

DATE: December 13, 2016

TO: Board of Trustees

FROM: Darrel Robertson, Superintendent of Schools

SUBJECT: Trustee Ward Boundary Review

ORIGINATOR: Lorne Parker, Executive Director, Infrastructure

RESOURCE STAFF: Shauna Bland, Josephine Duquette, Roland Labbe, Jennifer Thompson, Christopher Wright

REFERENCE: *School Act*, Section 262

ISSUE

The existing trustee electoral ward boundaries (Attachment I), no longer meet the Trustee Electoral Ward Design Criteria, as amended on January 22, 2013. The Board of Trustees must pass via bylaw any amendments to the electoral boundaries prior to March 1, 2017 for the amendments to be enacted for the October 16, 2017 municipal and school board election.

BACKGROUND

Prior to 1989, all public and separate school trustees were elected city-wide. In 1989, the Minister of Education required trustees to be elected by wards. Nine public and seven separate school trustees were elected from within the existing City of Edmonton six ward system. For the Edmonton Public School Board, the highest vote recipient from each of the six wards was elected, along with the second highest vote recipient in three of the six wards.

In 1995, nine public school trustee electoral wards were implemented, which were distinct from municipal wards. Boundary alignments were chosen in order to distribute future urban growth and to ensure that the ward populations would remain within +/- 10 per cent of the average public school board supporting population, for at least three elections. Wards were designed on the basis of achieving a balance of total public school supporting population among wards as a priority, rather than seeking to achieve a balance in the number of schools or students within a ward. The potential for population growth or decline within each ward was also considered. In November 2006, a motion was passed by the Board of Trustees to amend the Trustee Electoral Ward Design Criteria to have a balance of ward population of +/- 15 per cent. A review of the ward boundaries was conducted prior to the election in 2013. The existing ward boundaries did not meet the criteria at the time, as Ward H would have had a resident population of public school supporters over 15 per cent of the average for all wards. On January 22, 2013, a motion was passed to increase the population criteria from 15 per cent to 25 per cent. This amendment allowed the trustee electoral ward boundaries to remain unchanged.

Trustees discussed proposed amendments with the Electoral Returning Officer at a meeting on December 6, 2016. The purpose of the meeting was to discuss four proposed ward boundary alternatives.

RELATED FACTS

- Municipal Census 2016 information was used in reviewing the ward boundaries for the 2017 election.
- The Trustee Electoral Ward Design Criteria approved by the Board of Trustees on December 6, 1994 as amended on November 7, 2006 and January 22, 2013, is based on resident population information of public school supporters.
- All school-aged residents residing in the City of Edmonton can attend and are welcome at Edmonton Public Schools.
- The 2016 Municipal Census had a larger than typical number of undeclared school supporters.
- An amendment to the trustee ward boundary criteria to base calculations on the total population rather than the population of public school supporters is more reflective of the responsibilities of the Board of Trustees.
- Ward boundary alternatives were developed based on anticipated amended Trustee Electoral Ward Design Criteria, using the total population rather than the public school supporters.
- The Board of Trustees must pass via bylaw any amendments to the electoral boundaries prior to March 1, 2017 for the amendments to be enacted for the October 16, 2017 municipal and school board election.
- Approval by the Minister of Education will be requested after the bylaw is passed by the Board of Trustees.
- The Minister requires information regarding the public consultation undertaken and the rationale for the amendments to the ward boundaries.
- Alternatives were evaluated based on anticipated amended Trustee Electoral Ward Design Criteria, projecting for two school board elections (eight years) rather than three school board elections (12 years).

RECOMMENDATION

1. **That the Board of Trustees consider a motion to amend the existing Trustee Electoral Ward Design Criteria, be approved.**
2. **That one of the four alternatives presented in the report amending the Trustee Electoral Boundaries be recommended for bylaw preparation, be approved**
3. **That administration be directed to prepare a bylaw to amend the Trustee Electoral Boundaries for first and second readings at the Public Board Meeting on January 17, 2017, be approved.**

OPTIONS

Based on the information provided in this report, the following options are considered most appropriate:

1. That recommendations be approved as presented; or
2. That recommendations be approved as amended.

CONSIDERATIONS and ANALYSIS

Amendment to Trustee Electoral Ward Design Criteria

Until now, Edmonton Public Schools ward boundary options were developed by the City of Edmonton. The creation of additional capacity in Infrastructure Planning has enabled administration to create options for consideration by the Board of Trustees in-house, based on the most recent Municipal Census data. The Office of the City Clerk supplied the population data required to complete the analysis.

Amending the basis of the Trustee Electoral Ward Design Criteria from the resident population of public school supporters to a total population is beneficial for two reasons: the change will eliminate some of the interpretation issues required for the 2016 Municipal Census; and will better reflect the responsibilities of the Board of Trustees. Edmonton Public Schools has a responsibility to accept all students residing within their jurisdiction regardless of the declaration of school district support. All children have an opportunity to attend their designated public school. In the past, the identification of public school support had a direct impact on the financial support the school district received. More recently, the funding for education has changed. Funding is now based on students enrolled in schools, square footage of the buildings and grant funding. The financial support the District receives from the Provincial Government is not dependent on the declaration of school support on the municipal census. Finally, the number of undeclared school district supporters in the 2016 municipal census has doubled from previous years, creating some challenges compared to previous censuses.

Current Trustee Electoral Ward Design Criteria passed by the Board of Trustees December 6, 1994, as amended November 7, 2006 and January 22, 2013, reads as:

1. Have a resident population of public school supporters that is within +/- 25 per cent of the average for all wards (one ninth of the total district-wide public school supporting population).
2. Reflect the potential for population growth or decline with the goal that school ward populations remain within +/- 25 per cent of the average through three municipal general elections (now 12 years rather than nine years).
3. Encompass entire school attendance areas where possible.
4. Be regular in shape, and be delineated by easily identifiable boundaries such as major roadways, railways, ravines, rivers, etc.
5. Ensure where possible that communities of common interests or characteristics are kept within the same ward.

The proposed Trustee Electoral Ward Design Criteria reads as:

1. Have a *total resident population* that is within +/- 25 per cent of the average for all wards (one ninth of the total district-wide public school supporting population).
2. Reflect the potential for population growth or decline with the goal that school ward populations remain within +/- 25 per cent of the average through two municipal general elections (now eight years rather than nine years).
3. Encompass entire school attendance areas where possible.
4. Be regular in shape, and be delineated by easily identifiable boundaries such as major roadways, railways, ravines, rivers, etc.
5. Ensure where possible that communities of common interests or characteristics are kept within the same ward.

