TORONTO WARD BOUNDARY REVIEW

OPTIONS REPORT

AUGUST 11, 2015

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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 consultant team, process and timeline, visit: www.drawthelines.ca

EXECUTIVE SUMMARY

This report lays out five options to ensure *'effective representation'* within the ward structure of the City of Toronto. The purpose of presenting the options is to engage Toronto's public, stakeholders and Members of Council in a discussion of the possibilities for a re-aligned ward system for the 2018 municipal election.

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

In 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 inform the options presented in this report. This Options Report is a critical step along the road to reform of Toronto's ward system.

The Report contains 7 sections: Section 1 - Introduction; Section 2 - Context; Section 3 - Methodology for Developing the Options; Section 4 - Screening Potential Options; Section 5 - The Options; Section 6 - Ranking the Options; and Section 7 - Next Steps.

Context

Section 2, Context, introduces the key concept of '*effective representation*'. In order to be viable, any option must achieve effective representation and, in particular, voter parity. Section 2 also discusses why the "status quo", or keeping Toronto's current ward boundaries, is not an option.

Effective Representation

Section 2.1 describes the components of '*effective representation*' and explains how they interact. '*Effective representation*' has to balance:

- Voter parity,
- Natural / physical boundaries,
- Geographic communities of interest,
- Ward history,
- Capacity to represent,
- Geographic size and shape of the ward, and
- Population growth.

Why a Review is Necessary

The city's rapid population growth has created the current ward population imbalance. Within the time frame of the TWBR, 2014 to 2031, the city will grow by some 600,000. At the current average ward population size of approximately 61,000, this is the equivalent of 10 additional wards.

This growing population will not be distributed equally across the city. Following the policies of the Official Plan, it 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. However, as the Official Plan notes, some 75% of Toronto's communities are meant to remain stable and not experience substantial growth.

Section 2.2 details why a new ward system is necessary. The statistical case for ward restructuring is laid out through a table that shows the population growth of current wards for the next four elections starting in 2018 and a series of maps depicting the variance of each ward from the ward population average for those years.

Methodology

Section 3, Methodology for Developing the Options, describes the approach used to develop the five options. Five key factors are introduced:

- Toronto's population growth
- Four municipal elections
- Unique options
- Balanced ward sizes
- Effective new boundaries

The design of any option needs to accommodate the expected growth of Toronto over the next 15 years and address the current imbalance in ward population size. The options are based on the 2011 Census, population projections from the City Planning Division and projections developed independently by the TWBR team.

Ward boundary reviews are complex, costly and include extensive public involvement. Municipalities cannot conduct reviews for every election. The TWBR's goal is to create a ward system that will last for the next four elections – 2018, 2022, 2026 and 2030. To achieve this, the *'target year'* for effective representation is set at 2026, which is also a Census year.

There are literally hundreds of possibilities when developing options for a re-aligned ward system. The TWBR employs a methodology that achieves a limited number of unique options with different bases for public discussion and feedback.

Ward sizes need to be *'balanced'* to achieve effective representation. The TWBR attempts to develop wards that are within plus or minus 10% of the projected ward population average for 2026. Once a variance is over 15%, voter parity is diminished and effective representation may be in jeopardy. Only in certain limited circumstance is a variance of over 15% acceptable.

Ward boundaries also need to be effective. To develop a ward boundary option the TWBR uses three variables: the average ward population size of the current wards for 2026; the plus or minus 10% range that the average ward population size allows and the specific number or range in number of wards permitted.

Voter parity variances are created for all options. When this information is mapped, it becomes clear which of the current wards need to be reduced or enlarged in size relative to the objective of a particular option and *'distribution areas'* emerge. These are groups of wards that for a specific option can be adjusted without impacting the wards around them. Once the wards within the *'distribution areas'* have been resolved in terms of voter parity, natural/physical boundaries, communities of interest, etc., an option results.

The methodology section, Section 3, ties all of the above elements together in a comprehensive approach to developing options.

Screening Potential Options

Section 4 describes all of the options that have been explored on a preliminary basis.

- Two options focus on limiting change. These are termed the *'Minimal Change'* option and the *'44 Wards'* option.
- Three options suggest a predetermined ward population size, 50,000, 60,000 and 75,000.
- Two options use the federal or provincial riding boundaries and then split them in half.
- One option uses *Natural / Physical Boundaries* as the starting point for drawing new ward boundaries.

When analyzing these potential 8 options, 5 provide for effective representation (Minimal Change; 44 Wards; 50,000 and 75,000; Natural / Physical Boundaries), 2 do not achieve effective representation (federal or provincial riding boundaries), and one duplicates another option (60,000).

The potential option based on a ward population of 60,000 (Section 4.1) has similar parameters as the *'Minimal Change'* option, which uses a ward population size of 61,000. The 60,000 ward population option would yield a very similar ward pattern as the *'Minimal Change'* option. However, the *'Minimal Change'* option has the advantage of retaining as many current ward boundaries as possible. Hence, it has been decided to pursue the *'Minimal Change'* option and not the 60,000 ward population size option.

Sections 4.2 and 4.3 analyze the possibility of using federal or provincial riding boundaries to construct a new ward system for Toronto. If ridings became Toronto's wards, there would be 25 wards with an

average 2026 population of approximately 123,000. Since the idea of having 25 very large wards gained virtually no support during the TWBR's public process, it has not been pursued as an option.

Having 50 wards based on splitting federal or provincial ridings in half, however, had considerable support. These two potential options have, therefore, been examined. Any analysis of whether these options are feasible has to commence with a review of voter parity. If voter parity cannot be achieved, then there is no merit in proceeding to construct actual boundaries. Because the riding boundaries are fixed, there is negligible ability to adjust ward boundaries to improve voter parity.

Detailed analysis of the variances around the average ward population size of approximately 62,000 for both the federal and provincial ridings reveals that these potential options do not achieve voter parity, an essential component of effective representation, nor do they address the ward population size discrepancies that Toronto now faces.

The Options

Section 5 presents five options for re-aligning Toronto's ward system. All of the options achieve effective representation. Each option contains an explanation of its objectives, a ward map, a variance table for the four municipal elections, and an analysis of the option's implications for voter parity.

The table below summarizes the key features of each option. Each option proceeds from a different set of parameters.

SUMMARY OF OPTIONS

OPTION	AVERAGE WARD POPULATION	POPULATION RANGE	# OF WARDS
(1) Minimal Change	61,000	51,850 - 70,150 (+/-15%)	47
(2) 44 Wards	70,000	63,000 - 77,000 (+/-10%)	44
(3) Small Wards	50,000	45,000 - 55,000 (+/-10%)	58
(4) Large Wards	75,000	67,500 - 82,500 (+/-10%)	38
(5) Natural/Physical Boundaries	70,000	63,000 - 77,000 (+/-10%)	41

OPTION 1: MINIMAL CHANGE

The focus of this option is *'Change, if necessary, but not necessarily change'*.

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.

When an attempt was made to develop an option based on a plus or minus 10% variance factor, there was too much change in the existing ward fabric for the option to be considered *'minimal change'*. However, at a 15% variance factor a viable option can be created. This option leaves 18 wards unchanged, reduces

the size of 9 wards and enlarges 5 wards. The remaining 12 wards are altered to accommodate the 14 wards that require boundary adjustments. This option results in 47 wards of which 44 are within the 15% range in 2026.

On the ward map for this option wards are identified by the prefix "1" to indicate that they belong to **Option 1: Minimal Change.**

OPTION 2: 44 WARDS

The objective of this 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, in 2026, 41 of the 44 wards are within the 10% variance factor and all wards are within the 15% variance factor.

On the ward map for this option wards are identified by the prefix "2" to indicate that they belong to **Option 2: 44 Wards**.

OPTION 3: SMALL WARDS (50,000)

The goal of this option is to keep wards within an average ward population size of 45,000 to 55,000, thereby creating a larger number of small wards. During the Round One public consultation phase there was ample support for small wards to warrant the development of this option. Many people believe that smaller wards improve citizen access and the Councillors' capacity to represent their constituents.

This option results in 58 wards. Most of the increase comes from reducing the size of large wards. Only 1 ward needs to be increased in size. In 2026, 51 of the 58 wards fall within the 10% variance factor and 4 within the 10% - 15% variance factor in this option. Of the three wards above the 15% variance factor, two are above it by less than one half a percent. One ward is 17% above the average ward population in 2026. However, this ward is a very stable and homogeneous ward.

On the ward map for this option wards are identified by the prefix "3" to indicate that they belong to **Option 3: Small Wards (50,000)**.

OPTION 4: LARGE WARDS (75,000)

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.

On the ward map for this option wards are identified by the prefix "4" to indicate that they belong to **Option 4: Large Wards (75,000)**.

OPTION 5: NATURAL / PHYSICAL BOUNDARIES

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. Option 5 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 new ward arrangement. This option has 41 wards, 37 of which fall within a 10% variance factor and all fall within a 15% variance factor.

On the ward map for this option wards are identified by the prefix "5" to indicate that they belong to **Option 5: Natural/Physical Boundaries**.

Next Steps

The purpose of the Options Report is to start a discussion about a preferred new ward system for the City of Toronto among the public, stakeholders and Members of Council. A natural tendency is to only consider the impact of an option on the specific ward that a person lives in or represents. This localized concern and knowledge is very important and can provide helpful feedback on specific ward boundaries in any of the options. However, whichever option is favoured, it will have to work for the entire city.

All the 5 options provide for effective representation. Options, by their very nature, are stronger on some components of effective representation than on others and all have advantages and challenges. To assist Members of Council, the public and stakeholders in adopting a city- wide perspective, Section 6, Ranking the Options, provides a **'worksheet'** to compare and contrast the options in terms of the components of effective representation (**see Section 2.1 of the Options Report**), rank the options in order of preference and suggest improvements to the first ranked option.

Section 7, Next Steps, lays out a road map for the process of the second round of civic engagement and public consultation for the remainder of 2015. A final report with a recommended new ward alignment is scheduled to be before the Executive Committee and City Council in May 2016.

The Options Report is available at www.drawthelines.ca

OPTION 1: MINIMAL CHANGE

OPTION 2: 44 WARDS

OPTION 3: SMALL WARDS – 50,000 POPULATION
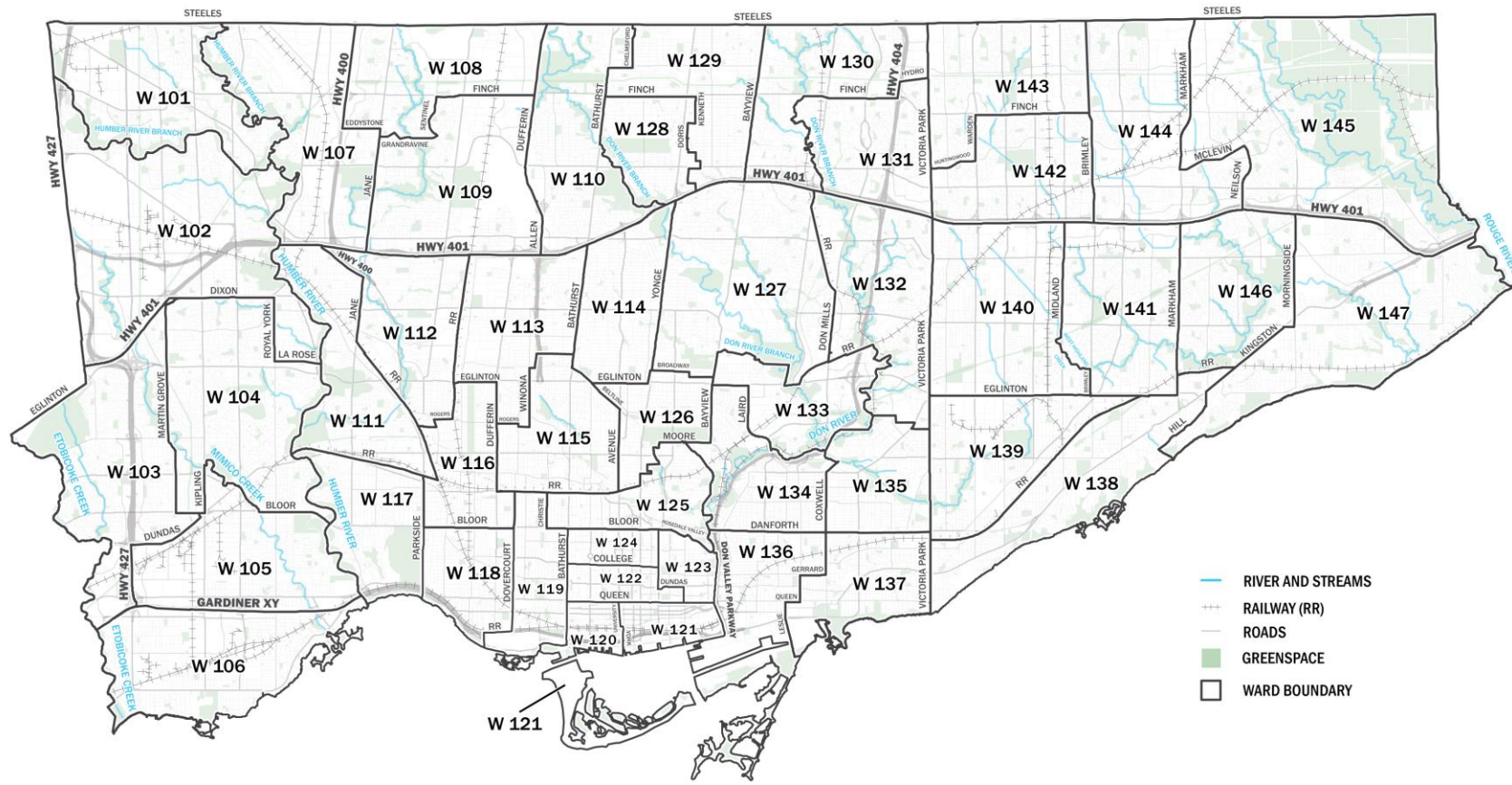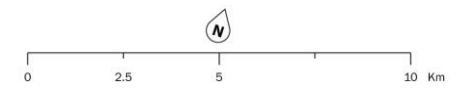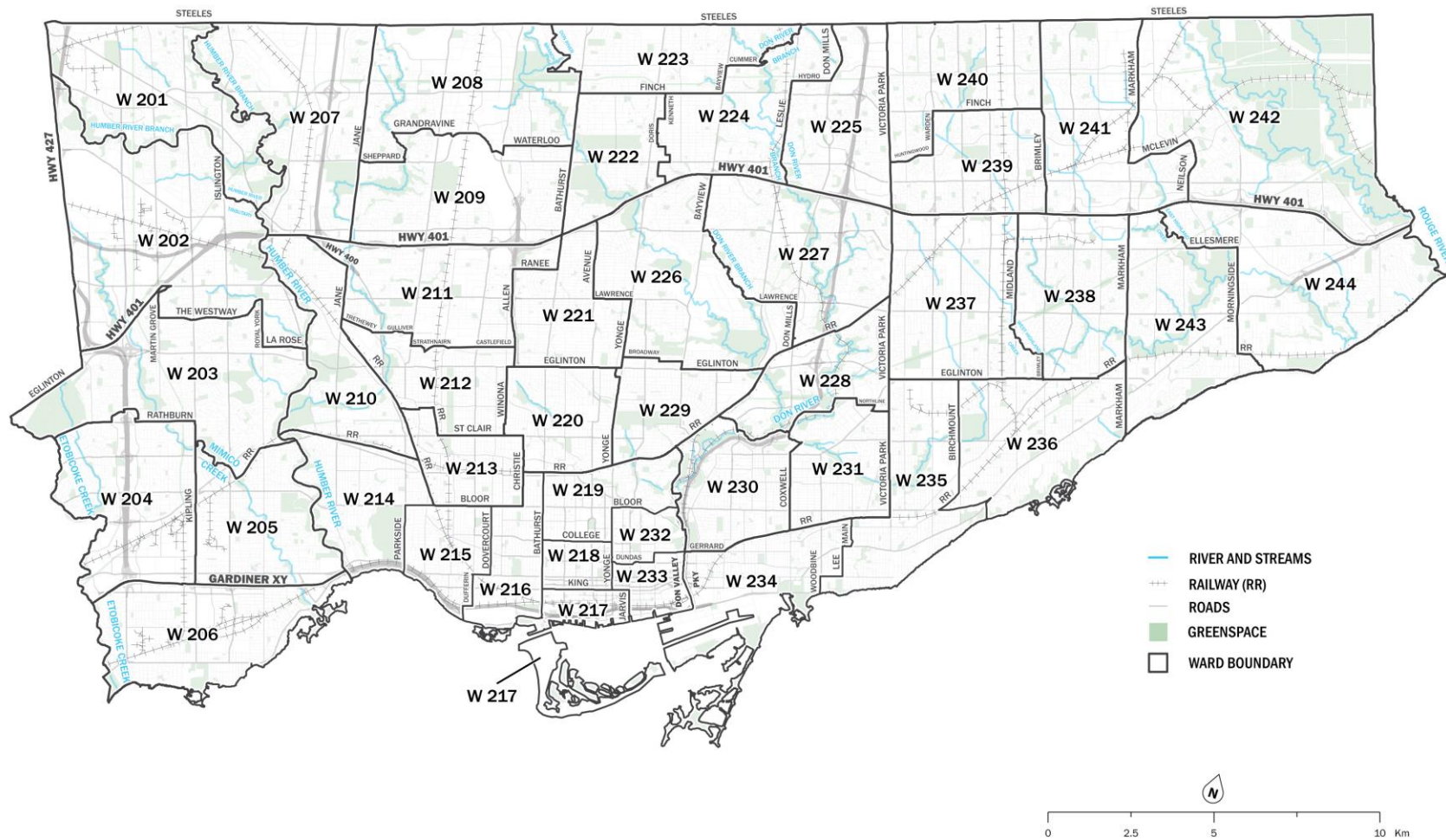
OPTION 4: LARGE WARDS – 75,000 POPULATION
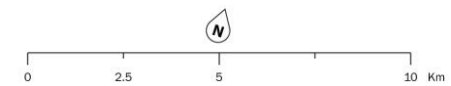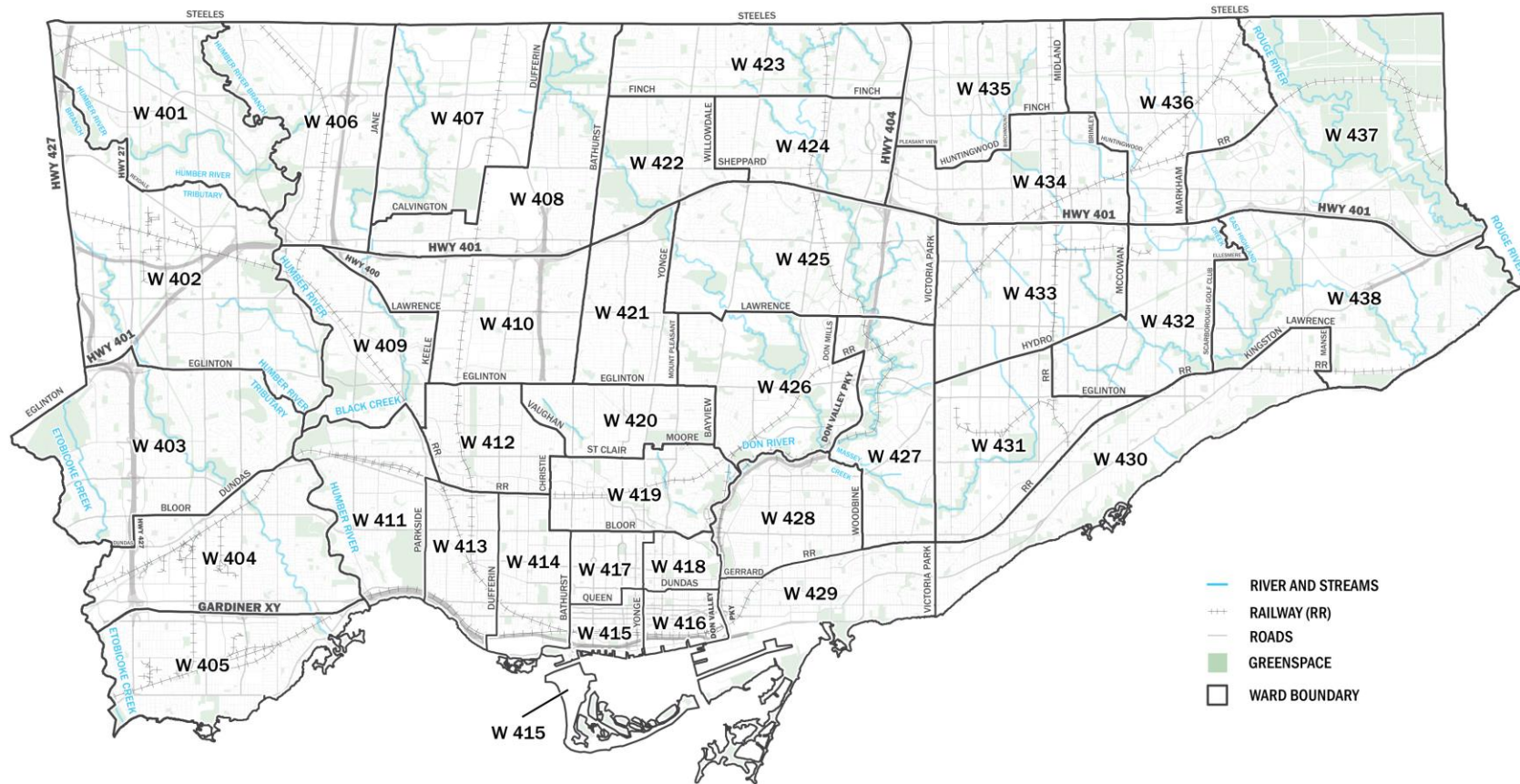
OPTION 5: NATURAL/PHYSICAL BOUNDARIES

