# Policy Discussion Papers
# Decision Requested



(12TH)

# Request for Recommendation
# Priorities Committee

Greater Grand Sudbury
www.greatersudbury.ca

| Type of Decision | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Meeting | June 20, 2007 | | | | Report Date | June 14, 2007 | | | |
| Decision Requested | X | Yes | | No | Priority | X | High | | Low |
| | Direction Only | | | | Type of Meeting | X | Open | | Closed |

**Report Title**

Ward Boundary Review

| Budget Impact / Policy Implication | |
|---|---|
| X | This report has been reviewed by the Finance Division and the funding source has been identified. |

**Recommendation**

If Option Three is approved, the Ward Boundary Review will be funded from the Constellation City Initiative for $50,000 in 2007 and $50,000 in 2008;

If a re-mapping exercise is required as a result of a new ward system and/or if the number of wards is increased, the funding will have to be budgeted in future years.

That Council select Option _____ as described in the report from the Executive Director, Administrative Services and that staff be directed to implement the option and report back to Council.

| | |
|---|---|
| X | **Background Attached** |

| | |
|---|---|
| | **Recommendation Continued** |

**Recommended by the Department**

Caroline Hallsworth
Executive Director, Administrative Services

**Recommended by the C.A.O.**

Mark Mieto
Chief Administrative Officer

| Report Prepared By | Division Review |
|---|---|
| Caroline Hallsworth<br>Executive Director, Administrative Services | |

## EXECUTIVE SUMMARY

The Constellation City Report recommended a ward boundary review. This report describes the history of ward boundary reviews in the City of Greater Sudbury; summarizes similar ward boundary review experiences in Ottawa; provides theoretical context to ward boundary reviews; and provides options for Council's consideration.

## BACKGROUND

A ward is an electoral district or unit of local government and a ward based electoral system is structured to ensure representation from all areas in a community and direct contact between representatives and the citizens whom they represent.

The Constellation City Report, recommended:

> *"That the City of Greater Sudbury undertake a full review of the number of municipal wards and their boundaries in order to better recognize the diversity and the large geographic size of the City of Greater Sudbury. The intent of this review is to allow better representation and a more natural grouping of communities of interest in each ward.*
>
> *Further, the Community Solutions Team recommends that the geographic boundaries of the towns of Onaping Falls and Capreol each form the basis for a single ward in any new system."*

The report suggests consideration of two models, the 18 ward model previously proposed by Dr. Segsworth during the last ward boundary review, and a 21 member Council which would be sized as was the former Regional Council. Pages 31 - 33 of the Constellation City Report, which includes this recommendation and the associated rationale and action steps is attached as Appendix One. Also attached as Appendix Two is a table entitled *"Population, Wards and Representation"* which compares the City of Greater Sudbury to fifteen similarly sized communities.

The Municipal Act states that *"a municipality may divide or redivide the municipality into wards or dissolve the existing wards"*. Following the passage of a by-law to divide or re-divide the municipality's wards, the Clerk must provide notice to the electors, which notice triggers a period for electors to file an appeal to the Ontario Municipal Board. Any changes to ward boundaries would come into force following the next municipal election. However, the new ward structure must be approved before December 31 of the year preceding the next municipal election.

## HISTORY OF CGS WARD BOUNDARIES

At the time of Transition, Hugh Thomas was appointed as the Special Advisor on Local Government Reform for the Sudbury Region. Mr. Thomas was tasked with making recommendations to the Provincial Government on a number of elements, including council and ward structure. In assessing options for the new municipality, Mr. Thomas was asked to consider a system that had *"fewer municipal politicians while maintaining accessible, effective, accountable representation, taking into consideration population and community identity".*

The Thomas Report found that *"Communities are not formed by boundaries, but by common interests."* In his discussion of ward structure, Mr. Thomas found that Council cohesion was *"impeded by the underlying problems associated with the fact that councillors tend to represent communities that are identified by the former municipal boundaries"* (attached as Appendix Three), and recommended that to avoid *"the continuation of the inside versus outside debates"* that a new ward structure be implemented. In summarizing *"common concerns"* received through public submissions, the Thomas Report found that the *"the public favoured larger wards and fewer politicians".*

The Thomas Report recommended that the municipality be divided into six wards, with two members of Council elected to each ward. This ward design was recommended based on a number of principles which focused on:

- *reducing the inside/outside friction*
- *a council size sufficient to provide representation of two councillors per ward*
- *the problem of dominance by any one area*
- *enhancing the ability of council to set priorities and long-term goals*
- *creating a feeling of "ownership" amongst politicians*
- *enhancing the working relationship between the council and staff, who will have one common goal*
- *results in wards of relatively equal population*
- *recognizes the component of the municipality where French is predominant*
- *results in a voting system where councillors, in addition to the mayor, view the broader community good*

In 2002, Council appointed a Citizen's Committee for Ward Boundary Review whose mandate was to lead a public consultation process as to how to *"divide the current six wards, with two members each, into twelve single member wards".* Council directed that the following criteria be used in recommending new ward boundaries:

- *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%*

The Citizen's Committee's review of ward boundaries involved extensive public consultations. Letters were sent to all members of Council and to the four school boards, requesting their input as some school board trustees are elected to represent municipal wards. An extensive advertising campaign encouraged public commentary. An Open House and Public Meeting was held on May 23, 2002 at which time the proposed new ward boundaries provided a forum for public input on the proposed model.

The Committee considered a variety of models for division of each of the existing wards, and reviewed each model against four criteria:

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

Each proposed ward in the twelve ward model was tested to ensure it met all of these criteria, with the greatest emphasis being on ensuring representation by population, and the Citizen's Committee for Ward Boundary Review presented their report to Council on May 30, 2002. Following first and second reading of the By-Law, a Public Hearing was held to discuss dividing the City into twelve, single-member wards. The third reading of the by-law was a tie vote and in accordance with the Rules of Procedure, the motion was lost and the ward boundaries remained unchanged.

