

**Excerpt from the Minutes of the Regular Meeting of Council
held on 2015 November 23:**

8.2.1 FINAL REPORT AND RECOMMENDATION OF THE WARD BOUNDARY
COMMISSION, WBC2015-0907

Mayor Nenshi left the Chair at 10:41 a.m. in order to participate in the debate on Report WBC2015-0907, and Acting Mayor Pincott assumed the Chair.

INTRODUCTION

Councillor Chu introduced a group of 25 Grade three and four students from Alex Munro School in attendance in the public gallery, accompanied by their teacher. He advised that this week, at City Hall School, the class would be exploring the question “What does Calgary offer its citizens?”.

AMENDMENT, Moved by Councillor Demong, Seconded by Councillor Chabot, that Mayor Nenshi’s proposed Referral be amended as to time, by deleting the words “as soon as possible”, following the words “returning to Council”, and by substituting with the words “no later than mid-February, 2016”.

RECORDED VOTE

For:

E. Woolley, D. Farrell, G-C. Carra, A. Chabot, P. Demong, N. Nenshi, B. Pincott

Against:

W. Sutherland, D. Colley-Urquhart, S. Chu, J. Magliocca, R. Pootmans, S. Keating, J. Stevenson, R. Jones

MOTION LOST

POINT OF PROCEDURE

Councillor Stevenson rose on a Point of Procedure to request that the Law Department clarify the effect of the current motion, with respect to Council Policy CC017, the Ward Boundary Determination and Review.

POINT OF ORDER

Councillor Colley-Urquhart rose on a Point of Order to state that the wording of the current motion does not properly reflect the stated intent.

REFER, Moved by Mayor Nenshi, Seconded by Councillor Woolley, that Council refer Report WBC2015-0907 to the Returning Officer to consider:

- a) A phased approach, given the slower population growth and lower housing starts for 2016;

which keeps Ward differentials closer to the 10-15% in Council Policy, returning to Council as soon as possible.

RECORDED VOTE

For:

E. Woolley, D. Farrell, G-C. Carra, A. Chabot, P. Demong, R. Pootmans N. Nenshi,
B. Pincott

Against:

W. Sutherland, D. Colley-Urquhart, S. Chu, J. Magliocca, S. Keating, J. Stevenson, R. Jones

CARRIED

Mayor Nenshi resumed the Chair at 11:33 a.m. and Councillor Pincott returned to his regular seat in Council.

Mayor Nenshi, on behalf of Members of Council, thanked the Ward Boundary Commission members for their work of the last year.

ADOPT, Moved by Councillor Woolley, Seconded by Councillor Colley-Urquhart, that Council disband the Ward Boundary Commission, and that the Members be thanked for their service.

CARRIED

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FINAL REPORT AND RECOMMENDATION OF THE WARD BOUNDARY COMMISSION

EXECUTIVE SUMMARY

The Ward Boundary Commission (WBC) was appointed by Council, as an independent body, to undertake “major revisions to ward boundaries and provide recommendations to Council” for adoption ahead of the next General Election in 2017, when the newly adopted boundaries would come in effect. The Commission Report is Attachment 1.

THE WARD BOUNDARY COMMISSION RECOMMENDATION(S)

1. The Proposed Ward Boundaries, Attachment 2, be adopted by Council to take effect on General Election day 2017;
2. That the Returning Officer be directed to return with a Bylaw to amend Bylaw 19M91 no later than March 2016, and
3. Direct Administration to amend Council Policy CC017, to reflect the change in term of office to 4 years and 2 election cycles.

