Report to
Rapport au:

Finance and Economic Development Committee
Comité des finances et du développement économique
7 July 2020 / 7 juillet 2020

and Council
et au Conseil
15 July 2020 / 15 juillet 2020

Submitted on June 25, 2020
Soumis le 25 juin 2020

Submitted by
Soumis par :
M. Rick O’Connor, City Clerk / greffier municipal

Contact Person
Personne-ressource :
Kiel Anderson, Manager, Policy and Business Operations / gestionnaire,
Politiques et activités opérationnelles
613-580-2424, ext. 13430, Kiel.Anderson@ottawa.ca

Ward: CITY WIDE / À L’ÉCHELLE DE LA VILLE
File Number: ACS2020-OCC-GEN-0002

SUBJECT: Ottawa Ward Boundary Review 2020 – Options Report
OBJET : Examen des limites de quartiers de la Ville d’Ottawa pour 2020 – Rapport sur les options

REPORT RECOMMENDATION
That the Finance and Economic Development Committee recommend that City Council receive this report for information.
RECOMMANDATION DU RAPPORT

Que le Comité des finances et du développement économique recommande au Conseil municipal de prendre connaissance de ce rapport.

EXECUTIVE SUMMARY

On June 12, 2019, City Council considered the staff report titled, “City of Ottawa Ward Boundary Review (2019-2020)” and approved a process to review the City’s ward boundaries and establish new boundaries in time for the 2022 Municipal Elections. The Council-approved ward boundary review process is aimed at addressing issues relating to “effective representation” and certain wards being outside of generally acceptable population variances. The review is meant to establish ward boundaries that could be used in at least three municipal elections (2022, 2026 and 2030) and, perhaps, a fourth municipal election in 2034.

Pursuant to Council’s direction, staff retained an independent consultant team to conduct the ward boundary review in accordance with statutory requirements, common law principles and any parameters established by Council and/or the Government of Ontario. The ward boundary review process approved by Council includes a two-stage broad engagement and consultation strategy with Ottawa residents, communities, key stakeholders and Members of Council to elicit input on the City’s current ward boundaries and to receive feedback on ward boundary options.

The consultant team began the review in January 2020. The team conducted Round One of public consultation in March and April of 2020 to collect input regarding the City of Ottawa’s current ward boundaries. Following the first round of public consultation, the ward boundary process approved by Council provides for the consultant team to bring forward to Council an Information Report, also known as an Options Report, which sets out new ward boundary options for the City of Ottawa.

This staff report provides, for Council’s information, the consultant team's Options Report that is attached as Document 1. The Options Report incorporates input received from Members of Council, members of the public and key stakeholders during Round One of public consultation, as well as background research and analysis by the consultant team.

The Options Report includes five options for new ward boundaries. Of these, two options would maintain the same number of wards as provided by the City’s current ward boundaries (23). One option would provide a lower number of wards (17) and two options would provide an increased number of wards (25 and 24, respectively).
After providing the Options Report to Council for information, the consultant team will undertake Round Two of public consultation, which will collect feedback regarding the options for new ward boundaries. Round Two is currently scheduled to take place in Q3 of 2020.

Following Round Two of public consultation, the consultant team will bring forward a Final Report to the Finance and Economic Development Committee (FEDCO) and Council that will include recommendations with respect to new ward boundaries in the City of Ottawa. It is currently anticipated that the Final Report will be considered by FEDCO and Council in December 2020, though this will in part depend on how the COVID-19 pandemic situation evolves, as described in more detail in this report.

BACKGROUND

Ward Boundary Reviews in Ontario

Legislative Provisions

Municipalities in Ontario must adhere to rules established for them by the provincial government. The Municipal Act, 2001 (the Act), a piece of legislation that provides much of the foundation for governance and authority for Ontario municipalities, includes guidance in two key areas relating to Council composition and ward boundaries by establishing as follows:

1. **That a municipality has authority to change the composition of its Council**, subject to the following rules, as set out in Subsection 217(1) of the Act:

   1. There shall be a minimum of five members, one of whom shall be the head of council.

   2. The members of council shall be elected in accordance with the Municipal Elections Act, 1996.

   3. The head of council shall be elected by general vote.

   4. The members, other than the head of council, shall be elected by general vote or wards or by any combination of general vote and wards.

   5. The representation of a local municipality on the council of an upper-tier municipality shall not be affected by the by-law of the local municipality under this section.
Strictly speaking, the exercise of this authority is not a matter that may be appealed to the Local Planning Appeal Tribunal (LPAT), which is an adjudicative tribunal\(^1\) that hears cases in relation to various matters, including municipal governance; and

2. **That a municipality may establish and change its ward boundaries**, through a process broadly outlined in the legislation that results in Council approving a by-law to establish ward boundaries\(^2\) [Section 222 of the Act]. That said, this authority is subject to some statutory requirements and potential appeal to the LPAT. In the event of such an appeal, the Act provides that the LPAT shall hear the appeal and may make an order affirming, amending or repealing the municipality’s ward boundary by-law – effectively establishing the ward boundaries that the Tribunal believes are correct.

The Act includes deadlines for when a by-law must be in effect in order for ward boundaries to be used in a municipal election [Subsections 222(8) and 222(9) of the Act]. Based on the relevant provisions, a by-law establishing new ward boundaries must be in force before January 1, 2022, in order for any ward boundary changes to be in effect for the 2022 Municipal Elections. If a by-law establishing new ward boundaries is appealed to the LPAT, the notices of appeal must be withdrawn, or the Tribunal must have issued an order to affirm or amend the by-law, before January 1, 2022. In all other cases (unless the by-law is repealed by the LPAT), the by-law would come into force for the second regular election after the by-law is passed. In other words, if a by-law establishing new ward boundaries came into force after January 1, 2022, the new boundaries would be in effect for the 2026 Municipal Elections.

In addition, electors may use a petition signed by 500 electors to request a change to ward boundaries [Section 223 of the Act]. If Council did not pass a by-law in accordance with the petition within 90 days of receiving the petition, any one of the petitioners may make an application to the LPAT to have the municipality divided or redivided into wards or to have the existing wards dissolved. The LPAT shall hear the application and may make an order dividing or redividing the municipality into wards or dissolving the existing wards.

\(^{1}\) The LPAT was formerly known as the Ontario Municipal Board (OMB).
\(^{2}\) Details of the relevant statutory process are described in more detail in this report, as well as the staff report titled, "City of Ottawa Ward Boundary Review (2019-2020)," which was considered by Council on June 12, 2019, and the Ottawa Ward Boundary Review 2020 Backgrounder produced by the consultant team conducting the Ottawa Ward Boundary Review 2020.
The legislative provisions relating to ward boundaries are set out in Document 2. It should also be noted that the Ontario Government has the ultimate authority to establish municipal ward boundaries and determine the size of Council.

**Effective Representation**

There is no express requirement in the Act for a municipality to conduct a review of its ward boundaries at any particular time. Neither does the Act provide any statutory criteria to govern the establishment of ward boundaries. However, common law in Canada requires that the principle of “effective representation” be applied when reviewing ward boundaries, as discussed in Section 2.2 of the attached Options Report (Document 1). This principle is a key matter that would be considered by the LPAT in the event of any appeal of a Council-approved by-law to establish ward boundaries.

**Council’s Direction to Undertake the Ottawa Ward Boundary Review 2020**

On June 12, 2019, City Council considered the staff report titled, “City of Ottawa Ward Boundary Review (2019-2020).” The staff report noted that the City of Ottawa’s current ward boundaries have largely been in place since the City’s last comprehensive ward boundary review was conducted by an independent consultant in 2004-2005. Boundaries established by the 2004-2005 review were expected to meet the test of “effective representation” until 2015. The staff report described how ward populations and future estimates for the City of Ottawa indicated that certain wards are, or are projected to be, outside of generally acceptable population variances.

The staff report proposed a ward boundary review process that is meant to establish boundaries that could be used in at least three municipal elections (2022, 2026 and 2030) and, perhaps, a fourth municipal election in 2034. Council approved the following report recommendations, as amended by the Finance and Economic Development Committee (FEDCO):

---

3 The Ontario Government’s ultimate authority over municipal ward boundaries was described in more detail in the “City of Ottawa Ward Boundary Review (2019-2020)” staff report. That report noted the City of Toronto’s ward boundaries were ultimately subject to mandatory provincial legislation in 2018 that changed the outcome of Toronto’s earlier ward boundary review. While the Ontario Superior Court overturned the Province’s legislation, the Ontario Court of Appeal stayed the Superior Court’s ruling and the 2018 Municipal Elections in the City of Toronto proceeded in accordance with the ward boundaries established by the Province. Since the time of that report, it is noted that the Supreme Court of Canada on March 26, 2020, granted the City of Toronto leave to appeal the Ontario Court of Appeal decision in the case.