In 2005, as part of the governance structure review process, Council again considered the issue of ward boundaries and provided notice of the municipality's intention to pass a by-law to re-divide wards into a twelve ward model with one Councillor per ward, using the model previously developed by the Citizen's Committee for Ward Boundary Review. It was suggested that the twelve ward model, with each ward representing a smaller segment of the population, might result in changes in voter patterns and encourage a higher level of candidate and voter participation as smaller, single member wards provide an effective and more direct link between the councillor and their constituents. In the twelve ward model, four wards are a mixture of urban and rural communities, three wards are comprised entirely of rural areas and five wards are primarily urban in nature.

Council directed that public meetings regarding the proposed changes to ward boundaries be held in each of the wards so as to "*ensure public consultation is broad and extensive and to obtain public input*". Six ward based meetings, attended by a total of eighty-seven citizens were held. Twenty-two written submissions were received and eighteen citizens addressed the Public Hearing held on June 22, 2005. At the conclusion of the Public Hearing, Council passed a by-law to dissolve the existing wards and to divide the City into twelve, single-member wards. Public Notice of the decision was provided and the Greater Sudbury Municipal Watch group appealed the decision to the Ontario Municipal Board which began hearings in October 2005. Following the presentation of evidence, the appellants withdrew their appeal and the appeal was dismissed, clearing the way for the new ward boundary system to be implemented for the 2006 election.

The new ward system took effect on December 1, 2006.

## THE OTTAWA EXPERIENCE

At the time of their amalgamation in 2001, the City of Ottawa was created from twelve municipalities and a twenty-one ward structure was implemented. It quickly became apparent that many of the suburban wards were experiencing significant population growth and Council passed a resolution to review and revise ward boundaries, within the existing ward structure. Following a comprehensive ward boundary review process, the new ward by-law was enacted in June 2002. The revised ward boundaries were appealed by residents and business organizations from rural communities. In its findings the Ontario Municipal Board wrote that

> *The Terms of Reference established by Council and relied on by the Citizens' Task Force to conduct their review were flawed from day one, and as a result produced a flawed result and a flawed conclusion . . .*

and found that the Ottawa process had been too prescriptive, precluded the option to increase the number of wards and had failed to give consideration to the concept of effective representation when it combined suburban growth areas into rural wards. The by-law was repealed by the OMB.

In 2004, Ottawa again undertook a ward boundary review, that was to be "*effective, efficient and objective*" and to "*arrive at a more equitable system of representation*". The guiding principles for the review included protection of communities of interest and neighbourhoods while considering representation by population for both present and future demographic patterns.

The first step of the process included an extensive public consultation process, during which time the consultants heard that Ottawa was still "*suffering from the repercussions of its forced amalgamation*" and that

> "*Suburban votes felt under-represented vis-a-vis urban voters. Rural voters felt dominated by the suburban communities in their wards and under-represented on Council. And urban voters felt that the balance of power was skewed against the central wards by rural over-representation.*"

It was also found that while there was a "*sizeable*" number of citizens who gave a *"no increase in the size of Council response",* there was also a view that there was benefit to adding a few wards and recognition that to achieve wards in which the smallest communities were represented would require creation of a model of between fifty-one and sixty-one wards. The options that were subsequently developed considered the needs of the urban, suburban and rural communities and gave consideration to size of both population and physical area. The review team found that "*it is appropriate to combine local communities into wards - wards are in fact a collection of communities of neighbourhoods*".

The final recommendation was for the creation of three new wards in suburban growth areas and the consolidation of two completely rural wards into one ward. The new, twenty-three ward model was adopted by Council and rural residents again appealed to the Ontario Municipal Board. The appeal was dismissed and the new model implemented for the 2006 election.

## EQUAL OR EQUITABLE - ELECTORAL BOUNDARY REVIEW

Canada is a country which has been founded on representative democracy, which means that every citizen has a right to be represented in government. Equal representation means that each vote carries equal weight, regardless of where the voter lives. Effective representation means that voters have an equitable opportunity to access their elected representative and that there is a balance between distinct groups and the broader population base.

Recent court decisions have shaped the electoral boundary review process across Canada and have defined what it means to be represented, giving regard to historical trends in a country in which historically sparsely populated areas have had somewhat, but not substantially lower, voter populations than high populated urban areas.

In 1989, a case in British Columbia found that "*Relative equality of voting power is fundamental to the right to vote*" and that deviations from absolute parity should be permitted "*which can be justified on the ground that they contribute to better government of the populous as a whole, giving due weight to regional issues within the populous and geographic features within the territory governed*" and suggested that a 25% deviation was "*tolerable*" "*given the vast and sparsely populated regions found in British Columbia*" (Dixon vs British Columbia).

In 1991, the Supreme Court of Canada ruled on provincial electoral boundaries in Saskatchewan. The ruling noted that the right to vote as enshrined in the Charter of Rights is the "*right to effective representation*" and that:

> *Relative parity of voting power is a prime consideration of effective representation. Deviations from absolute voter parity, however may be justified on the grounds of practical impossibility or the provision of more effective representation. Factors like geography, community history, community interests and minority representation may need to be taken into account to ensure that our legislative assemblies effectively represent the diversity of our social mosaic. Beyond this, dilution of one citizen's vote compared with another's should not be countenanced.*" (Re Prov. Electoral Boundaries (Sask) (Carter)).

