size of City Council, support for potential cost savings of fewer Councillors 	<ul style="list-style-type: none"> Lowest ranked option among 5 options considered by public in preparation of <i>TWBR Final Report</i> Concern regarding the significant amount of change, splitting existing communities & neighbourhoods Some support based on reducing the size of City Council and potential cost savings resulting 	<ul style="list-style-type: none"> When informed each ward would have approximately 70,000 people if Council decided to standardize ward populations, 30% of residents polled indicated that the city should have an equal number of people in each ward, while 31% indicated that it is okay if wards have different numbers of residents 36% of residents polled supported fewer and larger wards when asked if they supported reducing the city's wards to 25 and aligning them with federal and provincial riding boundaries

Appendix 5: Options for Ward Boundary Changes

OPTION	CONSULTANT	MEMBERS OF COUNCIL	PUBLIC	CITY POLL
7 Consistent with Federal Riding Boundaries (26 Wards)	<ul style="list-style-type: none"> • NOT recommended • avg. ward pop. 112,500 • Achieve ER using a +/- 15% population variation • By 2026, the Consultant estimates that 14,330 residents may be outside of the upper acceptable variance under ER, primarily in current Wards 3 / 4 and 5 / 6 (wards merged in this ward boundary model) • Maintaining voter parity, a prime component of ER, in Etobicoke could present a significant challenge by 2026 and require ward boundaries that break from the federal riding boundaries established for the area. • And additional ward was required to be created in Downtown (Toronto Centre North) to achieve ER; this does not conform to federal riding boundaries for the area • Discussed in <i>TWBR Supplementary Report</i> 	<ul style="list-style-type: none"> • Only 2 Councillors liked this option, while 29 identified the option as "completely unworkable" • Councillors expressed significant concern that the size of the wards would make them "undemocratic", as they would be too large for Councillors to be able to effectively represent their constituents • Councillors also expressed a general opinion that the reduction of Members of Council from 44 to 26 would not save money due to the additional staff required by Councillors to serve their constituents • Councillors noted that there is a significant difference between the roles of local Councillors and Members of Parliament when it comes to representing local constituents 	<ul style="list-style-type: none"> • Public opinion was very divided in the input received by the TWBR Consultants – almost an equal number of individuals held views in favour or opposed to this option • Supported the ability of the option to minimize the impact of change to ward boundaries (as they largely would conform to federal riding boundaries) • Liked the ability to more easily help residents know their elected representative (1 per order of government) • Keep many communities together • Reduce the size of government • Concerns over diminishing of local democracy, creation of larger population discrepancies, and difficulties in managing larger wards 	<ul style="list-style-type: none"> • 36% of residents polled supported fewer and larger wards when asked if they supported reducing the city's wards to 25 and aligning them with federal and provincial riding boundaries • 28% of residents polled were opposed to 25 wards aligned with federal and provincial riding boundaries • 5% of residents polled believed that there should be fewer than 25 wards when asked if they supported reducing the city's wards to 25 and aligning them with federal and provincial riding boundaries



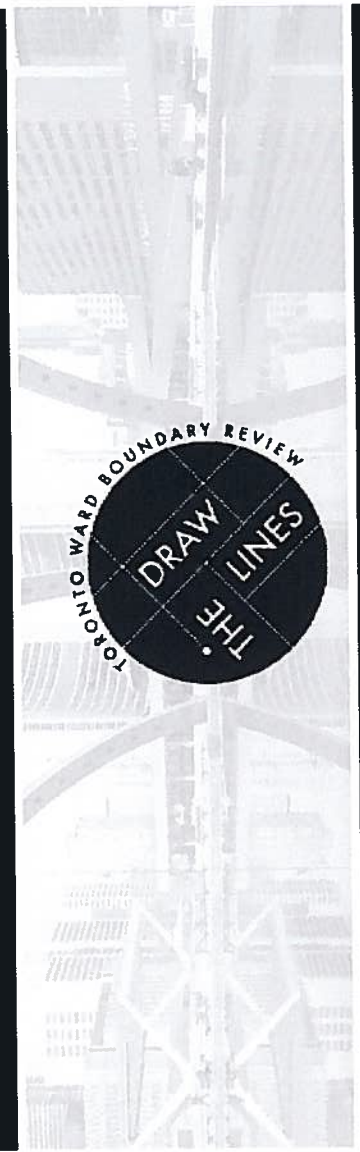
Re: EX18.2

NEW WARDS FOR TORONTO

Toronto Ward Boundary Review

City of Toronto Executive Committee

OCTOBER 26, 2016



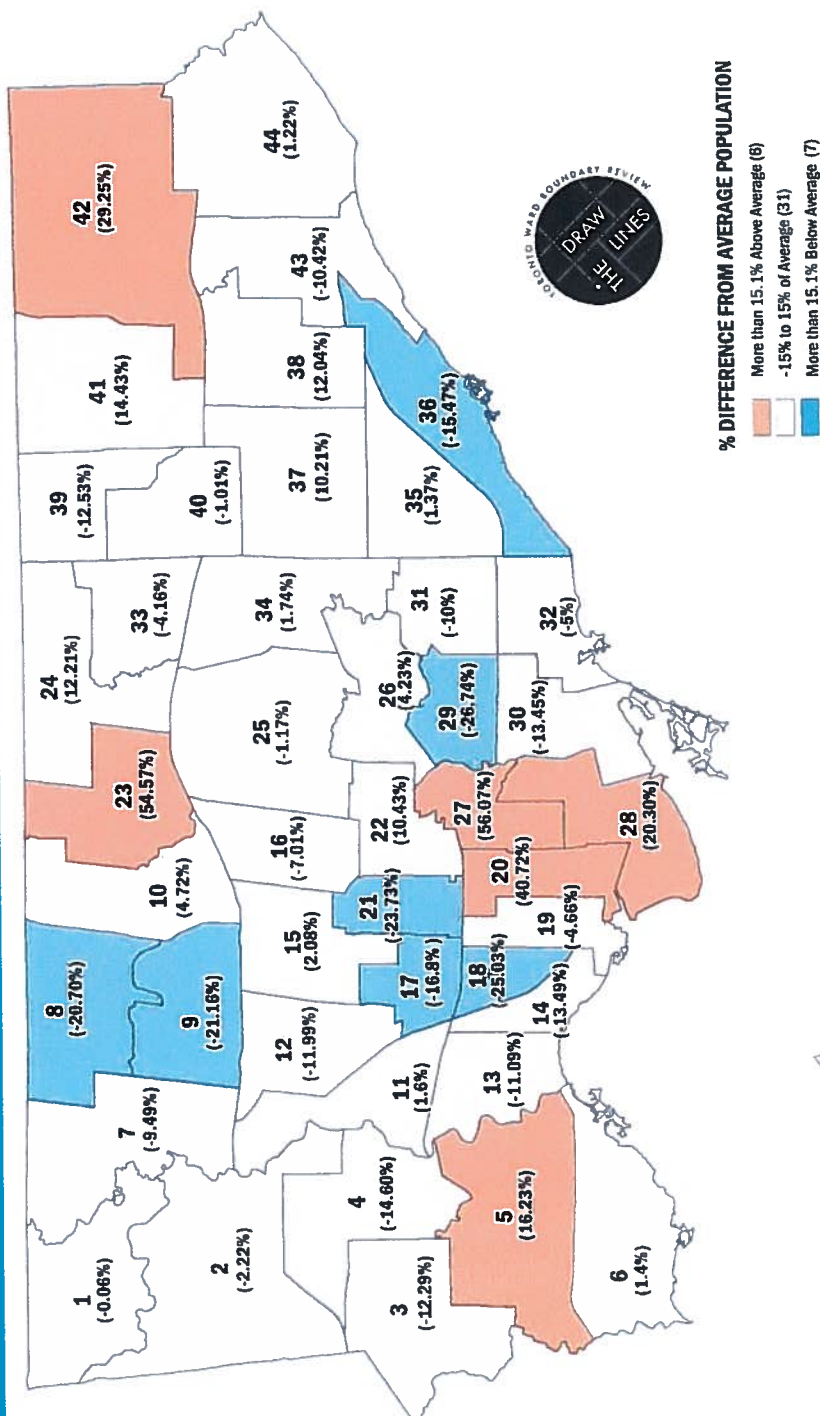
TWBR Context

- Toronto's expected population growth from 2011 to 2030: approximately 500,000
- In 2014:
 - average ward population: 61,000
 - smallest ward: 44,400 (7 wards in total are more than 15.1% below average)
 - largest ward: 94,600 (6 wards in total are more than 15.1% above average)
- Without changes, in 2026:
 - smallest ward: 44,300 (14 wards in total are more than 15.1% below average)
 - largest ward: 130,000 (8 wards in total are more than 15.1% above average)



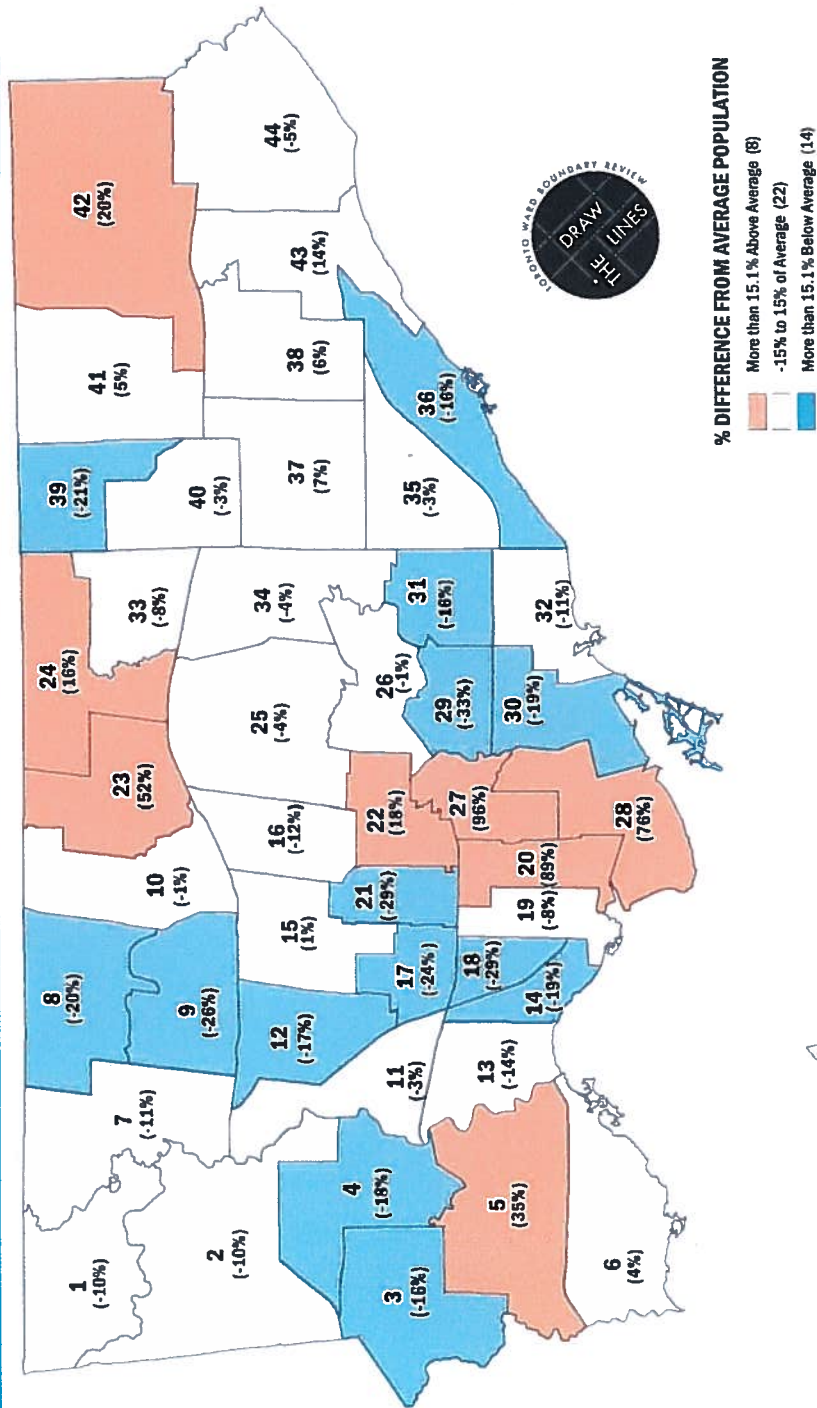
EXISTING WARDs Large Wards (2014)

EXISTING WARDs (2014 PROJECTED POPULATION VARIANCES) TORONTO WARD BOUNDARY REVIEW



EXISTING WARDS
Large Wards
(2026)

EXISTING WARDS (2026 PROJECTED POPULATION VARIANCES) TORONTO WARD BOUNDARY REVIEW



TWBR Context

- Wards have not been reviewed since 2000
- In June 2013, City Council directed third-party review
- In June 2014, City Council approved the TWBR Work Plan and Public Engagement and Consultation Strategy led by TWBR team (Canadian Urban Institute (CUI), Beate Bowron Etcetera, The Davidson Group and Thomas Ostler)
- The TWBR has to achieve **effective representation**



TWBR Context

Effective Representation:

- Set out by the Supreme Court of Canada and followed by the Ontario Municipal Board (OMB) for ward boundary reviews
- Several components:
 - Achieving voter parity (based on population not electors)
 - Keeping together geographic communities of interest
 - Following natural and physical boundaries
 - Respecting ward history
 - Considering ‘capacity to represent’



TWBR Context

- 3 most important components of ***effective representation***:
 - Voter parity
 - Geographic communities of interest
 - Natural and physical boundaries
- Voter parity is pivotal
 - Derives from Charter Right-To-Vote
 - Weight of all votes should be similar (not just at election time but every time Council votes)
 - OMB allows growth to be incorporated in determining voter parity



TWBR Context

- How much can ward populations differ:
 - +/-10% is gold standard (=20% difference)
 - +/-15% also possible (=30% difference) to keep neighbourhoods together/maintain clear boundaries
 - Above or below 15% only if ward is expected to grow into range or is stable/will get closer to average over time
 - Above or below 20% only if city has rural areas



TWBR Context

- Ward boundary reviews:
 - Establish an average ward population (e.g. 70,000 – 44 wards; 61,000 – 47 wards)
 - Set the voter parity range ($\pm 10\%$; $\pm 15\%$) around the average ward population
- “Draw the Lines” while balancing **effective representation** components
- Toronto’s new ward structure to last for: 2018, 2022, 2026, 2030 elections
- Target year for voter parity: 2026



TWBR Step-By-Step

- Work Plan (approved by Council June 2014)
- Research Report
- Round One public consultation (July 2014 – Jan 2015)
- Options Report (Aug 2015)
- Round Two public consultation (Aug – Nov 2015)
- Final Report (May 2016)
- Additional Information Report (Aug 2016)
- Supplementary Report (October 2016)



TWBR Public Engagement

- Extensive public consultation process
- Two Rounds plus additional round
- Website; advertising; media releases; social media (Facebook, Twitter, e-news); branding
- Consistent with other wards boundary reviews
- Accepted by the OMB



TWBR Public Consultation

ROUND 1	
Public Meetings	192
Survey	608
Members of Council	51 (44 plus 7 new)
Total Round 1: 851	
ROUND 2	
Public Meetings	112
Survey	717
Submissions	15
Members of Council	43
Total Round 2: 887	
ADDITIONAL OPTIONS	
Public Meetings	90
Survey	485
Members of Council	38
Total Additional Options: 613	

TOTAL PARTICIPATION WHOLE PROCESS: 2,352



TWBR Public Consultation

- 2752 contacts on TWBR distribution list
- 2412 direct participants
- 516 social media contacts
- 351 posts on the TWBR social media twitter account @DrawtheLinesTO
- 1711 average monthly visits to the drawthelines.ca website
- 297 posters in public library branches
- 141 face-to-face meetings (inc. Members of Council, School Boards & others)
- 80 advertisements (mix of online and print)
- 29 of public meetings and information sessions
- 20 maps posted to the drawthelines.ca website
- 16 e-news issued to the TWBR distribution list
- 12 media releases
- 9 reports available on the drawthelines.ca website
- 1 webinar
- 3 Advisory Panel Meetings (panel with expertise in municipal law, business, academe, civil society research and the OMB).



Executive Committee, May 24, 2016

- Information requested on four items plus public and Council consultations
 1. Review of Option 1 (47 wards) focusing on largest wards only
 2. Option 2 (44 wards) incorporating suggested refinements from 2015
 3. Option consistent with federal/provincial riding boundaries
 4. Additional refinements to recommended ward structure (47 Wards)
- Preference for maintaining Community Council/historic boundaries



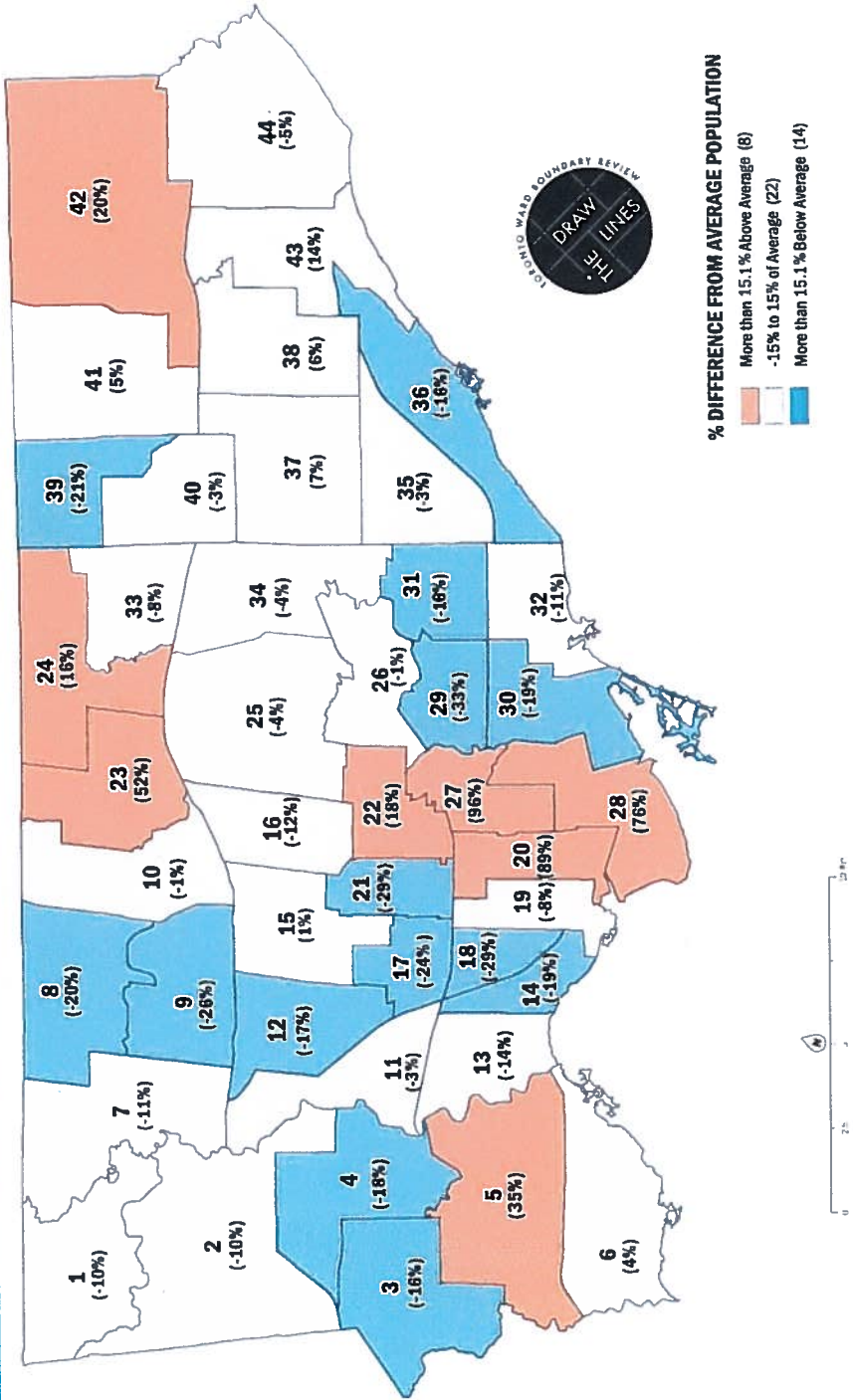
Focus on Large Wards Only

- Focusing only on Toronto's existing large wards does not produce an option that can achieve **effective representation** nor reduce the number of wards below 47
 - Takes four additional wards to adjust 4 largest wards
 - 3 Downtown and 1 in Willowdale (Wards 20, 27, 28, 23)
 - 4 other large wards not reduced (Wards 5, 22, 24, 42)
 - 14 smaller wards still need to be enlarged (Wards 3, 4, 8, 9, 12, 14, 17, 18, 21, 29, 30, 31, 36, 39)



EXISTING WARDS (2026 PROJECTED POPULATION VARIANCES) TORONTO WARD BOUNDARY REVIEW

LARGE WARDS



Refinements to 44 Wards

- Refinements suggested during 2015 and September 2016 public involvement process
- **Those who like this option note:**
 - retains current size of City Council
 - keeps certain communities intact (e.g. Regent Park; Church -Wellesley Village; West Toronto Junction)
- **Those who have concerns note:**
 - large amount of change to existing ward boundaries
 - reduced 'capacity to represent'
 - division of certain communities (e.g. Lawrence Heights; Flemington Park; Leaside; The Beach)
 - Current Wards 10 and 32 disappear
 - current Wards 14, 17, 18 become 2 wards

