

TO:	CHAIR AND MEMBERS CORPORATE SERVICES COMMITTEE MEETING ON MAY 23, 2017
FROM:	CATHY SAUNDERS CITY CLERK
SUBJECT:	REVIEW OF CITY OF LONDON WARD BOUNDARIES

RECOMMENDATION

That, on the recommendation of the City Clerk, the attached proposed by-law BE INTRODUCED at the Municipal Council meeting to be held on May 30, 2017 to set out the City of London’s ward boundaries in preparation for the 2018 Municipal Election.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

Corporate Services Committee – February 27, 2017 – Proposed By-law to Amend City of London Ward Boundaries Public Participation Meeting

Corporate Services Committee – January 24, 2017 – Review of City of London Ward Boundaries

Corporate Services Committee – January 10, 2017 – Review of City of London Ward Boundaries – Public Participation Meeting

Corporate Services Committee – July 19, 2016 – Amendments to the *Municipal Elections Act*

Finance and Administration Committee – May 4, 2011 – Proposed Ward Boundary Review Policy

Governance Task Force – March 10, 2009 – Final Report of the Governance Task Force

PURPOSE

In response to the Corporate Services Committee direction on February 27, 2017, this report incorporates the 2016 Census Data and additional public input in order to provide the Corporate Services Committee with proposed adjustments to London’s current ward boundaries in preparation for the 2018 Municipal Election.

BACKGROUND

Municipal Council, at its meeting held on March 2, 2017 resolved:

The Civic Administration BE DIRECTED to report back to the Corporate Services Committee (CSC) following a review of the comments made during the public participation meeting, as well as a review of the 2016 Census Data with respect to any proposed additional and/or revised ward boundary adjustments; it being noted that the Councillors representing the affected proposed ward boundary adjustments are encouraged to seek public input in their wards; it being further noted that the above-noted report back will endeavour to be brought forward to allow for any changes to be in effect for the 2018 Municipal Election; it being noted that the CSC received the attached presentation from S. Corman, Manager, Licensing and Elections; it being pointed out that at the public participation meeting associated with this matter, the individuals indicated on the attached public participation meeting recorded oral submissions in connection therewith.

Since the City of London’s last comprehensive ward boundary review in 2006, London has experienced a population growth of 8.7% (Statistics Canada). On February 8, 2017, the 2016 Census population and dwelling counts were released. Previous to the release of this data, the Civic Administration had provided the Municipal Council with 2016 ward population estimates based on development projections with the 2011 Census numbers. The 2016 Census Data has provided the Civic Administration with a more accurate reflection of London’s current population count. This report provides ward boundary adjustment options for the Municipal Council to consider based on the 2016 Census Data.

This report does not explore the following topics in detail, except in summary form, in order to provide context, nor does it fully restate information that has already been provided in earlier reports on this matter.

Status Quo: 2016 Census Data

- Table 1 shows the 2016 Census population count by ward
 - **Optimal size** under effective representation will be characterized +/- 10% on either side of the average size.
 - **Below/Above Optimal** is classified as +/- 10% to 25%.
 - **Outside Range** is when the population is greater or lower by 25% from the average ward population size. The first priority would be to address the wards classified as **outside range**.
- As the student population is not captured in the Census Data, Table 1 does not capture the non-permanent students currently residing in the City of London.

Table 1: Status Quo

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-5.73%
Ward 2	25,015	-8.76%
Ward 3	25,532	-6.87%
Ward 4	29,207	6.53%
Ward 5	30,887	12.66%
Ward 6	19,876	-27.50%
Ward 7	34,184	24.69%
Ward 8	30,057	9.63%
Ward 9	31,371	14.43%
Ward 10	26,712	-2.57%
Ward 11	29,173	6.41%
Ward 12	29,769	8.58%
Ward 13	21,905	-20.10%
Ward 14	24,288	-11.41%
Total Population	383,822	
Average Ward Pop.	27,416	

Table 2: Average Ward Size

Census Year	Population	Number of Wards	Average population/ward
2001	336,540	7	48,077
2006	352,545	14	25,182
2011	366,151	14	26,154
2016	383,822	14	27,416

As indicated above, London’s current average ward population is **27,416**.

Post-Secondary Student Population

As noted in the ‘Review of City of London’s Ward Boundaries’ report dated on January 10th, 2017, students are not captured in the Census Data unless their permanent residence is listed as London and are not captured through Municipal Property Assessment Corporation data unless their name has been provided through enumeration forms or other documentation. As a result, the Civic Administration proceeded with contacting post-secondary institutions in London to enquire about the total enrolment, requirements about updating addresses and postal codes, the number of students living in on-campus residence and any information regarding the approximate number of students living in off-campus housing.

Western University and affiliate University Colleges (Brescia, Huron, and Kings) provided the City with the current number of students in residence and the current total enrolment. Western University and the affiliated University Colleges do not require students to update their postal codes (or addresses). Western University’s Off-Campus Housing Service did state that approximately

25,000 students are accommodated off-campus in private sector dwellings. That being the case, how these students are distributed across each ward is unknown.

Fanshawe College also provided the City with the current total enrolment and the current number of students in residence. The college was unable to provide estimates regarding the number of Fanshawe students who require off-campus housing but information provided by Western University's Off-Campus Housing Service indicated that approximately 8,000 Fanshawe students live in private sector dwellings. That being the case, how these students are distributed across each ward is unknown. Additionally, Fanshawe does not require students to update their postal codes or addresses.

With this information, the Civic Administration proceeded by incorporating the number of students living in on-campus residences provided by London's major post-secondary institutions to adjust the 2016 Census Population by Ward Count.

Table 3: Number of Students Living in On-Campus Residence at London's Post-Secondary Schools

Post-Secondary Institution	Number of Students Living On-Campus
Western	6,804
Brescia	321
Huron	263
Kings	309
Total – Ward 6	7,697
Fanshawe	1,618
Total – Ward 3	1,618

Table 4: Population by Ward Count 2016 Adjusted by Students Living On-Campus

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-7.96%
Ward 2	25,015	-10.92%
Ward 3	27,150	-3.32%
Ward 4	29,207	4.01%
Ward 5	30,887	9.99%
Ward 6	27,573	-1.81%
Ward 7	34,184	21.73%
Ward 8	30,057	7.04%
Ward 9	31,371	11.72%
Ward 10	26,712	-4.88%
Ward 11	29,173	3.89%
Ward 12	29,769	6.01%
Ward 13	21,905	-21.99%
Ward 14	24,288	-13.51%
Average Ward Pop.	28,081	

Based upon the comments from the public at the public participation meeting held on February 27, 2017, the Civic Administration has examined methodologies for incorporating students living off-campus into the current population numbers. In researching the methodologies other municipalities have used, the Civic Administration has found that there is no consistent methodology. A summary of the various methodologies is attached as Appendix 'A'.

Staff contacted the City's two post-secondary institutions to determine where the off-campus student population resides in London. Information regarding the location of off-campus students from Fanshawe College was not made available to City Staff. Therefore, only the on-campus count of Fanshawe students (1,618) was included and allocated to Ward 3.

Western University provided the results of their 2012 Student Location Survey based on total enrollment. This survey plotted students based on their postal code according to student addresses on file. City staff adjusted total Western enrollment to account for those students who live in London permanently, and are most likely already captured by the 2016 census. 15.2% of respondents from the Western Student Location Survey did not state where they lived, and therefore were not counted.

It should be noted that while students are encouraged to update their address information, it is on a voluntary basis only, and there is no requirement to update their address when they move.

A total of **19 426** students were added to the 2016 census population for London, plotted by postal code or residence, and then re-divided into wards. Staff will continue to work with the post-secondary institutions to try to refine the available data, however, it should be recognized that the inclusion of post-secondary students in the total population counts is an estimate only.

Table 5: Population by Ward Count 2016 Adjusted by On and Off-Campus Students

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-10.27%
Ward 2	25,015	-13.15%
Ward 3	27,150	-5.74%
Ward 4	30,341	5.34%
Ward 5	31,916	10.81%
Ward 6	28,927	0.43%
Ward 7	37,523	30.27%
Ward 8	32,619	13.25%
Ward 9	31,371	8.91%
Ward 10	26,712	-7.26%
Ward 11	29,509	2.45%
Ward 12	29,769	3.35%
Ward 13	22,262	-22.71%
Ward 14	24,288	-15.68%
Total Population	403,248	
Average Ward Pop.	28,803	

PROPOSALS FOR CONSIDERATION

Status Quo

- As outlined above, make no changes to the current ward boundary structure.

South London Proposal

- Corporate Services Committee recommended staff bring forward a revised by-law that incorporates the following additional proposed ward boundary changes to those contained in the staff report dated January 10, 2017.
- The Civic Administration has updated information on these areas based on 2016 Census Data.