How these decisions have been applied in the municipal context can be seen in municipalities that have recently or are now completing ward boundary reviews. Markham reviewed ward boundaries in 2005 and included as one of its Guiding Principles that there be "*equitable representation with population levels that are reasonably balanced between wards*". Kitchener has just begun a ward boundary review process and has determined that:

> *"The population of wards should be as equitable as possible in this regard and at the same time ensure that each voter is being fairly and equitably represented. As well, the principle of protecting 'communities of interest' does not mean that each community should have its own representative on Council."*

The issue of how specific communities of interest should be represented is complex as there are many definitions of communities of interest. There are spatial or geographic communities of interest which can be neighbourhoods or historic settlements and which are defined by where people live. Other communities of interest include language and cultural communities and interest based communities, such as school areas or sports associations. Research has shown that balancing these different communities of interest within electoral boundaries can be challenging and that protection of one community of interest may adversely affect another as was found in a review of impacts of voting on minority communities which found that "*mechanisms which amplify rural representation while diluting urban representation . . . are troubling to visible minority votes*" because most minorities live in urban centres. (Thomas, Unequal Votes).

## FREQUENCY OF ELECTORAL BOUNDARY REVIEW

The federal and provincial governments adjust electoral boundaries to reflect changing population after each decennial census. There are a number of municipalities which have policies mandating ward boundary reviews on a periodic basis, usually based on a ten year or every third election cycle. For example, the City of Kitchener has a Council Policy which contains criteria to be used when reviewing ward boundaries and requires that a review take place after every third election. Similarly, the Ottawa ward boundary process was designed to cover a ten year horizon of population growth and a period of four elections.

Regardless of what option is selected by Council at this time, it is recommended that a policy of establishing time frames for ward boundary review be implemented so as to ensure that there are periodic checks to ensure that the ward structure continues to meet criteria for effective representation. The model of conducting a review after every third election would, with the new four year term, see a ward boundary review completed once every twelve years, while the model of conducting a ward boundary review after every second election would see a ward boundary review completed once every eight years. The frequency of review should be dependent on the changing community demographics and the shorter time frame to review would be more appropriate if there were significant growth in the community. A table from MPAC entitled *"Population Summary by Poll"* is attached as Appendix Four.

## PROCESS ASSOCIATED WITH WARD BOUNDARY REVIEWS

Based on the experience of other municipalities, particularly when ward boundary review processes are appealed, a ward boundary review needs to be carefully thought out. Should Council decide to undertake a ward boundary review it would be important that the there be no preconceived or predetermined models, that recommendations regarding council size and ward locations be left to the ward boundary review process and that consideration be given to all communities of interest. As experienced by Ottawa and London and as described in a City of Kitchener Report on Ward Boundary Reviews, "*An improper process or disregard for the criteria, or evidence of gerrymandering could cause an appeal of the review and a costly hearing before the OMB.*"

As any full scale electoral or ward boundary process is extremely technical requiring specialized expertise, which includes knowledge of both planning principles and recent court cases associated with the electoral boundary review process, and as one of the tests applied to the ward boundary review process is that it be fully open and without preconceived determinants of outcomes, many communities are moving to the retention of independent specialists to lead their ward boundary reviews. A typical ward boundary review process might begin with a public consultation process to share information and receive general input from the public. This information is then used to develop options, including detailed mapping of potential wards and their boundaries, for further discussion and public consultation prior to preparation of a report with recommended options. A ward boundary review may take anywhere from twelve and eighteen months from start to finish and must include time for possible appeals to the OMB to be disposed of no later than December 31, 2009.

The costs associated with a ward boundary review include costs for retention of specialists to assist with the process, costs for mapping and similar technical analysis and costs associated with the public meeting process. It is estimated that a full fledged ward review would cost $100,000. If a new ward boundary system is implemented, additional one time funding would be required to re-map addresses to the new ward system and if new wards were added, Council Chambers would need to be renovated accordingly. Finally, should new wards be added, the budget for Council salaries and expenses would be increased.

**OPTIONS:**

***Option One:***

Retain the current ward system and direct staff to bring back a *"Ward Boundary Review Policy"* which will establish Ward Boundary Reviews following every third municipal election in the City of Greater Sudbury.

***Option Two:***

Retain the current ward system and direct staff to bring back a *"Ward Boundary Review Policy"* which will use census data and demographic change as the criteria for triggering Ward Boundary Reviews in the City of Greater Sudbury.

***Option Three:***

Undertake a Ward Boundary Review during this term of Council and direct staff to bring back a report in September 2007, outlining principles, process and the budget for the Ward Boundary Review.

# THE EMPOWERED CITY

The Constellation City model not only requires that we acknowledge and celebrate the importance and unique attributes of every community across the City of Greater Sudbury, it requires that we put in place tools to ensure that every community can find its place within our greater community. Every individual community needs to be empowered and to feel a part of an overall team effort.

A community can be said to be empowered when its residents feel that they are fully informed and that there is a mechanism for them to be heard and to influence decisions. In a municipality as large and diverse as the City of Greater Sudbury, creating empowered communities is a daunting challenge. It requires politicians, staff and residents alike to think differently about their city and their community, so that they place an increasing emphasis on transparency and good information, they recognize the importance of local input on local decisions and they acknowledge the need to compromise and share decisions at the city-wide level.

The opposite of empowered is disenfranchised, which is how many of the residents in the former municipalities have felt for the past five years. They moved from a situation in which they had complete control over a number of municipal structures and services in their own community to a situation in which they felt they had no role and no control.

Finding a balance in which individual communities are empowered, while the overall community is able to function effectively -- and in a cost effective manner -- is no simple task. To leave the status quo, however, means that individual communities will never reach their full potential, leaving the overall city diminished and less than it might otherwise be. The Community Solutions Team believes that innovation and imagination are required to achieve the balance needed to build a truly great city that works for every community. Changes in political representation, increased municipal transparency and a new role for Community Action Networks are recommended options to achieve this result.

## Municipal Wards

With the creation of the City of Greater Sudbury, former municipalities summarily lost their political representation and influence on decisions that affect them. Many of these municipalities had a strong sense of community and a political heritage dating back decades. At the same time, the arbitrary delineation of twelve wards has lumped communities together who have no shared history and, in some cases, are quite distinct geographically.

