



Ward Boundary Review 2020
Examen des limites de quartiers 2020



OPTIONS REPORT

SUPPLEMENTARY REPORT

August 2020

Prepared by:
Beate Bowron Etcetera
Hemson Consulting Ltd.
The Davidson Group

Get involved online or in person
See how at ottawa.ca/wardboundary
Ask us at wardboundary@ottawa.ca

Ottawa's Finance and Economic Development Committee and City Council received the Ottawa Ward Boundary Review 2020's [Options Report](#) on July 7, 2020, and July 15, 2020, respectively. The Options Report includes five options for re-aligning Ottawa's Wards.

At its meeting on [July 15, 2020](#) Ottawa City Council approved a motion to request that the OWBR 2020 develop an additional ward boundary option, Option 6. This additional option is to be included for discussion in Round 2 of the public consultation process, along with the five Options contained in the Options Report.

Council's motion is provided in Appendix A in its entirety. The motion sets out five criteria to be considered in developing this additional Option 6. This Supplementary Report addresses each of the criteria in turn and discusses their implications for Option 6. It presents a map outlining the Option's ward boundaries (Appendix B) and a table for the election years 2022, 2026, 2030 and 2034 showing the projected populations for the proposed wards and the variance for the 2026 'target year' average ward population (Appendix C).

Ottawa's ward boundaries were last redrawn 15 years ago. Since then, the city has grown considerably. The reasons why a ward boundary review is needed at this time are set out in two of the project's documents – the Ottawa Ward Boundary Review 2020 "[Backgrounder](#)" (March 2020) and the "[Options Report](#)" (July 2020). The Options Report presents five options for re-aligning Ottawa's wards and outlines the methodology for designing ward boundaries in Ottawa. This Supplementary Report addresses only Option 6 and should be read in conjunction with the main Options Report.

Council requested consideration of five criteria in developing a sixth option:

1. Addressing, on a priority basis, the three (3) wards projected to be significantly in excess of the average ward population and outside the acceptable population variance in 2026, namely Barrhaven, Cumberland and Gloucester-South Nepean;
2. Giving consideration to the 2002 OMB ruling and the 1991 Supreme Court of Canada ruling, which recognized and protected rural and other communities of interest with a view to minimizing, whenever possible, the impact of significant changes to established ward boundaries and communities of interest;

3. Addressing the impact of significant changes to established ward boundaries and communities of interest, particularly in the urban area as defined in the Options Report;
4. Giving consideration to ensuring that geographically proximate and similar communities of interest are located within the same ward;
5. Giving consideration to the June 2019 Council direction seeking to maintain the current number of wards.

All five criteria have been considered together in developing Option 6, since they are all interrelated. To provide a frame of reference, Table 1 shows population projections for the next four elections based on the current wards. The Ottawa Ward Boundary Review 2020 is charged with developing ward boundaries that can be used for three, and possibly four, elections.

Table 1 – Current Ward Population Projections by Election Year

Current Ward	2022	2026	2030	2034
Bay	44,605	45,618	46,643	47,569
College	53,520	53,966	54,424	54,763
Knoxdale-Merivale	42,940	43,303	43,677	43,955
Gloucester-Southgate	49,924	50,424	50,935	51,336
Beacon Hill-Cyrville	37,365	38,578	39,804	40,945
Rideau-Vanier	48,830	50,578	52,343	53,997
Rideau-Rockcliffe	41,244	43,203	45,178	47,059
Somerset	48,587	51,438	54,312	57,073
Kitchissippi	53,303	57,456	61,639	65,696
River	50,048	50,949	51,863	52,666
Capital	42,091	43,115	44,152	45,094
Alta Vista	47,938	48,561	49,197	49,725
Urban Wards Total	560,396	577,189	594,167	609,878

