



# Toronto Community Council Boundaries Options Paper

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## Seeking your views on new Community Council boundaries for the City of Toronto

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Toronto City Council must adopt new Community Council boundaries now that the City's ward boundaries are changing.

This Options Paper includes background information on Toronto's Community Councils, options for new boundaries, and information on how to provide feedback.

The feedback collected will help inform the City Manager's recommendations to Council on Toronto's new Community Council boundaries. Information on population forecasts, past Community Council activities and reviews, and recommendations from the City's 2017 Ward Boundary Review will also be considered.

Submit your comments by 5 p.m. on Friday May 25, 2018:

- Online: [www.toronto.ca/CommunityCouncilBoundaries](http://www.toronto.ca/CommunityCouncilBoundaries)
- By mail: City Manager's Office, City of Toronto, 10<sup>th</sup> Floor East Tower, City Hall, 100 Queen Street West, Toronto, ON M5H 2N2
- Tax counter drop-boxes at any Civic Centre. For locations, please visit <http://www.toronto.ca/counter-locations> or call 311
- Public Open House: Tuesday May 15, 2018 from 7:00 to 9:00 p.m. in Committee Room 2, City Hall, 100 Queen Street West. Residents are invited to drop by anytime during the open house to learn more about Community Councils and the options for new boundaries and provide feedback.

A report on new Community Council boundaries will be submitted to Council's Executive Committee. When the report is published, members of the public can sign up to speak at Executive Committee by contacting the clerk at [exc@toronto.ca](mailto:exc@toronto.ca) or registering online at [www.toronto.ca/council](http://www.toronto.ca/council).

A summary of the public input will be posted online with the report to City Council.

[www.toronto.ca/CommunityCouncilBoundaries](http://www.toronto.ca/CommunityCouncilBoundaries)

## **Introduction – Why do we need new Community Council boundaries?**

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Community Councils are made up of groupings of City wards and their membership comprises the City Councillors of those wards. Each Community Council represents a geographic area of the city.

Toronto City Council must adopt new Community Council boundaries because the City's ward boundaries will change December 1, 2018. Currently, each of the four Community Councils have 10 to 12 wards, however the total number of wards is increasing from 44 to 47. The old Community Council boundaries won't line up with the new ward boundaries and adjustments are needed to accommodate the 3 new wards.

Population forecasts and inequitable distribution of agenda items also support the consideration of new Community Council boundaries.

Confirming new boundaries before the end of the current term supports a smooth transition to the new Council term and the municipal election in October 2018.

If a decision about the Community Council boundaries is postponed, it would delay the organization of the new City Council and consideration of any Community Council agendas until new boundaries are adopted. During the first week of a new Council term, each Community Council meets twice. First, to elect a Chair and a Vice Chair and second, to consider urgent business, such as planning matters. The first regular meeting of City Council is typically reserved for urgent Executive, Community Council, and New Business from City staff only.

## **What do Community Councils do?**

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Community Council responsibilities include making recommendations and decisions on local planning and development, as well as neighbourhood matters including traffic plans and parking regulations. Community Councils report to City Council but they also have final decision-making power on certain items, such as traffic and parking, fence by-law exemptions and appointments to local boards and Business Improvement Areas.

## **History of Toronto Community Council Boundaries**

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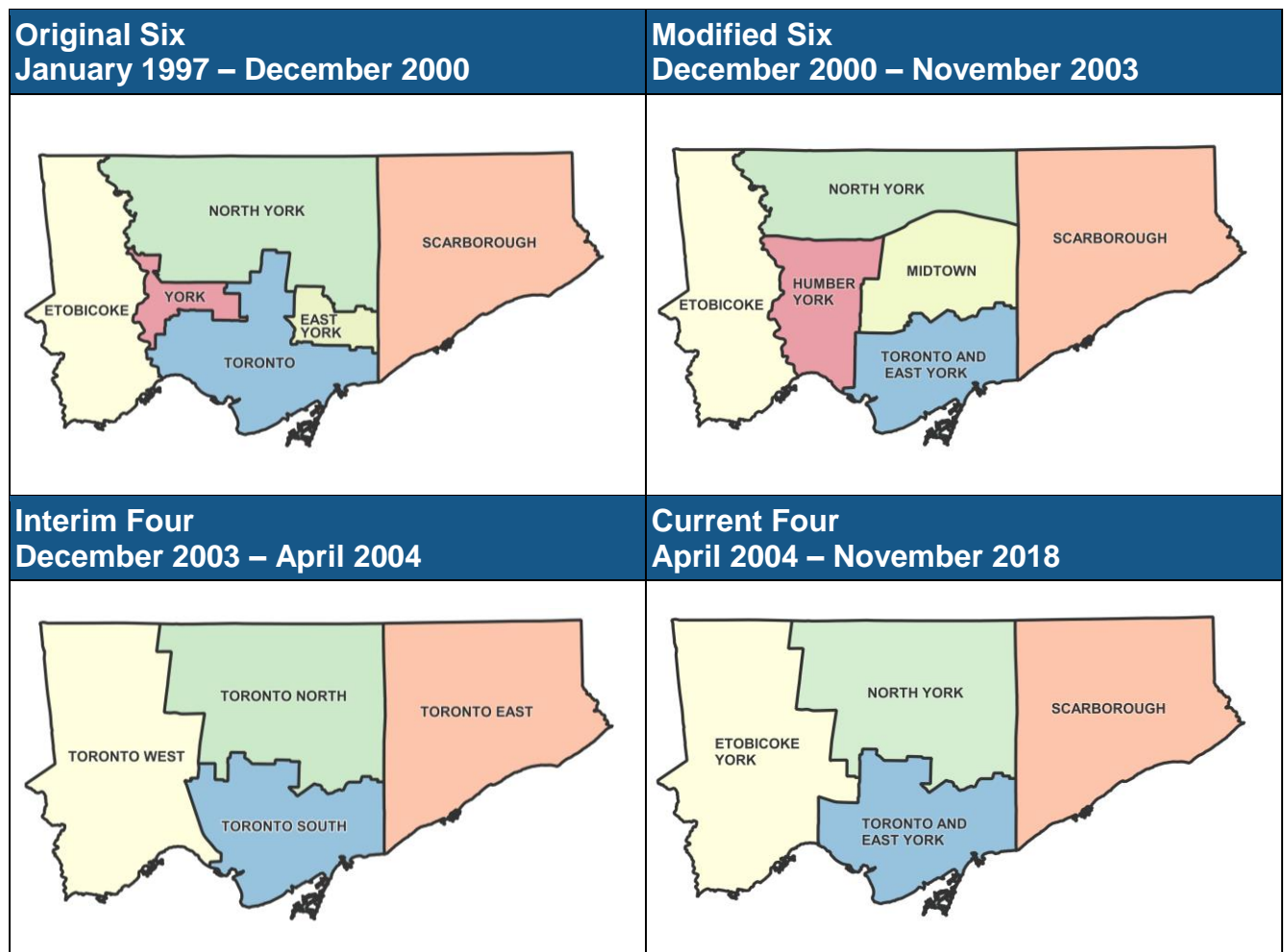
The City's first Community Councils were established in 1998 with boundaries closely matching the six former municipalities that were amalgamated that same year.

