

Ward Boundary Review

Council Workshop
City Clerk's Office, Legislative Services
May 10, 2024



Agenda

- Background
- Initiating the Ward Boundary Review
- Basic Assumptions
- Guiding Principles and Review Criteria
- Timelines for Conducting the Review
- Council Composition
- Population Forecasts
- Plans for Public Consultation
- Internal vs External Review
- Considerations for Council and Next Steps

Background: WBRs in Brampton

- Under Section 222 (1) of the Municipal Act (the “Act”), Council may divide or redivide the municipality into wards, or dissolve the existing wards.
 - The last ward boundary review (WBR) was conducted in 2012/2013, in advance of the 2014 Municipal Election, and have remained in place to the current day.
 - WBRs are usually considered when it becomes apparent that there is an imbalance in effective representation.
- Under Section 217 (1) of the Act, Council may change its composition.
 - Council confirmed its intent to complete a ward boundary review in advance of the 2026 election.
 - After the 2022 election, a petition was received from members of the public to reduce Council composition, and reduce the number of wards from 10 to eight (8).
- In 2023, decisions around the dissolution of Peel Region paused worked on the ward boundary review.

Wards 6 and 10
are projected to
continue
experiencing
significant growth.

Initiating the Ward Boundary Review

Resolution C036-2024

2. That direction be provided to staff regarding a review of Council composition:
 - (i.) be based on a **ten-ward model** continuing, unless informed by the Province that representation by population will be established for Region of Peel Council, for Mississauga and Brampton;
3. That direction be provided to staff to:
 - (i.) Commence an **internal-led** ward boundary review, (including approval of Appendix 2 – Terms of Reference – Ward Boundary Review);
4. That, subject to Council approval of an internal-led ward boundary review, a budget amendment be approved and a new capital project be established in the amount of \$100,000 for public consultation and engagement, with funding to be transferred from Reserve Fund #25 – Municipal Elections;
5. That reporting thereon be brought to **Committee of Council** for consideration, including on appropriate phasing and the convening of a workshop; and
6. That **correspondence** be sent to the Minister of Municipal Affairs and Housing advising of Ward Boundary Review underway in Brampton.

Basic Assumptions

Municipality	Population (2021 Census)	Number of Councillors	Average Representation
Toronto	2,794,356	25	111,774
Ottawa	1,017,449	24	42,394
Mississauga	717,961	11	65,269
Brampton	656,480	10	65,648
Hamilton	569,353	15	37,957
London	422,324	14	30,166

- The WBR will be conducted with the following considerations from Council:
 - **Maintain number of members** – 10 Councillors, plus Mayor
 - **Maintain number of wards (10)**, unless directed otherwise from the Province
 - **Maintain ward pairings** – this could be reviewed later in the process
 - Table shows average population representation by ward for other municipalities – Brampton’s actual ward representation is quite different as discussed later in this presentation

WBR – Guiding Principles and Review Criteria

Effective representation – the primary goal of a review

- Voters should be equally represented to the greatest extent possible.

Representation by population (voter parity)

- Population numbers should be relatively equal in each ward. The review should consider both the present inconsistency in population numbers and forecasted figures.
- Generally accepted population variance is 25%, with 10% being optimal.

Population trends and growth

- The review should consider the impact of development and intensification on population.