Ward 9 Sub-Area Legendary/Bateman Trail to Ward 12

- The area bounded by White Oak Road (East), Exeter Road (South), Wonderland Road South (West), Wharncliffe Road South and Southdale Road East (North).
- Using these boundaries would mean a population movement of 1,637 from Ward 9 to Ward 12.
- The suggested ward boundaries between Ward 9 and Ward 12 would use major north-south and east-west arterial roads – Southdale Road East, Wharncliffe Road South and Wonderland Road South – in keeping with the guiding principle of ‘infrastructure boundaries’.
- Prior to 2010, this area was located within the boundaries of Ward 12 and was part of the White Oaks community of interest.
- The move of this area into Ward 12 would also bring Longwoods Planning District into the boundaries of one ward.

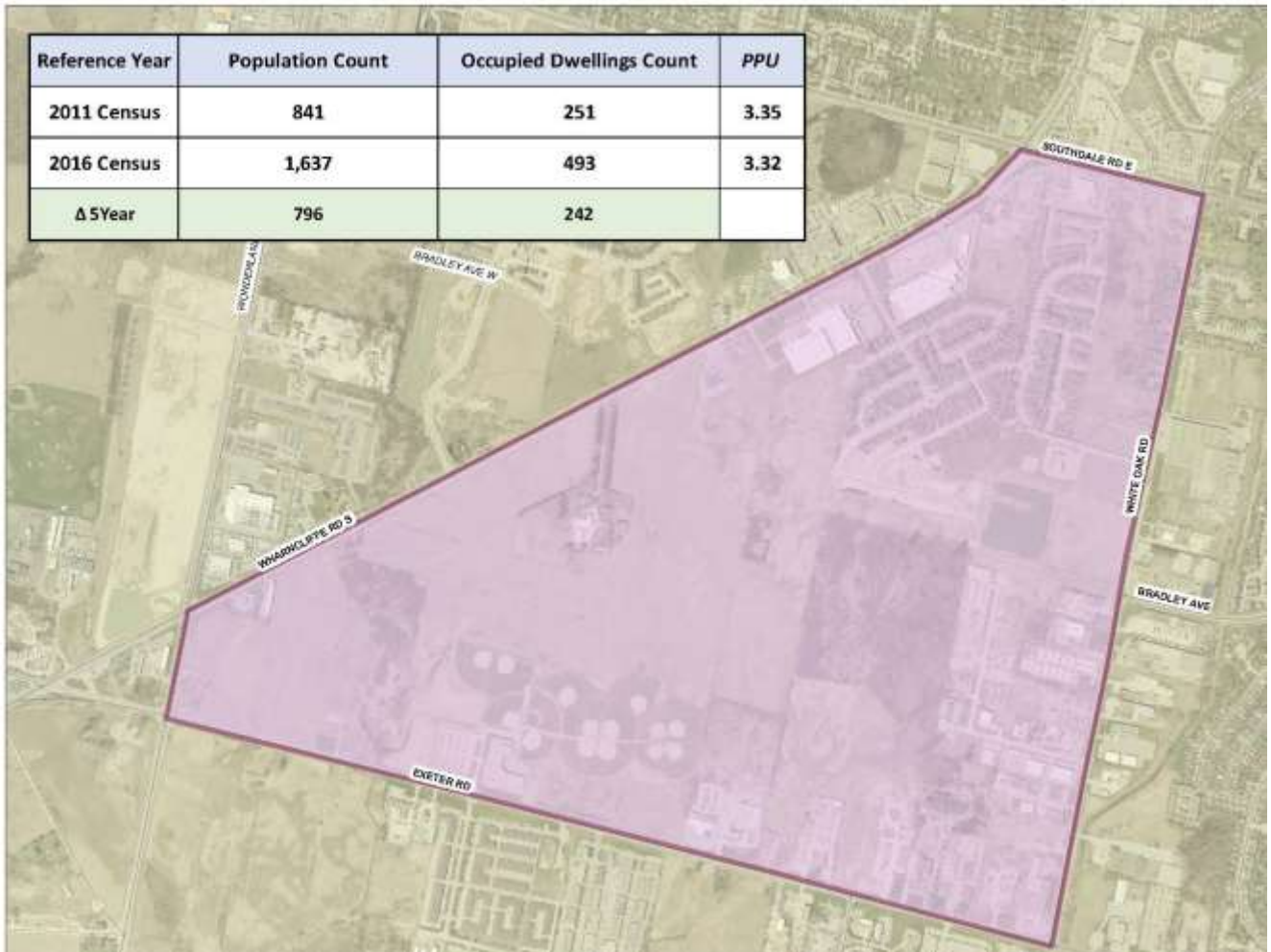
Ward 9 Sub-Area Singleton Ave to Ward 10

- The area bounded by Wonderland Road South (West), Southdale Road West (North), and Wharncliffe Road (East).
- Using these boundaries would mean a population movement of 1,717 from Ward 9 to Ward 10.
- The ward boundaries between Ward 9 and Ward 10 would be redivided using major north-south arterial road Wonderland Road South and the ward boundaries between Ward 10 and Ward 12 would be redivided by north-south arterial road Wharncliffe Road South – in keeping with the principle ‘infrastructure boundaries’.

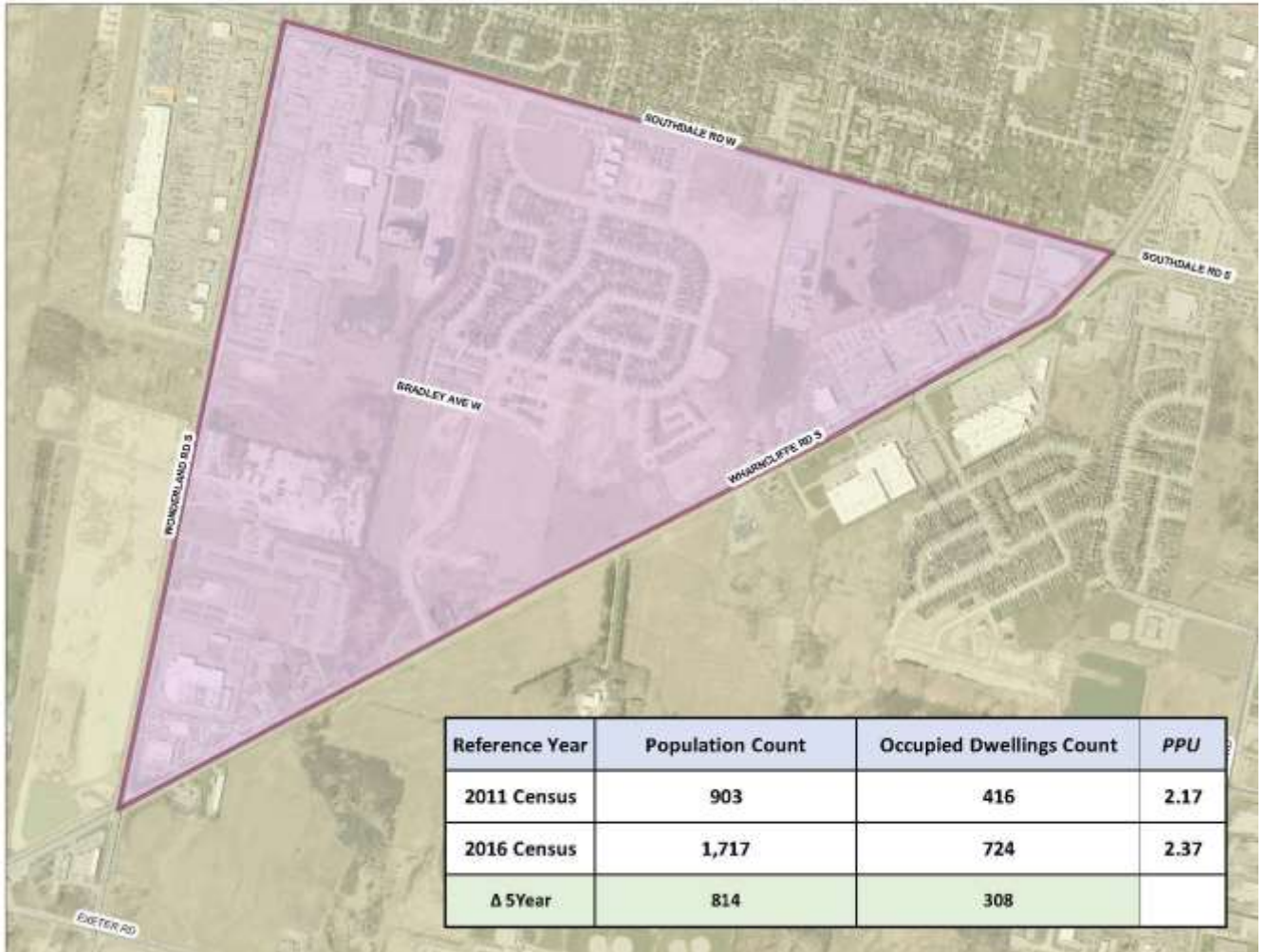
Table 6: Legendary/Bateman Trail to Ward 12 and Singleton Ave to Ward 10