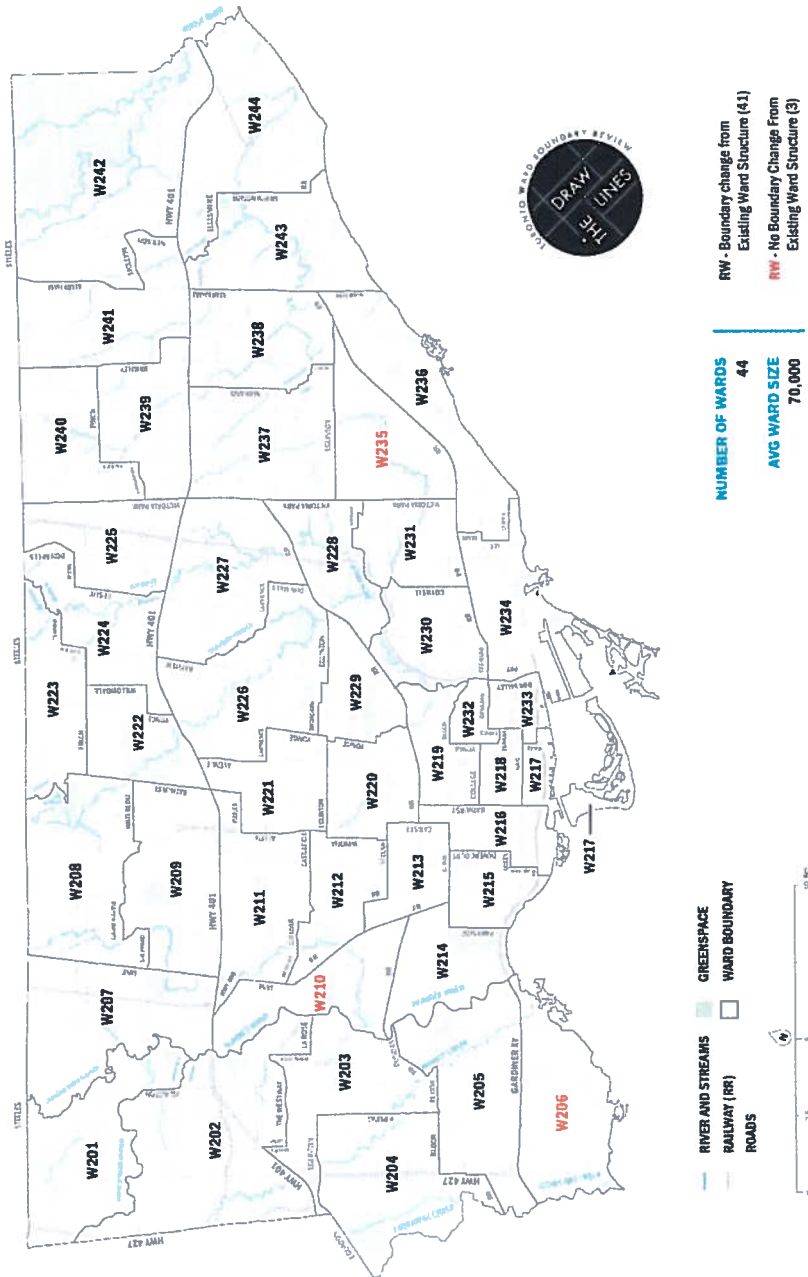


Refinements to 44 Wards

- 3 wards unchanged
- Revised 44-ward map achieves **effective representation**

444 WARDS

MAP 3: ADDITIONAL REVISIONS - OPTION 2 (44 WARDS) TORONTO WARD BOUNDARY REVIEW



44 WARDS

ADDITIONAL REVISIONS – OPTION 2 (44 WARDS) - VARIANCE

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 201	66,297	-5.29%	66,024	-5.68%	66,257	-5.35%	66,472	-5.04%
W 202	63,210	-9.70%	63,108	-9.85%	63,859	-8.77%	64,869	-7.33%
W 203	56,657	-19.06%	59,209	-15.42%	62,651	-10.50%	65,836	-5.95%
W 204	61,673	-11.90%	62,294	-11.01%	62,891	-10.16%	63,594	-9.15%
W 205	55,962	-20.05%	59,756	-14.63%	64,883	-7.31%	70,468	0.67%
W 206	65,513	-6.41%	67,555	-3.49%	69,449	-0.79%	71,572	2.25%
W 207	66,535	-4.95%	67,093	-4.15%	68,811	-1.70%	70,798	1.14%
W 208	65,500	-6.43%	66,516	-4.98%	69,232	-1.10%	72,210	3.16%
W 209	60,952	-12.93%	61,860	-11.63%	63,830	-8.81%	66,439	-5.09%
W 210	61,418	-12.26%	61,921	-11.54%	64,302	-8.14%	66,842	-4.51%
W 211	61,568	-12.05%	62,493	-10.72%	63,658	-9.06%	68,029	-2.82%
W 212	66,058	-5.63%	66,225	-5.39%	68,486	-2.16%	68,146	-2.65%
W 213	61,741	-11.80%	62,044	-11.37%	62,469	-10.76%	62,912	-10.13%
W 214	64,645	-7.65%	66,165	-5.48%	66,846	-4.51%	67,522	-3.54%
W 215	64,080	-8.46%	64,458	-7.92%	65,199	-6.86%	66,009	-5.70%
W 216	60,195	-14.01%	61,356	-12.35%	62,756	-10.35%	64,074	-8.47%
W 217	48,537	-30.66%	57,227	-18.25%	63,339	-9.52%	65,465	-6.48%
W 218	56,635	-19.09%	67,368	-3.76%	77,350	10.50%	84,188	20.27%
W 219	65,189	-6.87%	69,913	-0.12%	74,021	5.74%	77,033	10.05%
W 220	68,214	-2.55%	69,338	-0.95%	70,223	0.32%	70,927	1.32%
W 221	63,173	-9.75%	64,038	-8.52%	65,055	-7.06%	66,051	-5.64%
W 222	62,339	-10.94%	62,938	-10.09%	64,828	-7.39%	66,688	-4.73%
W 223	64,287	-8.16%	65,498	-6.43%	67,260	-3.91%	69,481	-0.74%

44 WARDS

ADDITIONAL REVISIONS – OPTION 2 (44 WARDS) – VARIANCE (cont'd)

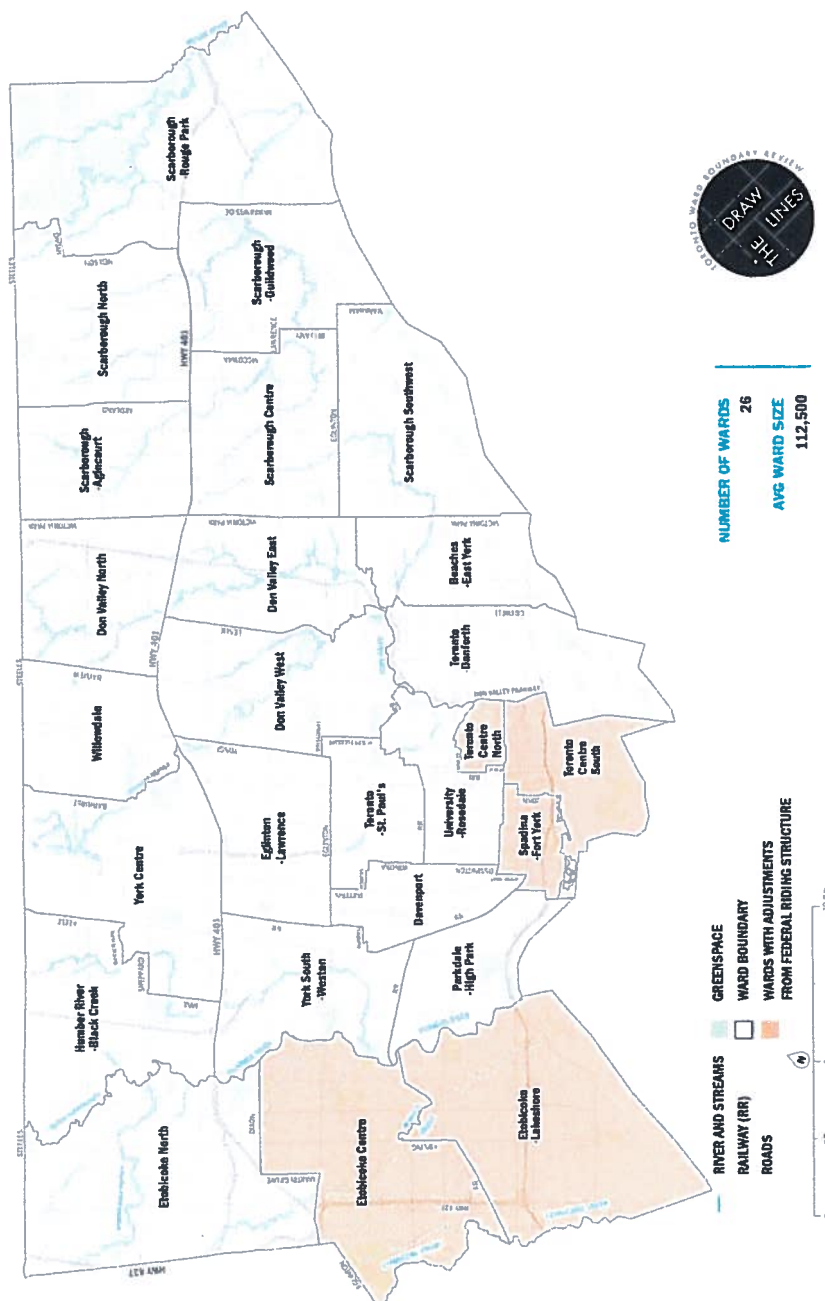
WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 224	62,546	-10.65%	64,548	-7.79%	65,690	-6.16%	66,920	-4.40%
W 225	65,908	-5.85%	66,660	-4.77%	67,546	-3.51%	68,534	-2.09%
W 226	64,795	-7.44%	66,031	-5.67%	66,622	-4.83%	67,173	-4.04%
W 227	65,287	-6.73%	65,700	-6.14%	65,850	-5.93%	66,038	-5.66%
W 228	62,928	-10.10%	63,160	-9.77%	64,002	-8.57%	64,971	-7.18%
W 229	56,401	-19.43%	60,616	-13.41%	61,836	-11.66%	63,036	-9.95%
W 230	67,782	-3.17%	67,564	-3.48%	67,666	-3.33%	67,868	-3.05%
W 231	64,802	-7.43%	65,343	-6.65%	65,900	-5.86%	66,579	-4.89%
W 232	62,942	-10.08%	67,557	-3.49%	72,382	3.40%	78,114	11.59%
W 233	56,074	-19.89%	68,227	-2.53%	73,031	4.33%	78,749	12.50%
W 234	63,988	-8.59%	64,802	-7.43%	65,176	-6.89%	65,287	-6.73%
W 235	62,434	-10.81%	63,312	-9.55%	64,984	-7.17%	67,253	-3.92%
W 236	59,124	-15.54%	60,297	-13.86%	62,273	-11.04%	64,672	-7.61%
W 237	68,295	-2.44%	68,863	-1.62%	71,300	1.86%	74,290	6.13%
W 238	64,535	-7.81%	65,291	-6.73%	66,988	-4.30%	70,227	0.32%
W 239	63,507	-9.28%	65,643	-6.22%	66,889	-4.44%	68,503	-2.14%
W 240	68,626	-1.96%	68,260	-2.49%	67,689	-3.30%	67,924	-2.97%
W 241	63,279	-9.60%	63,510	-9.27%	63,325	-9.54%	63,512	-9.27%
W 242	67,467	-3.62%	67,465	-3.62%	67,487	-3.59%	67,182	-4.03%
W 243	65,148	-6.93%	65,773	-6.04%	67,574	-3.47%	69,801	-0.28%
W 244	61,686	-11.88%	62,634	-10.52%	63,487	-9.30%	64,331	-8.10%

Consistency with Federal Riding Boundaries

- Requires 26 wards
- 1 additional ward Downtown
- Boundary adjustment in Etobicoke needed
- 2 Etobicoke wards still too large, further adjustment would require crossing the Humber River (natural boundary) and changes in adjacent federal riding boundaries
- Some support from surveys; minimal support from public meetings/Members of Council



WARDS CONSISTENT WITH FEDERAL RIDING BOUNDARIES TORONTO WARD BOUNDARY REVIEW



Recommended Wards (47 Wards)

- Downtown wards remain within the boundary of the Downtown (as defined in the Official Plan)
- Public meetings and Members of Council suggested refinements
- **Those who like the option note:**
 - minimizes change
 - best option of the 3
 - keeps communities of interest together (e.g. Leaside, The Beach)
- **Those who have concerns note:**
 - increases size of City Council
 - splits certain communities (e.g. Regent Park, Church-Wellesley Village; Sentinel community)

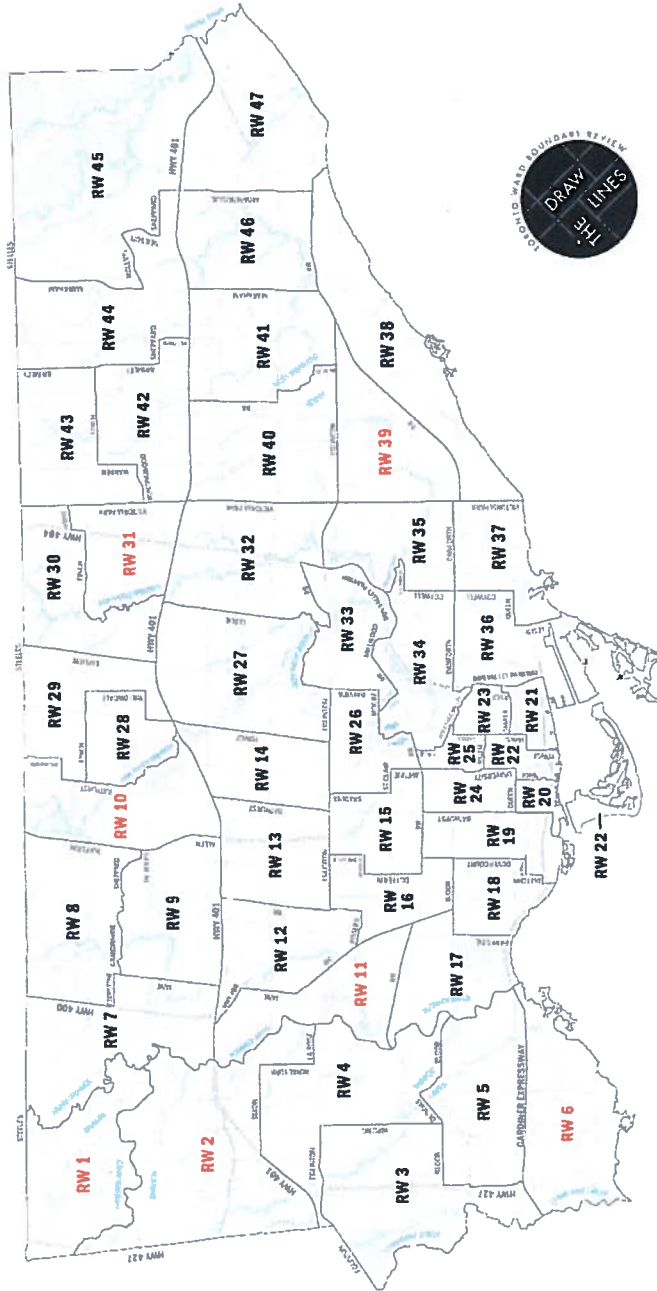


Recommended Wards (47 Wards)

- Further refinements have reunited Sentinel community; Regent Park; Church-Wellesley Village
- 7 wards unchanged
- Revised map achieves ***effective representation***

RECOMMENDED WARDS

MAP 6: RECOMMENDED WARDS WITH REFINEMENTS (47 WARDS) TORONTO WARD BOUNDARIES



RW - Boundary change from Existing Ward Structure (40)
RW - No Boundary Change From Existing Ward Structure (7)

NUMBER OF WARDS
47

AVERAGE WARD SIZE
61,000

RECOMMENDED WARDS

RECOMMENDED WARDS (47 Wards) WITH REFINEMENTS - VARIANCE

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	63,315	3.80%	64,473	5.69%	65,822	7.90%	67,341	10.40%
RW 4	62,895	3.11%	64,084	5.06%	64,729	6.11%	65,509	7.39%
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	53,962	-11.54%	56,018	-8.17%	57,857	-5.15%	60,994	-0.01%
RW 9	48,470	-20.54%	48,571	-20.38%	51,451	-15.65%	51,950	-14.84%
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	62,786	2.93%	63,236	3.67%	63,558	4.19%	63,867	4.70%
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	40,098	-34.26%	50,011	-18.01%	53,417	-12.43%	59,115	-3.09%
RW 22	47,425	-22.25%	54,356	-10.89%	60,987	-0.02%	65,905	8.04%
RW 23	55,299	-9.35%	61,272	0.45%	62,367	2.24%	65,441	7.28%
RW 24	47,020	-22.92%	50,248	-17.63%	55,692	-8.70%	60,357	-1.05%

RECOMMENDED WARDS

RECOMMENDED WARDS WITH REFINEMENTS – VARIANCE (cont'd)

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
RW 25	52,786	-13.47%	59,049	-3.20%	65,576	7.50%	69,888	14.57%
RW 26	59,868	-1.86%	63,752	4.51%	65,315	7.07%	66,758	9.44%
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	53,638	-12.07%	55,343	-9.27%	56,233	-7.81%	57,191	-6.24%
RW 31	59,414	-2.60%	60,701	-0.49%	61,471	0.77%	62,300	2.13%
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	56,954	-6.63%	56,787	-6.91%	56,892	-6.73%	57,324	-6.03%
RW 35	64,220	5.28%	64,570	5.85%	65,272	7.00%	66,155	8.45%
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%

The Recommended Wards with Refinements (47 Wards) is an improvement to the TWBR Recommended Wards (47 Wards). In addition to achieving voter parity, it manages to keep many communities of interest together and has coherent ward boundaries.

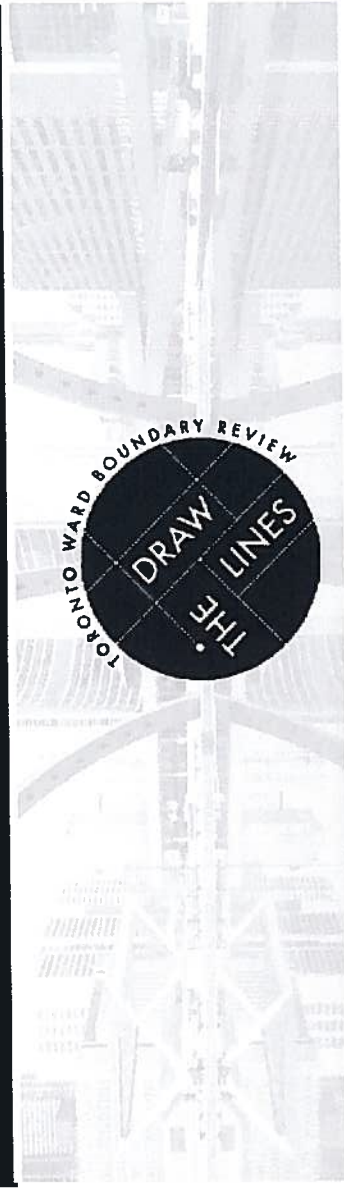
The Recommended Wards with Refinements (47 Wards) is the TWBR Team's recommendation.



