



**SPECIAL GENERAL ISSUES COMMITTEE
CITY OF HAMILTON WARD BOUNDARY REVIEW
REPORT 16-027**

11:00 a.m.

Thursday, October 27, 2016

Council Chambers

Hamilton City Hall

71 Main Street West

Present: Mayor F. Eisenberger, Deputy Mayor D. Skelly (Chair)
Councillors T. Whitehead, T. Jackson, C. Collins, S. Merulla, J. Farr, A. Johnson, D. Conley, M. Pearson, B. Johnson, L. Ferguson, R. Pasuta, J. Partridge

**Absent
with Regrets:** Councillor M. Green – Other City Business
Councillor A. VanderBeek – Personal

**THE GENERAL ISSUES COMMITTEE PRESENTS REPORT 16-027 AND
RESPECTFULLY RECOMMENDS:**

1. City of Hamilton Ward Boundary Review (CL16009(a)) (City Wide) (Item 5.1)

That Report CL16009(a), respecting the City of Hamilton Ward Boundary Review, be received.

FOR THE INFORMATION OF COUNCIL:

(a) CHANGES TO THE AGENDA (Item 1)

The Committee Clerk advised of the following changes to the agenda:

1. DELEGATION REQUESTS

3.1 Matt Jelly

3.2 Georgina Beattie

3.3 Stewart Beattie

Council – November 9, 2016

2. GENERAL INFORMATION / OTHER BUSINESS

8.1 Written Submission from Dan Jelly

The agenda for the October 27, 2016 General Issues Committee meeting was approved, as amended.

(b) DECLARATIONS OF INTEREST (Item 2)

There were no declarations of interest.

(c) DELEGATION REQUESTS (Item 3)

(i) Matt Jelly (Item 3.1)

The delegation request submitted by Matt Jelly, respecting the City of Hamilton Ward Boundary Review was approved.

(ii) Georgina Beattie (Item 3.2)

The delegation request submitted by Georgina Beattie, respecting the City of Hamilton Ward Boundary Review was approved.

(iii) Stewart Beattie (Item 3.3)

The delegation request submitted by Stewart Beattie, respecting the City of Hamilton Ward Boundary Review was approved.

(d) PUBLIC HEARINGS / DELEGATIONS (ITEM 4)

(i) Matt Jelly (Item 4.1)

Matt Jelly addressed Committee, respecting the City of Hamilton Ward Boundary Review. Mr. Jelly's comments included, but were not limited to, the following:

- o Ward boundary review is an issue that I have followed for many years.
- o It's worth giving some basic context on ward boundaries in the City of Hamilton, both in terms of how long it's been since we've undertaken a

Council – November 9, 2016

serious review of those boundaries, as well as how many times Council has considered the issue over the years.

- o Our current ward boundaries, of course, date back to the amalgamation of 2001, a policy of the then Premier, Mike Harris, and the Progressive Conservative Party to merge two-tier municipalities and regions into single-tier municipalities.
- o Fifteen years later, the effects of this policy are still felt on our daily politics, and our relation to each other as a collection of many distinct communities, spread across approximately 1,100 square kilometers, from Sheffield to Fifty Point, and from Mount Hope to the North End, consisting of rural, suburban and urban communities – all with differing concerns, priorities and challenges – all forcibly amalgamated together by the Provincial government of the time.
- o Roughly half of our amalgamated City's population are younger than 24, which means they weren't of voting age when the decisions were made regarding amalgamation – including the decisions made that created the 15 wards you currently represent and the boundaries that define them. In fact, the eight wards that make up the old City of Hamilton haven't been changed since 1985.
- o At the time of the 2001 amalgamation, the new City was originally to be divided into 13 wards, instead of the current 15. Presumably to make amalgamation an easier political pill to swallow, two seats were added; one to Stoney Creek and one to Flamborough.
- o Very specifically, population parity between wards wasn't made a priority at the time, preserving communities of interest and respecting former town boundaries was considered more important.
- o The amalgamation Transition Board advised that the new Council deal with the issue of ward boundaries thereafter, but we've kept the same system ever since.
- o Two wards are much higher in population than the average. Three wards fall well below the population of the average ward. Some residents have up to three wards fall well below the population of the average ward. Some residents have up to three and a half times the representation per resident as some other wards. In the most extreme cases, being Ward 7 on the Hamilton Mountain on the high end and Ward 14 in Flamborough on the low end.
- o The Ontario Municipal Board advises that municipalities should do reviews of ward boundaries every ten years, in order to adjust to

changes in population and to ensure that all citizens are receiving adequate and equitable representation. They also advise that no ward should be 25% more or less than the population of the average ward.

The 5 minute rule was waived and the delegate's speaking time was extended.

The presentation provided by Matt Jelly, respecting the City of Hamilton Ward Boundary Review, was received.