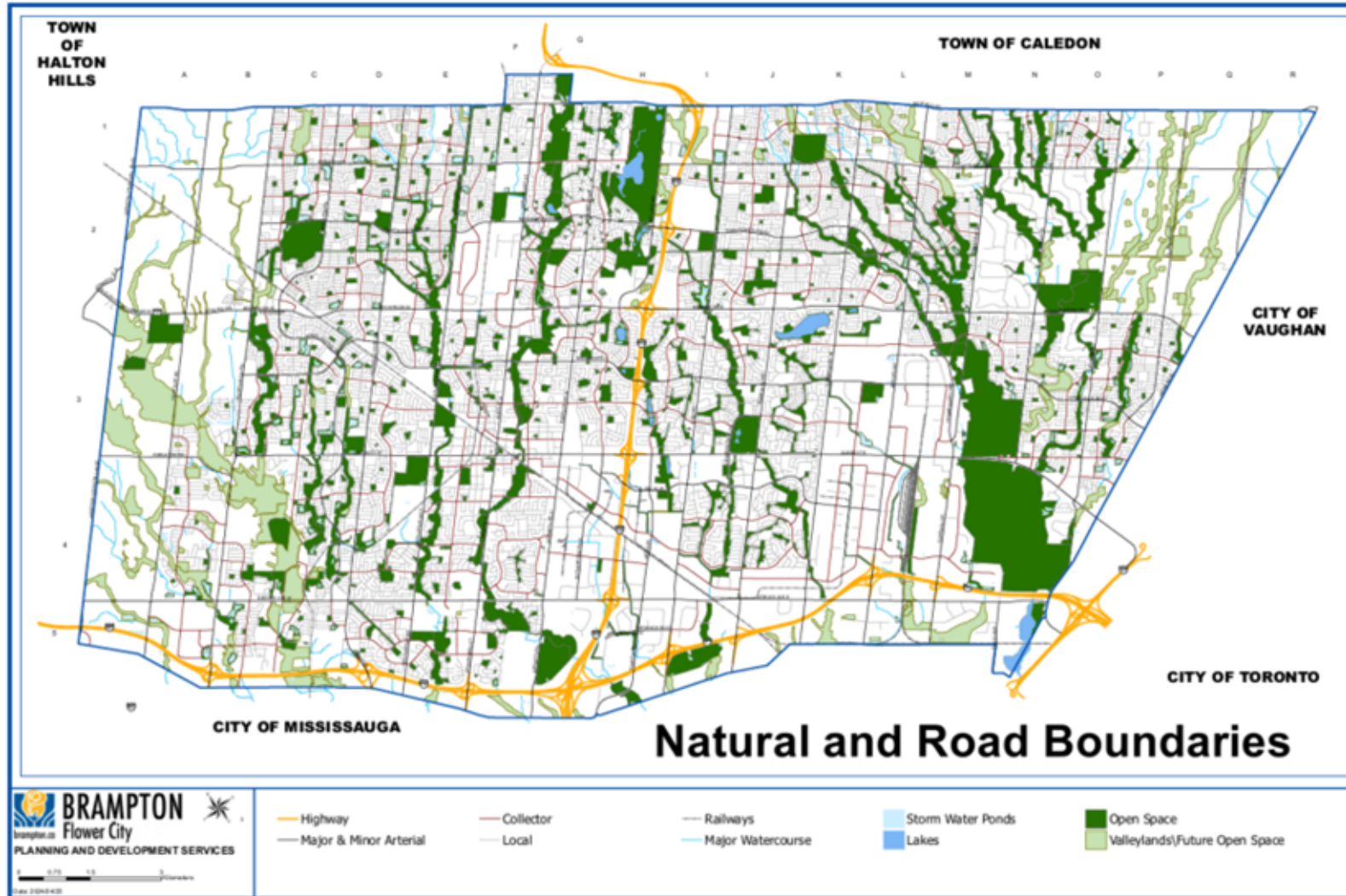
Physical boundaries

- The review should consider physical boundaries, both natural and built.

