



Report
Staff Report
The Corporation of the City of Brampton
10/2/2024

Date: 2024-09-17

Subject: **Ward Boundary Review – Update and Boundary Realignment Options**

Contact: Shawnica Hans, Program Manager, Elections, City Clerk’s Office
Shauna Danton, Coordinator, Elections and Special Projects, City Clerk’s Office

Report number: Legislative Services-2024-690

RECOMMENDATIONS:

1. That the report from Shawnica Hans, Program Manager, Elections, City Clerk’s Office to the Committee of Council Meeting of October 2, 2024, re: **Ward Boundary Review – Update and Boundary Realignment Options** be received;
2. That Council identify ward boundary options to put forward for public comment; and
3. That staff be directed to conduct public consultation on the identified ward boundary options and report back with the results of the public consultation, together with a recommended ward boundary distribution to be implemented in time for the 2026 Municipal Election.

OVERVIEW:

- **At its meeting of February 28, 2024, Council directed staff to initiate an internal-led ward boundary review with the following considerations:**
 - **10-ward structure**
 - **Council composition is maintained with 10 Councillors and the Mayor**
 - **Ward pairings are maintained**
- **Staff has undertaken a review of the current ward boundary structure using the Terms of Reference adopted by Council.**

- **This report provides various options for ward boundary realignment and staff is seeking direction on Council’s preference for one (1) or more options for realignment.**
- **Staff is also seeking approval to conduct public consultation on Council’s preferred option(s) and will report back with results of the public consultation.**

BACKGROUND:

At its February 28, 2024 meeting, Council passed the following resolution:

Resolution C036-2024

1. That the report from Shawnica Hans, Program Manager, Elections, City Clerk’s Office to the Council Meeting of February 28, 2024, re: **Ward Boundary Review – Process, Terms of Reference, and Budget Amendment**, be received;
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;
6. That correspondence be sent to the Minister of Municipal Affairs and Housing advising of Ward Boundary Review underway in Brampton.

On March 7, 2024, in relation to recommendation #6 above, a letter was sent to the Minister of Municipal Affairs and Housing advising of the ward boundary review underway.

Since then, updates on the ward boundary review project have been presented to Council by way of:

- [Council Workshop](#) on May 10, 2024, covering topics such as the basic assumptions, review criteria and timelines for the project, along with a discussion on Council composition.
- [Update report](#) on population data to be used for the review, at the June 19, 2024 Committee of Council meeting.

In addition, meetings have been held with Councillors in their ward pairings and Mayor Brown to provide an update on the project and learn of any ward-specific issues, concerns or considerations for the review.

This report focuses on the ward boundary review to date and discusses options for Council's consideration.

CURRENT SITUATION:

Review Criteria

Staff endeavoured to ensure the criteria, adopted by Council on February 28, 2024, through Resolution C036-2024, was addressed in each of the options included in this report. The criteria included:

- Effective representation (the primary goal of a ward boundary review)
 - The purpose of a ward boundary review is to make sure all voters are fairly represented. This means everyone's vote should have about the same influence, so no group has too much or too little power compared to others.
- Representation by population
 - This principle emphasizes that the population size in each ward should be as balanced as possible. The review takes into account both current population disparities and projected population changes to ensure equal representation across all wards moving forward.
 - A 25% (+/-) variance from the average ward population has been used as the basis for addressing relative equality in population distribution. A population variance of 25% is generally acceptable, as referenced in Supreme Court decisions. Past ward boundary reviews in other municipalities have considered an optimal range to be anywhere between 5-15%. For example, in the most recent City of Toronto ward boundary review, 10% population variance was considered to be ideal.
- Population trends and growth
 - The review should consider the impact of development and intensification on population.
 - As detailed in the February 28, 2024 report and the June 19, 2024 report, the population forecasts used throughout this project are those provided by the Planning, Building and Growth Management department. This data results from the preliminary population forecasts provided to the Region of Peel by Hemson Consulting Ltd. and incorporates 2021 Census data.
 - A 10-year planning horizon has been followed so that any boundary changes will be relevant for the next 2-3 election cycles (2026, 2030 and 2034).

- 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 to the greatest extent possible.
 - Staff used the outputs of the [Nurturing Neighbourhoods](#) program as a reference point for evaluating neighbourhood boundaries (see Appendix 15), as well as input from Planning staff. In addition, during meetings with Members of Council, some Councillors shared additional insights related to various communities in their respective wards.

Basic Assumptions

Staff has conducted the review under the following basic assumptions, as directed by Council:

- Maintain 10-ward structure
- Maintain Council composition – 10 Councillors and Mayor
- Maintain ward pairings

Region of Peel

Previous discussions about the ward boundary review project at Council have referenced representation at the Region of Peel and whether representation for Brampton may be increased during the next term of Council.

At this time, City of Brampton representation on Region of Peel Council remains status quo, with nine (9) Members of Council serving at the regional level (the Mayor, five (5) elected regional councillors and three (3) appointed regional councillors).

If the City's representation on Region of Peel Council does change, the ward boundary review would not be impacted if the above basic assumptions are maintained.

Preliminary Population Forecasts

Appendix 1 – Population Forecasts and Variance for Existing Ward Structure includes preliminary population forecast information prepared for the Region of Peel by Hemson Consulting Ltd. The City received the updated population forecasts in December 2023; population data has been updated for the 2021 Census.

The tables within Appendix 1 include preliminary population forecasts to the year 2051; data was interpolated by Planning staff to provide projections for the next three election cycles.

Key Findings

It is recognized that the majority of population growth over the next 10 years will be in the existing wards 6 and 10.

- 2026 Election
For the 2026 election, the population variance from the average ward population for wards 6 and 10 is projected to be greater than the acceptable 25% variance.
- 2030 and 2034 Elections
For the 2030 and 2034 elections, wards 2, 6 and 10 are outside the acceptable 25% variance.

Proposed Options

The data provided by Planning staff has been used as the basis for developing proposed options for ward boundary realignment. Consideration was given to existing ward structure as well as population growth throughout the city.