- The original six Community Councils established in 1998 were quite different from each other. East York Community Council, for example, had 3 members while Toronto Community Council had 16.
- In 2000, the City's ward boundaries changed. During a review, 49 models were developed and Council voted to establish 6 Community Councils with a similar number of wards.
- In 2003, Council reduced the number of Community Councils to 4 to align the boundaries with the 4 service districts used by City divisions and to improve the

efficiency of meetings.

- In April 2004, Council adopted minor changes and established the current Community Council boundaries. These boundaries have now been in place for 14 years.

**Figure 1.** Community Council boundaries, 1998 to 2018

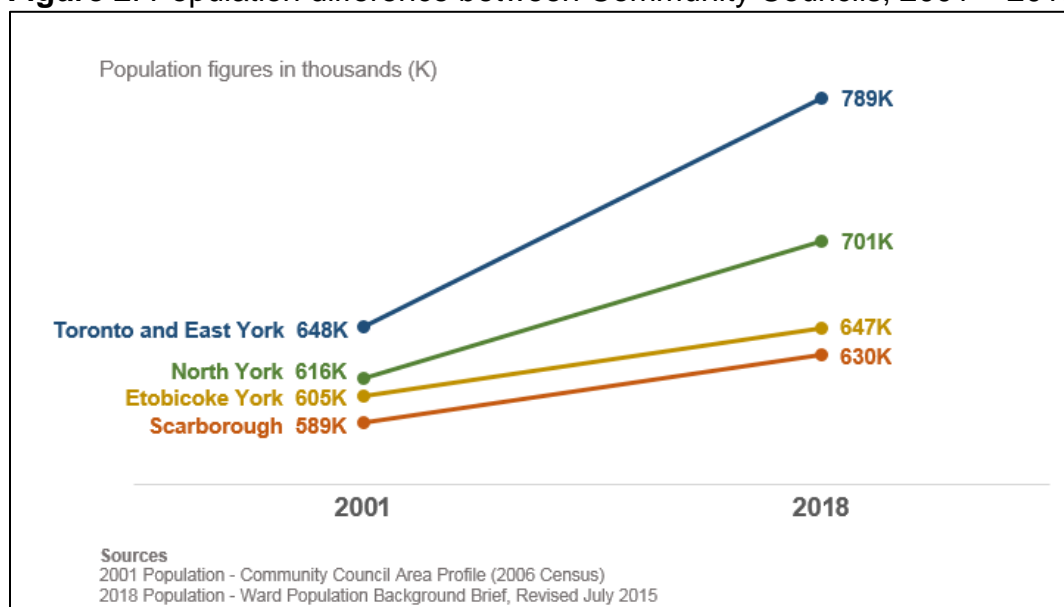


## Current Population and Distribution of Agenda Items

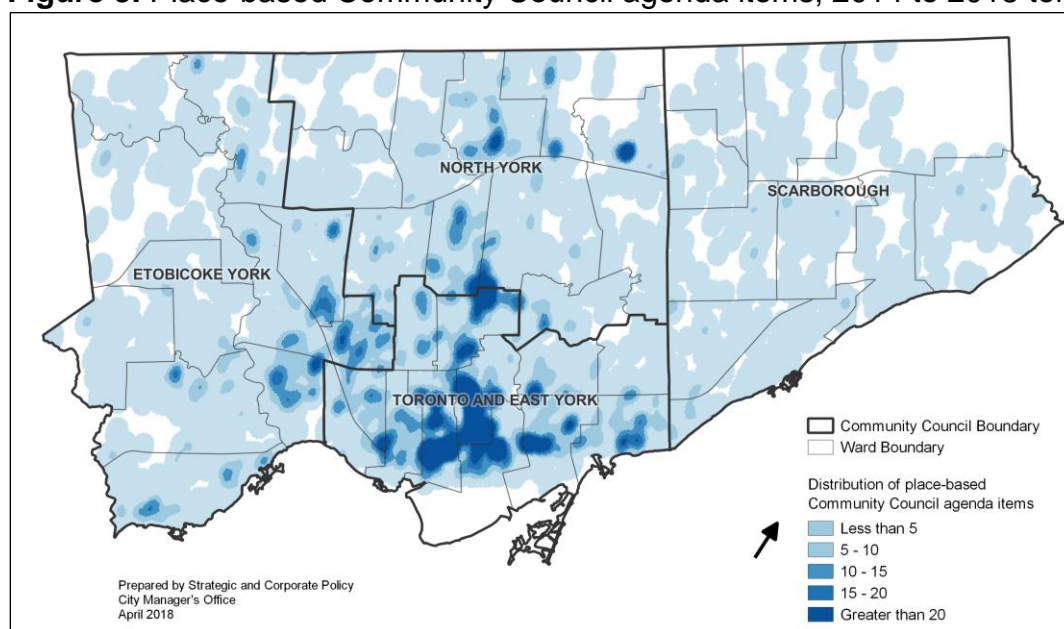
The population of Toronto has grown since the current Community Council boundaries were established, resulting in significant population differences between them (Figure 2).