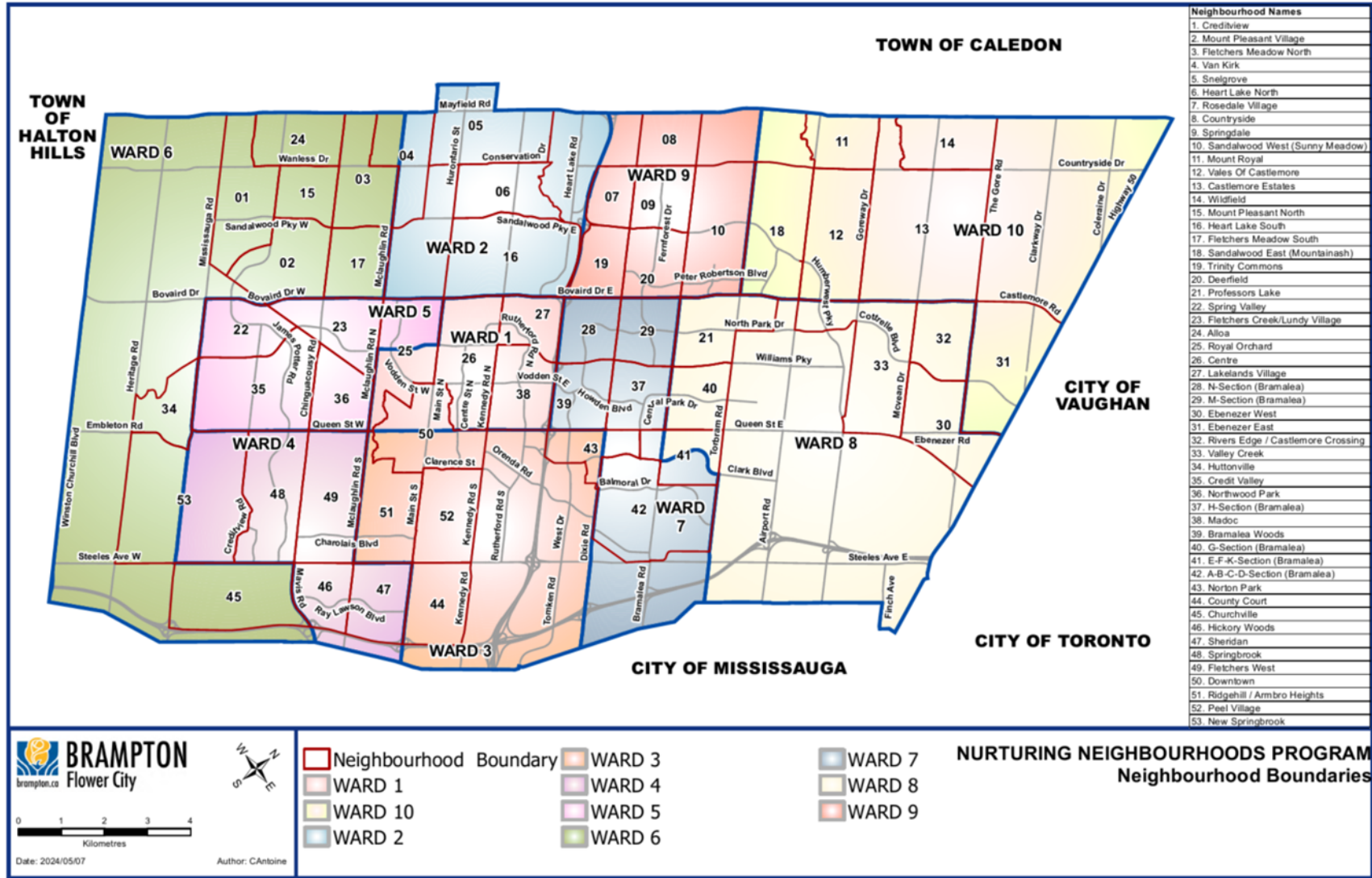
Protection of established neighbourhoods and communities

- The review should endeavour to preserve established neighbourhoods.