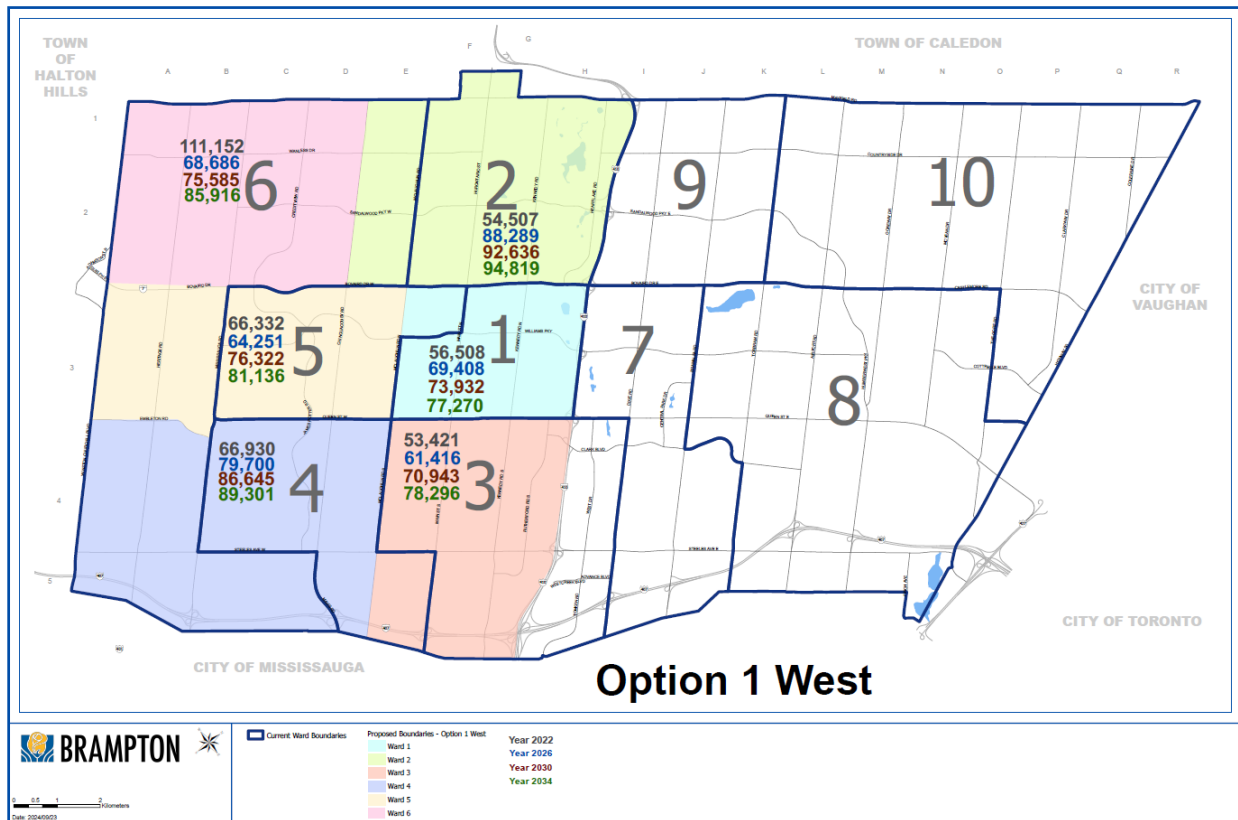
Staff's approach for the review began by dividing the city along Highway 410 (Hwy 410) – a clean, easy-to-understand physical boundary moving north to south.

Keeping all review criteria in mind, the west side of the city was reviewed independently of the east side, which resulted in options being developed for each. Staff developed two options for the west side of the city and two options for the east side of the city.

Option 1 – West

- This option significantly reduces the size of ward 6 with the following realignments:
 - Ward 2 extends west to Chinguacousy Road
 - Ward 5 extends to the west end of the city
 - Ward 4 extends to the west end of the city
- In addition, the following realignments are proposed:
 - Ward 1 takes on a portion of the current ward 5
 - Ward 3 takes on a portion of the current ward 4
 - The east border of ward 3 is now Hwy 410
- This option meets each element of the established review criteria
- Ward population variance is below 25% (highest is -19% in proposed ward 3; lowest is 5% in proposed ward 4)
- Ward pairing variance is lower than 15% across all ward pairings in the three election years

Appendix 2 – Option 1 – West includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this proposed option. A smaller scale map is shown on the following page for convenience.



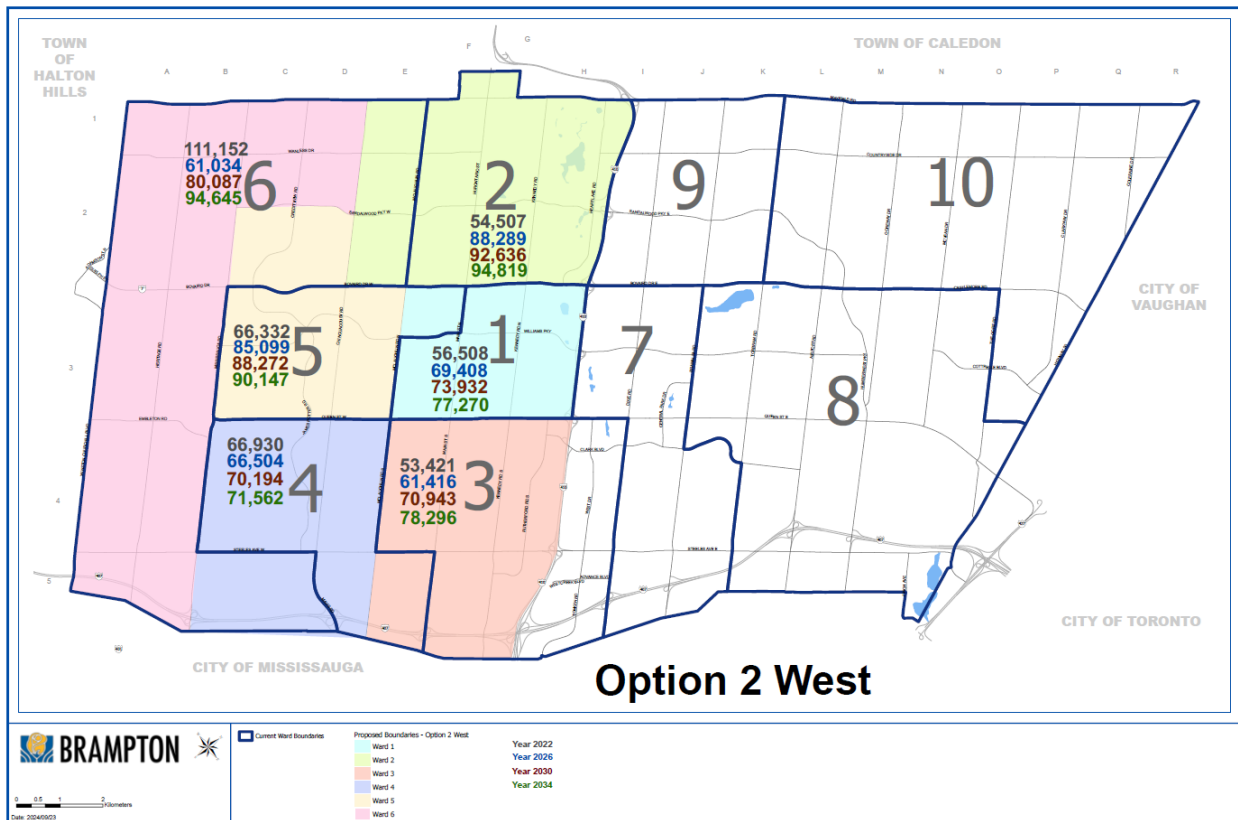
For all maps, the dark blue lines indicate the current ward boundaries, and the coloured blocks indicate proposed realignments for each ward. A series of four numbers are shown in each ward :

- 2022 population forecasts appear in dark grey for reference purposes only, and are based on current ward boundaries
- 2026 population forecasts appear in blue for the proposed ward boundaries
- 2030 population forecasts appear in dark red for the proposed ward boundaries
- 2034 population forecasts appear in green for the proposed ward boundaries

Option 2 – West

- This option also reduces ward 6 with the following realignments:
 - Ward 2 extends west to Chinguacousy Road
 - Ward 5 extends to north to Sandalwood Parkway
 - Ward 4 takes on the southern portion of ward 6
- In addition, the following realignments are proposed:
 - Ward 1 takes on a portion of the current ward 5
 - Ward 3 takes on a portion of the current ward 4
 - The east border of ward 3 is now Hwy 410
- This option meets each element of the established review criteria
- Ward population variance is below 25% (highest is -19% in proposed wards 3 and 6; lowest is -8% in proposed ward 1)
- Ward pairing variance is lower than 20% across all ward pairings in the three election years
- In this option, the proposed boundaries for wards 1, 2 and 3 are the same as Option 1 - West