The number of agenda items, like population, is not evenly distributed between the current Community Councils (Figure 3). The Toronto and East York Community Council has larger agendas, longer meetings, and more resident speakers (Figure 4).

**Figure 2.** Population difference between Community Councils, 2001 – 2018



**Figure 3.** Place-based Community Council agenda items, 2014 to 2018 term



**Figure 4.** Distribution of items, speakers, and length of meetings, 2014 to 2018 term

Community Council	Percent of all agenda items	Average number of public speakers	Percent of meetings longer than 7 hours
Etobicoke York	23%	24	3%
North York	20%	20	0%
Scarborough	11%	7	0%
Toronto and East York	46%	32	19%

## How these Options Were Developed

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Community Council boundaries have to meet and balance several different features at the same time. These include historic municipalities and communities, geographic landmarks, the size and number of wards, population, and the distribution of agenda items.

The options in this paper were developed by reviewing information such as population forecasts, past Community Council activities, previous Community Council boundary reviews and reports, and recommendations in recent reports such as the City's Ward Boundary Review.

Several models with **four Community Councils** were considered. The "minimal change option" in this paper meets most considerations effectively, but doesn't address the fact that the population differences between the Community Councils will continue to grow.

Models with **five Community Councils** are better at accommodating future growth, allowing the populations of the Community Councils to grow more similar over time. Options B and C in this paper attempt to keep historic and geographic communities together, but result in changes to three of the four existing Community Councils.

Models with **six Community Councils** help address population differences and distribute agendas more equitably, but result in significant changes to historic and geographic communities. If geographic communities are preserved, it becomes difficult to balance population growth and agenda distribution between six Community Councils.

**Models with more than six Community Councils** would likely result in significant changes and broader implications for Council governance and administration, and the administration of City services, beyond a decision on Community Council boundaries.

You can view a summary of additional Community Council boundary models that were reviewed in Appendix 1.

### Considerations used to develop the options

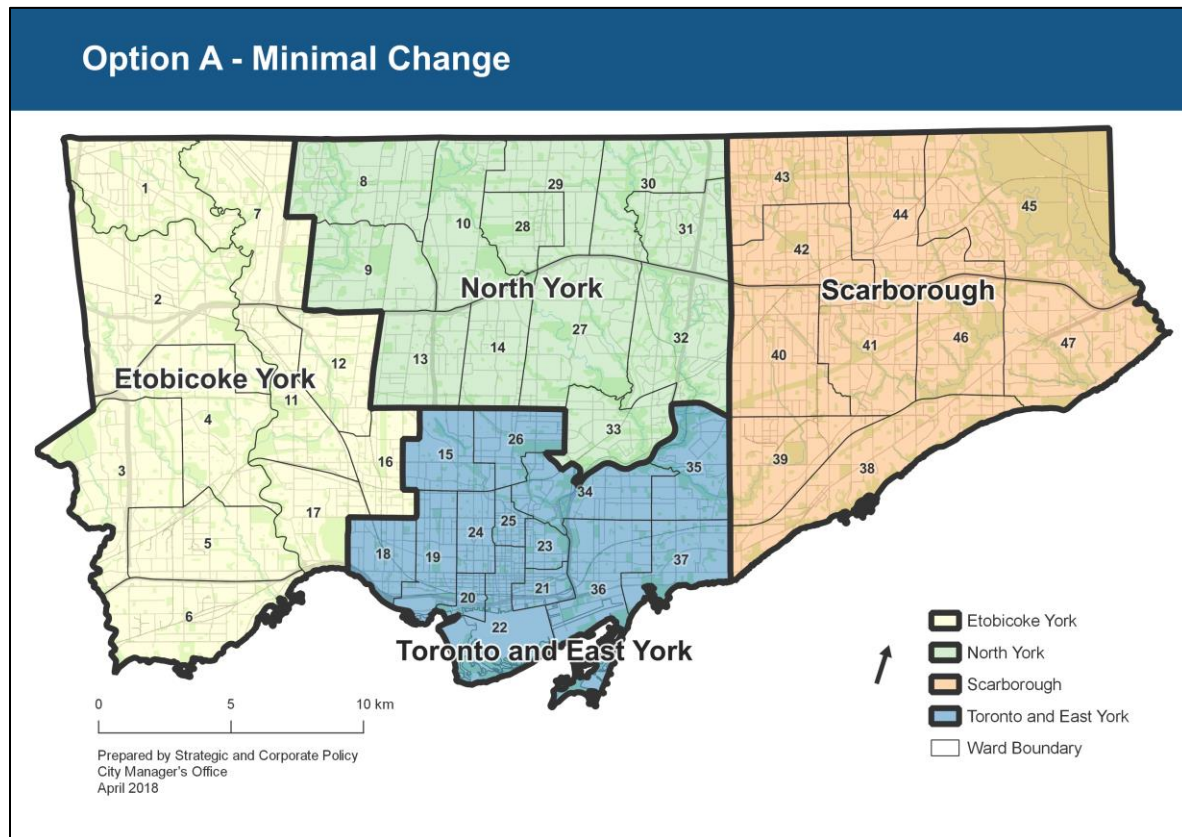
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The options in this paper were created using the list of features below identified through research on other jurisdictions and previous Toronto boundary reviews.