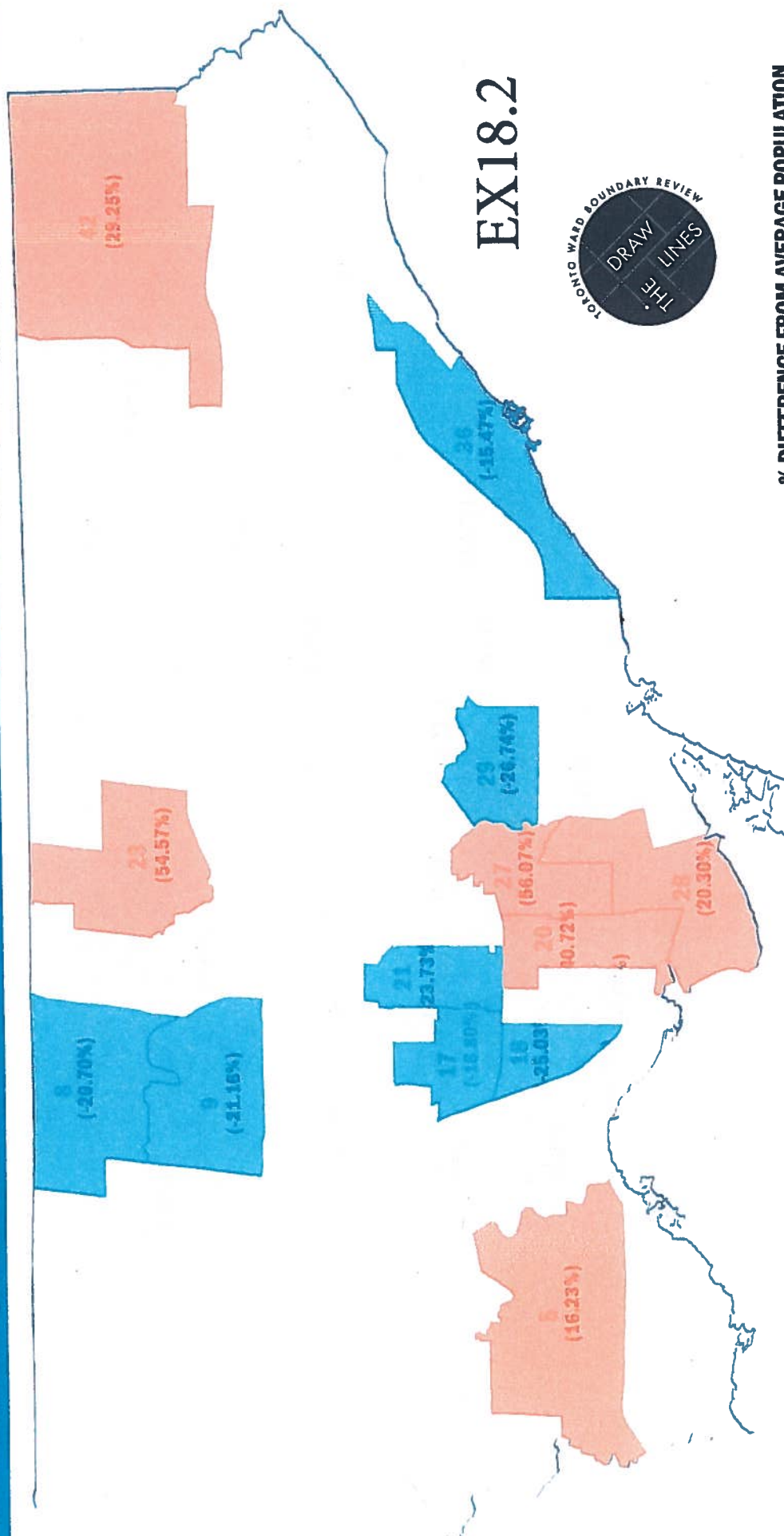


TORONTO WARD BOUNDARY REVIEW

More info: www.drawthelines.ca



EXISTING WARDS (2014 PROJECTED POPULATION VARIANCES) TORONTO WARD BOUNDARY REVIEW



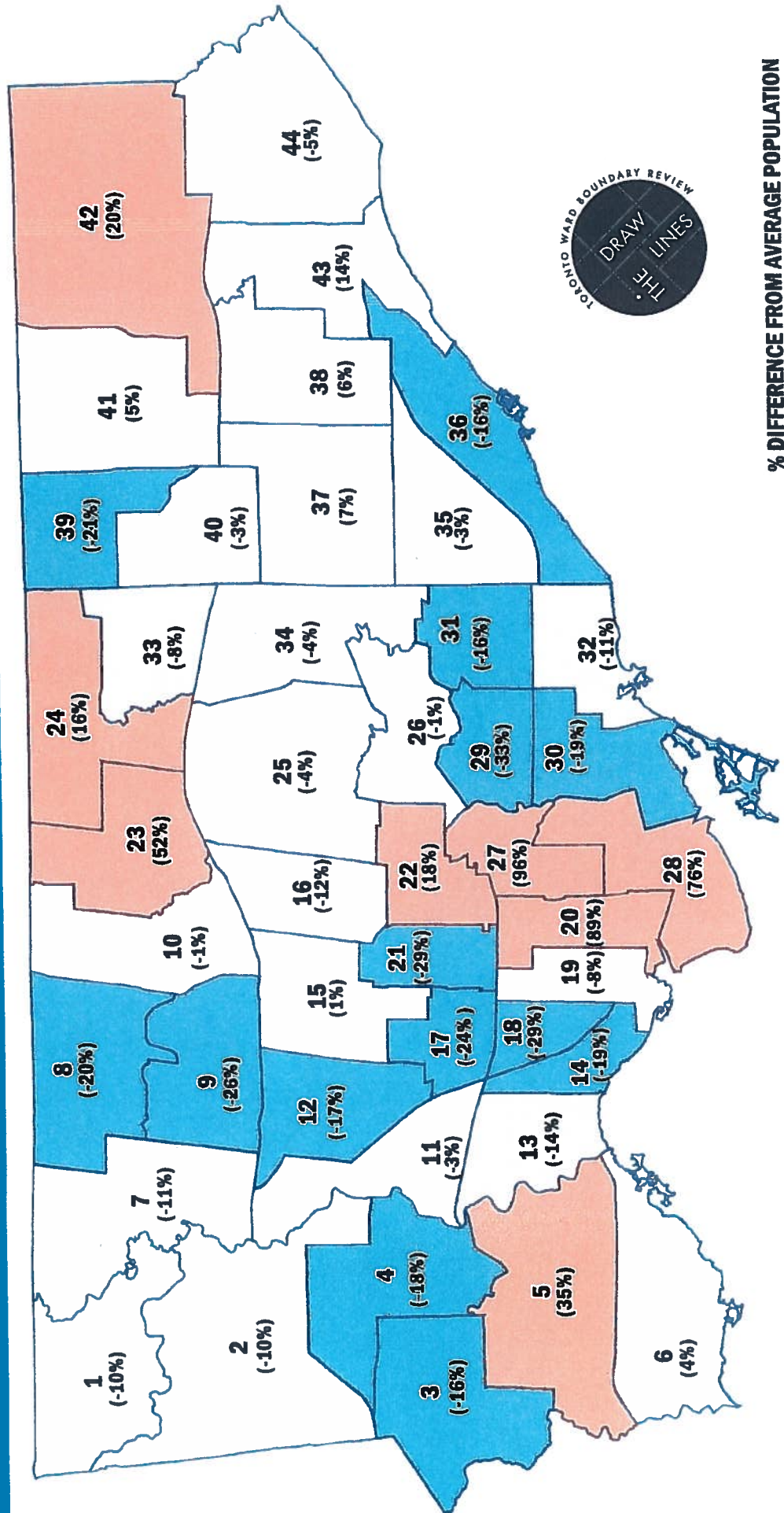
% DIFFERENCE FROM AVERAGE POPULATION

- More than 15.1% Above Average (6)
- 15% to 15% of Average (31)
- More than 15.1% Below Average (7)



EX18.2

EXISTING WARDS (2026 PROJECTED POPULATION VARIANCES) TORONTO WARD BOUNDARY REVIEW

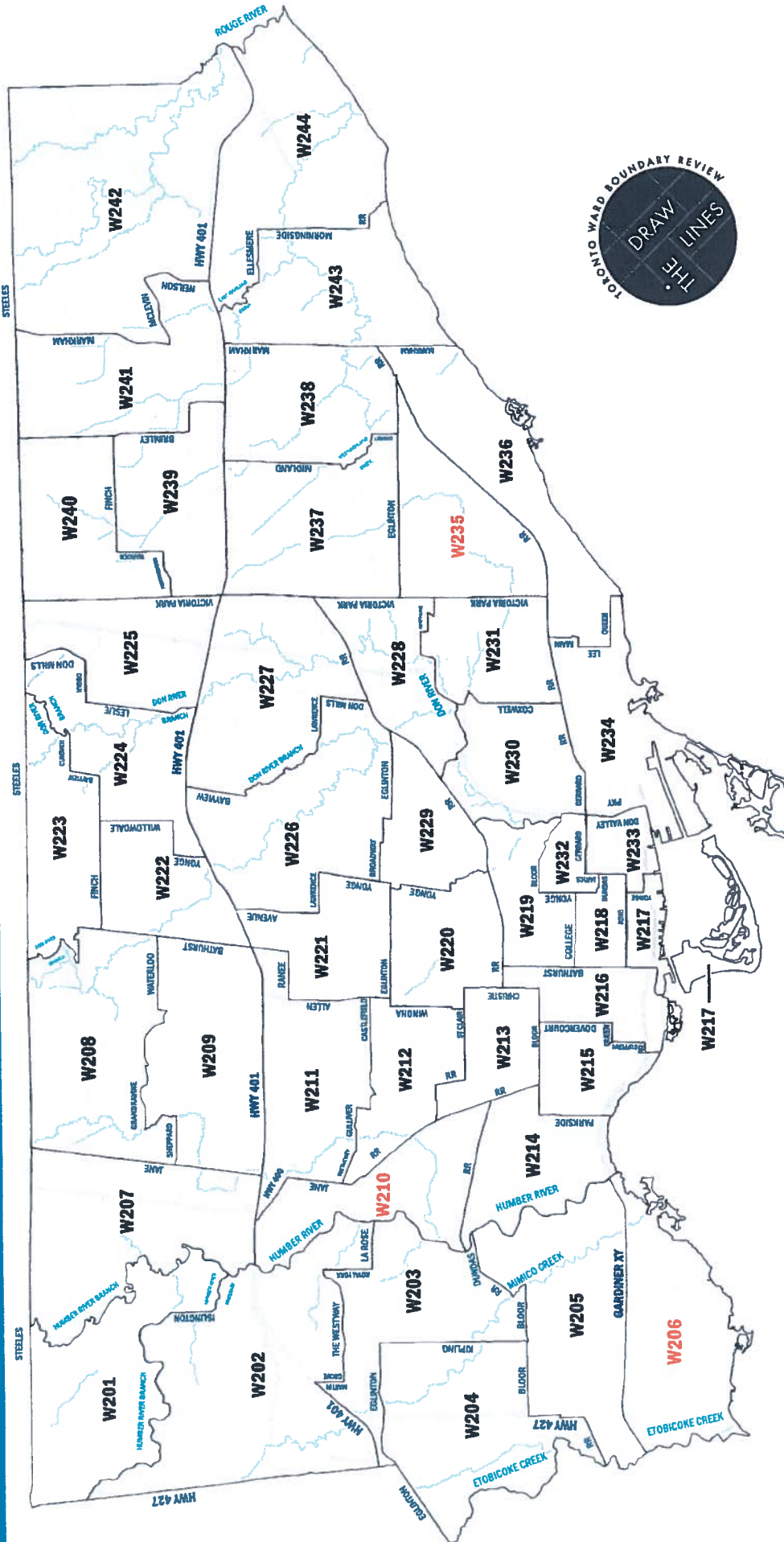


% DIFFERENCE FROM AVERAGE POPULATION

- More than 15.1% Above Average (8)
- 15% to 15% of Average (22)
- More than 15.1% Below Average (14)



ADDITIONAL REVISIONS - OPTION 2 (44 WARDS) TORONTO WARD BOUNDARY REVIEW



W - Boundary change from Existing Ward Structure (4:1)
 W - No Boundary Change From Existing Ward Structure (3)

NUMBER OF WARDS
 44
 AVG WARD SIZE
 70,000

RIVER AND STREAMS
 GREENSPACE
 RAILWAY (RR)
 ROADS
 WARD BOUNDARY



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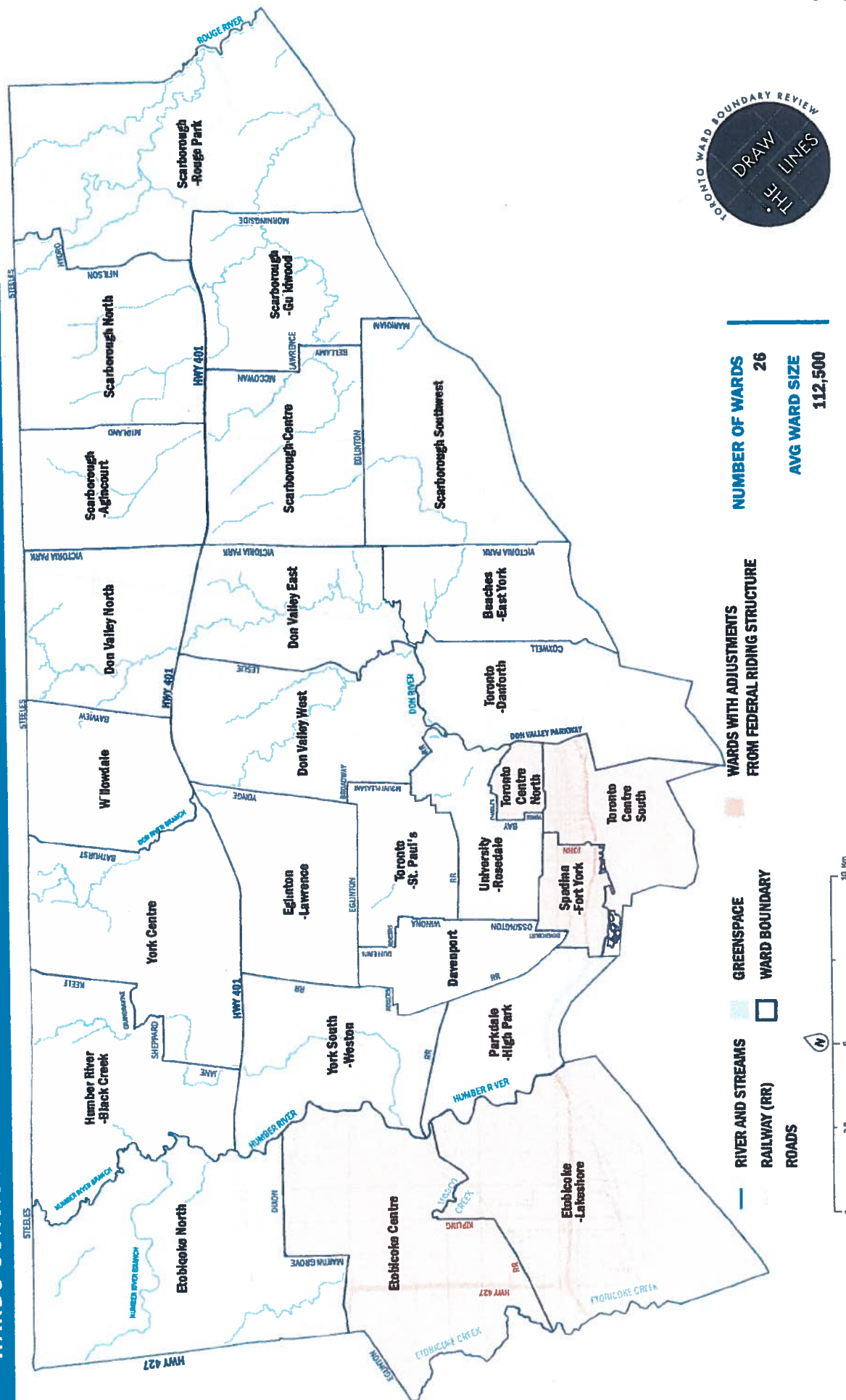
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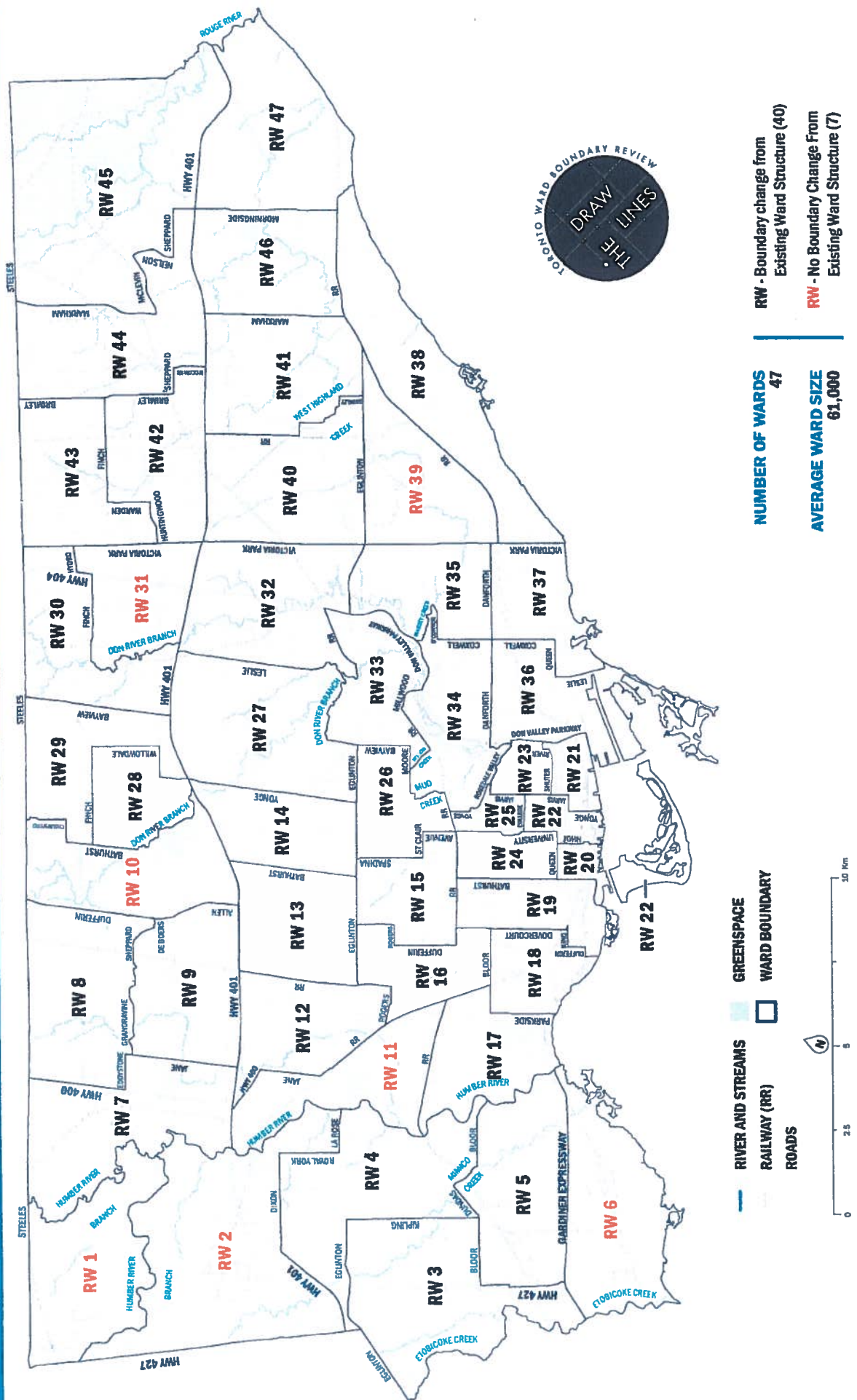
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WARDS CONSISTENT WITH FEDERAL RIDING BOUNDARIES TORONTO WARD BOUNDARY REVIEW



RECOMMENDED WARDS WITH REFINEMENTS (47 WARDS) TORONTO WARD BOUNDARY REVIEW





REPORT FOR ACTION

Supplementary Report - Follow up Report on the Toronto Ward Boundary Review

Date: November 4, 2016

To: City Council

From: City Manager and City Clerk

Wards: All

SUMMARY

In considering the Follow up Report on the Toronto Ward Boundary Review at its meeting on October 26, 2016, Executive Committee directed the City Manager, in consultation with the City Clerk, to report directly to City Council on the financial impact to Councillor Office budgets with respect to Option 4-44 Wards.

The existing City Council policy authorizes an additional Constituency Assistant for wards which exceed the median in both the number of households and population by 50%, funded from the Council General Expense Budget. Currently, 4 wards meet this criteria.

Under all seven (7) ward boundary review options being considered by City Council, the population and number of households amongst all wards would be within the 50 percent threshold discussed above. As a result, no ward would meet the policy criteria and funding for an additional Constituency Assistants will no longer be required.

The financial impact is a savings of approximately \$360,000 in the General Expenses Budget in the City Council operating budget. This savings will apply to Option 4-44 Wards. For the other ward boundary options included in Attachment 5 to the report, this savings may be higher or lower, depending on the proposed number of Councillors.

RECOMMENDATIONS

The City Manager and the City Clerk recommend that:

1. City Council receive this report for information.

FINANCIAL IMPACT

All ward boundary options included in Attachment 5 to the Follow up Report on the Toronto Ward Boundary Review, including Option 4 - 44 Wards would result in a cost savings of approximately \$360,000 in the General Expenses Budget of the City Council annual operating budget, as four Wards, would no longer qualify for an additional constituency assistant. However, the net savings for each option may be higher or lower, depending on the option and number of proposed wards.

DECISION HISTORY

In considering the Follow up Report on the Toronto Ward Boundary Review, the Executive Committee directed the City Manager, in consultation with the City Clerk, to report directly to City Council on the financial impacts to all Councillor Office budgets of Option 4 - 44 Wards (revised) (44 Wards).

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

As part of the 2010 budget process, City Council directed that Councillors be provided with an additional staff at the Constituency Assistant level if the number of households and the population in their ward exceeds the median by 50 percent or more.

Council decision:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX42.1>

Supplementary report from the City Manager and the City Clerk:

<http://www.toronto.ca/legdocs/mmis/2010/cc/bgrd/backgroundfile-29379.pdf>

COMMENTS

As part of the 2010 annual operating budget process, to respond to discrepancies in ward populations, City Council authorized one additional staff member at the constituency assistant level for any ward which exceeds the median by more than 50 percent in both population and households, to be funded through the Council General Expenses Budget. In 2010, one ward met this criteria.

With the 2011 census and developments in the City, currently four (4) Councillors qualify for this additional position in wards 20, 23, 27 and 28.

The intent of the Toronto Ward Boundary Review is to address population discrepancies across Toronto's wards, and proposes an estimated population of 70,000 for each of the 44 wards. All seven options address population discrepancies amongst Toronto's wards and under each scenario, no ward will exceed the median by 50% or more in either households or population.

Therefore, all ward boundary options included in Attachment 5 to the Follow up Report on the Toronto Ward Boundary Review, including Ward Boundary Option 4-44 Wards

would result in a cost savings of approximately \$360,000 in the General Expenses Budget of the City Council annual operating budget. However, the net savings for each option may be higher or lower, depending on the option and number of proposed wards.

All ward boundary options, including Option 4-44 wards, will have no impact on individual Councillor Constituency Services and Office Budgets unless the option proposes an increase in the number of wards.

If City Council wishes to include a review of the resources provided to each Councillor under the approved ward boundary option, including the Constituency Services and Office Budget, the Staffing Budget and the General Expenses Budget, the City Clerk can undertake a review and report to Council prior to the implementation of the new ward boundary model.

CONTACT

Peter Notaro, Executive Director, Strategic & Corporate Policy, City Manager's Office,
Peter.Notaro@toronto.ca, 416-392-8066

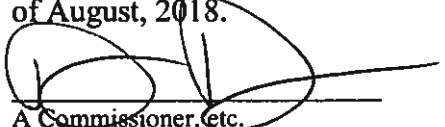
Winnie Li, Deputy City Clerk, City Clerk's Office, Winnie.Li@toronto.ca, 416-392-8676

SIGNATURE

Ulli S. Watkiss
City Clerk

Peter Wallace
City Manager

This is Exhibit "O" referred to
in the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.



A Commissioner, etc.
Diana Dimmer

Authority: Executive Committee Item EX18.2, adopted as amended, by City of Toronto Council on November 8 and 9, 2016

CITY OF TORONTO

BY-LAW 267-2017

A By-law to re-divide the City of Toronto's Ward Boundaries.