4 FEDCO amended the ward boundary review staff report on June 4, 2019, through Motion No. 5/1, as described in the meeting minute extract provided in Document 3.
That Council:

1. Direct staff to undertake a Request for Proposal (RFP) process to retain an independent consultant to conduct a comprehensive ward boundary review for the City of Ottawa, as described in this report and consistent with the Terms of Reference herein;

2. Approve that temporary annual funding, equivalent to one Full-time Equivalent (FTE), be provided to support any Member whose ward population size is projected to be larger than the average ward population size by more than 33 per cent during the 2018-2022 Term of Council, as an interim measure until a new ward boundary by-law comes into force, as described in this report;

3. Direct the City Clerk and Solicitor to send a letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs and Housing to advise of any Council decisions with respect to a comprehensive ward boundary review for the City of Ottawa, as described in this report;

4. Approve that the City Clerk and Solicitor’s letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs also specifies that Council intends for the ward boundary review to be conducted on the basis of retaining the current number of wards, being 23, each represented by a single elected Member, in addition to a Mayor elected by general vote, as set out in By-law No. 2005-534; and

5. Approve that the Terms of Reference for the City of Ottawa’s 2019-2020 comprehensive ward boundary review be amended to direct the independent consultant to bring forward ward boundary options that retain the existing Council composition, as described in this motion, and pending any feedback received from the Ontario Government in response to the City Clerk and Solicitor’s letter.

The ward boundary review process approved by Council includes a two-stage broad engagement and consultation strategy with Ottawa residents, communities, key stakeholders and Members of Council to elicit input on Ottawa’s current ward boundaries and to receive feedback on ward boundary options. The staff report outlined the following key steps for the ward boundary review process:
### Task | Status
--- | ---
Public consultation on current ward boundaries (Round One) | Complete
**Information Report to Council setting out new Ward boundary options (Options Report)** | Current step
Public consultation on new ward boundary options (Round Two) | To come
Final report to Council with recommendations (Final Report) | To come
Enacting by-law | To come
45-day LPAT appeal period | To come
If applicable, LPAT decision regarding any appeals of the by-law to establish ward boundaries | To come (if applicable)
**2022 Municipal Elections** | October 2022

**Actions undertaken by Staff pursuant to Council’s Direction of June 12, 2019**

*Correspondence between the City Clerk and the Province of Ontario*

Pursuant to Recommendation 3 of the ward boundary review staff report approved by Council on June 12, 2019, the City Clerk issued a letter dated June 19, 2019, to the Premier of Ontario and the Ontario Minister of Municipal Affairs and Housing. The letter advised of Council’s decisions with respect to a comprehensive ward boundary review for the City of Ottawa. Other provincial party leaders and local Members of Provincial Parliament were copied on the City Clerk’s letter, as had been outlined in the Council-approved staff report.

In accordance with Recommendation 4 of the staff report, as amended, the City Clerk’s letter also specified that Council intends for the ward boundary review to be conducted on the basis of retaining the current number of wards, being 23, each represented by a single elected Member, in addition to a Mayor elected by general vote. The Ontario Minister of Municipal Affairs and Housing issued a letter dated July 22, 2019, in response to the City Clerk’s letter. The respective letters are attached to this report as Documents 4 and 5.
Retaining an Independent Consultant to Conduct the Ottawa Ward Boundary Review 2020

In accordance with Recommendation 1 of the Council-approved ward boundary review staff report, staff on September 13, 2019, issued a Request for Proposal (RFP) to retain an independent consultant to conduct a comprehensive ward boundary review for the City of Ottawa. Pursuant to Council’s approval set out in Recommendation 5 of the staff report, as amended, the RFP included in the Terms of Reference Council’s directions of June 12, 2019, including that the independent consultant be directed to bring forward ward boundary options that retain the existing Council composition, as described in [Motion No. 5/1 approved by FEDCO on June 4, 2019], and pending any feedback received from the Ontario Government in response to the City Clerk’s letter. The RFP also provided that the contract award was subject to Council’s approval of funding through the 2020 Budget.

On December 11, 2019, Council approved Budget 2020, which included the financial implications resulting from the outcome of the ward boundary review RFP process. Further to Council’s adoption of the budget, Beate Bowron Etcetera Inc., in association with The Davidson Group and Hemson Consulting Ltd., was selected as the successful proponent for the ward boundary review. The successful proponent’s bid received the highest technical and financial scores among two RFP responses that were reviewed and evaluated by designates for the City Clerk, the City Solicitor and the General Manager, Planning, Infrastructure and Economic Development Department, supported by the Supply branch of the Innovative Client Services Department.

The consultant team, led by Beate Bowron, is responsible for conducting the ward boundary review, including broad engagement and consultation with members of the public, Members of Council, communities and key stakeholders, and developing ward boundary options and recommendations for Council’s consideration. The team will also act as an expert witness at the LPAT and Ontario Divisional Court, if necessary.

Members of the consultant team have extensive experience conducting successful comprehensive ward boundary reviews. Beate Bowron Etcetera previously partnered with The Davidson Group on the City of Toronto’s review in 2014-2016 and the City of Ottawa’s review in 2004-2005. Hemson Consulting Ltd. worked with Beate Bowron Etcetera and The Davidson Group on a ward boundary review in the City of Vaughan in 2016-2017, and the team is also completing an Electoral System Review for the Town of Aurora. Biographical information about key consultant team members, as provided by the consultant team, is attached as Document 6.
**Undertaking the Ottawa Ward Boundary Review 2020**

The Ottawa Ward Boundary Review 2020 began in January 2020. In March 2020, the consultant team began Round One of public consultation, which gathered input regarding current ward boundaries.

**Public Consultation – Round One**

Round One collected opinions about Ottawa’s current ward boundaries between March 4, 2020, and April 3, 2020. It included consultation with Members of Council, residents and stakeholders who were invited to participate, including social, community and healthcare advisory and support groups, community association representatives and business improvement areas, the four area school boards, post-secondary institutions and agricultural societies.

A total of 483 individuals and groups participated in Round One. Public consultation opportunities were widely advertised through public service announcements; the City’s social media channels; Members’ communications; bus, digital billboards and community newspaper ads; posters placed in Client Service Centres, recreation facilities and libraries; and targeted invitations to stakeholders. Opportunities to provide input included as follows:

- A dedicated website, ottawa.ca/wardboundary, and a dedicated project page on Engage Ottawa;
- An online survey and guestbook;
- Individuals could contact wardboundary@ottawa.ca with questions or comments;
- Meetings took place between the consultant team and all Members of Council; and
- Two public meetings were held:
  - Ben Franklin Place on March 10, 2020; and
  - St-Laurent Complex on March 11, 2020.

As described below in more detail, seven additional public meetings as well as three stakeholder sessions were planned for Round One. However, the COVID-19 pandemic and its implications resulted in the cancellation of those activities.

**Effect of the COVID-19 Pandemic on Round One Public Consultation**
The approach to some of the in-person events planned for Round One of public consultation had to be changed due to the quickly evolving COVID-19 pandemic, subsequent actions of the federal, provincial and municipal governments, and health-related requirements. This included the need for people to maintain physical distance from each other and limitations on in-person gatherings. Declarations of emergency are still active as of the drafting of this report and are expected to be in place for an indeterminate period of time.

Some of the COVID-19-related developments that occurred during the first public consultation phase of the Ottawa Ward Boundary 2020 included as follows:

- On March 5, 2020, the City of Ottawa entered into Enhanced Operations to ensure that all City departments were engaged with the coordination and sharing of information and to ensure preparedness.

- On March 11, 2020, the City advanced from Enhanced Operations to Activated Operations, meaning that all City departments were engaged in the response to COVID-19 and the Emergency Operations Centre was activated to support these efforts.

- On March 13, 2020, the City announced that it was closing all City-managed recreation and cultural facilities, and all Ottawa Public Library branches, based on the recommendation of the Ministry of Health’s guidance to limit mass gatherings. This announcement included the cancellation of in-person City of Ottawa public consultations.

- On March 17, 2020, the Province of Ontario declared a provincial state of emergency with respect to the COVID-19 situation. This included a prohibition on all organized public events of more than 50 people.

- On March 25, 2020, Mayor Watson declared a state of emergency for the City of Ottawa.

- On March 28, 2020, the Ontario Government issued an emergency order under the *Emergency Management and Civil Protection Act* to prohibit organized public events and social gatherings of more than five people. This order replaced the previous prohibition on organized public events of more than 50 people.

As noted above, a total of nine public consultation sessions for the Ottawa Ward Boundary Review 2020 were initially scheduled to be held at facilities across the City
between March 10, 2020, and April 1, 2020. In addition, three public stakeholder sessions were scheduled between March 25, 2020, and March 30, 2020.

Due to the COVID-19 situation, seven in-person public consultation meetings and three stakeholder sessions scheduled between March 24, 2020, and April 1, 2020, could not proceed as planned. In addition, some of the consultation meetings between the consultant team and individual Members of Council were conducted by way of telephone, rather than in person.

In the absence of the remaining in-person public and stakeholder meetings, residents and stakeholders were strongly encouraged to complete the online survey, submit input through the guestbook, or provide written input.

It is noted that even before the COVID-19 situation caused the cancellation of in-person meetings, significantly more input was received through online means than through such public meetings. More than 300 online surveys and written online submissions were received by March 13, 2020, which is the day a public service announcement was issued advising of the cancellation of remaining in-person consultation opportunities. The first two public meetings were attended by a total of 19 people.

DISCUSSION

The Ottawa Ward Boundary Review 2020 Options Report is provided by the Consultant Team for Council’s Information

In accordance with the ward boundary review process established by Council on June 12, 2019, the independent consultant team has provided the Options Report attached to this report for Council’s information as Document 1. The Options Report incorporates input received from Members of Council, members of the public and key stakeholders, as well as background research and analysis by the consultant team.