11.
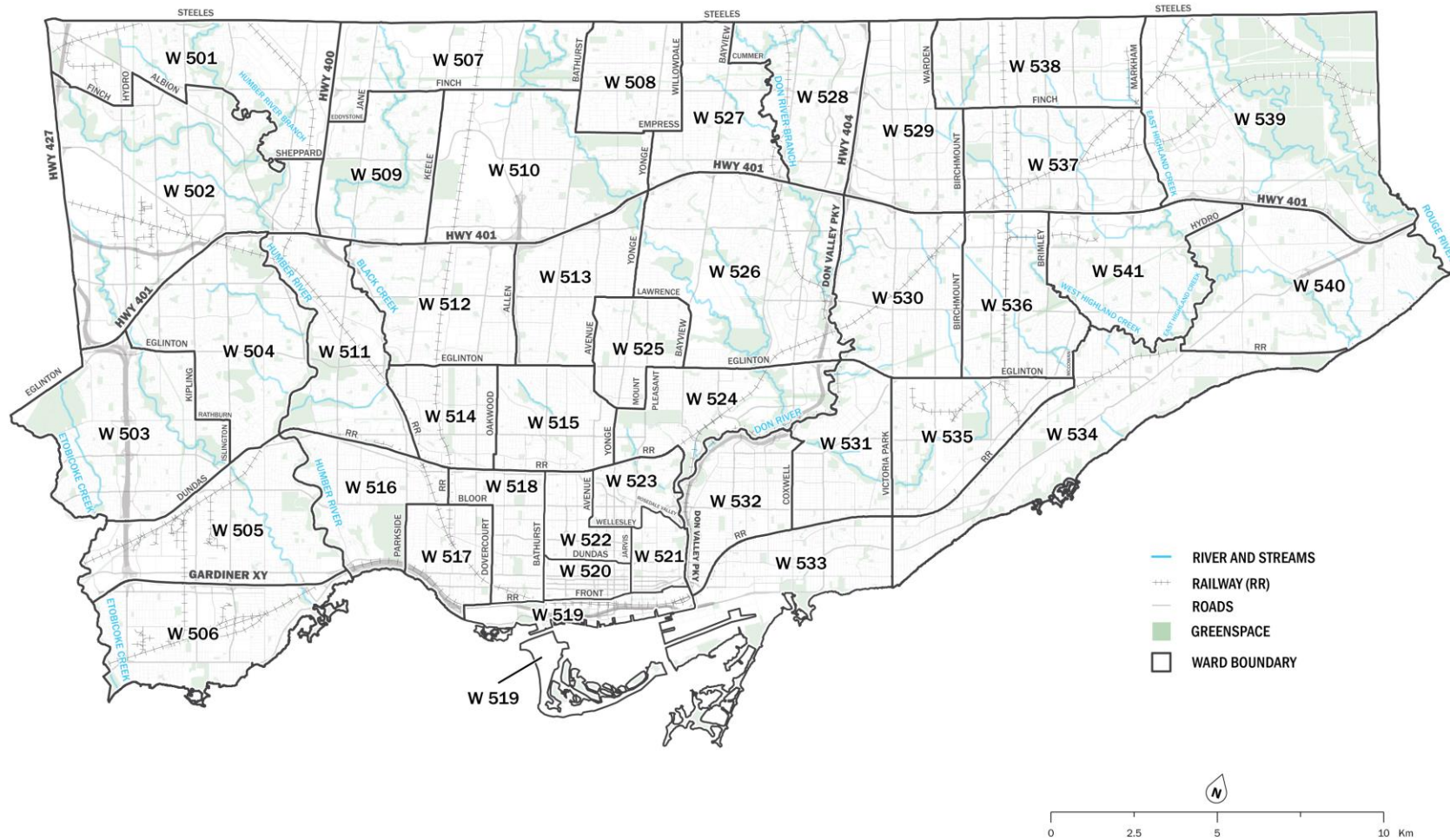
1. INTRODUCTION

In June 2014 Toronto City Council approved a Work Plan for the Toronto Ward Boundary Review (TWBR) project as well as a substantial Civic Engagement & Public Consultation Strategy. The TWBR's approach includes wide-ranging input on the current ward alignment, the development of a series of ward boundary options and broad consultation on the options prior to a recommendation to City Council in May 2016.

To-date, the TWBR has undertaken extensive background research and conducted Round One of the civic engagement and public consultation.[1] The **Toronto Ward Boundary Review: Background Research Report** 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** 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 analyses and results from both of those reports inform the options presented in this report. This Options Report outlines five discrete options for new ward boundaries. All of the options achieve *'effective representation'* for Toronto and all fundamentally change its current ward alignment. Change is never easy and is particularly disruptive to long-established municipal systems. All participants, Councillors, residents, businesses, NGOs, civic staff, etc., will have to adjust to new geographic environments. This is the reason discussion of the Options Report and feedback on the individual options from the public, stakeholders and Members of Council is so important during Round Two of the TWBR's public process.

The Options Report contains 7 sections. Following this Introduction **Section 2: Context** describes the key concept of effective representation and demonstrates why a ward boundary review is required at this time. It concludes that continuing with the current ward boundaries is not an option. **Section 3: Methodology for Developing the Options** provides a detailed discussion of the approach that was used to create the options presented in the report.

Section 4: Screening Potential Options describes all of the options that have been explored and outlines why certain options, such as using federal or provincial riding boundaries, have not been pursued. **Section 5: The Options** is the heart of the report. It presents the five options that have been developed in detail. The criteria underlying each option are described. Maps show the location of the new wards for each option. A table for each option indicates the ward population and variances from the option's target ward population size for the municipal election years of 2018, 2022, 2026 and 2030. A short statistical analysis of voter parity concludes the description of each option. **Section 6: Ranking the Options** offers a

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[1] *The Research Report and the Round One Report on Civic Engagement + Public Consultation can be found on the TWBR website at www.drawthelines.ca/resources/reports.*

'worksheet' which allows the public and stakeholders to consider how each option achieves *'effective representation',* rank the options and offer suggestions for improvement of their first ranked option.

The final **Section 7: Next Steps**, provides the road map for public discussion and feedback on the Options Report through to the TWBR's final report and recommendation to Toronto City Council in 2016.

2. CONTEXT

This section of the Options Report covers the context for developing the different options. It discusses the concept of *'effective representation'* and why a review of Toronto's ward boundaries is necessary.

2.1 EFFECTIVE REPRESENTATION

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

'Effective representation' contains several components that need to be balanced. These are: voter parity; natural and physical boundaries; geographic communities of interest and ward history. There are additional factors that are also taken into consideration in ward boundary reviews such as: capacity to represent, size and shape of wards and future populations within wards.

Voter Parity

Voter parity speaks to the similarity between a ward's population and the average ward population of all municipal wards. To achieve parity, ward populations need to be similar but not identical. Voter parity is a criterion that has special prominence in weighing options and is assessed in terms of incremental percentage ranges around the average ward population. A range of plus or minus 10% is considered ideal. Population variances can be greater, in limited instances, in order to satisfy other criteria. However, if the range gets too large, effective representation is lost and an option becomes unviable.

Natural / Physical Boundaries

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

Geographic Communities of Interest

'Communities of interest' is a frequently used term in ward boundary reviews and is hard to define precisely. Sometimes it refers to ethno-cultural commercial areas such as Chinatown, Little Italy or Little

India in Toronto. The term is also used to define neighbourhoods such as The Annex, Malvern, Mount Dennis or St. Lawrence. To assist in the determination of ward boundaries communities of interest must be geographically contiguous. There is no comprehensive list or map of Toronto's communities of interest or neighbourhoods with precise boundaries. Some areas of the city have strong neighbourhood groups and residents associations with well-defined boundaries whereas other parts do not.

It is important to avoid dividing geographic communities of interest and/or neighbourhoods when creating options for new wards. However, this objective cannot always be achieved. Sometimes a community is so large that to respect voter parity it must be split among more than one ward. The Jane-Finch community and Don Mills fall into this category. Also, some communities may already be split by natural boundaries, such as Morningside in Scarborough. Given the diversity and number of Toronto's various communities, wards often contain many different communities and/or neighbourhoods.

Ward History

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

Capacity to Represent

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

The courts have noted that Councillors perform two functions. The first is legislative and refers to passing by-laws and considering city-wide issues. All Councillors have this role in common. The courts have referred to the second function as the *'ombudsman role'*, which is interpreted as a constituency role. This speaks to a Councillor's responsibility to represent the interests of a ward's residents to the city government and its administrative structure. This latter function, the constituency role, is captured by the concept of the *'capacity to represent'*. This role can vary greatly depending on the issues prevalent in any given ward.

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

Geographic Size & Shape of the Ward

All wards cannot be the same size from a geographic perspective. Some areas of the city are more densely populated than others and some wards have more open space. Comments during Round One of the TWBR noted that many suburban wards are physically larger and take longer to get around.

Population Growth

Any changes that City Council makes to the current ward alignment will be used for the 2018 municipal election. However, the wards created should work for future elections also. The TWBR looks at the next four elections in 2018, 2022, 2026 and 2030. The target election for an evaluation of effective representation has been set for 2026. This allows for growth that will inevitably occur to be factored into ward boundary calculations. Also, if the new ward structure works in 2026, it should hold until the 2030 municipal election. After then another review of Toronto's ward boundaries will likely be required.

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

While all of the above factors have to be taken into consideration, they are not all equal. Some need to be weighted more heavily than others in determining options for new ward configurations. Voter parity, often referred to as *'rep-by-pop'* (representation by population), is pivotal and is a key determinant of effective representation.

The Supreme Court of Canada has ruled that voter parity is required based on the Canadian Charter of Rights and Freedoms provision of the *'right to vote'*. Besides just voting, the right to vote asserts that one person's vote must be similar in weight to any other person's vote. Voting weights do not need to be identical but they must be 'similar', within a reasonable range. Within this range other factors such as geographic communities of interest or capacity to represent are assessed.

Ward boundary reviews need to look into the future. Toronto is growing at a considerable rate. In its pursuit of effective representation, the TWBR looks ahead to 2030 when Toronto's population will have grown by approximately 600,000.

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

2.2 WHY A REVIEW IS NECESSARY

In 2013 Toronto City Council recognized that the populations across its 44 wards were becoming imbalanced and in 2014 the City commissioned the TWBR. Also, Toronto faced two privately launched appeals to the OMB based on issues of voter parity[2].

The 2014 municipal election confirmed that the current ward alignment is jeopardizing effective representation. According to the 2011 Census, Toronto's ward populations ranged from 44,935 (Ward 29) to 88,440 (Ward 23). By the 2014 election it is estimated that Toronto's ward populations ranged from 44,280 (Ward 18) to 93,784 (Ward 23). That means that in some cases one person's vote was worth twice that of another's, not just during the elections, but every time there was a vote at City Council.

To determine how voter parity will change in the future in the current ward alignment, population projections developed by the TWBR team were employed to look at changes in ward populations from 2014 to 2030. **Table 1** *"Population by Existing Wards 2014 - 2030"* depicts projected population growth based on current ward boundaries for municipal elections to 2030. These figures are used to assess changes in voter parity to 2030 should there be no change in the boundaries of the current wards.

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) result in acceptable voter parity figures. Ranges 4 and 5 (15% to 20% above or below average) 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. When the above ranges are applied to Toronto's current 44 wards, the following variance maps result.