Natural and Road Boundaries



Brampton's Identified Neighbourhoods



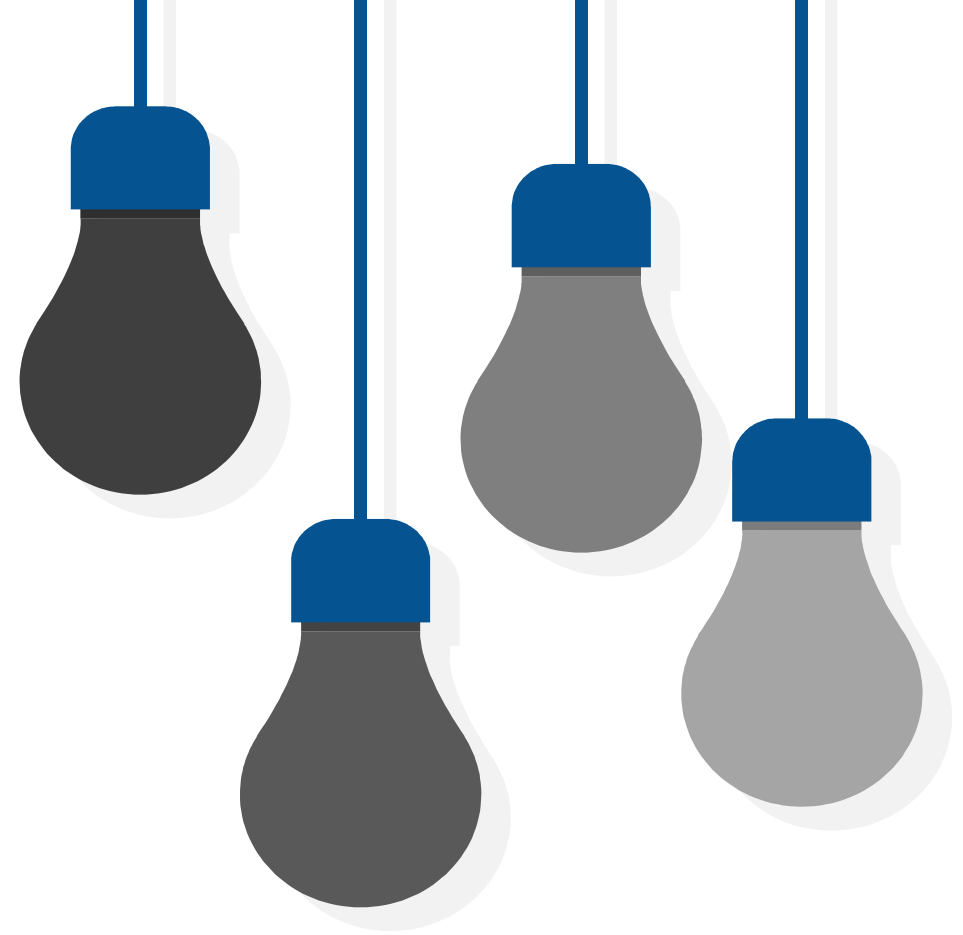
Brampton's Identified Neighbourhoods

- Nurturing Neighbourhoods program was established in 2018 in response to the Brampton 2024 Vision: Living the Mosaic. A complete neighbourhood audit was conducted from 2018-2022, in which staff visited **54 neighbourhoods** across all wards in Brampton.
- Nurturing Neighborhoods was designed as an innovative way to engage residents and encourage civic community building.
- Residents were led through an audit of their neighbourhood that identified unique gems and assets, and were encouraged to identify what they liked and what they wanted to see improved.
- Council commitment of visiting all neighbourhoods has been completed, and the program has transitioned to the Nurtured Neighbourhoods Grant.