PREVIOUS COUNCIL DIRECTION / POLICY

City Council reappointed the Ward Boundary Commission under NM2014-10 to undertake the major revision of the Ward Boundaries in accordance with the criteria named in Council Policy CC017, Attachment 4

BACKGROUND

This is the first time that Council has appointed an independent commission for Ward Boundary changes to ensure an impartial and objective process. The aim of this process is to produce Ward Boundaries that would not require major revisions for at least two elections.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The Commission employed the following steps in reaching its recommendations:

1. Meetings with members of Council and School Board Representatives,
2. Public input
3. Review of 2014 and 2015 Civic Census results
4. Review of population growth projections and patterns for Calgary
5. Review of historical growth patterns and cycles

Stakeholder Engagement, Research and Communication

Discussed in Attachment 1

Strategic Alignment

A well run City has been identified as a Council priority, with strategic action w5 calling for greater collaboration and encouraging public participation in City decision-making.

Social, Environmental, Economic (External)

These are discussed in the Final Report and Recommendations of the Ward Boundary Commission, Attachment 1

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FINAL REPORT AND RECOMMENDATION OF THE WARD BOUNDARY COMMISSION

Financial Capacity

Current and Future Operating Budget:

There are implications to operating budget to implement the changes and advertise the Bylaw. There is a carry over from one time WBC activity budget to cover advertising in 2016. Implementation will be covered in existing budget in 2016 and the election one time budget in 2017.

Current and Future Capital Budget:

The recommendations do not have any capital budget implications for the City of Calgary.

Risk Assessment

Adoption of the recommendations does not carry any risks for the Corporation of the City of Calgary. There are risks to the Corporation of the City of Calgary if Ward Boundary changes are not implemented to ensure acceptable and sustainable levels of population deviation are maintained in accordance with Supreme Court of Canada decisions.

REASON(S) FOR RECOMMENDATION(S):

The reasons behind the Ward Boundary Commission's recommendations are outlined and discussed in the attached report, Attachment 1.

ATTACHMENT(S)

Attachment 1 - Final Report and Recommendations of the Ward Boundary Commission
Attachment 2 – Proposed Final Scenario
Attachment 3 – Population Deviation Statistics
Attachment 4 – Council Policy CC017 Boundary Determination and Review

Ward Boundary Commission Final Report

Background

In accordance with Council Policy CC017 - Ward Boundary Determination and Review, a major review of Calgary's ward boundaries was conducted by a Council-appointed independent Ward Boundary Commission (the Commission). In reviewing ward boundaries it was the responsibility of the Commission to utilize specific criteria in determining proposed changes to those 14 boundaries. In addition the Commission was required to conduct this major review as if no wards existed, provide an opportunity for input from members of Council, school boards and the public, and finally make recommendations to Council on proposed revisions to those boundaries.

Major Criteria.

In undertaking the task the Commission adhered to the following criteria:

1. The total population to be relatively equal between wards derived from the most recent civic census;
2. Deviation of population among wards to be kept between ten and 15 per cent with a maximum allowed deviation of 25 per cent;
3. Expected population growth over the next 10 years to be used in determining the new boundaries.

In applying these criteria the Commission's approach was to ensure that the proposed boundary changes would subsequently last and be effective for two future civic elections. The actual policy CC017, which references three civic elections, approved when election cycles were three years. From the point of Council consideration of this report, the period accommodated will be approximately 10 years, which recognizes what the Commission believes was the intent of the policy. In order to achieve this relatively long-lasting division of city wards, it was deemed vital to allocate higher current populations into those more stable wards and lower populations into wards most likely to experience higher growth in the decade to come. Because the Commission's interpretation of its mandate was to recommend changes that would cover two current civic election cycles, those divisions of the current population needed to be significant. Minor tweaking of current wards would not accomplish the mandate.

Given both the historical and projected pattern of high growth in the more outlying, suburban areas of Calgary, the application of this approach resulted in the Commission's proposal of significantly lowering current populations in those outer wards. Simply put they need to be reduced in population size before the next election in order to give them room to grow in years and elections to come. In tandem with this approach established wards, generally closer to downtown, would be relatively "bulked up" with higher current population numbers.

Additional Criteria

Further criteria were considered by the Commission, as required by the Council policy and deemed "where possible".