- Populations represented by each Community Council should be distributed.
- The final model should last several terms.
- Community Councils should have a similar number of agenda items.
- Historic and geographic communities should be maintained.
- Community Councils should be made up of wards that are next to each other.
- Community Councils should be large enough to support effective debate and scope of decision-making.

## Option A: Four Community Councils - Minimal Change

This minimal change option makes minor adjustments to the current Community Council boundaries to accommodate the three additional wards in the new 47 ward model.



Changes include:

- Boundaries similar to existing Community Council boundaries.
- Border changes would be between the current Etobicoke York and Toronto and East York Community Councils in the new Ward 16, and between the current North York and Toronto and East York Community Councils along Eglinton Avenue West and Eglinton Avenue East.
- The new Toronto and East York Community Council would have 14 wards compared to the current 12.
- The new North York Community Council would have 12 wards compared to the current 11.
- The new Etobicoke York Community Council would have 11 wards and the new Scarborough Community Council would have 10, maintaining the same number of wards.

Considerations include:

- The population of the new Toronto and East York Community Council will grow



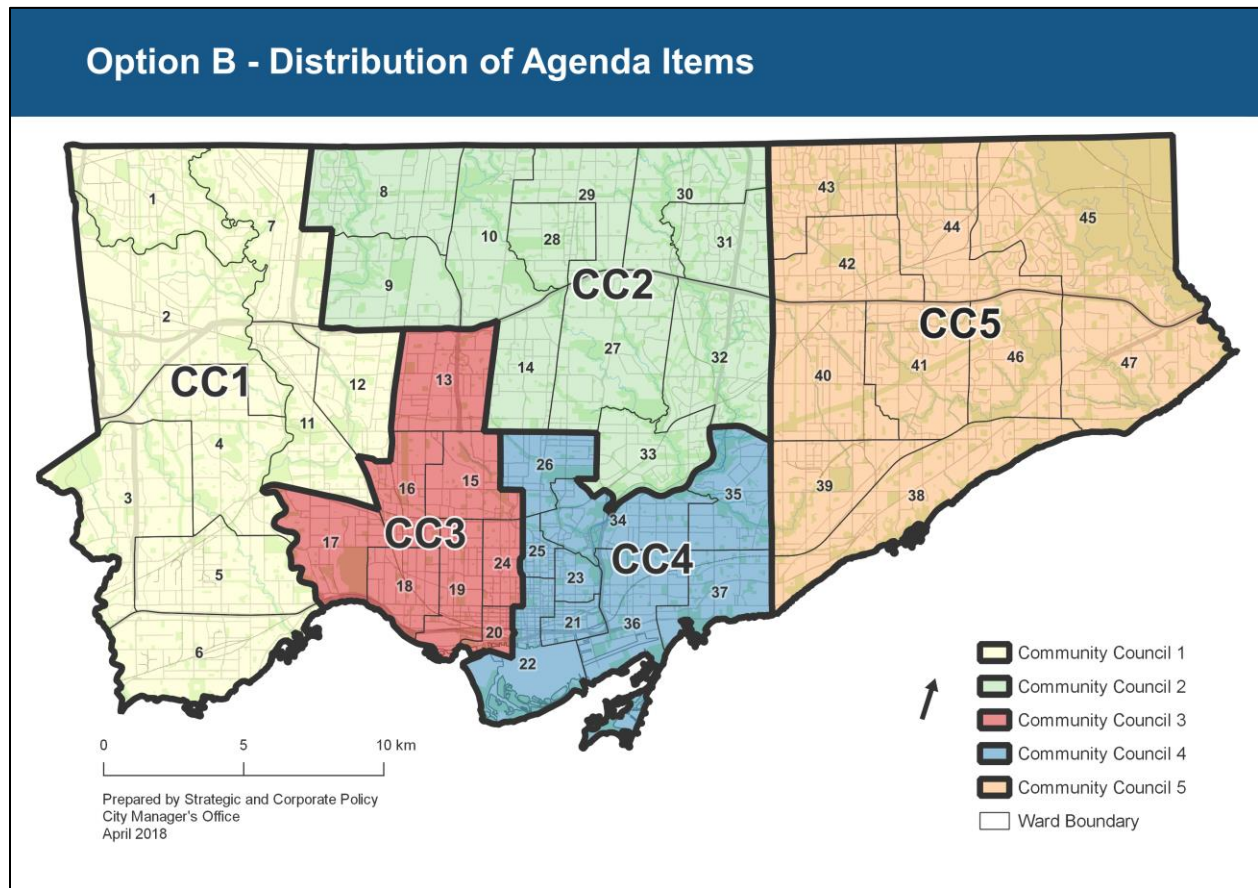
faster than the other Community Councils. By 2030, its population is forecast to be 17 percent greater than the average of all the Community Councils.

- The new Toronto and East York Community Council would be responsible for 49 percent of all Community Council agenda items.

<b>Option A – Population, agenda item distribution and number of wards</b>					
<b>Proposed Community Councils</b>	<b>Population current and forecast (rounded to the nearest thousand)</b>			<b>Percent of Agenda Items</b>	<b>Number of Wards</b>
	<b>2018</b>	<b>2022</b>	<b>2030</b>		
<b>Etobicoke York</b>  Wards: 1, 2, 3, 4, 5, 6, 7 11, 12, 16, 17	669,000	681,000	718,000	23%	11
<b>North York</b>  Wards: 8, 9, 10, 13, 14, 27, 28, 29, 30, 31, 32, 33	702,000	714,000	747,000	21%	12
<b>Scarborough</b>  Wards: 38, 39, 40, 41, 42, 43, 44, 45, 46, 47	630,000	637,000	664,000	7%	10
<b>Toronto and East York</b>  Wards: 15, 18, 19, 20, 21, 22, 23, 24, 25, 26, 34, 35, 36, 37	766,000	813,000	877,000	49%	14

## Option B – Five Community Councils – Distribution of Agenda Items

To redistribute agenda items equitably, the current Toronto and East York Community Council would be divided into two distinct Community Councils along a north-south line.



