

Citizens' Committee

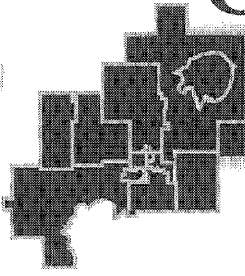
Report on Ward Boundary Review

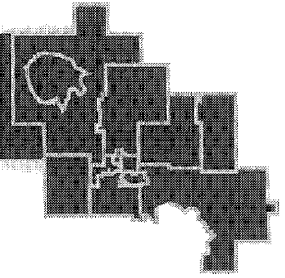
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Citizens' Committee

Report on Ward Boundary Review





May 8, 2002

His Worship Mayor James K. Gordon and Members of Council

Your Worship and Members of Council:

By Resolution 2002-168 adopted by Council on April 11, 2002, and in accordance with the Terms of Reference, also dated April 11, 2002, Council appointed the following Citizens to the Citizens' Committee for Ward Boundary Review: Mr. Ray Thoms (Ward 1), Mr. Joe Steen (Ward 2), Mr. Roger Trottier (Ward 3), Mr. Keir Kitchen (Ward 4) and Dr. Bob Segsworth (Wards 5 & 6). The Committee was given the mandate to split the current 6 Wards into 12 single member Wards to take effect for the 2003 Municipal Election.

Council further directed the Committee, in accordance with the Terms of Reference approved by Council, to:

- lead the public consultation process;*
- receive and review comments and submissions from the Public, School Board Trustees and Members of Council;*
- hold one Public Input Session; and,*
- prepare and present a final report to Council for 12 single member Wards, no later than May 30th, 2002.*

The Committee has completed its task in accordance with the instructions mandated by Council and we are now pleased to respectfully submit for Council's consideration the following report.

*Keir Kitchen
Chair*

*Ray Thoms
Vice-Chair*

*Dr. Bob Segsworth
Member*

*Joe Steen
Member*

*Roger Trottier
Member*

Committee Staff

The Members of the Committee wish to acknowledge and express their appreciation to the following City Staff for their hard work and effort in the completion of its task in a short period of time:

Paul Baskcomb

Manager of Community
and Strategic Planning

William Tanos

Cartographer / G.I.S. Technologist

Mauro Manzon

Senior Planning Technician

Guy Gionet

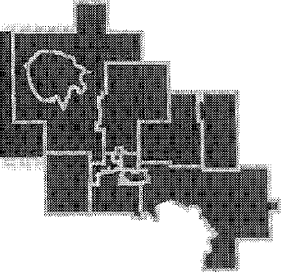
G.I.S. Technician

Judy Quiring

Former Manager of Mapping
and Data Services, Assessment
Branch, Ministry of Finance,
(Retired)

Stephen Watt

Desmarais Keenan, LLP.



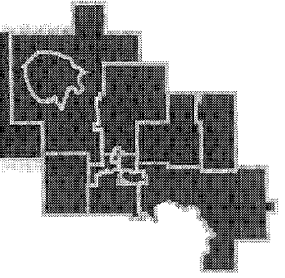
Citizens' Committee Recommendations

Committee Resolution:

Resolved that the Council of the City of Greater Sudbury approve the re-division of Ward Boundaries as proposed in our Report dated May 27, 2002.

General Recommendations:

1. That Council put in place a policy to regularly review its Ward Boundaries following each second election, commencing with the 2006 - 2009 term of Council.
 2. That upon the adoption of the 12 Ward Model, an Ontario Land Surveyor be employed to complete a "metes and bounds" description of the 12 wards.
 3. That the polling subdivisions be numbered consecutively across the 12 Wards.
 4. That Council request City Staff to prepare and put in place a program to educate the public on the new ward boundaries.
 5. That upon the adoption of a final ward boundary structure by City Council, the Clerk request that the Municipal Property Assessment Corporation (MPAC) produce a test Voters' List to allow corrections prior to the delivery of final data to MPAC.
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Citizens' Committee Report

Citizens' Committee for Ward Boundary Review

Introduction

The Citizens' Committee for Ward Boundary Review was appointed by the Council of the City of Greater Sudbury on April 11, 2002.