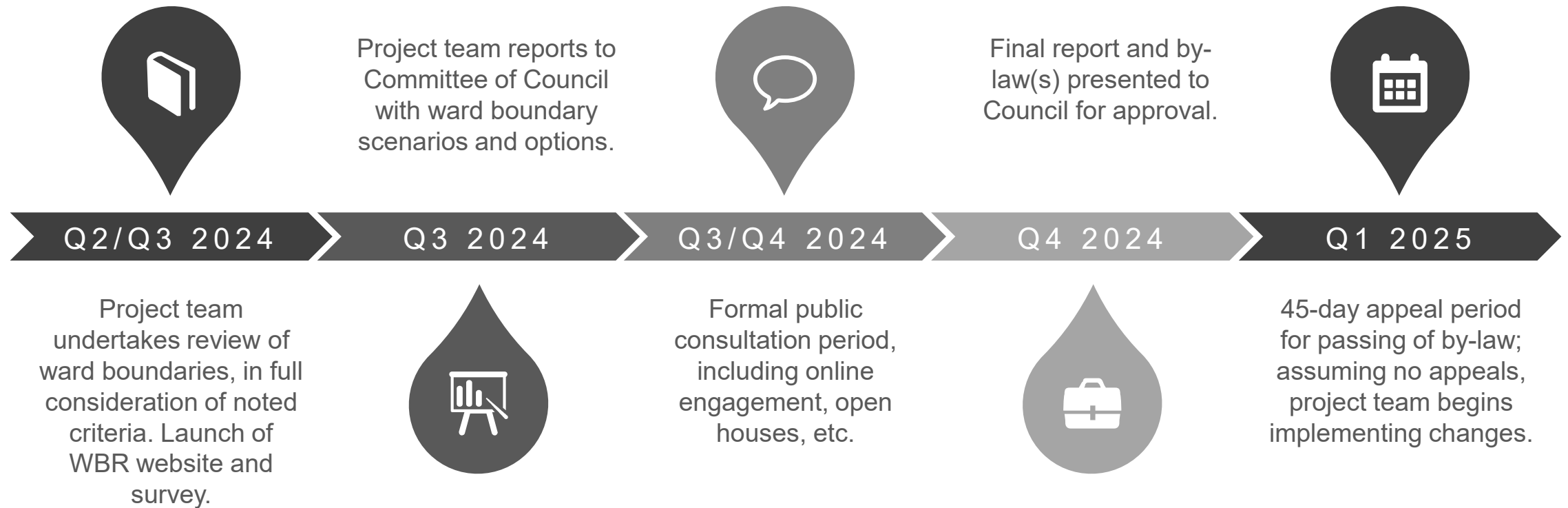


Additional Considerations

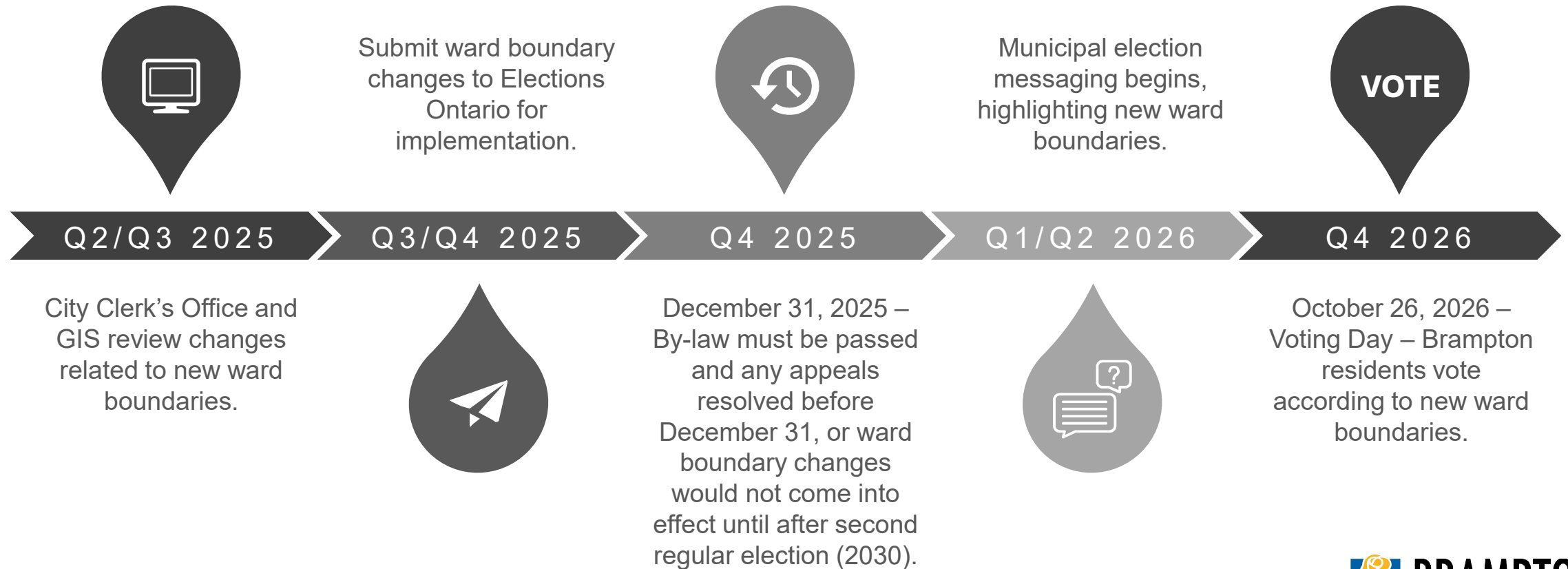
- History of previous ward boundary changes in the city
- Legal proceedings and outcomes of relevant Ontario Land Tribunal (OLT) hearings and Supreme Court case decisions
- Future growth with the intent that any ward boundary changes will be relevant for the next 2-3 elections
- Public input
- Political representation at both the City and the Region of Peel
- Various catchment areas for City services (e.g. recreation, snow maintenance, Fire, etc.)