Considerations include:

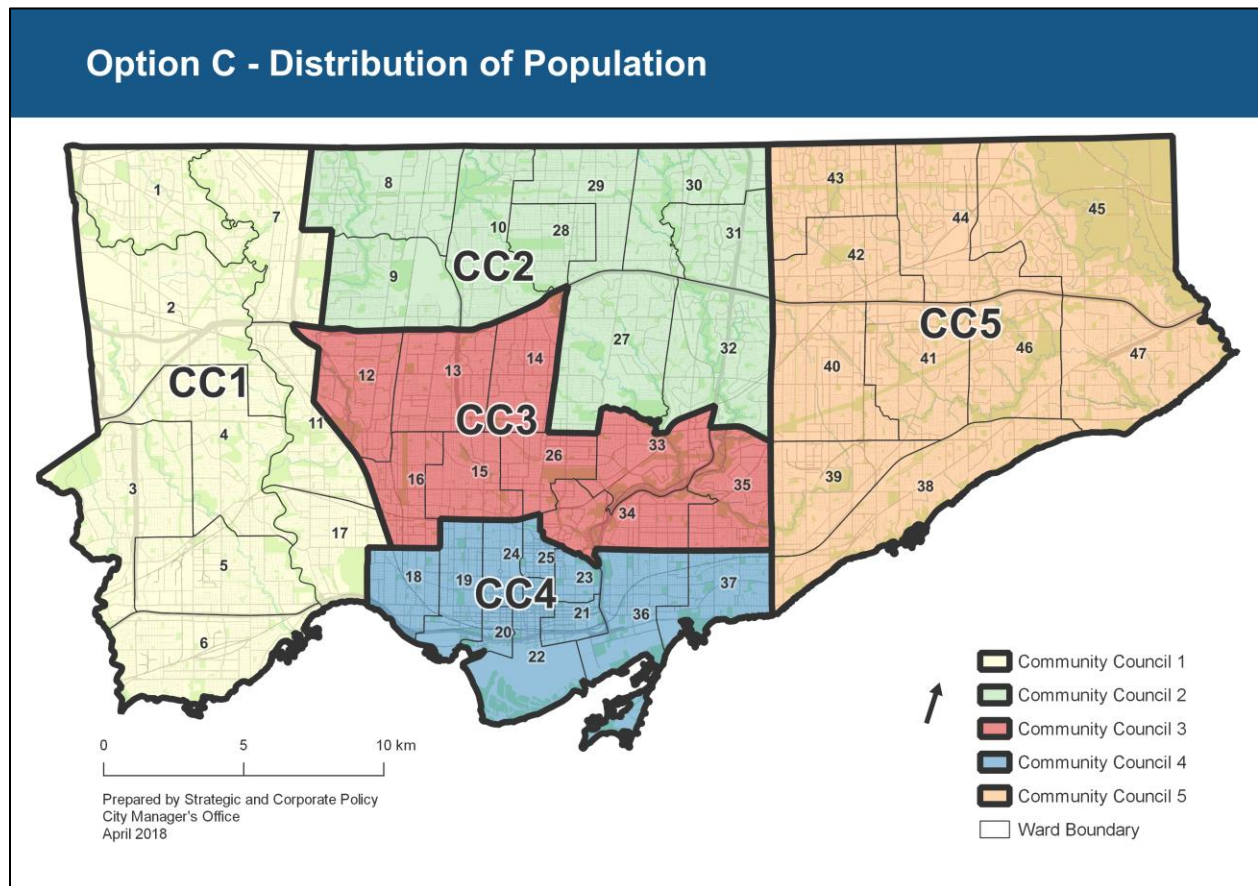
- The number of wards in each Community Council would range from 8 to 11.
- Population differences would be similar to the Minimal Change option (Option A, above) by 2022 but would grow more equal over time.
- Agenda distribution would be more balanced. CC4 would have 32 percent, and CC3 would have 24 percent of the total agenda items.



Option B - Population, agenda item distribution and number of wards					
Proposed Community Councils	Population current and forecast (rounded to the nearest thousand)			Percent of Agenda Items	Number of Wards
	2018	2022	2030		
<b>CC1</b> Wards: 1, 2, 3, 4, 5, 6, 7, 11, 12	539,000	549,000	584,000	16%	9
<b>CC2</b> Wards: 8, 9, 10, 14, 27, 28, 29, 30, 31, 32, 33	644,000	655,000	682,000	20%	11
<b>CC3</b> Wards: 13, 15, 16, 17, 18, 19, 20, 24	467,000	482,000	513,000	24%	8
<b>CC4</b> Wards: 21, 22, 23, 25, 26, 34, 35, 36, 37	488,000	522,000	564,000	32%	9
<b>CC5</b> Wards: 38, 39, 40, 41, 42, 43, 44, 45, 46, 47	630,000	637,000	664,000	7%	10

## Option C – Five Community Councils – Population Balance

This option would introduce a fifth Community Council to balance the populations across the Community Councils. The new Community Council would be created in the centre of the city between the current North York and the current Toronto and East York Community Councils.



Considerations include:

- Population distribution would be more balanced and the difference between the largest and smallest Community Council would stabilize in 2022.
- The number of wards in each Community Council will be more balanced than other options. Community Councils 1, 2, and 3 would have 9 wards, and Community Councils 4 and 5 would have 10 wards.
- One Community Council (CC4) would still be responsible for the greatest share of agenda items (39 percent) in this model.