A Board motion is required to replace the Trustee Electoral Ward Design Criteria with the proposed criteria.

Ward Boundary Review

Alternative 1, (Attachment II):

The trustee electoral ward boundaries could be realigned to include a mix of both mature and developing areas in Edmonton. This option maintains nine wards with boundaries that respect current design criteria. This option will bring all nine wards within +/- 25 per cent of the total population for all wards and reflect the potential population growth or decline in each of the wards within +/- 25 per cent of the average through two municipal elections.

This option is a significant departure from the existing wards. However, this option provides the smallest deviation in the number of Edmonton Public Schools students, the 0-4 year olds, 5-19 year olds, and total population between the nine wards based on the 2016 municipal census (Appendix I). The table below utilizes the 2016 Municipal Census to indicate the percentage of deviation for the current total population.

Ward	Total City Population	Difference from Ward Average	
A	103,696	3,757	3.8%
B	96,318	-3,621	-3.6%
C	108,374	8,435	8.4%
D	99,520	-419	-0.4%
E	95,669	-4,270	-4.3%
F	99,089	-850	-0.9%
G	97,672	-2,267	-2.3%
H	94,112	-5,827	-5.8%
I	104,997	5,058	5.1%
TOTAL	899,447		0.0%
Average	99,939		

The Electoral Returning Officer provided the following feedback regarding Alternative 1:

1. The "spoke and wheel" model reflects an equalization of populations across the wards.
2. The diverse needs of both mature and newer neighbourhoods are represented within each ward.
3. The City's neighbourhood boundaries remain fully intact; however, their communities of interest may be represented by more than one trustee, e.g., the Mill Woods area (Wards H and I).
4. The goal of a balanced population, within a +/- 15 per cent variance of the average, is achieved for the city population and public school population.
5. The proposed boundaries respect natural boundaries and major arterials, e.g., no ward crosses the river.
6. Although the student population in Wards C, D and I fall outside of the +/- 15 per cent variance; overall, the public school population is reasonable.
7. The range of schools within each ward is between 21 and 29, with an optimum average of 24 schools per ward.
8. Growth is currently happening in the south and northeast of Edmonton, and this model will be able to manage some future growth during the upcoming election period.

Alternative 2, (Attachment III):

The trustee electoral ward boundaries could be realigned to be similar to the proposed City Council ward boundaries, returning to City Council December 8, 2016 for second and third readings. This option maintains nine wards with boundaries that respect current design criteria. This option will bring all nine wards within +/- 25 per cent of the total population for all wards and reflects the potential population growth or decline in each of the wards within +/- 25 per cent of the average through two municipal elections.

This option is a departure from the existing trustee wards. In this option, not all of the trustee wards will have a combination of mature and developing areas. This option also has the largest deviation in

Edmonton Public Schools student population (Appendix I). The table below utilizes the 2016 Municipal Census to indicate the percentage of deviation for the current total population.

Ward	Total City Population	Difference from Ward Average	
A	101,001	1,062	1.1%
B	92,220	-7,719	-7.7%
C	106,449	6,510	6.5%
D	97,840	-2,099	-2.1%
E	106,067	6,128	6.1%
F	109,723	9,784	9.8%
G	106,777	6,838	6.8%
H	87,038	-12,901	-12.9%
I	92,332	-7,607	-7.6%
TOTAL	899,447		0.0%
Average	99,939		

Alternative 3, (Attachment IV):

The trustee electoral ward boundaries could be adjusted to meet the design criteria with only minor changes to the existing electoral boundaries. This option maintains nine wards with boundaries that respect current design criteria. This option will bring all nine wards within +/- 25 per cent of the total population for all wards and reflect the potential population growth or decline in each of the wards within +/- 25 per cent of the average through two municipal elections.

This option represents a minor amendment to the existing trustee electoral ward boundaries. The population deviation for this option, while within the acceptable +/-25 per cent deviation, varies the greatest between the wards. This option also has the largest deviation in total populations. The table below utilizes the 2016 municipal census to indicate the percentage of deviation for the current total population.

Ward	Total City Population	Difference from Ward Average	
A	112,997	13,058	13.1%
B	112,174	12,235	12.2%
C	99,563	-376	-0.4%
D	109,923	9,984	10.0%
E	90,877	-9,062	-9.1%
F	100,039	100	0.1%
G	89,664	-10,275	-10.3%
H	96,722	-3,217	-3.2%
I	87,488	-12,451	-12.5%
TOTAL	899,447		0.0%
Average	99,939		

Alternative 4, (Attachment V):

Based on the feedback received at the Caucus Committee meeting held on November 29, 2016, alternative 3 was revised to respect some of the communities of interest and to align with the river as an identifiable boundary. This alternative reflects minor amendments to the existing trustee electoral ward boundaries to meet the new design criteria. This option will bring all nine wards within +/- 25 per cent of the total population for all wards and reflect the potential population growth or decline in each of the wards within +/- 25 per cent of the average through two municipal elections.

This option represents a minor amendment to the existing trustee electoral ward boundaries. The population deviation for this option, while within the acceptable +/-25 per cent deviation, varies the greatest between the wards. This option also has the largest deviation in 0-4 and 5-19 years old populations (Appendix I). The table below utilizes the 2016 municipal census to indicate the percentage of deviation for the current total population.

Ward	Total City Population	Difference from Ward Average	
A	105,636	5,697	5.7%
B	99,870	-69	-0.1%
C	99,563	-376	-0.4%
D	107,631	7,692	7.7%
E	90,877	-9,062	-9.1%
F	100,039	100	0.1%
G	111,621	11,682	11.7%
H	96,722	-3,217	-3.2%
I	87,488	-12,451	-12.5%
TOTAL	899,447		0.0%
Average	99,939		

Summary

In all four options, the Board of Trustees will be required to amend the trustee electoral ward boundaries in accordance to Section 262 of the *School Act* (Appendix II). As such, the wards must be amended via bylaw which must be passed by March 1, 2017, in order for the new wards to be recognized in the upcoming election. Once the bylaw is passed, ministerial approval will be requested. Administration will work with the Electoral Returning Officer and the Minister of Education's office to ensure that all regulations and requirements to amend the trustee electoral ward boundaries are completed in time to be enacted for the upcoming October 16, 2017 election.