The end result has been an overall alienation in many communities and a sense that these communities will never have a voice at the council table. As indicated in the introduction to this report, the decision to have a twelve member council in Greater Sudbury was based on the premise that fewer municipal politicians is, in and of itself, a good thing, and that a municipal council should function more as a board of directors, with less involvement in individual complaints and issues.

The Community Solutions Team feels that both of these assumptions have proven to be flawed and that a strong case can be made to revisit both the number of wards in the City of Greater Sudbury and the boundaries of these wards.

LT MC

## # 17 - WARD BOUNDARY REVIEW

*That the City of Greater Sudbury undertake a full review of the number of municipal wards and their boundaries in order to better recognize the diversity and the large geographic size of the City of Greater Sudbury. The intent of this review is to allow better representation and a more natural grouping of communities of interest in each ward.*

*Further, the Community Solutions Team recommends that the geographic boundaries of the former towns of Onaping Falls and Capreol each form the basis for a single ward in any new system.*

### Rationale:

Political representation is too important a principle to be determined by computer or ideological decisions. When determining ward boundaries, factors other than population need to be considered, such as geographic size, location and uniqueness of community. Contrary to the thinking of the Harris government, additional councillors should not mean significantly increased costs. In fact, expansion of the number of wards may result in less pressure to increase compensation for councillors and should also permit members of council to have more time to get involved with working groups and thus extend their ability to represent their constituents and govern the city.

A previous review of wards was constrained by terms of reference that prevented any expansion in the number of wards. A new review should examine the submission to Council by Professor Robert Segsworth, which supports the need for a larger number of councillors – perhaps the same number as served on the former regional council – to better service a city as large as the City of Greater Sudbury.

**Action Steps:**

- Establish a Ward Review Committee by the end of 2007
    - Terms of Reference should allow committee to consider increased number of wards
    - Committee should consider workload, communities of interest, municipal structure, historical representation
    - Geographic boundaries of former Town of Capreol and Town of Onaping Falls to form basis of two future wards
    - Committee to report to Council in 2008
- Council to pass appropriate changes for 2010 municipal election

## Increased Transparency

The old saying that "knowledge is power" has a significant basis in fact, especially in a municipal environment. As the City of Greater Sudbury came into being, the expectations of the city's bureaucracy became larger and the pressure to do more with less increased. The distance between citizens and their municipality widened; people could no longer easily comprehend the issues presented at council meetings and councillors themselves face a real challenge to stay fully informed.

At present, most of the knowledge regarding municipal affairs and issues rests with municipal staff. At the risk of asking an already overburdened staff to do more, it is critically important that more access to information is provided to citizens and politicians alike. Decisions regarding capital expenditures, snow plowing, major projects and other initiatives appear to be made and priorities appear to be set with no clear understanding of the rationale behind them.

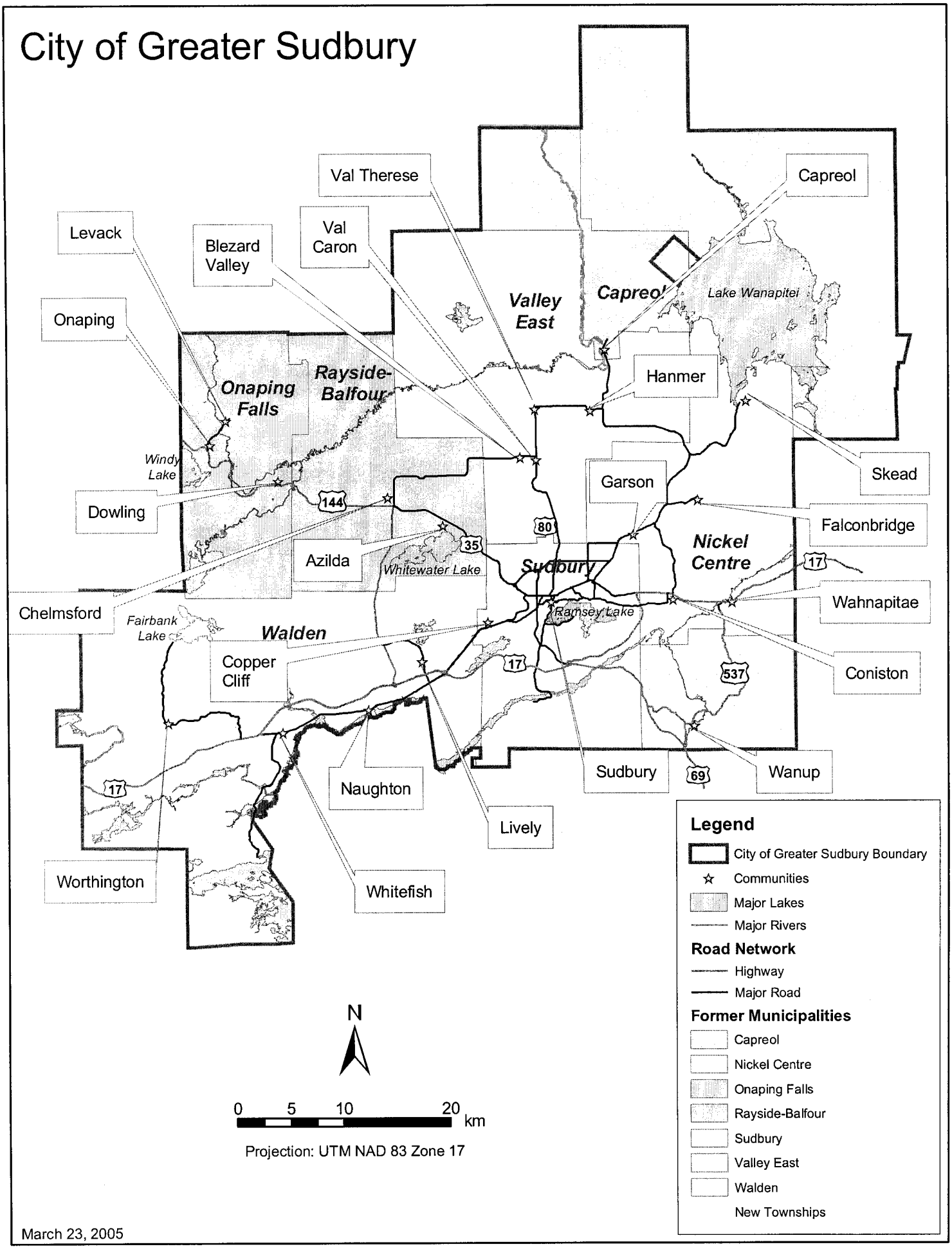
There is no suggestion that improper decisions have been made, only that it is difficult for citizens to support what they don't understand. Winter road maintenance is no doubt determined based on surface composition, traffic, location and status. Capital road improvements are probably planned in a similar fashion. Yet this information is not readily available to the public on an ongoing basis. Similarly, there are no formal reports or updates on reports and recommendations that have been made in previous years.