**Option C - Population, agenda item distribution and number of wards**

Proposed Community Councils	Population current and forecast (rounded to the nearest thousand)			Percent of Agenda Items	Number of Wards
	2018	2022	2030		
<b>CC1</b> Wards: 1, 2, 3, 4, 5, 6, 7, 11, 17	551,000	562,000	596,000	18%	9
<b>CC2</b> Wards: 8, 9, 10, 27, 28, 29, 30, 31, 32	530,000	539,000	564,000	14%	9
<b>CC3</b> Wards: 12, 13, 14, 15, 16, 26, 33, 34, 35	535,000	542,000	560,000	22%	9
<b>CC4</b> Wards: 18, 19, 20, 21, 22, 23, 24, 25, 36, 37	522,000	565,000	623,000	39%	10
<b>CC5</b> Wards: 38, 39, 40, 41, 42, 43, 44, 45, 46, 47	630,000	637,000	664,000	7%	10

## Appendix 1

### Summary of Community Council Boundary Options: A, B and C and Other Models Reviewed

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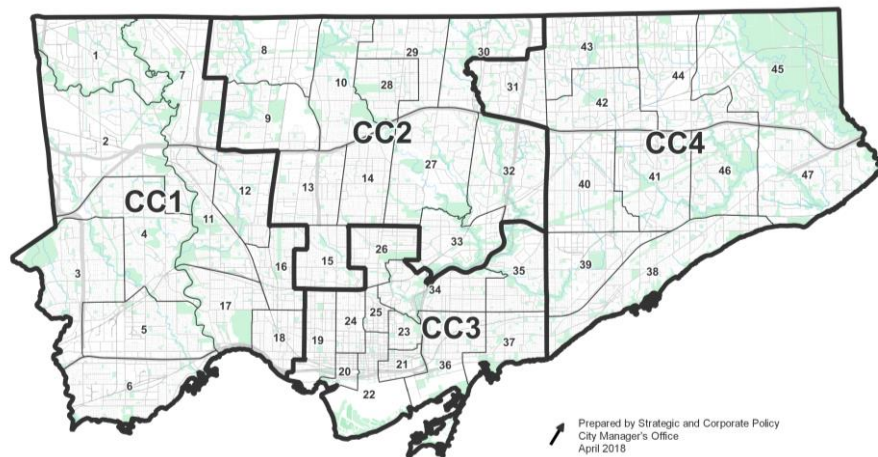
In addition to the three options proposed in this paper for discussion, five other models were considered. No option or model will fully satisfy all the features for a balanced, lasting and effective Community Council, however, Options A, B, and C satisfy the features better than the other five models outlined below.

**Option A** – Maintains four Community Councils, with minimal changes to the boundaries of the current Community Councils.

**Option B** – Establishes five Community Councils and balances agenda distribution by dividing the Toronto and East York Community Council into two separate areas on a north/south line.

**Option C** – Establishes five Community Councils and balances population distribution by introducing a new Community Council between the current North York and the Toronto and East York Community Councils.

#### Alternate Model 1 - Four Community Councils with Distribution of Population



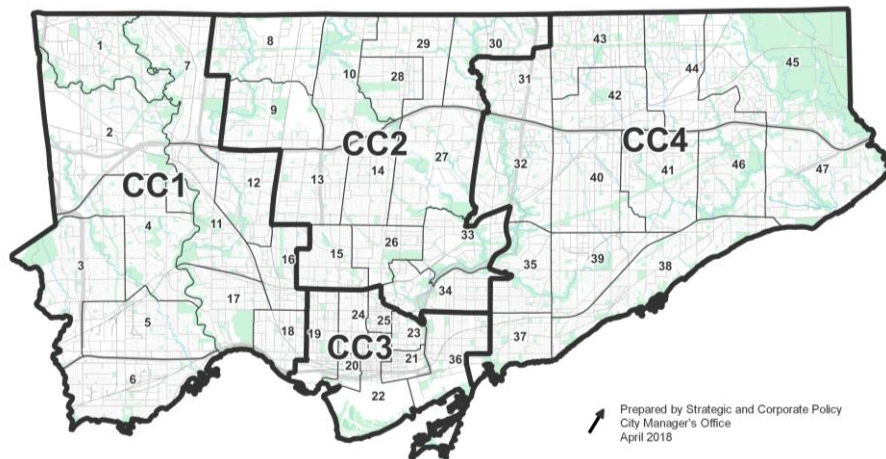
**CC1** – Population (2018-2030) 735,000–786,000, Percent of Agenda Items 25%, Number of Wards 12

**CC2** – Population (2018-2030) 706,000–749,000, Percent of Agenda Items 22%, Number of Wards 12

**CC3** – Population (2018-2030) 638,000–745,000, Percent of Agenda Items 44%, Number of Wards 12

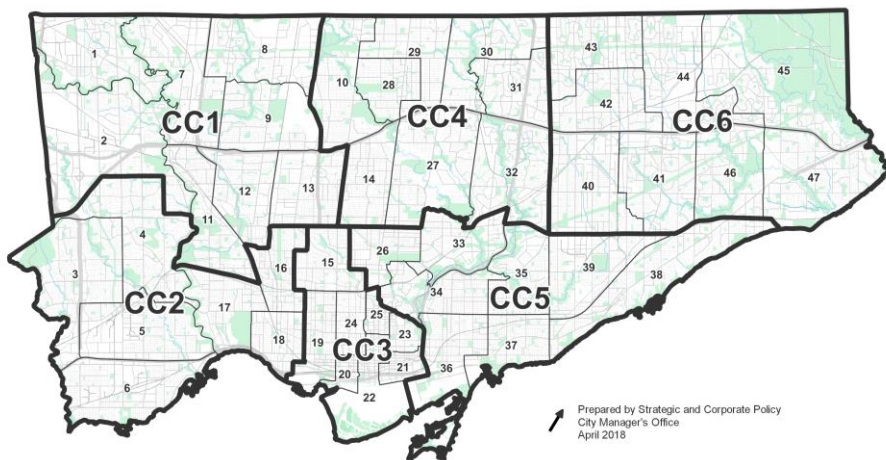
**CC4** – Population (2018-2030) 690,000–726,000, Percent of Agenda Items 9%, Number of Wards 11