Those included:

4. Ward boundaries and community district boundaries should coincide;
5. Ward boundaries and community association boundaries should coincide;
6. Consider readily identifiable boundaries (major streets and topography);
7. Attempt to create block-shaped boundaries, not pie-shaped;
8. Try to equalize land use activities in each ward (commercial, rural, industrial, institutional, green space), and consider historical ward boundaries.

Process

In accordance with Council Policy CC017, the Commission designed a work program that combined initial internal analysis, an inclusive consultation process, review of input, and preparation of a final ward boundary map meeting established Council's policy:

1. Initial Internal Analysis:

After much investigation and experimentation the Commission prepared five initial scenarios for the proposed future electoral division of the city.

During this preparatory work, at all times applying Council's criteria, the Commission became very familiar with the various current and projected population distributions and, more importantly, their impact on the resulting shapes and sizes of each and every proposed ward.

After such intensive work five agreed upon scenarios were then put forward for discussion with members of Council in the late spring of 2015.

Those five, detailed scenarios included a pie-shaped map centered on downtown, a projected east/west, cross-city ward division, and three other more readily recognizable scenarios resulting from differing starting points around the city. This exercise allowed the Commission to provide City Council with alternative mapped scenarios reflecting different applications of criteria, and obtain initial feedback from City Council to guide future work.

2. Consultation:

The Commission met with all members of Council to present the five scenarios, test the logic of each, and then receive their views on potential changes. During these meetings it became clear there was little support for the pie-shaped ward scenario, and unnecessarily elongated ward shapes, which the east/west division would entail. Again, simply put, the idea that every elected person would have a piece and subsequent

interest in downtown because the tip of the pie landed there would actually mean no-one would be beholden to downtown because the balance of the populations they represented would still be in the outer lying areas. In addition, the sheer amount of travelling required of councillors under such pie-shaped scenarios deemed them unworkable.

Once these meetings concluded the Commission used the input to prepare two hybrid scenarios combining and focusing upon the views expressed from the initial consultation with Council following the five scenarios presented.

The Commission then tested those two scenarios (A and B) at a series of open houses, one in each quadrant of the city in accordance with Council's Policy, and a final open house at City Hall.

The Chair of the Commission presented both scenarios at each open house, conveyed the criteria used to produce the maps, and moderated a question / answer session with those in attendance. In addition, comment sheets were available to receive written submissions along with a website address for electronic comments.

The Commission then met with the Calgary Board of Education and the Calgary Catholic School Board. The Boards provided input and insight into operational issues and made some minor suggestions for changes that were accommodated.

3. Review of Input:

There were 50 written comment sheets handed in at the open houses. In addition there were 287 on-line submissions commenting on the two scenarios. 80% of the comment sheets and almost two-thirds (62%) of the on-line submissions supported Scenario B. While the two scenarios were similar, Scenario B was the clear favorite for several reasons, although there were suggested improvements to be considered by the Commission. Most respondents wanted logical, easily identifiable boundaries, protection of existing community relationships, and homogenous populations with little diversity in the range of potential issues within a ward.

The Commission reviewed all public input. Given strong support from the public, Scenario B was chosen as the base map for further review. Where additional deviation from ward populations could be accommodated, map changes based upon public input were made, resulting in a final proposed ward boundary map (attached). Clearly the Commission could not accommodate all requests for changes that came from the public, as many were mutually exclusive. Yet support for Scenario B at the open houses and on-line was sufficient that the Commission is satisfied the final proposed map based upon that scenario best achieves Council's ward boundary policy.

4. Final Map:

In carrying out the task of preparing a final proposed boundary map for Council's consideration, the Commission closely followed the objective, population-based requirements, mindful of recent legal decisions requiring adherence to deviation maximums in determining boundaries. It should be noted that as these proposals would not come into effect until the next civic election in 2017 then some of the deviations noted (using 2015 census numbers) in the Commission's proposal will have gone some

way to being reduced by the time that election takes place.