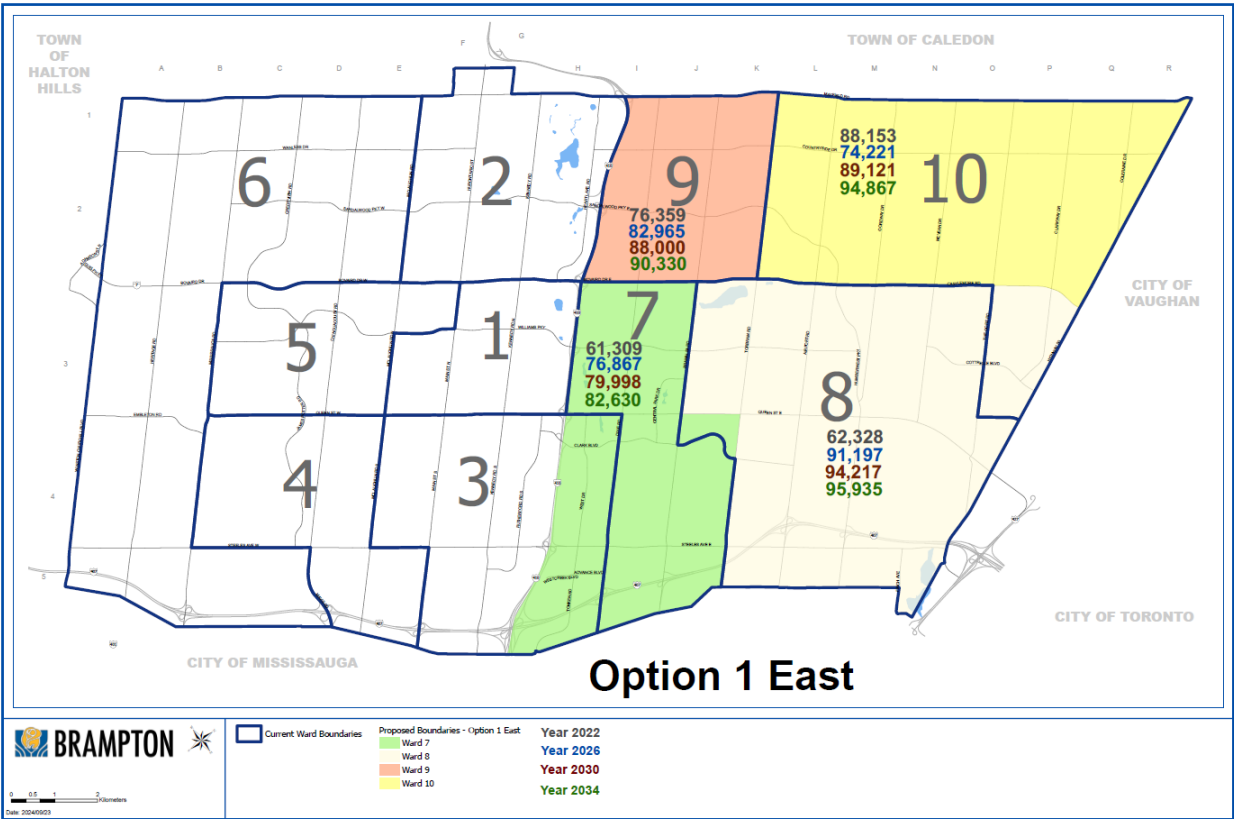
Appendix 3 – Option 2 – West includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this proposed option. A smaller scale map is shown below for convenience.



Option 1 – East

- This option reduces the size of ward 10 by moving the portion south of Castlemore Road into the proposed ward 8
- Ward 7 takes on a portion of ward 8
- Ward 9 maintains its current boundaries
- This option meets each element of the established review criteria
- Ward population variance is below 25% (highest is 20% in proposed ward 8; lowest is 2% in proposed ward 7 and -2% in proposed ward 10)
- Ward pairing variance is lower than 15% across all ward pairings in the three election years

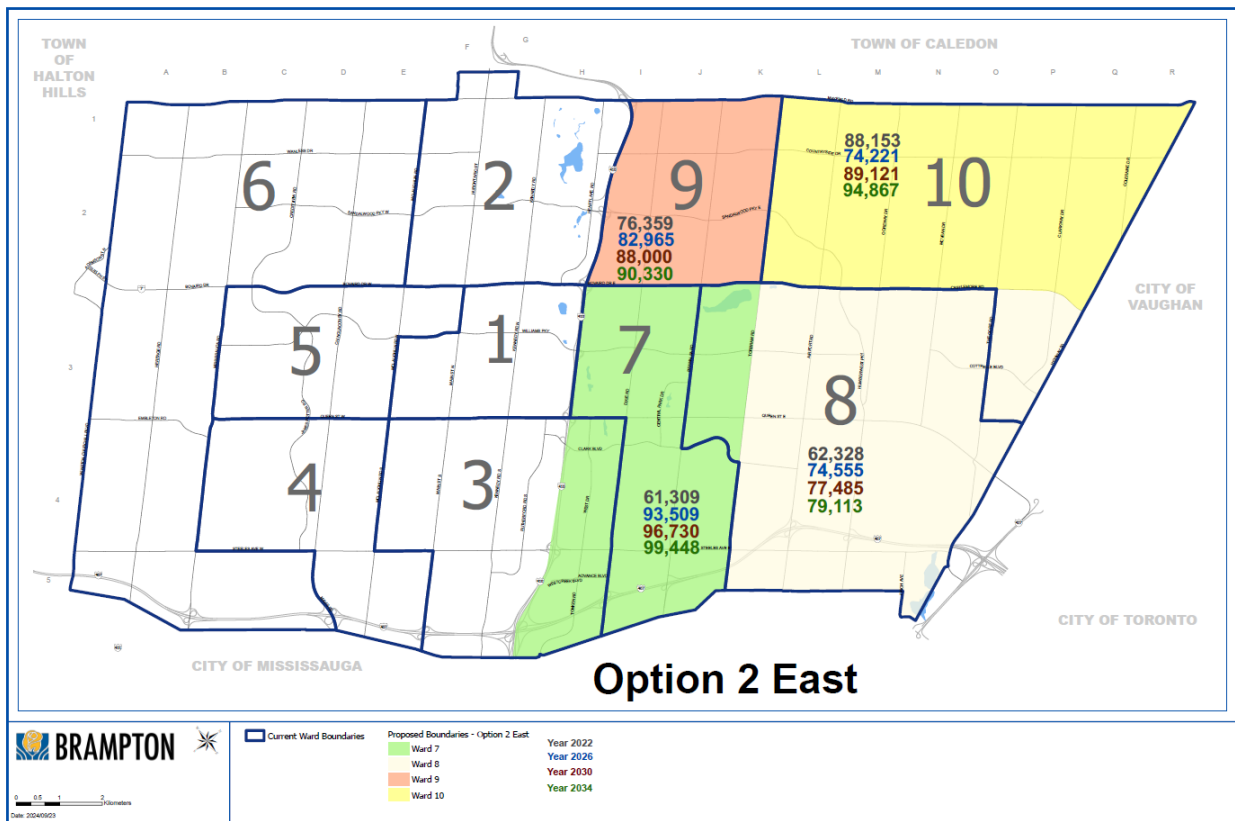
Appendix 4 – Option 1 – East includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this proposed option. A smaller scale map is shown below for convenience.



Option 2 – East

- In this option, the proposed realignment between wards 8 and 10 is the same as Option 1 – East
- The border between ward 7 and 8 extends along Torbram Road
- Ward 9 maintains its current boundaries
- This option meets each element of the established review criteria
- Ward population variance is below 25% (highest is 24% in proposed ward 7; lowest is -2% in proposed wards 8 and 10)
- Ward pairing variance is lower than 15% across all ward pairings in the three election years

Appendix 5 – Option 2 – East includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this proposed option. A smaller scale map is shown below for convenience.