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-10.27%
Ward 2	25,015	-13.15%
Ward 3	27,150	-5.74%
Ward 4	30,341	-5.34%
Ward 5	31,916	10.81%
Ward 6	28,927	0.43%
Ward 7	37,523	30.27%
Ward 8	32,619	13.25%
Ward 9	28,017	-2.73%
Ward 10	28,429	-1.30%
Ward 11	29,509	2.45%
Ward 12	31,406	9.04%
Ward 13	22,262	-22.71%
Ward 14	24,288	-15.68%
Average Ward Pop.	28,803	

Ward 9 Sub-Area Profile - Legendary/Bateman Trail



Ward 9 Sub-Area Profile - Singleton Ave



These two adjustments result in a total population of 3,354 leaving Ward 9. The adjusted population for Ward 9 remains at an optimal size to the average ward size with a variance of -0.23%. The Ward 9 to Ward 10 adjustment will bring the population variance in Ward 10 from -4.88% to +1.24%, which means Ward 10 remains an optimal ward size. The Ward 9 to Ward 12 adjustment will bring the population variance in Ward 12 from 6.01% to +11.84%. Although a population variance of 11.84% in Ward 12 is above optimal size, this adjustment is justified by maintaining the White Oaks community of interest. The impact on the principle of 'effective representation' remains within the +/- 25% acceptable range for the 2018 Municipal Election.

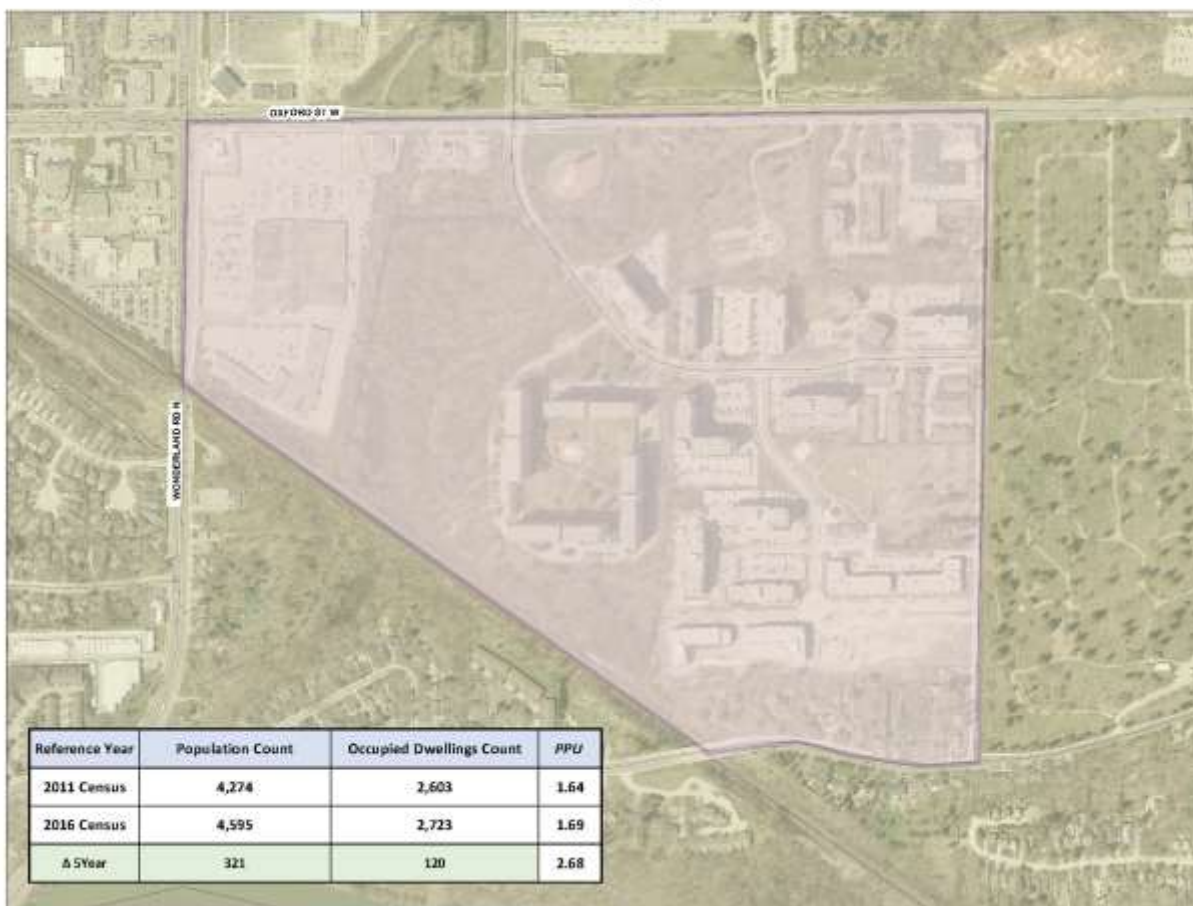
Ward 8 Sub-Area Proudfoot/Sugarcreek to Ward 13

- Labeled in previous reports as the “Movement of Poll Area 8-1 into Ward 13”
- Recent condominium and high-rise developments on Beaverbrook Avenue and Sugarcreek Trail have created a larger community of interest and these proposed boundary adjustments keep the area within a single ward rather than split between Ward 8 and Ward 13.
- The west ward boundary for Ward 13 (east for Ward 8) is currently Beaverbrook Avenue, with a small portion of Riverside Drive. The recommendation is to extend this boundary to the CN Railway (South) and arterial roads – Wonderland Rd. S (West), Oxford St. W. (North) in keeping with the guiding principle of ‘infrastructure boundaries’.
- The adjustment will achieve a more balanced population distribution in Ward 13 by increasing the population by 4,595 people and bringing the population variance from -21.99% to -5.63%. The impact on the principle of ‘effective representation for Ward 8 remains classified as an optimal size ward for the 2018 Municipal Election moving from a population variance of +7.04% to -9.33%.

Table 7: Proudfoot/Sugarcreek to Ward 13

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-10.27%
Ward 2	25,015	-13.15%
Ward 3	27,150	-5.74%
Ward 4	30,341	5.34%
Ward 5	31,916	10.81%
Ward 6	28,927	0.43%
Ward 7	37,523	30.27%
Ward 8	28,024	-2.71%
Ward 9	28,017	-2.73%
Ward 10	28,429	-1.30%
Ward 11	29,509	2.45%
Ward 12	31,406	9.04%
Ward 13	26,857	-6.76%
Ward 14	24,288	-15.68%
Average Ward Pop.	28,803	

Ward 8 Sub-Area Profile - Proudfoot/Sugarcreek



North London – Ward 7

At the Corporate Services Committee meeting on January 10, 2017, the Civic Administration was directed to consider potential boundary adjustments where the highest growth wards do not continue to have the highest population numbers in order to mitigate the need for future adjustments.

Since the City of London's last comprehensive ward boundary review in 2006, Ward 7 has experienced the highest growth due to extensive residential development in the Fox Field and Hyde Park Neighbourhoods.

Currently Ward 7 has a population of 34,184 and a variance of +30.27%, which is above the optimal size of the average ward. Residential development is continuing to rise and boundary adjustments with neighbouring wards may be necessary to maintain effective representation for the 2018 Municipal Election. Below are the following potential adjustments to rectify Ward 7's population variance from the average ward size. As a response, the Civic Administration has brought forward suggested adjustments in the Masonville, Gainsborough, Attawandaron, Chapman Court and Western Road areas.