The other criteria set out in the Council policy were considered in a more subjective manner, which were then applied in order to arrive at a ward map that the Commission believes meets most policy objectives. It should be noted that the public often focused more on these additional, subjective criteria. The Commission then made a number of final modifications based on input from the public consultation process, meetings with members of Council, and the school boards.

Conclusions / Recommendations

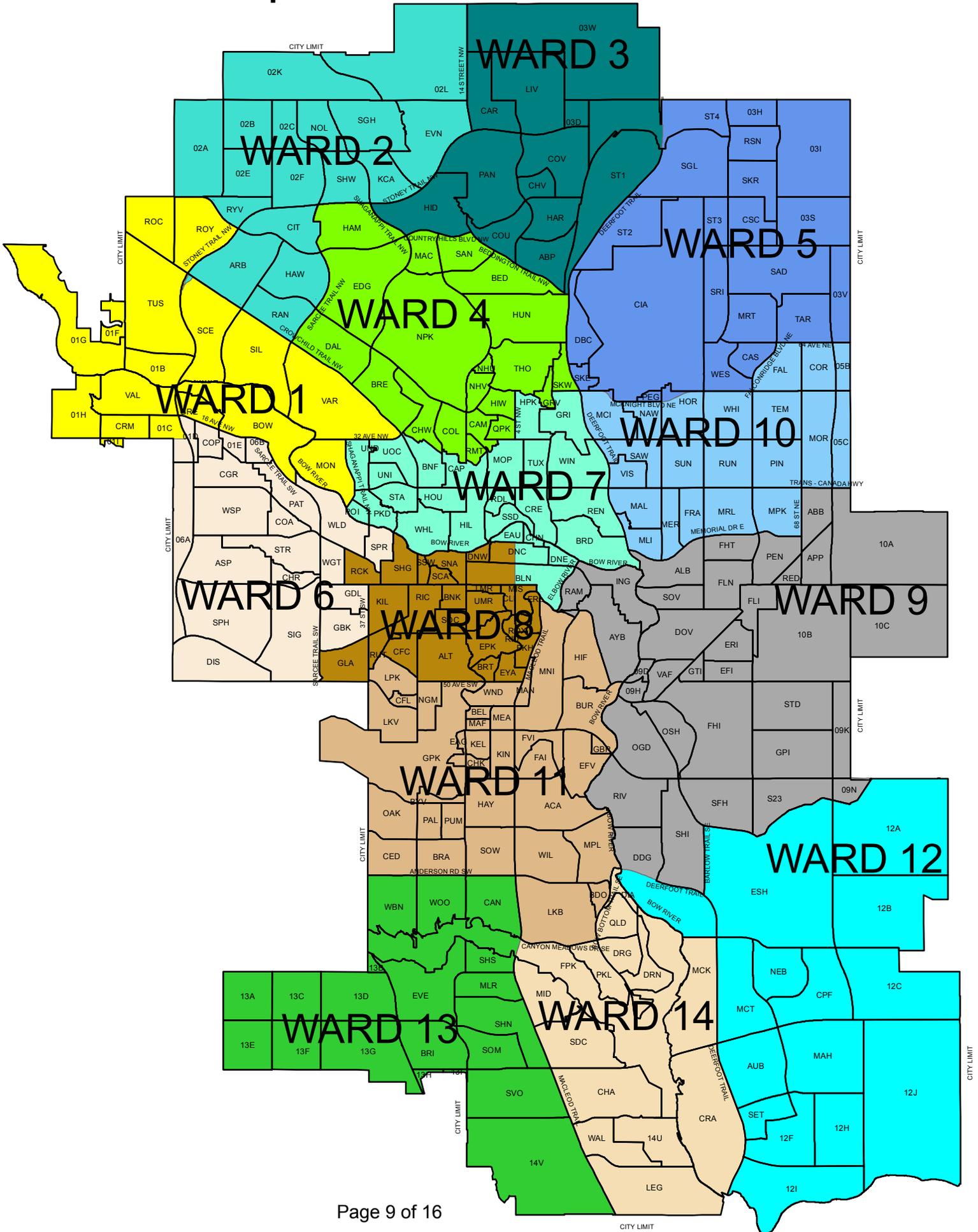
At this point, as fellow Calgarians, the Commission should give a brief note in regards to the issues this city is facing with the recent downturn in energy prices and the potential effect on the City's growth projections. The Commission does not have the mandate to modify growth projections provided by Administration. However, if we look to the past, then we see Calgary has grown through tough times as well as through strong times. We are also mindful that growth projections are not taken lightly, as they impact on planning for major infrastructure and services. We are confident that the City will continue to grow and the impacts of recent events, though relevant in the short term, will not materially change the trajectory in the time horizon the Commission was directed to consider in preparing its recommendations. In short, our ten-year population increase assumptions – supplied by the City – cannot be prey to the short-term volatility in the price of oil and gas.

