

COMMITTEE OF THE WHOLE (WORKING SESSION) SEPTEMBER 9, 2008

WARD BOUNDARY REVIEW PRELIMINARY REPORT

Recommendation

The City Clerk in consultation with the Commissioner of Legal and Administrative Services and City Solicitor, and the Commissioner of Planning recommends:

- 1) That Council endorse the review methodology and public consultation process set out in this report;
- 2) That at the conclusion of public consultations, the City Clerk submit to a future meeting of the Committee of the Whole (Working Session):
 - i) a summary of the comments received; and
 - ii) options for both five and six local ward configurations.
- 3) That the presentation of the City Clerk to Committee of the Whole (Working Session) be received; and
- 4) That this report be circulated to registered ratepayer groups, York Region school boards and The Regional Municipality of York.

Economic Impact

Expenses arising from the adoption of this report involve only advertising and public consultation expenses.

Communications Plan

The ward boundary review will include an active public consultation component which includes opportunities to review the various ward configurations under consideration to comment on them, and to offer suggestions or new alternatives.

Purpose

The purpose of this report is to present for Council's consideration the Terms of Reference for a ward boundary review and a proposed public consultation process.

Background - Analysis and Options

Current Situation:

City of Vaughan Council currently is comprised of 5 local Councillors elected by ward, three Regional and Local Councillors elected at large, and one Mayor.

Responding to a need to address perceived growing population inequalities between the various wards, prior to the 2003 municipal election Council directed that a ward boundary review be conducted for implementation in the 2006 municipal election. Staff reported on the matter to a Committee of the Whole (Working Session) meeting on March 22, 2005, at which time, amongst other things, direction was given for a report to be brought forward addressing 5, 6 and 7 local ward configurations. This report was considered at a Special Committee of the Whole (Working Session) in April of 2005. In considering the necessity to equalize the ward populations, Council considered in detail a number of 5, 6 and 7 ward configurations for local representation and also

reviewed the matter of regional representation. In examining various options, Council was mindful of the cost of increasing the size of Council and the possibility that Council may eventually expand should the City of Vaughan gain an additional representative on Regional Council as a result of a then anticipated review of regional representation by the Council of The Regional Municipality of York. Council ultimately adopted a recommendation "That a five ward option that addresses the current inequality in ward population be considered as an interim measure for the 2006 election and that a review be undertaken prior to the 2009 election".

At the conclusion of the last ward boundary review the boundaries of the wards were adjusted in an attempt to equalize population across the five wards. The review was guided by principles such as respect for existing communities, ratepayer association territories and easily recognizable boundaries, such as arterial roads and major highways.

Since the last adjustment of the ward boundaries the City has continued to grow, predominantly in the new urban areas established in OPA #600. This has resulted in some wards growing in population disproportionately to other wards. In 2006, based on census data, Ward 1 had a population of approximately 58,000 people, while the smallest ward, Ward 5, had a population of approximately 36,700. This resulted in a variation of population from the average ward size of 22% more, and 23% less, respectively. Chart #1, below, and Attachment #2 (existing Ward Boundary Map) provide greater detail.

CHART #1

(The following table illustrates the population, in 2006, across the existing 5 local wards and the resulting ratios of Councillors to the total population and eligible voters)

Ward	Population (2006 Census)	Eligible Voters (2006 Election)	Councillor Ratio (Total Population) rounded to nearest '00	Councillor Ratio (Eligible Voters) rounded to nearest '00	% Difference from Average Ward Population	Ratio of Eligible Voters to Total Population
1	58,008	36,643	1:58,000	1:36,600	22	0.63
2	50,374	35,348	1:50,400	1:35,300	6	0.70
3	43,849	30,549	1:43,900	1:30,500	-8	0.70
4	49,500	31,243	1:49,500	1:31,200	4	0.63
5	36,736	26,544	1:36,700	1:26,500	-23	0.72
Total Population	238,467	160,327	1:47,000	1:32,000		

NOTE: 2006 Census populations have been adjusted for undercount

Population Forecasts

With the assistance of Planning Department staff, population projections (Chart #2) have been applied to the exiting 5 ward system for the next 3 elections. The results of the analysis show that the inequalities of the population distribution amongst the wards continues to grow. By 2018, if not reconfigured, Ward 1 is expected to have a population of approximately 117,200 people (85% above the average ward size in 2018), and Ward 5 will have a population of approximately 37,900 (40% below the average ward size in 2018). This analysis supports the need for evaluating new ward boundary options.