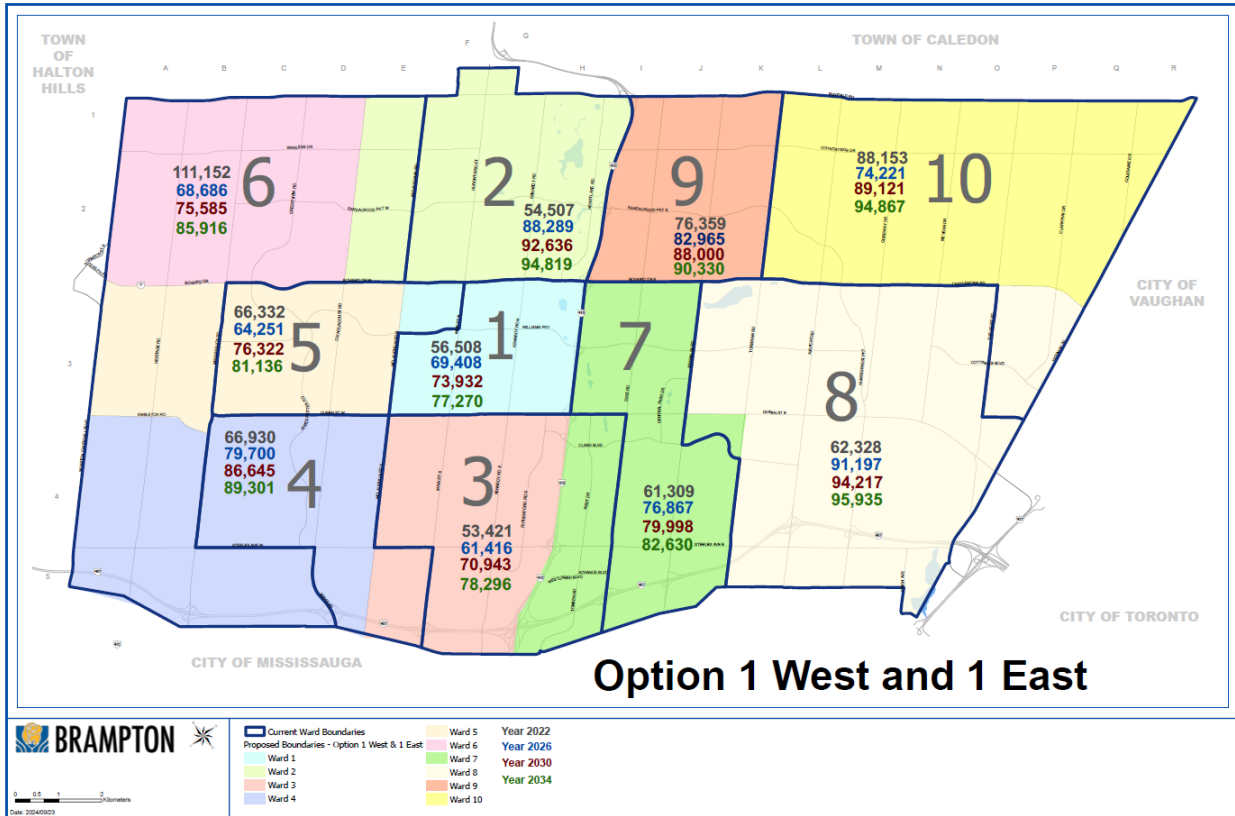


Proposed Options for Consideration

Staff is presenting four options for Council consideration:

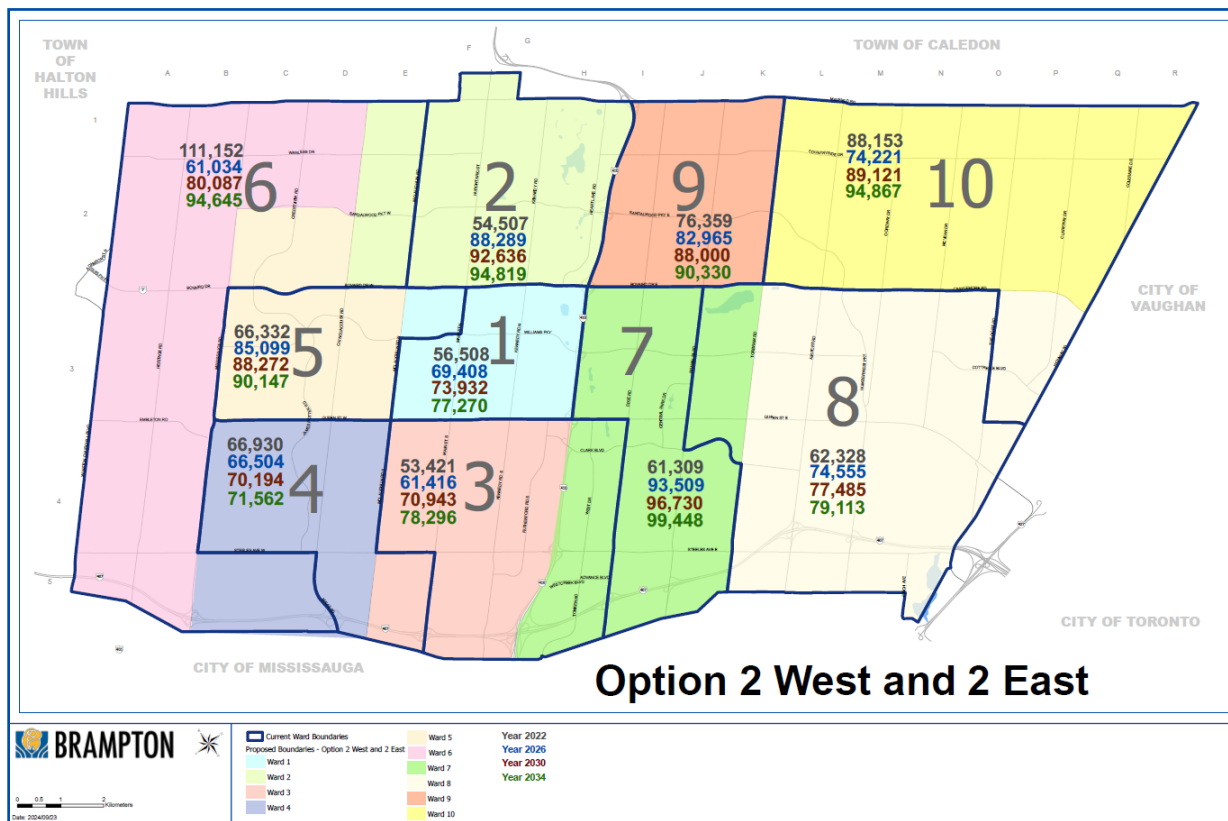
- **Option 1** – combines Option 1 – West and Option 1 – East

Appendix 6 – Option 1 – Entire City includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this proposed option. A smaller scale map is shown below for convenience.