The report includes five options for new ward boundaries. Of these, two options would maintain the same number of wards as provided by the City’s current ward boundaries (23). One option would provide a lower number of wards (17) and two options would provide an increased number of wards (25 and 24, respectively).

As required by the Council-approved resolution of June 12, 2019, staff amended the Terms of Reference for the ward boundary review to include Council’s direction that the independent consultant bring forward ward boundary options that retain the existing Council composition, “as described in this motion” [being Motion No. 5/1 approved by the Finance and Economic Development Committee (FEDCO) on June 4, 2019], and
pending any feedback received from the Ontario Government in response to the City Clerk’s letter.

The FEDCO motion, which is included in Document 3, states that “further to the municipality’s statutory authority to establish Council composition, Council may direct the independent consultant to bring forward ward boundary options that retain the current Council composition while achieving ‘effective representation’ and the other intended outcomes of the review,” and that Council’s direction “would not preclude the consultant from testing the concept of an increased or decreased number of wards as part of the preliminary work on the review prior to bringing forward to Council only those viable and recommended ward boundary options that retain the current Council composition and accomplish the principles, requirements and objectives described above [being the goal of achieving ‘effective representation’ as well as various legislative and case law requirements and other objectives]” [emphasis added].

The three options provided in addition to the two options that retain the current Council composition will provide the consultants with an opportunity to assess all options as part of their preliminary work, which will be important in the event that Council’s decisions with respect to the ward boundary review are appealed to the Local Planning Appeal Tribunal (LPAT). The consultant team has noted as follows in background research for the Ottawa Ward Boundary Review 2020 [emphasis added]:

“The [Ontario Municipal Board (OMB)] (now LPAT) adjudicates most ward boundary reviews, since most ward boundary reviews are appealed, especially those involving larger municipalities. … The various OMB decisions have been remarkably consistent. In summary, four tests are applied to determine the veracity of a ward boundary review. These are:

1. Has the consultant team undertaking the ward boundary review been objective and independent from council and staff direction;
2. Has the principle of effective representation, as enunciated by the courts and OMB, been achieved;
3. Was the public involvement process robust and provided participants with both input on the design of the wards and the ability to comment on various ward options; and
4. Are the population projections that determined the voter parity component of effective representation credible. …
The OMB, and ... the courts, have laid out some fairly well-defined tests by which ward boundary reviews will be judged. It is highly likely that the results of the current OWBR [Ottawa Ward Boundary Review] will be appealed. In planning and implementing the OWBR the potential of appeal must always be contemplated. At times this may seem ponderous. However, at a future LPAT hearing attention to the appropriate level of detail could mean the difference between the approval or denial of a new ward system approved by Council."

It is recommended that Council receive the Options Report for information without providing any direction to the consultant team at this time. As noted in the Background section of this report, the consultant team will act as an expert witness at the LPAT and Ontario Divisional Court, if necessary, in the event of an appeal of the City’s by-law to establish ward boundaries. Council’s receiving of the Options Report for information at this time, without any direction, would ensure that the consultant team is able to continue its work in the objective and independent manner expected by the LPAT, based on past decisions of the Tribunal.

**Next Steps in the Ottawa Ward Boundary Review 2020**

After providing the Options Report to Council for information, the consultant team will undertake Round Two of public consultation, which will collect feedback regarding the options for new ward boundaries.

As noted in the Background section of this report, declarations of emergency with respect to the COVID-19 pandemic continue as of the drafting of this report and may be in place for an indeterminate period of time. Staff have discussed with the consultant team the matter of proceeding with the remaining stages of the ward boundary review in light of the COVID-19 situation. While it is possible that limits on in-person meetings may continue to be necessary at the time of Round Two consultation, the consultant team has advised that they believe the ward boundary review will remain defensible should it continue at the present time and eventually be appealed to the LPAT.

Despite the various restrictions that have been, and continue to be, required by the response to the COVID-19 pandemic, it is noted that the City of Ottawa has conducted Committee and Council meetings and public consultations through virtual means and teleconferencing. This includes the robust public meeting that heard 93 delegations regarding the staff report titled, “New Official Plan – Growth Management Strategy,” which was considered by a joint Planning Committee and Agriculture and Rural Affairs Committee meeting on May 11, 12 and 19, 2020. Furthermore, online consultation
opportunities in Round One of public consultation for the Ottawa Ward Boundary Review 2020 resulted in significantly more participation and input than the two in-person public meetings that were held.

Public Consultation – Round Two

Round Two of public consultation is scheduled to take place in Q3 of 2020. As noted above, it is possible that the COVID-19 situation at that time may continue to include restrictions relating to public events, which could affect the consultant team’s ability to hold in-person sessions as part of the Round Two public consultation.

As such, the consultant team will proceed with a flexible approach for Round Two that will consider the current circumstances, including any emergency declarations or municipal/provincial restrictions, while taking into account lessons learned by the City with respect to public consultation in situations where in-person gatherings are not possible (e.g. Committee meetings that receive public delegations, and other City-led public consultations), should any restrictions be in place at the time of Round Two consultation.

While an online survey, guestbook and other online feedback mechanisms used in Round One of public consultation will be used again for Round Two, additional tools that will be considered if in-person public meetings and stakeholder sessions cannot be held include webinars and online meetings via Zoom or a similar platform.

As was the case with Round One of public consultation, consultation opportunities will be widely advertised. The Office of the City Clerk will provide Members of Council with additional information regarding Round Two of public consultation in the coming months.

Final Report to Council and Projected Timeline

Following Round Two of public consultation, the consultant team will bring forward a Final Report to FEDCO and Council that will include recommendations with respect to new ward boundaries in the City of Ottawa. It is currently anticipated that this report will be brought forward to Committee and Council in December 2020, though this will in part depend on how the COVID-19 situation evolves.

After Council approves any changes to ward boundaries by way of an enacting by-law, there would be a 45-day period in which notices of appeal could be filed for the LPAT. In the event of any appeal, provided that any decision made by the LPAT occurs before
January 1, 2022, it is anticipated that the new ward boundaries would be in effect for the October 2022 Municipal Elections.

The current projected timeline for the Ottawa Ward Boundary Review 2020 is as follows:

<table>
<thead>
<tr>
<th>Task</th>
<th>Responsible</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public consultation on new ward boundary options (Round Two)</td>
<td>Consultant team</td>
<td>Q3 2020</td>
</tr>
<tr>
<td>Final report to Council with recommendations</td>
<td>Consultant team</td>
<td>December 2020</td>
</tr>
<tr>
<td>Enacting by-law</td>
<td>City Clerk</td>
<td>Q4 2020/Q1 2021</td>
</tr>
<tr>
<td>Give notice to the public that the bylaw has passed and prepare for LPAT appeals</td>
<td>City Clerk</td>
<td>Q4 2020/Q1 2021</td>
</tr>
<tr>
<td>45-day Appeal Period ends/Last day for notice(s) of appeal to be received</td>
<td>City Clerk</td>
<td>Q1 2021</td>
</tr>
<tr>
<td>Notice(s) of appeal to be forwarded to the LPAT by the City (within 15 days of the last day for filing a notice of appeal)</td>
<td>City Clerk</td>
<td>Q1 2021</td>
</tr>
<tr>
<td>Expected LPAT decision (within ~ six to 10 months)</td>
<td>LPAT</td>
<td>Q3 2021/Q4 2021</td>
</tr>
<tr>
<td><strong>2022 Municipal Elections</strong></td>
<td></td>
<td><strong>October 2022</strong></td>
</tr>
</tbody>
</table>

**RURAL IMPLICATIONS**

As described in the Options Report attached as Document 1.

**CONSULTATION**

Consultation for the Ottawa Ward Boundary Review 2020 Options Report was conducted as described in this report and the attached Options Report. Specifically,
Round One of public consultation collected opinions about Ottawa’s current ward boundaries. This included consultation with Members of Council, residents and stakeholders through public meetings, email, an online survey and guestbook, and the Engage Ottawa platform.

**COMMENTS BY THE WARD COUNCILLOR(S)**

This is a city-wide report.

**LEGAL IMPLICATIONS**

There are no legal impediments associated with this report.

**RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

**FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report.

**ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with this report.

**TERM OF COUNCIL PRIORITIES**

The Ottawa Ward Boundary Review 2020 is not a specific action connected to the Term of Council Priorities. That said, the review relates to the priority of “Service Excellence Through Innovation: Deliver quality bilingual services that are innovative and continuously improve to meet the needs of individuals and diverse communities.”

**SUPPORTING DOCUMENTATION**


Document 2 – Legislative Provisions for Ward Boundary Reviews

Document 3 – Minute Extract – Finance and Economic Development Committee meeting of June 4, 2019

Document 4 – Letter from City Clerk to the Premier of Ontario and Minister of Municipal Affairs and Housing

Document 5 – Letter from Minister of Municipal Affairs and Housing to City Clerk
Document 6 – Consultant team biographies

**DISPOSITION**

As this is an Information Report, the Ottawa Ward Boundary Review 2020 will continue in the manner described in this report, subject to any direction that may be provided by Council. The internal ward boundary review project team led by staff will continue to support the independent consultant team’s role and undertake any additional work such as planning and implementation.
OPTIONS REPORT
July 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
1 Introduction

In January 2020, Ottawa Council launched the Ottawa Ward Boundary Review 2020 (OWBR 2020), a comprehensive review of Ottawa’s existing wards. The review’s approach includes wide-ranging input on the current ward alignment, the development of a series of ward boundary options and broad consultation on the options prior to a recommendation to City Council in December 2020.