***"Staff are told not to speak to the public." – Capreol Resident***

**Population, Wards and Representation: City of Greater Sudbury and Fifteen Comparator Communities***

| Community | Population (2006 Census) | # of Wards | Council Composition | Ratio of Citizens per Elected Official |
|---|---|---|---|---|
| City of Kitchener | 204,688 | 6 | Mayor + 6 Councillors | 29,241 |
| City of Vaughan | 238,866 | 5 | Mayor + 3 Regional & 5 Ward Councillors | 26,540 |
| City of Burlington | 164,415 | 6 | Mayor + 6 Councillors | 23,487 |
| Town of Richmond Hill | 162,704 | 6 | Mayor + 2 Regional & 6 Local Councillors | 20,338 |
| Town of Markham | 261,573 | 8 | Mayor + 4 Regional & 8 Ward Councillors | 20,121 |
| City of Windsor | 216,473 | 5 | Mayor + 10 Councillors | 19,679 |
| City of Cambridge | 120,371 | 6 | Mayor + 6 Councillors | 17,195 |
| City of Oshawa | 141, 590 | 7 | Mayor + 7 Regional & 3 City Councillors | 12,872 |
| Town of Oakville | 165,613 | 6 | Mayor + 6 Town & 6 Regional Councillors | 12,739 |
| **City of Greater Sudbury** | **157,857** | **12** | **Mayor + 12 Councillors** | **12,143** |
| City of Barrie | 128,430 | 10 | Mayor + 10 Councillors | 11,675 |
| City of St. Catherines | 131,989 | 6 | Mayor + 12 Councillors | 10,153 |
| City of Kingston | 117,207 | 12 | Mayor + 12 Councillors | 9,015 |
| City of Guelph | 114,943 | 6 | Mayor + 12 Councillors | 8,842 |
| City of Thunder Bay | 109,140 | 7 | Mayor + 12 Councillors | 8,395 |
| Mun. of Chatham-Kent | 108,177 | 6 | Mayor + 17 Councillors | 6,010 |
| **Average** | | **7** | | **14,055** |

** The fifteen comparator communities are the fifteen communities routinely used by the City of Greater Sudbury when referencing other municipalities and activities.*


City of Greater Sudbury
Val Therese
Capreol
Levack
Blezard Valley
Val Caron
Valley East
Capreol
Lake Wanapitei
Onaping
Onaping Falls
Rayside-Balfour
Hanmer
Windy Lake
Skead
Garson
Dowling
144
80
Falconbridge
Azilda
35
Whitewater Lake
Sudbury
Nickel Centre
17
Chelmsford
Fairbank Lake
Ramsey Lake
Wahnapitae
Walden
Copper Cliff
17
537
Coniston
17
Naughton
Sudbury
69
Wanup
Lively
Worthington
Whitefish
N
0 5 10 20 km
Projection: UTM NAD 83 Zone 17
Legend
City of Greater Sudbury Boundary
Communities
Major Lakes
Major Rivers
Road Network
Highway
Major Road
Former Municipalities
Capreol
Nickel Centre
Onaping Falls
Rayside-Balfour
Sudbury
Valley East
Walden
New Townships
March 23, 2005