Orléans	52,672	53,383	54,106	54,713
Innes	46,262	50,208	54,181	58,044
Barrhaven	65,327	70,910	76,530	81,995
Kanata North	46,530	49,606	52,706	55,696
Stittsville	40,541	49,361	58,229	66,989
Gloucester-South Nepean	68,453	77,922	87,448	96,803
Kanata South	53,988	55,137	56,302	57,346
Suburban Wards Total	373,774	406,527	439,503	471,587
West Carleton-March	30,076	33,553	37,051	40,476
Cumberland	54,993	59,545	64,128	68,581
Osgoode	29,240	30,888	32,549	34,142
Rideau-Goulbourn	31,675	34,114	36,570	38,951
Rural Wards Total	145,985	158,099	170,298	182,149
City of Ottawa Grand Total	1,080,155	1,141,815	1,203,968	1,263,613
Average Ward Population	46,963	49,644	52,346	54,940

Table 1 reveals the expected rapid growth within the city over the next decade and, of more importance, where this growth will occur. The rate of growth in the suburban areas and the resultant imbalance in ward populations led to the need for a ward review in the first place.

This Supplementary Report assesses each of the criteria to determine if and how they can be implemented through a sixth option.

Criterion 1 – Focus on Suburban Growth

Table 1 shows that the three rapidly growing suburban wards are Barrhaven, Gloucester-South Nepean, and the suburban area of Cumberland. The growth in these areas requires the addition of two wards to bring ward populations in line with other wards. The Options in the [Options Report](#) address this growth. Specifically, Options 1 to 4 add a new ward in the Barrhaven area and another new ward in the suburban

Cumberland area. Option 6 also adds two new wards into the existing suburban areas of the Ottawa South Suburban Area and the Ottawa East Suburban Area. The Ottawa West Suburban Area does not require an additional ward.

Options 1 to 5 in the [Options Report](#) move suburban development, which is now in the adjacent rural wards but inside the Urban Growth Boundary, into the suburban wards. Option 6 continues this approach. This meets Criterion 1 in Council's motion.

Criterion 2 – Rural Community of Interest

This criterion focuses primarily on the rural areas and communities in Ottawa, although, it does speak more broadly to communities of interest and minimizing impacts of boundary changes. The rural community has a special place in Ottawa's geography and is a unique community of interest with its own issues. It is often said that Ottawa currently has four rural wards. However, the population of Cumberland Ward is overwhelmingly suburban. By 2026, it is estimated that 76% of Cumberland's population will be in the suburban area. There will only be 14,150 residents in the rural area.

While it is generally accepted that rural areas can have smaller average ward populations and still achieve effective representation, a rural ward of under 15,000 is not sustainable. Options 1 to 4 create three wards in Ottawa's rural area that are rural in nature without large "suburban" populations. One ward combines rural Cumberland and Osgoode into a new rural ward. It is larger in population than the other two rural wards; however, attempts to equalize the rural populations of the three rural wards resulted in significant boundary changes, poor boundaries and the disruption of communities of interest within the rural areas.

Option 6 also combines Osgoode and the rural portion of Cumberland into a single ward. The boundaries of the other two rural wards remain largely the same as they are now, except for some small adjustments that arose from Round 1 of the public consultation process and the shifting of suburban development into the adjacent suburban wards.

The rural wards are geographically large. The new Osgoode-Cumberland ward is 812 square kilometers. However, this is not too dissimilar to West Carleton-March at 765 square kilometers and Rideau-Goulbourn at 728 square kilometers.

Having three rural wards that do not contain large suburban populations meets Criterion 2.

Criterion 3 – Boundary Changes

The five Options in the [Options Report](#) all result in significant boundary changes in the urban area inside the Greenbelt. Options 3 to 5 have especially major boundary adjustments. Criterion 3 speaks to minimizing the impact on existing ward boundaries and communities of interest, especially in the urban area.

These significant boundary changes are the result of trying to maintain a voter parity variance of +/-10 % or less in the urban area. Option 6 relaxes voter parity to +/-15 per cent. A +/-15 % variance in voter parity, while not optimal, is acceptable for the voter parity component of effective representation.

With this change, as shown in the Population and Variance Table in Appendix C, only W6-13 (Beacon Hill-Cyrville) is outside the +/-15 per cent range in 2026 at minus 17.3 %. All other ward boundaries within the urban area are within the +/-15 % variance range.

Round 1 of the public consultation process suggested minor changes, often referred to as “tweaks”. Option 6 attempts to include these suggestions, as much as is practical.