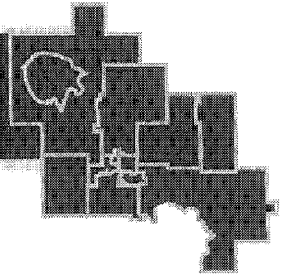
The Committee's mandate is to:

- (a) divide the current 6 Wards with two members each into 12 Single Member Wards to take effect for the 2003 Municipal Election;
- (b) lead the public consultation process;
- (c) receive and review comments and submissions from the Public, School Board Trustees and Members of Council;
- (d) hold one (1) Public Input Session; and,
- (e) prepare and present a final report to Council no later than May 30th, 2002.

Terms of Reference:

Council mandated a detailed list of criteria that were to be utilized by the Committee in its review and recommendations. A copy of the Terms of Reference are appended to this report, and include the following components:

- Representation by population will be the primary factor in determining new ward boundaries.
- New ward boundaries involve the fewest changes possible.
- Communities of interest and land use diversity should be encouraged, but not at the expense of population fluctuations of more than 25%.



Fulfilling the Committee's Mandate:

Prior to the first meeting of the Committee on Monday, April 22nd, 2002, the Support Staff had directed letters to both the Mayor and City Councillors and to the four district school boards requesting their comments. An advertisement announcing the Committee's purpose, its meeting schedule, and detailing how the public would be able to comment was subsequently advertised in all local and community newspapers in the English and French languages over a period of two weeks.

All meetings of the Committee were open to the public and minutes of each meeting were forwarded to Council to be received. In addition, the Chair of the Committee was interviewed by the Sudbury Star MCTV.

The Committee's work progressed extremely quickly and by its fifth meeting on Monday, May 6th, 2002 a basic design for the 12 Wards had been completed and accepted in principle by the Committee.

May 23rd, 2002 - Open House and Public Meeting:

The Committee also held an Open House and Public Meeting at Tom Davies Square, on Thursday, May 24th, 2002. The Open House was held to enable members of the Public to informally discuss the proposed new Ward boundaries with Members of the Committee and City Staff.

Following the Open House a Public Meeting was held by the Committee to allow interested Citizens the opportunity to comment in a public forum on the proposed new Ward boundaries.

Prior to holding the Open House and Public Meeting, the Committee directed Staff to have copies of the proposed new Wards displayed in each of the City's Citizen Service Centres and to provide paper copies of the proposed ward boundaries in the form of a handout. As well, a coloured version of the handout was placed on the City's Internet home page (as a downloadable file) at www.city.greatersudbury.on.ca.

Again, the Committee extensively advertised the scheduling of the Open House and Public meeting. This last advertisement also informed Citizens that the proposed new Ward structure could be viewed at any Citizen Service Centre.

The handout was also mailed to each of the district school boards, local members of the Legislative Assembly of Ontario, and Members of Parliament.

Written, faxed and e-mail submissions were also welcomed by the Committee. A special e-mail address was provided for this purpose and was included in the Committee's advertising.

At the conclusion of this extensive public process, the Committee met again to consider any proposed revisions to their draft ward design on the basis of all submissions and comments received.

Approach:

In putting forth its final proposals for the 12 Single Member Ward design, the Committee has attempted, in accordance with its Terms of Reference, to make as few general boundary changes as possible from the existing six ward boundaries and only where necessary to achieve a reasonable population balance, to balance urban and rural areas within each ward, and to provide effective representation. Inevitably, a few adjustments were necessary.

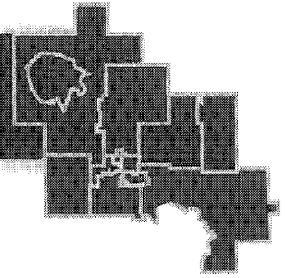
The Committee has made a sincere attempt to accommodate all its Terms of Reference in a fair and consistent manner, taking into account the very real limitations imposed by the geography of the Sudbury area, its settlement patterns and population trends.