(ii) Georgina Beattie (Item 4.2)

Georgina Beattie addressed Committee, respecting the City of Hamilton Ward Boundary Review. Ms. Beattie's comments included, but were not limited to, the following:

- o Resident of Ward 11 and a former Councillor for the City of Stoney Creek.
- o You have many items on your Council plate these days. With this in mind, please wait for the Ward realignment until the current 2016 Census is complete so as to begin with accurate numbers.
- o According to the Canada Census website www.census.gc.ca, the 2016 Census collection response is at 98.4% higher than for 2011 and 2006. Population and dwelling counts will be published on the Statistics Canada website on February 8, 2017.
- o There does not seem to be any proof that the 2026 review projections are accurate and/or defensible given that the numbers referenced in the reports are 5 years old.
- o Please wait and do this correctly using accurate numbers.
- o If you must, a short term solution would be to reorganize the Mountain Wards 6, 7 and 8 only, in order to balance the numbers.

The 5 minute rule was waived and the delegate's speaking time was extended.

The presentation provided by Georgina Beattie, respecting the City of Hamilton Ward Boundary Review, was received.

(iii) Stewart Beattie (Item 4.3)

Stewart Beattie addressed Committee, respecting the City of Hamilton Ward Boundary Review. Mr. Beattie's comments included, but were not limited to, the following:

- o Thank you for initiating the consultant's review.
- o Attended a few of the meetings.
- o Family moved here in 1954.
- o Seen a lot of change – regional government, amalgamation, involved in many elections.
- o System is broken – the present system is not adequate for the City of Hamilton.
- o This system was created for amalgamation – it was a Hamilton Wentworth plan.
- o Need to make some changes – you have data to do it.
- o Mountain – needs to be changed – prefer representation by population.
- o You have to make a change or the OMB will make the change for you – I prefer that you make that change.
- o Election reform – on election day – the percentage of turnout needs to be increased to at least 51%.
- o We need to look at new polling stations – you need to be able to get in and out, on-line, weighted ballots – all if this needs to be looked at or democracy fails.

The 5 minute rule was waived and the delegate's speaking time was extended.

The presentation provided by Stewart Beattie, respecting the City of Hamilton Ward Boundary Review, was received.

(e) PRESENTATIONS (Item 5)

(i) City of Hamilton Ward Boundary Review (CL16009(a)) (City Wide) (Item 5.1)

Gary Scandlon, Director of Municipal Finance, and Erik Karvinen, Senior Project Coordinator, of Watson & Associates Economists Ltd.; and, Dr. Robert Williams, ICA Associates & Trust Learning, addressed Committee respecting the City of Hamilton Ward Boundary Review. The presentation included, but was not limited to, the following:

- o Study Overview
 - The City of Hamilton retained an independent consultant team led by Watson & Associates in association with Dr. Robert J. Williams, Trust Learning Solutions and ICA Associates to undertake a comprehensive Ward Boundary Review (WBR).
 - This WBR represents the first opportunity that the municipal representation needs of all residents of the amalgamated City are being considered collectively.
 - The 2015-2016 Hamilton WBR is premised on the legitimate democratic expectation that municipal representation in Hamilton will be effective; equitable; and, an accurate reflection of the contemporary distribution of communities and people across the City.
- o Guiding Principles
 - Hamilton's WBR is framed by six principles adopted by Council (Clerk's Report CM15004, March 30, 2015):
 - a. Representation by population;
 - b. Population and electoral trends;
 - c. Means of communication and accessibility;
 - d. Geographical and topographical features;
 - e. Community or diversity of interests; and,
 - f. Effective representation.

o Study Process

Phase 1

- Review Data
- Develop Public Engagement Strategy
- Gather Information on the Present Ward System

Phase 2

- Hold public information and engagement sessions concentrating on the existing ward structure and guiding principles (Round 1 Consultation).

Phase 3

- Prepare Interim Report
- Public consultations on preliminary options (Round 2 Consultation)

Phase 4

- Prepare Final Report including Final Options
- Present Findings and Recommendations to General Issues Committee

o Public Consultation

- Two rounds of public consultation.
- The purpose of the public engagement component was twofold:
 - to engage the people of Hamilton in a manner that provides valuable input to the study process; and,

- to ensure Council that ward boundary alternatives reflect municipal vision, principles of the Public Engagement Charter and community input.
- Participants were invited to provide their input/opinions with regard to:
 - key strengths and weaknesses of the current ward system;
 - prioritization of the Guiding Principles; and
 - preliminary alternative ward models.
- The feedback and comments received from the public consultation are reflected in the analysis and have helped inform the findings and recommendations.
- o A Changing City and Considerations for Ward Boundary Design
 - Since 2001, Hamilton's population has increased by 9%; do the ward boundaries reflect the changing nature of the City?
 - The population is expected to increase by 12% (68,000 people) over the next decade especially in the present Wards 11, 9 and 15; will the ward boundaries continue to reflect the changing nature of the City?
- o Population Growth Trends and Shifts
 - former City of Hamilton vs. suburban population balance – population continues to shift towards suburban communities;
 - urban vs. rural population growth trends – Hamilton's population increasingly urban; and,
 - west vs. east population balance – population and growth concentrated in the east side of the City.