# City of Greater Sudbury - Population Summary by Poll 2006

| Poll | Ward 1 | Ward 2 | Ward 3 | Ward 4 | Ward 5 | Ward 6 | Ward 7 | Ward 8 | Ward 9 | Ward 10 | Ward 11 | Ward 12 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 291 | 413 | 182 | 356 | 517 | 56 | 367 | 447 | 461 | 394 | 252 | 212 |
| 2 | 432 | 253 | 327 | 220 | 368 | 288 | 51 | 242 | 467 | 680 | 329 | |
| 3 | 245 | 216 | 269 | 396 | 246 | 674 | 324 | 337 | 359 | 234 | 254 | 215 |
| 4 | 263 | 239 | 215 | 376 | 155 | 406 | 363 | 600 | 247 | 292 | 104 | 259 |
| 5 | 254 | 268 | 212 | 305 | 493 | 303 | 307 | 351 | 324 | 248 | 210 | 266 |
| 6 | 258 | 252 | 234 | 588 | 349 | 434 | 253 | 479 | 157 | 224 | 242 | 314 |
| 7 | 207 | 220 | 239 | 240 | 533 | 400 | 421 | 208 | 407 | 286 | 460 | 215 |
| 8 | 244 | 223 | 317 | 558 | 543 | 417 | 393 | 327 | 379 | 237 | 339 | 156 |
| 9 | 269 | 219 | 273 | 379 | 290 | 221 | 271 | 342 | 315 | 227 | 364 | 276 |
| 10 | 189 | 153 | 184 | 367 | 317 | 269 | 293 | 246 | 528 | 251 | 238 | 185 |
| 11 | 210 | 372 | 384 | 447 | 315 | 365 | 315 | 350 | 344 | 226 | 233 | 334 |
| 12 | 380 | 550 | 298 | 148 | 253 | 300 | 234 | 372 | 213 | 225 | 228 | 273 |
| 13 | 358 | 236 | 240 | 657 | 388 | 381 | 318 | 276 | 295 | 265 | 254 | 216 |
| 14 | 137 | 313 | 346 | 303 | 303 | 323 | 446 | 274 | 285 | 215 | 62 | 302 |
| 15 | 294 | 265 | 268 | 340 | 445 | 383 | 340 | 375 | 402 | 250 | 291 | 408 |
| 16 | 260 | 304 | 226 | 316 | 373 | 338 | 163 | 464 | 177 | 387 | 449 | 482 |
| 17 | 257 | 285 | 219 | 377 | 302 | 607 | 313 | 353 | 364 | 329 | 353 | 258 |
| 18 | 360 | 348 | 363 | 226 | 314 | 220 | 369 | 267 | 370 | 288 | 253 | 191 |
| 19 | 461 | 297 | 369 | 203 | | 394 | 341 | 365 | 300 | 306 | 246 | 270 |
| 20 | 113 | 374 | 364 | 350 | 325 | 441 | 267 | 310 | 345 | 254 | 325 | 202 |
| 21 | 287 | 334 | 260 | 207 | 331 | 447 | 384 | 304 | 324 | 432 | 361 | 309 |
| 22 | 396 | 429 | 307 | 280 | 392 | 459 | 252 | 285 | 403 | 288 | 371 | 241 |
| 23 | 388 | 270 | 264 | 307 | 314 | 125 | 246 | 320 | 406 | 290 | 284 | 295 |
| 24 | 242 | 325 | 246 | 284 | 378 | 333 | 601 | 238 | 614 | 164 | 294 | 295 |
| 25 | 256 | 322 | 285 | 236 | 243 | 536 | 432 | 387 | 397 | 168 | 290 | 335 |
| 26 | 396 | 435 | 308 | 301 | 221 | 388 | 204 | 275 | 273 | 184 | 242 | 244 |
| 27 | 415 | 361 | 202 | 235 | 329 | 318 | 301 | 297 | 599 | 254 | 249 | 226 |
| 28 | 309 | 316 | 267 | 243 | 267 | 335 | 288 | 343 | 406 | 234 | 364 | 420 |
| 29 | 469 | 363 | 477 | 252 | 299 | 439 | 419 | 308 | 206 | 379 | 245 | 296 |
| 30 | 329 | 308 | 455 | 236 | 322 | 356 | 308 | 296 | 321 | 348 | 634 | 362 |
| 31 | 529 | 368 | 449 | 397 | 320 | 302 | 273 | 357 | 367 | 303 | 325 | 197 |
| 32 | 247 | 182 | 324 | 292 | 387 | 389 | 439 | 333 | 264 | 413 | 413 | 270 |
| 33 | 383 | 516 | 454 | 247 | 258 | 346 | 146 | 313 | 305 | 189 | 396 | 188 |
| 34 | 390 | 147 | 255 | 433 | 447 | 310 | 260 | 261 | 420 | 283 | 291 | 218 |
| 35 | 165 | 410 | 342 | 233 | 253 | 333 | 277 | 203 | 381 | 264 | 226 | 218 |
| 36 | 198 | 384 | 399 | 285 | 317 | 339 | 294 | 223 | 223 | 691 | 284 | 281 |
| 37 | 246 | 237 | 408 | 235 | 295 | 493 | 212 | 225 | 391 | 362 | 222 | 168 |
| 38 | 437 | 381 | 335 | 260 | | | 551 | | | 475 | 285 | 275 |
| 39 | 182 | 113 | 500 | 246 | | | 266 | | | 105 | 219 | 256 |
| 40 | 241 | 354 | 221 | 124 | | | 421 | | | 496 | 351 | 281 |
| 41 | 300 | 88 | 373 | | | | | | | 170 | 514 | 281 |
| 42 | 566 | | 133 | | | | | | | 370 | 269 | 238 |
| 43 | | | | | | | | | | 370 | 286 | 239 |
| 44 | | | | | | | | | | 326 | 271 | 242 |
| 45 | | | | | | | | | | 348 | 296 | 335 |
| 46 | | | | | | | | | | 243 | 316 | 459 |
| 47 | | | | | | | | | | 1018 | | 179 |
| 48 | | | | | | | | | | 300 | | 634 |
| 49 | | | | | | | | | | 368 | | 206 |
| 63 | | | | | 2 | | | | | | | |

| | Ward 1 | Ward 2 | Ward 3 | Ward 4 | Ward 5 | Ward 6 | Ward 7 | Ward 8 | Ward 9 | Ward 10 | Ward 11 | Ward 12 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Ward Totals: | 12,853 | 12,443 | 12,793 | 12,485 | 12,204 | 13,468 | 12,722 | 11,953 | 13,039 | 15,652 | 13,784 | 13,222 |
| City Total: | 156,618 | | | | | | | | | | | |

Shaded cell indicates a poll total that includes various sub-polls

Source: Regional Assessment 2006; Ontario Population Report; Municipal Property Assessment Corporation.
Prepared by the Community & Strategic Planning Section, City of Greater Sudbury.

# Request for Recommendation
# Priorities Committee

Greater | Grand Sudbury
www.greatersudbury.ca

| Type of Decision | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Meeting | June 20, 2007 | | | | Report Date | June 14, 2007 | | | |
| Decision Requested | X | Yes | | No | Priority | X | High | | Low |
| | Direction Only | | | | Type of Meeting | X | Open | | Closed |

**Report Title**

Community Signage Program

| Budget Impact / Policy Implication | |
|---|---|
| X | This report has been reviewed by the Finance Division and the funding source has been identified. |

**Recommendation**

The total cost of the three program components is $265,000. Funding of $235,000 was provided by the Transition Board for this purpose and is available as identified in the 2006 Growth and Development Capital Budget, together with in-kind assistance with installation costs from the Infrastructure Department ($30,000). New Options now included might reduce this figure.