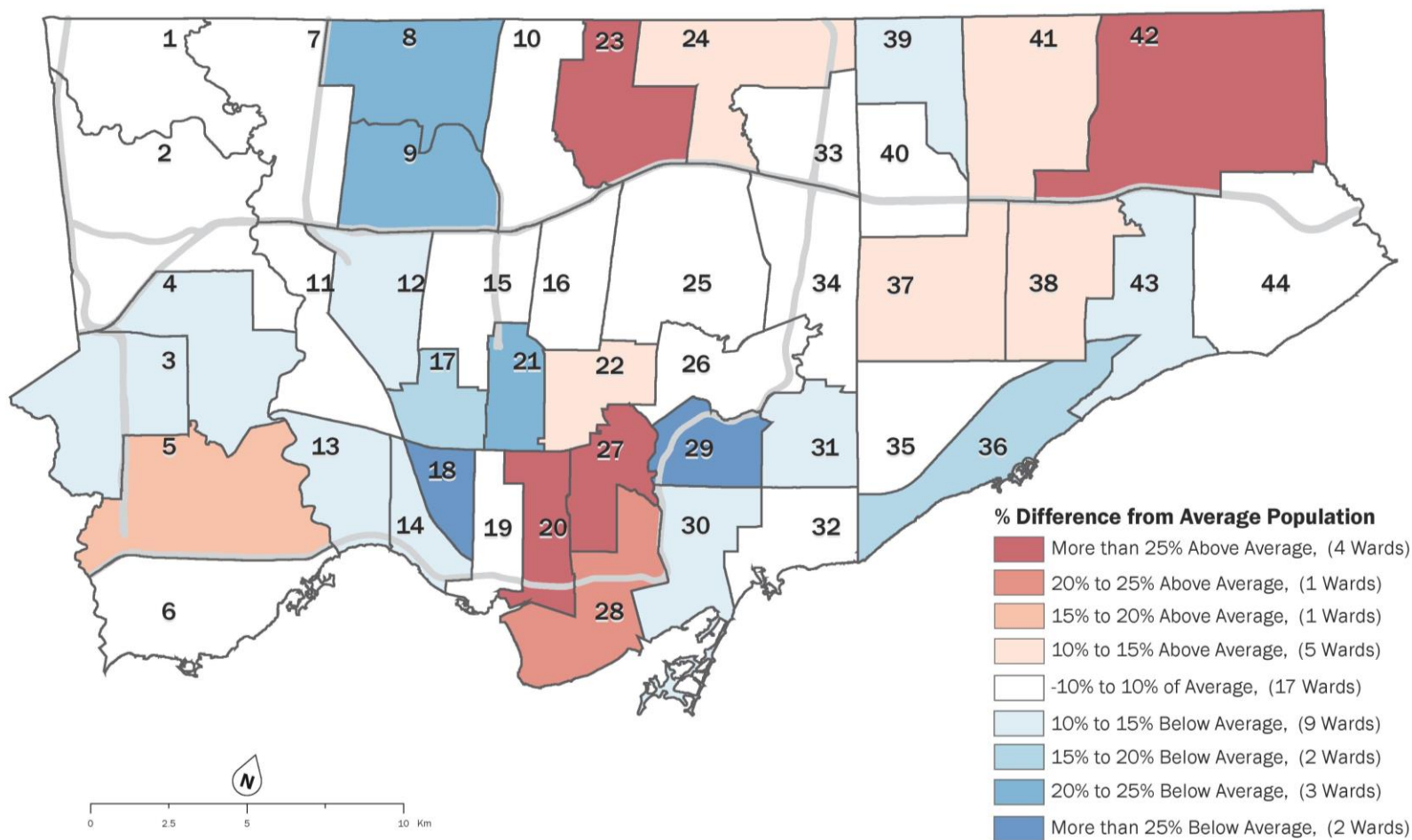[2] *These appeals were withdrawn when City Council launched the TWBR.*

TABLE 1 POPULATION BY EXISTING WARDS 2014 - 2030

WARD	2014	VARIANCE	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
1	60,577	-0.06%	60,154	-4.38%	59,918	-7.35%	60,122	-9.57%	60,412	-11.59%
2	59,263	-2.22%	59,298	-5.74%	59,205	-8.46%	59,935	-9.85%	60,886	-10.90%
3	53,165	-12.29%	54,520	-13.33%	55,155	-14.72%	55,675	-16.26%	56,229	-17.71%
4	51,762	-14.60%	53,237	-15.37%	54,403	-15.88%	54,768	-17.62%	55,253	-19.14%
5	70,448	16.23%	76,653	21.85%	81,776	26.44%	90,056	35.45%	98,527	44.19%
6	61,460	1.40%	65,500	4.12%	67,540	4.43%	69,434	4.44%	71,557	4.72%
7	54,860	-9.49%	57,080	-9.26%	57,624	-10.90%	59,105	-11.10%	60,807	-11.01%
8	48,065	-20.70%	48,362	-23.12%	49,568	-23.36%	53,030	-20.24%	56,873	-16.77%
9	47,784	-21.16%	48,278	-23.26%	48,596	-24.86%	49,048	-26.23%	49,899	-26.98%
10	63,469	4.72%	64,410	2.39%	64,986	0.48%	66,096	-0.59%	67,360	-1.42%
11	61,579	1.60%	61,420	-2.37%	61,923	-4.25%	64,304	-3.28%	66,844	-2.18%
12	53,346	-11.99%	53,654	-14.71%	54,097	-16.35%	55,261	-16.88%	56,729	-16.98%
13	53,891	-11.09%	55,548	-11.70%	56,943	-11.95%	57,505	-13.51%	58,045	-15.05%
14	52,480	-13.42%	52,814	-16.04%	53,079	-17.93%	53,747	-19.16%	54,520	-20.21%
15	61,872	2.08%	63,527	0.98%	64,327	-0.54%	67,025	0.81%	69,969	2.40%
16	56,365	-7.01%	57,292	-8.93%	58,002	-10.32%	58,560	-11.92%	59,156	-13.43%
17	50,426	-16.80%	50,302	-20.04%	50,294	-22.23%	50,719	-23.71%	51,210	-25.06%
18	45,440	-25.03%	46,450	-26.16%	47,060	-27.24%	47,482	-28.58%	47,862	-29.96%
19	57,789	-4.66%	59,124	-6.01%	60,058	-7.14%	61,179	-7.98%	62,219	-8.94%
20	85,291	40.72%	99,949	58.88%	112,475	73.91%	125,578	88.88%	132,910	94.51%
21	46,230	-23.73%	46,697	-25.77%	46,977	-27.36%	47,100	-29.16%	47,198	-30.93%
22	66,932	10.43%	72,086	14.59%	76,647	18.51%	78,291	17.76%	79,856	16.86%
23	93,687	54.57%	96,342	53.15%	97,520	50.79%	100,999	51.91%	104,934	53.57%
24	68,014	12.21%	73,948	17.55%	76,083	17.64%	77,416	16.44%	78,865	15.41%
25	59,899	-1.17%	62,046	-1.37%	63,179	-2.31%	63,583	-4.36%	63,975	-6.38%
26	63,173	4.23%	63,987	1.72%	65,004	0.51%	65,933	-0.83%	66,834	-2.19%
27	94,597	56.07%	109,447	73.98%	121,105	87.25%	129,992	95.52%	138,489	102.67%
28	72,917	20.30%	92,129	46.45%	109,024	68.57%	116,872	75.79%	124,848	82.71%
29	44,404	-26.74%	44,245	-29.67%	44,142	-31.75%	44,265	-33.42%	44,412	-35.01%
30	52,458	-13.45%	53,086	-15.61%	53,685	-16.99%	53,785	-19.10%	53,877	-21.15%
31	54,446	-10.17%	54,931	-12.68%	55,141	-14.74%	55,540	-16.46%	56,083	-17.93%
32	57,345	-5.39%	58,285	-7.35%	58,779	-9.12%	59,224	-10.92%	59,634	-12.73%
33	58,089	-4.16%	59,614	-5.23%	60,701	-6.14%	61,471	-7.54%	62,300	-8.83%
34	61,668	1.74%	63,367	0.73%	63,604	-1.65%	64,046	-3.67%	64,572	-5.50%
35	61,443	1.37%	61,940	-1.54%	62,821	-2.87%	64,495	-2.99%	66,757	-2.30%
36	51,233	-15.47%	51,902	-17.49%	53,102	-17.89%	55,546	-16.45%	58,331	-14.64%
37	66,797	10.21%	67,199	6.82%	68,105	5.31%	71,022	6.82%	74,709	9.33%
38	67,911	12.04%	68,561	8.99%	69,062	6.78%	70,617	6.21%	73,610	7.73%
39	53,015	-12.53%	52,711	-16.21%	52,472	-18.87%	52,392	-21.20%	52,323	-23.43%
40	60,000	-1.01%	61,855	-1.67%	63,362	-2.03%	64,451	-3.06%	65,598	-4.00%
41	69,302	14.34%	69,787	10.94%	70,019	8.26%	69,989	5.27%	70,250	2.81%
42	78,339	29.25%	79,120	25.77%	79,633	23.13%	79,511	19.59%	79,719	16.67%
43	54,296	-10.42%	54,969	-12.62%	55,937	-13.51%	57,086	-14.14%	58,384	-14.56%
44	61,351	1.22%	62,105	-1.28%	62,519	-3.33%	63,099	-5.09%	63,765	-6.68%

MAP 1 VARIANCE BY CURRENT WARD 2014

% Difference from Average Population

More than 25% Above Average, (4 Wards)
20% to 25% Above Average, (1 Wards)
15% to 20% Above Average, (1 Wards)
10% to 15% Above Average, (5 Wards)
-10% to 10% of Average, (17 Wards)
10% to 15% Below Average, (9 Wards)
15% to 20% Below Average, (2 Wards)
20% to 25% Below Average, (3 Wards)
More than 25% Below Average, (2 Wards)

MAP 2 VARIANCE BY CURRENT WARD 2018

% Difference from Average Population

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

19.

MAP 3 VARIANCE BY CURRENT WARD 2022

% Difference from Average Population

- More than 25% Above Average, (5 Wards)
- 20% to 25% Above Average, (1 Wards)
- 15% to 20% Above Average, (2 Wards)
- 10% to 15% Above Average, (0 Wards)
- -10% to 10% of Average, (18 Wards)
- 10% to 15% Below Average, (6 Wards)
- 15% to 20% Below Average, (6 Wards)
- 20% to 25% Below Average, (3 Wards)
- More than 25% Below Average, (3 Wards)

MAP 4 VARIANCE BY CURRENT WARD 2026

% Difference from Average Population

- More than 25% Above Average, (5 Wards)
- 20% to 25% Above Average, (0 Wards)
- 15% to 20% Above Average, (3 Wards)
- 10% to 15% Above Average, (0 Wards)
- -10% to 10% of Average, (17 Wards)
- 10% to 15% Below Average, (5 Wards)
- 15% to 20% Below Average, (7 Wards)
- 20% to 25% Below Average, (3 Wards)
- More than 25% Below Average, (4 Wards)

MAP 5 VARIANCE BY CURRENT WARD 2030

% Difference from Average Population

- More than 25% Above Average, (5 Wards)
- 20% to 25% Above Average, (0 Wards)
- 15% to 20% Above Average, (3 Wards)
- 10% to 15% Above Average, (0 Wards)
- -10% to 10% of Average, (15 Wards)
- 10% to 15% Below Average, (7 Wards)
- 15% to 20% Below Average, (6 Wards)
- 20% to 25% Below Average, (3 Wards)
- More than 25% Below Average, (5 Wards)
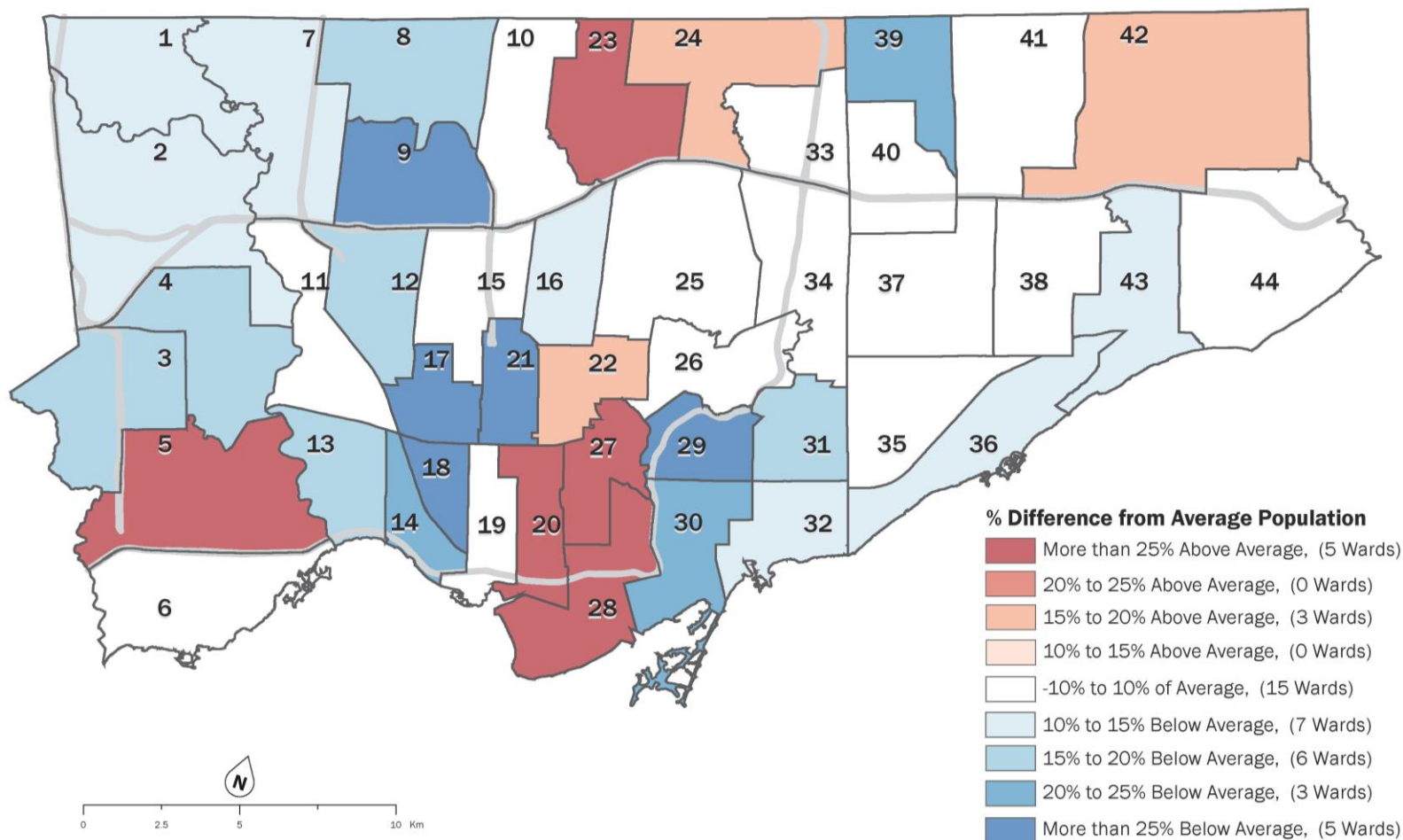
Table 1 and the 5 variance maps **(Maps 1 – 5)** clearly show that the population imbalance among Toronto's wards continues to grow markedly through the next four municipal elections and that at each election fewer and fewer wards will be within 10% of the average.

By 2026, the TWBR's target date, only 17 wards will be within 10% of the average ward population size, while 12 wards will have populations in excess of 20% above or below average. The definite conclusion is that the status quo is not an option. Voter parity, a basic tenet of representative democracy, does not exist now and will only get worse in the coming years. The challenge for the TWBR is to redress this imbalance. The challenge for Toronto City Council will be to adopt a new ward alignment in 2016, so that the OMB will not be the one to *draw the lines*, if Council fails to make a decision.

3. METHODOLOGY FOR DEVELOPING THE OPTIONS

Given the current discrepancy in ward population size and the growing imbalance in the future, it is apparent that ward boundaries must change. Some of these changes will be significant in both geography and ward population size.

Designing options for future ward boundaries requires a methodology that can address all the facets of effective representation within the complex ward structure of the City of Toronto. The TWBR's methodology has developed options that reflect:

- Toronto's population growth
- Four municipal elections
- Balanced ward population sizes
- Unique options
- Effective new boundaries

The TWBR has committed to produce only options that can meet the established criteria for effective representation, and the methodology has been designed to achieve this goal.