- o Present Ward Structure
 - Provincial Regulation 448/00 following amalgamation established a system of 15 wards:
 - 8 wards in the old City of Hamilton; and,
 - 7 wards in suburban/rural areas.

- o Evaluation of the Present System

- o Final Options
 - A 15-ward Option that strives to optimize population parity (representation by population).
 - A 16-ward Option that, through the addition of one ward, achieves a reasonable population balance by ward and preserves communities of interest, while finding better effective representation than a 15-ward Option.

- o 15 Ward Option

- o 15 Ward Option Evaluation

- o 16 Ward Option

- o 16 Ward Option Evaluation

- o Conclusions
 - This Review suggests strongly that the existing ward boundary configuration does not meet the expectations of the Guiding Principles.
 - This Review suggests that the City would be better served by an alternative ward boundary configuration as provided in the 15-ward and 16-ward Options presented here.
 - The two Options presented here successfully address shortcomings identified in the present system.

- The Options provide wards that are better balanced in population now and over the next three elections while accommodating a significant geographic community of interest (rural Hamilton) and the various emerging neighbourhoods across the City.
- We recommend that Council consider the adoption of a new ward boundary structure for the 2018 election.
- If Council moves forward with adoption of a new ward boundary structure, we have identified a 15-ward and 16-ward configuration for consideration.
- If Council adopts a revised ward structure, a new by-law will be prepared by City staff and presented to Council at a later date.

The presentation, respecting the Hamilton Ward Boundary Review, was received.

(f) MOTIONS (Item 6)

Councillor Conley introduced the following Motion:

- (i) Potential Alternative Model Options respecting the Hamilton Ward Boundary Review (Item 6.1)**
- (a) That members of Hamilton City Council be requested to forward, to the City Clerk, who in turn will provide to Watson and Associates, in association with Dr. Robert Williams, Trust Learning Solutions and ICI Associates, any further suggestions that the Council members may have for alternative ward boundary model options no later than Friday, November 4, 2016; and,
 - (b) That Watson and Associates be directed to compile any additional ward boundary model options that may be provided by members of Council into a consolidated report, which is to also include the two (2) options currently listed in Appendix "A" to Report CL16009(a), respecting the City of Hamilton Ward Boundary Review – Final Consultant Report, and report back to a future General Issues Committee.

Sub-section (a) to the motion above, respecting a Potential Alternative Model Options respecting the Hamilton Ward Boundary Review, was amended by

deleting the number “4” and replacing it with the number “30, to read as follows:

- (a) That members of Hamilton City Council be requested to forward, to the City Clerk, who in turn will provide to Watson and Associates, in association with Dr. Robert Williams, Trust Learning Solutions and ICI Associates, any further suggestions that the Council members may have for alternative ward boundary model options no later than Friday, November **30**, 2016; and,

The amended Motion, reads as follows:

- (a) That members of Hamilton City Council be requested to forward, to the City Clerk, who in turn will provide to Watson and Associates, in association with Dr. Robert Williams, Trust Learning Solutions and ICI Associates, any further suggestions that the Council members may have for alternative ward boundary model options no later than Friday, November **30**, 2016; and,
- (b) That Watson and Associates be directed to compile any additional ward boundary model options that may be provided by members of Council into a consolidated report, which is to also include the two (2) options currently listed in Appendix “A” to Report CL16009(a), respecting the City of Hamilton Ward Boundary Review – Final Consultant Report, and report back to a future General Issues Committee.

(ii) Costs of Increasing the Composition of Council by One (1) Member (Item 6.2)

The General Manager of Finance & Corporate Services was directed to review what the capital and operating costs of increasing the composition of Council by one (1) member, and report back to the General Issues Committee.

(iii) Blend of Properties within the Proposed Revised Ward Boundaries (Item 6.3)

The General Manager of Finance & Corporate Services was directed to review the blend of properties within the proposed revised ward boundaries, with respect to the current area rating policies and report back to the General Issues Committee.

(g) GENERAL INFORMATION / OTHER BUSINESS (Item 11)

(i) Written Submission from Dan Jelly (Item 8.1)

The written submission from Dan Jelly was received.

(h) ADJOURNMENT (Item 13)

There being no further business, the Special General Issues Committee adjourned at 3:04 p.m.

Respectfully submitted,

D. Skelly, Deputy Mayor
Chair, General Issues Committee

Stephanie Paparella
Legislative Coordinator
Office of the City Clerk