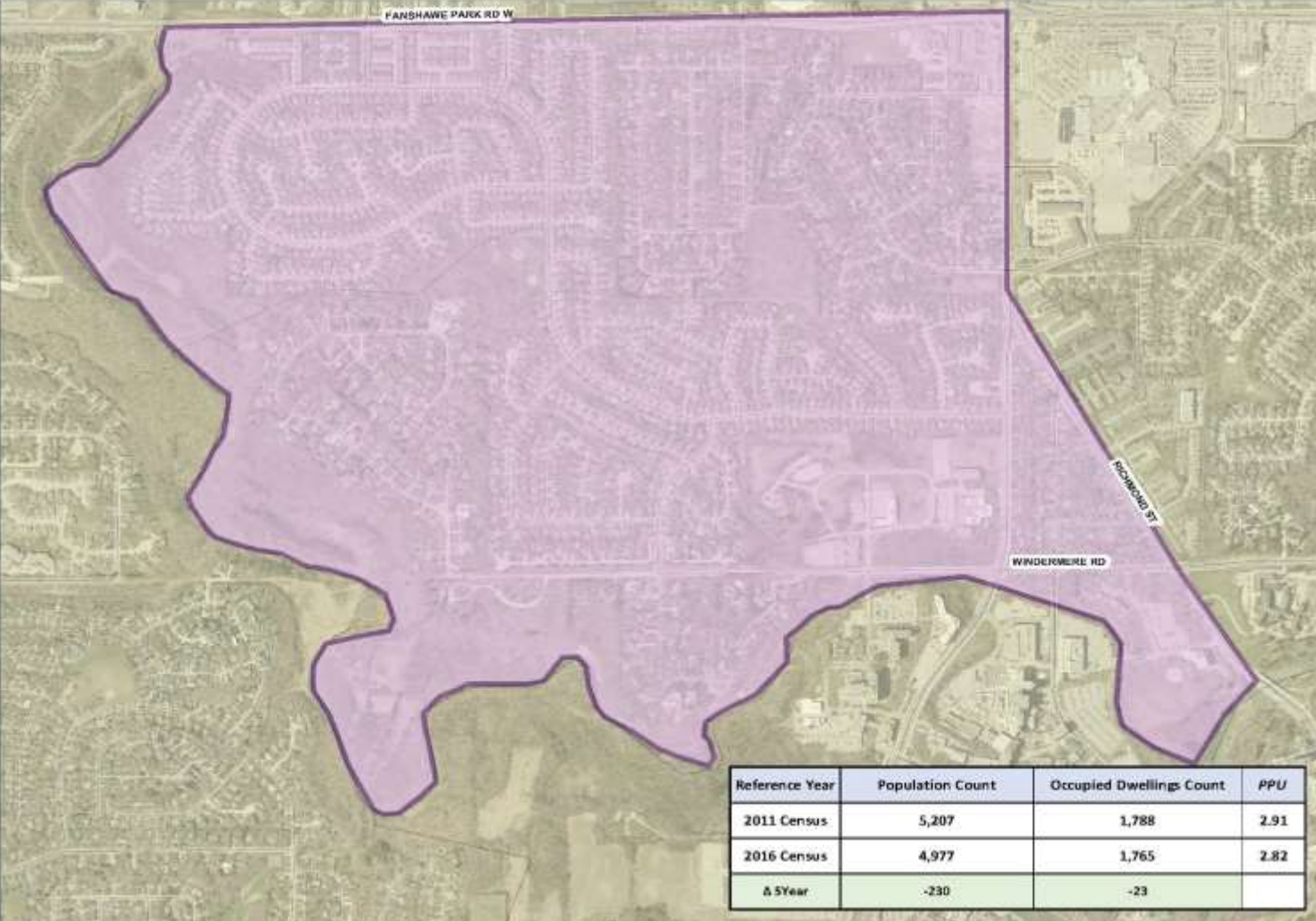
Option 1: Ward 7 Sub-Area Masonville to Ward 6

- The area bounded by Richmond Street North (West), Fanshawe Park Road West (North), Medway Creek (East), and along the Thames River (South) be moved to Ward 6.
- This adjustment would affect a population of 5,177.
- The adjusted population for Ward 7 becomes 32,346 with a population variance of 12.30%, which is above the optimal ward size. This adjustment from Ward 6 to Ward 7 allows for further population growth in Ward 7.
- The adjustment will bring the population variance in Ward 6 from -2.71% to +18.40%, which is above the optimal range from the average ward population.
- As both ward populations remain in the +/- 25% acceptable range from the average ward size, the adjustment adheres to the principle of 'effective representation'.
- The adjusted ward boundaries between Ward 6 and Ward 7 would use the east-west arterial road Fanshawe Park Road West, keeping with the principle of 'infrastructure boundaries'.
- Consideration was also given to natural boundaries by dividing Ward 7 on the eastern boundary with the Medway Creek.
- The adjustment of Masonville Area to Ward 6 would include moving Masonville PS which may impact citizens remaining in Ward 7 who have children attending Masonville PS.

Table 8: Masonville Area to Ward 6

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-10.27%
Ward 2	25,015	-13.15%
Ward 3	27,150	-5.74%
Ward 4	30,341	5.34%
Ward 5	31,916	10.81%
Ward 6	34,104	18.40%
Ward 7	32,346	12.30%
Ward 8	28,024	-2.71%
Ward 9	28,017	-2.73%
Ward 10	28,429	-1.30%
Ward 11	29,509	2.45%
Ward 12	31,406	9.04%
Ward 13	26,857	-6.76%
Ward 14	24,288	-15.68%
Average Ward Pop.	28,803	

Ward 7 Sub-Area Profile - Masonville



Reference Year	Population Count	Occupied Dwellings Count	PPU
2011 Census	5,207	1,788	2.91
2016 Census	4,977	1,765	2.82
Δ 5Year	-230	-23	

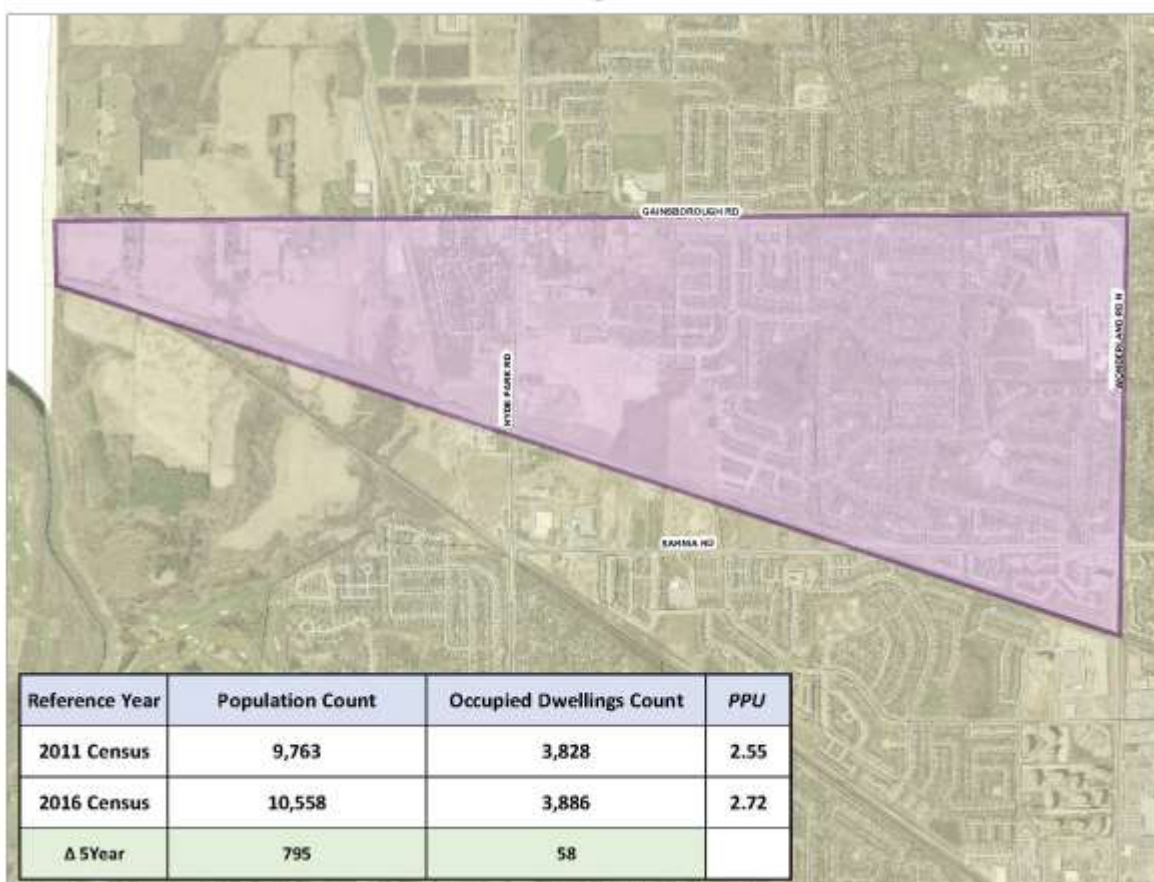
Option 2: Ward 7 Sub Area Gainsborough to Ward 8

- The area bounded by the Gainsborough Road (North), Wonderland Road North (East), Canadian National Railway (South), and the city limit (West).
- This adjustment would be a population of 10,408.
- The adjusted population for Ward 7 becomes 27,115 with a population variance of -5.86%, which is in the optimal range from the average ward size. This adjustment allows for significant growth in Ward 7.
- The adjusted population for Ward 8 becomes 38,432 and the population variance increases from -2.71% to +33.43% with this adjustment, which means that the population variance is outside the acceptable range from the average ward size. This adjustment does not achieve the principle of 'effective representation'.
- The adjusted ward boundaries between Ward 7 and Ward 8 would use the east-west arterial road Gainsborough Road.