Whereas section 128 of the *City of Toronto Act, 2006* authorizes the City to divide or re-divide the City into wards; and

Whereas at its meeting on June 11, 12 and 13, 2013, Council established Terms of Reference for a Toronto Ward Boundary Review and commenced a process to review options for the re-dividing of the ward boundaries to reflect effective representation within Toronto; and

Whereas the City conducted an extensive civic engagement and public consultation process, including the holding of 24 public meetings, stakeholder meetings and the publishing of information online; and

Whereas additional public consultations were held after various options for re-dividing the City's ward boundaries were presented to Executive Committee on May 24, 2016; and

Whereas at its meeting on November 8 and 9, 2016, Council considered the various options for re-dividing the ward boundaries and approved the re-dividing of the ward boundaries based on a 47 ward configuration;

The Council of the City of Toronto enacts:

1. The boundary lines of the existing 44 wards shall be re-divided into 47 wards as described in Schedule "A" to this by-law.
2. Schedule "A" attached forms part of this by-law.
3. This by-law shall come into force and take effect on the day set out in subsection 128(8) of the *City of Toronto Act, 2006*.

Enacted and passed on March 29, 2017.

Frances Nunziata,
Speaker

Ulli S. Watkiss,
City Clerk

(Seal of the City)

Schedule "A" to By-law 267-2017

WARD 1

Ward 1, consisting of that part of the City of Toronto described as follows:

Beginning at the northwest corner of the City of Toronto; Thence easterly along the northerly limit of the City of Toronto to the centre line of the Humber River; Thence southerly along the centre line of the Humber River to the centre line of the West Branch of the Humber River; Thence westerly along the centre line of the West Branch of the Humber River to the westerly limit of the City of Toronto; Thence northerly along the westerly limit of the City of Toronto to the point of beginning.

WARD 2

Ward 2, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the westerly limit of the City of Toronto and the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence north easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Dixon Road; Thence easterly along the centre line of Dixon Road to the centre line of Royal York Road; Thence southerly along the centre line of Royal York Road to the centre line of La Rose Avenue; Thence easterly along the centre line of La Rose Avenue and its easterly production to the centre line of the Humber River; Thence generally northerly along the centre line of the Humber River to the centre line of the West Branch of the Humber River; Thence westerly along the centre line of the West Branch of the Humber River to the westerly limit of the City of Toronto; Thence southerly along the westerly limit of the City of Toronto to the point of beginning.

WARD 3

Ward 3, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the westerly limit of the City of Toronto and the centre line of Eglinton Avenue West; Thence easterly along the centre line of Eglinton Avenue West to the centre line of Kipling Road; Thence southerly along the centre line of Royal York Road to the centre line of Bloor Street West; Thence westerly along the centre line of Bloor Street West to the centre line of Highway No. 427; Thence southerly along the centre line of Highway No. 427 to the intersection with the centre line of the Queen Elizabeth Way; Thence westerly along the centre line of the Queen Elizabeth Way to the westerly limit of the City of Toronto; Thence northerly and easterly along the westerly limit of the City of Toronto to the point of beginning;

WARD 4

Ward 4, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the westerly limit of the City of Toronto and the centre line of Eglinton Avenue West; Thence northerly along the westerly limit of the City of Toronto to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence north easterly along

the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Dixon Road; Thence easterly along the centre line of Dixon Road to the centre line of Royal York Road; Thence southerly along the centre line of Royal York Road to the centre line of La Rose Avenue; Thence easterly along the centre line of La Rose Avenue and its easterly prolongation to the centre line of the Humber River; Thence generally southerly along the centre line of the Humber River to the centre line of Bloor Street West; Thence northwesterly and westerly along the centre line of Bloor Street West to the centerline of Mimico Creek; Thence northwesterly along the centre line of Mimico Creek to the centre line of Dundas Street West; Thence south westerly along the centre line of Dundas Street West to the centre line of Kipling Avenue; Thence northerly along the centre line of Kipling Avenue to the centre line of Eglinton Avenue West; Thence westerly along the centre line of Eglinton Avenue West to the point of beginning.

WARD 5

Ward 5, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre lines of Mimico Creek and Dundas Street West; Thence westerly along the centre line of Dundas Street West to the centre line of Bloor Street West; Thence westerly along the centre line of Bloor Street West to the centre line of Highway No. 427; Thence southerly along the centre line of Highway No. 427 to the centre line of the Frederick G. Gardiner Expressway; Thence easterly along the centre line of the Frederick G. Gardiner Expressway to the centre line of the Humber River; Thence generally northwesterly along the centre line of the Humber River to the centre line of Bloor Street West; Thence westerly along the centre line of Bloor Street West to the centre line of Mimico Creek; Thence northerly along the centre line of Mimico Creek to the point of beginning.

WARD 6

Ward 6, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre lines of the Humber River and the Frederick G. Gardiner Expressway; Thence westerly along the centre line of the Frederick G. Gardiner Expressway and the Queen Elizabeth Way to the westerly limit of the City of Toronto; Thence southerly and easterly along the westerly and southerly limits of the City of Toronto to the centre line of the Humber River; Thence northerly along the centre line of the Humber River to the point of beginning.

WARD 7

Ward 7, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the northerly limit of the City of Toronto and the centre line of Highway No.400; Thence southerly along the centre line of Highway No. 400 to the intersection of the prolongation westerly of the centre line of Eddystone Avenue; Thence easterly to and along the centre line of Eddystone Avenue to the centre line of Jane Street; Thence southerly along the centre line of Jane Street to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of Macdonald-Cartier Freeway (Highway No. 401) to the centre line of the Humber River; Thence generally northerly along the

centre line of the Humber River to the northerly limit of the City of Toronto; Thence easterly along the northerly limit of the City of Toronto to the point of beginning.

WARD 8

Ward 8, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the northerly limit of the City of Toronto and the centre line of Dufferin Street; Thence southerly along the centre line of Dufferin Street and the centre line of W. R. Allen Road to the centre line of De Boers Drive; Thence westerly along the centre line of De Boers Drive to the centre line of Sheppard Avenue West; Thence westerly along the centre line of Sheppard Avenue West to the centre line of Tuscan Gate; Thence northerly along the centre line of Tuscan Gate to the centre line of PARTS 1 to 7, inclusive, on Plan 64R-2235; Thence westerly along the centre line of PARTS 1 to 7, inclusive, on Plan 64R-2235 to the centre line of Grandravine Drive; Thence westerly along the centre line of Grandravine Drive to the centre line of Jane Street; Thence northerly along the centre line of Jane Street to the centre line of Eddystone Avenue; Thence westerly along the centre line of Eddystone Avenue to the intersection of Oakdale Avenue and continuing westerly along the prolongation of the centre line of Eddystone Avenue to the centre line of Highway No. 400; Thence northerly along the centre line of Highway No. 400 to the north limit of the City of Toronto; Thence easterly along the northerly limit of the City of Toronto to the point of beginning.

WARD 9

Ward 9, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of W. R. Allen Road and the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Jane Street; Thence northerly along the centre line of Jane Street to the centre line of Grandravine Drive; Thence easterly along the centre line of Grandravine Drive to the prolongation westerly of the centre line of PARTS 1 to 7, inclusive, on Plan 64R-2235; Thence easterly along the centre line of PARTS 1 to 7, inclusive, on Plan 64R-2235 to the centre line of Tuscan Drive; Thence southerly along the centre line of Tuscan Drive to the centre line of Sheppard Avenue West; Thence easterly along the centre line of Sheppard Avenue West to the centre line of De Boers Drive; Thence easterly along the centre line of De Boers Drive to the centre line of W. R. Allen Road; Thence southerly along the centre line of W. R. Allen Road to the point of beginning.

WARD 10

Ward 10, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the north limit of the City of Toronto and the centre line of Dufferin Street; Thence southerly along the centre line of Dufferin Street and the centre line of W.R. Allen Road to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence easterly along the centre line of the Macdonald-Cartier Freeway to the centre line of the Don River West Branch; Thence generally northwesterly along the centre line of the Don River West Branch to the centre line of Bathurst Street; Thence northerly along the centre line of

Bathurst Street to the centre line of Drewry Avenue; Thence easterly along the centre line of Drewry Avenue to the centre line of Chelmsford Avenue; Thence northerly along the centre line of Chelmsford Avenue to the centre line of Greenwin Village Road; Thence westerly along the centre line of Greenwin Village Road to the centre line of Village Gate; Thence northerly along the centre line of Village Gate to the northerly limit of the City of Toronto; Thence westerly along the northerly limit of said City to the point of beginning.

WARD 11

Ward 11, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre lines of the Humber River and the Macdonald-Cartier Freeway (Highway No. 401); Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Highway No. 400; Thence southerly along the centre line of Highway No. 400 south of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Jane Street; Thence southerly along the centre line of Jane Street to the centre line of the Canadian National Railway, situated north of Weston Road; Thence south easterly along the centre line of said Railway to the centre line of the Canadian Pacific Railway; Thence westerly along the centre line of the Canadian Pacific Railway to the centre line of the Humber River; Thence northerly along the centre line of the Humber River to the point of beginning.

WARD 12

Ward 12, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Highway No. 400 and the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of the Canadian National Railway situated immediately west of Caledonia Road; Thence southerly along the centre line of said Railway to the centre line of Rogers Road; Thence westerly along the centre line of Rogers Road to the centre line of the Canadian National Railway; Thence north westerly along the centre line of the said Railway to the centre line of Jane Street; Thence northerly along the centre line of Jane Street to the centre line of Highway No. 400 south of the Macdonald-Cartier Freeway (Highway No. 401); Thence north westerly along the centre line of Highway No. 400 to the point of beginning.

WARD 13

Ward 13, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre lines of the Canadian National Railway situated immediately west of Caledonia Road and the Macdonald-Cartier Freeway (Highway No. 401); Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Bathurst Street; Thence southerly along the centre line of Bathurst Street to the centre line of Eglinton Avenue West; Thence westerly along the centre line of Eglinton Avenue West to the centre line of the Canadian National Railway situated immediately west of Caledonia Road; Thence northerly along the centre line of the said Railway to the point of beginning.

WARD 14

Ward 14, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Bathurst Street and the Macdonald-Cartier Freeway (Highway No. 401); Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Yonge Street; Thence southerly along the centre line of Yonge Street to the centre line of Eglinton Avenue West; Thence westerly along the centre line of Eglinton Avenue West to the centre line of Bathurst Street; Thence northerly along the centre line of Bathurst Street to the point of beginning.

WARD 15

Ward 15, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Oakwood Avenue and the centre line of Eglinton Avenue West; Thence easterly along the centre line of Eglinton Avenue West to the centre line of Avenue Road; Thence southerly along the centre line of Avenue Road to the centre line of Kilbarry Road; Thence easterly along the centre line of Kilbarry Road to the centre line of Oriole Parkway; Thence southerly along the centre line of Oriole Parkway to the centre line of Lonsdale Road; Thence westerly along the centre line of Lonsdale Road to the centre line of Avenue Road; Thence southerly along the centre line of Avenue Road to the centre line of the Canadian Pacific Railway north of Dupont Street; Thence westerly along the centre line of the said Railway to the centre line of Dufferin Street; Thence northerly along the centre line of Dufferin Street to the centre line of Rogers Road; Thence easterly along the centre line of Rogers Road to the centre line of Oakwood Avenue; Thence northerly along the centre line of Oakwood Avenue to the point of beginning.

WARD 16

Ward 16, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre lines of the Canadian National Railway situated immediately west of Caledonia Road and Eglinton Avenue West; Thence easterly along the centre line of Eglinton Avenue West to the centre line of Oakwood Avenue; Thence southerly along the centre line of Oakwood Avenue to the centre line of Rogers Road; Thence westerly along the centre line of Rogers Road to the centre line of Dufferin Street; Thence southerly along the centre line of Dufferin Street to the centre line of the Canadian Pacific Railway located immediately north of Dupont Street; Thence easterly along the centre line of the said Railway to the centre line of Dovercourt Road; Thence southerly along the centre line of Dovercourt Road to the centre line of Bloor Street West; Thence westerly along the centre line of Bloor Street West to the centre line of the Canadian National Railway situated immediately east of Dundas Street West; Thence northerly along the centre line of the said Railway to the centre line of Rogers Road; Thence easterly along the centre line of Rogers Road to the centre line of the Canadian National Railway situated immediately west of Caledonia Road; Thence northerly along the centre line of the said Railway to the point of beginning.

WARD 17

Ward 17, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of the Humber River and the centre line of the Canadian Pacific Railway north of Dundas Street West; Thence easterly along the centre line of the said Railway to the centre line of the Canadian National Railway; Thence south easterly along the centre line of the said Railway to the centre line of Bloor Street West; Thence westerly along the centre line of Bloor Street West to the centre line of Parkside Drive; Thence southerly along the centre line of Parkside Drive and its southerly prolongation to the southerly limit of the City of Toronto; Thence generally westerly along the southerly limit of the City of Toronto to the centre line of the Humber River; Thence northerly along the centre line of the Humber River to the point of beginning.

WARD 18

Ward 18, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre lines of Parkside Drive and Bloor Street West; Thence easterly along the centre line of Bloor Street West to the centre line of Dovercourt Road; Thence southerly along the centre line of Dovercourt Road and its southerly prolongation to the centre line of the Canadian National Railway; Thence south easterly along the centre line of the said Railway to the centre line of King Street West; Thence westerly along the centre line of King Street West to the centre line of Dufferin Street; Thence southerly along the centre line of Dufferin Street to the centre line of the F. G. Gardiner Expressway; Thence westerly along the centre line of the F. G. Gardiner Expressway to the southerly prolongation of the centre line of Spencer Avenue; Thence southerly along the southerly prolongation of the centre line of Spencer Avenue to the southerly limit of the City of Toronto; Thence generally westerly along the southerly limit of the City of Toronto to the southerly prolongation of the centre line of Parkside Drive; Thence northerly to and along the centre line of Parkside Drive to the point of beginning.

WARD 19

Ward 19, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Dovercourt Road with the centre line of the Canadian Pacific Railway situated immediately north of Dupont Street; Thence easterly along the centre line of the said Railway to the centre line of Bathurst Street; Thence southerly along the centre line of Bathurst Street to the centre line of Lake Shore Boulevard West; Thence westerly along the centre line of Lake Shore Boulevard West to the southerly prolongation of the centre line of Strachan Avenue; Thence southerly along the southerly prolongation of the centre line of Strachan Avenue to the southerly limit of the City of Toronto; Thence westerly along the southerly limit of the City of Toronto to the southerly prolongation of the centre line of Spencer Avenue; Thence northerly along the southerly production of the centre line of Spencer Avenue to the centre line of the F. G. Gardiner Expressway; Thence easterly along the centre line of the F. G. Gardiner Expressway to the centre line of Dufferin Street; Thence northerly along the centre line of Dufferin Street to the centre line of King Street West; Thence easterly along the centre line of King Street West to the centre line of the Canadian National Railway; Thence north

westerly along the centre line of the said Railway to southerly prolongation of the centre line of Dovercourt Road; Thence northerly along the southerly prolongation of the centre line of Dovercourt Road and continuing along the centre line of Dovercourt Road to the point of beginning.

WARD 20

Ward 20, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Bathurst Street with the centre line of Queen Street West; Thence easterly along the centre line of Queen Street West to the centre line of John Street; Thence southerly along the centre line of John Street and its southerly prolongation to the intersection with the north limit of PART 10 on Plan 66R-15627; Thence easterly and southeasterly along the easterly limits of PARTS 10, 75, 76, 97, 12 and 68 to the north easterly angle of PART 68 on the said Plan; Thence southerly along the easterly limit of PART 68 on the said Plan and its southerly prolongation to the intersection with the centre line of Bremner Boulevard; Thence westerly along the centre line of Bremner Boulevard to the centre line of Rees Street; Thence southerly along the centre line of Rees Street and its southerly prolongation to a line drawn due east from the centre line of the easterly extremity of the Western Channel of Toronto Harbour; Thence due west along the said line to said easterly extremity; Thence southwesterly along the centre line of the Western Channel of Toronto Harbour and its southwesterly production to the southerly limit of the City of Toronto; Thence westerly along the southerly limit of the City of Toronto to the southerly prolongation of the centre line of Strachan Avenue; Thence northerly along the prolongation of the centre line of Strachan Avenue to the centre line of Lake Shore Boulevard West; Thence easterly along the centre line of Lake Shore Boulevard West to the centre line of Bathurst Street; Thence northerly along the centre line of Bathurst Street to the point of beginning.

WARD 21

Ward 21, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of River Street with the centre line Dundas Street East; Thence easterly along the centre line of Dundas Street East to the centre line of the Don River; Thence generally southerly along the centre line of the Don River to the centre line the Keating Channel; Thence westerly along the centre line of the Keating Channel to the southerly prolongation of the centre line of Parliament Street; Thence westerly parallel to the southerly limit of Plan 694E to the intersection with the southerly prolongation of Yonge Street; Thence northerly to and along the centre line of Yonge Street to the centre line of King Street East; Thence easterly along the centre line of King Street East to the centre line of Jarvis Street; Thence northerly along the centre line of Jarvis Street to the centre line of Shuter Street; Thence easterly along the centre line of Shuter Street to the centre line of River Street; Thence northerly along the centre line of River Street to the point of beginning.

WARD 22

Ward 22, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of the Keating Channel with the southerly prolongation of the centre line of Parliament Street; Thence southerly in a straight line to the southerly extremity of the centre line of the Eastern Channel of Toronto Harbour; Thence south 5° 00' west to the southerly limit of the City of Toronto; Thence generally north-westerly along the southerly limit of the said City to the southwesterly prolongation of the centre line of the Western Channel of Toronto Harbour; Thence north-easterly along the southwesterly prolongation of the centre line of the Western Channel of Toronto Harbour to the easterly extremity thereof; Thence due east to the southerly prolongation of the centre line of Rees Street; Thence northerly to and along the centre line of Rees Street to the centre line of Bremner Boulevard; Thence easterly along the centre line of Bremner Boulevard to the intersection with the southerly prolongation of the easterly limit of PART 68 on Plan 66R-15627; Thence northerly to and along the easterly limit of PART 68 on the said Plan to the north easterly corner; Thence westerly and northwesterly along the easterly limits of PARTS 68, 12, 97, 76, 77 and 10 on the said Plan to the intersection with the southerly prolongation of the centre line of John Street; Thence northerly along the southerly prolongation of John Street to and along the centre line of John Street to the centre line of Queen Street East; Thence easterly along the centre line of Queen Street East to the centre line of University Avenue; Thence northerly along the centre line of University Avenue to the centre line of College Street; Thence easterly along the centre line of College Street to and along the centre line of Carlton Street to the centre line of Jarvis Street; Thence southerly along the centre line of Jarvis Street to the centre line of King Street East; Thence westerly along the centre line of King Street East to the centre line of Yonge Street; Thence southerly along the centre line of Yonge Street and its southerly prolongation to the intersection with a line drawn parallel to the southerly limit of Plan 694E through the point of beginning; Thence easterly along the said line parallel to the southerly limit of Plan 694E to the point of beginning.

WARD 23

Ward 23, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Ted Rogers Way with the centre line Bloor Street East; Thence easterly along the centre line of Bloor Street East to the centre line of Rosedale Valley Road; Thence southeasterly along the centre line of Rosedale Valley Road and its prolongation easterly to the intersection with the centre line of the Don River; Thence southerly along the centre line of the Don River to the centre line of Dundas Street East; Thence westerly along the centre line of Dundas Street East to the centre line of River Street; Thence southerly along the centre line of River Street to the centre line of Shuter Street; Thence westerly along the centre line of Shuter Street to the centre line of Jarvis Street; Thence northerly along the centre line of Jarvis Street and Ted Rogers Way to the point of beginning.

WARD 24

Ward 24, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Bathurst Street with the centre line of the Canadian Pacific Railway situated immediately north of Dupont Street; Thence easterly along the centre line of the said Railway to the centre line of Avenue Road; Thence southerly along the centre line of Avenue Road, Queen's Park, Queen's Park Crescent West and University Avenue to the centre line of Queen Street East; Thence westerly along the centre line of Queen Street East to the centre line of Bathurst Street; Thence northerly along the centre line of Bathurst Street to the point of beginning.

WARD 25

Ward 25, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Avenue Road with the centre line of the Canadian Pacific Railway situated north of Dupont Street; Thence easterly along the centre line of the said Railway to the centre line of Yonge Street; Thence southerly along the centre line of Yonge Street to the centre line of Aylmer Avenue; Thence south easterly along the centre line of Aylmer Avenue to the intersection with the centre line of Rosedale Valley Road; Thence south easterly along the centre line of Rosedale Valley Road to the centre line of Sherbourne Street; Thence southerly along the centre line of Sherbourne Street to the centre line of Bloor Street East; Thence westerly along the centre line of Bloor Street East to the centre line of Ted Rogers Way; Thence southerly along the centre line of Ted Rogers Way to and along the centre line of Jarvis Street to the centre line of Carlton Street; Thence westerly along the centre line of Carlton Street to and along the centre line of College Street West to the centre line of Queen's Park; Thence northerly along the centre line of Queen's Park, Queen's Park Crescent West, Queen's Park and Avenue Road to the point of beginning.

WARD 26

Ward 26, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Avenue Road and Eglinton Avenue West; Thence easterly along the centre line of Eglinton Avenue West to and continuing on the centre line of Eglinton Avenue East to the centre line of Bayview Avenue; Thence southerly along the centre line of Bayview Avenue to the easterly production of the southerly limit of Mount Pleasant Cemetery; Thence generally westerly along the southerly limit of the said cemetery to the centre line of the Vale of Avoca Ravine; Thence southerly along the centre line of the ravine to the centre line of the Canadian Pacific Railway situated north of Dupont Street; Thence westerly along the centre line of the said railway to the centre line of Avenue Road; Thence northerly along the centre line of Avenue Road to the centre line of Lonsdale Road; Thence easterly along the centre line of Lonsdale Road to the centre line of Oriole Parkway; Thence northerly along the centre line of Oriole Parkway to the centre line of Kilbarry Road; Thence westerly along the centre line of Kilbarry Road to the centre line of Avenue Road; Thence northerly along the centre line of Avenue Road to the point of beginning.

WARD 27

Ward 27, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Yonge Street and the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence southerly along the centre line of Yonge Street to the centre line of Eglinton Avenue East; Thence easterly along the centre line of Eglinton Avenue East to the centre line of Bayview Avenue; Thence northerly along the centre line of Bayview Avenue to the centre line of Burke Brook (a tributary of the Don River West Branch situated north of Glenvale Boulevard); Thence generally easterly along the centre line of Burke Brook to the centre line of the Don River West Branch; Thence easterly along the centre line of the Don River West Branch to the centre line of Wilket Creek; Thence generally northerly along the centre line of Wilket Creek to the centre line of the southerly prolongation of the centre line of Leslie Street; Thence northerly along the southerly prolongation of the centre line of Leslie Street to and continuing along the centre line of Leslie Street to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the point of beginning.