One of these limitations is the requirement for equality of population between wards. Perhaps this particular limitation on defining electoral boundaries was best stated by the Electoral Boundaries Commission for Nunavut in its recent report:

"In Canada, the right to vote is guaranteed by this country's Constitution. The right to vote comprehends equality of voting power and thus the concept of equal representation. The concept of representation by population is one of the most fundamental democratic guarantees.

It is not absolute equality of voting power which is required: that is the ideal, but it must be modified by such factors as geography and diversity of interests. Rather, it is relative equality of voting power which must be sought, but this means that a dominant consideration in drawing electoral boundaries is, of necessity, population sizes.

Equality of voting power dictates that in drawing electoral boundaries, one must ensure that no electoral district has a population size that widely deviates from the norm (the average population per elected representative). The standard deviation accepted in Canadian jurisdictions is plus or minus 25% from the equal population norm."



Overall the Committee believes that the resulting proposed Ward Boundaries are balanced and fair.

Process:

(a) First Meeting - Monday, April 22nd, 2002

At the first meeting the Committee received a detailed briefing by Staff on the Committee's Terms of Reference, a presentation on the City's demographic profile, including migration patterns, potential growth areas, and language profiles, and finally, a demonstration of the Geographic Information System (GIS) computer software and assessment data that the Committee would be using to produce the new Ward mapping.

(b) Second Meeting - Wednesday, April 24, 2002

At the second meeting the Committee established a protocol for reviewing and dividing the current six wards in order to satisfy the Terms of Reference set by Council. In the first part of this exercise the Committee benefited from the input provided by its legal counsel, Mr. Stephen Watt.

The Committee directed Staff to prepare several options for the division of each of the existing wards. The Committee would then review each of the proposed options to determine whether it met the following four criteria:

Criteria:

- Representation by Population
- Community of Interest
- Recognition of distinct geographic features
- Accounts for future population growth/loss.

In weighing each of these four criteria, the Committee gave first priority to equality of population.

(c) Third to Sixth Meetings

Over the next four meetings (April 29th, May 2nd, May 6th and May 21st) the Committee Members and Staff continued to review ward models and to refine the final design of each Ward based on the four established criteria.

(d) Open House and Public Meeting - Thursday, May 24, 2002

On Thursday, May 24, 2002 the Committee held a one hour Open House immediately before its Public Meeting, in the Foyer of Tom Davies Square, 200 Brady Street, Sudbury. The Open House was an opportunity for the Public to informally discuss the proposed new Ward boundaries with Members of the Committee and City Staff.

Citizens' Committee

Report on Ward Boundary Review

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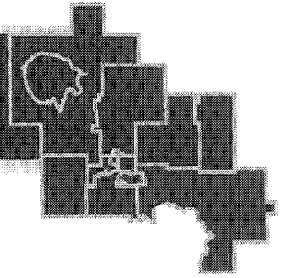
Immediately following the Open House a Public Meeting was held in the Council Chamber, to provide for Public comment in a public forum.

This Public Input Session was part of the Committee's Mandate.

The Public Meeting was approximately 1½ hours in duration and was attended by twenty-three Citizens and the local media. A total of twelve Citizens addressed the Committee.

The following is a synopsis of the presentations received by the Committee:

