



# Corporate Report

Clerk's Files

Originator's  
Files

---

**DATE:** October 1, 2013

**TO:** Mayor and Members of Council  
Meeting Date: October 9, 2013

**FROM:** Janice M. Baker, FCPA, FCA  
City Manager and Chief Administrative Officer

**SUBJECT:** **Brampton's Request for Additional Regional Representation at Regional Council**

---

**RECOMMENDATION:**

1. That the Corporate Report entitled, *"Brampton's Request for Additional Regional Representation at Regional Council"* dated October 1, 2013, from the City Manager and Chief Administrative Officer, be received for information.
2. That Council provide direction on the next steps with regard to Brampton's request for additional Regional representation at Regional Council.

**BACKGROUND:** In 1974 the City of Mississauga was formed from an amalgamation of the former Towns of Mississauga, Port Credit and Streetsville and a portion of the Town of Oakville. The Region of Peel was established as part of the Province of Ontario's initiatives on government reform. It was one of five Regional Municipalities established within the Greater Toronto Area (GTA). In all of the regional municipalities, government representation was closely based on population with the exception of the Region of Peel which had a more disproportional representation.

In the early 2000s, Mississauga initiated a lengthy process on the matter of governance reform and representation in Peel. After a review lead by provincial facilitator Justice George Adams QC, the Province legislated that Mississauga's representation at Regional Council be increased from 10 to 12 and that the City of Brampton (Brampton) be increased from 6 to 7. The Town of Caledon (Caledon) remained unchanged at 5. At this point the size of Regional Council increased from 21 seats to 24, plus the Regional Chair. The Province enacted this recommendation in 2005. A chronology of this process can be found in Appendix 1 (Corporate Report: Provincial Election 2007: The Status of the City of Mississauga within the Region of Peel).

The Justice Adam's report had recommended that Brampton's regional representation be increased from 6 to 11 with a cumbersome system of “weighted” voting to balance the fact that Brampton’s population at the time did not justify having 11 seats on Regional Council. The Province increased Brampton’s representation by one seat due in part to the fact that the population growth in Brampton had not yet been realized.

In December 2012, a report was brought forward to Brampton Committee of Council recommending a task force be formed to develop, recommend and implement a strategy to increase Brampton's representation at Regional Council. Brampton undertook a Ward Boundary Review (March 2013) that recommended that the current 10 wards be re-divided to more equally distribute population, but the total number of wards remain the same.

On September 26, 2013, a Brampton delegation requested Regional Council support a request to the Minister of Municipal Affairs and Housing to enact a regulation for the size of Regional Council to be increased by the addition of four City of Brampton Councillors. Regional Council instead passed a resolution to notify the Minister of Municipal Affairs and Housing that the area municipalities within Peel have initiated discussions to contemplate a change to Regional Council (Appendix 2 has a copy of the resolutions from Regional Council on the Brampton issue of Regional representation.)

**COMMENTS:**

For the second time in a decade a request to change Regional governance in the Region of Peel is under consideration. This report suggests some principles be established for governance in Peel and presents information on the current level of representation, representation in different regional municipalities and information on weighted voting.

**Principles:**

It is proposed that the membership of Regional Council should be based on the following principles:

- Efficiency and cost – The size of Regional Council should not increase beyond the current 24 Regional Council members and the Regional Chair, (total 25).
- Fairness – One area municipality should not have an effective veto over the others by holding a majority of the total number of Regional seats. Mississauga currently has 12 Regional Councillors and cannot veto decisions at Regional Council as Brampton and the Town of Caledon (Caledon) also have a combined 12 Regional Councillors.
- Representation by Population – Whenever governments review electoral boundaries, whether federal, provincial or municipal, the population represented by any one member is a key consideration for final decisions. There may be other factors that affect the final outcome that may move boundaries away from a pure mathematical formula, however, representation by population is always viewed as the standard that should be achieved. Therefore any changes to Regional representation should move us closer to and not further away from representation by population.

**Representation by Population:**

The following tables provide some background information and analysis:

Table 1 illustrates the representation in other Regional Councils. It shows that Peel and York Region, being the most urban, have higher populations per ward than the others. Peel sits in the middle in terms of size; it is difficult to draw any conclusions about “right sizing” Regional Council since the smallest Regions by population (Durham and Niagara) have the largest number of Regional Councillors. Brampton’s ward boundary consultation found that the majority of comments opposed any ward scenario that would increase the size of Council.