WARD 28

Ward 28, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Bathurst Street and Finch Avenue West; Thence easterly along the centre line of Finch Avenue West to and continuing on the centre line of Finch Avenue East to the centre line of Willowdale Avenue; Thence southerly along the centre line of Willowdale Avenue to the centre line of Sheppard Avenue East; Thence westerly along the centre line of Sheppard Avenue East to the centre line of Yonge Street; Thence southerly along the centre line of Yonge Street to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of the Don River West Branch; Thence generally northwesterly along the centre line of the Don River West Branch to the centre line of Bathurst Street; Thence northerly along the centre line of Bathurst Street to the point of beginning.

WARD 29

Ward 29, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Bayview Avenue and the northerly limit of the City of Toronto; Thence southerly along the centre line of Bayview Avenue to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Yonge Street; Thence northerly along the centre line of Yonge Street to the centre line of Sheppard Avenue East; Thence easterly along the centre line of Sheppard Avenue East to the centre line of Willowdale Avenue; Thence northerly along the centre line of Willowdale Avenue to the centre line of Finch Avenue East; Thence westerly along the centre line of Finch Avenue East and continuing along the centre line of Finch Avenue West to the centre line of Bathurst Street; Thence northerly along the centre line of Bathurst Street to the centre line of Drewry Avenue; Thence easterly along the centre line of Drewry Avenue to the centre line of Chelmsford Avenue; Thence

northerly along the centre line of Chelmsford Avenue to the centre line of Greenwin Village Road; Thence westerly along the centre line of Greenwin Village Road to the centre line of Village Gate; Thence northerly along the centre line of Village Gate to the northerly limit of the City of Toronto; Thence easterly along the northerly limit of the City of Toronto to the point of beginning.

WARD 30

Ward 30, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Victoria Park Avenue and the northerly limit of the City of Toronto; Thence southerly along the centre line of Victoria Park Avenue to the centre line of a Hydro-Electric transmission line situated southerly of McNicoll Avenue; Thence westerly along the centre line of the said transmission line to the centre line of Highway No. 404; Thence southerly along the centre line of Highway No. 404 to the centre line of Finch Avenue East; Thence westerly along the centre line of Finch Avenue East to the centre line of the Don River East Branch; Thence generally southerly along the centre line of the Don River East Branch to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Bayview Avenue; Thence northerly along the centre line of Bayview Avenue to the northerly limit of the City of Toronto; Thence easterly along the northerly limit of the City of Toronto to the point of beginning.

WARD 31

Ward 31, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Victoria Park Avenue with the centre line of a Hydro-Electric Transmission line situated southerly of McNicoll Avenue; Thence westerly along the centre line of said transmission line to the centre line of Highway No. 404; Thence southerly along the centre line of Highway No. 404 to the centre line of Finch Avenue East; Thence westerly along the centre line of Finch Avenue East to the centre line of the Don River East Branch; Thence generally southerly along the centre line of the Don River East Branch to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Victoria Park; Thence northerly along the centre line of Victoria Park Avenue to the point of beginning.

WARD 32

Ward 32, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Leslie Street with the centre line of the Macdonald-Cartier Freeway (Highway No 401); Thence southerly along the centre line of Leslie Street and its southerly prolongation to the intersection with the centre line of Wilket Creek; Thence generally southerly to the centre line of the Don River West Branch; Thence southerly along the centre line of the Don River East Branch to the centre line of Eglinton Avenue East; Thence easterly along the centre line of Eglinton Avenue East to the centre line of the Canadian Pacific Railway; Thence easterly along the centre line of the said Railway to the centre line of

the Don Valley Parkway; Thence southerly along the centre line of the Don Valley Parkway to the centre line of Eglinton Avenue East; Thence easterly along the centre line of Eglinton Avenue East to the centre line of Victoria Park Avenue; Thence northerly along the centre line of Victoria Park Avenue to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the point of beginning,

WARD 33

Ward 33, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Bayview Avenue with the centre line of Burke Brook (a tributary of the Don River West Branch situated north of Glenvale Boulevard); Thence southerly along the centre line of Bayview Avenue to the intersection with the southerly limit of Mount Pleasant Cemetery, being the easterly limit of the former City of Toronto; Thence westerly and south easterly along the easterly limit of the former City of Toronto to the centre line of the Canadian Pacific Railway; Thence north easterly along the centre line of the said Railway to the centre line of Millwood Road; Thence south easterly along the centre line of Millwood Road to the centre line of the Don Valley Parkway; Thence easterly and northerly along the centre line of the Don Valley Parkway to the intersection with the centre line of the Canadian Pacific Railway; Thence south westerly along the centre line of the said Railway to the centre line of Eglinton Avenue East; Thence westerly along the centre line of Eglinton Avenue East to the centre line of Don River West Branch; Thence generally westerly along the centre line of the Don River West Branch to the centre line of Burke Brook; Thence generally westerly along the centre line of Burke Brook to the point of beginning.

WARD 34

Ward 34, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Coxwell Avenue with the centre line of Danforth Avenue; Thence northerly along the centre line of Coxwell Avenue to the centre line of O'Connor Drive; Thence easterly along the centre line of O'Connor Drive to the centre line of Massey Creek; Thence generally in a westerly direction along the centre line of Massey Creek to the centre line of the Don Valley Parkway; Thence westerly along the centre line of the Don Valley Parkway to the centre line of Millwood Road; Thence northerly and westerly along the centre line of Millwood Road to the centre line of the Canadian Pacific Railway; Thence south westerly along the centre line of the said Railway to the easterly limit of the former City of Toronto; Thence northwesterly along the easterly limit of the former City of Toronto to the intersection with the southerly limit of Mount Pleasant Cemetery; Thence in a westerly direction along the southerly limit of Mount Pleasant Cemetery to the centre line of the Vale of Avoca Ravine; Thence southerly along the centre line of the Vale of Avoca Ravine to the centre line of the Canadian Pacific Railway; Thence westerly along the centre line of the said Railway to the centre line of Yonge Street; Thence southerly along the centre line of Yonge Street to the centre line of Aylmer Avenue; Thence south easterly along the centre line of Aylmer Avenue to the intersection with the centre line of Rosedale Valley Road; Thence south easterly along the centre line of Rosedale Valley Road to the centre line of Sherbourne Street; Thence southerly along the centre line of Sherbourne Street to the centre line of Bloor Street East; Thence easterly along the

centre line of Bloor Street East to the centre line of Rosedale Valley Road; Thence south easterly along the centre line of Rosedale Valley Road and its prolongation easterly to the centre line of the Don River; Thence northerly along the centre line of the Don River to the centre line of the Prince Edward Viaduct and Bloor Street East; Thence easterly along the centre line of the Prince Edward Viaduct and Danforth Avenue to the point of beginning.

WARD 35

Ward 35, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Eglinton Avenue East with the centre line of Victoria Park Avenue; Thence southerly along the centre line of Victoria Park Avenue to the centre line of Danforth Avenue; Thence westerly along the centre line of Danforth Avenue to the centre line of Coxwell Avenue; Thence northerly along the centre line of Coxwell Avenue to the centre line of O'Connor Drive; Thence easterly along the centre line of O'Connor Drive to the centre line of Massey Creek; Thence northwesterly along the centre line of Massey Creek to the centre line of the Don Valley Parkway; Thence northerly along the centre line of the Don Valley Parkway to the centre line of Eglinton Avenue East; Thence easterly along the centre line of Eglinton Avenue East to the point of beginning.

WARD 36

Ward 36, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the southerly limit of the City of Toronto with the easterly prolongation of the northerly limit of PART 21 on Plan 66R-17095; Thence westerly along the said prolongation of the northerly limit of PART 21 on Plan 66R-17095 to the intersection with the southerly prolongation of the centre line of Leslie Street; Thence northerly along the centre line of Leslie Street to the centre line of Queen Street East; Thence easterly along the centre line of Queen Street East to the centre line of Coxwell Avenue; Thence northerly along the centre line of Coxwell Avenue to the centre line of Danforth Avenue; Thence westerly along the centre line of Danforth Avenue and The Prince Edward Viaduct to the centre line of the Don River; Thence generally southerly along the centre line of the Don River to the centre line of the Keating Channel; Thence westerly along the centre line of the Keating Channel and its westerly prolongation to the southerly prolongation of the centre line of Parliament Street; Thence southerly in a straight line to the southerly extremity of the Eastern Channel of the Toronto Harbour; Thence south 5° 00' west to the southerly limit of the City of Toronto; Thence generally north-easterly along the southerly limit of the City of Toronto to the point of beginning.

WARD 37

Ward 37, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Victoria Park Avenue with the centre line of Coxwell Avenue; Thence southerly along the centre line of Coxwell Avenue to the centre line of Queen Street East; Thence westerly along the centre line of Queen Street East to the centre line of Leslie Street; Thence southerly along the centre line of Leslie Street and its southerly

prolongation to the intersection with the easterly prolongation of the northerly limit of PART 21 on Plan 66R-17095; Thence easterly along the said prolongation of the northerly limit of PART 21 on Plan 66R-17095 to the intersection with the southerly limit of the City of Toronto; Thence easterly along the southerly limit of the City of Toronto to the easterly limit of the former City of Toronto; Thence northerly along the easterly limit of the former City of Toronto to the intersection with the centre line of Bracken Avenue and the centre line of Victoria Park Avenue; Thence northerly along the centre line of Victoria Park Avenue to the centre line of Danforth Avenue; Thence westerly along the centre line of Danforth Avenue to the point of beginning.

WARD 38

Ward 38, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Victoria Park Avenue with the centre line of the Canadian National Railway situated north of Gerrard Street East; Thence north-easterly and easterly along the centre line of the said Railway to the centre line of Grey Abbey Ravine; Thence southeasterly along the centre line of Grey Abbey Ravine and its prolongation to the intersection with the southerly limit of the City of Toronto; Thence generally southwesterly along the southerly limit of the City of Toronto to the westerly limit of the former City of Scarborough; Thence northerly along the westerly limit of the former City of Scarborough to the intersection of the centre line of Bracken Avenue and the centre line of Victoria Park Avenue; Thence northerly along the centre line of Victoria Park Avenue to the point of beginning.

WARD 39

Ward 39, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Victoria Park Avenue with the centre line of Eglinton Avenue East; Thence easterly along the centre line of Eglinton Avenue East to the centre line of the Canadian National Railway; Thence southwesterly along the centre line of the said Railway to the centre line of Victoria Park Avenue; Thence northerly along the centre line of Victoria Park Avenue to the point of beginning.

WARD 40

Ward 40, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of the Macdonald-Cartier Freeway (Highway No. 401) with the centre line of Victoria Park Avenue; Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of the Canadian National Railway situated immediately west of Midland Avenue; Thence southerly along the centre line of the said Railway to the centre line of Lawrence Avenue East; Thence easterly along the centre line of Lawrence Avenue East the centre line of Midland Avenue; Thence southerly along the centre line of Midland Avenue to the centre line of West Highland Creek; Thence generally south easterly along the centre line of West Highland Creek to the centre line of Brimley Road; Thence southerly along the centre line of Brimley Road to the centre line of Eglinton Avenue East; Thence westerly along the centre line of Eglinton Avenue East to the centre line of

Victoria Park Avenue; Thence northerly along the centre line of Victoria Park Avenue to the point of beginning.

WARD 41

Ward 41, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of the Macdonald-Cartier Freeway (Highway No. 401) with the centre line of Markham Road; Thence southerly along the centre line of the Markham Road to the centre line of the Canadian National Railway; Thence south westerly along the centre line of the said Railway to the centre line of Eglinton Avenue East; Thence westerly along the centre line of Eglinton Avenue East to the centre line of Brimley Road; Thence northerly along the centre line of Brimley Road to the centre line of West Highland Creek; Thence generally north westerly along the centre line of West Highland Creek to the centre line of Midland Avenue; Thence northerly along the centre line of Midland Avenue to the centre line of Lawrence Avenue East; Thence westerly along the centre line of Lawrence Avenue East to the centre line of the Canadian National Railway immediately west of Midland Avenue; Thence northerly along the centre line of the said Railway to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the point of beginning.

WARD 42

Ward 42, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of the Macdonald-Cartier Freeway (Highway No. 401) with the centre line of Victoria Park Avenue; Thence northerly along the centre line of Victoria Park Avenue to the centre line of Huntingwood Drive; Thence easterly along the centre line of Huntingwood Drive to the centre line of Warden Avenue; Thence northerly along the centre line of Warden Avenue to the centre line of Finch Avenue East; Thence easterly along the centre line of Finch Avenue East to the centre line of Brimley Road; Thence southerly along the centre line of Brimley Road to the centre line of Sheppard Avenue East; Thence easterly along the centre line of Sheppard Avenue east to the centre line of McCowan Road; Thence southerly along the centre line of McCowan road to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the point of beginning.

WARD 43

Ward 43, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre lines of Victoria Park Avenue with the north limit of the City of Toronto; Thence easterly along the north limit of the City of Toronto to the intersection with the centre line of Brimley Road; Thence southerly along the centre line of Brimley Road to the centre line of Finch Avenue East; Thence westerly along the centre line of Finch Avenue East to the centre line of Warden Avenue; Thence southerly along the centre line of Warden Avenue to the centre line of Huntingwood Drive; Thence westerly along the centre

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City of Toronto By-law 267-2017

line of Huntingwood Drive to the centre line of Victoria Park Avenue; Thence northerly along the centre line of Victoria Park Avenue to the point of beginning.

WARD 44

Ward 44, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Brimley Road with the north limit of the City of Toronto; Thence easterly along the north limit of the City of Toronto to the intersection with the centre line of Markham Road; Thence southerly along the centre line of Markham Road to the centre line of McLevin Avenue; Thence easterly along the centre line of McLevin Avenue to the centre line of Neilson Road; Thence southerly along the centre line of Neilson Road to the centre line of Sheppard Avenue East; Thence easterly along the centre line of Sheppard Avenue East to the centre line of Morningside Avenue; Thence southerly along the centre line of Morningside Avenue to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of McCowan Road; Thence northerly along the centre line of McCowan Road to the centre line of Sheppard Avenue East; Thence westerly along the centre line of Sheppard Avenue East to the centre line of Brimley Road; Thence northerly along the centre line of Brimley Road to the point of beginning.

WARD 45

Ward 45, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Markham Road with the north limit of the City of Toronto; Thence easterly and southerly along the northerly and easterly limit of the City of Toronto to the intersection with the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence westerly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Morningside Avenue; Thence northerly along the centre line of Morningside Avenue to the centre line of Sheppard Avenue East; Thence westerly along the centre line of Sheppard Avenue East to the centre line of Neilson Road; Thence northerly along the centre line of Neilson Road to the centre line of McLevin Avenue; Thence westerly along the centre line of McLevin Avenue to the centre line of Markham Road; Thence northerly along the centre line of Markham Road to the point of beginning.

WARD 46

Ward 46, consisting of that part of the City of Toronto described as follows:


Beginning at the intersection of the centre line of the Macdonald-Cartier Freeway (Highway No. 401) with the centre line of Markham Road; Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Morningside Avenue; Thence southerly along the centre line of Morningside Avenue to the centre line of the Canadian National Railway; Thence westerly along the centre line of the said Railway to the centre line of Markham Road; Thence northerly along the centre line of Markham Road to the point of beginning.

WARD 47

Ward 47, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the southerly limit of the City of Toronto with the southerly production of the centre line of Grey Abbey Ravine; Thence northwesterly to and along the centre line of Grey Abbey Ravine to the centre line of the Canadian National Railway; Thence westerly along the centre line of the said Railway to the centre line of Morningside Avenue; Thence northerly along the centre line of Morningside Avenue to the centre line of the Macdonald-Cartier Freeway (Highway No. 401); Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the easterly limit of the City of Toronto; Thence southerly and westerly along the easterly and southerly limits of the City of Toronto to the point of beginning.

This is Exhibit "P" referred to in
the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.



A Commissioner, etc.
Diana Dimmer

Authority: Executive Committee Item EX18.2, adopted as amended, by City of Toronto Council on November 8 and 9, 2016

CITY OF TORONTO

BY-LAW 464-2017

To amend By-law 267-2017, being a by-law to re-divide the City of Toronto's Ward Boundaries, to correct certain minor errors.

Whereas section 128 of the *City of Toronto Act, 2006* authorizes the City to divide or re-divide the City into wards; and

Whereas at its meeting on June 11, 12 and 13, 2013, Council established Terms of Reference for a Toronto Ward Boundary Review and commenced a process to review options for the re-dividing of the ward boundaries to reflect effective representation within Toronto; and

Whereas the City conducted an extensive civic engagement and public consultation process, including the holding of 24 public meetings, stakeholder meetings and the publishing of information online; and

Whereas additional public consultations were held after various options for re-dividing the City's ward boundaries were presented to Executive Committee on May 24, 2016; and

Whereas at its meeting on November 8 and 9, 2016, Council considered the various options for re-dividing the ward boundaries and approved the re-dividing of the ward boundaries based on a 47 ward configuration; and

Whereas at its meeting on March 28 and 29, 2017, Council enacted By-law 267-2017; and

Whereas subsequent to the enactment of By-law 267-2017, certain errors were noted which require correction in order to carry out the intent of Council in the re-division of its ward boundaries;

The Council of the City of Toronto enacts:

1. Schedule "A" of City of Toronto By-law 267-2017, being a by-law to re-divide the City of Toronto's Ward Boundaries, is amended as follows:
 - A. by deleting the words "Royal York Road" from the description of Ward 3 and replacing it with "Kipling Avenue", so that it now reads:

WARD 3

Ward 3, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the westerly limit of the City of Toronto and the centre line of Eglinton Avenue West; Thence easterly along the centre line of Eglinton Avenue West to the centre line of Kipling Avenue; Thence southerly along the centre line of Kipling Avenue to the centre line of Bloor Street West; Thence westerly along the centre line of Bloor Street West to the centre line of

Highway No. 427; Thence southerly along the centre line of Highway No. 427 to the intersection with the centre line of the Queen Elizabeth Way; Thence westerly along the centre line of the Queen Elizabeth Way to the westerly limit of the City of Toronto; Thence northerly and easterly along the westerly limit of the City of Toronto to the point of beginning.

- B. by deleting the word "Drive" immediately following the word "Tuscan" and replacing it with the word "Gate" throughout the description of Ward 9;
- C. by adding the words "(Highway No. 401)" immediately after the words "Macdonald-Cartier Freeway" in the description of Ward 10;
- D. by deleting the description of Ward 15 and replacing it with the following:

WARD 15

Ward 15, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Oakwood Avenue and the centre line of Eglinton Avenue West; Thence easterly along the centre line of Eglinton Avenue West to the centre line of Spadina Road; Thence southerly along the centre line of Spadina Road to the centre line of St. Clair Avenue West; Thence easterly along the centre line of St. Clair Avenue West to the centre line of Avenue Road; Thence southerly along the centre line of Avenue Road to the centre line of the Canadian Pacific Railway north of Dupont Street; Thence westerly along the centre line of the said Railway to the centre line of Dufferin Street; Thence northerly along the centre line of Dufferin Street to the centre line of Rogers Road; Thence easterly along the centre line of Rogers Road to the centre line of Oakwood Avenue; Thence northerly along the centre line of Oakwood Avenue to the point of beginning.

- E. be deleting the word "Chanel" from the description of Ward 20 and replacing it with the word "Channel";
- F. by adding the word "of" immediately after the words "Thence generally southerly along the centre line of the Don River to the centre line" in the description of Ward 21, so that the sentence now reads:

Thence generally southerly along the centre line of the Don River to the centre line of the Keating Channel;

- G. by deleting the word "East" immediately following the words "Queen Street" and replacing it with the word "West" throughout the description of Ward 22 and Ward 24;

- H. by deleting the description of Ward 26 and replacing it with the following:

WARD 26

Ward 26, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Spadina Road and Eglinton Avenue West; Thence easterly along the centre line of Eglinton Avenue West to and continuing on the centre line of Eglinton Avenue East to the centre line of Bayview Avenue; Thence southerly along the centre line of Bayview Avenue to the easterly production of the southerly limit of Mount Pleasant Cemetery; Thence generally westerly along the southerly limit of the said cemetery to the centre line of the Vale of Avoca Ravine; Thence southerly along the centre line of the ravine to the centre line of the Canadian Pacific Railway situated north of Dupont Street; Thence westerly along the centre line of the said railway to the centre line of Avenue Road; Thence northerly along the centre line of Avenue Road to the centre line of St. Clair Avenue West; Thence westerly along the centre line of St. Clair Avenue West to the centre line of Spadina Road; Thence northerly along the centre line of Spadina Road to the point of beginning.

- I. by adding the word "Avenue" immediately after the words "Victoria Park" in the description of Ward 31 so that the sentence now reads:

Thence easterly along the centre line of the Macdonald-Cartier Freeway (Highway No. 401) to the centre line of Victoria Park Avenue;

- J. by deleting the word "East" immediately following the words "Don River" in the description of Ward 32 and replacing it with the word "West";

- K. by deleting the words "Victoria Park" immediately following the words "Beginning at the intersection of the centre line of" in the description of Ward 37 and replacing it with the word "Danforth", so that it now reads:

WARD 37

Ward 37, consisting of that part of the City of Toronto described as follows:

Beginning at the intersection of the centre line of Danforth Avenue with the centre line of Coxwell Avenue; Thence southerly along the centre line of Coxwell Avenue to the centre line of Queen Street East; Thence westerly along the centre line of Queen Street East to the centre line of Leslie Street; Thence southerly along the centre line of Leslie Street and its southerly prolongation to the intersection with the easterly prolongation of the northerly limit of PART 21 on Plan 66R-17095; Thence easterly along the said prolongation of the northerly limit of PART 21 on Plan 66R-17095 to the intersection with the southerly limit of the City of Toronto; Thence easterly along the southerly limit of the City of Toronto to the easterly limit of the former City of Toronto; Thence northerly along the easterly limit of the former City of Toronto to the intersection with the

centre line of Bracken Avenue and the centre line of Victoria Park Avenue;
Thence northerly along the centre line of Victoria Park Avenue to the centre line
of Danforth Avenue; Thence westerly along the centre line of Danforth Avenue to
the point of beginning.