CHART #2

EFFECT OF POPULATION INCREASE ON EXISTING 5 WARDS						
Ward	2010		2014		2018	
	Population	Variation from Average Ward Population (%)	Population	Variation from Average Ward Population (%)	Population	Variation from Average Ward Population (%)
1	79,013	47	103,081	70	117,245	85
2	51,939	-3	51,939	-14	51,939	-18
3	47,257	-12	55,217	-9	55,217	-13
4	52,993	-2	54,744	-10	54,744	-14
5	37,873	-30	37,873	-37	37,873	-40
Total Population	269,075		302,854		317,018	
Average Population per Ward	53,815		60,571		63,404	
*Average Deviation from Ward Avg. Population	10,079	19	17,004	28	21,537	34

*Average Deviation reflects how effective a particular ward option is at balancing the population amongst the proposed wards. The lower this deviation number, the more closely the population of each ward is to the average ward population in that option. This figure allows a direct comparison between ward options with respect to population distribution.

Members of Vaughan Council represent considerably more residents per Council member than those of comparable municipalities. When comparing the number of residents per local councillor Vaughan local councillors represent approximately the same number residents on average (see Chart #3) as councillors in comparable municipalities. It is noted that Council size has increased over the years by one regional councillor to reflect Vaughan's increasing population and size relative to other York Region municipalities.

CHART #3

(The following chart reflects how the current City of Vaughan five-ward configuration compares to other neighbouring councils, as of the 2006 census.)

	POP. (2006 CENSUS)*	NO. OF WARDS	COUNCIL SIZE	NO. LOCAL	NO. REGIONAL	RATIO/ LOCAL	RATIO/ REGIONAL
Vaughan	238,467	5	9	5	3	1:47,6931	1:79,489
Richmond Hill	167,747	6	9	6	2	1:27,957	1:83,873
Markham	269,681	8	13	8	4	1:33,710	1:67,420
Brampton	447,253	10	11	5	5	1:89,450	1:89,450
Mississauga	689,274	11	12	11	-	1:62,661	-
Oakville	170,747	6	13	6	6	1:28,457	1:48,457
					AVERAGE:	1:48,321	1:59,338

*Note: Brampton has since converted one local councillor to a regional councillor

Ward Boundary Review Methodology

Staff have prepared preliminary ward boundary options for 5, 6 and 7 ward configurations, though it is recommended that only the configurations for 5 and 6 wards be presented for public consultation, it being highly unlikely that a seven ward configuration will be seen as appropriate. Population based on the 2006 census has been analyzed at the census dissemination level (roughly equivalent to the neighbourhood level except in sparsely populated areas) and then

adjusted to project estimated populations for the next three elections. The proposed ward boundary options were created using the following criteria:

- The maintenance of distinct communities
- Acknowledgement of natural or built boundaries between communities
- Use of easily identifiable boundaries
- No population variances greater than 15% based on the average populations between the wards as of the date of the 2018 census.
- Accommodation of future growth

These criteria have been used in previous ward boundary reviews for the City of Vaughan. They are reasonable and logical criteria to apply when balancing the population within wards while maintaining important community boundaries.

Population Projection

Population projections were used to determine population distribution among the proposed wards at each of the next three municipal elections – 2010, 2014 and 2018. Base data for the population was taken from the 2006 Census. Statistics Canada advises that on census day a small percentage of the population is not included in the count. For 2001, the undercount was determined to be 3.1%, and as the undercount for the 2006 census has not yet been established, a 3.1% correction has been applied to the 2006 census population to establish a base population that resembles Vaughan's actual population as closely as possible. Since the undercount is considered to be the same regardless of location, not knowing the actual undercount percentage does not invalidate the analysis.

OPA #600 is the City's guide for development until 2026, and it established a number of new urban areas within the City, including the Vellore and Carville Urban Villages. It is within these new urban areas where the majority of growth within the City is expected to occur. Using the population projections in OPA #600 for these new urban areas, in consultation with the Policy Planning Department and Engineering Department, population projections were developed for the city at each of the next 3 elections. These projections were applied to specific areas of the City where development is proposed so that growth within each ward could be estimated. This approach allows an evaluation of population distribution amongst the wards at each election year, which is a valuable tool in determining how the ward populations change over time.

The population estimates for the new urban areas for OPA #600 have been found to be very reliable. The new urban areas in OPA #600 that have already developed, such as the Woodbridge Expansion Area, have census populations that are very close to the population estimates in OPA #600. This allows for a high level of confidence in using the population estimates in OPA #600.