As discussed under Criterion 1, changes are needed in the suburban areas to address their rapid growth. In the Ottawa South Suburban Area (current Wards 3 and 22), a new ward has been added. In the Ottawa East Suburban Area (current Wards 1, 2 and the suburban portion of Ward 19), a new ward has been added. In Ottawa West (current Wards 4, 6 and 23), the three wards are all within a +/-15 % variance range and can remain as they are currently configured.

Changing the voter parity range to +/-15 %, as well as some minor boundary adjustments in the urban area, and adding 2 new suburban wards address Criterion 3.

Criterion 4 – Communities of Interest

Respecting communities of interest is one of the key components of effective representation. The focus of Criterion 4 is also mentioned in Criteria 2 and 3.

Minimizing the need for boundary adjustments in the urban area, leaving the Ottawa West Suburban Area’s three wards in essentially their current configurations and having three rural wards go a long way to meeting Criterion 4. Ottawa South and Ottawa East Suburban Areas will have significant boundary changes as a result of adding a new ward to each.

In the Ottawa South Suburban Area, the addition of a new ward defines the communities of Barrhaven and Riverside South / Findlay Creek and is an improvement over the existing ward configuration. Also, the Rideau River is now a clear and recognizable boundary.

Concern has been expressed in the Ottawa East Suburban Area that certain communities of interest and neighbourhoods have been divided. Option 6 has attempted to address this issue by developing ward boundaries that better reflect established communities.

Criterion 5 – Retain 23 Wards

This criterion speaks to retaining the current number of wards. Responding to Criteria 1 through 4 results in one extra ward by adding two wards in the suburban area and removing one ward in the rural area. To implement Criterion 5 would require removing one additional ward. This would have to occur in either the rural or the urban area.

There are two ways of removing a ward in the rural area. The first is to have only two rural wards. However, these two wards would have a larger population than the average of the wards in the urban area, while also maintaining their large geographic areas. As shown in Option 5, having only two rural wards requires raising the average ward population to over 65,000 and reducing the total number of wards to 17, which leads to ward reductions in all areas of the city.

Another approach is not to add wards to the suburban areas but reduce their populations by expanding the adjacent rural wards into the suburban areas inside the Urban Growth Boundary. While this could equalize populations, it would submerge the rural community of interest completely within the suburban community and disrupt several established communities in the rural and suburban areas of Ottawa.

Both these approaches, reducing the number of rural wards to two and suburbanizing the rural community, would lead to a ward system that does not achieve effective representation. This approach would not be compatible with Criteria 1 to 4.

The other way to maintain 23 wards is to remove one ward from the urban area. This was done in Options 3 and 4 and leads to major boundary shifts for all the wards inside the Greenbelt. Criterion 3 strongly suggests this should be avoided.

Summary

Criteria 1 to 4 can be addressed within a sixth option and maintain effective representation. However, Criterion 5 is incompatible with Criteria 1 to 4, especially Criteria 2 and 3. Option 6 implements Criteria 1 to 4 in Council's motion, but cannot implement Criterion 5. As a result, Option 6 has 24 wards.

Option 6 does not change the current boundaries of the following wards: Kanata North (Ward 4); Stittsville (Ward 6) College (Ward 8); Knoxdale-Merivale (Ward 9); Rideau-Vanier (Ward 12); Rideau-Rockcliffe (Ward 13); Somerset (Ward 14); Capital (Ward 17); and Kanata South (Ward 23). A set of wards maps describing Option 6 is included in Appendix B.

Appendix C is the Population and Variance table for Option 6 and shows the projected populations and voter parity variance calculations for the election years of 2022, 2026, 2030 and 2034. The variances are based on an average 2026 ward population of 47,900.

Based on the maps and the Population and Variance table, Option 6, like Options 1 to 5, provides a ward system that will last for three elections. The caveat for all options is that the ward boundaries in the suburban areas will need to be adjusted following the 2030 election.