If approved, there is a requirement to include $25,000 of annual operating expenses and a $10,000 annual contribution to reserves for sign replacement in the 2008 budget. The operating expenses would be the responsibility of the Parks Section.

The community identity signs should be maintained by the Traffic Section as part of their regular duties, using existing resources.

That Council support the plan to install five new decorative city welcome signs at each of the major highway entrances and at the entrance to the Greater Sudbury Airport.

Further, that Council endorse the implementation of a new program of community identity signs incorporating the mySudbury message across the city.

Further, that Council authorize the rehabilitation of 15 existing decorative community signs and establish a fund to allow the Parks Section to maintain these signs on an annual basis and replace them at the end of their life cycle, and

That, the 2008 budget include $25,000 for annual operating expenses and a $10,000 annual contribution to reserves for sign replacement.

| X | **Background Attached** |
|---|---|

| | **Recommendation Continued** |
|---|---|

**Recommended by the Department**

Doug Nadorozny
General Manager - Growth and Development

**Recommended by the C.A.O.**

Mark Mieto
Chief Administrative Officer

| Report Prepared By | Division Review |
|---|---|
| Ian Wood<br>Coordinator of Tourism & Marketing | Rob Skelly<br>Manager of Tourism, Culture and Marketing |

In March 2005, staff presented an analysis of community signs along with several options for Council's consideration. Council chose the option to:

- develop new welcome signs for the city's highway entrances and the airport
- establish a new system of community identity signs tied to the new branding program
- maintain existing decorative signs where possible

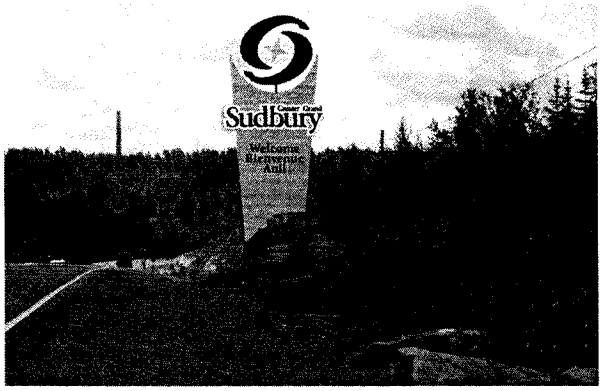
As directed by Council, final designs for decorative city entrance signs and community identity signs have been developed, along with a plan for the maintenance of existing decorative community signs.

## Decorative City Entrance Signs

These signs will be installed in five locations in the City of Greater Sudbury:

1. Highway 69 near the Wahnapitae River
2. Highway 17 on the Nairn Hill
3. Highway 17 near Kukagami Lake Road
4. Highway 144 near Windy Lake
5. The Greater Sudbury Airport

The recommended sign design was developed by Nexus Graphics Ltd. Five local design companies submitted a total of 28 preliminary designs which were ranked by the mySudbury project steering committee. The final choice, with minor changes, was ratified by the GSDC Board and recommended to Council.




This design is intended to rise out of its surroundings in an imposing yet appropriate way. It is rendered in nickel stainless steel and is meant to be timeless and adequately reflect our city's

status as the "Capital of northeastern Ontario." The height of the sign is meant to evoke the superstack and the forests surrounding our city. It is also meant to overcome any winter snowdrifts.

There are no complicated messages. *Welcome*, *Bienvenue* and *Anii* are used to reflect the two major working languages of our community, along with the first nations who lived here prior to European settlement.

In areas with hydro access, the signs will be lit by a floodlight on the main body and a lightbox on the top. In inaccessible locations, a solar-powered floodlight only will be used.

An application has been made to the Ministry of Transportation as permits are required for the four signs that will be located on provincial highways. The Ministry has recently expressed concern that the selected design is taller than their guidelines allow. Staff is confident that these objections can be overcome.

The signs will require regular cleaning and some maintenance but are designed to have an indefinite lifespan.

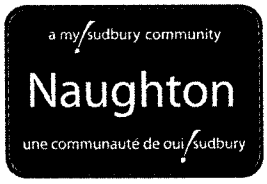
Each of the five signs will cost between $19,000 and $24,750. Following Council's approval, final quotations will be sought from local sign suppliers and permits obtained from appropriate agencies. It is anticipated that these signs will be installed in Summer 2007.

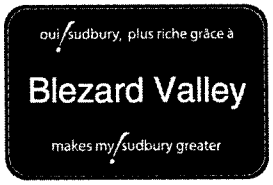
Existing city welcome signs, installed as a temporary measure, will be removed at the same time. The "Welcome to Greater Sudbury" signs installed by the Rotary Clubs of Sudbury, will be removed at the end of their functional lifespan, anticipated in 2009.

Council should note that the Highway 69 location will be temporary until the new 4-lane highway is opened.

**Community Identity Signs**

As part of the community branding initiative, the mySudbury steering committee examined opportunities to promote the branding message and tie the different parts of Greater Sudbury together. As directed by Council, community identity signs were developed to replace the existing signage and to bring a more consistent look to communities across the city.




Two designs were chosen. Both are bilingual and it is proposed that both designs will be randomly distributed across the city. Only one sign will appear at each identified community entrance. It is intended that these signs will be gradually introduced over the next few years.