To date, the OWBR 2020 has completed background research¹ and conducted an initial round of consultation. Round One of the consultation process included public meetings, interviews with Members of Council and a public survey. The project was advertised extensively online, via bus ads and in community newspapers.

During Round One of the OWBR 2020, the COVID-19 pandemic arrived. Public and stakeholder meetings had to be cancelled after the first two public meetings. However, the online survey continued and meetings with Members of Council were completed via telephone.

The analyses from the background research and the Round One consultation process have informed the options presented in this report. This Options Report outlines five discrete options for new ward boundaries. All the options achieve “effective representation,” establishing clear ward boundaries within the context of Ottawa’s unique geography. The degree of change to the current ward boundaries varies with the options and, in some options, alterations to current ward boundaries are considerable.

Change is never easy and is particularly disruptive to long-established municipal systems. All participants, residents, businesses, non-governmental organizations (NGOs), Members of Council, civic staff, etc., will have to adjust to new geographic environments. This is the reason discussion of the Options Report and feedback on the individual options from the public, stakeholders and Members of Council is so important. That feedback is the focus of Round Two of the OWBR 2020’s consultation process.

The Options Report contains eight sections. Following this Introduction, Section 2 describes why a ward boundary review is necessary at this time, discusses the key concept of effective representation and outlines ward boundary issues that stem from the unique nature and geography of the City of Ottawa. Section 3 gives an overview of the Round One consultation process and its results.

Section 4 details the methodology used to develop the options, while Section 5 summarizes the options and links them to Appendix A, the “Options Workbook.” Appendix A includes a description of each option along with detailed maps showing the current and new ward boundaries and a table with voter parity figures for the municipal elections of 2022, 2026, 2030 and 2034. Section 6 explores the feasibility of using the federal/provincial riding boundaries as the basis for new wards in Ottawa.

¹ See the OWBR Backgrounder.
Section 7 provides a tool for comparing the merits of each option with the components of effective representation. Finally, Section 8 outlines the road map for public discussion and feedback on the Options Report through to the OWBR 2020 Final Report and recommendation to Ottawa City Council at the end of the year.

In addition to Appendix A, the “Options Workbook,” Appendix B summarizes other comments on wards and ward boundaries from the survey, public meetings and online submissions, and from Members of Council respectively.

2 Context

2.1 Why a Review
Ward boundary reviews are complex undertakings and need to consider numerous variables. In a “representative democracy,” such as ours, the right to vote is a foundational principle. This is not just important at election time, but every time a Councillor votes. However, once a Councillor is elected, their ability to represent all their residents, not just voters, and the city at-large becomes of major importance and often threatens to overshadow the fundamental right to vote in a discussion of the size and shape of wards.

The Canadian Charter of Rights and Freedoms guarantees citizens the “right to vote.” Part and parcel of this right is the assurance that votes are of equal weight. When this voting weight, termed “voter parity,” gets too far out of balance at any level of government, adjustments are required. This is true of federal electoral districts, provincial ridings and municipal wards. The federal and provincial governments adjust their ridings every 10 years based on the Census. Municipalities adjust their wards whenever Council deems it necessary.

The City of Ottawa has reached the point where its ward boundaries need to be adjusted for future elections. The voter parity discrepancy amongst wards has become too great and the status quo is no longer an option. As part of the OWBR 2020, background research was conducted on current voter parity in Ottawa\(^2\). A wide gap in the population size has emerged since the present 23 wards were drawn for the 2006 election. Currently, the population of the largest ward is double the size of the smallest ward. In between are several wards that are considerably larger or smaller than the average of all wards (43,804) in the 2018 election\(^3\). Based on this situation, Ottawa City Council launched a ward boundary review to be in place for the next election in 2022.

\(^2\) Ibid.
\(^3\) Overall population figures for the City of Ottawa are derived from the medium scenario population projections provided in Appendix 1 (Page 38) of the “Growth Projections for the New Official Plan: Methods and Assumptions for Population, Housing and Employment 2018 to 2046.”
2.2 Effective Representation

The overriding goal of any ward boundary review is to achieve “effective representation,” a term used to summarize all the items that must be balanced when drawing ward boundaries. It is a term coined by the Supreme Court of Canada and followed by lower courts and, in Ontario, by the Local Planning Appeal Tribunal (LPAT) – formerly the Ontario Municipal Board (OMB).

Briefly, here are the components of effective representation that need to be balanced:

**Voter Parity:** Although the term appears to refer only to ‘voters’, it includes the whole population living in an area. Voter parity speaks to the variance between an individual ward’s population and the average ward population of all municipal wards. To achieve parity, ward populations need to be similar but not identical. Voter parity is assessed in terms of a percentage, either above or below the average ward population. If the variation becomes too large, effective representation is lost.

**Natural/Physical Boundaries:** Ward boundaries should be clear and easily recognized by residents. Natural boundaries such as rivers, creeks and in Ottawa, the Greenbelt, often become ward boundaries. Similarly, major infrastructure such as expressways, railways and arterial roads create physical barriers and are used as ward boundaries, such as Highway 417 or 416.

**Geographic Communities of Interest:** The term “communities of interest” refers to neighbourhoods such as Barrhaven, the Glebe or Westboro Village and commercial areas such as BIAs. The term also refers to different types of communities such as rural, suburban and urban. Communities of interest have different needs and perspectives that need to be respected when drawing ward boundaries. To form a basis for determining ward boundaries, communities of interest must be geographically contiguous.

Where possible, geographic communities of interest and/or neighbourhoods should not be divided. However, sometimes a community is so large that, to respect voter parity, it must be split among more than one ward, such as Kanata or Barrhaven. Also, it is quite common for wards to contain several communities of interest.

**Minority Interests:** Minority interests should be considered, if they are geographically based.

**Ward History:** Ward design should, where possible, consider the history of a ward. However, in Ottawa many ward boundaries are currently based on the boundaries of pre-amalgamation municipalities and are not easy to recognize. They should be changed, if at all possible. Ward history by itself cannot override other major criteria such as voter parity, strong natural/physical boundaries and keeping communities of interest together.

**Capacity to Represent:** Capacity to represent is often equated with Councillors’ workload and the range of issues within a ward. It encompasses ward size, types and breadth of concerns, ongoing growth and development, complexity of issues, etc. For example, wards with high employment, social issues, major infrastructure facilities, tourism attractions or special areas, such as the Parliament district, generate a host of
issues a Councillor has to deal with, in addition to the concerns of local residents within the ward and City-wide policies.

**Geographic Size and Shape of a Ward:** All wards cannot be the same geographic size. Some areas are more densely populated than others and some wards have more open space. Ottawa is especially unique with respect to this component of effective representation because of its large rural area and the Greenbelt.

**Population Growth:** Ottawa’s population growth has to be taken into consideration, if the OWBR 2020 is going to work for multiple elections.

**Balancing the Components of Effective Representation:** While all the components of effective representation need to be taken into consideration, they are not all equal. Voter parity is a key determinant of effective representation, as is keeping communities of interest together and drawing well-defined, coherent ward boundaries.

A voter parity variance of +/-25 per cent is often suggested and used as a standard when establishing ward boundaries, which can result in a difference of 50 per cent between the largest and smallest ward in terms of ward population. The evolving standard from recent ward boundary reviews is +/-10 to +/-15 per cent in more densely populated urban and suburban areas. Larger variances may be appropriate under certain special circumstances, such as respecting communities of interest, factoring in rapid growth, accounting for the capacity to represent or achieving clearly defined ward boundaries. Ottawa’s geographically large rural area and its communities need to be respected and will have larger voter parity variances, as will some suburban areas, due to their rapid growth.

During Round One of the OWBR 2020’s public consultation process, numerous respondents flagged unequal representation amongst wards as a major concern. At the same time, a common response was that ward population numbers are not that significant and that geographic size, workload, number of households, range of issues, and communities of interest are more important. It was also suggested that if some wards grow too large, the Councillors’ office budgets could be increased. All these factors, save budgetary ones, are taken into account when balancing the components of effective representation. However, as the Charter’s right to vote is a legal right of all Canadian citizens, it cannot be negated.

### 2.3 Multiple Elections

Any new ward structure should last for multiple elections. Ward boundary reviews are time consuming, costly and disruptive. The OWBR 2020 is designed to last for three and possibly four municipal elections – that is, the elections of 2022, 2026, 2030, and possibly 2034. The previous review, in fact, did last for four elections. Since ward boundary reviews are future oriented, population growth and its specific location within the city are key components in establishing new wards.

### 2.4 Unique Nature of Ottawa

Ottawa’s present ward structure is based on three major geographic communities:

- **Rural** community: includes the rural area outside the urban growth boundary;
- **Suburban** community: includes the area generally located outside the Greenbelt and inside the urban growth boundary; and,
- **Urban** community: includes the area generally located inside the Greenbelt. The urban area can be further subdivided into the downtown wards and the wards that cover the older, inner suburbs, which are often referred to as the “bungalow belt”.