NEXT STEPS

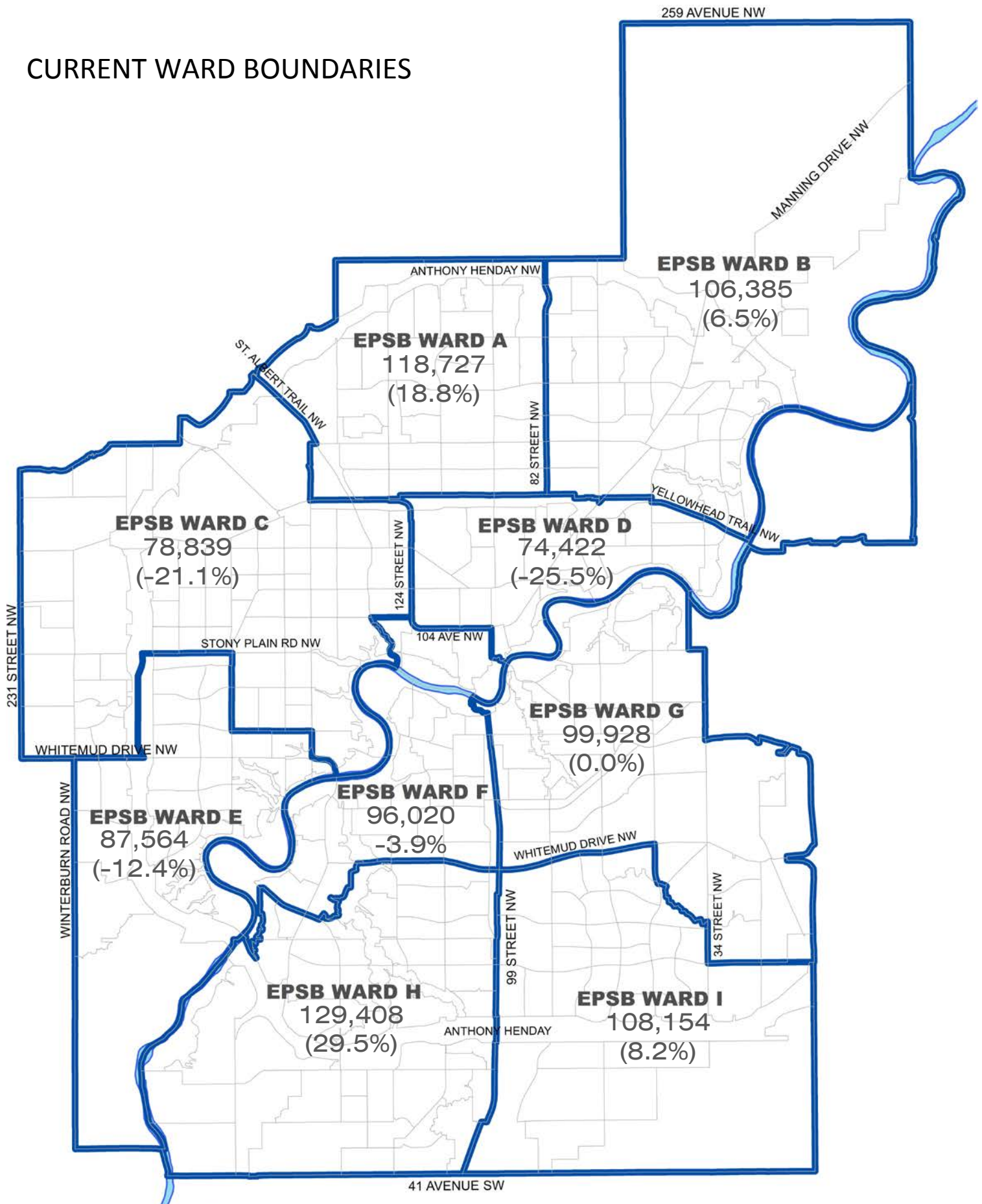
1. January 3, 2017 - Advertise that the ward boundaries are changing, work with communications to advertise on web, social media and print media, whatever is appropriate. Let the public know that they can attend the public meeting on January 17 and that the bylaw will be considered for 1st and 2nd reading.
2. January 17, 2017 - A recommendation report requesting 1st and 2nd reading of the bylaw.
3. January 31, 2017 - A recommendation report requesting 3rd and final reading of the bylaw.

ATTACHMENTS and APPENDICES

ATTACHMENT I	Current Ward Boundaries
ATTACHMENT II	Ward Boundary Realignment Alternative 1
ATTACHMENT III	Ward Boundary Realignment Alternative 2
ATTACHMENT IV	Ward Boundary Realignment Alternative 3
ATTACHMENT V	Ward Boundary Realignment Alternative 4
APPENDIX I	Additional Demographic Information for Each Alternative
APPENDIX II	Section 262 of the <i>School Act</i>