3.1 TORONTO'S POPULATION GROWTH

Toronto is growing rapidly. In 2006, the Ontario Government adopted the Growth Plan for the Greater Golden Horseshoe (Growth Plan) under the authority of the Places to Grow Act, 2005. The Growth Plan assigned forecasts of population and employment for all regional and single-tier municipalities within the Greater Golden Horseshoe. The Growth Plan estimated that Toronto's population in 2031 would be 3.08 million. The legislation calls on all municipalities to put in place policies to accommodate this growth outlook and municipalities amended their Official Plans to come into conformity with the Growth Plan. Toronto's Official Plan, approved by the Ontario Municipal Board in 2006, incorporated this population target as guidance for planning policy.

In 2013, the Province amended the Growth Plan, updating the growth outlook to 2031 and extending the planning period with population and employment forecasts to 2041. Toronto is now expected to grow to 3.19 million by 2031. This is the target population that the City must plan to accommodate through the

current Official Plan Review. Related to this review of Official Plan policy, the City Planning Division completed population projections for small area geographies to serve as base information for infrastructure planning. These projections are based on demographic trends observed up to the 2011 Census as well as known development potential. By employing the Growth Plan amended outlook of 3.19 million as a control total for modeling, these projections are the best estimate of how population growth, or decline, might play out across the city.

The TWBR uses this 3.19 million figure as the projected 2031 population, which means that Toronto will grow by approximately 600,000 people between 2014 and 2031. The City's Official Plan offers policy guidance as to where the growth is meant to occur. The large number of new residents must be accommodated in the City's ward structure accordingly.

Knowing the overall population projections sets the context, but is not sufficient to determine detailed ward boundaries. To consider new ward boundaries, the TWBR assesses population growth for areas much smaller than existing wards by using a variety of "small area data". This small area data is used as building blocks for the development of options. It is very fine grained and allows for a detailed assessment of projected populations within proposed wards.

3.2 FOUR MUNICIPAL ELECTIONS

While federal riding boundaries are revised automatically every ten years following the Census for use in the next general federal election, municipal ward boundary reviews are commissioned only when ward alignments have become unbalanced. The TWBR attempts to develop a ward system that will last for several municipal elections. Since a ward review process is complex, costly and includes extensive public involvement, it cannot be done for every election.

The design of any new ward alignment must anticipate expected population increases over time and focus on a specific future election date. To achieve this, a *'target year'* for ward design needs to be established. The *"target year"* for the TWBR is 2026. By 2026 Toronto is expected to grow to 3,082,390 people.

The TWBR uses the 2026 municipal election *'target year'* to construct the ward options and then assesses the options for the other three election years. This allows for an evaluation of any new ward structure over the entire time frame of the TWBR. A ward may be below average by the 2018 municipal election but may increase to average size by 2026, based on the growth projected within its boundaries. Also, a ward system that provides for effective representation in 2026 will still be appropriate for the 2030 municipal election. In addition, 2026 corresponds to a Census year and allows the TWBR to align projected ward populations with the city-wide projection.

Population estimates for the most recent municipal election (2014) provide a benchmark and indicate the current situation. To develop the projections for the next four election years - 2018, 2022, 2026 and 2030 - the TWBR uses the City's projections for Census years as the base and then derives projections for both a total city population and smaller areas for the next four elections through a process of linear extrapolation.

3.3 UNIQUE OPTIONS

While the courts and OMB have indicated what tests a municipal ward system must meet, they do not prescribe how ward boundaries should be set. This is solely up to the municipality. There are a great many potential ward configurations for a city the size and complexity of Toronto and numerous ways to rearrange Toronto's ward boundaries to achieve effective representation.

For example, an objective could be to try to bring all wards within 10% of the current average ward population size of 61,000. Depending on which ward is used as the starting point, a different ward system will result in terms of both ward population size and ward geography. There are, of course, many more variations on ward population size than the current average. Literally hundreds of ward options could theoretically result and would have to be evaluated. To resolve this problem, the Options Report proposes options that are unique and not multiple variations on a similar theme.

3.4 BALANCED WARD POPULATION SIZES

Designing new wards is an iterative process. As a start, the projected 2026 populations for individual small areas are combined, wholly or in part, to establish wards that achieve voter parity. Then, other criteria such as communities of interest, capacity to represent and natural and physical boundaries are factored in to create a feasible option that delivers effective representation.

As noted, voter parity does not require identical ward population sizes, it does, however, require similar ward population sizes. Voter parity is analyzed by using percentage ranges around a specific ward population size. The use of ranges is important as it provides the needed flexibility to account for all the aspects of effective representation. The TWBR uses the following percentage ranges for developing and determining viable ward boundary options:

RANGE 1

Plus or minus 10% of average ward population size. This range satisfies the effective representation principle for the voter parity criterion.

RANGE 2

Between 10% and 15% above average. This larger variance can be allowed if the ward is relatively stable, or to meet aspects of effective representation other than voter parity. For example, a ward may start out above average but because of limited growth will trend towards the average over time. Also, a larger ward may be appropriate to keep a community of interest intact, especially if the community is stable.

Ward population sizes in this range may also be needed to respect major natural or physical boundaries.

RANGE 3

Between 10% and 15% below average. This is appropriate in high growth wards that may be below average in 2018 but get closer to the average by 2026. Other reasons to allow below

> *average wards are capacity to represent, range and complexity of issues and major natural and physical boundaries.*

Ranges 1 through 3 are the primary ranges used by the TWBR for designing ward re-alignment options. All nine ranges discussed in Section 2 of this report, are used to judge the boundaries for each option.

Ranges 4 to 9 cover variances in ward populations above and below 15% of the overall ward average. Once a variance is over 15%, voter parity is diminished and effective representation may be in jeopardy.

There may be certain limited circumstances where a variance of slightly over 15% is acceptable, for example protecting communities of interest, respecting natural/physical boundaries or accommodating stable or rapidly growing wards. Variances over 15% have to be ward specific and need to be explained in detail. In any viable ward structure these exceptions should be restricted to only a few wards, if accepted at all.

3.5 EFFECTIVE NEW BOUNDARIES

To develop a ward boundary option the TWBR uses three variables: the average ward population size for 2026; the plus or minus 10% range that the average ward population size allows and the specific number or range in number of wards permitted.

If an option is based on a specific ward population for 2026, the 10% range is applied to determine acceptable ward population sizes. For example, in a 60,000 average ward population size option, the option will attempt to create wards within a range of 54,000 to 66,000 people. The 10% range is also used to determine the minimum and maximum number of wards that the option permits. Using the 60,000 average ward population size option again, the target number of wards will be anywhere between 47 and 57. This figure is derived by dividing the ward population size range into the 2026 projected city population of 3,082,390.

If an option is based on a specific number of wards, the average ward population size is determined with reference to the 2026 city population. Then the 10% range is calculated to determine the allowable size range for each ward in the option.

Next voter parity variances are calculated for all options. This indicates how much above or below the target average ward population size each of the current wards will be in 2026.

This information is then mapped based on the nine percentage ranges outlined in Section 2. These maps show which of the current wards need to be either reduced or enlarged in size.

This step provides an overall geographic representation of the amount of change required to achieve a particular option. When the voter parity ranges for the current wards are grouped, those areas of the city where change is required for each option are depicted.

The next step is to establish what are termed *'distribution areas'* covering the entire city. These are groups of wards that for the particular option can be adjusted without impacting the wards around them. Distribution areas provide the framework for creating the option's new ward structure. For example, a group of 4 large wards that can be adjusted to provide for 6 new wards without impacting wards around them can constitute a distribution area.

The use of distribution areas creates a number of unique options and limits the impact of ward boundary changes on surrounding wards. A basic objective is not to adjust a ward's boundary unless it is needed to gain voter parity. Obviously, some options have wider impacts on surrounding wards than others.

A further step is to take each distribution area and start adjusting ward boundaries inside of it. This involves considering all aspects of effective representation. The small area data helps with determining voter parity based on a plus or minus 10% variance in population size. But other factors such as the location of communities of interest, natural and physical boundaries, capacity to represent, etc. also are considered in this step.

Finally, once the new wards in each distribution area have been determined, they are mapped for the entire city as the ward system for that option. This *'option map'* is presented for each of the five options discussed in Section 5 of this report, along with its variance table.

4. SCREENING POTENTIAL OPTIONS

The TWBR's extensive research, comments from Council members, stakeholders and the public during Round One of the TWBR, and the team's own experience in ward boundary reviews have informed the development of possible options for a new ward structure in the City of Toronto.

As each of the options must achieve effective representation, they all first have to go through a preliminary screening. Several potential options have been explored.

- Two options focus on limiting change. These are termed the *'Minimal Change'* option and the *'44 Wards'* option.
- Three options suggest a predetermined ward population size, 50,000, 60,000 and 75,000.
- Two options use the federal or provincial riding boundaries and then split them in half.
- One option uses *Natural / Physical Boundaries* as the starting point for drawing new ward boundaries.

When analyzing these potential 8 options, 5 provide for effective representation (Minimal Change; 44 Wards; 50,000 and 75,000; Natural / Physical Boundaries), 2 do not achieve effective representation (federal or provincial riding boundaries), and one duplicates another option (60,000). As a result 5 options are presented in Section 5 of this report for discussion in the second round of the TWBR's civic engagement and public consultation process.

The remainder of this section examines the potential options that have not been pursued.

4.1 WARD POPULATION SIZE 60,000

The potential option based on a ward population of 60,000 has similar parameters as the *'Minimal Change'* option, which uses a ward population size of 61,000. The 60,000 ward population option would yield a very similar ward pattern as the *'Minimal Change'* option. However, the *'Minimal Change'* option has the advantage of retaining as many current ward boundaries as possible. Hence, it has been decided to pursue the *'Minimal Change'* option and not the 60,000 ward population size option.

4.2 FEDERAL RIDING BOUNDARIES

During the Round One civic engagement and public consultation process the idea of using the boundaries of the 25 new federal ridings as the basis for new municipal ward boundaries was discussed in some detail. Two approaches can be used to pursue this option. Either the federal ridings can become the municipal wards or the federal ridings can be divided into two municipal wards each.

If the ridings became Toronto's wards, there would be 25 wards with an average 2026 population of approximately 123,000. Since the idea of having 25 very large wards gained virtually no support during the public process, it has not been pursued as an option.

Having 50 wards based on splitting the federal ridings in half, however, had considerable support. This approach has, therefore, been examined as a potential option. Ward boundaries for an option based on federal ridings would simply divide the riding in half to achieve equal populations.

Any analysis of whether this option is feasible has to commence with a review of voter parity. If voter parity cannot be achieved, then there is no merit in proceeding to construct actual boundaries. Because the riding boundaries are fixed, there is negligible ability to adjust ward boundaries to improve voter parity.

As the analysis provided below indicates, this option does not achieve voter parity, an essential component of effective representation, nor does it address the ward population size discrepancies that Toronto now faces.

As in all options, the 2026 projected city population of 3,082,390 is used in this analysis.

With 50 wards the average ward population would be 61,659, rounded to 62,000. **Table 2 *"Population and Variances by Current Federal Ridings"*** presents the variances around this average.

TABLE 2 POPULATION AND VARIANCES BY CURRENT FEDERAL RIDINGS

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
1 BEACHES–EAST YORK	53,964	-2.52%	54,268	-4.65%	54,679	-6.54%	55,149	-8.29%
2 BEACHES–EAST YORK	53,964	-2.52%	54,268	-4.65%	54,679	-6.54%	55,149	-8.29%
3 DAVENPORT	51,894	-6.26%	52,183	-8.31%	52,613	-10.07%	53,054	-11.77%
4 DAVENPORT	51,894	-6.26%	52,183	-8.31%	52,613	-10.07%	53,054	-11.77%
5 DON VALLEY EAST	48,307	-12.74%	48,685	-14.46%	49,137	-16.02%	49,650	-17.43%
6 DON VALLEY EAST	48,307	-12.74%	48,685	-14.46%	49,137	-16.02%	49,650	-17.43%
7 DON VALLEY NORTH	56,733	2.48%	58,030	1.96%	58,860	0.60%	59,754	-0.63%
8 DON VALLEY NORTH	56,733	2.48%	58,030	1.96%	58,860	0.60%	59,754	-0.63%
9 DON VALLEY WEST	51,624	-6.75%	52,475	-7.80%	52,887	-9.61%	53,276	-11.40%
10 DON VALLEY WEST	51,624	-6.75%	52,475	-7.80%	52,887	-9.61%	53,276	-11.40%
11 EGLINTON–LAWRENCE	58,781	6.18%	59,561	4.65%	61,173	4.56%	62,923	4.64%
12 EGLINTON–LAWRENCE	58,781	6.18%	59,561	4.65%	61,173	4.56%	62,923	4.64%
13 ETOBICOKE CENTRE	58,870	6.34%	59,758	5.00%	60,251	2.98%	60,852	1.20%
14 ETOBICOKE CENTRE	58,870	6.34%	59,758	5.00%	60,251	2.98%	60,852	1.20%
15 ETOBICOKE–LAKESHORE	67,649	22.20%	71,241	25.18%	76,289	30.39%	81,512	35.56%
16 ETOBICOKE–LAKESHORE	67,649	22.20%	71,241	25.18%	76,289	30.39%	81,512	35.56%
17 ETOBICOKE NORTH	58,575	5.81%	58,417	2.64%	58,880	0.64%	59,500	-1.05%
18 ETOBICOKE NORTH	58,575	5.81%	58,417	2.64%	58,880	0.64%	59,500	-1.05%
19 PARKDALE–HIGH PARK	52,735	-4.74%	53,509	-5.98%	54,049	-7.62%	54,622	-9.16%
20 PARKDALE–HIGH PARK	52,735	-4.74%	53,509	-5.98%	54,049	-7.62%	54,622	-9.16%
21 TORONTO–ST. PAUL'S	54,993	-0.66%	57,333	0.74%	58,210	-0.51%	59,022	-1.85%
22 TORONTO–ST. PAUL'S	54,993	-0.66%	57,333	0.74%	58,210	-0.51%	59,022	-1.85%
23 SCARBOROUGH–AGINCOURT	53,184	-3.93%	53,958	-5.19%	54,481	-6.88%	55,058	-8.44%
24 SCARBOROUGH–AGINCOURT	53,184	-3.93%	53,958	-5.19%	54,481	-6.88%	55,058	-8.44%
25 SCARBOROUGH CENTRE	54,045	-2.37%	54,701	-3.89%	56,479	-3.47%	58,979	-1.92%
26 SCARBOROUGH CENTRE	54,045	-2.37%	54,701	-3.89%	56,479	-3.47%	58,979	-1.92%
27 SCARBOROUGH–GUILDWOOD	51,635	-6.73%	52,212	-8.26%	53,595	-8.40%	55,495	-7.71%
28 SCARBOROUGH–GUILDWOOD	51,635	-6.73%	52,212	-8.26%	53,595	-8.40%	55,495	-7.71%
29 SCARBOROUGH NORTH	50,187	-9.34%	50,455	-11.35%	50,356	-13.93%	50,559	-15.92%
30 SCARBOROUGH NORTH	50,187	-9.34%	50,455	-11.35%	50,356	-13.93%	50,559	-15.92%
31 SCARBOROUGH–ROUGE PARK	52,844	-4.54%	53,027	-6.83%	53,292	-8.91%	53,581	-10.89%
32 SCARBOROUGH–ROUGE PARK	52,844	-4.54%	53,027	-6.83%	53,292	-8.91%	53,581	-10.89%
33 SCARBOROUGH SOUTHWEST	53,029	-4.21%	54,011	-5.10%	55,745	-4.72%	57,891	-3.73%
34 SCARBOROUGH SOUTHWEST	53,029	-4.21%	54,011	-5.10%	55,745	-4.72%	57,891	-3.73%
35 SPADINA–FORT YORK	60,707	9.66%	69,780	22.61%	76,923	31.48%	80,213	33.40%
36 SPADINA–FORT YORK	60,707	9.66%	69,780	22.61%	76,923	31.48%	80,213	33.40%
37 TORONTO CENTRE	61,923	11.86%	70,669	24.17%	75,829	29.61%	82,209	36.72%
38 TORONTO CENTRE	61,923	11.86%	70,669	24.17%	75,829	29.61%	82,209	36.72%
39 TORONTO–DANFORTH	51,910	-6.23%	52,214	-8.26%	52,372	-10.49%	52,536	-12.63%
40 TORONTO–DANFORTH	51,910	-6.23%	52,214	-8.26%	52,372	-10.49%	52,536	-12.63%
41 UNIVERSITY–ROSEDALE	55,802	0.80%	59,064	3.78%	62,323	6.52%	65,163	8.37%
42 UNIVERSITY–ROSEDALE	55,802	0.80%	59,064	3.78%	62,323	6.52%	65,163	8.37%
43 WILLOWDALE	60,667	9.59%	61,662	8.34%	63,628	8.75%	65,833	9.48%
44 WILLOWDALE	60,667	9.59%	61,662	8.34%	63,628	8.75%	65,833	9.48%
45 YORK CENTRE	50,059	-9.57%	50,512	-11.25%	51,595	-11.81%	53,023	-11.82%
46 YORK CENTRE	50,059	-9.57%	50,512	-11.25%	51,595	-11.81%	53,023	-11.82%
47 YORK SOUTH–WESTON	57,513	3.89%	57,986	1.88%	59,756	2.13%	61,757	2.70%
48 YORK SOUTH–WESTON	57,513	3.89%	57,986	1.88%	59,756	2.13%	61,757	2.70%
49 HUMBER RIVER–BLACK CREEK	56,335	1.76%	57,115	0.35%	59,274	1.31%	61,680	2.57%
50 HUMBER RIVER–BLACK CREEK	56,335	1.76%	57,115	0.35%	59,274	1.31%	61,680	2.57%

In 2026 a Federal Riding Boundaries option results in 50 wards with:

- 20 wards within plus or minus 10% of the average ward population of 62,000
- 6 wards between 20% – 25% above average
- 14 wards between 10% – 15% below average
- 8 wards between 15% – 20% below average
- 2 wards between 20% – 25% below average

From the perspective of voter parity, 30 wards (60%) lie outside the 10% variance range and 16 wards, or a third, outside the 15% variance range of which 8 are outside the 20% variance range. Only 34 wards fall within plus or minus 15%, the minimum acceptable variance range.