The 2004-2005 Ottawa Ward Boundary Review established this ward system, which reflected several factors:

- The geography of Ottawa;
- A strong public response against mixing suburban and rural communities, as the result was seen to jeopardize the voice and representation of rural communities;
- The professional opinion of the consultant team, which supported keeping suburban and rural communities of interest separate for effective representation; and
- A 2003 OMB decision that struck down a ward pattern which mixed suburban and rural populations.

A 2005 OMB decision supported using the three major geographic areas as the basis for determining Ottawa’s ward structure.

During Round One of the OWBR 2020 numerous survey responses, online submissions and input from Members of Council urged that rural and suburban wards not be combined. This sentiment came from all wards, but especially from rural and suburban wards and focused on two points. First, there is a major difference in the interests and activities of the rural and suburban communities. Second, combining suburban and rural populations leads to the loss of the rural communities’ voice, as the suburban population will dominate the ward. The current situation in Cumberland (Ward 19) is often cited as an example.

The OWBR 2020 continues to use the three main geographic areas in developing options for new ward boundaries. Specifically:

**Rural wards** are rural areas and their villages. They do not include areas of suburban development or proposed expansions to the urban growth boundary. This area now encompasses current wards 5, 21, 20 and the rural portion of Ward 19.

**Suburban wards** include Ottawa’s growing areas, generally outside the Greenbelt and inside the urban growth boundary that now may be partially in rural wards. These areas encompass current wards 1, 2, 3, 4, 6, 22, 23 and the suburban part of Ward 19 inside the urban growth boundary. There are three groupings of non-contiguous suburban wards, which are termed:
• Ottawa East which includes wards 1, 2 and the suburban portion of Ward 19 that is inside the urban growth boundary;
• Ottawa South which includes wards 3 and 22, plus previous small extensions to the urban growth boundary in wards 20 and 21; and
• Ottawa West which includes wards 4, 6 and 23, plus previous small extensions to the urban growth boundary in wards 5 and 21.

Urban wards are located inside the Greenbelt. There are 12 wards in the urban area that encompass current wards 7 through 18. The urban wards can be grouped as the downtown or “core” wards (wards 12, 13, 14, 15, and 17) and the older inner-suburban wards (wards 7, 8, 9, 10, 11, 16 and 18).

These three main areas, and their sub-areas, have been employed as building blocks to create the options for re-aligning ward boundaries. While the building blocks represent the general pattern of the options, the detailed boundaries within them are based on the principles of effective representation and informed by numerous suggestions and input from the public and Members of Council.

3 Round One Public Consultation (Input Round)
The purpose of the OWBR 2020 Round One public consultation was to collect comments and suggestions about the way Ottawa’s wards are currently aligned. Specifically, the process explored questions around boundaries that need to be fine-tuned, communities that need to be united and the desired number and average populations of Ottawa’s wards.

3.1 What We Did
Advertising and promotion for Round One of the OWBR 2020 was extensive in both English and French. It included the following:
• Project webpage on the City of Ottawa website with:
  o Project overview
  o Relevant reports and other documents
  o Opportunities to get involved
  o Key dates
  o Frequently Asked Questions
  o Important links
  o Contact information
• Ads in community newspapers, online and in Ottawa’s buses
• Social media posts and media releases
• Digital displays in Ottawa’s public library branches
• Posters in recreation centres
• Direct e-mails to Ottawa’s community associations
• Project information packages for Members of Council
Vehicles for collecting input during Round One of the public consultation process included:

- Online survey March 4 to April 3; the survey offered participants the opportunity to join the OWBR 2020 mailing list
- Project e-mail account through Engage Ottawa
- Public and stakeholder meetings; nine public meetings and three stakeholder group meetings were planned; due to COVID-19, seven of the public meetings and the stakeholder meetings had to be cancelled
- Interviews with all Members of Council

3.2 What We Heard

In total, 483 individuals and groups participated in Round One of OWBR 2020. Based on our experience, this is a significant number, especially during Round One of a ward boundary review, when there are no proposals yet on how to redraw any ward boundaries. In addition, part of Round One overlapped with the onslaught of COVID-19, which required cancellation of several public meetings and stakeholder meetings.

All comments on potential changes to ward boundaries received at public meetings, through online submissions and the survey were assigned to the specific ward(s) they refer to and have been taken into consideration during the design of the various options for re-aligning Ottawa’s wards.

3.2.1 Distribution of Round One Participants

Not everyone who responded to the online survey and submitted comments identified the ward they live in. However, people who did identify their ward live in all parts of the City of Ottawa and are distributed as follows:

<table>
<thead>
<tr>
<th>Ward #</th>
<th>Ward Name</th>
<th>Number of Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Orléans</td>
<td>12</td>
</tr>
<tr>
<td>2</td>
<td>Innes</td>
<td>8</td>
</tr>
<tr>
<td>3</td>
<td>Barrhaven</td>
<td>35</td>
</tr>
<tr>
<td>4</td>
<td>Kanata North</td>
<td>9</td>
</tr>
<tr>
<td>5</td>
<td>West Carleton-March</td>
<td>9</td>
</tr>
<tr>
<td>6</td>
<td>Stittsville</td>
<td>8</td>
</tr>
<tr>
<td>7</td>
<td>Bay</td>
<td>18</td>
</tr>
<tr>
<td>8</td>
<td>College</td>
<td>17</td>
</tr>
<tr>
<td>9</td>
<td>Knoxdale-Merivale</td>
<td>23</td>
</tr>
<tr>
<td>10</td>
<td>Gloucester-Southgate</td>
<td>11</td>
</tr>
<tr>
<td>11</td>
<td>Beacon Hill-Cyrville</td>
<td>12</td>
</tr>
<tr>
<td>12</td>
<td>Rideau-Vanier</td>
<td>22</td>
</tr>
<tr>
<td>13</td>
<td>Rideau-Rockcliffe</td>
<td>28</td>
</tr>
<tr>
<td>14</td>
<td>Somerset</td>
<td>27</td>
</tr>
</tbody>
</table>
3.2.2 Public Meetings/Online Submissions
As mentioned, only two of the planned nine public meetings were held (March 10 and 11 in Nepean and Vanier respectively). Nineteen people attended. Both meetings were bilingual and held at night in accessible locations. Hard copies of the survey were available, as were a table of population projections by ward and a set of maps showing Ottawa’s current ward alignment. A presentation was followed by extensive and detailed discussion of the OWBR 2020 approach and suggestions regarding altering specific ward boundaries.

In addition, the project received 13 online submissions. These range from very specific suggestions for changing the boundaries of a particular ward to comments on the existing uneven populations among wards to thoughtful discussion of the legal parameters of ward boundary reviews. There was one detailed proposal for a complete redesign of all wards.

3.2.3 Survey
A total of 448 people responded to the public survey, 447 online and one by mail. Their suggestions for adjusting ward boundaries and uniting communities have been taken into account during the design of the options for re-aligning Ottawa’s wards.

To provide a flavour of respondents’ thinking, general comments are included in Part A of Appendix B to this report, titled, “Other Comments on Wards and Ward Boundaries – Online Survey, Public Meetings and Online Submissions.”

3.2.4 Members of Council
All Members of Council were interviewed in person or by telephone. Paralleling the public survey questions, Councillors were asked to comment on: issues, if any, with the current alignment of their ward and other wards they are familiar with; whether their current ward population is appropriate for representing their constituents; what the average population for Ottawa’s wards should be; and how many wards would be optimal for the City of Ottawa.

Like the suggestions from the survey, public meetings and online submissions, Councillors’ comments on potential changes to ward boundaries were assigned to the specific ward(s) they referred to and have been taken into consideration during the
design of the options for re-aligning Ottawa’s wards. Councillors’ suggestions regarding future growth in their ward(s) were checked to ensure that this growth has been included in the project’s population projections. Other comments have been grouped in Part B of Appendix B to this report, titled, “Other Comments on Wards and Ward Boundaries – Members of Council.”

3.2.5 Average Ward Populations and Number of Wards

In addition to specific suggestions for adjusting ward boundaries, Round One of the OWBR 2020 also collected opinions on average ward population and number of wards. The tables below summarize responses from the survey, Members of Council interviews and online submissions.

Most respondents did not make a direct connection between the average ward population they suggested for Ottawa’s wards and the number of wards that would result. Table 2 demonstrates those implications at a general level, in the absence of any detailed ward design.

<table>
<thead>
<tr>
<th>Average ward population</th>
<th>Number of respondents – Survey/Online Submissions*</th>
<th>Number of respondents - Members of Council*</th>
<th>Resulting number of wards for 2026 Ottawa population (1.15 million)</th>
</tr>
</thead>
<tbody>
<tr>
<td>40,000 or less</td>
<td>67</td>
<td>3</td>
<td>29 wards or more</td>
</tr>
<tr>
<td>40,001 - 43,999</td>
<td>3</td>
<td>0</td>
<td>25 - 28 wards</td>
</tr>
<tr>
<td>44,000 (current)</td>
<td>61</td>
<td>1</td>
<td>25 wards</td>
</tr>
<tr>
<td>44,001 - 49,999</td>
<td>37</td>
<td>2</td>
<td>22 - 25 wards</td>
</tr>
<tr>
<td>50,000 - 55,000</td>
<td>84</td>
<td>10</td>
<td>20 - 22 wards</td>
</tr>
<tr>
<td>55,001 or more</td>
<td>17</td>
<td>1</td>
<td>21 wards or less</td>
</tr>
</tbody>
</table>

* Not everyone responded to this question

The largest number of respondents (94) thought that an average population of 50,000 to 55,000 would be appropriate, resulting in 20 to 22 wards. However, 101 respondents suggested 44,000 to 50,000 (22 to 25 wards).