Timelines for Conducting the Review



Timelines Post-Review



Council Composition

- Council has directed staff to proceed with a **10-ward model**, unless there is a change in representation at the Region of Peel
- Council has requested feedback relating to different options that could be based on changes made at the Region, or by the Province:
 - A scenario where Brampton achieves **representation by population**, i.e., all members serve at the Region
 - A scenario where the Province makes a **change to the number of wards** in Brampton, e.g., change from 10 wards to 8
 - A scenario where the Province **adds an additional member** to Council in consideration of Brampton's future growth

Scenario 1 – All Members at the Region

- Council is advocating for representation by population at the Region of Peel.
- Currently, nine Members serve at the Region (8 Councillors, plus Mayor).
- Council's desire is to have all 11 Members serve at the Region.
- In order for this change to occur, legislative change would be required.
- At the direction of Council, a letter was sent to the Minister of Municipal Affairs and Housing on March 7, 2024, to advise of Brampton's WBR – no response has been received to date.
- Impacts on the WBR if legislative change occurs:
 - No negative impacts to timelines for WBR, with the assumption that overall number of Members and number of wards is not changed
 - WBR can continue as planned with the objective of realigning wards for effective representation
 - For the 2026 election, residents will elect, in addition to the Mayor, 10 Councillors who will all serve locally, and at the Region

Scenario 2 – Province Provides Direction on Reducing the Number of Wards

- Ahead of the 2018 election, the Province passed legislation to reduce the number of wards for the City of Toronto. Since then, ward boundary reviews have been completed in other municipalities, without involvement from the Province regarding changes to the number of wards.
- A petition of Brampton residents was received in 2022 to change the number of wards to eight (8), thereby reducing the number of Councillors.
- Impacts on the WBR if legislative change occurs:
 - If WBR continues as planned, work will be heavily impacted if a change to the number of wards is mandated by the Province – this will essentially be a clean-slate review of wards
 - A reduction in wards will result in extensive changes to election administration and further across the corporation
- Staff has no indication that the Province is considering this type of legislative change for Brampton.

Scenario 3 – Province Provides Direction on Increasing the Number of Wards

- Projected population forecasts indicate that Brampton’s population will surpass Mississauga’s in the future.
- The Province could consider increasing the number of wards to allow for an additional Member of Council to serve at the Region.
- Impacts on the WBR if legislative change occurs:
 - If WBR continues as planned, work will be heavily impacted if a change to the number of wards is mandated by the Province – this will essentially be a clean-slate review of wards
 - An increase in wards will result in extensive changes to election administration and further across the corporation
- Staff has no indication that the Province is considering this type of legislative change for Brampton; if considered, legislative change would likely occur when the populations of Brampton and Mississauga are at parity (i.e. future election cycle).

Scenario 4 – No Changes (Status Quo)

- An additional scenario exists where there are no changes to regional representation, and the number of Regional Councillors remains the same as current day (8 Regional Councillors, in addition to the Mayor)
- Impacts on the WBR if regional representation remains status quo:
 - No negative impacts to timelines for WBR, with the assumption that number of Members and number of wards is not changed
 - WBR will continue as planned
 - For the 2026 election, the way Members are elected will remain unchanged, and the method of appointing the additional Regional Councillors will remain unchanged, unless Council advises of an alternative approach