This option does not resolve the issue of very large wards in the Downtown and southern Etobicoke and the 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 in two will not achieve effective representation and has, therefore, not been pursued.

4.3 PROVINCIAL RIDING BOUNDARIES

In June 2015 the Government of Ontario published a proposal to redistribute ridings across Ontario and assigned 25 ridings to the City of Toronto. While this redistribution is still a proposal, the TWBR team has analyzed the new ridings to determine if they may present a viable option for city wards.

As noted in the discussion on the federal ridings, there was very little support during Round One of the TWBR process for having 25 wards with an average ward population of approximately 123,000 people in 2026. This same concern applies to the proposed 25 provincial ridings, the same number as the recent federal redistribution.

However, there was support for the idea of splitting the ridings in half to achieve 50 wards. Therefore, the proposed provincial ridings are analyzed to determine if splitting these ridings in half yields a better result than found for the federal ridings.

Most of the proposed provincial ridings have the same boundaries as the federal ridings. Only in the centre of the city and in Eglinton-Lawrence do the provincial and federal riding boundaries differ to any major extent. Also, some of the riding names have changed.

Having 50 wards based on splitting the provincial ridings in half, following the logic of the federal ridings, could garner considerable support. In fact, during the Round One of the TWBR's consultation process there was speculation that new provincial ridings would be introduced and that they would be similar to the new federal ridings. This speculation turned out to be largely correct.

Similar to the federal ridings, the analysis commences with a review of voter parity. If voter parity cannot be achieved, then there is no merit in proceeding to construct actual boundaries. An option based on provincial ridings would simply divide the riding in half to achieve equal populations. Because the riding boundaries are fixed, there is negligible ability to adjust ward boundaries to improve voter parity.

As in the analysis of the federal ridings, an examination of the proposed provincial ridings uses an average ward population for 2026 of 62,000. **Table 3** *"Population and Variances by Proposed Provincial Ridings"* presents the variances around this average.

In 2026 an option that applies the proposed provincial riding boundaries results in:

- 28 wards within the plus or minus 10% range
- 2 wards between 10% - 15% above average
- 2 wards between 15% - 20% above average
- 8 wards over 25% above average
- 6 wards between 10% - 15% below average
- 4 wards between 15% - 20% below average

From the perspective of voter parity, 22 wards (44%) fall outside the 10% variance range and 14 wards (28%) fall outside the 15% variance range. Using the proposed provincial ridings does not overcome the voter parity issues noted during the analysis of the approved new federal ridings. As a result, an option based on splitting the proposed provincial ridings in half to create 50 wards has not been pursued.

TABLE 3 POPULATION AND VARIANCES BY PROPOSED PROVINCIAL RIDINGS

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
1 BEACHES - EAST YORK	53,964	-2.52%	54,268	-4.65%	**54,679**	**-6.54%**	55,149	-8.29%
2 BEACHES - EAST YORK	53,964	-2.52%	54,268	-4.65%	**54,679**	**-6.54%**	55,149	-8.29%
3 DAVENPORT	51,038	-7.80%	51,299	-9.86%	**51,703**	**-11.63%**	52,124	-13.32%
4 DAVENPORT	51,038	-7.80%	51,299	-9.86%	**51,703**	**-11.63%**	52,124	-13.32%
5 DON VALLEY EAST	48,307	-12.74%	48,685	-14.46%	**49,137**	**-16.02%**	49,650	-17.43%
6 DON VALLEY EAST	48,307	-12.74%x	48,685	-14.46%	**49,137**	**-16.02%**	49,650	-17.43%
7 DON VALLEY NORTH	56,733	2.48%	58,030	1.96%	**58,860**	**0.60%**	59,754	-0.63%
8 DON VALLEY NORTH	56,733	2.48%	58,030	1.96%	**58,860**	**0.60%**	59,754	-0.63%
9 EGLINTON-LAWRENCE	52,806	-4.61%	53,423	-6.13%	**55,157**	**-5.73%**	57,034	-5.15%
10 EGLINTON-LAWRENCE	52,806	-4.61%	53,423	-6.13%	**55,157**	**-5.73%**	57,034	-5.15%
11 ETOBICOKE CENTRE	58,870	6.34%	59,758	5.00%	**60,251**	**2.98%**	60,852	1.20%
12 ETOBICOKE CENTRE	58,870	6.34%	59,758	5.00%	**60,251**	**2.98%**	60,852	1.20%
13 ETOBICOKE-LAKESHORE	67,649	22.20%	71,241	25.18%	**76,289**	**30.39%**	81,512	35.56%
14 ETOBICOKE-LAKESHORE	67,649	22.20%	71,241	25.18%	**76,289**	**30.39%**	81,512	35.56%
15 ETOBICOKE NORTH	58,575	5.81%	58,417	2.64%	**58,880**	**0.64%**	59,500	-1.05%
16 ETOBICOKE NORTH	58,575	5.81%	58,417	2.64%	**58,880**	**0.64%**	59,500	-1.05%
17 MOUNT PLEASANT	64,603	16.70%	69,183	21.56%	**71,403**	**22.04%**	73,719	22.60%
18 MOUNT PLEASANT	64,603	16.70%	69,183	21.56%	**71,403**	**22.04%**	73,719	22.60%
19 PARKDALE-HIGH PARK	52,735	-4.74%	53,509	-5.98%	**54,049**	**-7.62%**	54,622	-9.16%
20 PARKDALE-HIGH PARK	52,735	-4.74%	53,509	-5.98%	**54,049**	**-7.62%**	54,622	-9.16%
21 SCARBOROUGH - AGINCOURT	53,184	-3.93%	53,958	-5.19%	**54,481**	**-6.88%**	55,058	-8.44%
22 SCARBOROUGH - AGINCOURT	53,184	-3.93%	53,958	-5.19%	**54,481**	**-6.88%**	55,058	-8.44%
23 SCARBOROUGH-CENTRE	54,045	-2.37%	54,701	-3.89%	**56,479**	**-3.47%**	58,979	-1.92%
24 SCARBOROUGH-CENTRE	54,045	-2.37%	54,701	-3.89%	**56,479**	**-3.47%**	58,979	-1.92%
25 SCARBOROUGH-EAST	52,844	-4.54%	53,027	-6.83%	**53,292**	**-8.91%**	53,581	-10.89%
26 SCARBOROUGH-EAST	52,844	-4.54%	53,027	-6.83%	**53,292**	**-8.91%**	53,581	-10.89%
27 SCARBOROUGH - GUILDWOOD	51,635	-6.73%	52,212	-8.26%	**53,595**	**-8.40%**	55,495	-7.71%
28 SCARBOROUGH - GUILDWOOD	51,635	-6.73%	52,212	-8.26%	**53,595**	**-8.40%**	55,495	-7.71%
29 SCARBOROUGH-NORTH	50,187	-9.34%	50,455	-11.35%	**50,356**	**-13.93%**	50,559	-15.92%
30 SCARBOROUGH-NORTH	50,187	-9.34%	50,455	-11.35%	**50,356**	**-13.93%**	50,559	-15.92%
31 SCARBOROUGH - SOUTHWEST	53,029	-4.21%	54,011	-5.10%	**55,745**	**-4.72%**	57,891	-3.73%
32 SCARBOROUGH - SOUTHWEST	53,029	-4.21%	54,011	-5.10%	**55,745**	**-4.72%**	57,891	-3.73%
33 ST. PAUL'S	47,613	-13.99%	47,985	-15.69%	**48,540**	**-17.04%**	49,154	-18.26%
34 ST. PAUL'S	47,613	-13.99%	47,985	-15.69%	**48,540**	**-17.04%**	49,154	-18.26%
35 TORONTO - CENTRE	62,215	12.38%	73,744	29.57%	**80,584**	**37.73%**	87,166	44.96%
36 TORONTO - CENTRE	62,215	12.38%	73,744	29.57%	**80,584**	**37.73%**	87,166	44.96%
37 TORONTO - DANFORTH	51,910	-6.23%	52,214	-8.26%	**52,372**	**-10.49%**	52,536	-12.63%
38 TORONTO - DANFORTH	51,910	-6.23%	52,214	-8.26%	**52,372**	**-10.49%**	52,536	-12.63%
39 TORONTO - NORTH	59,898	8.20%	61,251	7.62%	**61,834**	**5.69%**	62,367	3.72%
40 TORONTO - NORTH	59,898	8.20%	61,251	7.62%	**61,834**	**5.69%**	62,367	3.72%
41 TRINITY - SPADINA	64,977	17.37%	71,625	25.85%	**78,376**	**33.96%**	82,138	36.60%
42 TRINITY - SPADINA	64,977	17.37%	71,625	25.85%	**78,376**	**33.96%**	82,138	36.60%
43 WILLOWDALE	60,667	9.59%	61,662	8.34%	**63,628**	**8.75%**	65,833	9.48%
44 WILLOWDALE	60,667	9.59%	61,662	8.34%	**63,628**	**8.75%**	65,833	9.48%
45 YORK - CENTRE	50,059	-9.57%	50,512	-11.25%	**51,595**	**-11.81%**	53,023	-11.82%
46 YORK - CENTRE	50,059	-9.57%	50,512	-11.25%	**51,595**	**-11.81%**	53,023	-11.82%
47 YORK SOUTH - WESTON	50,087	-9.52%	50,542	-11.19%	**52,120**	**-10.92%**	53,915	-10.34%
48 YORK SOUTH - WESTON	50,087	-9.52%	50,542	-11.19%	**52,120**	**-10.92%**	53,915	-10.34%
49 YORK - WEST	56,335	1.76%	57,115	0.35%	**59,274**	**1.31%**	61,680	2.57%
50 YORK - WEST	56,335	1.76%	57,115	0.35%	**59,274**	**1.31%**	61,680	2.57%

5. THE OPTIONS

Five options for a re-aligned ward system in Toronto have been developed in detail. The options are:

- Minimal Change
- 44 Wards
- Small Wards - 50,000
- Large Wards - 75,000
- Natural / Physical Boundaries

OPTION	AVERAGE WARD POPULATION	POPULATION RANGE	# OF WARDS
(1) Minimal Change	61,000	51,850 - 70,150 (+/-15%)	47
(2) 44 Wards	70,000	63,000 - 77,000 (+/-10%)	44
(3) Small Wards	50,000	45,000 - 55,000 (+/-10%)	58
(4) Large Wards	75,000	67,500 - 82,500 (+/-10%)	38
(5) Natural/Physical Boundaries	70,000	63,000 - 77,000 (+/-10%)	41

All five options are discussed below. They all achieve effective representation. Details of the options are outlined, accompanied by boundary maps and an analysis of voter parity.

To facilitate comparisons with Toronto's existing ward system, a map showing the current ward boundaries is attached in Appendix A of this report.

5.1 OPTION 1: MINIMAL CHANGE

In spite of many detailed suggestions for specific ward boundary changes and maintaining certain communities of interest, the request to limit change was raised throughout the Round One consultation process. *'Change, if necessary, but not necessarily change'* was an often-heard refrain.

The attractions of minimizing change are considerable. A key strength is that most residents and their associations do not have to adapt to boundary changes. Also, the accumulated knowledge of Councillors serving their wards is maintained.

The objective of **Option 1: Minimal Change** is to limit the amount of change in both ward boundaries and the current populations within the ward. A population target of 61,000 has been used, as this is the approximate current average size of Toronto's wards[3]. This means that ward population size can vary from 54,900 to 67,100, using the plus or minus 10% variance criterion. This leads to a potential range of 47 to 57 wards.

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[3] *The 2014 ward population average for Toronto is estimated as 60,958. In 2011 the actual ward population average was 59,434.*

Even under the *'Minimal Change'* option certain wards are changing and some new wards are added. These changes are required to balance ward populations among the smaller and larger wards in order to achieve effective representation and to accommodate Toronto's anticipated growth by 2026.

The development of a set of ward boundaries for **Option 1: Minimal Change** involves several steps:

- Wards within the 54,900 to 67,100 population range for 2026, a 10% variance, are mapped to determine which wards can potentially remain the same;
- The population variances of all other wards are mapped to determine which wards need their boundaries adjusted; and
- An attempt is made to create the Minimal Change option ward map for a 10% variance factor.

As it turns out, staying within a 10% variance factor leads to a great deal of change in order to accommodate the four areas of large wards (Downtown, Willowdale, North Scarborough and South Etobicoke) and three areas of small wards (York, west of Downtown and Toronto-Danforth). By the time these areas are adjusted, a domino effect occurs and many other wards need to change.

At a 10% variance in average ward population size there is too much change to have a Minimal Change option.

The idea of a Minimal Change option is still important and a worthwhile objective. Hence, a 15% variance approach has been attempted. Going to a 15% variance is appropriate within the parameters of effective representation in order to preserve existing wards and the communities of interest contained within them.

At a 15% variance and with a population range of 51,850-70,150:

- 18 of the existing wards can remain unchanged. These are existing wards 1, 2, 6, 10, 11, 12, 13, 15, 16, 19, 25, 30, 31, 32, 34, 35, 36, and 38.
- 9 wards fall above 15% threshold and have to be reduced. These are existing wards 5, 20, 22, 23, 24, 27, 28, 37 and 38.
- 5 wards fall below the 15% threshold and have to be enlarged. These are existing wards 9, 17, 18, 21 and 29.
- The remaining 12 existing wards require boundary adjustments to accommodate changes in the large and small wards.

Map 6 *"Option 1: Minimal Change"* depicts the option. This option results in 47 wards.