## Alternate Model 2 - Four Community Councils with Distribution of Agenda Items



**CC1** – Population (2018-2030) 735,000–786,000, Percent of Agenda Items 25%, Number of Wards 12  
**CC2** – Population (2018-2030) 754,000–803,000, Percent of Agenda Items 28%, Number of Wards 13  
**CC3** – Population (2018-2030) 403,000–500,000, Percent of Agenda Items 33%, Number of Wards 8  
**CC4** – Population (2018-2030) 876,000–917,000, Percent of Agenda Items 14%, Number of Wards 14

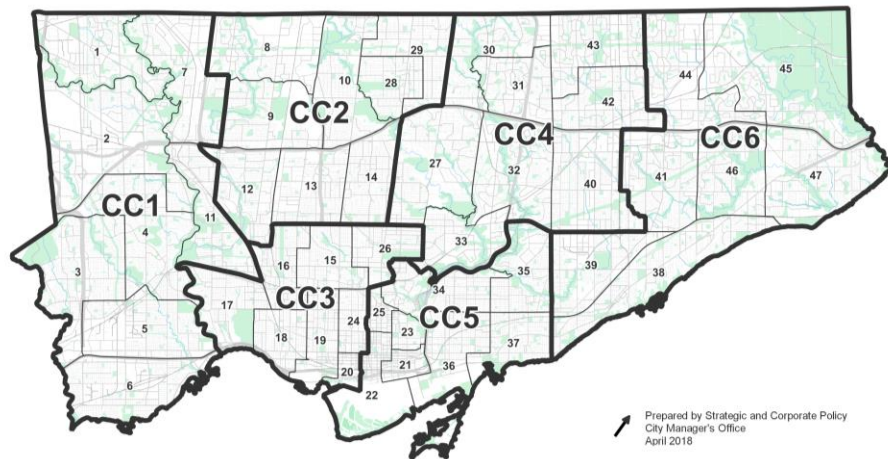
## Alternate Model 3 - Six Community Councils with Distribution of Population



**CC1** – Population (2018-2030) 450,000–481,000, Percent of Agenda Items 11%, Number of Wards 8  
**CC2** – Population (2018-2030) 446,000–484,000, Percent of Agenda Items 17%, Number of Wards 7  
**CC3** – Population (2018-2030) 408,000–506,000, Percent of Agenda Items 31%, Number of Wards 8  
**CC4** – Population (2018-2030) 486,000–511,000, Percent of Agenda Items 17%, Number of Wards 8  
**CC5** – Population (2018-2030) 473,000–498,000, Percent of Agenda Items 19%, Number of Wards 8  
**CC6** – Population (2018-2030) 505,000–527,000, Percent of Agenda Items 5%, Number of Wards 8



## Alternate Model 4 - Six Community Councils with Distribution of Agenda Items and Wards



**CC1** – Population (2018-2030) 486,000–529,000, Percent of Agenda Items 14%, Number of Wards 8

**CC2** – Population (2018-2030) 453,000–488,000, Percent of Agenda Items 14%, Number of Wards 8

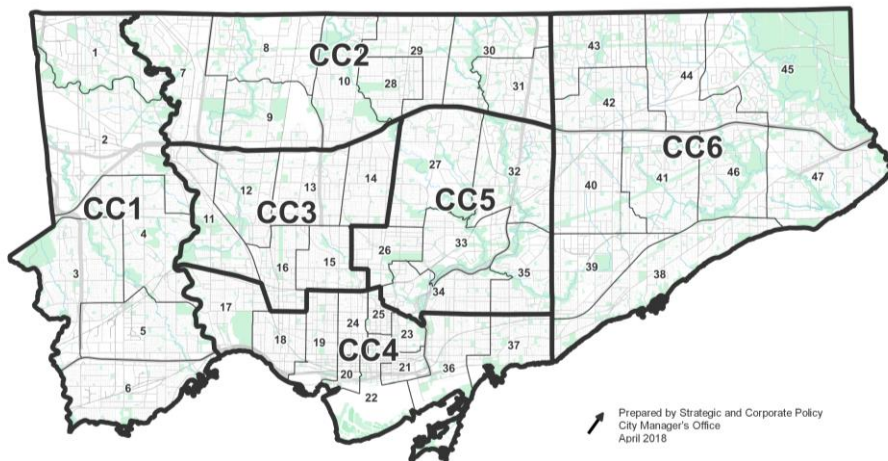
**CC3** – Population (2018-2030) 468,000–514,000, Percent of Agenda Items 27%, Number of Wards 8

**CC4** – Population (2018-2030) 499,000–521,000, Percent of Agenda Items 11%, Number of Wards 8

**CC5** – Population (2018-2030) 428,000–497,000, Percent of Agenda Items 28%, Number of Wards 8

**CC6** – Population (2018-2030) 433,000–457,000, Percent of Agenda Items 6%, Number of Wards 7

## Alternate Model 5 - Six Community Councils Aligned to Historic Communities



**CC1** – Population (2018-2030) 369,000–403,000, Percent of Agenda Items 10%, Number of Wards 6

**CC2** – Population (2018-2030) 451,000–485,000, Percent of Agenda Items 11%, Number of Wards 8

**CC3** – Population (2018-2030) 360,000–379,000, Percent of Agenda Items 15%, Number of Wards 6

**CC4** – Population (2018-2030) 587,000–691,000, Percent of Agenda Items 43%, Number of Wards 11

**CC5** – Population (2018-2030) 369,000–385,000, Percent of Agenda Items 14%, Number of Wards 6

**CC6** – Population (2018-2030) 630,000–664,000, Percent of Agenda Items 7%, Number of Wards 10



## Appendix 2

### Additional Background

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July 2003, City Council Report No. 7 of the Policy and Finance Committee "Four Community Councils" adopting a four community council model.