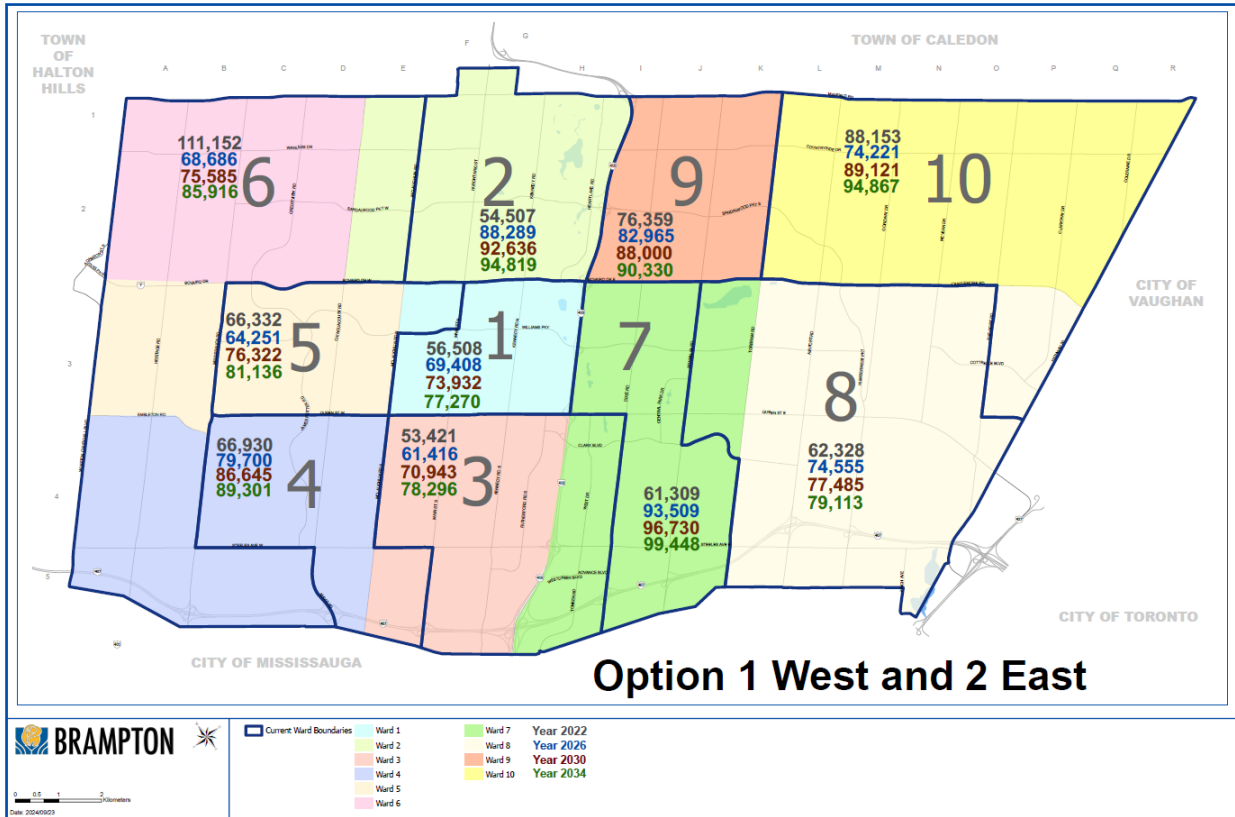
- **Option 2** – combines Option 2 – West and Option 2 – East

Appendix 7 – Option 2 – Entire City includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this proposed option. A smaller scale map is shown below for convenience.



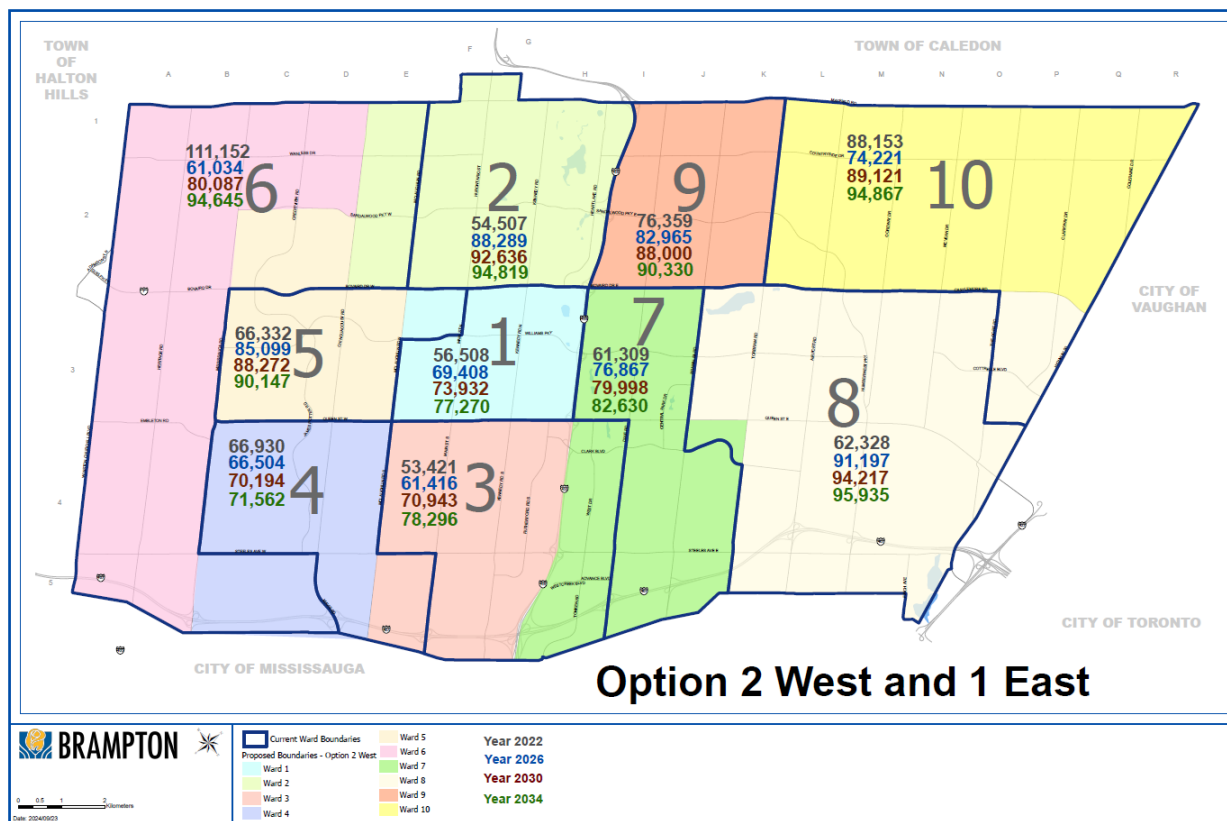
- **Option 3** – combines Option 1 – West and Option 2 – East

Appendix 8 – Option 3 – Entire City includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this proposed option. A smaller scale map is shown below for convenience.



- **Option 4** – combines Option 2 – West and Option 1 – East

Appendix 9 – Option 4 – Entire City includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this proposed option. A smaller scale map is shown below for convenience.