Unpairing Wards

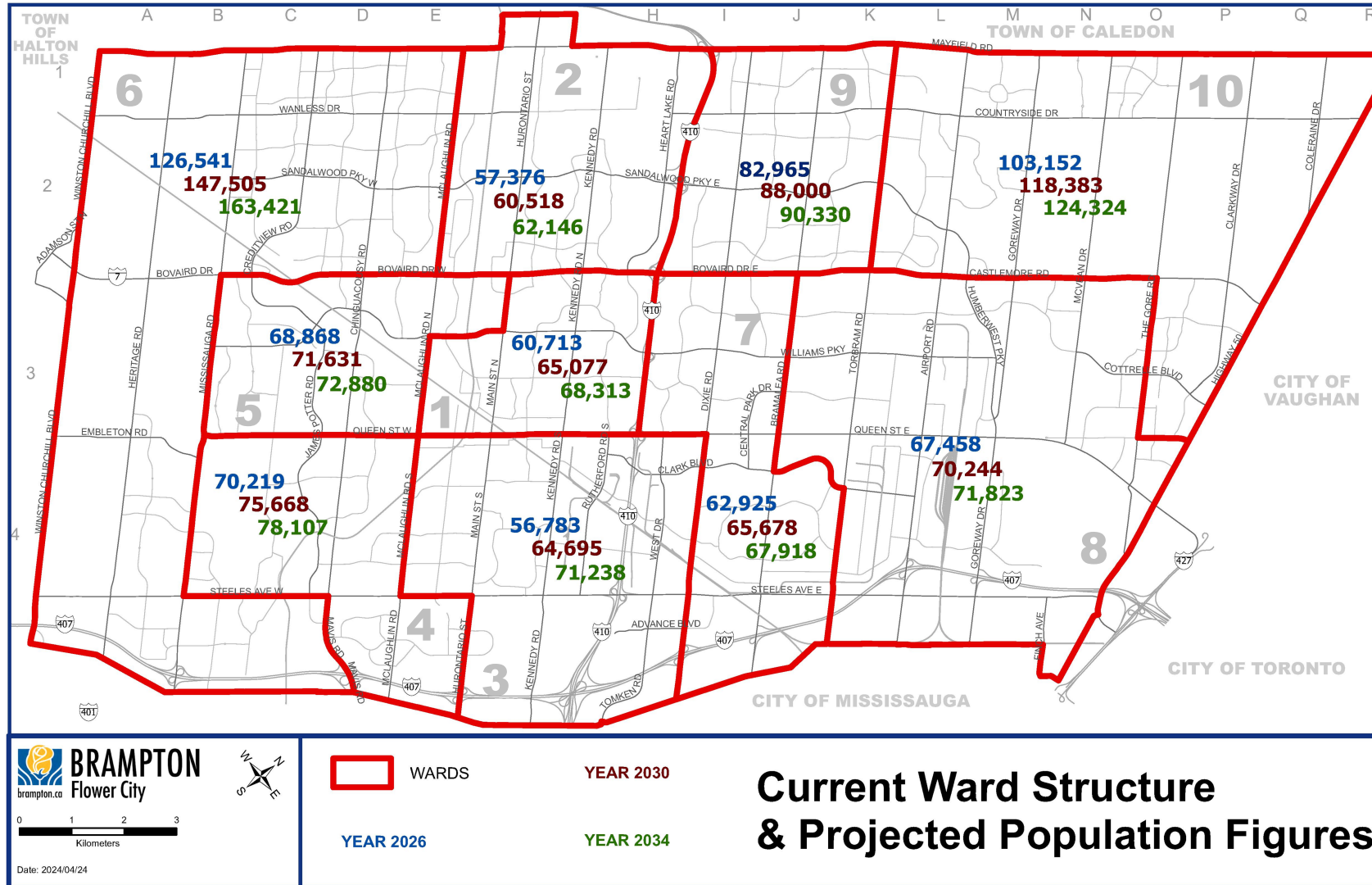
- At the February 28 Council meeting, there was discussion regarding maintaining existing ward pairings, or alternatively, unpairing the wards.
- The WBR can continue with the assumption that ward pairings are maintained.
- If further direction is received regarding regional representation, a decision can be made to unpair wards for the 2026 election.
- Any decision regarding unpairing wards should be made early in 2025 in order to pass a by-law and for the Election team to implement changes
 - By-law would need to be passed by December 31, 2025, and ideally this change would be incorporated at the same time as the new ward boundaries are established
- If regional representation is maintained at eight Councillors, plus Mayor, and Council wishes to unpair wards, a new approach for electing Councillors to the Region would be required.
 - One option is that the eight Councillors who received the most number of votes (total votes or percentage) in the election would be appointed to the Region
 - Council could establish its own selection process for the eight Councillors

Forecasts for Future Election Cycles

Ward	Previous Election Year	Future Election Forecast Year		
	2022	2026	2030	2034
1	56,508	60,713	65,077	68,313
5	66,332	68,868	71,631	72,880
1 & 5 Total	122,840	129,581	136,708	141,193
2	54,507	57,376	60,518	62,146
6	111,152	126,541	147,505	163,421
2 & 6 Total	165,660	183,918	208,023	225,567
3	53,421	56,783	64,695	71,238
4	66,930	70,219	75,668	78,107
3 & 4 Total	120,351	127,001	140,363	149,344
7	61,309	62,925	65,678	67,918
8	62,328	67,458	70,244	71,823
7 & 8 Total	123,636	130,383	135,922	139,741
9	76,359	82,965	88,000	90,330
10	88,153	103,152	118,383	124,324
9 & 10 Total	164,513	186,117	206,383	214,654
Citywide Total	697,000	757,000	827,400	870,500

Source: Hemson Consulting Ltd.