**APPENDIX A
OTTAWA CITY COUNCIL MOTION, JULY 15, 2020**

**City Council, Standing Committee and Commission
Conseil, comités permanents et commission**

Motion

Notice of Motion / Avis de motion

Council / Conseil

Report / Agenda: City Council Agenda 37
Item / Article: 13

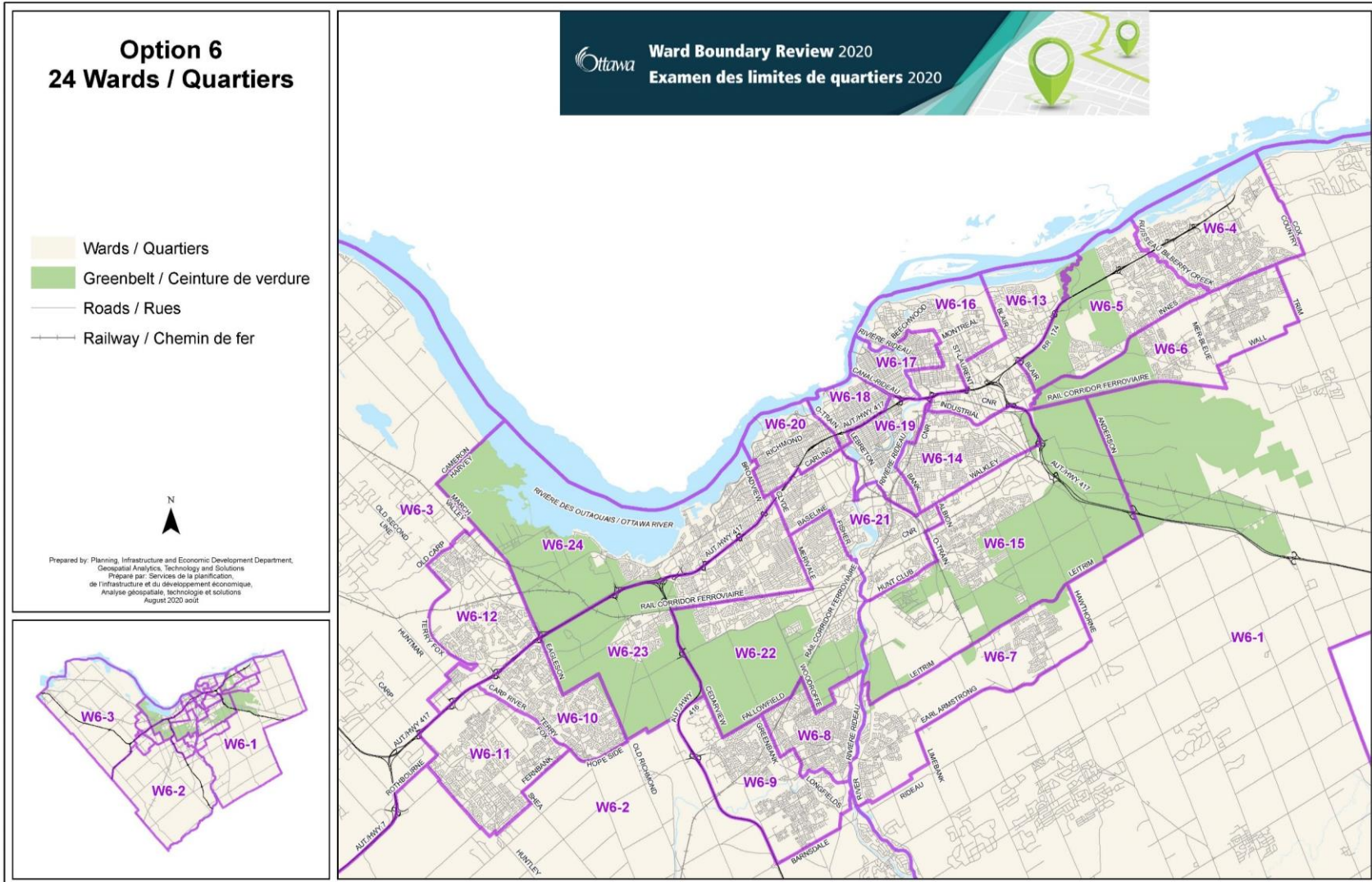
Re: Ottawa Ward Boundary Review 2020 – Options Report