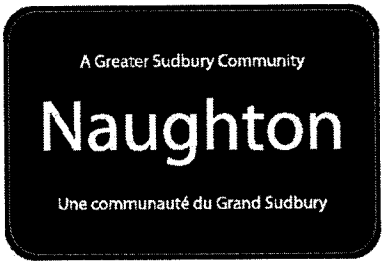
An estimated 60 signs will be required, with each costing approximately $1,200 to develop and install. Infrastructure crews will assist with installation of these signs an incorporate them into their regular maintenance program

**Additional information**

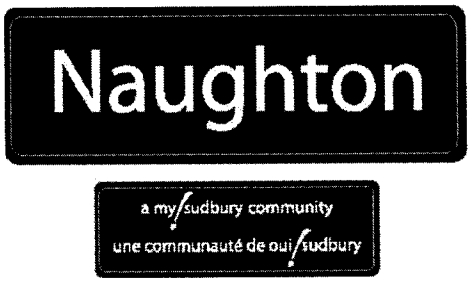
At the Priorities Meeting of May 16, Council requested alternative options for this program. Staff have developed four options for Councils' consideration.

**Option 1** - The program as proposed in the original report.

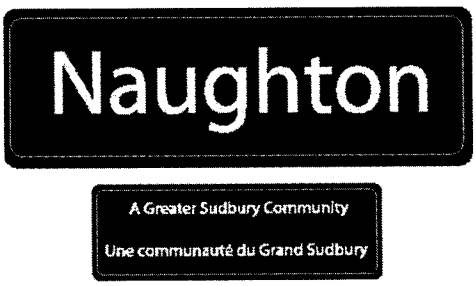
**Option 2** - Same as Option 1 with the message changed to "A Greater Sudbury Community / Une communauté du Grand Sudbury". This would result in the same cost.




**Option 3** - Use smaller "my!Sudbury" community tagline signs under existing hamlet signs. These smaller signs are less expensive to manufacture and install. The cost for this program would be an estimated $25,000, resulting in savings of $17,000.




**Option 4** - Same as Option 3 but with a "Greater Sudbury" community message.



**Option 5** - Leave hamlet signs as they currently exist and focus on entrance sign programs. This would save an estimated $42,000. (The in-kind contribution from the Infrastructure Department is not considered in this figure.)

Dollars saved through these options would be placed in the sign maintenance reserve fund.

## Existing Decorative Community Signs

As directed by Council, a full analysis of existing community signs has been developed. As was discussed with the previous Council, two of the Town of Walden signs are to be removed as required by the Ministry of Transportation, prior to the installation of new CGS entrance signs. The balance of the existing signs are to be retained and refurbished. The table below identifies the signs, which are to be retained and which removed, as well as the costs for rehabilitation and ongoing maintenance.

The recommended maintenance budget of $25,000 includes funds to allow landscaping of particular locations as well as upkeep of the new entrance signs.

| | Sign Type | Location | Disposition | 2007 Cost | Ann Maint |
|---|---|---|---|---|---|
| | Town of Walden...naturally | Hwy 17 | Refurbish | 1,200 | 500 |
| | Town of Walden...naturally | Hwy 17 | Refurbish | 1,200 | 500 |
| | Town of Walden...naturally | Hwy 144 | Relocate | 1,200 | 500 |
| | Town of Walden...naturally | MR 55 | Refurbish | 1,200 | 500 |
| | Rayside Balfour... sunny sky | Hwy 144 | Refurbish | 12,500 | 800 |
| | Rayside Balfour... sunny sky | MR 35 | Refurbish | 4,150 | 800 |
| | Rayside Balfour... sunny sky | MR 15 | Refurbish | 15,000 | 800 |
| | Town of Valley East | MR 80 | Refurbish | 1,400 | 500 |
| | Town of Valley East | MR 15 | Refurbish | 1,750 | 500 |
| | Town of Valley East | MR 85 | Refurbish | 1,400 | 500 |
| | Town of Capreol | MR 86 | Refurbish | 2,000 | 500 |
| | Town of Falconbridge | MR 89 | Refurbish | 2,500 | 300 |
| | Coniston..caring community | Hwy 17 | Refurbish | 1,750 | 500 |
| | Coniston..caring community | Hwy 17 | Refurbish | 1,750 | 500 |
| | Sudbury...Education Capital | Regent | Refurbish | 5,000 | 400 |
| | Sudbury...Education Capital | Long Lake | Refurbish | 5,000 | 400 |
| | Sudbury...Education Capital | MR 55 | Refurbish | 5,000 | 400 |
| | Sudbury...Education Capital | MR 55 | Refurbish | 5,000 | 400 |
| | Welcome to Greater Sudbury | Hwy 69 | Remove | 0 | |
| | Welcome to Greater Sudbury | Hwy 144 | Remove | 0 | |
| | Welcome to Greater Sudbury | Hwy 17 | Remove | 0 | |
| | Rotary Welcome Signs | 4 locations | Retain until end of lifespan (approx 3-5 yrs) | 0 | 0 |
| | | | | | |
| | | | TOTAL | 69,000 | 9,300 |

**Additional Information**

At the Priorities Meeting of May 16, Councillor Barbeau requested that the City maintain the existing Town of Walden Sign on Highway 17 West at the Nairn Hill. This change will be made in our formal proposal to MTO.

**Summary:**

If approved by Council, staff will move forward to implement the three components of the Community Signage Program outlined above.

The budget for these programs is as follows:

**Options 1 or 2:**

| | | |
|---|---|---|
| New Decorative City Entrance Signs | | $124,000 |
| New Community Identity Signs | | 72,000 |
| Rehabilitation of existing Community Signs | | 69,000 |
| | Total | $265,000 |

**Options 3 or 4:**

| | | |
|---|---|---|
| New Decorative City Entrance Signs | | $124,000 |
| New Community Identity Signs | | 25,000 |
| Rehabilitation of existing Community Signs | | 69,000 |
| | Total | $218,000 |

**Option 5:**

| | | |
|---|---|---|
| New Decorative City Entrance Signs | | $124,000 |
| Rehabilitation of existing Community Signs | | 69,000 |
| | Total | $193,000 |

There is also a requirement to include $25,000 for annual operating expenses and a $10,000 annual contribution to reserves for sign replacement in the 2008 budget.