The Commission's recommendation in map, Attachment 2 to this report, reflects its best efforts to follow and implement Council's policy.

This recommendation provides for wards that balance population within acceptable deviation requirements, and allows for growth over future election cycles before another review is required, always assuming growth projections are realized.

The map also reflects general block-shaped wards, having regard for historical community relationships and obvious natural and man-made barriers. In addition, every effort was made to reflect existing community district and association boundaries, as well as school board requirements. In sum, Council can expect the proposed boundary map will stand the test of time.

Proposed Final Scenario



POPULATION & DEVIATION

WARD BOUNDARY PROPOSED SCENARIO, November 2015

WARD	Proposed Final Scenario	
	Pop	Dev %
1	94,081	7.00
2	69,674	-20.76
3	69,611	-20.83
4	103,276	17.46
5	69,704	-20.72
6	90,498	2.93
7	94,271	7.73
8	98,340	11.85
9	95,525	8.65
10	100,513	14.32
11	100,297	14.07
12	67,702	-23.00
13	91,920	4.55
14	85,053	-3.26

Pop = *Population*

Dev = *Deviation*



THE CITY OF
CALGARY
Proudly serving a great city

COUNCIL POLICY

Policy Title: Ward Boundary Determination and Review
Policy Number: CC017
Report Number: N/A Amended by C2013-0182
Approved by: Council
Effective Date: 1993 May 3
Business Unit: City Clerk's Office

BACKGROUND

Section 148 of the Municipal Government Act (MGA) governs the establishment and use of a Ward system in The City of Calgary. A plebiscite, held and passed by the electorate in 1960 October 19, re-established a ward system in The City of Calgary pursuant to a 1913 plebiscite abolishing the ward system. A second plebiscite vote, held on the same day in 1960, determined the wards should be "block shaped" not "pie shaped".

Under Sections 214a and 214b of the City Act, which was replaced by the Municipal Government Act, six wards were established. Bylaw Number 66/77, passed by Council on 1977 January 24, increased the number of wards to 14.

The current Ward Boundaries Bylaw is Bylaw 19M91, as amended. The boundaries have the potential to be amended, prior to every general election with the effective date for amended boundaries being the date of the general election, Section 149 of the MGA.

PURPOSE

The purpose of this policy is:

1. To establish a Ward Boundary Commission (hereinafter called the "Commission"), appointed by Council, to undertake major revisions to ward boundaries and provide recommendations to Council;
2. To establish the membership, terms of reference and appointment process for the Commission;
3. To establish the criteria to be considered by the Commission for major reviews and by the Returning Officer for minor revisions in developing proposals for Ward Boundary changes;
4. To provide a method for Members of Council to provide representation to the Commission and the Returning Officer;

5. To establish a process and timing for major ward boundary reviews;
6. To establish a process for minor revisions; and
7. To provide authorization to the Returning Officer to determine minor adjustments to ward boundaries arising from new developments and annexations.