Moved by / Motion de: **Mayor J. Watson**
Seconded by / Appuyée par: **Councillor J. Harder**

BE IT RESOLVED THAT the Ward Boundary Review consultant team be requested to develop a sixth option for inclusion in the second round of public consultation, developed on the basis of the following criteria:

- 1. Addressing, on a priority basis, the three (3) wards projected to be significantly in excess of the average ward population and outside the acceptable population variance in 2026, namely Barrhaven, Cumberland and Gloucester South Nepean;**
- 2. Giving consideration to the 2002 OMB ruling and the 1991 Supreme Court of Canada ruling, which recognized and protected rural and other communities of interest with a view to minimizing, whenever possible, the impact of significant changes to established ward boundaries and communities of interest;**
- 3. Addressing the impact of significant changes to established ward boundaries and communities of interest, particularly in the urban area as defined in the Options Report;**
- 4. Giving consideration to ensuring that geographically proximate and similar communities of interest are located within the same ward;**
- 5. Giving consideration to the June 2019 Council direction seeking to maintain the current number of wards.**

APPENDIX B OPTION 6 MAP



APPENDIX C

City of Ottawa								
Forecast Population and Variances for Election Years								
Option 6	2022		2026		2030		2034	
	Population	Variance	Population	Variance	Population	Variance	Population	Variance
Rural Wards								
W6-1	41,734	-12.9%	43,530	-9.1%	45,343	-5.3%	47,060	-1.8%
W6-2	30,864	-35.6%	33,293	-30.5%	35,739	-25.4%	38,112	-20.4%
W6-3	29,317	-38.8%	32,038	-33.1%	34,778	-27.4%	37,448	-21.8%
Suburban Wards								
W6-4	51,450	7.4%	53,757	12.2%	56,085	17.1%	58,295	21.7%
W6-5	47,311	-1.2%	47,591	-0.6%	47,880	0.0%	48,066	0.3%
W6-6	41,366	-13.6%	47,825	-0.2%	54,322	13.4%	60,714	26.8%
W6-7	36,066	-24.7%	44,143	-7.8%	52,264	9.1%	60,289	25.9%
W6-8	52,580	9.8%	53,215	11.1%	53,863	12.4%	54,394	13.6%
W6-9	47,253	-1.4%	53,615	11.9%	60,017	25.3%	66,300	38.4%
W6-10	53,472	11.6%	54,107	13.0%	54,756	14.3%	55,286	15.4%
W6-11	41,058	-14.3%	50,391	5.2%	59,775	24.8%	69,049	44.2%
W6-12	47,290	-1.3%	51,121	6.7%	54,979	14.8%	58,724	22.6%
Urban Wards								
W6-13	38,118	-20.4%	39,606	-17.3%	41,110	-14.2%	42,525	-11.2%
W6-14	46,936	-2.0%	47,279	-1.3%	47,633	-0.6%	47,883	0.0%
W6-15	49,924	4.2%	50,424	5.3%	50,935	6.3%	51,336	7.2%
W6-16	41,494	-13.4%	43,457	-9.3%	45,437	-5.1%	47,322	-1.2%
W6-17	48,830	1.9%	50,578	5.6%	52,343	9.3%	53,997	12.7%
W6-18	48,587	1.4%	51,438	7.4%	54,312	13.4%	57,073	19.1%
W6-19	42,091	-12.1%	43,115	-10.0%	44,152	-7.8%	45,094	-5.9%
W6-20	46,503	-2.9%	50,628	5.7%	54,781	14.4%	58,823	22.8%
W6-21	49,427	3.2%	50,068	4.5%	50,722	5.9%	51,265	7.0%
W6-22	42,940	-10.4%	43,303	-9.6%	43,677	-8.8%	43,955	-8.2%
W6-23	53,520	11.7%	53,966	12.7%	54,424	13.6%	54,763	14.3%
W6-24	52,026	8.6%	53,326	11.3%	54,643	14.1%	55,842	16.6%
City of Ottawa Total	1,080,155		1,141,815		1,203,968		1,263,614	
Average Ward Population for 2026 "Target Year" is 47,900								