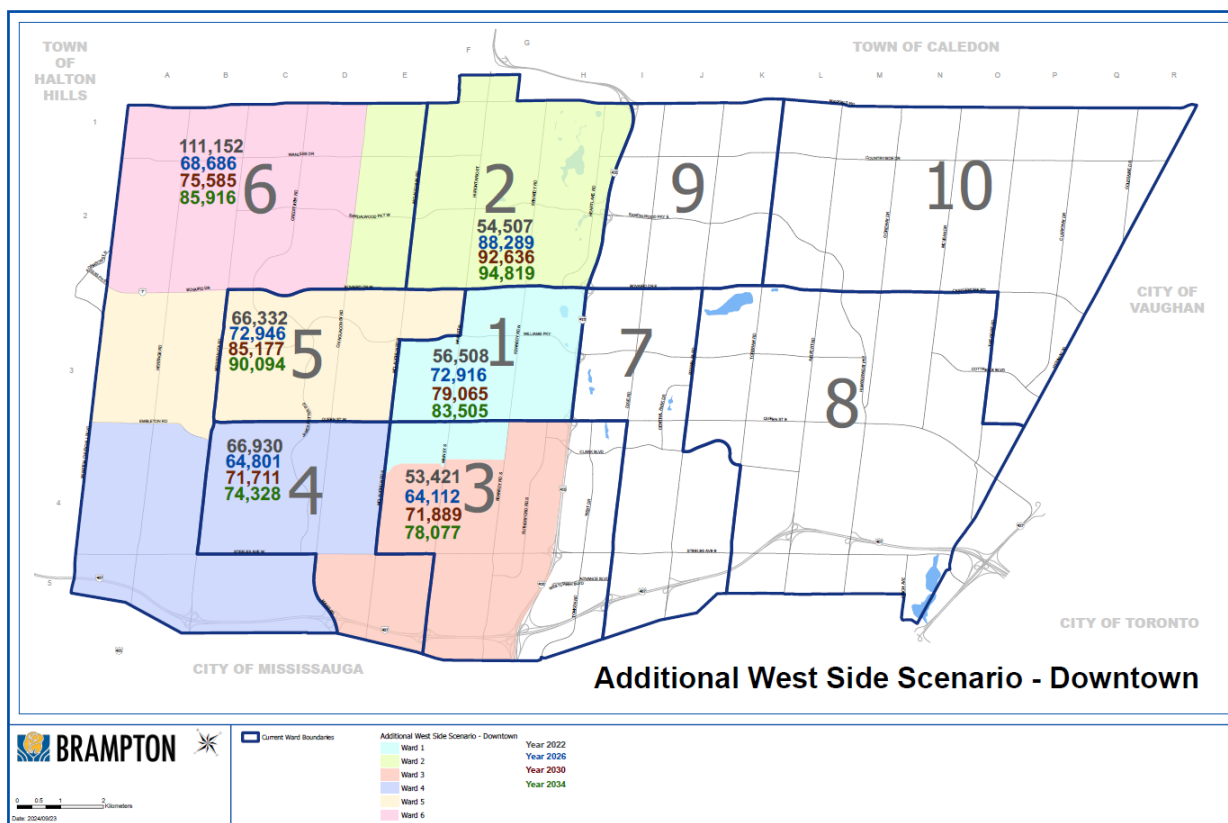
Additional Scenarios That Were Considered

- Staff developed a third option for the west-side of the city which proposes containing the downtown area within a single ward (ward 1). This option is based on Option 1 – West, with modifications to wards 1, 3 and 4.

While this option meets most of the review criteria, and is within the acceptable population variance of 25%, it **does not meet** the criteria of physical boundaries. The southern boundary of proposed ward 1 does not follow a clean physical boundary. Having clean lines for ward boundaries is important for Council, staff and residents alike. If new ward boundaries are approved by Council, a by-law will be required to be passed, and all wards will require legal descriptions. Having natural or physical boundaries that are predominantly clean lines is preferred when describing the boundary lines.

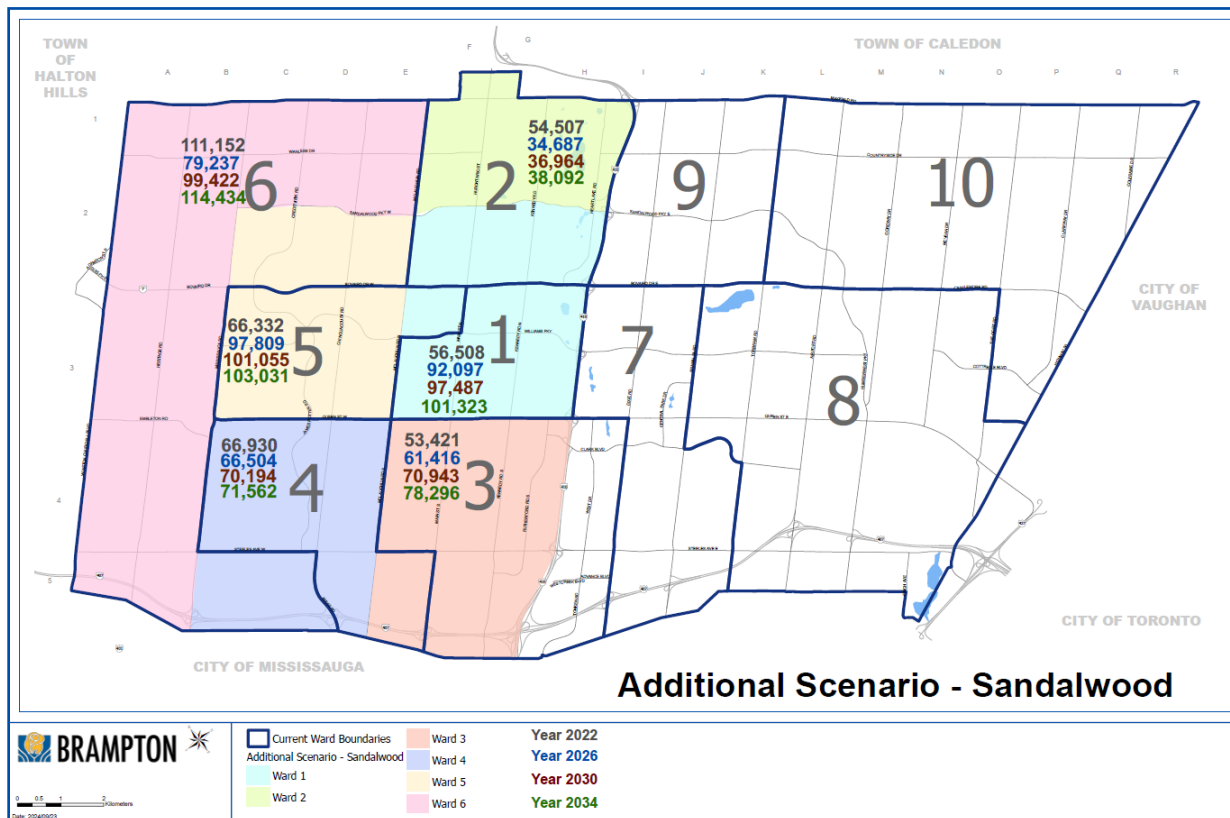
The downtown area appears to be adequately supported as currently situated within two wards (wards 1 and 3). If the downtown were to lie within one ward only, reducing the number of council representatives from four (4) to two (2), there could be implications for adequate support in the downtown, with the number of events and activities taking place, as well as possible implications for Council representation at the Downtown Business Improvement Area (BIA), which currently has support from each ward pairing.

Appendix 10 – Additional West Side Scenario – Downtown includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this option. A smaller scale map is shown below for convenience.