POLICY

CRITERIA

The criteria used by the Commission and the Returning Officer for developing ward boundary recommendations are as follows:

1. **Total Population/Total Electors** – all calculations will be based on the total population from the most recent civic census. The total population is to be relatively equal between the wards. It is also desirable to maintain a relative equality in the number of electors in each ward. The number of electors found at the most recent enumeration conducted by The City of Calgary will be used as the reference;
2. **Deviation** –at a major review, the allowable deviation from the mean population per ward is +/- 10 to 15%. This is consistent with current court decisions. The maximum allowed deviation +/- 25%. A minor review will be conducted only when the maximum deviation is, or will be at the next election, exceeded and a major review is not scheduled;
3. **Future Growth** – the potential for growth in each ward over the next 10 years is a factor to be considered;
4. **Community Boundaries** – wherever possible, the ward boundaries and The City developed Community District Boundaries should coincide. Community Association boundaries are also given consideration but it must be noted that these boundaries are not controlled by The City and change at the decision of the communities involved;
5. **Easily Identifiable Boundaries** – wherever possible, the ward boundaries shall be readily identifiable to the public by utilizing major streets, significant topography, etc.;
6. **Block Shaped Wards** – in accordance with the 1960 October 19 plebiscite, wards are to be relatively “block” shaped and not “pie” shaped with the downtown being the centre of the pie;
7. **Environmental Mix** – efforts will be made to equalize, wherever possible, the distribution of commercial, rural, industrial, institutional and green space areas between the wards;
8. **Historical Ward Boundaries** – consideration of the historical ward boundaries in an area of the city will be given, however it is not mandatory that these boundaries be used; and

Philosophy of Approach – the general philosophy to be used by the Commission in developing recommendations for Ward Boundary changes is twofold; (a) to develop changes which should not require major adjustments for a span of three general elections; and (b) to have the higher population in the more population stable city wards and the lower population in the growth area wards.

PROCEDURE

Major revisions shall be undertaken by the Commission and minor reviews by the Returning Officer.

Third Reading of a bylaw amending the ward boundaries which results from a revision or review is to be given by Council no later than September in the year prior to a general election to ensure sufficient implementation time prior to the enumeration of electors.

Major Revisions

Major revisions are revisions that examine The City as a whole as if no current boundaries existed. Major revisions are conducted by the Commission and address all established criteria. Major revisions are planned for every second general election commencing in January 2015.

Minor Reviews

Minor reviews are those that address issues arising from population deviation only. The recommended changes to Council are the minimum number required to correct population imbalances, in accordance with criteria number 1 in September/October two years following a general election. Recommendations for minor reviews are prepared by the Returning Officer.

An additional criteria used for a minor review is the least number of changes. To reduce confusion to the electorate and implementation costs, proposals developed should involve the fewest changes possible to accomplish the required adjustments to the population.

Adjustments

Adjustments are those changes made by the Returning Officer as a result of annexation or as a result of development of a community that causes new homes or streets to be split by the ward boundary in an inappropriate way. Most annexations do not require changes to the Bylaw, but if amendments are required to the bylaw, the Returning Officer shall submit an amending bylaw to Council with a report.

WARD BOUNDARY COMMISSION

Membership

The Commission shall consist of four members as follows:

1. A person who understands The City from a political and organization perspective, such as a former member of Calgary City Council who has not sought election in the most recent election and is not involved in lobbying The City;

2. Two (2) electors, with an interest and expertise in political science, public policy, or urban issues and who is not involved in lobbying The City; and
3. The City of Calgary Returning Officer.

Appointment

Applications and nominations to be a Member of the Commission will be submitted to and processed by City Clerks. The appointments to the Commission will be made at the second Organizational Meeting of Council following every third general election.

Commission Chair

The Chair shall be selected by the Commission members at the first meeting of the Commission from amongst the Council appointed members.

Remuneration

Members of the Commission, other than the Returning Officer, shall receive a flat rate sum for remuneration for the work involved in the Commission. The Chair shall receive an additional sum for the work of the Chair and writing the report.

Out of pocket expenses for items such as parking shall be reimbursed.