At the same time, a sizeable number of people, 73, were in favour of smaller ward populations suggesting an average of less than 40,000 to 44,000 and resulting in 25 to 29 or more wards. A small number of respondents (18) were in favour of much larger wards exceeding an average ward population of 55,000, resulting in 21 wards or less. A few among those respondents would like to see wards as large as 100,000.

The reasons for suggesting certain average ward populations were varied, but clustered around a number of themes:

- The current population distribution among wards is unfair, Councillors should represent equal numbers of people, with small variances;
- All urban/suburban wards should have similar populations, rural wards can have smaller populations due to their large geography;
• Do not reduce the number of wards, City Councillors serve the City as a whole, as well as their constituents;
• The current average seems to work;
• Need smaller ward populations for better access and direct communication with Councillors as well as accountability;
• Larger ward populations are appropriate in homogeneous, stable wards, ward populations can be smaller in wards with diverse populations and multiple, complex issues; and
• Increase the ward populations to limit number of Councillors, reduce costs and make Council more efficient.

Table 3 shows responses regarding the number of wards that were considered appropriate for the City of Ottawa.

<table>
<thead>
<tr>
<th>Number of wards</th>
<th>Number of respondents - Survey/Online Submissions*</th>
<th>Number of respondents - Members of Council*</th>
</tr>
</thead>
<tbody>
<tr>
<td>19 or less</td>
<td>39</td>
<td>2</td>
</tr>
<tr>
<td>19 or 20</td>
<td>37</td>
<td>0</td>
</tr>
<tr>
<td>21 or 22</td>
<td>5</td>
<td>1</td>
</tr>
<tr>
<td>23 (current)</td>
<td>69</td>
<td>10</td>
</tr>
<tr>
<td>24 or 25</td>
<td>107</td>
<td>8</td>
</tr>
<tr>
<td>26 - 30</td>
<td>92</td>
<td>0</td>
</tr>
<tr>
<td>31 or more</td>
<td>55</td>
<td>0</td>
</tr>
</tbody>
</table>

*Not everyone responded to this question

The largest number of respondents (115) suggested 24 or 25 wards and 147 suggested between 26 and 31 or more wards. Seventy-eight respondents thought that less than 20 wards would be appropriate, some suggesting Ottawa’s wards should be reduced to as few as seven or eight. Another 79 respondents wanted to maintain the current 23 wards and six responses suggested 21 or 22 wards.

Respondents offered reasons for their suggested number of wards for Ottawa under the following themes:
• The number of wards has to reflect Ottawa’s growth;
• Divide the wards that are too large now;
• A few more Councillors is a good idea;
• Don’t decrease the number of wards;
• Reduce number of rural wards, retain current number of rural wards;
• Better representation with more, smaller wards;
• Add wards in the core to increase representation of diverse neighbourhoods, have been historically under-represented;
• If keeping 23 wards means reducing the number of wards inside the Greenbelt, it’s better to add a few more wards;
- Current number of wards can accommodate growth, but boundaries will need to shift;
- Keep current number of wards so that Council doesn’t get bigger and makes the city ungovernable;
- Fewer wards means less government, fewer politicians, reducing the number of wards reduces costs; and
- Establish “mega” wards with increase in office staff.

Based on the responses to questions regarding the desired average ward population and an optimal number of wards for the City of Ottawa, it appears that most respondents are in favour of ward populations between 44,000 and 55,000. A considerable number of people favoured even smaller populations. Most respondents suggested somewhere between 23 to 25 wards, although a sizeable number thought that 26 to 31 or more wards would be appropriate. Another distinct grouping suggested 20 or fewer wards for Ottawa.

4 Methodology
Developing options for new ward boundaries follows a series of specific steps. These steps ensure that effective representation is achieved and include the input from Round One of public consultation. All options presented in this Options Report achieve effective representation.

4.1 Selecting a Target Year
Since the population of Ottawa changes every year, a specific year must be chosen to calculate voter parity. This is referred to as the “target year.”

Because the OWBR 2020 is designed to develop a ward structure that will last for three elections, the middle election, 2026, is selected as the target year around which wards are designed. Generally, if a new ward structure lasts to 2030, it will likely work in 2034. However, the City of Ottawa may have to conduct a limited ward boundary review after 2030, due to the explosive growth expected in its suburban areas.

4.2 Population Growth
To examine Ottawa’s growth, population projections have been developed for very small areas throughout the entire city. These small areas are called traffic zones or “TZs.” There are 513 TZs in Ottawa. The purpose of the growth projections is not to determine a ward structure, but to test the population of any proposed ward in terms of voter parity. The overall population projection for the City of Ottawa for 2026 used in developing the options is 1,141,815 which has been rounded up to 1.15 million for the various calculations used in option development.

4 Ibid.
4.3 Round One Input
There are two critical factors in designing a new ward structure: average ward population and number of wards. The two are obviously related. A ward boundary review can commence from either factor, although average ward population is normally employed to start the ward design process.

The first round of consultation sought input on both average ward population and number of wards. There was a considerable range of opinion and tables 2 and 3 in Section 3 show the variety of input. Suggestions can be grouped into various themes. Regarding average ward population, they are:

- Maintain the current average ward population of approximately 44,000, as “things” seem to be working fine;
- Reduce average ward population to 40,000 or less to allow for better local representation and Councillor access; and
- Increase average ward population to 55,000 or more to reduce the size of government.

Similar groupings can be observed regarding the desired number of wards:

- Increase the number of wards in order to accommodate growth, while maintaining current average ward population. This represents those who suggest a small increase in the number of wards would be acceptable (24 to 26);
- Increase the number of wards substantially to around 38 to improve local representation;
- Maintain the current 23 wards, as “things” seem to be working fine and the size of government should not be increased; and
- Decrease the number of wards. There was a cluster around the idea of 20 wards. Those suggesting fewer wards want to decrease the size of government.

4.4 Designing Options
The next step in options development is to apply the parameters discussed above to the particular geography of Ottawa to determine an appropriate number of options, their average ward populations and detailed ward boundaries.

Options based on either substantially increasing or decreasing the average ward population or the number of wards were tested to determine if they would be viable. Reducing the average ward population to approximately 30,000, to improve local representation, would lead to 38 wards. In the context of Ontario, such small ward populations are not consistent with having full-time Councillors. Decreasing the number of wards to approximately 20 does not work when applied to Ottawa’s geography. However, a 17-ward option is viable.

Increasing the number of wards to account for population growth, while generally maintaining current ward populations, works best at 24 or 25 wards with an average
ward population of 46,000 to 48,000 in 2026\(^5\). Maintaining the current number of wards at 23 increases the average ward population to 50,000, an approach that was supported during Round One. A 23-ward configuration also represents the status quo.

Hence, a 25-ward option, a 24-ward option, two 23-ward options and a 17-ward option have been developed. These five options provide an adequate range for discussion during the OWBR 2020’s Round Two of public consultation:

- With 25 and 24 wards respectively, two options show a small increase in the number of wards;
- Two options have 23 wards. In a 23-ward option one ward needs to be redistributed in the urban area inside the Greenbelt. To achieve this, one option starts drawing boundaries from the western end of the urban area and the other from the eastern end. While this difference may not seem important, the starting point determines the locale of the ward that is redistributed; and
- One option reduces the number of wards to 17.

The range of options presented does not include the use of the federal/provincial ridings as potential wards. A detailed discussion of the reasons for this can be found in Section 6 of this report.

To draw detailed ward boundaries, it is necessary to balance all the components of effective representation. The first round of consultation provided detailed information on communities of interest, suggested changes to existing ward boundaries, capacity to represent, ward history, ward geography and expected areas of future growth in the wards. All this information was analyzed and has become input into ward design in each of the options.

One of the important components of effective representation is the creation of wards with clear natural/physical boundaries. In many instances, Ottawa’s current ward alignment uses the boundaries of its pre-amalgamation municipalities, which means that ward boundaries sometimes run through backyards or separate neighbourhoods. All options attempt to rectify this.

The wards in any option need to fit into a voter parity range, which is determined by the average ward population of the option. The goal is to achieve wards that are within plus or minus 10 or 15 per cent of the average ward population, with +/-10 per cent being ideal and +/-15 per cent acceptable. The +/-15 per cent range may be increased in urban and suburban areas to accommodate rapidly growing wards, respect communities of interest or to accommodate special circumstances related to capacity to represent, employ recognizable ward boundaries or address unique geographical features.

Due to Ottawa’s unique geography and the significant population growth projected for its suburban areas, voter parity ranges in Ottawa West, Ottawa South and Ottawa East

---

\(^5\) Average ward population calculations are based on a projected 2026 population for Ottawa of approximately 1.15 million.
will have to exceed +/- 15 per cent in some of the options for the project target year of 2026 and beyond.

To achieve effective representation, especially the recognition of the rural community, any ward structure will contain rural wards with small populations and large areas. In rural areas the voter parity range can exceed 25 per cent below the average ward population to respect the rural community of interest.

5 Options

5.1 Overview

This section presents a summary of the five options. Detailed maps illustrating each option and population tables for each proposed ward for 2022, 2026, 2030 and 2034 – along with their variances from the ward average for the respective option – are included in Appendix A of this report, the “Options Workbook.”