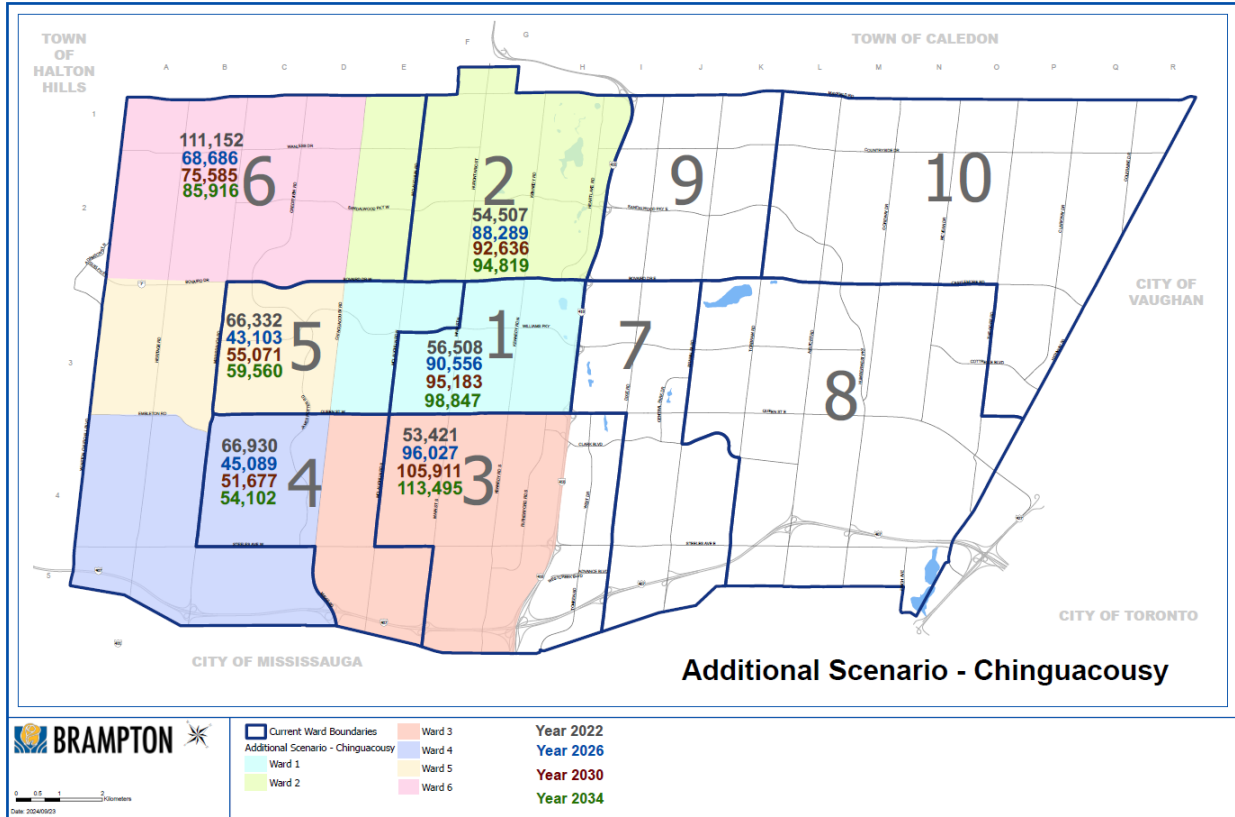


During meetings with Members of Council, staff learned about the unique characteristics of some neighbourhoods. As a result, additional information and scenarios were requested by some members:

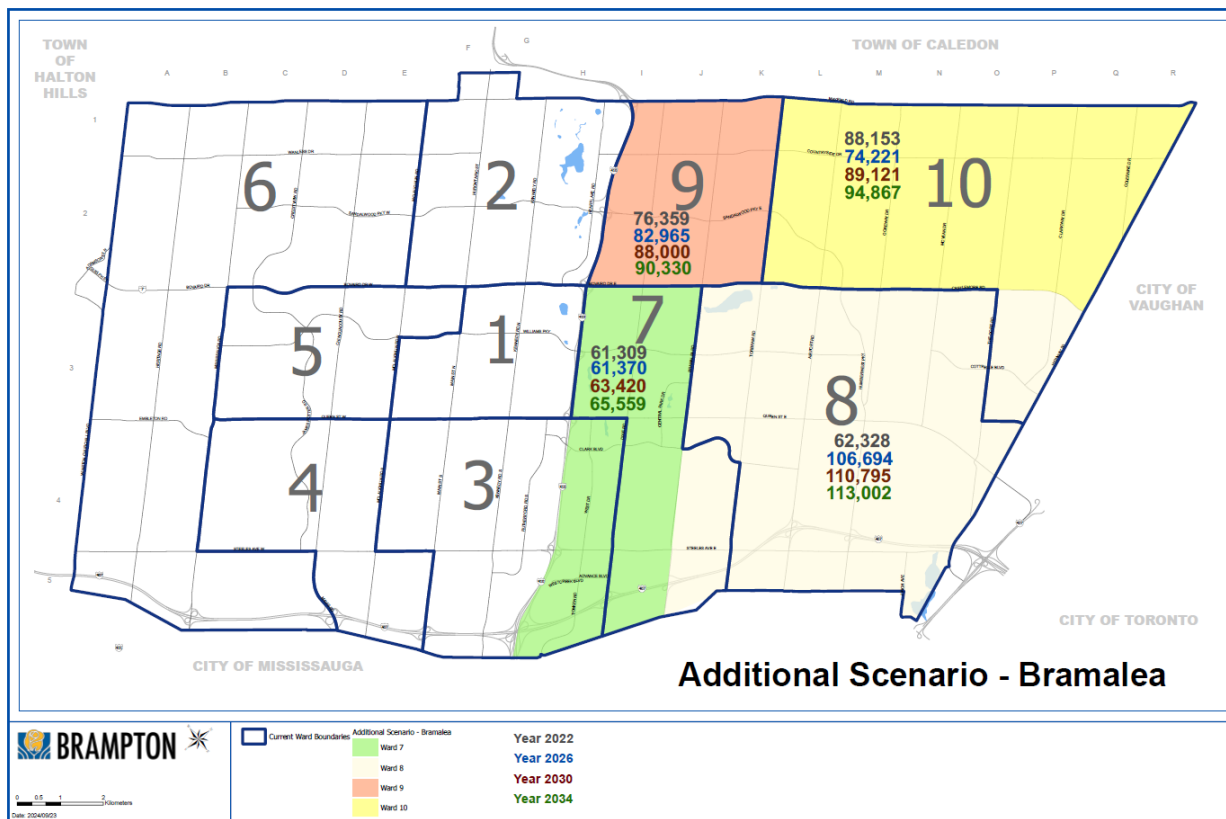
- *Appendix 11 – Additional West Side Scenario – Sandalwood* includes a scenario where both wards 1 and 5 extend north to Sandalwood Parkway. The appendix includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this option. A smaller scale map is shown below for convenience. This option **does not meet** the variance threshold.



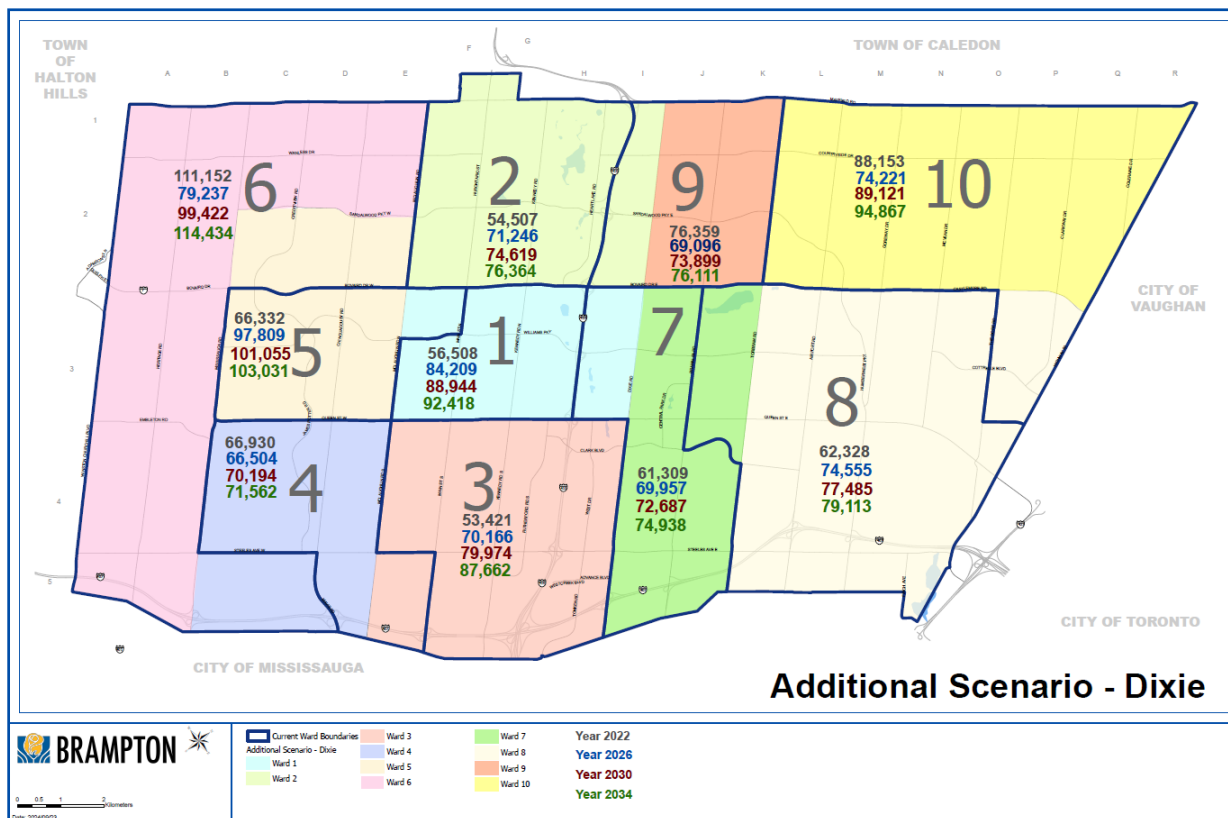
- Appendix 12 – Additional West Side Scenario – Chinguacousy* includes a scenario where the west boundary of wards 1, 2 and 3 is Chinguacousy Road. The appendix includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this option. A smaller scale map is shown below for convenience. This option **does not meet** the variance threshold.