- L. by adding the word "to" immediately after the words "Lawrence Avenue East" in
the description of Ward 40 so that the sentence now reads:

Thence easterly along the centre line of Lawrence Avenue East to the centre line
of Midland Avenue;

Enacted and passed on April 28, 2017.

Frances Nunziata,
Speaker

Ulli S. Watkiss,
City Clerk

(Seal of the City)

This is Exhibit "Q" referred to
in the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.



A Commissioner, etc.
Diana Dimmer

Ontario Municipal Board
Commission des affaires municipales
de l'Ontario



CORRECTION NOTICE

OMB CASE NO(S): MM170033
DECISION ISSUE DATE: December 15, 2017
CORRECTION NOTICE ISSUE DATE: January 11, 2018

RE: Di Ciano v. Toronto (City)

Correction to: page 5, second sentence of paragraph [7]

Originally: 43 wards

Corrected to: 46 wards

A handwritten signature in black ink, appearing to read 'Mary Ann Hunwicks'.

MARY ANN HUNWICKS
BOARD SECRETARY

Ontario Municipal Board
Commission des affaires municipales
de l'Ontario



ISSUE DATE: December 15, 2017

CASE NO(S): MM170033

PROCEEDING COMMENCED UNDER subsection 128(4) of the *City of Toronto Act*, 2006, S.O. 2006, c. 11, Sched. A

Appellant: Justin Di Ciano
 Appellant: Brian T. Graff
 Appellant: Giorgio Mammoliti
 Appellant: Mount Dennis Community Association; and others
 Subject: By-law 267-2017 to re-divide the City of Toronto's
 Ward Boundaries
 Municipality: City of Toronto
 OMB Case No.: MM170033
 OMB File No.: MM170033
 OMB Case Name: Di Ciano v. Toronto (City)

PROCEEDING COMMENCED UNDER subsection 222(4) of the *Municipal Act*, 2001, S.O. 2001, c. 25, as amended

Appellant: James Gordon Smith
 Subject: By-law 267-2017 to re-divide the City of Toronto's
 Ward Boundaries
 Municipality: City of Toronto
 OMB Case No.: MM170033
 OMB File No.: MM170033

PROCEEDING COMMENCED UNDER subsection 128(4) of the *City of Toronto Act*, 2006, S.O. 2006, c. 11, Sched. A

Appellant: Lakeshore Planning Council Corp.
 Appellant: Anthony Natale
 Subject: By-law 464-2017 to amend By-law 267-2017
 Municipality: City of Toronto
 OMB Case No.: MM170033
 OMB File No.: MM170047

Heard: October 10, 11, 12, 13, 16, 17 and 19, 2017 in
Toronto, Ontario

APPEARANCES:

<u>Parties</u>	<u>Counsel*/Representative</u>
City of Toronto	Brendan O'Callaghan* and Matthew Schuman*
Justin Di Ciano and Anthony Natale	Bruce Engell* and Kyle Kidd (student-at-law)
Kevin Wiener	Self-represented
Brian Graff	Self-represented
Giorgio Mammoliti	Self-represented
James Gordon Smith	Self-represented
Lakeshore Planning Council Corporation	Peggy Moulder

**DECISION DELIVERED BY JAN de P. SEABORN AND HUGH S. WILKINS AND
ORDER OF THE BOARD**

INTRODUCTION

[1] The matter before the Ontario Municipal Board ("Board") consists of several appeals in respect of By-law No. 247-2017 and By-law No. 464-2017 ("the By-laws") enacted by Council for the City of Toronto ("City") for the purpose of re-dividing the City into 47 Wards. Pursuant to the provisions of s. 128(1) of the *City of Toronto Act, 2006* ("Act"), the City has the authority to enact a by-law to divide or subdivide the municipality into wards or to dissolve the existing wards. Any person may appeal to the Board (s. 128(4) of the Act) objecting to a ward boundaries by-law. After hearing the appeal, the Board may make an order affirming, amending or repealing the by-law (s. 128(7) of the Act). Similar provisions are found in s. 222 of the *Municipal Act*.

[2] The City's By-laws have been appealed by Justin Di Ciano and Anthony Natale ("Di Ciano and Natale Appeals"), who were represented by Mr. Engell; Kevin Wiener ("Wiener Appeal"), who appeared as counsel on his own behalf; Brian Graff ("Graff Appeal"), Giorgio Mammoliti ("Mammoliti Appeal"), and James Gordon Smith ("Smith Appeal"), each of whom were self-represented; and the Lakeshore Planning Council Corporation ("LPCC Appeal"), represented by Ms. Moulder.

[3] The By-laws under appeal re-divide the City's existing 44 wards into 47 wards, effective for the 2018 municipal election (as long as the By-laws come into force by January 1, 2018). Collectively, the By-laws provide new boundaries for 40 wards and maintain existing boundaries for 7 wards. The bulk of the boundary changes are relatively minor, providing for minimal change, maintaining key historic boundaries and grouping communities of interest. The significant changes are that: 3 wards are added to the City's Downtown (as defined in the City's Official Plan); one ward is added in Willowdale; and existing Wards 14, 17 and 18 are combined into 2 wards (Exhibit 3, MAP 6: Recommended Wards with Refinements (47 Wards), p. 698).

[4] In support of the By-laws, the City called three witnesses: Beate Bowron and Gary Davidson (both qualified as land use planners, with expertise in ward boundaries); and Michael Wright (land use planning, with expertise in demographic analysis and population, household and employment projections). Andrew Sancton (municipal government, with expertise in ward boundaries) and Peter Norman (economist with expertise in demographics) testified in support of the Di Ciano and Natale Appeals. In addition, Mr. Natale testified on his own behalf. Mr. Wiener, Mr. Graff, Mr. Mammoliti and Mr. Smith did not call any evidence. However, they each cross-examined the various expert witnesses and made written and oral submissions at the conclusion of the evidence. Ms. Moulder represented the LPCC and its Chair, Timothy Dobson, filed a witness statement and testified. There was one Participant, the Bloor East

Neighbourhood Association, and its President, Linda Brett, filed a participant statement and provided testimony to the Board, largely in support of the City's position.

THE APPEALS

(a) Di Ciano and Natale Appeals

[5] Mr. Di Ciano and Mr. Natale seek an order from the Board dividing the City into 25 wards, with name and boundaries identical to the current Federal Electoral Districts ("FEDS"). It was their position that the new ward boundaries set out in the By-laws do not meet the principle of effective representation or achieve voter parity (the relationship between a ward's population and the average ward population of all municipal wards). The adoption of the latest FEDS is proposed because this system will: ensure a fair election in 2018; ensure that future elections are fair; result in boundaries which are produced regularly through an unassailable, arms' length open public process which can quickly, defensibly and inexpensively be adopted by the City on an ongoing basis (Engell, Argument, para. 2).

(b) Wiener Appeal

[6] Mr. Wiener's appeal seeks a decision from the Board that maintains a 44 ward boundary structure, albeit he proposes boundary shifts for several wards. He submits that voter parity is a prime condition for effective representation and submits that the operative question is whether at the time of the appeal the ward boundaries will provide effective representation. It was Mr. Wiener's position that the City's consultants fettered their analysis by relying on population projections for the 2026 election year and did not sufficiently analyse other options for the 2018 and 2022 elections. He submits that the ward boundaries set out in the By-laws may provide voter parity in the future, but not in 2018.

(c) Graff Appeal

[7] Mr. Graff's appeal seeks Board approval of the ward boundaries set out in the By-laws with two alterations for 2018 and 2022. First, he submits that only 43 wards should be used for the 2018 and 2022 elections in order to achieve better voter parity and reduce costs. Second, he submits that the boundaries of Recommended Ward ("RW") 36 and RW 37 along Queen Street East to the west of Coxwell Avenue should be shifted to keep both sides of Queen Street East within the same ward. He questions the value of the boundaries that permit significant variances in voter parity for the 2018 and 2022 elections to achieve parity in later elections based on possible future populations that are difficult to predict.

(d) Mammoliti Appeal

[8] Mr. Mammoliti's appeal was predicated on the basis that there has been inadequate public engagement and public consultation with respect to the By-laws. He submits that issues, including geography, community history, community interest and the representation of minority groups, have not been given adequate weight. Mr. Mammoliti requests that the Board send the matter back to Council for further consideration and no order be made that divides, re-divides or dissolves the existing 44 ward structure.

(e) LPCC Appeal

[9] The LPCC's position is that the City's current system of municipal governance needs to be changed so that councillors are required to receive representations from residents through the creation of community boards consisting of community members who hold public meetings on matters relating to the welfare of the district and its residents. To facilitate this, LPCC submits that the number of wards and councillors should be reduced. On this basis, the LPCC generally supports a 25-ward structure.

(f) Smith Appeal

[10] Mr. Smith's appeal was based on one discrete issue. He submits that the boundary between RW 33 and RW 34 should be shifted to bring the area known as "Crothers Woods" back into RW 33 where it existed prior to 2000. Mr. Smith argues that his proposed change would have no impact on effective representation. Crothers Woods is a protected Environmentally Significant Area and no people live there and he submits that the changes should be made for historical reasons, with no impact on ward populations.

THE CITY'S WARD BOUNDARY REVIEW PROCESS

[11] The By-laws under appeal were developed following a process that began in June 2013 when Council authorized that a third-party consultant be retained to undertake a ward boundary review for the City. Known as the Toronto Ward Boundary Review ("TWBR") project, Dr. Davidson and Ms. Bowron were retained by the City as the consultants. They explained that they analyzed the status quo; developed and reviewed options; selected a preferred option; and refined their recommendations, culminating in City Council approving new wards for the City in November, 2016 and the adoption of the By-laws in March and April, 2017.

[12] The almost four-year TWBR project was described as a substantial undertaking requiring sizeable financial and human resources: "During this time, the project held over 100 face-to-face meetings with Members of Council, School Boards and other stakeholder groups and 24 public meetings and information sessions and produced 7 substantial reports" (Exhibit 4, Bowron Witness Statement, para. 9). The project team prepared a *Background Research Report* ("Research Report"), *Options Report* and a *Final Report* (a draft of each report was reviewed by a 5-person Advisory Panel). Following direction from the Executive Committee, an *Additional Information Report*

followed by a *Supplementary Report* was issued, with the final result being Council's decision to enact the By-laws under appeal.

[13] The *Research Report* examined other ward boundary reviews, the legislative framework, Board decisions, ward history in the City, development and electoral issues and incorporated comments from the Advisory Panel.

[14] The *Options Report* (August 2015, revised October 2015) analyzed eight options for drawing new ward boundaries. The purpose of the report was to commence a discussion about a new preferred ward system among the public, stakeholders and Council. The methodology used for the development of the options addressed the components of effective representation plus: Toronto's population growth; a ward structure that will last for multiple elections; options that are unique; balanced ward population size; and effective new boundaries (Exhibit 4, Davidson Witness Statement, para. 50). The conclusion reached at this stage of the review was that five of the eight options provided for effective representation and should be carried forward. These were termed: minimal change; 44 wards; population per ward at 50,000 (small wards); population per ward at 75,000 (large wards); and wards drawn on natural and physical boundaries.

[15] The prospect of using the FEDS to draw new ward boundaries was addressed in the *Options Report*. It commented that during Round One of the civic engagement and public consultation process the idea of using the boundaries of the 25 federal ridings covering the City was discussed in some detail. The TWBR stated that with 25 wards each would have a population of about 123,000, resulting in very large wards. It stated that while there was little public support for this outcome, there was considerable support for an option that would divide the population in each federal riding in half, resulting in 50 wards with an average population of about 62,000. The TWBR average population target per ward was determined to be 61,000. The FEDS (whether 25 or 50

wards) option was not pursued as the conclusion reached by the TWBR team was that it would not achieve effective representation:

This option does not resolve the issue of very large wards in the Downtown, Willowdale and southern Etobicoke and the city's numerous small wards. It merely continues most of the inequities of the current situation that led to the TWBR. An option based on using the federal riding boundaries and then dividing them into two will not achieve effective representation and has, therefore, not been pursued (*Options Report*, Exhibit 2, p. 414).

[16] The *Final Report* was reviewed by the City's Executive Committee on May 24, 2016. The recommendation from the TWBR was to increase the number of wards from 44 to 47. It recommended addressing existing voter parity issues with a minimum number of changes to the existing boundaries. It recommended minimally increasing the number of wards to accommodate projected population growth, retain an average ward size of 61,000 people to ensure a manageable capacity for councillors to represent their constituents, achieve effective representation in all wards by 2026, and be workable through to the 2030 election.

[17] Following receipt of the *Final Report*, the Executive Committee requested additional information on several matters, including a "ward option that is consistent with the boundaries of the 25 federal and provincial ridings" (Exhibit 4, Davidson Witness Statement, para. 90). An *Additional Information Report* (August, 2016) was prepared and it responded to several suggestions for ward specific refinements and re-examined whether the ward boundaries could be consistent with existing federal and provincial boundaries. Thereafter the TWBR submitted its *Supplementary Report* (October 2016) and confirmed its recommended 47 ward structure (with refinements) as the new ward boundaries, effective with the 2018 election. The refinements included changes to keep several communities of interest together, including the community on either side of Sentinel Road, Regent Park, and Church-Wellesley Village.

[18] The *Supplementary Report* also responded to (among other matters) the request for additional information in respect of the City adopting the FEDS. The TWBR team maintained its advice that the FEDS should not, in their analysis, be the preferred ward structure option given that there was little support for this option at public meetings or from councillors.

[19] In November, 2016 Council approved the new 47 ward structure, as recommended in the *Supplementary Report*. In March 2017, the implementing by-law (By-law 267-2017) was passed and in April 2017 Council adopted technical amendments through By-law 464-2017.

THE APPLICABLE LAW

[20] As part of their written and oral submissions, the parties provided the Board with a comprehensive overview of the body of case law that is regularly considered in municipal ward boundary reviews. The first area of law relates to what constitutes “effective representation”. In *Reference re Provincial Electoral Boundaries (Sask.)*, [1991] 2 S.C.R. 158 (referred to as “*Carter*”), the Supreme Court of Canada found that the purpose of the right to vote enshrined in s. 3 of the *Canadian Charter of Rights and Freedoms* (“*Charter*”) is the right to effective representation. The Court examined the conditions of effective representation, stating as follows:

What are the conditions of effective representation? The first is relative parity of voting power. A system which dilutes one citizen's vote unduly as compared with another citizen's vote runs the risk of providing inadequate representation to the citizen whose vote is diluted. The legislative power of the citizen whose vote is diluted will be reduced, as may be access to and assistance from his or her representative. The result will be uneven and unfair representation. But parity of voting power, though of prime importance, is not the only factor to be taken into account in ensuring effective representation (pp. 183-84).

[21] The Court went on to explain that “it is a practical fact that effective representation often cannot be achieved without taking into account countervailing

factors” (p. 184). Factors such as geography, community history, community interests and minority representation may need to be taken into account. “These are but examples of considerations which may justify departure from absolute voter parity in the pursuit of more effective representation; the list is not closed” (p. 184). While the Court was dealing with proposed provincial riding boundaries for Saskatchewan, the elements of effective representation enunciated in *Carter* are routinely relied upon in evaluating ward boundary reviews.

[22] The second area of applicable law is the extent to which the Board should interfere with Council’s decision to divide, re-divide or dissolve its ward boundaries. The Board has consistently found that there must be clear and compelling reasons to interfere in a municipal council’s decision on ward boundaries (*Teno v. Lakeshore (Town)*, 2005 CarswellOnt 6386). In *Teno*, the Board adopted the approach taken in *Savage v. Niagara Falls (City)*, 2002 CarswellOnt 5430, stating that:

36 Thus, this Board accepts that there must be clear and compelling reasons for the Board to interfere in a municipal council’s decision on these matters, and it may have to be demonstrated that a municipal council has acted unfairly or unreasonably on these issues. However, if the evidence demonstrates that the decision of the municipality operates to diverge from the overriding principle of voter equity and effective representation, then the Board can only conclude that the Council has acted unreasonably. Where however the issues are not so clear cut, then it may be that the Board may accord deference to the decision of the municipal council.

[23] Regarding the relationship between the number of wards and the composition of Council, the Divisional Court has found that as a practical matter while the Board may consider the composition of council when deciding a ward boundary matter, it cannot determine that composition (*Wagar v. London (City)*, [2006] 210 O.A.C. 29). It is within the discretion of Council to address composition and to fix the number of councillors to be elected from each ward. The Board’s jurisdiction extends to the By-laws under appeal and to the matter of ward boundaries, it does not extend to address matters of governance, including how many councillors should comprise City Council.

EVIDENCE AND FINDINGS

Do the City's proposed Ward Boundaries achieve effective representation?

[24] There was general agreement amongst the parties that from a voter parity perspective, the City's existing 44 wards are out of balance. The 2014 municipal election was held just as the TWBR was starting and in that election the highest ward population was more than double the lowest ward population. The populations of the current wards range from 45,000 to 94,000 (Exhibit 2, p. 311). As Dr. Davidson said, to "achieve a balance in voter parity, not only do the large wards have to become smaller but the small wards need to get larger. This will require changes to the boundaries of many wards" (Exhibit 4, Davidson Witness Statement, para. 30). The evidence was clear that the existing ward boundaries do not achieve the voter parity component of effective representation and that the ward population imbalance is projected to increase in future elections unless there is change made to the status quo.

[25] The City's preferred approach, as expressed in the By-laws, is to increase the number of wards from 44 to 47 and in doing so, several adjustments are proposed to boundaries that have been in place since 2000. Reflecting the TWBR project team principle of "minimal change", the bulk of the existing wards will have minor boundary adjustments, with 1 ward added in Willowdale, 3 wards added to the City's downtown and 3 existing wards would be combined into 2. In arriving at the recommended 47 ward structure the TWBR considered: voter parity; natural and physical boundaries often used to separate wards; maintaining communities of interest such as geographic and historic neighbourhoods; ward history; capacity to represent (often equated with a Councillor's workload and the number of constituents that require representation); geographic size and shape of the ward; and population growth. The TWBR team's approach was based on the premise that any "ward boundary review has to balance the various components of *effective representation*. While voter parity (similar, but not identical numbers of people in each ward) is of prime importance to an individual's 'right-to-vote', not dividing neighbourhoods (if at all possible) and following clearly

recognizable boundaries are also major factors” (Exhibit 3, *Additional Information Report*, p. 603).

[26] Dr. Davidson explained that the 47 ward structure is designed to be used in at least three and perhaps four, election cycles: 2018, 2022, 2026 and 2030. The TWBR established 2026 as the target or design year for the project. A target year or target election is required to draw ward boundaries. The assumption made was that given the City is growing at a rapid rate, the review had to consider future growth and where that growth is going to occur. Designing a system with a 2018 target year would have resulted, in Dr. Davison’s view, in ward boundaries that would have to immediately be revisited following that election. Dr. Davidson explained that the TWBR looked to the future and considered the growth of the City in determining a new ward structure. He said that in a fast growing City, this is critical: “Determining new ward boundaries solely from the last census (2011) would yield a ward configuration out of balance at the outset (2018) that will become progressively more problematic in subsequent elections” (Exhibit 4, Davidson Witness Statement, para. 129). Consequently, what the TWBR did was use a projection scenario that reflects the *Growth Plan for the Greater Golden Horseshoe, 2006* (with a total projected population of 3.190 million for 2031). The City has detailed population projections by 599 small geographic areas called Traffic Zones (“TZs”). The City relies on these projections for use in the Official Plan and by other departments. They take into account proposed and potential development. The TWBR used the City TZ population projections, adjusted to election years, and calculated the voter parity based on population (also described as the population parity) component of effective representation for the various options under consideration.

[27] Dr. Davidson explained that the target year of 2026 to design ward boundaries remains appropriate for several reasons. He stated:

It provides stability for at least 3 elections and possibly 4. It is only 8 years in the future from the next election in 2018. It allows Toronto’s

rapid growth to be accommodated, as it is more appropriate to allow wards to grow towards voter parity than away from voter parity. Selecting 2026 as the target year allows the TWBR to address the imbalance that arises from both wards with small populations that are stable and wards with large populations that are growing rapidly" (Exhibit 4, Davidson Witness Statement, para. 62).

[28] Dr. Davidson also explained that the City's growing population will not be distributed evenly across the City. Taking into account the policies of the Official Plan, an accurate projection can be made of where the growth will occur over the next 15 years. He stated that the growing population will locate primarily in the waterfront, designated growth centres and on the avenues both in the central City and other specific locations throughout the entire City (Exhibit 2, p. 386). It was Dr. Davidson's opinion (and Mr. O'Callaghan's submission) that the City has good quality, provincially approved, population projections and it is entirely appropriate to rely upon these projections for ward boundary purposes (O'Callaghan Argument, paras. 45 to 49).

[29] Mr. Wright, responsible for the development of population and household projections for use throughout the City, concluded that the "population and housing projection methodology using the 2013 regional forecasts and potential housing supply as developed in 2015 are appropriate to projecting the future distribution of population for small areas in the City to 2041" (Exhibit 33, Wright Witness Statement, para. 11b)). Mr. Wright provided a thorough review of how the projections he developed were used by the TWBR project team and it was his opinion that they have been proven to be an accurate reflection of growth.

[30] In contrast, Dr. Sancton and Mr. Norman's evidence (and the submission of Mr. Engell) was that the methodology relied upon by the TWBR was simply the wrong approach. Mr. Engell argued that projections are notoriously unreliable. The TWBR's ambition to establish one ward structure for several election cycles was unreasonable and unrealistic. Drawing ward boundaries with a target year of 2026 suggests that fairness in a future election is more important than fairness in the current (2018) election. The philosophy of "looking forward" (adopted by the City through the use of

projections) versus “looking backward” (based on census data) was the crux of the difference of opinion between the City’s and the Appellants’ experts.