While the OPA #600 new urban areas are the source of the majority of growth in the City, they are not the only source. The Growth Plan for the Greater Golden Horseshoe requires that 40% of residential development shall occur within existing built areas by 2015. This, however, is a Region-wide requirement which means the actual target for Vaughan may be different than the 40% in the Growth Plan. The Region of York has not yet established the target for Vaughan's intensification and as result it cannot be accounted for in our population projections in this exercise. We have assumed that intensification will occur on a roughly equal basis across the City.

The population projections also only take into account major areas for development outlined in OPA #600. There will be some development outside of the OPA #600 new urban areas, such as the Kleinburg Golf Club redevelopment or individual condominium developments. These types of developments will have only a small impact on the population projections when looked at on a City-wide basis. Including these types of developments would lead to a level of detail in population forecasting that is not necessary for the purposes of determining ward boundaries. Each potential ward will see some of this type of development, whether it be new low-density subdivisions or high-density buildings, and it is assumed that this will be generally equally spread across the City and affecting no one ward more so than another.

While the City is undertaking an Official Plan review, any new development areas that may be established will not be substantially developed until after the 2018 election. OPA #600 has a planning horizon of 2026, which is well beyond the election in 2018. There will be some impact on population projections as early as 2015, however no significant impact as a result of the OP review are anticipated for the next three elections.

It is important to understand that the population projections that are being completed are not intended to give detailed populations for a ward at an election date, but rather are to be used as a tool to evaluate the equitable distribution of population amongst the proposed wards as the City's population grows.

Various ward boundary options have been prepared, each having regard to the criteria that have been previously identified. These options are to be presented at the September 9th Committee of the Whole (Working Session) meeting.

Public Consultation Process

Though the only statutory notice requirement of a ward boundary review is to give notice of the adoption of the implementing by-law, it is proposed that a public consultation process spanning in excess of six weeks be undertaken. The highlights of this public consultation process include:

- notices placed in local newspapers and on the City Page advising residents of the review and inviting comments at a public meeting, or through mail, e-mail, or by fax; (See Attachment #1)
- direct mailing of information packages to school boards, registered rate-payer associations, and to individuals who request them;
- a dedicated web presence, linked off of the City's main internet site;
- a questionnaire which may be completed on-line, or returned by mail, e-mail or fax;
- a public meeting on the evening of October 23, 2008, at City Hall.

The results of the public consultations will be summarized and reported to the Committee of the Whole (Working Session) meeting of November 25, 2008.

Once Council passes a by-law, within 15 days, notice of passage must be published including the last day for filing a notice of appeal. There is a 45 day appeal period during which any person or agency may appeal to the Ontario Municipal Board. At the expiry of the appeal period, or at the conclusion of the appeal process, if applicable, the new ward structure would come into effect for the 2010 municipal election.

It is proposed that the following timetable, including approximately six weeks for public consultation, be adopted:

September 9, 2008	Committee of the Whole (Working Session) to consider review methodology and proposed public consultations
September 22, 2008	Council approval or review methodology and public consultations

September 22-26 2008 Preliminary options posted on web site and input sought (see Attachment 1 for sample questionnaire)

October 23, 2008 Public meeting (City Hall)

November 25, 2008 Committee of the Whole (Working Session) to consider results of public consultation and recommend preferred options.

December 8, 2008 Consideration of Committee Recommendation, earliest opportunity for adoption of new ward boundaries for 2010 general municipal election

December 15, 2008 Earliest opportunity to publish notice of by-law adoption

January 23, 2009 Expiration of Appeal period.

Relationship to Vaughan Vision 2020

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

Regional Implications

If it is proposed at the conclusion of the review that additional Regional Councillor(s) are desired or the method of election of Regional Councillors in Vaughan be changed, the Regional Municipality of York will be required to give its approval on a triple majority basis. Should Regional Council agree to the election of Regional Councillors on a ward basis, the City of Vaughan will be the first municipality in York Region to do so.

On November 26, 2004 the City of Vaughan adopted the following resolution: "That the City of Vaughan ask the Region of York if it would approve, in principle, the creation of regional wards in the city of Vaughan for the purpose of electing Regional Councillors from the City of Vaughan to sit on Regional Council". The resolution was received by the Region and no further action was taken.