<https://www.toronto.ca/legdocs/2003/agendas/council/cc030722/pof7rpt/cl001.pdf>

March 2004 City Council approved Item 9, Report No. 2 of the Policy and Finance Committee "Proposed Adjustments to the Boundaries of the Toronto South Community Council and the Toronto West community Council" adopting the current community council boundaries.

<https://www.toronto.ca/legdocs/2004/agendas/council/cc040301/pof2rpt/cl009.pdf>

November 2016, City Council approved EX18.2 "Follow-up Report on the Toronto Ward Boundary Review," adopting new ward boundaries. The report also includes a summary of key implementation activities and timelines to adjust Toronto's ward boundaries.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX18.2>

December 2017, the Ontario Municipal Board rendered its decision and affirmed the City of Toronto's ward boundary bylaws with a slight change to the boundary between Ward 33 and Ward 34.

<https://www.omb.gov.on.ca/ecs/CaseDetail.aspx?n=MM170033>

### Additional Resources

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- City of Toronto Open Data: [www.toronto.ca/Open](http://www.toronto.ca/Open)
  - [City Wards](#)
  - [Council and Standing Committee Meeting Statistics](#)
  - [Community Council Boundaries](#)
- Community Council Area Profiles: [www.toronto.ca/community-council-area-profiles](http://www.toronto.ca/community-council-area-profiles)
  - [2011 Etobicoke York Community Council Area Census Profile](#)
  - [2011 North York Community Council Area Census Profile](#)
  - [2011 Scarborough Community Council Area Census Profile](#)
  - [2011 Toronto and East York Community Council Area Census Profile](#)
- Toronto Ward Boundary Review – [www.toronto.ca/wardboundaries](http://www.toronto.ca/wardboundaries)

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## Appendix 3

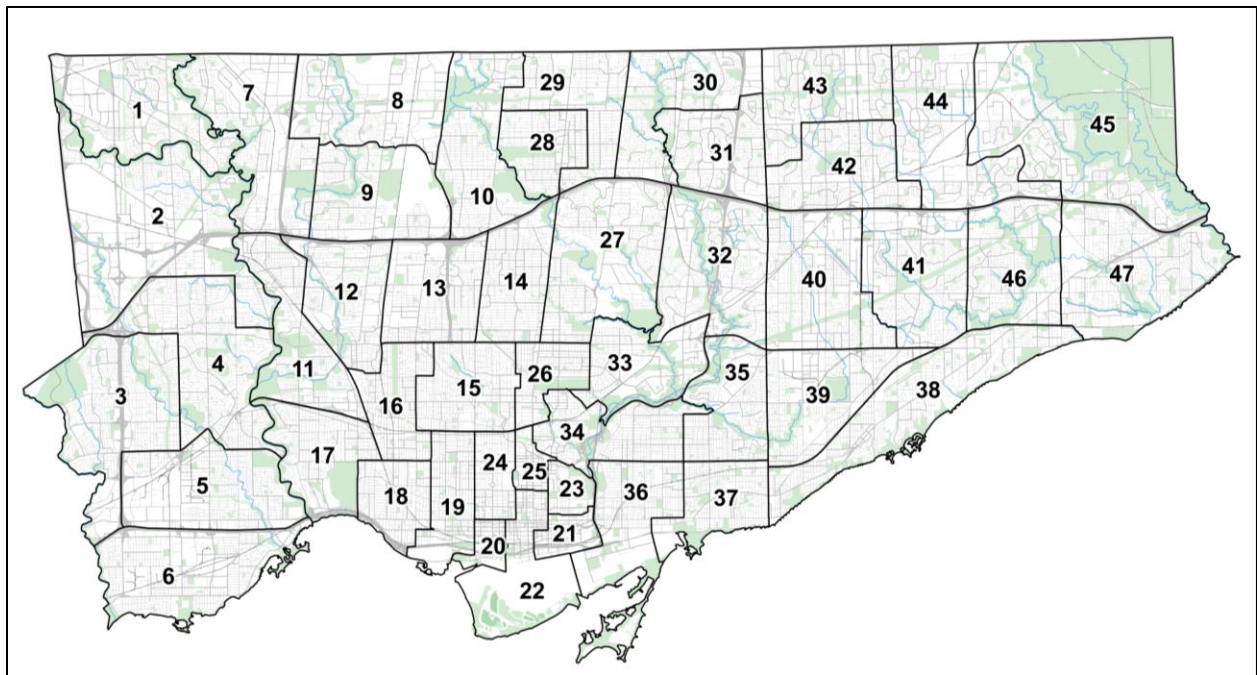
### Toronto Community Council Boundary Feedback Form

Complete Online: [www.toronto.ca/CommunityCouncilBoundaries](http://www.toronto.ca/CommunityCouncilBoundaries)

1. Which option in this paper do you prefer?  
☐ Option A (Minimal Change)  
☐ Option B (Distribution of Agenda items)  
☐ Option C (Distribution of Population)  
☐ None of the above
2. What do you like or not like about the options above? Are there features you would like to see in the final model that have not been considered?

3. Which wards would you put into Community Councils?

Use the map on the following page to find the numbers for the new 47 wards	
Community Council	List the Wards In Each Community Council
1	
2	
3	
4	
5	
6	
Any additional Community Councils	



4. How will the Community Council model you created in Question 3 support the City?

5. Have you ever attended a City of Toronto Community Council meeting?

☐ Yes ☐ No

6. How much would a change in your Community Council boundary impact your interactions with the City?

☐ Significantly ☐ Somewhat ☐ Not at All

7. What are the first 3 characters of your Postal Code (for example A1A)?

Thank you for your feedback.