- Mr. Marcel M. Rainville, 3316 St. Laurent Street, owner and operator of Dinosaur Valley Mini Golf and Josephine's Vegetables, requested that the St. Laurent/Valleyview Road area be included in the same ward as the Community of Blezard Valley, as the residents of this area shared a greater degree of community of interest with Blezard Valley than with the area of Rayside. As well, Mr. Rainville submitted a written copy of his remarks.
- Mr. Ernie Checkeris, 2069 Sunnyside Road, spoke on behalf of six residents of the City of Greater Sudbury, and presented a written submission to the Committee. Mr. Checkeris expressed the opinion that the proposal to split the existing wards was premature, in that the existing ward structure had not been given sufficient time by Council to prove its worth. He further stated that there was no evidence of overwhelming public support in favour of single member wards. Moreover, any such proposal should be subject to greater public scrutiny. He proposed that the matter be placed on the ballot as a referendum.
- Ms. Vicki Gilhula, Concerned Citizen and Managing Editor of *Northern Life*. Ms. Gilhula expressed the concern that the views of citizens were not adequately represented at Council. She proposed that three (3) councillors be elected from the current 6 Wards to provide better representation.
- Mrs. Mary Weaver, 163 Maki Avenue, stated that criteria used by the Committee to develop the proposed new wards did not represent the needs of the new City of Greater Sudbury. Council should have focussed on defining the function of a "ward" and then build on the principle of "one" City.
- Mr. Ronald G. MacDonald, 958 Lynwood Drive, stated that as a former City of Sudbury and Region of Sudbury Councillor, he did not find representing fifteen thousand constituents onerous. His personal experience was that he was not overworked. Mr. MacDonald said that establishing new wards was not an overwhelming local issue and expressed strong concerns that not enough time had been given by Council to see if the current ward structure is working properly.
- Mr. John Lindsay, 1439 Bancroft Drive, stated that Council must give the current ward structure a fair chance before undertaking any changes. He added that it was up to Council to make the current structure work and it was too early after the creation of the new City to make this type of change.



- Mr. Alfred Nicholls, 1132 Roland Street, advised the Committee that he was the owner of a recreational property in Rathbun Township. He stated that he did not want to be part of the new City of Greater Sudbury and asked the Committee to recommend that Rathbun Township be taken out of the new City.
- Mr. Jean Robert, 1821 Yorkshire Drive, advised the Committee that under the current ward structure of 2 Councillors per Ward that Councillors were duplicating each other's work and effort and were often dealing with the same complaints, issues and territory. He stated that it was important for both Councillors and residents to identify with one particular area. Going to single member wards would not increase the cost of local government and would provide more accountability to local residents. He was of the opinion that the current workload of Councillors is a separate issue to be addressed by Council.
- Mr. Robert J. Keir, 571 Telstar Avenue, stated that Council had failed to show why the existing 6 Ward structure was not working and should not be changing the structure in such a short space of time. He further added that there was no reason why it could not be added as a question on the ballot at the next municipal election.
- Mrs. Nicki Doyon, 475 Guenette Drive, agreed that the wards should be split but added that it would not lessen the workload of individual Councillors.
- Mr. Rick Doyon, 475 Guenette Drive, stated during the 2000 election, because of having two Councillors per Ward, people had weighted their vote in favour of only one candidate; going to one Councillor per Ward would cure this problem.
- Mr. Norman Gauthier, 2365 Grenoble Street, recommended that the size of Council be reduced to six full-time salaried Councillors. He stated that six full-time salaried Councillors would be more accountable and closer to the people.

Summary of Presentations:

Only one of the twelve Speakers addressed the issue of Ward Boundaries. At its meeting on Monday, May 27, 2002 the Committee reviewed the concern raised by Mr. Rainville. The Committee was of a view that to accommodate Mr. Rainville's request at this time would involve changes that would not satisfy the Committee's criteria.

The remaining Speakers raised various other issues such as, increased representation, Councillor remuneration and the appropriateness of redividing the current Ward boundaries. These matters were clearly outside the mandate of the Committee.

Numbering of Polling Subdivisions:

The Committee agreed with a recommendation put forth by Staff to consecutively number each polling subdivision across the new Ward boundaries. This is a decision the Committee agreed to make at this time so that the change can be made at the Sudbury Offices of the Municipal Property Assessment Corporation, prior to the transfer of data services to Oshawa. This change was recommended by City Staff in the Clerk's Office and considered by both Information Services and the Cartography Section. It was Staff's belief that a consecutive numbering scheme will be of benefit both to voters and for future ward boundary reviews.

The Committee recommends that following the renumbering of the polling subdivisions and the adoption of a final ward boundary structure by City Council that the Clerk request the Municipal Property Assessment Corporation (MPAC) to produce a test voters' list to allow corrections prior to the actual delivery of the final data to MPAC.