MAP 6 OPTION 1: MINIMAL CHANGE
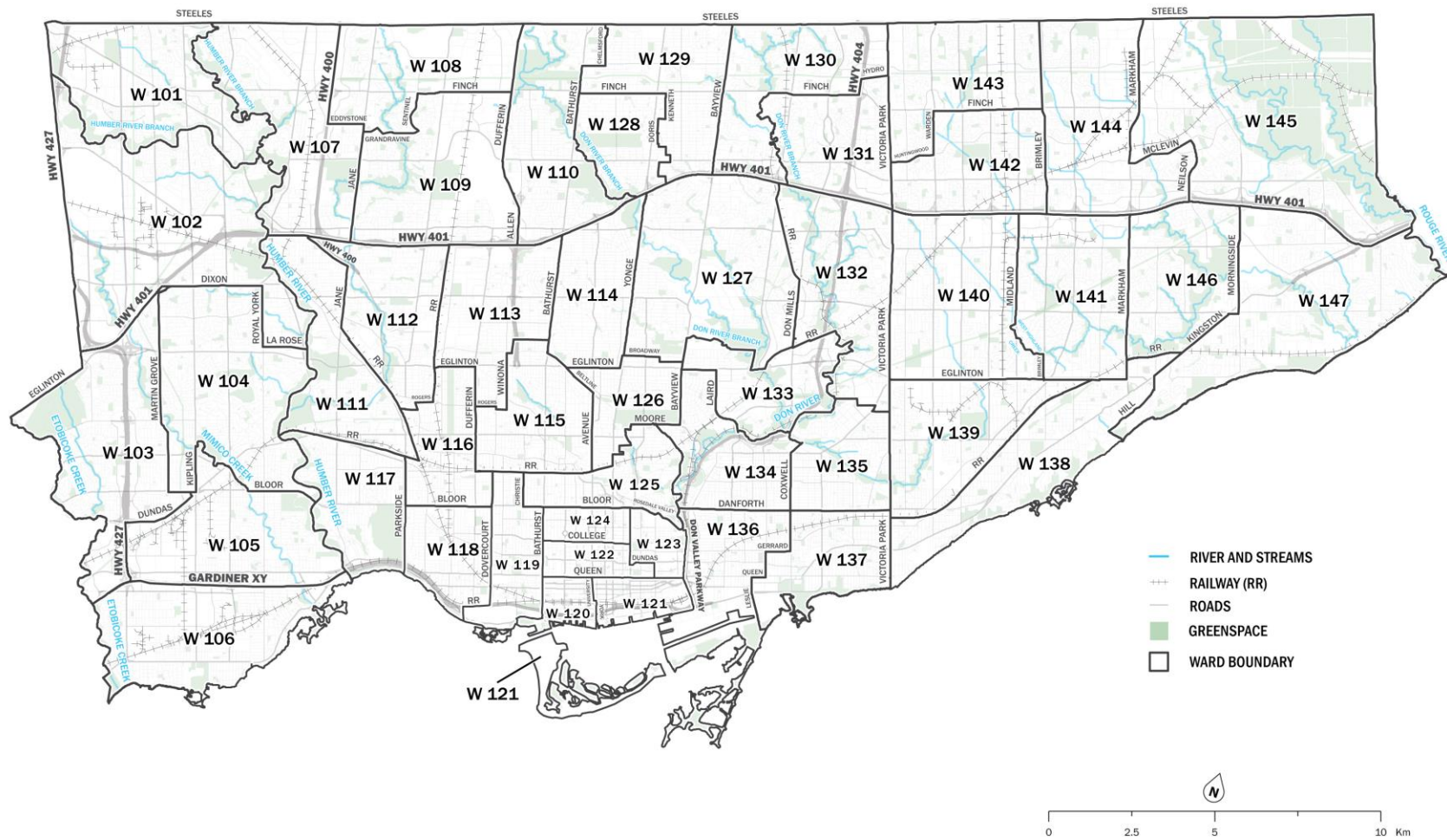
Table 4 ***"Option 1: Minimal Change - Population and Variances by Election Year"*** lists the population estimates for the election years of 2018, 2022, 2026 and 2030 and shows the variance for each new ward for these years based on the target ward population size of 61,000. Wards are identified with the prefix "1" to indicate that they belong to **Option 1: Minimal Change**.

TABLE 4 OPTION 1: MINIMAL CHANGE – POPULATION & VARIANCES BY ELECTION YEAR

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 101	60,154	-1.39%	59,918	-1.77%	60,122	-1.44%	60,412	-0.96%
W 102	59,298	-2.79%	59,205	-2.94%	59,935	-1.75%	60,886	-0.19%
W 103	63,291	3.76%	64,726	6.11%	67,772	11.10%	71,622	17.41%
W 104	64,109	5.10%	65,434	7.27%	65,779	7.83%	66,420	8.89%
W 105	57,038	-6.50%	61,202	0.33%	66,677	9.31%	71,996	18.03%
W 106	65,500	7.38%	67,540	10.72%	69,434	13.83%	71,557	17.31%
W 107	51,390	-15.75%	51,927	-14.87%	53,300	-12.62%	55,082	-9.70%
W 108	48,062	-21.21%	49,114	-19.49%	51,940	-14.85%	55,076	-9.71%
W 109	54,380	-10.85%	54,885	-10.02%	56,083	-8.06%	57,779	-5.28%
W 110	64,410	5.59%	64,986	6.53%	66,096	8.35%	67,360	10.43%
W 111	61,420	0.69%	61,923	1.51%	64,304	5.42%	66,844	9.58%
W 112	53,654	-12.04%	54,097	-11.32%	55,261	-9.41%	56,729	-7.00%
W 113	63,527	4.14%	64,327	5.45%	67,025	9.88%	69,969	14.70%
W 114	57,292	-6.08%	58,002	-4.91%	58,560	-4.00%	59,156	-3.02%
W 115	69,481	13.90%	70,061	14.85%	70,242	15.15%	70,602	15.74%
W 116	68,375	12.09%	68,647	12.54%	69,014	13.14%	69,623	14.14%
W 117	55,548	-8.94%	56,943	-6.65%	57,505	-5.73%	58,045	-4.84%
W 118	67,963	11.41%	68,522	12.33%	69,455	13.86%	70,461	15.51%
W 119	59,124	-3.08%	60,058	-1.54%	61,179	0.29%	62,219	2.00%
W 120	47,578	-22.00%	56,880	-6.75%	64,584	5.88%	67,100	10.00%
W 121	47,354	-22.37%	56,797	-6.89%	63,849	4.67%	69,210	13.46%
W 122	51,228	-16.02%	58,074	-4.80%	64,004	4.92%	70,052	14.84%
W 123	56,916	-6.70%	64,209	5.26%	65,423	7.25%	69,053	13.20%
W 124	47,191	-22.64%	52,473	-13.98%	57,631	-5.52%	62,297	2.13%
W 125	51,093	-16.24%	53,715	-11.94%	56,696	-7.06%	58,306	-4.42%
W 126	64,707	6.08%	69,189	13.42%	70,748	15.98%	72,439	18.75%
W 127	62,046	1.72%	63,179	3.57%	63,583	4.23%	63,975	4.88%
W 128	59,895	-1.81%	60,527	-0.78%	62,372	2.25%	64,184	5.22%
W 129	56,463	-7.44%	57,638	-5.51%	59,816	-1.94%	62,330	2.18%
W 130	53,838	-11.74%	55,343	-9.27%	56,233	-7.81%	57,191	-6.24%
W 131	59,614	-2.27%	60,701	-0.49%	61,471	0.77%	62,300	2.13%
W 132	63,367	3.88%	63,604	4.27%	64,046	4.99%	64,572	5.86%
W 133	53,675	-12.01%	54,413	-10.80%	55,138	-9.61%	55,859	-8.43%
W 134	54,741	-10.26%	54,823	-10.13%	55,248	-9.43%	55,575	-8.89%
W 135	54,931	-9.95%	55,141	-9.61%	55,540	-8.95%	56,083	-8.06%
W 136	53,086	-12.97%	53,685	-11.99%	53,785	-11.83%	53,877	-11.68%
W 137	58,285	-4.45%	58,779	-3.64%	59,224	-2.91%	59,634	-2.24%
W 138	51,902	-14.91%	53,102	-12.95%	55,546	-8.94%	58,331	-4.38%
W 139	61,940	1.54%	62,821	2.98%	64,495	5.73%	66,757	9.44%
W 140	68,265	11.91%	68,963	13.05%	71,300	16.89%	74,290	21.79%
W 141	66,201	8.53%	66,997	9.83%	68,954	13.04%	72,320	18.56%
W 142	60,108	-1.46%	62,264	2.07%	63,622	4.30%	65,068	6.67%
W 143	68,045	11.55%	67,681	10.95%	67,619	10.85%	67,350	10.41%
W 144	66,858	9.60%	67,168	10.11%	67,069	9.95%	67,222	10.20%
W 145	67,514	10.68%	67,511	10.67%	67,487	10.63%	67,227	10.21%
W 146	54,969	-9.89%	55,937	-8.30%	57,086	-6.42%	58,384	-4.29%
W 147	62,105	1.81%	62,519	2.49%	63,099	3.44%	63,765	4.53%

The variance statistics for 2026 from **Table 4** indicate:

- 44 of the 47 wards in Option 1 fall within plus or minus 15% of the target average ward population size of 61,000, which is the current ward population average. Of these 44 wards 34 are within plus or minus 10% of the target average ward population.

- Two of the wards that are above 15%, 115 and 126, are between 15% and 16%.

- Only ward 140 is above 16% at 16.89%.

5.2 OPTION 2: 44 WARDS

This option retains the current number of wards at forty-four and, hence, the current size of Council at forty-five.

With respect to ward numbers this is a status quo option. However, it increases average ward population. In 2026 this option yields an average ward population size of approximately 70,000 (70,214) compared with 60,985 in 2014. The ward population range in this option, using the plus or minus 10% variance rule, is 63,000 to 77,000.

The parameters for this option, both a target population and a set number of wards, make this the most constraining of all the options. They affect both the amount of change to existing ward boundaries and the drawing of boundary lines. In this option only one ward, the current ward 6, has no boundary change. This option has the greatest impact on wards that are currently below average and are not expected to grow.

In order to develop an option based on retaining 44 wards, the following steps are followed:

- Wards within the 63,000 to 77,000 population range for 2026 are identified and small boundary changes suggested during the Round One consultation are considered to both improve boundary alignment and consider communities of interest;
- Wards smaller than the 10% range are combined, enlarged and/or removed;
- Larger wards are reduced to within the average and some fast growing wards or wards with a range of complex issues are set in the lower part of the range; and,
- The creation of new wards starts in the central city, Yonge Street corridor and Growth Centres and works outwards.

This option increases average ward population size and shifts the number of wards towards higher growth areas. This is in keeping with the policies of the City's Official Plan that direct growth to specific areas. The Official Plan also stipulates that approximately 75% of the city will remain as stable neighbourhoods with only limited growth.

Map 7 *"Option 2: 44 Wards"* depicts Option 2. As its title indicates, this option contains 44 wards.

MAP 7 OPTION 2: 44 WARDS

RIVER AND STREAMS	
RAILWAY (RR)	
ROADS	
GREENSPACE	
WARD BOUNDARY	

Table 5 *"Option 2: 44 Wards - Population and Variances by Election Years"* shows the population estimates for the election years of 2018, 2022, 2026 and 2030 and displays the variance for each new ward for these years based on the target ward population size of 70,000. Wards are identified with the prefix "2" to indicate that they belong to **Option 2**: **44 Wards**.

TABLE 5 OPTION 2: 44 WARDS – POPULATION & VARIANCES BY ELECTION YEARS

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 201	66,447	-5.08%	66,230	-5.39%	66,207	-5.42%	66,573	-4.90%
W 202	63,310	-9.56%	63,158	-9.77%	63,809	-8.84%	64,969	-7.19%
W 203	61,639	-11.94%	62,988	-10.02%	63,401	-9.43%	63,898	-8.72%
W 204	57,480	-17.89%	59,754	-14.64%	63,832	-8.81%	68,647	-1.93%
W 205	55,326	-20.96%	58,566	-16.33%	63,146	-9.79%	67,459	-3.63%
W 206	65,500	-6.43%	67,540	-3.51%	69,434	-0.81%	71,557	2.22%
W 207	66,535	-4.95%	67,093	-4.15%	68,811	-1.70%	70,798	1.14%
W 208	65,501	-6.43%	66,516	-4.98%	69,232	-1.10%	72,211	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	60,281	-13.88%	61,191	-12.58%	63,658	-9.06%	66,557	-4.92%
W 212	67,345	-3.79%	67,527	-3.53%	68,486	-2.16%	69,618	-0.55%
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	54,819	-21.69%	63,957	-8.63%	70,151	0.22%	72,958	4.23%
W 218	48,143	-31.22%	56,808	-18.85%	65,259	-6.77%	71,015	1.45%
W 219	64,614	-7.69%	69,341	-0.94%	73,340	4.77%	76,466	9.24%
W 220	62,597	-10.58%	63,288	-9.59%	63,736	-8.95%	64,153	-8.35%
W 221	63,173	-9.75%	64,038	-8.52%	65,055	-7.06%	66,051	-5.64%
W 222	64,774	-7.47%	65,411	-6.56%	67,368	-3.76%	69,306	-0.99%
W 223	64,287	-8.16%	65,498	-6.43%	67,260	-3.91%	69,481	-0.74%
W 224	60,089	-14.16%	62,053	-11.35%	63,128	-9.82%	64,280	-8.17%
W 225	65,908	-5.85%	66,660	-4.77%	67,546	-3.51%	68,534	-2.09%
W 226	64,792	-7.44%	66,028	-5.67%	66,622	-4.83%	67,170	-4.04%
W 227	65,279	-6.74%	65,691	-6.16%	65,850	-5.93%	66,028	-5.67%
W 228	62,928	-10.10%	63,160	-9.77%	64,002	-8.57%	64,971	-7.18%
W 229	62,019	-11.40%	66,666	-4.76%	68,323	-2.40%	69,810	-0.27%
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	66,792	-4.58%	71,602	2.29%	76,355	9.08%	82,621	18.03%
W 233	55,008	-21.42%	68,583	-2.02%	74,796	6.85%	80,488	14.98%
W 234	58,910	-15.84%	59,741	-14.66%	60,020	-14.26%	60,255	-13.92%
W 235	66,000	-5.71%	67,171	-4.04%	68,718	-1.83%	70,586	0.84%
W 236	60,631	-13.38%	61,496	-12.15%	63,693	-9.01%	66,367	-5.19%
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	60,108	-14.13%	62,264	-11.05%	63,622	-9.11%	65,068	-7.05%
W 240	68,045	-2.79%	67,681	-3.31%	67,619	-3.40%	67,350	-3.79%
W 241	66,858	-4.49%	67,168	-4.05%	67,069	-4.19%	67,222	-3.97%
W 242	67,514	-3.55%	67,511	-3.56%	67,487	-3.59%	67,227	-3.96%
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%

The variance statistics for 2026 from **Table 5** indicate:

- 41 of the 44 wards in Option 2 fall within plus or minus 10% of the target average ward population of 70,000.
- The 3 remaining wards all fall within the plus or minus 10% to 15% range.
  - Wards 213 and 216 are between 10% and 11% below the target average of 70,000 at 62,469 and 62,756 respectively.
  - Ward 234 is 14.26% below the target population average at 60,022. It is a complex ward and contains the Port Lands. Although everyone expects significant development in this area, the timing is uncertain. It is prudent that this ward be below the average, but still within 15%.

5.3 OPTION 3: SMALL WARDS – 50,000 POPULATION

This option can be classified as the small ward option, small with regards to population size. It is an option that garnered significant support during the Round One consultation process.

Option 3: Small Wards - 50,000 Population has a ward population range of 45,000 to 55,000 people. It provides a great deal of flexibility since it makes it possible to add several wards. Potentially, this option could have between 56 and 68 wards. As developed, Option 3 results in 58 wards. It is worth recalling that the City of Toronto had 56 wards at the time of amalgamation.

With this option ward boundaries across the city change considerably. In fact, almost all existing wards experience some boundary change. The biggest changes are seen in the fast growing areas such as the Downtown, Willowdale, Scarborough and South Etobicoke, where several wards are added. In all 14 wards are added.

In order to develop an option based on an average ward population size of 50,000, the following steps are taken:

- All wards with populations above 55,000 are grouped to determine where new wards are required. As noted, this leads to 14 new wards throughout the city; and,
- The one ward over 10% below the bottom of the range (45,000) is expanded (current Ward 29).

Map 8 *"Option 3: Small Wards - 50,000 Population"* depicts Option 3. This option contains 58 wards.