[31] The opposition argues that the City’s approach sacrifices voter parity in the next (2018) election and as a result, also sacrifices effective representation. The boundaries of federal electoral districts are reviewed after each 10-year census to reflect changes and movements in the population. Dr. Sancton’s opinion was that the target year of 2026 selected by the TWBR to achieve voter parity was “profoundly misguided”. Ward boundaries should be drawn so that voter parity is achieved as soon as possible. The TWBR approach is to move toward voter parity, rejected by Dr. Sancton and in his opinion an unreasonable approach that fails to achieve effective representation. Further, it was Dr. Sancton’s evidence that a +/- 15% variance for several wards is not acceptable. Beginning with the 2018 election, the FEDS results in better voter parity as compared to both the status quo and the TWBR options. On this basis alone, the submission made was that the FEDS should be adopted as the best means of achieving effective representation.

[32] Mr. Norman testified that population projections are often unreliable. He said census data is the most reliable population data, but that it too can be off due to undercounting and over-counting. He said that population projections for sub-city areas are built on a number of layers of information and assumptions and are particularly unreliable. He said the TWBR’s estimates are based on 2011 census data and that for 2018 they vary widely from data validated in the 2016 census. He stated that based on his calculations, the boundaries set in the By-laws will result in significantly greater variances than projected by the TWBR. It was Mr. Norman’s opinion that for population levels beyond 2018, the TWBR’s projections will likely have a very low degree of accuracy for evaluating voter parity. He said “the most accurate and reliable methodology for evaluating voter parity would be to do so with raw census population counts”.

[33] Relying in part on a previous decision of the Board which examined ward boundaries in Vaughan (*Milani v. Vaughan (City)* [2009] 63 O.M.B.R. 257), Mr. Engell submitted that the Board has rejected options where voter parity starts off poorly and improves over time. It was Mr. Engell's position that "there is no reason why starting closer to parity and growing farther away from it is inherently different from growing into parity. What must be kept in mind throughout is that an acceptable range of parity must be achieved for each election involved" (Engell, Argument, para. 70). Whether the range is acceptable on the facts of this ward boundary review is, ultimately, the major difference between the parties.

[34] A considerable amount of hearing time was dedicated to an examination of the variances involved for each election year for different ward structures. Dr. Davidson explained that voter parity is assessed in terms of "incremental percentage ranges around the average ward population. A range of plus or minus 10% is considered ideal. Population variances can be greater in order to satisfy the other criteria contained in the concept of effective representation. However, if the range gets too large without adequate reasons, effective representation is lost" (Exhibit 4, Davidson Witness Statement, para. 37a.). In assessing parity, Dr. Davidson's opinion was that +/- 15% variances result in acceptable voter parity (population) figures. The TWBR chose a target average ward size of 61,000 and a +/- 15% variance range in population (51,800 – 70,150). This choice was made to reflect minimal change, that is, keep the current average ward population at 61,000 (2011 census) and maintain as many of the current boundaries as possible.

[35] The argument against the 47 ward structure was simply that it does not provide voter parity within generally acceptable limits. The substance of the criticism was that several wards will fall outside the +/- 10% variance range for the 2018 election year (and beyond). Even if it is accepted that a variance of +/- 15% is appropriate, some wards will not achieve parity until 2026. In addition, even accepting 2026 as the

legitimate target year for parity, three wards will not fall within a +/- 15% variance (although each are close to this threshold, with the largest variance being 17.5%).

[36] The City's proposal, commencing with the 2018 election year, results in 17 wards with a variance of more than 10% and 7 wards outside a variance of 15% (Wiener Argument, para 29). On this basis, the argument made was that effective representation is not achieved in the short term. Mr. Engell argued that sacrificing voter parity in the short term (in particular the 2018 election) appears to be predicated on the assumption that fairness of a future election is more important than fairness of the current one. Leaving aside the fact that the City's experts did take issue with the methodology employed by the opposition in analyzing the variances, the City's view was that given their approach is to grow into voter parity through several election cycles, modest variances beyond +/- 15% can be tolerated. In essence, the City submitted that there is an "acceptable range of parity" for each election when comparing the 47-ward structure to the alternative proposals. "For the elections of 2018, 2022, 2026 and 2030, the vast majority (always above 87%) of the new wards fall within the +/- 15% voter parity factor" (Exhibit 4, Davidson Witness Statement, para. 285). In addition, the Board notes and relies upon the fact that communities of interest are best respected with a 47-ward structure, a factor that is a consideration in evaluating effective representation. In comparing his 44 ward structure proposal, Mr. Wiener acknowledged that the 47-ward option somewhat better respects communities of interest. Adoption of the FEDS would result in the Board imposing on the City a structure that could decrease the current 44-ward structure to 25 wards and increase individual ward population, resulting in a significant impact on the capacity to represent.

[37] The 47-ward structure does not achieve "perfect" voter parity for each election cycle. However, none of the alternative options achieve perfect voter parity either. Adoption of the FEDS (based on Mr. Norman's methodology) would result in a small improvement in voter parity (based on a +/- 15% variance) in 2018, for only a handful of wards. Mr. O'Callaghan stated in his closing submissions that one must take into

account the difference in population sizes in the City's proposed wards compared to those in the FEDS. He stated at paras. 66-70 of the City's submissions:

66. It is meaningless to compare the FED 15% voter parity variance from the average FED riding size to the 15% variance from the City's goal of 61,000 average ward population because the denominator in the case of the FED is almost twice the denominator of the TWBR.

67. A 15% variance to the FED with an average population of 111,000 is a range of 31,863 people.

68. A 15% variance to the City's preferred 61,000 people per ward is 18,300 people.

69. This demonstrates that the City's preferred goal of 15% variance from an average ward size of 61,000, achieves a much tighter band of acceptable parity than the FED.

70. In order to compare apples to apples, the variance from the average should be compared in numbers of people not in percentages.

[38] Mr. O'Callaghan goes on to submit that when the variances are compared in terms of numbers of people, the differences between them are not significant. Examining the population numbers of the areas with the largest variances in each proposal, he stated at paras. 71-72:

71. Comparing the worst case parity scenario in the TWBR to the worst case parity scenario in the FED involves the following arithmetic: If we accept Mr. Norman's numbers ... then the TWBR Revised Ward ("RW") 19 has a population variance of 37.33% which equals 45,542 people. [...]

72. From Exhibit 13, page 5, we know that FED riding Etobicoke-Lakeshore has a +21.07% variance from the average population of 111,127 which is 46,828 people.

73. The TWBR's biggest variance and the FED's biggest variance represent approximately the same number of people.

74. So if our +37% variance is a problem, which we do not accept, then it is not a problem that is solved by using the Federal Ridings because the FED's 21.07% variance results in a variance of at least as many people.

[39] Based on these submissions, and the evidence upon which they rely, the Board finds that the difference between the FEDS and the 47-ward structure is not significant and will not result in an unfair election in 2018. This is especially true taking into account all of the *Carter* criteria, including the protection of communities of interest. As indicated in the *Carter* decision, "absolute parity is impossible. It is impossible to draw boundary lines which guarantee exactly the same number of voters in each district. Voters die, voters move. Even with the aid of frequent censuses, voter parity is impossible" (at p. 184). Mr. O'Callaghan submitted that factors other than equality of voter power must "figure in the analysis" (*Carter*, p. 194). The Board notes that another factor is growth projections. In *Carter*, in the context of the review of provincial ridings, the Court said given "that the boundaries will govern for a number of years - the boundaries set in 1989, for example, may be in place until 1996 - projected population changes within that period may justify a deviation from strict equality at the time the boundaries are drawn" (*Carter*, p. 195).

[40] Effective representation is the primary goal and the Board finds that the 47 ward structure, reflected in the By-laws, does achieve that goal. The Board rejects that public consultation was inadequate. In this regard, the Board adopts and relies upon the evidence of Ms. Bowron who explained the various attempts to engage the public in the process, both via community meetings, surveys and on-line engagement. Where there was interest, the TWBR re-examined options (for example, the FEDS option was re-evaluated). Certain proposed boundaries were re-visited as a result of either input from local Councillors or suggestions from the public, whether local ratepayers groups or individuals. The evidence was clear that the 47 ward structure initially recommended was in fact adjusted to reflect input from stakeholders in respect of communities of interest. The Board also finds that ward history and physical and natural boundaries, as well as geographic size and the shape of the wards were carefully considered by the City's consultants.

Should any alternative Ward Boundary scheme be implemented by the Board?

[41] The Board has the ability to amend the By-laws under appeal to reflect a different ward structure. However, the Board should exercise this power with caution and only in the clearest of cases. On the facts of this case, the Board finds that there are no clear and compelling reasons to interfere with the decision of Council. The City acknowledged in its submissions that there are other ward boundary structures that could have been recommended to form the basis for the By-laws under appeal. In this regard, the TWBR said at the outset of its work that several different approaches could be employed to address the present imbalance. In the final analysis, the Board is satisfied that it should accord deference to the decision of Council, especially in circumstances where the City undertook a thorough review of several options prior to enacting the By-laws.

[42] The alternative proposal provided by Mr. Graff recommended 46 wards, with certain boundary adjustments. Given Mr. Graff's position at the outset of his appeal was that he generally supported the 47-ward structure with refinement, the Board is not inclined to interfere with the work of the TWBR project team and implement a 46-ward structure. One important goal of the TWBR was to maintain communities of interest and the adjustments proposed by Mr. Graff with respect to the boundaries between RW 36 and RW 37 does not necessarily improve the alignment in this part of the City. It was Ms. Bowron's opinion that RW 36 includes important communities of interest, in particular the whole Leslieville neighbourhood north of Queen Street East. Both versions of Mr. Graff's proposal would split the eastern portion of Leslieville, dividing this community of interest (Exhibit 4, Bowron Witness Statement, para. 254). The proposed RW 37 is almost identical to the current Ward 32, subject to the boundary adjustment where a small area is moved into RW 36. As a result, the City's proposal for RW 37 meets the TWBR criterion of minimal change. On this basis, the modifications proposed by Mr. Graff as they affect the downtown wards are also problematic (regardless of election year). The downtown wards are designed to align with the City's Official Plan

designation and were designed to respect minimal change to existing boundaries and maintain the average ward population of 61,000 for each election cycle. The Board relies on the analyses provided by Dr. Davidson and Ms. Bowron in responding to Mr. Graff's proposals (Exhibit 4, Davidson/Bowron Witness Statement, Section 10).

[43] In addition, Mr. Graff's ward configuration would result in a move away from parity for the 2022 and 2026 elections. Mr. Graff suggests that the City should re-visit ward boundaries more often. Under Mr. Graff's approach, there would be fewer wards for the 2018 election and the number of wards would grow in subsequent elections. Given the resources and effort expended for the current ward boundary review process, the City's evidence was that three election cycles should be covered by the outcome, a choice that is within the purview of Council. Finally, phasing in a ward would also create a different standard for voter parity downtown than in the rest of the City (O'Callaghan Argument, para. 56).

[44] Council could have chosen to adopt the FEDS. It did not do so. As indicated previously, there are 25 federal and provincial riding boundaries within the City and the ward boundaries could coincide. However, the TWBR determined at the outset to use the year 2026

...to ensure that any new ward structure will last for several elections and constant ward boundary reviews are not required. This is different from how provincial and federal riding boundaries are determined. Federal and provincial riding boundaries are adjusted every 10 years based on the most recent Census. The current federal ridings are based on the 2011 Census and they will be adjusted again following the 2021 Census. In this respect the TWBR looks to the future, while the federal and provincial riding boundary commissions look to the past" (Exhibit 3, *Additional Information Report*, p. 611).

The difference in approach was clearly explained by the TWBR as part of its recommendations. The Executive Committee had asked the consultants for additional information on the ward option that is consistent with the boundaries of the 25 federal ridings. The evidence was that the TWBR team rejected the option during its initial

screening and again when it was asked by the Executive Committee to re-visit the option. As part of the process, the variance scenarios were analyzed and maps were produced depicting the boundary adjustments. Considerable information was provided.

[45] It is clear that prior to enacting the By-laws, the City Council carefully considered precisely the ward structure that Mr. Di Ciano and Mr. Natale urge the Board to adopt, effective with the 2018 municipal election. Council had considered and rejected a petition that was submitted in June 2013 asking the City to redraw its ward boundaries to mirror the federal riding boundaries. Even if one concludes that the FEDS is a legitimate alternative, the Board finds that it should not impose an option on the City that was available but clearly rejected by Council.

[46] Adopting the FEDS was also supported by the LPCC, albeit its main focus was to encourage the City to adopt an updated governance structure. It was Mr. Dobson's evidence and the submission of Ms. Moulder that implementing the FEDS would provide greater flexibility in designing a governance structure. For example, the 25 wards need not result in 25 councillors or 50 councillors. A different scheme could be implemented and implementing a FEDS would provide the greatest opportunity for change. Mr. Dobson testified that governance was a primary concern brought forward at near every public meeting held in connection with the ward boundary review. A community board structure is preferred by the LPCC and clearly the group has done considerable work and research on the issue. Nonetheless, on a ward boundary appeal the Board's jurisdiction does not extend to mandating a new structure of governance as proposed by LPCC. As indicated above, it is within the discretion of Council to address composition and fix the number of councillors. In this regard, it was Mr. Natale's evidence that there should be a reduction in the number of councillors, one of the reasons he urged the Board to adopt a 25-ward alternative. Yet as a practical matter, the Board was told that a 25-ward alternative could easily lead to 50 wards if the population for each ward were divided in half.

[47] Mr. Wiener's proposal was based on continuing with a 44-ward structure (with different boundaries than exist today). Mr. Wiener argued that his option provides significantly better voter parity in 2018 as compared to the City's approach. With respect to 2026 (City's target year), Mr. Wiener's position was that his option and the City's structure provide voter parity within generally acceptable limits. From the perspective of reflecting natural boundaries and incorporating public consultation, Mr. Wiener submitted that both options are equal. Finally, as indicated earlier Mr. Wiener agreed that the City's approach somewhat better respects communities of interest. Similar to the position taken by Mr. Engell, Mr. Wiener's primary objection to the 47-ward structure was that the variances for the 2018 election fail to maintain voter parity. He urged the Board to adopt his proposal at 44 wards, the 46-ward option proposed by Mr. Graff or the FEDS on the basis that "all three options will provide acceptable levels of voter parity for the 2018 election. Where there are deviations from voter parity, all three options justify those deviations by reference to the other *Carter* criteria of effective representation" (Wiener Argument, para. 49). For reasons explained earlier, the Board rejects the notion that the deviations in voter parity for the alternatives result in "significantly better" effective representation than those that arise in the 47-ward structure. Perfect parity is never achieved.

[48] Mr. Smith urged the Board to amend the By-laws for the purpose of adopting one discrete boundary change between RW 33 and RW 34. Mr. Smith argued that the area known as Crothers Woods should be brought back into RW 33, where it had existed for decades. Based on the preference of the TWBR for minimal change, the City's preference is that the boundary should not be adjusted. However, Dr. Davidson did acknowledge that Mr. Smith's proposed changes will not alter the current and projected populations in either RW 33 or RW 34, given there are no residents in the area in question (Exhibit 4, Davidson Witness Statement, para 226). Two options were proposed and while opposed to any change, the City indicated that if a boundary adjustment were made, its preference is "version 2": where the boundary would continue along the Don Valley Parkway westward to Pottery Road. This adjustment

would not affect the voter parity component of effective representation and provide a more coherent physical boundary for RW 33.

[49] Unlike other Appellants' proposals, Mr. Smith's proposed change does not alter the degree of effective representation provided by the boundaries in the By-laws. The Board finds that based on the historical reasons advocated by Mr. Smith, and taking into account the City's decision to not produce compelling evidence opposing Mr. Smith's proposals, the Board grants Mr. Smith's Appeal and amends the By-laws in accordance with "version 2" of his proposal with the RW 33 boundary continuing along the Don Valley Parkway westward to Pottery Road.

[50] Finally, the Board rejects the relief sought by Mr. Mammoliti which is, in essence, "do nothing". As indicated at the outset, maintaining the status quo would fail to achieve effective representation and would not account for the significant growth that has occurred since 2000 (and is projected to occur going forward) in certain areas of the City, particularly the Downtown. All of the experts who testified agreed that from a parity perspective, the status quo is not an option. Ultimately, the decision to re-examine the City's ward boundaries is one that lies with Council. It has the ability to review its ward structure as often (or as little) as it chooses. The City undertook a lengthy, detailed process, incorporating public comment and considered (and reconsidered) various options. Public and stakeholder inputs were incorporated throughout the process. For the Board to simply send the matter back to Council would be an untenable outcome.

[51] The Board finds that the work undertaken by the TWBR culminating in the By-laws setting out a 47-ward structure was comprehensive. The ward structure delineated in the By-laws provides for effective representation and corrects the current population imbalance amongst the existing 44 wards. The decision made by Council to adopt the By-laws was defensible, fair and reasonable. The decision by Council to implement a

47-ward structure does not diverge from the principles of voter equity and effective representation. In this regard, there is nothing unreasonable in the decision of Council.

DECISION AND ORDER

[52] For all of the reasons given, the decision and order of the Board is to:

- (a) dismiss the Di Ciano, Natale, Wiener, Graff, Mammoliti and LPCC appeals;
- (b) allow the Smith appeal, in part; and
- (c) approve By-law No. 247-2017 and By-law No. 464-2017 re-dividing the City's Ward Boundaries into 47 Wards, subject to moving the RW 33 boundary so that it continues along the Don Valley Parkway westward to Pottery Road, as set out in "Version 2" of Mr. Smith's proposal.

"Jan de P. Seaborn"

JAN de P. SEABORN
VICE-CHAIR

"Hugh S. Wilkins"

HUGH S. WILKINS
MEMBER

DISSENTING DECISION DELIVERED BY BLAIR S. TAYLOR

- [1] I have had the opportunity to review the decision of my colleagues.
- [2] With great respect, I disagree.
- [3] I would have allowed the appeals by Justin Di Ciano and Anthony Natale.
- [4] I would have made an Order dividing the City into 25 wards with names and boundaries identical to the current FEDS in the City, all for the reasons set out below.

SUBJECT MATTER

- [5] While this appeal ostensibly concerns the review of ward boundaries in the City, at its core this appeal is about one of the most fundamental rights granted to citizens of Canada in the *Charter of Rights*: the right to vote.
- [6] In that light, it is an appeal with regard to the restructuring of the City's wards to ensure that each citizen's vote is (relatively) equal to another citizen's vote, not just for the 2018 election, but for every decision that City Council will make during that four year term.

CENTRAL ISSUE

- [7] The central issue in this appeal is when voter/population parity must be achieved.
- [8] The City's By-laws are based on achieving voter/population parity in 2026.
- [9] Other Appellants including Mr. Di Ciano and Mr. Natale submit that voter/population parity should be achieved for the 2018 election.

BACKGROUND

[10] In 1997, the (newly) amalgamated City had 28 wards that were used to elect 56 representatives (two per ward).

[11] For the 2000 election, the City had 44 wards based on the 22 FEDS in place at that time. Those 44 wards continue to this date.

[12] In June of 2013, the City Council authorized the City Manager to start a process which led to the TWBR.

[13] The TWBR July 2015 Report ("Why Is Toronto Drawing New Ward Boundaries?") stated that the status quo is not an option and that in terms of voter/population parity, the City is becoming less equitable.

[14] The TWBR in its "Civic Engagement Plus Public Consultation" report stated:

Based on the distribution of ward populations at present, Toronto's ward structure does not meet the requirements of effective representation. The population of the current wards range from 45,000 to 94,000.

Effective representation is a combination of a number of elements – voter parity, protection of communities of interest and neighbourhoods, physical and natural boundaries, ward history and capacity to represent. While some of the elements may alter strict voter parity, sometimes referred to as rep by pop, voter parity is a major criterion. It forms the basis for representative democracy. There needs to be some assurance that one elector's vote is similar in weight to another person's vote.

[15] In the Civic Engagement Plus Public Consultation Report of February of 2016, the Executive Summary noted that five options were pursued and one option was not pursued, the latter being the option of using the 25 FEDS. It was not pursued because:

...It would not achieve voter parity, an essential component of effective representation, nor would it address current discrepancies in ward population sizes.

[16] Thus the FEDS did not make it to the final options considered by the consultants.

[17] The "*Final Report*" by the TWBR is dated as of May 2016 and it recommended a ward structure of 47 wards, with a target population of 61,000 and a target to achieve voter/population parity in the 2026 election. The Executive Committee of the City of Toronto, in receiving the Final Report, referred the matter back to the City Manager with the request to:

- (a) review option 1 (47 wards) with a focus on amendments to address wards with the highest population discrepancies i.e. Wards 20, 22, 23, 27 and 28;
- (b) prepare refinements for option 2 (44 wards);
- (c) further consider Toronto's ward boundaries for increased consistency with the 25 FEDS; and
- (d) undertake any required additional public consultation.

[18] That work was completed and the TWBR recommended to City Council in its *Supplementary Report* of October 2016, refinements to its 47-ward approach, which the TWBR stated were an improvement to the original 47-ward recommendation. City Council ultimately adopted this revised 47-ward recommendation.

VOTER/POPULATION VARIANCE RANGES

[19] The TWBR *Options Report* (Exhibit 2 page 400) provided this narrative with regard to the ranges used in ward boundary reviews.

Calculating voter parity does not use absolute figures, but proceeds by determining population ranges to achieve wards with 'similar' populations. Generally, ward boundary reviews analyze the following ranges:

- Range 1 plus or minus 10% of the ward average;
- Range 2 10% to 15% above the ward average;

- Range 3 10% to 15% below the ward average;
- Range 4 15% to 20% above the ward average;
- Range 5 15% to 20% below the ward average;
- Range 6 20% to 25% above the ward average;
- Range 7 20% to 25% below the ward average;
- Range 8 25% or more above the ward average; and,
- Range 9 25% or more below the ward average.

Achieving a population balance of plus or minus 10% of the ward average (Range 1) is the gold standard of ward boundary reviews. Ranges 2 and 3 (10% - 15% above or below average) can result in acceptable voter parity figures. Ranges 4 and 5 (15% to 20%) can only be used under special circumstances, for example a ward may be below 15% to 20% because it is expected to grow or it may be above this percentage because it is stable and will get closer to the city-wide average in time.