Table 9: Gainsborough Area to Ward 8

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-10.27%
Ward 2	25,015	-13.15%
Ward 3	27,150	-5.74%
Ward 4	30,341	5.34%
Ward 5	31,916	10.81%
Ward 6	28,927	0.43%
Ward 7	27,115	-5.86%
Ward 8	38,432	33.43%
Ward 9	28,017	-2.73%
Ward 10	28,429	-1.30%
Ward 11	29,509	2.45%
Ward 12	31,406	9.04%
Ward 13	26,857	-6.76%
Ward 14	24,288	-15.68%
Average Ward Pop.	28,803	

Ward 7 Sub-Area Profile - Gainsborough



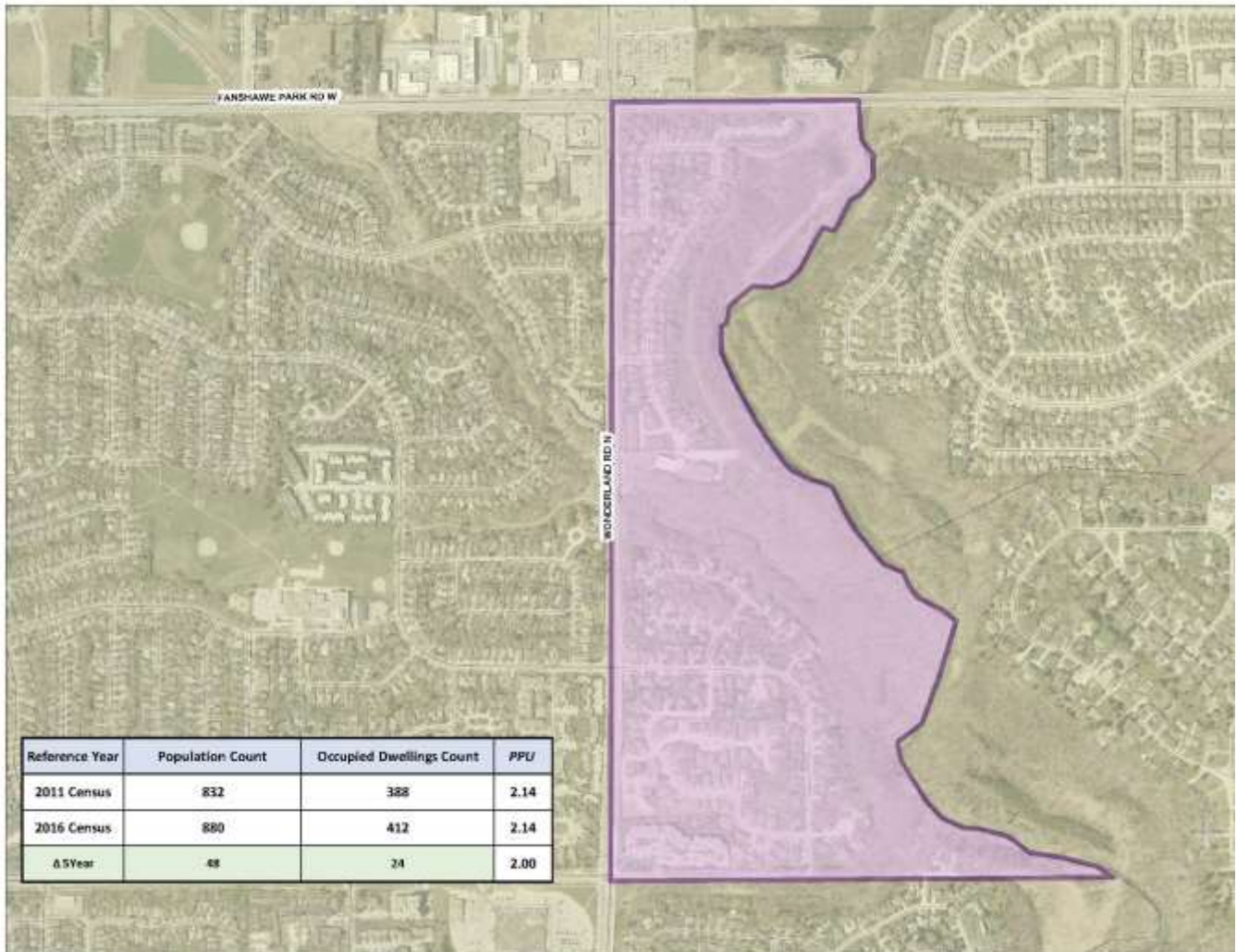
Option 3: Ward 7 Sub-Area Attawandaron into Ward 6

- The area bounded by the Medway Creek (West), Windermere Road (South), Wonderland Road North (West), and Fanshawe Park Road West (North).
- This adjustment would be a population of 930.
- The adjusted population for Ward 7 becomes 36,593 with a population variance of 27.04%, which is in the outside range from the average ward size. This adjustment from Ward 6 to Ward 7 does not allow for growth in Ward 7.
- The adjusted population for Ward 6 becomes 29,857 which increases the population variance from +.043% to +3.66. The population variance remains in the optimal range from the average ward size with this adjustment.
- The adjusted ward boundaries between Ward 6 and Ward 7 would use the east-west arterial road Fanshawe Park Road West, keeping with the principle of 'infrastructure boundaries'.
- Consideration was also given to natural boundaries by dividing Ward 6 on the eastern boundary with the Medway Creek.
- It was brought to the Civic Administration's attention during public consultation that there is a community of interest within Ward 6 and the Attawandaron Area. Many children living East of Wonderland Rd N. in Ward 7 attend Orchard Park PS located in Ward 6, while those West of Wonderland Rd. N mostly attend a different school.

Table 10: Attawandaron Area into Ward 6

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-10.27%
Ward 2	25,015	-13.15%
Ward 3	27,150	-5.74%
Ward 4	30,341	5.34%
Ward 5	31,916	10.81%
Ward 6	29,857	3.66%
Ward 7	36,593	27.04%
Ward 8	28,024	-2.71%
Ward 9	28,017	-2.73%
Ward 10	28,429	-1.30%
Ward 11	29,509	2.45%
Ward 12	31,406	9.04%
Ward 13	26,857	-6.76%
Ward 14	24,288	-15.68%
Average Ward Pop.	28,803	

Ward 7 Sub-Area Profile - Attawandaron Area



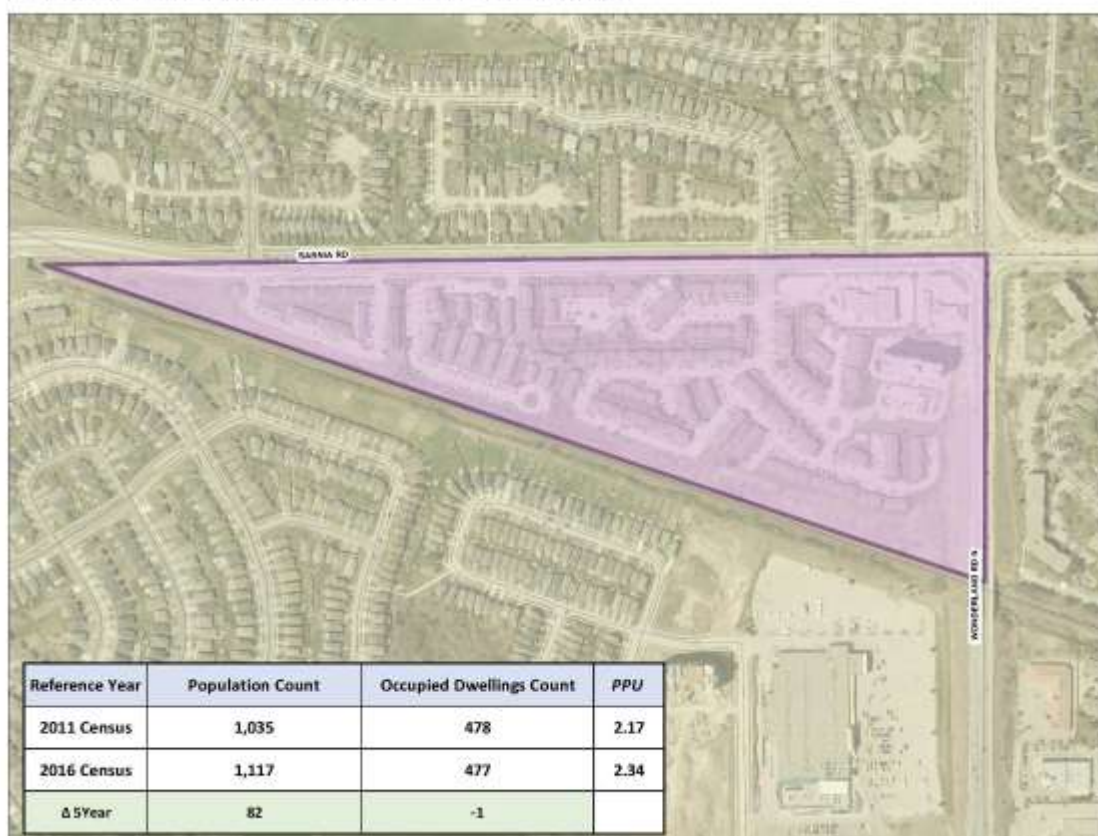
Option 4: Ward 7 Sub-Area Chapman Court into Ward 8

- The area bounded by the Sarnia Road (North), Wonderland Road North (West), and the Canadian National Railway (South).
- This adjustment would be a population of 1,367.
- The adjusted population for Ward 7 becomes 36,156 with a population variance of +25.53%, which is in the outside range and does not allow for significant future growth in Ward 7.
- The adjusted population for Ward 8 becomes 29,391 and the population variance increases from -2.71% to +2.04% with this adjustment, which means that the population variance is in the optimal range from the average ward size.
- The adjusted ward boundaries between Ward 7 and Ward 8 would use the east-west arterial road Sarnia Road.
- The adjustment of Chapman Court to Ward 8 may impact citizens with children attending Wilfrid Jury PS as this school would remain in Ward 7.