Forecasts for Future Election Cycles



Population Variance for Individual Wards

Ward	2022	Variance	2026	Variance	2030	Variance	2034	Variance
1	56,508	-19%	60,713	-20%	65,077	-21%	68,313	-22%
2	54,507	-22%	57,376	-24%	60,518	-27%	62,146	-29%
3	53,421	-23%	56,783	-25%	64,695	-22%	71,238	-18%
4	66,930	-4%	70,219	-7%	75,668	-9%	78,107	-10%
5	66,332	-5%	68,868	-9%	71,631	-13%	72,880	-16%
6	111,152	59%	126,541	67%	147,505	78%	163,421	88%
7	61,309	-12%	62,925	-17%	65,678	-21%	67,918	-22%
8	62,328	-11%	67,458	-11%	70,244	-15%	71,823	-17%
9	76,359	10%	82,965	10%	88,000	6%	90,330	4%
10	88,153	26%	103,152	36%	118,383	43%	124,324	43%
Citywide Total	697,000		757,000		827,400		870,500	
Average per Ward	69,700		75,700		82,740		87,050	

Source: Hemson Consulting Ltd.

Population Variance for Ward Pairings

Ward	2022	Variance	2026	Variance	2030	Variance	2034	Variance
1 & 5	122,840	-12%	129,581	-14%	136,708	-17%	141,193	-19%
2 & 6	165,660	19%	183,918	21%	208,023	26%	225,567	30%
3 & 4	120,351	-14%	127,001	-16%	140,363	-15%	149,344	-14%
7 & 8	123,636	-11%	130,383	-14%	135,922	-18%	139,741	-20%
9 & 10	164,513	18%	186,117	23%	206,383	25%	214,654	23%
Citywide Total	697,000		757,000		827,400		870,500	
Average per Ward	139,400		151,400		165,480		174,100	

Source: Hemson Consulting Ltd.

What the Data Tells Us

2026 Election:

- Ward 6 will have a variance of **67%**
- Ward 10 will have a variance of **36%**
- All other wards will fall within the generally accepted threshold of 25% variance
- Only three wards (Wards 4, 5 and 9) will fall within the optimal 10%
- **If Council continues with current ward pairings, all ward pairings fall within the 25% generally accepted variance, according to data from Hemson Consulting Ltd.**

2030 Election:

- Ward 2 will have **27%** variance
- Ward 6 will have **78%** variance
- Ward 10 will have **43%** variance

Plans for Public Consultation

- The WBR can continue with an initial round of education and engagement with the public:
 - Launch of website
 - Survey to interact with public and receive feedback on review criteria and items of priority
- Once ward boundary review options are developed and presented to Committee of Council, a formal public consultation will begin.
- Public notice will be required for the passing of the by-law.

A comprehensive communications plan will be developed, with lots of opportunity for engagement.

Internal vs External Review

Internal-led Review Considerations

- Work can commence immediately
- Budget for public consultation only
- Resources exist within Clerk's Office and cross-departmentally (Planning, Legal Services, IT, Corporate Support Services, CAO's Office)
- Familiarity with timelines and interdependencies with election administration

External-led Review Considerations

- 70-day RFP period is required before consultant can be selected
- Increased budget for consultants
- Experience conducting reviews in other municipalities – lessons learned, best practices, etc.
- Experience conducting multi-phase public consultation campaigns
- Review is considered independent and at arm's length from Council

Considerations for Council and Next Steps

- Council has initiated an internal-led WBR, however information regarding possible regional representation changes is not currently available.
- As Committee of Council is the Steering Committee for the WBR, Committee can consider whether to continue with the WBR based on current information regarding regional representation, or to pause the review until more information from the Province is available.
 - If Committee directs staff to pause the review until more information is available, the WBR will likely not be completed this term of Council. The current ward boundaries can be maintained through an additional term of Council if the ward pairings are maintained (based on data from Hemson) – if the wards are unpaired, effective representation will be significantly imbalanced.
- Today's discussion will help inform next steps and guide the ward boundary review work.

Thank you!