<b>Table 1</b>				
<b>Representation across the GTAH (2011 Census)</b>				
Regional Municipality	Population	Region Council*	Population in Ward	Number of Municipalities
Durham	608,000	28	22,000	8
Halton	502,000	20	25,000	4
Peel	1,297,000	24	54,000	3
York	1,033,000	20	52,000	9
Niagara	431,000	30	14,000	12

\*Not including Regional Chair

The City of Mississauga has historically advocated for representation by population. Given the existing population distribution in Peel, based on there being 24 Regional Councillors, this would result in the reduction in Caledon’s representation to one Regional Councillor and the ability for Mississauga to have a veto over Brampton and Caledon as illustrated in Table 2.

<b>Table 2</b>					
<b>Regional Representation by Population (2011 Census)</b>					
Municipality	Population	Percentage Population	Current Regional Council Rep.	Population per Regional Council Member	Recalculated Regional Council per Rep. by Population
Mississauga	713,000	55%	12	59,000	13
Brampton	524,000	40%	7	75,000	10
Caledon	59,000	5%	5	12,000	1
Total	1,297,000	100%	24*	54,000	24*

\*Regional Chair not included

Even with the population growth projected within Peel, these numbers do not shift in any dramatic way over time. Using the current 2031

population estimates, Mississauga would have 12 seats, Brampton would hold 11 and Caledon would continue to hold 1.

This matter could be resolved through phasing additional Councillors to Brampton and removing them from Caledon over time. This could mean a change of one Councillor for the 2014 election and additional Councillors to be discussed for the election in 2018.

### **Weighted Voting:**

Selected municipalities use weighted voting including Simcoe, Middlesex, Lanark and United Counties of Prescott and Russell. These differ from Peel in that they are rural areas with smaller populations than those reviewed in Table 1. Each of these seems to have developed individual formulas for weighted voting. This can be based on electors rather than population.

A review of the preliminary information on weighted voting from these municipalities suggests that it can be complex and may reduce transparency for the public in relation to decisions from Region Council. Weighted voting was not implemented by the Province in 2005 and will require further review and consideration.

### **OPTIONS:**

The following are options to address the request to consider Brampton's representation at Regional Council:

#### **Option 1: Status Quo**

Maintain Regional Council as it is until the term of Council beginning in 2015. Given the current timeframe, a decision on Brampton's representation be addressed within the next term of Council, with a solution to be determined no later than 2016, to allow a more fulsome consideration on the matters of Regional governance and the principles. This was the recommendation of the Regional Task Force.

#### **Option 2: Representation by Population**

Adjust Regional Council for a true representation by population. This would mean increasing the representation of Brampton and

Mississauga and reducing Caledon's representation (illustrated in Table 2). This does give Mississauga an effective veto which would violate one of the principles outlined earlier in this report.

### **Option 3: Modified Representation by Population**

Adjust Regional Council to move closer to representation by population over time. This could be achieved by increasing Brampton's representation and reducing Caledon's representation by equal numbers thereby maintaining the current size of Regional Council. For example, for the 2014 election, Brampton could add one, and Caledon could be reduced by one. Further adjustments could be made for successive elections based on population changes as warranted.

### **Option 4: Implement Justice Adams recommendation, including weighted voting**

This option would be challenging for a number of reasons:

- It would increase the size of Regional Council.
- Weighted voting is a complex system that is not transparent to the public. It also violates the principle of fairness as some Council votes are "worth more" than others.
- This system was reviewed and rejected in the 2005 Provincial review.

**FINANCIAL IMPACT:** Depending on the option selected, there may be costs at the Regional Council level.

**CONCLUSION:** Region of Peel Council has referred Brampton's request for a change in the composition of Regional Council to the area municipalities for their consideration. Mississauga is well aware of the challenges that can result from disproportionate representation as the City spent considerable time to bring forward the 2005 change to Regional Council. Given the numerous issues and options regarding Regional governance that have arisen from this limited review, it is clear a more fulsome consideration and public discussion is needed before moving forward with this request.

**ATTACHMENTS:**

Appendix 1: Corporate Report: Provincial Election 2007: The Status of the City of Mississauga within the Region of Peel

Appendix 2: Resolution from Regional Council on the Brampton issue of Regional representation

---

Janice M. Baker, FCPA, FCA  
City Manager and Chief Administrative Officer

*Prepared By: Emily Irvine Acting Advisor, City Manager's Office*