Table 11: Chapman Court Area into Ward 8

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	2.45%
Ward 2	25,015	-13.15%
Ward 3	27,150	-5.74%
Ward 4	30,341	5.34%
Ward 5	31,916	10.81%
Ward 6	28,927	0.43%
Ward 7	36,156	25.53%
Ward 8	29,391	2.04%
Ward 9	28,017	-2.73%
Ward 10	28,429	-1.30%
Ward 11	29,509	2.45%
Ward 12	31,406	9.04%
Ward 13	26,857	-6.76%
Ward 14	24,288	-15.68%
Average Ward Pop.	28,803	

Ward 7 Sub-Area Profile - Chapman Court



Option 5: Ward 7 Sub-Area Western Road into Ward 5

- The area bounded by Richmond St (East), Western Rd (West), Windermere Rd (South), Canterbury Rd (running North-South), and the existing Ward 6/7 boundary.
- This adjustment would be a population of 200.
- The adjusted population for Ward 7 becomes 37,323 with a population variance of +29.58%, which is outside the acceptable range of the average ward size. This adjustment does not achieve the principle of 'effective representation'.
- The adjusted population for Ward 5 becomes 32,116 and the population variance increases from +10.81% to +11.50%, which is above the optimal range from the average ward size.
- The impact on the principle of 'effective representation' remains within +/- 25% acceptable range for Ward 5.
- The adjusted ward boundaries between Ward 5 and Ward 7 would use the north-south arterial road Western Rd, keeping with the principle of 'infrastructure boundaries'.
- Consideration was also given to the existing boundary between Wards 6 and Ward 7.

Table 12: Western Road Area into Ward 5

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-10.27%
Ward 2	25,015	-13.15%
Ward 3	27,150	-5.74%
Ward 4	30,341	5.34%
Ward 5	32,116	11.50%
Ward 6	28,927	0.43%
Ward 7	37,323	29.58%
Ward 8	28,024	-2.71%
Ward 9	28,017	-2.73%
Ward 10	28,429	-1.30%
Ward 11	29,509	2.45%
Ward 12	31,406	9.04%
Ward 13	26,857	-6.76%
Ward 14	24,288	-15.68%
Average Ward Pop.	28,803	



Combined Options 3, 4, & 5: Attawandaron Area Ward 7 Sub-Area into Ward 6, Chapman Court Area Ward 7 Sub-Area into Ward 8, and Western Road Sub-Area Ward 7 into Ward 5

- Combining these three adjustments will provide for a lower population in Ward 7 and will distribute a total population of 2,497 among three wards.
- The adjusted population for Ward 7 becomes 35,026 with a population variance of +21.60%, which is above the optimal range from the average ward size.
- The adjusted population for Ward 6 is 29,857 with a population variance of +3.66%, which is in the optimal range from the average ward size.
- The adjusted population for Ward 8 is 29,391 with a population variance of +2.04%, which is in the optimal range from the average ward size.
- The adjusted population for Ward 5 is 32,116 with a population variance of +11.50%, which is above the optimal range from the average ward size.
- Although these adjustments result in Ward 7 and Ward 5 having population variances above the optimal range from the average ward size, they remain within +/- 25% acceptable range.

Table 13: Attawandaron Area to Ward 6, Chapman Court into Ward 8, and Western Road Area into Ward 5

Electoral Ward Profile (2016)	2016 Population Count	Population Variance from Average
Ward 1	25,846	-10.27%
Ward 2	25,015	9.04%
Ward 3	27,150	-5.74%
Ward 4	30,341	5.34%
Ward 5	32,116	11.50%
Ward 6	29,857	3.66%
Ward 7	35,026	21.60%
Ward 8	29,391	2.04%
Ward 9	28,017	-2.73%
Ward 10	28,429	-1.30%
Ward 11	29,509	2.45%
Ward 12	31,406	9.04%
Ward 13	26,857	-6.76%
Ward 14	24,288	-15.68%
Average Ward Pop.	28,803	

Adjust the boundary between Wards 6 and 7 along the Medway Creek to include two properties that are currently separated from their community of interest

- This minor adjustment will include the Orchard Park Sherwood Forest Ratepayers within a single ward rather than split between Ward 6 and Ward 7.
- The north ward boundary for Ward 6 will be adjusted to run along Gainsborough Road until reaching Doncaster Avenue where the boundary will extend to the Medway Creek to incorporate two properties that are currently separated from their community of interest.
- This is also in keeping with the principle of maintaining geographical features defining natural boundaries within the municipality.
- This adjustment will have no impact on effective representation.

RELEVANT INFORMATION PROVIDED WITHIN PREVIOUS REPORTS

Under section 222(8) of the Municipal Act, 2001 a by-law to change the current ward boundaries comes into force on the day the new Council is organized, provided that the by-law is passed and any appeal to the OMB is settled prior to January 1 of the year in which the regular election is held. However, it should be noted that while the re-divided ward boundaries do not come into force until the new council is organized (December 1, 2018), Section 222(9) of the Municipal Act, 2001 requires the Clerk to conduct the 2018 Municipal Election as if the by-law was already in force.

Within the 15 days of passage of the by-law the municipality must provide a Notice of Passing together with the final date for submission of any appeals (appeals must be submitted within 45 days of the passing of the by-law).

Within 15 days of the final date for submission of an appeal, any appeals must be forwarded to the Ontario Municipal Board (OMB) together with any other information or material that the Board may require regarding the appeal(s).

The OMB would then hold a Hearing and may affirm, amend, or repeal the City's By-law. It is important to note that it could take up to 4 months to schedule a hearing with respect to ward boundary changes. Once the hearing is scheduled, it could then take up to 2 months for the OMB to reach a decision on any appeal.

The entire process, including receipt of the Decision of the OMB regarding any appeals, must be completed no later than December 31st, 2017 in order for the revised ward boundaries to be in place for the 2018 Municipal Election. If the OMB was to repeal the City's by-law, the existing boundaries would remain in place for the 2018 Municipal Election and the review process would need to be repeated, in order to propose revisions to ward boundaries for the 2022 election.

CONCLUSION

Based upon the Municipal Council's direction arising from the public input at the Corporate Services Committee meeting on February 27, 2017, the City Clerk has finalized the proposed boundary adjustments. In accordance with Council Policy, Case Law, and past Ontario Municipal Board (OMB) decisions, the City Clerk has determined that incorporating options 3, 4, and 5 as ward boundary adjustments for the 2018 Municipal Election would be in order and a by-law in its final draft form is being recommended for introduction by the Municipal Council at its meeting held on May 30, 2017, in order to implement the recommended changes to the ward boundaries. Combining options 3, 4, and 5 will allow for future growth in Ward 7 and result in a better overall population distribution in each ward. Additionally, future growth in the post-secondary student population should be easily accommodated within the proposed ward boundary configuration.

Appreciation is extended to Jaclyn Rodrigues for her assistance in the preparation of this report.

PREPARED BY:	RECOMMENDED BY:
JEANNIE RAYCROFT AND SYLVIE LAFORGE INTERNS – MUNICIPAL ELECTIONS AND SPECIAL PROJECTS	CATHY SAUNDERS CITY CLERK
SUBMITTED BY:	
SARAH CORMAN MANAGER, LICENSING & ELECTIONS	

Appendix 'A'

CITY OF KINGSTON INCORPORATING POST-SECONDARY STUDENT POPULATIONS:

SUMMARY

The OMB (in 2013) stated that while information may be inaccurate it should not be the basis for leaving students out of the determination of the electoral boundaries/system. Kingston contacted post-secondary institutions to gather information about off-campus students and worked with City staff and GIS software to map the postal codes provided in the survey and then divide them up into their respective wards. These numbers were added to the Census 2011 population figures. The population data regarding off-campus students was fairly inaccurate; to compensate the City of Kingston allocated an extra 2,500 students to known densely populated student areas. Other municipalities have stated that they do try to incorporate post-secondary students into their electoral systems but have not provided information on how they do so. Watson & Associates Economists reviewed the Kingston methodology for incorporating on and off-campus student populations and deemed it to be appropriate.