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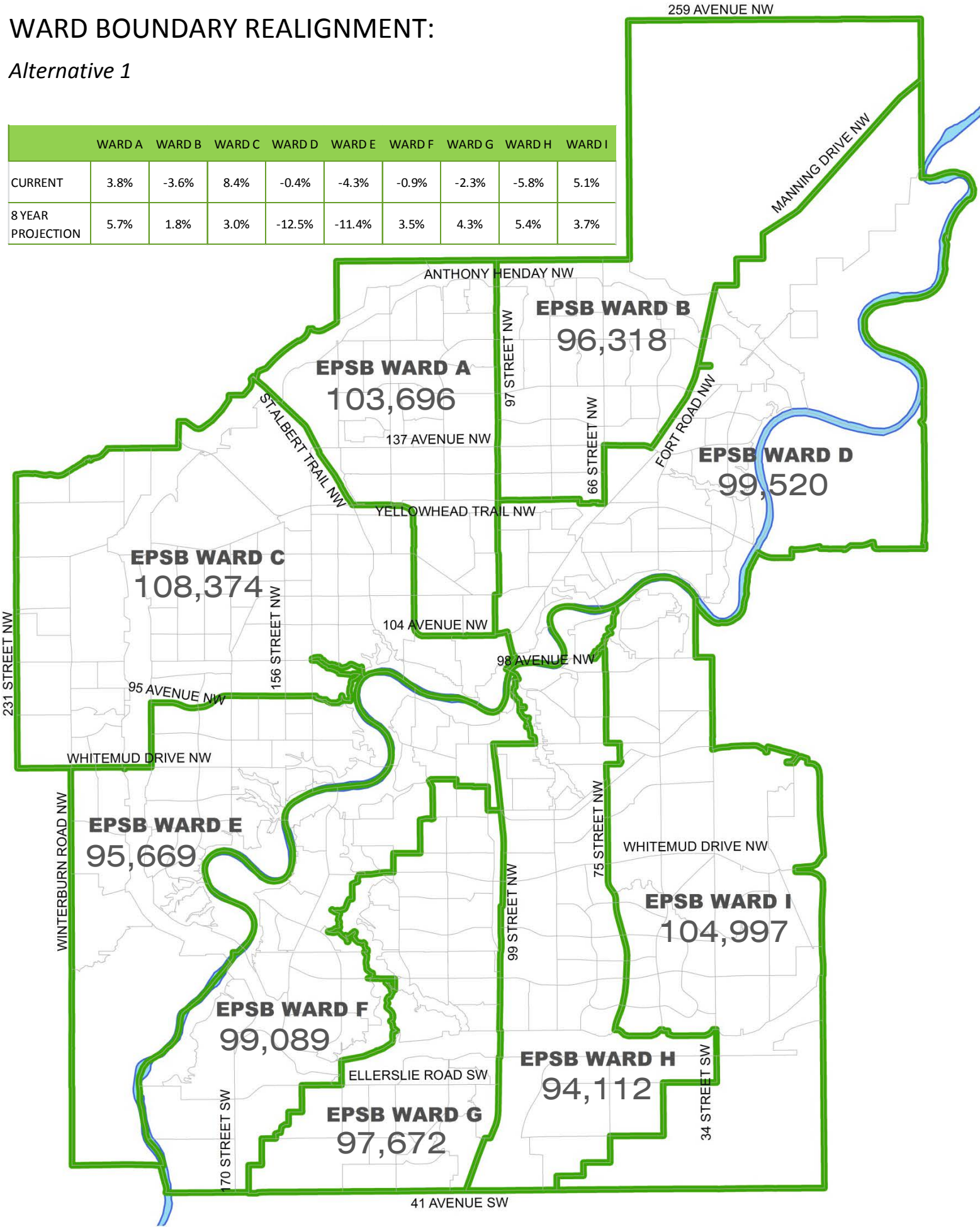
CURRENT WARD BOUNDARIES



WARD BOUNDARY REALIGNMENT:

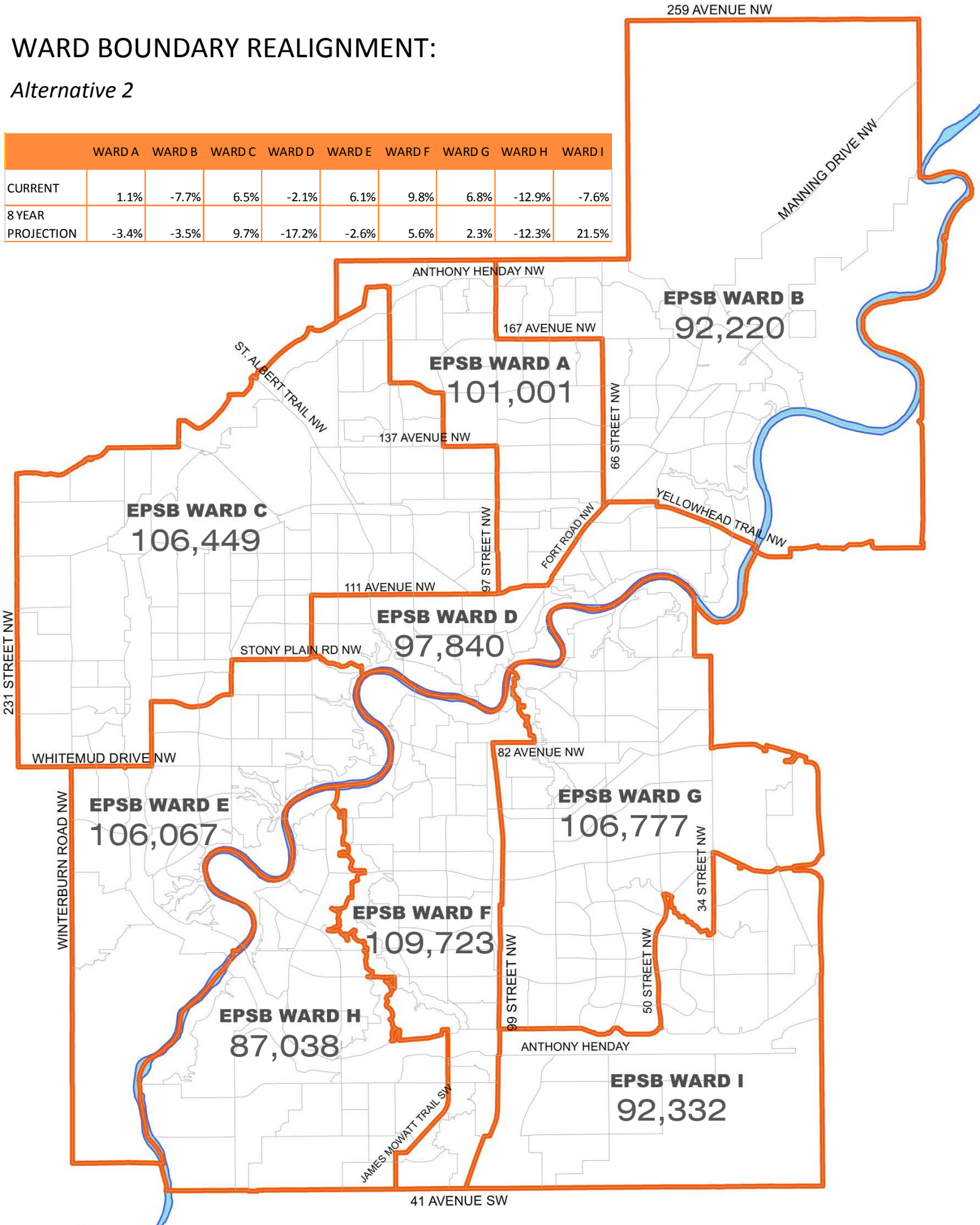
Alternative 1

	WARD A	WARD B	WARD C	WARD D	WARD E	WARD F	WARD G	WARD H	WARD I
CURRENT	3.8%	-3.6%	8.4%	-0.4%	-4.3%	-0.9%	-2.3%	-5.8%	5.1%
8 YEAR PROJECTION	5.7%	1.8%	3.0%	-12.5%	-11.4%	3.5%	4.3%	5.4%	3.7%