Conclusion

The preliminary ward boundary review sets the foundation of public consultations with a final report scheduled to be considered by Council in December. Though population projection by their nature carry some degree of uncertainty, this report is based on the best available information and provides for the evaluation of equitable population distributions as wards grow over time.

Attachments

Attachment #1 Draft Survey

Attachment #2 Existing Ward Boundary Map

Report prepared by:

Joseph Chiarelli, Manager, Special Projects, Licensing and Permits - Insurance Risk Management

Todd Coles, Manager, Development Services and, Secretary-Treasurer to Committee of Adjustment

Respectfully submitted,

Jeffrey A. Abrams
City Clerk

Public Consultation – Ward Boundary Review

Wards are a key component in our system of local government. The voters in each ward elect one councillor and three regional councillors to deal with city-wide issues and represent their interests on Council. The City of Vaughan has five wards, which vary in geographical area and population.

Recent and projected population growth has resulted in some inequities in representation by population across the City. The review will focus on the potential of establishing new ward boundaries to create a more equitable base of representation. Proposals will include a five and six ward structure.

The ward boundary review has an active public involvement component which includes the testing of various ward design options. The review respects the principle of effective representation, looks at whether the size of Council should be increased as well as any necessary adjustments to ward boundaries.

WE WANT TO HEAR WHAT YOU THINK

What Principles Guide the Ward Boundary Review

Subject to the overriding principle of “EFFECTIVE REPRESENTATION” the ward boundary review should have regard for the following principles:

- PROTECTION OF COMMUNITIES OF INTEREST AND NEIGHBOURHOODS
 - It is desirable to avoid fragmenting traditional neighbourhoods or communities of interest within the City.
- CONSIDERATION OF PRESENT AND FUTURE POPULATION TRENDS
 - It is necessary to look at long term growth patterns in order to establish a ward structure that will be sustainable for a number of terms of Council.
- CONSIDERATION OF PHYSICAL FEATURES AS NATURAL BOUNDARIES
 - Vaughan has a number of significant natural and man-made features that serve as physical boundaries. Where possible, these features will be respected in the review process. Highway 400 and 407 and the Humber River are examples of features that can act as natural boundaries.
- CONSIDERATION OF REPRESENTATION BY POPULATION
 - To the extent possible, and keeping in mind the requirements for effective representation, voters should be equally represented and wards should have reasonable equal population totals.

4. I feel that my interests are effectively represented by my local councillor.

- Strongly agree
- Agree
- Disagree
- Strongly disagree

5. I feel that my interests are effectively represented by having three (3) City wide regional councillors

- Strongly agree
- Agree
- Disagree
- Strongly disagree

If you strongly disagree, how many regional councillors would you like to see?

6. Please provide any additional comments you think we should take into account.

YOUR VIEWS ARE IMPORTANT

Changing the City's ward boundaries is both a challenge and an opportunity for the City of Vaughan. You can help by giving us your comments and suggestions by completing the feedback sheets.

Keeping in mind the guiding principles for the Ward Boundary Review, take a close look at your community and the proposed ward structure. Tell us what you think would improve the representation of you own and other communities.

Your input will assist in the development of ward boundary options and recommendations which will be reviewed by Council in _____ 2008.

City of Vaughan Ward Boundary Review

YOUR OPINION COUNTS

To ensure that your ideas are included in the Ward Boundary Review, you may wish to use the attached feedback sheets. Submissions may be made at any time, but final comments should be received no later than _____.

Here is how to submit your comments:

First, detach the feedback sheets and answer the questions. When you are finished, please return them as soon as possible. You can:

- Hand them in at the public meeting
- Fax them to (905)832-8535
- E-mail them to wardboundaryreview@vaughan.ca
- Mail them to:
Clerks Department, City of Vaughan
2141 Major Mackenzie Drive
Vaughan, Ontario
L6A 1T1

Part 1 – Questions

1. In which City Ward do you live (or own property if a non-resident)?

- | | |
|---------------------------------|---------------------------------|
| <input type="checkbox"/> Ward 1 | <input type="checkbox"/> Ward 4 |
| <input type="checkbox"/> Ward 2 | <input type="checkbox"/> Ward 5 |
| <input type="checkbox"/> Ward 3 | |

2. What is the name of your neighbourhood (e.g. Vellore Woods, Thornhill, Maple, Kleinburg, etc.)

3. Are there any natural or artificial boundaries that are important to your neighbourhood (e.g. River, Forest, Highway, etc.)?

- _____
- _____
- _____
- _____

EXISTING WARD BOUNDARIES