OMB Decision

(From [Toronto Ward Boundary Review Report](#)):

The by-law passed by City Council to change its ward boundaries in 2012 was appealed to the OMB on the basis that it did not provide effective representation. The appellant's main concern was that the review used the projected number of electors rather than total population, and excluded post-secondary students from the review process. In addition, they appealed on the basis that the by-law failed to recognize communities of interest, by splitting a neighbourhood association area. Prior to the appeal, Council had directed staff to seek advice from experts on how to complete population numbers including post-secondary students and children and how these might best be reflected in the district boundaries.

The OMB sided with the appellant, agreeing that total population and not electors should be the basis for determining ward boundary reviews. They found that Council acted unreasonably in adopting an option that did not include post-secondary students when determining electoral districts. It should be noted that these students represent more than 20% of the City's population. The Board stated in its decision report that "Whether that population votes or does not vote is not the issue". The role of the councillor is to represent his or her constituency or the residents in the ward, not just those who are able to vote. In addition the by-law was amended to account for the Sydenham Neighbourhood Association.

"While it may be difficult to make an accurate determination of the student population ... this should not be the basis for leaving this sector of the community out of the determination of the electoral system. Furthermore, the notion that they can be basically ignored in this exercise because they are not voters is unsound...." -OMB Member, Sylvia Sutherland

Kingston Methodology for Incorporating Post-Secondary Students

(From [City of Kingston Report 13-057](#)):

Staff contacted the City's three post-secondary institutions to determine the availability of data to enable staff to plot where students live and then allocated the student populations to the total 2011 Census population for each of the re-divided districts. While some data was available, staff was cautioned about the reliability of the data based on the address information maintained by the post-secondary institutions since any updates to reflect current addresses was provided on a voluntary basis only by the students. Staff confirmed information on the occupancy of the various on-campus student residence buildings and included those numbers in the total population counts.

Contacting the City's three post-secondary institutions to determine the availability of data to enable staff to plot where students live and then allocate the student populations to the total 2011 Census population for each of the re-divided districts; previous enumeration initiatives conducted by MPAC for student residence buildings that would have resulted in the students actually being included on the Elector's List. As a result, staff included estimates of the off-campus post-secondary students in the total population counts.

(From Report to Council April 9 2013):

Council's November 20th motion directed staff to seek advice on how post-secondary students can best be reflected in the electoral district boundary review. As outlined in Information Report 13-057, information received from Queen's University and St. Lawrence College provided total enrolment numbers, the occupancy of any on-campus residence buildings and future growth projections. Both Queen's and St. Lawrence provided a print-out of the full-time students based on their postal code according to the student address on file. Both institutions cautioned staff on the reliability of the data as there is no requirement for the students to update their address when they move. In the absence of definitive data, estimating the number and location of the off-campus student population associated with each post-secondary institution has been an ongoing challenge

Royal Military College of Canada (RMCC) As indicated in Information Report 13-057, based on information obtained from RMCC in 2011, the total number of graduate and undergraduate students was approximately 1,400. Since RMCC is a training institution for Canadian Forces Officers from across Canada, very few of the students would be from Kingston, and most are accommodated in residence buildings on campus. Based on this information, 1,350 post-secondary students at RMCC were included in the total population counts for District #12 on Revised Option 4 (Preferred boundary configuration) and Revised Option 3A (Alternate boundary configuration).

St. Lawrence College The total enrolment at the Kingston Campus is 5,200 full-time students and more than 10,000 part-time students. Information obtained in 2011 indicated that approximately 36% of full-time students at St. Lawrence list their permanent place of residence as Kingston. On that basis, approximately 1,870 full-time students would be from Kingston and 3,330 full-time students would be from outside of the Kingston area. Residence buildings on campus provide accommodation for 600 students. The balance of the students requiring housing while attending school (approximately 2,730) would be accommodated off-campus in private sector dwellings in the neighbourhoods surrounding the College. GIS staff plotted the location of the postal codes within the City based on the print-out provided by the College and the number of students within each district has been included in the post-secondary student (PSS) totals on Revised Option 4 (Preferred) and Revised Option 3A (Alternate). As noted in Information Report 13-057, the print-out appeared to include both permanent and non-permanent residents of the City

Queen's University Information Report 13-057 indicated that the total Queen's University enrolment (full-time and part-time) is 23,895 according to the 2012-2013 Enrolment Report as of November 1, 2012. Based on the address information now on file, 9,843 students (approximately 40%) listed their "current" address as Kingston. However, it should be noted that the "current" address is not necessarily the student's permanent address. On the basis of the "current" address information, that would mean that approximately 14,000 students would have a non-Kingston address.

Staff has continued to work with Queen's to try to refine the available data related to the off campus students. A print-out based on postal code information was provided by Queen's. GIS Staff plotted the location of the postal codes within the City based on the initial print-out provided by the University. After removing the postal code entries that corresponded with the on-campus student residence buildings, less than 5,000 students (4,926) had been captured by the initial postal code data

In addition, Queen's provided a copy of a 2008 study "Accommodation Location Patterns of Queen's Students" that had been prepared for the Queen's University Town-Gown & the Dean of Student Affairs. This Study was based on information from the Queen's Registrar's Office and was intended to compare the distribution of homes of undergraduate and graduate students, both within Queen's residence buildings and off-campus

In terms of the off-campus student population, staff initially had estimated a total of 8,500 and allocated those students to the re-divided districts in each of Revised Options 1-3 based on such things as proximity to the Main Campus, known student housing areas, etc. Comments received from Watson & Associates suggest that the staff estimate of the total Queen's University off-campus student population (8,500) may be low. Based on a

high-level analysis by Watson & Associates, it was estimated that the number of Queen’s University students living off campus was 9,500. Based on the additional information outlined above, even 9,500 appears to be too low in terms of the Queen’s off-campus student population. Therefore, for the purposes of the total population counts for the re-divided districts, an additional 2,500 post-secondary students have been added to the City’s initial estimate (resulting in a new total of 11,000) and have been allocated across Districts #9, #10 and #11 on Revised Option 4 and Districts #8, #10 and #11 on Revised Option 3A.

Table No. 8 – Revised Option 4 (Includes Post- Secondary Student Estimates)

<i>District</i>	<i>Total Population 2011 Census</i>	<i>Variance from Average</i>	<i>2011 Census Population Plus Post-Secondary Students</i>	<i>Variance from Average</i>
1 (Countryside)	9,065	-10.6%	9,377	-20.9%
2 (Loyalist-Cataraqui)	9,125	-10.0%	9,273	-21.8%
3 (Collins-Bayridge)	10,752	+6.0%	10,946	-7.7%
4 (Lakeside)	11,523	+13.6%	11,700	-1.3%
5 (Portsmouth)	10,995	+8.4%	13,995	+18.1%
6 (Trillium)	14,400	+42.0%	12,537	+5.8%
7 (Cataraqui)	9,000	-11.2%	13,118	+10.7%

1 table showing change in pop. after incorporating students in Kingston from Report 13-057

Other Municipalities

(From City of Kingston Report 13-057):

In determining the population and/or number of electors per district, do you adjust the numbers from the Census or MPAC data to account for the post-secondary students that do not list their permanent place of residence as being your municipality and which are therefore not captured by the Census or MPAC data

No – Hamilton, Barrie, Oakville, Greater Sudbury, Kitchener, Sault Ste. Marie and Waterloo;

Yes – Windsor and Guelph; and, Figures adjusted, but not specifically for students – Timmins.

“By reviewing the above considerations and the Supreme Court ruling in the Ottawa case, which established effective representation as a key component to ward boundary review, and the fact that MPAC no longer tracks students at university, I don’t believe we would make it a huge issue.” (Hamilton)

“I believe we did leave some room for these figures, but it was never enough to warrant a boundary change.” (Windsor)

“At the time there were few student residence facilities at the college and university. We would have accounted for students who voted through the revision form process by using the final voter figures.” (Sault Ste. Marie)

“We do make an adjustment as noted in question 2 but primarily because of a variety of factors, i.e. people not filling out forms, people absence from city during census review, students from other communities etc.” (Timmins)

“We didn’t account for any post-secondary student population however; we were cognizant of the college’s location and its possible effect on that particular ward.” (Kitchener)

“Yes. We use the estimated student population and apply to the area.” (Guelph)

“The specific issue of university students and children hasn’t come up in the context of wards. We have taken more of an approach of looking at patterns of growth and development to predict where there may be a need for some capacity in the ward boundary side to allow for future year growth”. (Greater Sudbury)

“We’ve done several ward reviews, but we don’t really account for students other than keeping a general awareness that certain wards will have large student populations (who generally don’t vote).” (Waterloo)

Do you undertake any special initiatives to try to ensure that as many post-secondary students as possible are included on the Voter’s List for your municipal elections?