WARD BOUNDARY REALIGNMENT:
Alternative 2

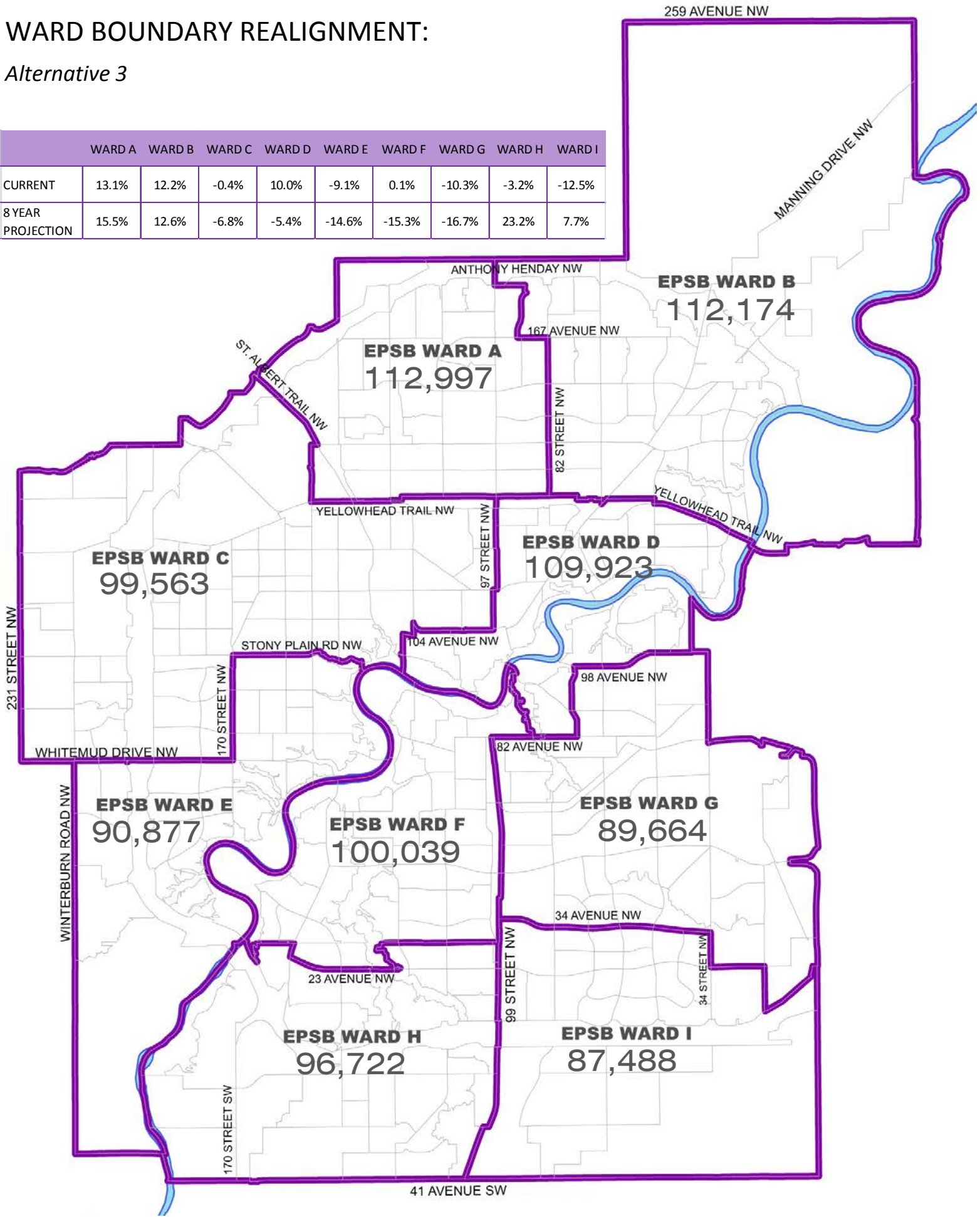
	WARD A	WARD B	WARD C	WARD D	WARD E	WARD F	WARD G	WARD H	WARD I
CURRENT	1.1%	-7.7%	6.5%	-2.1%	6.1%	9.8%	6.8%	-12.9%	-7.6%
8 YEAR PROJECTION	-3.4%	-3.5%	9.7%	-17.2%	-2.6%	5.6%	2.3%	-12.3%	21.5%



WARD BOUNDARY REALIGNMENT:

Alternative 3

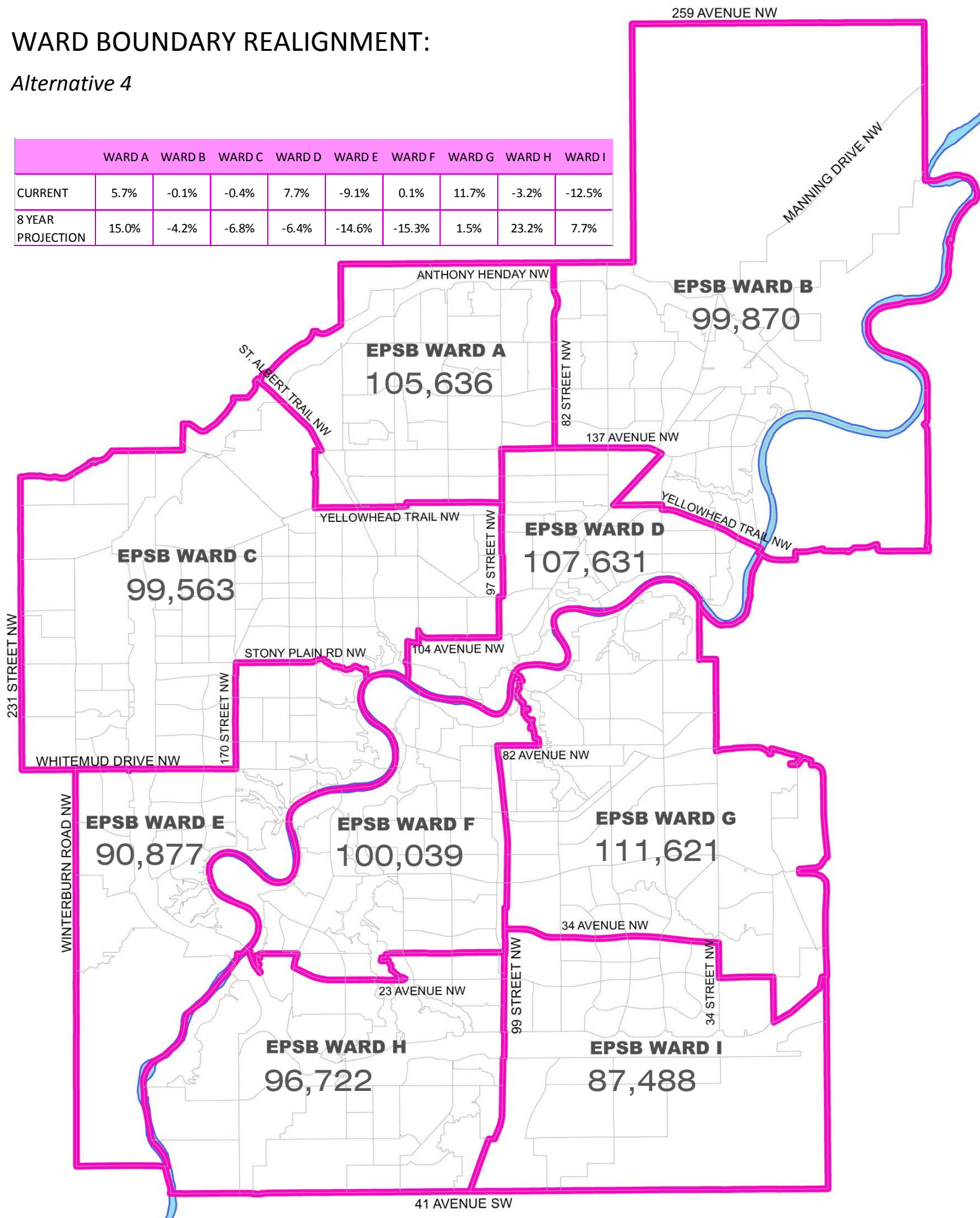
	WARD A	WARD B	WARD C	WARD D	WARD E	WARD F	WARD G	WARD H	WARD I
CURRENT	13.1%	12.2%	-0.4%	10.0%	-9.1%	0.1%	-10.3%	-3.2%	-12.5%
8 YEAR PROJECTION	15.5%	12.6%	-6.8%	-5.4%	-14.6%	-15.3%	-16.7%	23.2%	7.7%



WARD BOUNDARY REALIGNMENT:

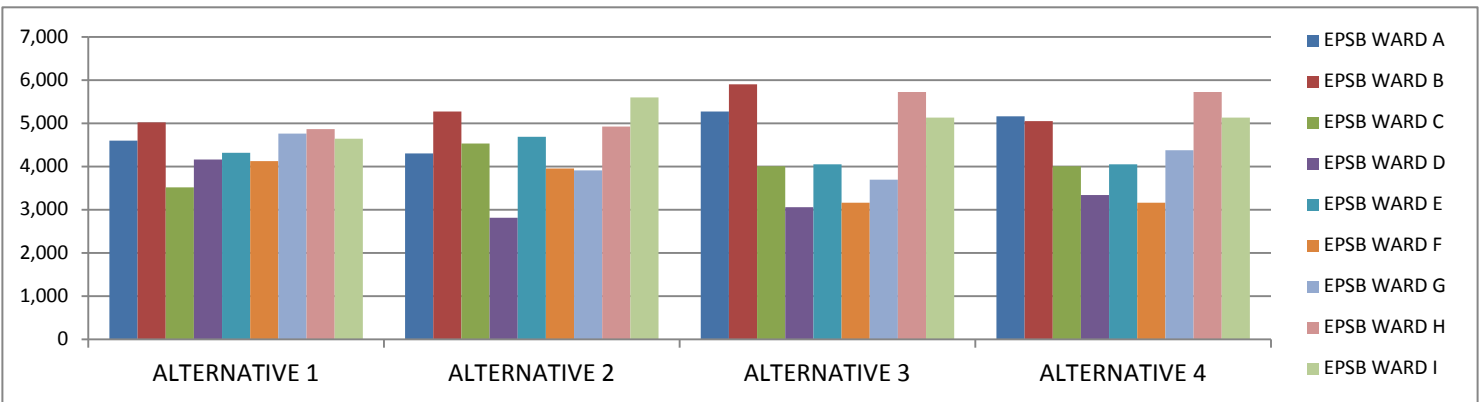
Alternative 4

	WARD A	WARD B	WARD C	WARD D	WARD E	WARD F	WARD G	WARD H	WARD I
CURRENT	5.7%	-0.1%	-0.4%	7.7%	-9.1%	0.1%	11.7%	-3.2%	-12.5%
8 YEAR PROJECTION	15.0%	-4.2%	-6.8%	-6.4%	-14.6%	-15.3%	1.5%	23.2%	7.7%