Eight maps illustrate each option:
1. A general “context map” shows the entire city and all the wards that make up the option. This map provides a general overview, but is not at a scale that all individual boundaries are clearly recognizable;
2. A general map showing the current wards;
3. A map showing the proposed urban wards;
4. A map showing the current urban wards;
5. A map showing the proposed wards in the three suburban areas (Ottawa East, South and West);
6. A map showing the current suburban wards;
7. A map showing the proposed rural wards; and
8. A map showing the current rural wards

Although some maps are the same in some options, each option includes a complete set of maps to facilitate examination and understanding of the option.

At the end of each set of option maps is a table that shows, for each election year, the population for the proposed wards and the variance from the 2026 “target year” average ward population.

A common nomenclature is required to discuss and compare the five options. Ottawa’s current wards have both numbers and names. The options use only numbers and these numbers refer solely to the proposed wards in each option. This is necessary because options have different numbers of wards and different boundaries. In most cases, these differ substantially from those of the existing wards.

A proposed ward is designated in a manner that signifies both the option and the individual ward within the option. The reference to W1-1, for example, indicates Option 1 and Ward 1. Likewise, W3-14 indicates Option 3 and Ward 14 and W5-10 indicates
Option 5 and Ward 10. Once Ottawa City Council approves any new ward structure, they will assign both ward names and ward numbers that are appropriate.

The City of Ottawa is in the process of considering possible expansions to the urban growth boundary in conjunction with the preparation of a new Official Plan. All areas of expansion of the urban growth boundary should be added to their adjacent suburban ward in any new ward structure. Development in those expanded areas is not anticipated to alter the population projections created for the OWBR 2020 for 2026 and 2030, but may by 2034.

Ottawa’s suburban communities are in some respect ‘sandwiched’ between the Greenbelt and the rural area. The City’s development policies have assigned accelerating growth to these areas, especially after 2030. There are implications for the OWBR 2020. Generally, the five options show populations variances of +/- 15 per cent for the suburban wards in 2026, except in a few cases. However, in 2030 and beyond population growth will put several wards significantly above 15 per cent. It seems likely that a review of the suburban wards will be required for the 2034 election.

5.2 Option 1 – 25 Wards
This option has 13 urban wards, nine suburban wards and three rural wards and increases the size of Council by two members. The average ward population is 46,000 for the 2026 target year.

Option 1 adds one urban ward in the core area to improve voter parity and capacity to represent and adds two suburban wards, one in Ottawa East and one in Ottawa South, to improve voter parity in these areas. One ward is removed from the rural area, as a result of the suburban population of Cumberland Ward becoming a separate suburban ward in Ottawa East.

As shown in Section 3.2.5 of this report, the largest number of respondents (115) during Round One of the OWBR 2020’s public process suggested 24 or 25 wards and 147 suggested between 26 and 31 or more wards. Option 1 responds to the sentiment that, as Ottawa is growing, more wards are needed. It also accounts for the complexity of issues in the urban core wards, the ‘capacity to represent’ component of effective representation.

In general terms, for the 2026 target year, the urban core wards are slightly below the general average ward population and the inner suburbs are slightly above average, although all parity ranges are within +/- 15 per cent of the average ward population. Three wards (W1-17, W1-18 and W-19) have variances in excess of -15 per cent in 2022. However, by 2026, growth in these wards has brought them within the 15 per cent variance range. All urban wards stay within the +/-15 per cent variance range throughout the remaining years, except W1-22, which will have grown to +15.3 per cent.

All urban wards are inside the Greenbelt in Option 1 and all other options. Ward boundaries in Option 1 follow major roads, such as Highway 416, Montreal Road or
Carling Avenue, natural boundaries such as the Rideau Canal and bring communities together, such as the communities south of Hunt Club in W1-15 or Carson Grove in W1-13. Minor boundary adjustments have been made in several wards, such as including the whole of the Unitarian Church Campus in W1-25.

The variance pattern in the suburban wards is challenging in Option 1, and in all options. This is due to the explosive growth in the suburban areas. In the OWBR 2020’s target year 2026, three wards are slightly over 15 per cent, but from then on the three suburban areas grow rapidly. Option 1 boundaries use major roads such as Barnsdale, Rideau, Earl Armstrong and its planned extension and the Rideau River. The option creates separate wards for Barrhaven and Riverside South/Findlay Creek and unifies Orléans in W1-4. The Ottawa International Airport is now completely in W1-15.

The three rural wards have small populations and only W1-1 falls within the +/-15 per cent variance range. After 2026, the rural wards experience modest growth. The major change for the rural wards is the combining of Osgoode Ward and the rural portion of Cumberland Ward. The two other rural wards remain the same, except for some minor boundary adjustments. The Rideau River is a major natural boundary for the new W1-1.

Option 1 maps showing detailed ward boundaries and a table with ward populations and population variances are included in Appendix A, the “Options Workbook.”

5.3 Option 2 – 24 Wards
This option has 12 urban wards, nine suburban wards and three rural wards and increases the size of Council by one. The average ward population is 47,900 for the 2026 target year.

Like Option 1, Option 2 responds to the support expressed for increasing the number of wards during the project’s Round One process and the sentiment that Ottawa’s growing population requires more wards.

Option 2 retains the 12 urban wards inside the Greenbelt. Various boundaries have been adjusted to improve the functioning of the wards and establish easily recognizable boundaries. Within the urban area, this option has the fewest boundary changes of any option. Option 2 can be considered as the option that requires the least boundary adjustments, while still addressing the growth in suburban Ottawa.

All the urban wards are within the +/-15 per cent variance range and only W2-24 is above 10 per cent. The variance ranges hold well through the four elections cycles, except for W2-20 which experiences considerable growth after 2030.

In the suburban area two wards have been added to improve voter parity. In 2026, all the suburban wards fall within the +/-15 per cent variance range and most are within the 10 per cent variance range. In 2022, W2-7 is small but grows rapidly and is within 10 per cent by 2026. All the suburban wards continue to experience rapid growth beyond 2026. The Option 2 boundaries are the same as in Option 1.
In Option 2 the three rural wards again have small populations, and only W2-1 falls within the +/-15 per cent variance range. The Option 2 boundaries are the same as in Option 1. The population variances continue to rise due to an increase in the average ward population in this option.

Option 2 maps showing detailed ward boundaries and a table with ward populations and population variances are included in Appendix A, the “Options Workbook.”

5.4 Option 3 – 23 Wards
This option has 11 urban wards, nine suburban wards and three rural wards and maintains the size of Council. As shown in Section 3.2.5 of this report, a sizeable number of respondents during Round One of the project’s public process (79) wanted to maintain the current number of wards. Option 3 responds to the comments that either “things seem to be working fine” or “there should be no increase in the size of Council”. The average ward population is 50,000 for the 2026 target year.

In order to maintain 23 wards, one ward has to be redistributed in the urban area. There are two reasons for this. First, two wards need to be added to the suburban area to improve voter parity and second, the rural population is too large to be reduced to two wards. This requires major changes to virtually all ward boundaries due to the “domino effect” of removing a ward.

The 11 urban wards are within the +/-15 per cent variance range, with most within 10 per cent for 2022 and 2026. In 2030, W3-13 is above 15 per cent and continues to grow. All other urban wards have acceptable variances through the entire time frame of the OWBR 2020. As in options 1 and 2, ward boundaries follow major roads and highways, main streets and railway tracks and attempt to keep communities together (an example is Carleton Heights in W3-21).

As in options 1 and 2, two wards have been added in the suburban area to improve voter parity. In 2026 all the suburban wards fall within the +/-15 per cent variance range and most are within the 10 per cent variance range. In 2022, W3-6, W3-7 and W3-11 are small, but grow rapidly to within 15 per cent by 2026. All the suburban wards continue to experience rapid growth beyond 2030.

In Option 3 the three rural wards have again small populations and only W3-1 falls within the +/-15 per cent variance range. The Option 3 boundaries are the same as in options 1 and 2. The population variances continue to rise due to an increase in the average ward population in this Option.

The major implication of this option is the loss of one ward within the urban area. This leads to adjustments to the majority of ward boundaries inside the Greenbelt, as all current 12 urban wards have sizeable populations, which vary across the city. There is no cluster of a few small wards that can easily be combined.
5.5 Option 4 – 23 Wards
Like Option 3, this option also has 11 urban wards, nine suburban wards and three rural wards and maintains the size of Council. The average ward population is 50,000 for the 2026 target year.

Like Option 3, Option 4 responds to the support for maintaining the current number of wards expressed during Round One of the project’s public process. Option 4 also redistributes one ward in the urban area inside the Greenbelt. While Option 3 starts the design of new ward boundaries from the west of the urban area, Option 4 begins in the east. This results in very different boundaries in Option 4 than in Option 3. Option 4 is a distinctly different option.

The 11 urban wards are all within the +/-15 per cent variance range, with most within 10 per cent. The exception is W4-23, which is slightly over 15 per cent. This variance pattern holds generally for the election years within the time frame of the OWBR 2020, except for Wards W4-22 and W4-23, which grow faster than the other urban wards.

As in options 1, 2 and 3, ward boundaries follow major roads and highways, main streets and railway tracks and attempt to keep communities together. As an example, this has been achieved by re-aligning W4-16 and W4-13 north-south, rather than east-west.