MAP 8 OPTION 3: SMALL WARDS – 50,000 POPULATION
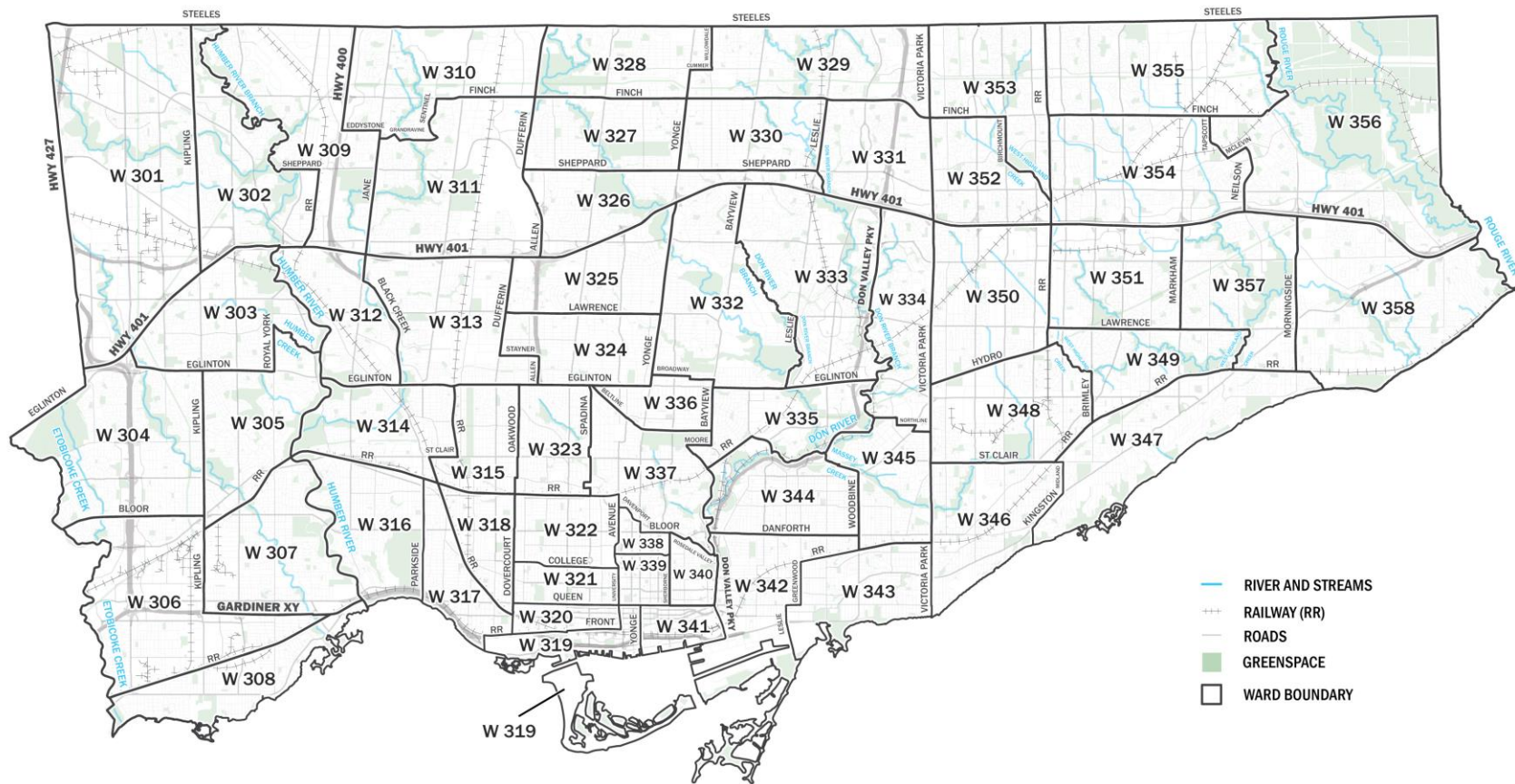
43.
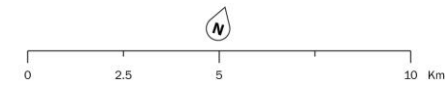
Table 6 *"Option 3: Small Wards - 50,000 Population - Population and Variances by Election Year"* displays the population estimates for the election years of 2018, 2022, 2026 and 2030 and shows the variance for each new ward for these years based on the target ward population size of 50,000. Wards are identified with the prefix "3" to indicate that they belong to **Option 3: Small Wards – 50,000 Population**.

TABLE 6 OPTION 3: SMALL WARDS – 50,000 POPULATION – POPULATION & VARIANCES BY ELECTION YEAR

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 301	53,107	6.21%	53,007	6.01%	53,583	7.17%	54,278	8.56%
W 302	47,477	-5.05%	47,374	-5.25%	47,863	-4.27%	48,508	-2.98%
W 303	47,555	-4.89%	47,704	-4.59%	47,886	-4.23%	48,294	-3.41%
W 304	57,392	14.78%	57,965	15.93%	58,572	17.14%	59,146	18.29%
W 305	39,662	-20.68%	41,544	-16.91%	44,150	-11.70%	46,396	-7.21%
W 306	38,323	-23.35%	40,831	-18.34%	45,132	-9.74%	50,059	0.12%
W 307	45,512	-8.98%	47,839	-4.32%	50,103	0.21%	52,340	4.68%
W 308	45,274	-9.45%	46,711	-6.58%	47,911	-4.18%	49,239	-1.52%
W 309	46,450	-7.10%	46,949	-6.10%	48,190	-3.62%	49,684	-0.63%
W 310	48,060	-3.88%	49,112	-1.78%	51,938	3.88%	55,074	10.15%
W 311	54,320	8.64%	54,812	9.62%	55,958	11.92%	57,594	15.19%
W 312	46,499	-7.00%	46,990	-6.02%	48,504	-2.99%	50,154	0.31%
W 313	52,484	4.97%	52,977	5.95%	54,553	9.11%	56,349	12.70%
W 314	44,924	-10.15%	45,172	-9.66%	46,587	-6.83%	48,256	-3.49%
W 315	45,086	-9.83%	45,020	-9.96%	45,366	-9.27%	45,786	-8.43%
W 316	55,548	11.10%	56,943	13.89%	57,505	15.01%	58,045	16.09%
W 317	52,839	5.68%	53,104	6.21%	53,774	7.55%	54,549	9.10%
W 318	46,450	-7.10%	47,060	-5.88%	47,482	-5.04%	47,862	-4.28%
W 319	39,584	-20.83%	43,629	-12.74%	46,495	-7.01%	48,648	-2.70%
W 320	39,423	-21.15%	46,403	-7.19%	53,770	7.54%	55,828	11.66%
W 321	41,037	-17.93%	43,856	-12.29%	48,062	-3.88%	51,397	2.79%
W 322	50,186	0.37%	50,733	1.47%	52,366	4.73%	53,995	7.99%
W 323	48,576	-2.85%	48,881	-2.24%	49,069	-1.86%	49,239	-1.52%
W 324	47,887	-4.23%	48,616	-2.77%	49,091	-1.82%	49,545	-0.91%
W 325	47,392	-5.22%	47,919	-4.16%	49,753	-0.49%	51,733	3.47%
W 326	46,574	-6.85%	47,978	-4.04%	49,624	-0.75%	51,478	2.96%
W 327	45,329	-9.34%	45,839	-8.32%	47,089	-5.82%	48,331	-3.34%
W 328	46,766	-6.47%	47,499	-5.00%	49,310	-1.38%	51,598	3.20%
W 329	50,553	1.11%	50,954	1.91%	51,163	2.33%	51,405	2.81%
W 330	52,644	5.29%	53,772	7.54%	54,722	9.44%	55,661	11.32%
W 331	52,408	4.82%	53,197	6.39%	53,971	7.94%	54,825	9.65%
W 332	45,764	-8.47%	46,781	-6.44%	47,180	-5.64%	47,498	-5.00%
W 333	45,288	-9.42%	46,249	-7.50%	46,317	-7.37%	46,351	-7.30%
W 334	46,300	-7.40%	46,274	-7.45%	46,757	-6.49%	47,330	-5.34%
W 335	52,048	4.10%	52,482	4.96%	53,304	6.61%	54,201	8.40%
W 336	46,632	-6.74%	50,425	0.85%	51,589	3.18%	52,752	5.50%
W 337	47,213	-5.57%	48,189	-3.62%	49,192	-1.62%	49,776	-0.45%
W 338	45,086	-9.83%	49,992	-0.02%	52,342	4.68%	54,945	9.89%
W 339	42,818	-14.36%	49,372	-1.26%	55,388	10.78%	61,109	22.22%
W 340	44,601	-10.80%	51,756	3.51%	52,777	5.55%	55,441	10.88%
W 341	36,180	-27.64%	44,980	-10.04%	49,956	-0.09%	54,454	8.91%
W 342	53,185	6.37%	53,790	7.58%	53,915	7.83%	54,026	8.05%
W 343	51,972	3.94%	52,116	4.23%	52,402	4.80%	52,673	5.35%
W 344	54,378	8.76%	54,224	8.45%	54,337	8.67%	54,542	9.08%
W 345	51,013	2.03%	51,617	3.23%	52,161	4.32%	52,764	5.53%
W 346	50,693	1.39%	51,829	3.66%	53,271	6.54%	54,905	9.81%
W 347	43,719	-12.56%	44,556	-10.89%	46,983	-6.03%	49,792	-0.42%
W 348	47,225	-5.55%	47,384	-5.23%	48,365	-3.27%	49,887	-0.23%
W 349	41,336	-17.33%	41,729	-16.54%	42,375	-15.25%	43,384	-13.23%
W 350	44,562	-10.88%	44,982	-10.04%	46,641	-6.72%	48,630	-2.74%
W 351	43,206	-13.59%	43,651	-12.70%	45,146	-9.71%	48,054	-3.89%
W 352	48,974	-2.05%	50,525	1.05%	51,573	3.15%	52,670	5.34%
W 353	52,709	5.42%	52,470	4.94%	52,390	4.78%	52,320	4.64%
W 354	50,966	1.93%	51,891	3.78%	51,975	3.95%	52,740	5.48%
W 355	54,719	9.44%	54,533	9.07%	54,346	8.69%	54,136	8.27%
W 356	55,531	11.06%	55,479	10.96%	55,388	10.78%	55,276	10.55%
W 357	46,666	-6.67%	47,679	-4.64%	48,811	-2.38%	50,012	0.02%
W 358	49,826	-0.35%	50,305	0.61%	50,929	1.86%	51,624	3.25%

The variance statistics for 2026 from **Table 6** indicate:

- 51 of the 58 wards in Option 3 fall within plus or minus 10% of the target ward population average of 50,000.
- 4 wards fall within the plus or minus 10% to 15% range. Of these 4 wards, 2 fall between 10% and 11%, and 2 fall between 11% and 12%, plus or minus, of the 50,000 target population.
- 3 wards fall between 15% and 20%, plus or minus, of the 50,000 target figure. Two of these, Wards 316 and 349, are 15.01% and 15.25%, respectively, outside the range. Ward 304 is 17.14% above the 50,000 target population. It is a very stable and homogeneous ward. Moving the boundary of Ward 305 to west of Kipling has been considered, but the population concentrations are too high. Moving the boundary would only reverse the situation making Ward 305 too large. It has been decided to retain Kipling Avenue as the boundary.

5.4 OPTION 4: LARGE WARDS – 75,000 POPULATION

This option can be classified as the large ward option, large with regards to population size. A ward population size of 75,000 is about as large as those participating in the Round One consultation process were willing to consider. The complete range at 10% for this option is 67,500 to 82,500, with the upper end of this range resulting in a ward population in excess of what was suggested during the public process.

Option 4: Large Wards – 75,000 Population has a potential ward count range of 37 to 46. The actual number of wards in this option is 38. Option 4 impacts the current smaller wards and removes several in order to gain the population required to balance the larger wards, especially in the central city and Willowdale. In Option 4 all current wards, except Ward 6 experience boundary changes.

In order to develop an option based on an average ward population size of 75,000, the following steps are taken:

- All wards with populations above 75,000 are grouped to determine where new wards are required. This leads to 6 fewer wards throughout the city; and,
- Wards under 75,000, especially those under 67,500 are enlarged.

Map 9 *"Option 4: Large Wards - 75,000 Population"* depicts Option 4. This option contains 38 wards.

MAP 9 OPTION 4: LARGE WARDS – 75,000 POPULATION
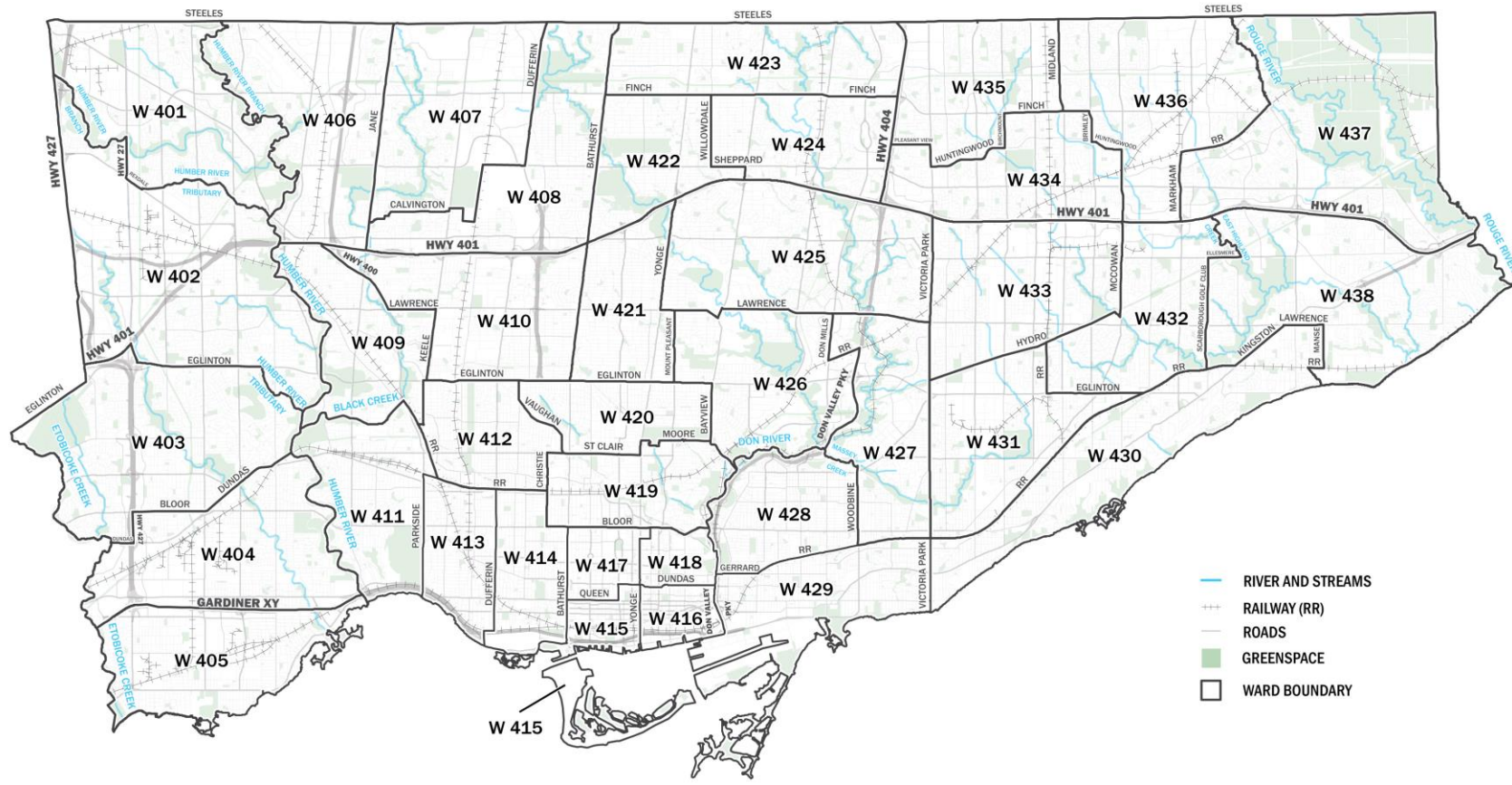
RIVER AND STREAMS
RAILWAY (RR)
ROADS
GREENSPACE
WARD BOUNDARY

Table 7 *"Option 4: Large Wards - 75,000 Population - Population and Variances by Election Year"*
lists the population estimates for the election years of 2018, 2022, 2026 and 2030 and shows the variance
for each new ward for these years based on the target ward population size of 75,000. Wards are
identified with the prefix "4" to indicate that they belong to Option 4.