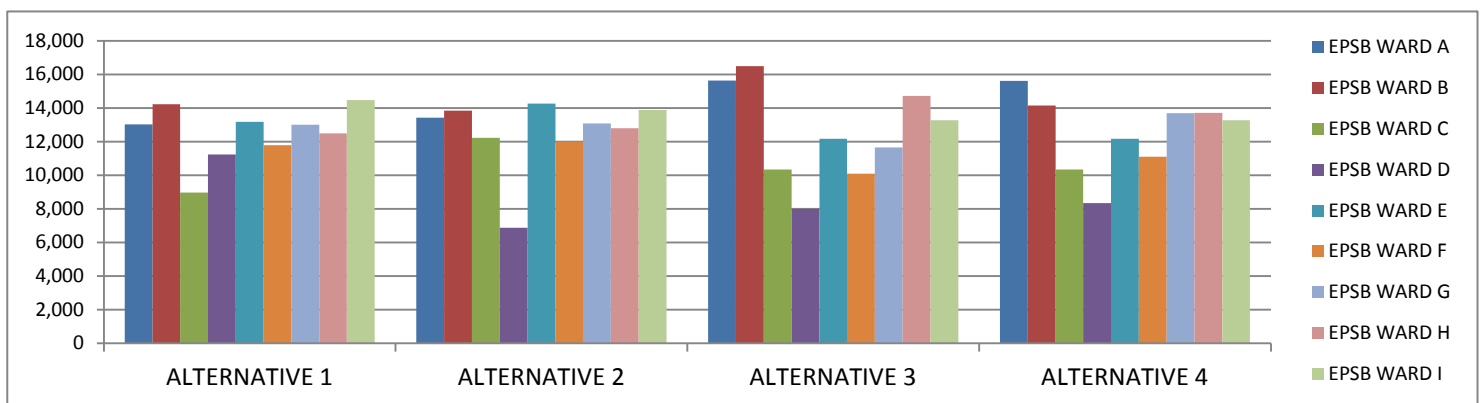
0-4 YEARS

	CURRENT	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
EPSB WARD A	5,337	4,598	4,304	5,275	5,161
EPSB WARD B	5,842	5,020	5,273	5,904	5,052
EPSB WARD C	3,479	3,518	4,534	4,008	4,008
EPSB WARD D	2,598	4,159	2,814	3,054	3,339
EPSB WARD E	3,996	4,315	4,685	4,050	4,050
EPSB WARD F	2,153	4,120	3,956	3,157	3,157
EPSB WARD G	4,393	4,761	3,912	3,694	4,375
EPSB WARD H	6,995	4,867	4,925	5,724	5,724
EPSB WARD I	5,207	4,642	5,597	5,134	5,134



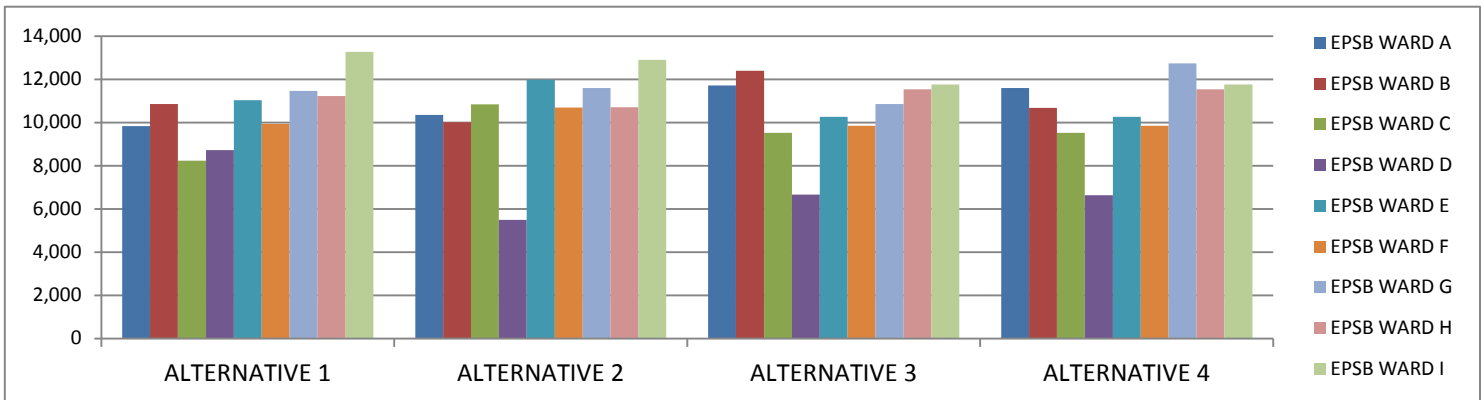
5 - 19 YEARS

	CURRENT	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
EPSB WARD A	15,637	13,029	13,417	15,637	15,604
EPSB WARD B	16,486	14,224	13,842	16,486	14,146
EPSB WARD C	9,479	8,959	12,220	10,343	10,343
EPSB WARD D	6,357	11,227	6,873	7,999	8,345
EPSB WARD E	12,005	13,171	14,258	12,172	12,172
EPSB WARD F	5,960	11,791	11,994	10,082	11,090
EPSB WARD G	13,507	13,004	13,075	11,654	13,681
EPSB WARD H	19,086	12,483	12,801	14,713	13,705
EPSB WARD I	13,844	14,473	13,881	13,275	13,275



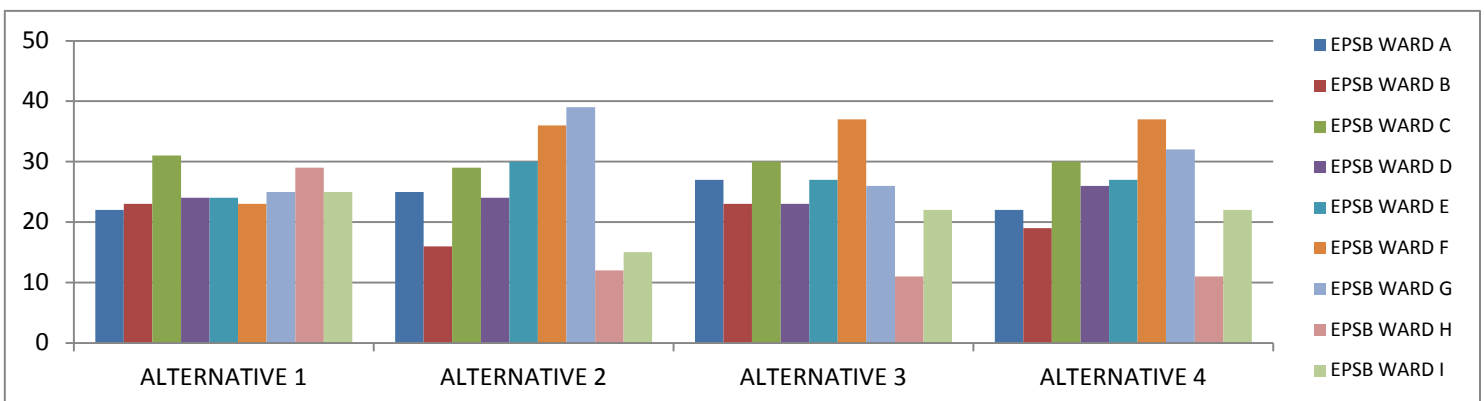
EPSB Students

	CURRENT	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
EPSB WARD A	12,275	9,827	10,349	11,717	11,595
EPSB WARD B	11,839	10,856	10,014	12,399	10,671
EPSB WARD C	8,392	8,234	10,846	9,519	9,519
EPSB WARD D	5,312	8,723	5,485	6,660	6,632
EPSB WARD E	10,294	11,036	11,982	10,259	10,259
EPSB WARD F	5,685	9,935	10,688	9,848	9,848
EPSB WARD G	10,094	11,456	11,598	10,861	12,739
EPSB WARD H	15,897	11,220	10,703	11,543	11,543
EPSB WARD I	14,770	13,271	12,893	11,752	11,752