Wards with populations of 20% to 25% above or below average (Ranges 6 and 7) do not satisfy the voter parity criterion. Ranges 6 to 9 (20% to 25% and 25% or more above or below average have been applied, on rare occasions, by municipalities that have to ensure the representation of rural areas within their boundaries.

CONTEXT

[20] Exhibit 1, Tab 17, page 257 is an excerpt from the Ward Population Background Brief and it shows that in 2014: the populations of wards ranged from 44,404 to 93,687, that one ward had a 56.07% variance, a second ward had 54.57% variance, a third ward had 40.72%, and about seven other wards had population variances over 20%.

[21] The TWBR Recommended (47) Wards With Refinements plan is based on a "target" population of 61,000 per ward, and to achieve voter/population parity in 2026.

[22] For 2018, (being the first municipal election for the new ward boundaries using the target population of 61,000 per ward), the TWBR projected for its proposed 47 wards that:

8 wards would have variances of +/- 10%,
 1 ward with +/- 15%,
 2 wards with +/- 20%, and
 2 wards with +/- 30% (37.45% and 34.67%).
 (Exhibit 3, Tab 24, page 699)

[23] Contrasted to the average population per ward of 58,892 (not the “target” population of 61,000), the TWBR Recommended (47) Wards With Refinements would result in:

10 wards would have variances of +/- 10%
4 wards with +/- 15%
1 ward with +/- 20%, and
2 wards with +/- 30% (35.21% and 31.91%).
(Exhibit 13, page 2)

[24] The evidence of on behalf of Messrs. Di Ciano and Natale is that for 2018 using the FEDS, there would be only 2 instances where variances were outside 10% and 1 of over 20% (Exhibit 13, Tab 1).

[25] The use of the FEDS was supported by the LPCC as a means of addressing governance issues, which are beyond the jurisdiction of this Board.

[26] Messrs. Wiener, Graff and Mammoliti called no evidence in chief: neither expert nor lay. This Member assigns little weight to their positions.

LUMPINESS/SPIKEYNESS

[27] The City consultants testified that it is appropriate to use a population projection target of 61,000 per ward and a target date of 2026 to implement the new ward boundary system.

[28] They assert this based on the fact that the growth that has occurred in the City has been uneven in nature (“lumpy/spikey”), that the target population of 61,000 per ward is appropriate, and that the goal of voter/population parity by 2026 enables the revised ward system to grow into parity based on the anticipated further development in specific areas in the City.

[29] In contrast, Messrs. Di Ciano and Natale submit that the census work of Statistics Canada ought to be used as it is used in the FEDS, as those numbers are actual numbers and not projections, that one should use the actual average population for a ward not a target, and also that it is not appropriate to be looking at a time frame to 2026 to implement voter/population parity.

THE LAW

[30] Much of the case law has been reviewed in the majority decision.

[31] I set out below certain portions of the Justice McLachlin (as she then was) decision in *Carter, supra*, that are central to my decision with my emphasis.

C. The Meaning of the Right to Vote

It is my conclusion that the purpose of the right to vote enshrined in s. 3 of the *Charter* is not equality of voting power *per se*, but the right to “effective representation”. Ours is a representative democracy. Each citizen is entitled to be represented in government. Representation comprehends the idea of having a voice in the deliberations of government as well as the idea of the right to bring one’s grievances and concerns to the attention of one’s government representative; as noted in *Dixon v. B.C. (A.G.)*, [1989] 4 W.W.R. 393, at p. 413, elected representatives function in two roles – legislative and what has been termed the “ombudsman role”.

What are the conditions of effective representation? The first is relative parity of voting power. A system which dilutes one citizen’s vote unduly as compared with another citizen’s vote runs the risk of providing inadequate representation to the citizen whose vote is diluted. The legislative power of the citizen whose vote is diluted will be reduced, as may be access to and assistance from his or her representative. The result will be uneven and unfair representation.

But parity of voting power, though of prime importance is not the only factor to be taken into account in ensuring effective representation...

Notwithstanding the fact that the value of a citizen’s vote should not be unduly diluted, it is a practical fact that effective representation often cannot be achieved without taking into account countervailing factors.

First, absolute parity is impossible. It is impossible to draw boundary lines which guarantee exactly the same number of voters in each district.

Voters die, voters move. Even with the aid of frequent censuses, voter parity is impossible.

Secondly, such relative parity as may be possible of achievement may prove undesirable because it has the effect of detracting from the primary goal of effective representation. Factors like geography, community history, community interests and minority representation may need to be taken into account to ensure that our legislative assemblies effectively represent the diversity of our social mosaic. These are but examples of considerations which may justify departure from absolute voter parity in the pursuit of more effective representation; the list is not closed.

It emerges therefore that deviations from absolute voter parity may be justified on the grounds of practical impossibility or the provision of more effective representation. Beyond this, dilution of one citizen's vote as compared with another's should not be countenanced. I adhere to the proposition asserted in *Dixon, supra*, at p. 414, that "only those deviations should be admitted which can be justified on the ground that they contribute to better government of the populace as a whole, giving due weight to regional issues within the populace and geographic factors within the territory governed."
(Emphasis added)

[32] Further, at page 195 of the decision, Justice McLachlin provides this comment with regard to timing.

... Yet another factor is growth projections. Given that the boundaries will govern for a number of years – the boundaries set in 1989, for example, may be in place until 1996 – projected population changes within that period may justify a deviation from strict equality at the time the boundaries are drawn. (Emphasis added)

[33] In terms of the approach to ward boundary appeals such as this, the Board has taken the position that it should not lightly interfere with municipal decisions unless there are clear and compelling reasons to do so (*Savage v. Niagara Falls (City)*, 45 O.M.B.R. 56).

[34] Similarly, the Board in *Teno v. Lakeshore (Town)*, 51 O.M.B.R. 473 made these findings:

29 The Board finds that in assessing whether ward boundaries should be redivided, **the over-riding principle is voter parity** as cited by the Supreme Court of Canada. Any deviations from voter parity must be justified based on the other factors referred to by the Supreme Court and by this Board, in a manner which supports the notion that in the absence of this deviation, there would be a loss of effective representation. Thus any deviation factor whether it be 1% or 33% must

be supportive of a more effective representation of the electors and their interests...(Emphasis added)

36. Thus, this Board accepts that there must be clear and compelling reasons for the Board to interfere in a municipal council's decision on these matters, and that it may have to be demonstrated that a municipal council has acted unfairly or unreasonably in making a decision on these issues. However, if the evidence demonstrates that the decision of the municipality operates to diverge from the overriding principle of voter equity and effective representation, then the Board can only conclude that the Council has acted unreasonably. Where however, the issues are not so clear cut, then it may be that the Board may accord deference to the decision of the municipal council.

[35] The Board in *Teno, supra*, found based on the evidence before it, that the disparities in voter representation that then existed would continue to worsen, and the Board found it was untenable and contrary to the principles set out in the Supreme Court of Canada to allow the current system to continue. The Board said this:

46 Thus the Board finds that there is clear and compelling evidence to support a redivision of the ward boundaries, and that the municipality, while always acting fairly and in a way which they viewed as representing the public interest, acted unreasonably in deciding to maintain the current electoral boundary system, in the face of the information and recommendations made to them by their staff.

PRINCIPLES

[36] From this case law, four principles ensue.

[37] First, the overriding principle in assessing ward boundaries is to achieve voter/population parity at the time the boundary lines are drawn.

[38] Second, any deviation from such voter/population parity must be justified by other *Carter* criteria in a manner that is more supportive of effective representation. Absent this, the dilution of one citizen's vote as compared to another should not be countenanced.

[39] Third, there must be clear and compelling reasons for the Board to interfere with a municipal council's decision.

[40] And finally, if the evidence demonstrates that the municipal council's decision diverges from the overriding principle of voter/population parity and effective representation, the Board can only conclude that council acted unreasonably.

2018 VOTER/POPULATION PARITY

[41] Using the TWBR's variance ranges, the use of the revised 47-ward boundaries for 2018 would not result in voter/population parity for the 2018 municipal election. Of the 47 proposed wards, using the average ward population (and not the "target"), 10 wards would have a +/- variance over 10%, 4 wards would have +/- 15% variance (which can only be justified under special circumstances), 1 ward at +/- 20%, and 2 wards over +/- 30%, which do not satisfy the TWBR's voter/population criterion (and there are no "rural" areas in the City).

GROWING INTO PARITY

[42] The City submits that it is preferable to grow into parity with the aim of reaching that parity based on the population projections by 2026. Why? Because, say the City consultants, ward boundary reviews are expensive and time consuming, and the City is experiencing uneven growth in areas that have been designated for such growth in the City's Official Plan.

[43] Messrs. Di Ciano, Natale and Wiener challenge that provision. Counsel for Messrs. Di Ciano and Natale submits:

The TWBR's insistence that it is better to grow into parity than grow out of it must have implicitly been predicated on the idea that fairness of a future election is more important than the fairness of the current one. There is no reason why starting closer to parity and growing farther away from it is inherently different from growing into parity. What must be kept in mind throughout is that an acceptable range of parity must be achieved for each election involved.

[44] Mr. Wiener aptly notes:

While there has been significant jurisprudence on what effective representation is, there has been little jurisprudence on when effective representation should be determined.

[45] In Reply, counsel for the City submitted that: "...there is no jurisdiction or statutory authority that the City must achieve parity [of voter/population] in any particular time frame."

PARITY WHEN?

[46] Counsel for Messrs. Di Ciano and Natale submits that the position of the City on achieving voter/population parity is like "Waiting for Godot": voter/population parity is hoped for by the City, but under its proposed ward boundary system, like Mr. Godot, it may never show up.

FINDINGS

[47] This Member of the panel finds that the appropriate approach for a ward boundary review would be to first consider the issue of voter/population parity at the time the boundaries are drawn. A review of the voter/population parity for 2018 for the revised 47 wards as proposed by the City reveals that voter/population parity would not be achieved for 2018. Using the average (and not the target) population per ward, 17 wards would have variances of greater than +/- 10%, of which 4 wards would be in the +/- 15% range, 1 ward in the +/- 20% range, and 2 wards in the +/- 30% range. Such variances well exceed the standards recommended by the City consultants. Such

variances do not meet the conditions of effective representation that are set out in *Carter* inasmuch as the first criteria is relative parity of voting power and this Member finds that relative parity is lacking in the revised 47 ward option, affecting the fundamental *Charter* given right to vote for thousands of citizens of the City.

[48] Second, this Member finds that the imbalance of voter/population parity will permeate every decision that City Council will make during its four year term of office. As the TWBR Supplementary Report notes: "Toronto's current ward structure, implemented approximately 15 years ago, has become unbalanced. This is problematic, not just at election time, but every time City Council votes."

[49] Third, in contrast to the recommended 47 wards, this Member finds that the voter/population variances in the FEDS wards with the names and boundaries identical to the current federal electoral districts (and provincial districts) achieve much better voter parity in 2018 with only 2 wards outside 10% and 1 outside 20%. Even this is not perfect parity, but it is far superior to that recommended by the City's consultants.

[50] Fourth, with regard to the other *Carter* criteria, this Member finds that there is no overriding and countervailing case to be made on communities of interest, physical and natural boundaries, and ward history. All those criteria are duly considered in the FEDS for both the federal elections and the provincial elections (the latter of which occurs in 2018 before the City's election).

[51] Fifth, as voter/population parity is of "prime" importance, are there some other clear or compelling reasons to allow such deviation? I do not find the City's submissions (that ward boundary reviews are expensive and time consuming) to be persuasive as the City's ward boundaries have not been reviewed since 2000, and the FEDS are regularly reviewed and accordingly adjusted, and this process is readily available to the City.

[52] Sixth, I find that the use of the FEDS would result in a fair election in 2018, that the continued use of the FEDS would provide the basis for future elections that are fair, that they will result in boundaries that are derived from regular, thorough, arms-length, open public processes and which can be quickly, reliably, and relatively inexpensively adjusted and adopted by the City on an ongoing basis.

[53] Finally, I strongly disagree with the submission of City's counsel that: "...there is no jurisdiction or statutory authority that the City must achieve parity [of voter/population] in any particular time frame".

[54] I find that the City is dealing with a fundamental right provided under the *Charter* such that when the City is proposing a ward boundary review, the cornerstone of such a review must seek to achieve acceptable voter/population parity for the forthcoming election and not be aimed at an election event in 2026, (eight years hence following innumerable City Council votes, resolutions and By-laws), the result of which would be to unduly dilute the fundamental, *Charter* given, right to vote for thousands of citizens during that entire intervening period. In short, I find that the *Charter* provides the jurisdiction and the authority that requires the City to achieve parity [of voter/population] in 2018.

NUMBER OF COUNCILLORS

[55] There will be those who will say that the FEDS with 25 wards will result in 50 councillors. That might be, but that is an issue that the Board has no jurisdiction over. That decision rests solely with City Council.

[56] However, it appears to this Member that there are a host of options open to the City, including but not limited to these four as set out by Dr. Sancton:

1. 25 councillors (1 councillor per ward);
2. 30 councillors with 25 councillors (1 per ward) plus 1 area councillor for each five groupings of five wards;
3. 35 councillors with 25 councillors (1 per ward) plus 10 councillors elected at large; or
4. 50 councillors with 2 councillors elected per ward.

[57] City Council has the jurisdiction to make decisions on the number of councillors, and I would have left that to City Council.

CONCLUSION

[58] I would have allowed the appeal by Justin Di Ciano and Anthony Natale.

[59] I would have made an Order to divide the City into 25 wards with names and boundaries identical to the current FEDS in the City which also happen to be identical to the current provincial electoral districts.

[60] The basis for my decision is that, as in *Teno, supra*, while City Council has, I believe, acted fairly and in a way they viewed as being in the public interest, nevertheless the recommended results from the consultants to the City and adopted by the City Council do not meet the criteria established by the Supreme Court of Canada in *Carter*. In my opinion, the proposed 47 wards do not provide voter/population parity in 2018. The result of this will affect the *Charter* given fundamental right to vote (and effective representation), and unduly dilute that right to thousands of voters, not just in the 2018 election but for all the decisions of City Council in the four year term of office.

[61] The case law is clear that where the evidence demonstrates that the decision of the municipality operates to divert from the overriding principle of voter/population parity

and effective representation, then the Board can only conclude that the Council has acted unreasonably.

"Blair S. Taylor"

BLAIR S. TAYLOR
MEMBER

2017 CanLII 85757 (ON LPAT)

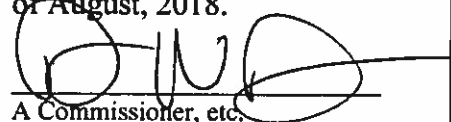
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Ontario Municipal Board

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This is Exhibit "R" referred to in
the Affidavit of Giuliana
Carbone, sworn on the 22nd day
of August, 2018.

A handwritten signature in black ink, appearing to read 'D. Dimmer', written over a horizontal line.

A Commissioner, etc.
Diana Dimmer

CITATION: Natale v. City of Toronto, 2018 ONSC 1475

DIVISIONAL COURT FILE NO.: 41/18

DATE: 20180306

**SUPERIOR COURT OF JUSTICE – ONTARIO
DIVISIONAL COURT**

RE: ANTHONY NATALE and JUSTIN DI CIANO, Moving Parties

AND

CITY OF TORONTO, KEVIN WIENER, BRIAN GRAFF, GIORGIO
MAMMOLITI, JAMES GORDON SMITH and LAKESHORE PLANNING
COUNCIL CORPORATION, Responding Parties

BEFORE: Swinton J.

COUNSEL: *Bruce Engell and Sylvain Rouleau*, for the Moving Parties

Glenn K.L. Chu, Diana Dimmer, Brendan O’Callaghan and Matt Schuman, for the
City of Toronto, Responding Party

Kevin Wiener, self-represented, Responding Party

HEARD at Toronto: March 2, 2018

ENDORSEMENT

[1] The moving parties Anthony Natale and Justin Di Ciano seek leave to appeal the decision of the Ontario Municipal Board (the “Board”) dated December 15, 2017 that approved By-laws 267-2017 and 464-2017 of the City of Toronto with one slight change. These by-laws approved a 47 ward system for municipal elections and are intended by the City for use in the October 22, 2018 election and elections in 2022, 2026 and possibly 2030.

[2] For the reasons that follow, I would dismiss the motion for leave to appeal. Accordingly, I need not address the City’s alternative argument that no appeal lies to the Divisional Court pursuant to s. 96(1) of the *Ontario Municipal Board Act*, R.S.O. 1990, c. O.28 (“*OMB Act*”) with respect to a decision relating to ward boundaries.

[3] This motion for leave to appeal was heard at the same time as an application brought by the City for certain declarations. That application is a separate proceeding, in which I am sitting as a Superior Court judge rather than as a judge of the Divisional Court. The reasons in that application will be issued separately and at a later date.

[4] An appeal lies to the Divisional Court from a decision of the Board only with leave and only on a question of law (s. 96(1), *OMB Act*). In determining whether to grant leave, the first question to be asked is whether there is some reason to doubt the correctness of the Board's decision on a question of law – in other words, is the decision open to serious debate (*Vaughan (City) v. Rizmi Holdings Ltd.*, 2003 CarswellOnt 2907 at para. 8)? While some leave decisions consider the impact of the standard of reasonableness in answering that question, I need not enter into a consideration of whether the Board's decision would ultimately be reviewed on a reasonableness or correctness standard. In my view, there is no good reason to doubt the correctness of the Board's decision on what the moving parties described as the “conventional legal issues”.

[5] The moving parties concede that the Board enunciated the correct legal test to be applied in determining ward boundaries. The Board set out the principles from the Supreme Court of Canada's decision in *Reference re Provincial Electoral Boundaries (Sask.)*, [1991] 2 S.C.R. 158 (referred to as *Carter*). The primary consideration in drawing electoral boundaries is “effective representation”, which requires consideration of relative parity of voting power as well as other factors, such as geography, communities of interest, and capacity to represent (*Carter*, pp. 183-85).

[6] The Board also cited its past jurisprudence holding that there should be deference to the decision of a City Council on ward boundaries, and the Board should intervene only if there are clear and compelling reasons to do so – for example, because the City Council acted unfairly or unreasonably. While the moving parties suggested in oral argument that there should be no deference, the Board's approach is consistent with that of the Supreme Court in *Carter*, where the majority stated that there should not be intervention with respect to an electoral map adopted by the legislature unless the boundaries are unreasonable (at p. 189).

[7] The moving parties argue that the Board erred in the application of these legal principles. They submit that voter parity is the primary consideration in drawing ward boundaries, and the Board should depart from voter parity only if it can point to another factor, such as preservation of communities. They argue that the Board did not justify departing from voter parity in its reasons, and it therefore erred when it approved the new 47 ward by-law rather than their preferred option, using the 25 federal electoral ridings.

[8] In this case, the City adopted their consultants' proposed ward size of 61,000, with a variance of +/- 15% deemed acceptable. The moving parties take the position that the ward boundaries should reflect the 25 federal riding boundaries, because this provides better voter parity for the 2018 election than the 47 wards that were approved. The 47 ward proposal, they submit, does not achieve voter parity until 2026.

[9] I see no reason to doubt the correctness of the Board's application of the governing legal principles. The moving parties and the dissenting opinion in the Board decision see voter parity as the primary factor in setting ward boundaries. However, the Supreme Court of Canada in *Carter* emphasized that primary concern is “effective representation” (at p. 183). Relative parity is important, but so, too, are factors such as “geography, community history, community interests and minority representation”, as well as other factors (at p. 184). The Supreme Court also held

that growth projection can be a relevant factor, and boundaries may be drawn with a view to population growth in the future, even if that results in a departure from parity at the outset (at p. 195).

[10] Setting electoral boundaries is an exercise that requires a weighing of many policy considerations. The Board heard from a number of expert witnesses over the course of a seven day hearing. It considered relative voter parity as well as other factors. It concluded that communities of interest are best respected in a 47 ward structure (at para. 36). It also noted that a 25 ward structure could increase voter population in the wards “resulting in a significant impact on the capacity to represent” (at para. 36). The Board considered the evidence respecting voter parity and “finds that the difference between the FEDS and the 47-ward structure is not significant and will not result in an unfair election in 2018”, particularly taking into account all the *Carter* criteria, including the protection of communities of interest (at para. 39). The Board found that the 47 ward structure achieves the goal of effective representation (at para. 40). It also found that the City’s consultants engaged in adequate public consultation.

[11] The moving parties have failed to show any arguable legal error by the Board. The moving parties are really taking issue with the Board’s findings of fact, its preference for certain evidence and its weighing of the various factors that go into a finding with respect to “effective representation.” There is no basis for intervention by the Divisional Court with respect to the Board’s decision to approve the by-laws.

[12] The moving parties also asked for leave to appeal a “novel” question. They submit that the Board erred in law in putting in place a 47 ward structure in time to take effect in the 2018 election without ensuring that City Council passed a corresponding by-law to change the composition of Council from the present 44 councillors to 47.

[13] No party asked the Board to deal with this issue. Indeed, in an appeal pursuant to s. 128 of the *City of Toronto Act*, S.O. 2006, c. 11, Sch. A (“*COTA*”), the Board’s task is to determine the acceptability of ward boundaries. It does not have jurisdiction to determine the composition of council. That is the task of council itself in accordance with s. 135 of *COTA*.

[14] My task, on this leave motion, is to determine whether there is reason to doubt the correctness of the Board’s decision on a question of law. There is no basis to intervene on the “novel” issue, where the Board was not asked to deal with this question.

[15] Accordingly, the motion for leave to appeal is dismissed. The parties have agreed that there will be no order as to costs.


Swinton J.

Date: March 6, 2018

BETWEEN:

CITY OF TORONTO

Applicant

- and -

ATTORNEY GENERAL OF ONTARIO

Respondent

**ONTARIO
SUPERIOR COURT OF JUSTICE**

Proceeding commenced at Toronto

**AFFIDAVIT OF GIULIANA CARBONE
(sworn August 22, 2018)**

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Court File No. CV-18-00603797-0000

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(Short title of proceeding)

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APPLICATION RECORD
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