Ad Hoc Commission

Council may direct that an ad hoc major revision occur at times other than scheduled by this Policy. In the case of an ad hoc revision, the same process will apply except that the appointment may be made at a Council meeting other than the Organizational Meeting.

Input Members of Council/School Boards

The Commission shall interview each Member of Council, within the first two months of appointment of the Commission, to obtain the input of these persons. Members of Council not wishing to be interviewed may submit input in writing or by email to the Returning Officer.

As both school boards, The Calgary Board of Education and the Calgary Catholic Board are impacted by The City's ward boundaries, through a joint election agreement under the Local Authorities Election Act, the Commission shall provide for the Boards to give such input as they desire near the start of the process.

Public Consultation

The Commission shall hold at least four sessions, one in each quadrant, for public consultation on ward boundaries. These sessions may be held at any point in time during the process at the discretion of the Commission.

Report Deadlines

- The Commission shall report to Council with recommendations no later than 18 months before the general election or within one year of appointment of an ad hoc Commission.

Minor Review Steps

1. In September of the year following a general election, a projection of the ward populations for the next election and deviation shall be prepared to identify potential ward boundary adjustments required before the next election and shall be sent to Council;
2. The Returning Officer shall identify the potential areas that do not fall within the established Criteria 1 and 2, and the potential changes that address these issues with consideration of other established criteria. The potential changes presented to Council will be the smallest number possible to bring population deviation in line with Criteria 2. For a minor review, this information shall be provided to Members of Council, representing the affected wards, for input prior to the report going to Council;
3. The Returning Officer shall prepare an amending bylaw for Council, following Council direction received from the Council report;
4. The Returning Officer is authorized to adjust ward boundaries as a result of annexation within the existing bylaw; and
5. The Returning Officer shall report to Council with an amending bylaw on minor adjustments for Ward Boundaries, resulting from annexation, when the existing Ward Boundary extensions are insufficient or when new community developments will be bisected by existing boundaries.

Advertised Bylaw

The ward boundary bylaw is a statutorily advertised bylaw under Section 606 of the Municipal Government Act. The bylaw must be advertized at least twice in two different weeks. In the 60 days following the last advertisement, the public has the right to submit a petition under the MGA, Section 219, either for or against the bylaw.

After advertising and before second reading of the bylaw, Council may introduce amendments. However; substantive changes to the boundaries will result in a requirement to re-advertise and allow for a petition.

Responsibilities

City Council:

1. To inform the Commission and/or Returning Officer, of suggestions, changes, recommendations, etc. which are desired;
2. To provide direction to the Returning Officer on minor revision of the ward boundaries;
3. To provide direction to the City Clerk and the Returning Officer on the desire to conduct an ad hoc major revision of ward boundaries outside of the schedule established in this policy;
4. To provide input and direction into the proposals and recommendations submitted to Council; and
5. To determine and adopt the changes to the boundaries and subsequently give three readings to the required bylaw.

Commission:

1. To provide Council with recommendations for major revisions to ward boundaries taking into consideration the timing, input and criteria provided for in this Policy;
2. To obtain public input on the criteria used to determine ward boundaries and validate or negate criteria found in this policy; and
3. To review this policy at the conclusion of the revision and submit recommendations for change to Council in a final report.

Returning Officer:

1. To monitor and report to Council, in September following a general election when a Commission is not mandated, on the projected ward populations at the next general election;
2. To identify potential changes required for a minor review in the September report to Council;
3. To provide necessary resources for major revisions, e.g. computing, training, reference material, etc. to the Commission;
4. To prepare the bylaws required to implement Council decisions;
5. To implement the changes to the ward boundaries, ensuring the boundaries do not come into effect before Election Day in accordance with the MGA; and
6. To report to Council, prior to appointment of a Commission, with recommendations on remuneration of Commission members.

AMENDMENTS

2013 March 18
1993 May 03
1991 May 06
1977 January 24
1960 October 19