Distribution of Schools (*NUMBER OF HIGH SCHOOLS INCLUDED IN BRACKETS)

	CURRENT	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
EPSB WARD A	26 (1)	22 (2)	25 (2)	27 (1)	22 (0)
EPSB WARD B	23 (1)	23 (2)	16 (0)	23 (1)	19 (1)
EPSB WARD C	32 (3)	31 (2)	29 (2)	30 (4)	30 (4)
EPSB WARD D	18 (3)	24 (1)	24 (3)	23 (2)	26 (2)
EPSB WARD E	17 (0)	24 (1)	30 (1)	27 (1)	27 (1)
EPSB WARD F	27 (3)	23 (4)	36 (5)	37 (6)	37 (6)
EPSB WARD G	26 (5)	25 (2)	39 (6)	26 (4)	32 (5)
EPSB WARD H	19 (2)	29 (5)	12 (1)	11 (0)	11 (0)
EPSB WARD I	27 (2)	25 (1)	15 (0)	22 (1)	22 (1)



Number of High Schools in Each Ward

	ALTERNATIVE 1		ALTERNATIVE 2		ALTERNATIVE 3		ALTERNATIVE 4	
	# OF HS	SCHOOL NAME	# OF HS	SCHOOL NAME	# OF HS	SCHOOL NAME	# OF HS	SCHOOL NAME
WARD A	2	amiskwaciy Academy Victoria	2	M.E. LaZerte Queen Elizabeth	1	Queen Elizabeth	0	
WARD B	2	M.E. LaZerte Queen Elizabeth	0		1	M.E. LaZerte	1	M.E. LaZerte
WARD C	2	Edmonton Christian High Ross Sheppard	2	amiskwaciy Academy Ross Sheppard	4	amiskwaciy Academy Edmonton Christian High Ross Sheppard Victoria	4	amiskwaciy Academy Edmonton Christian High Ross Sheppard Victoria
WARD D	1	Eastglen	3	Eastglen Edmonton Christian High Victoria	2	Eastglen McNally	2	Eastglen Queen Elizabeth
WARD E	1	Jasper Place	1	Jasper Place	1	Jasper Place	1	Jasper Place
WARD F	4	Academy at King Edward Lillian Osborne Old Scona Strathcona	5	Academy at King Edward Harry Ainlay L.Y. Cairns Old Scona Strathcona	6	Academy at King Edward Harry Ainlay Lillian Osborne L.Y. Cairns Old Scona Strathcona	6	Academy at King Edward Harry Ainlay Lillian Osborne L.Y. Cairns Old Scona Strathcona
WARD G	2	Harry Ainlay L.Y. Cairns	6	Braemar J.Percy Page McNally Millwoods Christian Vimy Ridge Academy W.P. Wagner	4	Braemar Millwoods Christian Vimy Ridge Academy W.P. Wagner	5	Braemar McNally Millwoods Christian Vimy Ridge Academy W.P. Wagner
WARD H	5	J. Percy Page McNally Millwoods Christian Vimy Ridge Academy W.P. Wagner	1	Lillian Osborne	0		0	
WARD I	1	Braemar	0		1	J.Percy Page	1	J.Percy Page

Part 10 General

Procedure for elections, etc.

261 All

- (a) general elections, by-elections, polls and plebiscites,
- (b) votes on bylaws or money bylaws, and
- (c) votes on any other matter or question

held pursuant to this Act are to be governed by this Act and the *Local Authorities Election Act*.

1988 cS-3.1 s224

Election for trustees

262(1) The board of a district, with the approval of the Minister, may by bylaw

- (a) provide for the nomination and election of trustees by wards and determine the boundaries of the wards, or
- (b) provide for the election of trustees by the general vote of the electors.

(2) If the board of a school district that is situated wholly within a municipality with a population of no fewer than 300 000 individuals has not passed a bylaw providing for the nomination and election of trustees by wards before March 1 in a year in which a general election is to be held, the Minister, by order and before April 1 in that year, may

- (a) direct that the nomination and election of trustees of that board be by wards, and
- (b) determine the boundaries of the wards.

(3) An order under subsection (2) applies to the general election next following the making of the order notwithstanding any bylaw made by the board and to each following election until the Minister approves a bylaw of the board under subsection (1).

(4) Subject to subsections (2) and (3), a bylaw passed under subsection (1) or any bylaw that amends, revokes or replaces it

- (a) does not apply to the general election next following the passing of the bylaw unless it is passed before March 1 in the year in which that general election is held, and

- (b) does not apply to or affect the composition of the board until the date of the next general election to which the bylaw applies.
- (5) The board of a division, with the approval of the Minister, may by bylaw
 - (a) amend or replace a bylaw providing for the nomination and election of trustees by wards or electoral subdivisions, as the case may be, or
 - (b) provide for the nomination and election of trustees by wards or electoral subdivisions, as the case may be.
- (6) A bylaw passed under subsection (5) or any bylaw that amends or replaces it
 - (a) does not apply to the general election next following the passing of the bylaw unless it is passed before March 1 in the year in which that general election is held, and
 - (b) does not apply to or affect the composition of the board until the date of the next general election to which the bylaw applies.
- (7) A bylaw passed under this section shall, if practicable, provide that the number of trustees to be elected in each ward is in the same proportion to the total number of trustees of the board as the population of the ward is to the population of the district or division, as the case may be.
- (8) The Minister may make regulations
 - (a) respecting the nomination and election of trustees by wards;
 - (b) respecting the partition of a district or division into wards.

1988 cS-3.1 s225;1995 c27 s27;1997 c25 s31

Petition

263(1) When this Act provides for the doing of anything by petition or an elector desires to present a petition to a board or the Minister, the petition shall comply with the following:

- (a) each page of the petition shall contain an accurate and identical statement of the purpose of the petition;
- (b) each signature on the petition must be witnessed by an elector;
- (c) the postal address of each signatory to the petition must be set out opposite the signatory's signature.