- Appendix 13 – Additional East Side Scenario – Bramalea* includes a scenario where the east border of ward 7 is Bramalea Road. The appendix includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this option. A smaller scale map is shown below for convenience. This option **does not meet** the variance threshold.



- *Appendix 14 – Additional Scenario – Dixie* includes a scenario where Dixie Road is the boundary that divides the city in half, instead of Hwy 410. In this option, the east boundary of wards 1, 2 and 3 is Dixie Road. In addition, ward 5 extends north to Sandalwood Parkway. The appendix includes a proposed ward map, and preliminary population forecasts and corresponding population variance for this option. A smaller scale map is shown below for convenience. This option **does not meet** the variance threshold.



Next Steps and Timeline

Public Consultation

The next phase of the project will be public consultation based on the option(s) selected by Council.

The public will have various opportunities to review the proposed options and provide feedback through a variety of mechanisms, including:

- A survey will be available via the Let’s Connect online engagement platform or by email at wbr@brampton.ca.

- Information will also be available at the City Clerk’s Office for pick-up or mailing to residents. City Clerk’s Office staff will be available during regular business hours to respond to in-person inquiries.
- Open houses/public consultation sessions will take place at the following locations (dates to be determined based on Council approval of options to be put forth for public consultation):
 - Brampton City Hall
 - Cassie Campbell Community Centre
 - Century Gardens Recreation Centre
 - Earnscliffe Recreation Centre
 - Gore Meadows Community Centre
 - Save Max Sports Centre
 - Susan Fennell Sportsplex

These sessions will be conducted similar to a Public Information Centre (PIC) or “open house” format, with information available on display boards with staff available for questions. This will allow residents the opportunity to view ward boundary options at their leisure, and ask questions of staff. Residents will also be invited to submit written comments and suggestions at all sessions, a summary of which will be provided in a follow-up staff report.

- Consultation with school boards
 - Copies of Council/Committee reports pertaining to ward boundaries will be forwarded to the school boards for their information. School board trustee electoral boundaries are based on municipal ward boundaries, and so school boards will have an interest in the City’s ward boundary review.
- Consultation with all City departments and the Region of Peel
 - While service levels will not be impacted negatively, changes to ward boundaries and structures may have an operational impact to which both City and Regional departments will be invited to comment.

Based on Council direction, timelines for the above activities will be determined and communicated.

Timeline

Timeframe	Activities
Q2/Q3 2024 (March – September)	<ul style="list-style-type: none"> • Project team undertakes review of ward boundaries, in full consideration of noted criteria. • Launch of WBR website.
Q3 2024 (October)	<ul style="list-style-type: none"> • Project team reports to Committee of Council with ward boundary options.

Timeframe	Activities
Q3/Q4 2024 (October – November)	<ul style="list-style-type: none"> Formal public consultation period, including: <ul style="list-style-type: none"> Open houses Online engagement
Q4 2024 (November/December)	<ul style="list-style-type: none"> Final report and by-law(s) presented to Council for approval.
Q1 2025 (January – February)	<ul style="list-style-type: none"> Notice of passing of by-law(s) published and 45-day appeal period. Assuming no appeals, staff begin work to implement changes.
Q2/Q3 2025 (March – July)	<ul style="list-style-type: none"> City Clerk’s Office and GIS staff will review all changes related to the new ward boundaries.
Q3/Q4 2025 (August – September)	<ul style="list-style-type: none"> Provide Elections Ontario with ward boundary change information.
Q4 2025 (December 31)	<ul style="list-style-type: none"> Deadline to pass by-law. By-law must be passed and any appeals resolved before December 31, 2025, or ward boundary changes would not come into effect until after the second regular election (2030).
Q1/Q2 2026	<ul style="list-style-type: none"> Municipal election messaging begins, highlighting new ward boundaries.
Q4 2026 (October 26)	<ul style="list-style-type: none"> Voting Day – Brampton residents vote according to new ward boundaries.

CORPORATE IMPLICATIONS:

Financial Implications:

Sufficient funding is available for the Ward Boundary Review in the following project:

Project #	Original Budget	Balance Available
241195-001	\$100,000	\$100,000

Staff will report back on any potential future financial implications based on the public consultation.

Other Implications:

Legal Implications – A by-law would be required to ratify the final ward boundary changes. The by-law must be enacted (or approved/amended through an order by the Ontario Land Tribunal (OLT), if appealed) by December 31, 2025. The passing of a by-law for newly established ward boundaries can be appealed by a member of the public.

Communications Implications – Public consultation is a key phase of the ward boundary review project. Ensuring all residents are aware of the review and have an opportunity to review and comment on proposed options is of utmost importance. A comprehensive communications plan has been developed with multiple opportunities to inform and educate residents, and to collect their feedback. Information regarding the public consultation will be translated into multiple languages.

If the review leads to revised ward boundaries, public notice would be required.

STRATEGIC FOCUS AREA:

This report achieves the Strategic Focus Area of Government & Leadership by facilitating a dialogue on representative government.

CONCLUSION:

Staff is requesting Council's direction on options to be put forward for public comment. The public will be invited to comment on the options; staff will report to Committee of Council in December with the results of the public consultation, and a recommended ward boundary option to be implemented for the 2026 Municipal Election.

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Attachments:

- Appendix 1 – Population Forecasts and Variance for Existing Ward Structure
- Appendix 2 – Option 1 – West
- Appendix 3 – Option 2 – West
- Appendix 4 – Option 1 – East
- Appendix 5 – Option 2 – East
- Appendix 6 – Option 1 – Entire City
- Appendix 7 – Option 2 – Entire City
- Appendix 8 – Option 3 – Entire City
- Appendix 9 – Option 4 – Entire City
- Appendix 10 – Additional West Side Scenario – Downtown
- Appendix 11 – Additional West Side Scenario – Sandalwood
- Appendix 12 – Additional West Side Scenario – Chinguacousy
- Appendix 13 – Additional East Side Scenario – Bramalea
- Appendix 14 – Additional Scenario – Dixie
- Appendix 15 – Map of Neighbourhoods Established Under Nurturing Neighbourhoods Program