“As you know, MPAC does not capture the student population. We check with the Universities to get an estimate of how many students are living on campus in residences, but we also know a number are under age and/or not Canadian citizens. Off-campus students are impossible to track. We have not found an effective way to include students in the population count for ward purposes. We work more closely with the Universities, both the Administration and Student Federations, during the election period in an effort to increase turnout, but those efforts have not resulted in any significant student turnout.” (Waterloo)

“No special initiatives other than advertisements to ensure everyone is on the voters list. We did do some outreach with the local college in 2006 and 2010 but there was very little interest and turnout at the voting locations as a result.” (Oakville)

“In the past we have set up a revision office for a couple of days at the University. They complete revision forms and we add them to the voter’s list. They would then vote at a special advance poll on the campus. Even with this service turnout for the revision and the voting has been negligible.” (Hamilton)

Hamilton Ward Boundary Report:

(From [Hamilton Interim Report](#)):

The City’s non-permanent post-secondary student population (discussed in section 2.5), estimated at approximately 13,000, is also factored into the total population.

The City’s non-permanent post-secondary student population, along with estimates by neighborhood, was identified through primary data research, consultation with McMaster University and Mohawk College staff and the Ainslie Wood Westdale Community Association (AWWCA)

Watson & Associates Economists Recommendation on Post-Secondary Students in Municipal Elections:

(From [Report to Council April 9 2013](#)):

Following the November 20th Council meeting, Staff contacted Watson & Associates Economists Ltd. respecting the information contained in Council Report 12-375 in terms of the methodology and analysis [...] and not including the post-secondary students in the review analysis:

“the complications and difficulties involved in determining "total population" to include post-secondary students, among which is that the Census is conducted at a time when the majority of the students are not attending classes and MPAC's enumeration is derived from the property assessment database, whereas information on the multi-residential housing sector (where most of the students live), is of poorer quality than its homeowner information. Watson also notes that the survey of other municipalities where there is a concentration of post-secondary institutions," demonstrates clearly that there is no consensus on how the post-secondary population should be handled in Ontario municipal electoral systems. In light of the evidence collected, however, the decision to use the 2011 Census as "the key dataset and the basis of the final recommendation to Council, and to supplement it with information from the three post-secondary institutions, is defensible."

The Council decision of April 9 and 11, 2013, was the outcome of a significant, comprehensive and painstaking amount of work by, among others, senior City staff, the Technical Advisory Team, Watson and Associates, and Dr. Williams; -the process included extensive analysis and consideration of alternative approaches to the issue, contact with other municipalities across the Province, discussions with MPAC, the adoption of a Strategic Communications Plan, the development of criteria, a number of public meetings, and every attempt possible to obtain data to "enable staff to plot where

students live, and then allocate the student populations to the total 2011 Census population for each of the re-divided districts";

Appendix 'B'

Bill No.
2017

By-law No. E.-_____

A by-law to redivide the wards in the City of London and to repeal By-law A.-6363-179 being "A by-law to redivide the wards in the City of London".

WHEREAS subsection 5(3) of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, provides that a municipal power shall be exercised by by-law;

AND WHEREAS section 9 of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, provides that a municipality has the capacity, rights, powers, and privileges of a natural person for the purpose of exercising its authority under this or any other Act;

AND WHEREAS subsection 10(1) of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, provides that a municipality may provide any service or thing that the municipality considers necessary or desirable for the public;

AND WHEREAS subsection 10(2) of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, provides that a municipality may pass by-laws respecting: in paragraph 1, Governance structure of the municipality and its local boards, and, in paragraph 2, Accountability and transparency of the municipality and its operations and of its local boards and their operations;

AND WHEREAS Section 222(1) of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, provides that, without limiting sections 9, 10, 11 of the Act, a municipality may divide or redivide the municipality into wards or to dissolve the existing wards;

NOW THEREFORE the Municipal Council of The Corporation of the City of London enacts as follows:

1. That the wards described below and shown on the map attached as Schedule 'A' to this by-law are hereby the wards for the City of London;

Ward 1 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Wellington Road, the centre line of the South Branch of the River Thames and the centre line of Adelaide Street North; on the north by the centre line of the Canadian National Railway; on the east by the east City Limit; and on the south by the centre line of the South Branch of the River Thames, and the centre line of Highbury Avenue South and the centre line of Commissioners Road East.

Ward 2 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Hale Street and its projection northerly to the centre line of the Canadian Pacific Railway; on the north by the centre line of the Canadian Pacific Railway; on the east by the east City Limit; and on the south by the centre line of the Canadian National Railway.

Ward 3 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Highbury Avenue North, the centre line of Huron Street, the centre line of Briarhill Avenue, the centre line of Kipps Lane, the centre line of Adelaide Street North, the centre line of the North Branch of the River Thames and the centre line of Highbury Avenue North; on the north by the north City Limit; on the east by the east City Limit; and on the south by the centre line of the Canadian Pacific Railway.

Ward 4 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Adelaide Street North; on the north by the centre line of Kipps Lane, the centre line of Briarhill Avenue and the centre line of Huron Street; on the east by the centre line of Highbury Avenue North, the centre line of the Canadian Pacific Railway, the centre line of the northerly projection of Hale Street and the centre line of Hale Street; and on the south by the centre line of the Canadian National Railway.

Ward 5 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Richmond Street and the centre line of Western Road; on the north by the north City Limit; on the east by the centre line of Highbury Avenue North; and on the south by the centre line of Windermere Road and by the centre line of the North Branch of the River Thames.

Ward 6 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Wonderland Road North, the centre line of Sarnia Road, and the centre line of the Canadian National Railway; on the north the centre line of the northerly projection of Medway Creek, and the centre line of Medway Creek and by the centre line of Fanshawe Park Road West; on the east by the centre line of the North Branch of the River Thames, and the centre line of Adelaide Street North; and on the south by the centre line of Oxford Street West.

Ward 7 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the west City Limit; on the north by the north City Limit; on the east by the centre line of Richmond Street, the centre line of Western Road, by the centre line of the North Branch of the River Thames, by the centre line of Medway Creek, by the centre line of Fanshawe Park Road West, and by centre line of Wonderland Road North; and on the south by the centre line of Sarnia Road and the centre line of the Canadian Pacific Railway.

Ward 8 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the west City Limit; on the north by the centre line of the Canadian Pacific Railway and the centre line of Sarnia Road; on the east by the centre line of Wonderland Road North and the centre line of the Canadian National Railway; and on the south by the centre line of the River Thames.

Ward 9 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the west City Limit; on the north by the centre line of the River Thames; on the east by the centre line of the northerly projection of Springbank Gate (private), the centre line of Springbank Gate (private), the centre line of Commissioners Road West, the centre line of Byron Baseline Road, the centre line of Colonel Talbot Road, the centre line of Southdale Road West and the centre line of Wonderland Road South; and on the south by the south City Limit.

Ward 10 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Colonel Talbot Road, the centre line of Byron Baseline Road, the centre line of Commissioners Road West, the centre line of Springbank Gate (private), the centre line of the northerly projection of Springbank Gate (private) to the centre line of the River Thames; on the north by the centre line of the River Thames; on the east by the centre line of Wonderland Road South, the centre line of Commissioners Road West and the centre line of Wharncliffe Road South; and on the south by the centre line of Wonderland Road South and by the centre line of Southdale Road West.

Ward 11 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by centre line of Wonderland Road South; on the north by the centre line of the River Thames, the centre line of the Canadian National Railway and the centre line of the South Branch of the River Thames; on the east by the centre line of Wellington Road; and on the south by the centre line of Commissioners Road East and the centre line of Commissioners Road West.

Ward 12 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Wonderland Road South, and the centre line of Wharncliffe Road South; on the north by the centre line of Commissioners Road East; on the east by the centre line of Wellington Road and the centre line of Wellington Road South; and on the south by the south City Limit.

Ward 13 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Wonderland Road North; on the north by the centre line of Oxford Street West and the centre line of Oxford Street East; on the east by the centre line of Adelaide Street North; and on the south by the centre line of the South Branch of the River Thames and the centre line of the Canadian National Railway.

Ward 14 shall consist of that portion of the City of London which may be more particularly described as follows:

Bounded on the west by the centre line of Wellington Road South and the centre line of Wellington Road; on the north by the centre line of Commissioners Road East, the centre line of Highbury Avenue South and the centre line of the South Branch of the River Thames; on the east by the east City Limit; and on the south by the south City Limit.

2. In accordance with subsection 222(8) of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, this by-law comes into force on December 1, 2018.

3. By-law A.-6363-179 being "A by-law to redivide the wards in the City of London", passed on May 25, 2009, is hereby repealed.

4. Notwithstanding section 2 of this by-law, in accordance with subsection 222(9) of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, the regular municipal election to be held in 2018 as if this by-law was already in force.

PASSED in Open Council on May 30, 2017.

Matt Brown
Mayor

Catharine Saunders
City Clerk

First Reading – May 30, 2017
Second Reading – May 30, 2017
Third Reading – May 30, 2017