TABLE 7 OPTION 4: LARGE WARDS – 75,000 POPULATION – POPULATION & VARIANCES BY ELECTION YEAR

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 401	77,988	3.98%	77,653	3.54%	77,793	3.72%	78,030	4.04%
W 402	77,247	3.00%	77,466	3.29%	78,463	4.62%	79,926	6.57%
W 403	79,768	6.36%	81,351	8.47%	82,359	9.81%	83,339	11.12%
W 404	68,866	-8.18%	73,994	-1.34%	81,948	9.26%	90,018	20.02%
W 405	65,500	-12.67%	67,540	-9.95%	69,434	-7.42%	71,557	-4.59%
W 406	66,535	-11.29%	67,093	-10.54%	68,811	-8.25%	70,798	-5.60%
W 407	68,081	-9.23%	69,344	-7.54%	72,545	-3.27%	76,243	1.66%
W 408	73,792	-1.61%	74,432	-0.76%	75,894	1.19%	77,761	3.68%
W 409	72,704	-3.06%	73,444	-2.07%	75,523	0.70%	79,448	5.93%
W 410	78,954	5.27%	79,833	6.44%	82,860	10.48%	86,155	14.87%
W 411	69,932	-6.76%	71,535	-4.62%	73,199	-2.40%	75,013	0.02%
W 412	79,644	6.19%	79,723	6.30%	80,245	6.99%	80,848	7.80%
W 413	79,810	6.41%	80,194	6.93%	80,946	7.93%	81,790	9.05%
W 414	78,568	4.76%	79,996	6.66%	81,481	8.64%	82,860	10.48%
W 415	59,899	-20.13%	70,124	-6.50%	79,576	6.10%	83,524	11.37%
W 416	55,672	-25.77%	69,418	-7.44%	75,716	0.95%	82,113	9.48%
W 417	62,804	-16.26%	70,081	-6.56%	76,504	2.01%	82,026	9.37%
W 418	72,667	-3.11%	79,867	6.49%	84,527	12.70%	89,208	18.94%
W 419	71,549	-4.60%	74,950	-0.07%	78,490	4.65%	80,552	7.40%
W 420	70,983	-5.36%	74,178	-1.10%	75,114	0.15%	76,069	1.43%
W 421	76,956	2.61%	79,035	5.38%	80,032	6.71%	81,040	8.05%
W 422	72,568	-3.24%	73,254	-2.33%	75,461	0.61%	77,699	3.60%
W 423	74,072	-1.24%	75,247	0.33%	77,229	2.97%	79,705	6.27%
W 424	77,044	2.73%	79,838	6.45%	81,304	8.41%	82,876	10.50%
W 425	78,979	5.31%	79,162	5.55%	79,444	5.93%	79,751	6.33%
W 426	78,449	4.60%	79,694	6.26%	80,746	7.66%	81,793	9.06%
W 427	73,857	-1.52%	74,747	-0.34%	75,501	0.67%	76,354	1.81%
W 428	81,027	8.04%	80,749	7.67%	80,867	7.82%	81,146	8.19%
W 429	77,941	3.92%	78,818	5.09%	79,226	5.63%	79,536	6.05%
W 430	75,626	0.83%	77,624	3.50%	80,550	7.40%	83,847	11.80%
W 431	71,777	-4.30%	72,708	-3.06%	74,733	-0.36%	77,411	3.21%
W 432	74,926	-0.10%	75,304	0.41%	76,538	2.05%	78,833	5.11%
W 433	68,096	-9.21%	68,970	-8.04%	71,783	-4.29%	75,714	0.95%
W 434	63,806	-14.93%	65,687	-12.42%	66,982	-10.69%	68,653	-8.46%
W 435	70,378	-6.16%	70,277	-6.30%	70,159	-6.45%	70,042	-6.61%
W 436	73,342	-2.21%	73,051	-2.60%	72,791	-2.95%	72,670	-3.11%
W 437	71,291	-4.94%	71,737	-4.35%	71,638	-4.48%	71,734	-4.36%
W 438	76,833	2.44%	77,534	3.38%	78,940	5.25%	80,507	7.34%

The variance statistics for 2026 from **Table 7** indicate:

- 35 of the 38 wards in Option 4 fall within a 10% variance of the target ward population of 75,000.
- The 3 wards outside the 10% variance range all fall within 10% to 13%.

From a voter parity perspective, Option 4 is very good, since all new wards vary less than 13% from the target ward population size of 75,000.

5.5 OPTION 5: NATURAL / PHYSICAL BOUNDARIES

One of the criteria for effective representation is having regard for natural and physical boundaries. This includes rivers, ravines, major highways, rail corridors, hydro right-of-ways and major roads. An option based on these types of boundaries does not factor in existing wards as a starting point. However, it must be noted that many existing wards use natural and physical features as boundaries. Also, the other options in this report rely on these boundaries to construct new wards. Examples such as the Humber River and Highway 401 are quite consistently used as ward boundaries in Options 1 to 4.

Since an option based on natural and physical boundaries does not reference ward population size, a method for evaluating voter parity is needed. The approach is to divide the city into areas based on major natural and physical boundaries in the first instance and then determine if voter parity can be obtained within and across these areas.

Two maps are created as analytical tools based on major natural and physical boundaries. These maps show the distribution areas created by using natural and physical boundaries and the 2026 population for each area. The first map contains 13 distribution areas, while the second contains 6 distribution areas.

To determine if voter parity can be achieved across all areas, each area is assessed based on potential wards sizes from 45,000 to 80,000, in increments of 5,000. The first map with 13 distribution areas does not result in wards that meet a target population size across all 13 areas.

However, the second map with 6 areas leads to a ward population size of either 65,000 or 70,000 across all areas. While both these ward population sizes work in theory, a ward population of 70,000 offers the most flexibility in ward boundary determination within the major areas defined by natural and physical boundaries.

Using a target ward population size of 70,000, a 10% range of 63,000 to 77,000 results in 40 to 49 wards.

Map 10 *"Option 5: Natural / Physical Boundaries"* depicts Option 5. This option contains 41 wards.

MAP 10 OPTION 5: NATURAL/PHYSICAL BOUNDARIES

RIVER AND STREAMS
RAILWAY (RR)
ROADS
GREENSPACE
WARD BOUNDARY
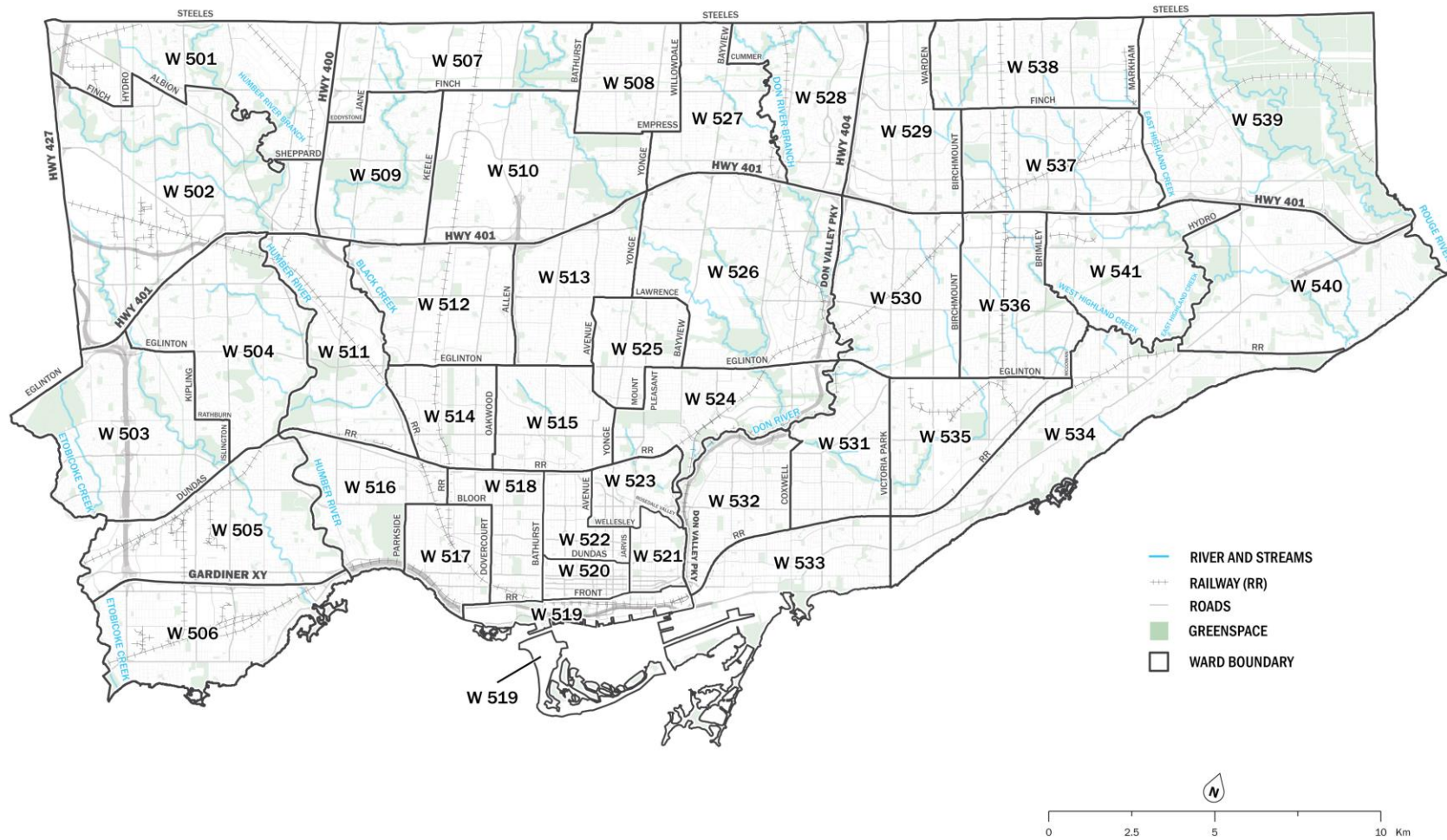
Table 8 *"Option 5: Natural/Physical Boundaries - Population and Variances by Election Year"* lists the population estimates for the election years of 2018, 2022, 2026 and 2030 and shows the variance for each new ward for these years based on the target ward population size of 70,000. Wards are identified with the prefix "5" to indicate that they belong to **Option 5**.

TABLE 8 OPTION 5: NATURAL/PHYSICAL BOUNDARIES – POPULATION & VARIANCES BY ELECTION YEAR

WARD	2018	VARIANCE	2022	VARIANCE	2026	VARIANCE	2030	VARIANCE
W 501	65,774	-6.04%	65,982	-5.74%	66,423	-5.11%	66,996	-4.29%
W 502	68,009	-2.84%	67,978	-2.89%	69,108	-1.27%	70,495	0.71%
W 503	69,363	-0.91%	70,547	0.78%	73,344	4.78%	76,627	9.47%
W 504	73,599	5.14%	74,634	6.62%	75,056	7.22%	75,597	8.00%
W 505	65,257	-6.78%	69,874	-0.18%	75,920	8.46%	81,871	16.96%
W 506	65,500	-6.43%	67,540	-3.51%	69,434	-0.81%	71,557	2.22%
W 507	58,933	-15.81%	60,005	-14.28%	62,881	-10.17%	66,079	-5.60%
W 508	68,549	-2.07%	69,984	-0.02%	73,075	4.39%	76,577	9.40%
W 509	68,210	-2.56%	68,417	-2.26%	69,432	-0.81%	70,723	1.03%
W 510	60,899	-13.00%	61,672	-11.90%	63,649	-9.07%	66,179	-5.46%
W 511	73,035	4.34%	73,620	5.17%	76,252	8.93%	79,242	13.20%
W 512	63,589	-9.16%	64,417	-7.98%	67,253	-3.92%	70,446	0.64%
W 513	70,495	0.71%	70,904	1.29%	71,823	2.60%	72,777	3.97%
W 514	62,215	-11.12%	62,249	-11.07%	62,871	-10.18%	63,590	-9.16%
W 515	72,730	3.90%	73,559	5.08%	73,997	5.71%	74,421	6.32%
W 516	71,559	2.23%	73,154	4.51%	73,816	5.45%	74,486	6.41%
W 517	67,951	-2.93%	68,509	-2.13%	69,442	-0.80%	70,447	0.64%
W 518	74,173	5.96%	74,633	6.62%	75,395	7.71%	76,067	8.67%
W 519	59,604	-14.85%	69,275	-1.04%	74,223	6.03%	77,029	10.04%
W 520	52,173	-25.47%	63,399	-9.43%	74,683	6.69%	79,273	13.25%
W 521	61,578	-12.03%	70,872	1.25%	73,824	5.46%	80,431	14.90%
W 522	61,751	-11.78%	68,122	-2.68%	76,320	9.03%	83,730	19.61%
W 523	59,798	-14.57%	64,743	-7.51%	67,443	-3.65%	70,117	0.17%
W 524	71,602	2.29%	72,537	3.62%	73,799	5.43%	75,020	7.17%
W 525	68,793	-1.72%	73,710	5.30%	75,188	7.41%	76,590	9.41%
W 526	72,506	3.58%	73,833	5.48%	74,101	5.86%	74,253	6.08%
W 527	67,293	-3.87%	69,389	-0.87%	70,859	1.23%	72,390	3.41%
W 528	70,095	0.14%	71,205	1.72%	72,077	2.97%	73,031	4.33%
W 529	70,897	1.28%	71,769	2.53%	72,499	3.57%	73,237	4.62%
W 530	68,766	-1.76%	69,100	-1.29%	70,632	0.90%	72,417	3.45%
W 531	70,563	0.80%	71,139	1.63%	71,894	2.71%	72,807	4.01%
W 532	75,082	7.26%	75,167	7.38%	75,344	7.63%	75,544	7.92%
W 533	70,075	0.11%	70,651	0.93%	70,987	1.41%	71,301	1.86%
W 534	71,936	2.77%	73,117	4.45%	75,859	8.37%	79,089	12.98%
W 535	61,940	-11.51%	62,821	-10.26%	64,495	-7.86%	66,757	-4.63%
W 536	66,109	-5.56%	66,944	-4.37%	68,720	-1.83%	71,107	1.58%
W 537	60,806	-13.13%	61,872	-11.61%	62,277	-11.03%	63,291	-9.58%
W 538	69,540	-0.66%	69,168	-1.19%	68,979	-1.46%	68,758	-1.77%
W 539	77,557	10.80%	77,927	11.32%	77,803	11.15%	77,619	10.88%
W 540	69,480	-0.74%	70,989	1.41%	72,481	3.54%	74,033	5.76%
W 541	70,147	0.21%	70,225	0.32%	71,694	2.42%	74,587	6.55%

The variance statistics for 2026 from **Table 8** indicate:

- 37 of the 41 wards in this option fall within plus or minus 10% of the target average ward population size of 70,000.
- 2 wards fall within the 10% to 11% range of the target average ward population size. Ward 507 has a population of 62,881, or 10.17% below average and Ward 514 has a population of 62,871, or 10.18% below average.
- 2 wards are slightly over 11% of the target average ward population size. Ward 537 has a population of 62,277, or 11.03% below average and Ward 539 has a population of 77,803, or 11.15% above average.

Option 5 uses natural and physical boundaries as its determining principle. It is a viable option from a voter parity perspective. All of the 41 new wards fall within a plus or minus 12% variance factor.

6. RANKING THE OPTIONS

This Options Report puts forward five distinct ways to achieve a re-aligned ward system for the City of Toronto. All meet the test of *'effective representation'*, as laid out by the courts and the OMB. There is no *"best option"*. All options have their strengths and weaknesses and individuals will have differing opinions as to which option they prefer. During Round Two of the TWBR's civic engagement and public consultation process residents and stakeholders will consider the five options, rank them in order of preference and choose a preferred option from a city-wide perspective.

As outlined earlier, effective representation has several components: voter parity, natural and physical boundaries, geographic communities of interest, ward history, capacity to represent, geographic size and shape of the ward and population growth. All of these components need to be balanced in choosing a preferred option to be recommended to City Council.

To assist residents, stakeholders and Members of Council in ranking the options a *'worksheet'* has been developed. It allows consideration of each option based on the components of effective representation, a ranking of each option from 1 to 5 and suggestions for improving the first ranked option.

More information on each component of effective representation can be found in **Section 2.1** of this Report.

6.1 OPTIONS EVALUATION WORKSHEET

Worksheet

COMPONENTS OF EFFECTIVE REPRESENTATION	OPTION 1 MINIMAL CHANGE	OPTION 2 44 WARDS	OPTION 3 50,000	OPTION 4 75,000	OPTION 5 NATURAL/PHYSICAL BOUNDARIES
	(47 WARDS)	(44 WARDS)	(58 WARDS)	(38 WARDS)	(41 WARDS)
Voter Parity					
Natural / Physical Boundaries					
Geographic Communities of Interest					
Ward History					
Capacity to Represent					
Geographic Size & Shape of the Ward					
Population Growth					
RANKING (1 to 5)					

Suggestions for improving your **FIRST RANKED OPTION**

a) Related to a specific ward:

_____

_____

_____

b) To the option overall:

_____

_____

7. NEXT STEPS

The options presented in this report will be discussed during Round Two of the TWBR's civic engagement and public consultation process. Members of the public, stakeholders and Council members will have an opportunity to weigh each option, rank the five options and suggest improvements to their preferred option.

The Options Report is posted on the TWBR's website along with an online survey requesting feedback. Twelve public meetings will be held across the city (3 in each Community Council area) in September and October 2015. Members of Council will be asked to comment through individual interviews. Following this broad consultation a Round Two Report will be prepared documenting comments and opinions on the various options.

Comments from Round Two will inform the final report to Council on a recommended alignment of the City's ward boundaries for the 2018 municipal election. This final report is scheduled to go to the Executive Committee and City Council in May 2016.

APPENDIX A: CURRENT WARD BOUNDARIES

TORONTO WARD BOUNDARY REVIEW

Learn more about us:
www.drawthelines.ca