Like in options 1, 2, and 3, two wards have been added in the suburban area to improve voter parity. In 2026 all the suburban wards fall within the +/-15 per cent variance range and most are within the 10 per cent variance range. In 2022, W4-6, W4-7 and W4-11 are small but grow rapidly and are within 15 per cent by 2026. All the suburban wards continue to experience rapid growth beyond 2030.

In Option 4 the three rural wards maintain their small populations and only W4-1 falls within the +/-15 per cent variance range. The Option 4 boundaries are the same as in options 1, 2 and 3. The population variances continue to rise due to an increase in the average ward population in this Option.

Like in Option 3, the major implication of Option 4 is the loss of one ward within the urban area. This leads to adjustments to the majority of wards boundaries inside the Greenbelt.

Option 4 maps showing detailed ward boundaries and a table with ward populations and population variances are included in Appendix A, the “Options Workbook.”

5.6 Option 5 – 17 Wards
This Option has nine urban wards, six suburban wards and two rural wards. During the project’s public process another sizeable group of respondents (78) thought that less
than 20 wards would be appropriate for Ottawa, some suggesting wards should be reduced to as few as seven or eight. Option 5 responds to the sentiment that government should be smaller and wards should be larger. The average ward population is 67,600 for the 2026 target year.

This option represents a major departure from the current situation. It reduces the number of wards significantly, which leads to major ward boundary adjustments for all wards. In this option the rural wards are reduced to two, and one suburban ward and three urban wards are redistributed.

Because of the large average ward population, smaller population variances are evident in all wards. Variances are within the +/- 15 per cent range in the urban area for 2022, 2026 and 2030. The one exception is W5-16, which is smaller than the average at -17.2 per cent in 2022. However, it is growing and by 2026 is within the 15 per cent variance range. By 2034 all urban wards are within the +/-15 per cent variance range, with the exception of W5-14, which is at 17.6 per cent above average.

As in options 1 to 4, Option 5 keeps neighbourhoods together and ward boundaries run along the 416 and 417 highways as well as major streets like Carling and Woodroffe.

Option 5 maintains the current wards in Ottawa South. However, the new W5-7 and W5-8 absorb the current three wards in Ottawa West, with Hazeldene becoming the boundary between the two wards. In Ottawa East W5-3 and W5-4 combine the current two wards with the suburban Cumberland population with boundaries along Innes and St. Joseph Boulevard.

The suburban wards are within the +/-15 per cent variance range in 2022 and 2026, except for W5-8, which has risen to 17.3 per cent in 2026. Rapid growth beyond 2026 increases those variances significantly. This situation reflects the accelerating growth in the suburban areas and is present in all options.

The two rural wards continue to be below the average ward population, just not as much as in options 1 to 4. The boundary between the two rural wards is Highway 416, an easily recognizable physical boundary.

Option 5 maps showing detailed ward boundaries and a table with ward populations and population variances are included in Appendix A, the “Options Workbook.”

6 Federal/Provincial Ridings
During the Round One input phase of the OWBR 2020 some members of the public and some Councillors expressed concern that the Province may unilaterally impose the federal/provincial riding boundaries as Ottawa’s new wards. Although there was no support for this approach, their apprehension reflects the situation in the City of Toronto, where the Province did impose the 25 federal/provincial riding boundaries as Toronto's
new wards for the 2018 election. Therefore, the consultant team investigated this possibility.

Currently, Ottawa has eight and a half federal/provincial ridings within its municipal boundaries. A large part of Ward 19 (Cumberland) is in the federal/provincial riding of Glengarry-Prescott-Russell. Based on the 2016 Census, the populations of these ridings range from 100,846 (Kanata-Carleton) to 128,280 (Orléans) with an average population of approximately 114,200.

In the Toronto case, one of the stated reasons for using the federal/provincial riding boundaries as wards was that the federal MP, provincial MPP and Ward Councillor would all cover the same area. This, it was argued, would make it easier for residents. However, in Ottawa this would only work for eight ridings – Cumberland would not be the same as its federal/provincial riding.

A larger issue revolves around voter parity. Eight of the wards would have an average population of approximately 144,000 in 2026, while Cumberland would have a population of less than half that. Any attempt to adjust ward boundaries to equalize voter parity would defeat the idea of using federal/provincial boundaries as ward boundaries, as they would no longer be the same.

There is one final consideration. If Ottawa kept their current one Councillor per ward system, Council would be reduced to nine or 10 members and may not be able to provide sustainable municipal governance with so few members covering such a large area.

For these reasons using federal/provincial riding boundaries as ward boundaries was not pursued as an option for the OWBR 2020.

7 Ranking the Options
This Options Report puts forward five distinct ways to achieve a re-aligned ward system for the City of Ottawa. All meet the test of effective representation, as laid out by the courts and the OMB (now LPAT). There is no “best option.” All options have their strengths and weaknesses and individuals will have differing opinions as to which option they prefer. During Round Two of the OWBR 2020’s consultation process residents, stakeholders and Members of Council will have the opportunity to consider the five options, rank them in order of preference and choose a preferred option from a city-wide and local perspective.

As outlined earlier, effective representation has several components: voter parity, natural/physical boundaries, geographic communities of interest, minority interests, ward history, capacity to represent, geographic size and shape of the ward and population growth. All these components need to be balanced in choosing a preferred option to be recommended to City Council.
To assist residents, stakeholders and Members of Council in ranking the options, a Ranking Tool has been developed. It allows assessment of each option based on the components of effective representation and then a ranking of each option in order of preference.

More information on each component of effective representation can be found in Section 2 of this report.

### Ranking Tool

<table>
<thead>
<tr>
<th>COMPONENTS OF EFFECTIVE REPRESENTATION</th>
<th>OPTION 1</th>
<th>OPTION 2</th>
<th>OPTION 3</th>
<th>OPTION 4</th>
<th>OPTION 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ward History</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capacity to Represent</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Geographic Size &amp; Shape of the Ward</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population Growth</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RANKING (1 to 5)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Voter Parity</td>
<td>25 WARDS</td>
<td>24 WARDS</td>
<td>23 WARDS</td>
<td>23 WARDS</td>
<td>17 WARDS</td>
</tr>
<tr>
<td>Natural/Physical Boundaries</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Geographic Communities of Interest</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minority Interests</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 8 Next Steps

The options presented in this report will be discussed during Round Two of the OWBR 2020’s consultation process. Members of the public, stakeholders and Council Members will have the opportunity to weigh each option, rank the five options and suggest refinements to their preferred option or options.

The Options Report will be posted on the project website along with an online survey requesting feedback. If public meetings can be held in September, three stakeholder meetings will be scheduled as well as nine public meetings across the city. If the COVID-19 pandemic precludes in-person public and stakeholder meetings, virtual
alternatives will be employed, such as webinars and Zoom meetings. Members of Council will be asked to comment through individual interviews.

Following this broad consultation, a Final Report will be drafted with a recommended alignment of the City’s ward boundaries for the 2022 Municipal Elections. This Final Report is scheduled to go to the Finance and Economic Development Committee and City Council in December 2020, so that any decision can be implemented for the 2022 Municipal Elections.
Options Report

APPENDIX A

Options Workbook
Maps and Population Tables
July 2020

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

This Workbook presents the maps and variance tables that complement the text in the Options Report. The Options Workbook contains a section for each of the five options.

Eight maps illustrate each Option:
1. A general “context map” shows the entire city and all the wards that make up the Option. This map provides a general overview, but is not at a scale that all individual boundaries are clearly recognizable;
2. A general map showing the current wards;
3. A map showing the proposed Urban Wards;
4. A map showing the current Urban Wards;
5. A map showing the proposed wards in the three suburban areas (Ottawa East, South and West);
6. A map showing the current Suburban Wards;
7. A map showing the proposed Rural Wards; and
8. A map showing the current Rural Wards

Although some maps are the same in some options, each Option includes a complete set of maps to facilitate examination and understanding of the Option.

At the end of each set of option maps is a table that shows, for each election year, the population for the proposed wards and the variance from the 2026 “target year” average ward population.

A common nomenclature is required to discuss and compare the five Options. Ottawa’s current wards have both numbers and names. The Options use only numbers and these numbers refer solely to the proposed wards in each Option. This is necessary because Options have different numbers of wards. In most cases, these differ substantially from those of the existing wards.

A proposed ward is designated in a manner that signifies both the Option and the individual ward within the Option.

The reference to W1-1, for example, indicates Option 1 and Ward 1. Likewise, W3-14 indicates Option 3, Ward 14 and W5-10 indicates Option 5 and Ward 10. Once Ottawa City Council approves any new ward structure, they will assign both ward names and ward numbers that are appropriate.

Option 1 – 25 Wards
This Option has 13 urban wards, 9 suburban wards and 3 rural wards and increases the size of Council by two members. The average ward population is 46,000 for the 2026 target year.

Option 1 adds one urban ward in the core area to improve voter parity and capacity to represent and adds two suburban wards, one in Ottawa East and one in Ottawa South, to improve voter parity in these areas. One ward is removed from the rural area, as a result of the suburban population of Cumberland Ward becoming a separate suburban ward in Ottawa East.

As shown in Section 3 of this Report, the largest number of respondents (115) during Round 1 of the OWBR 2020’s public process suggested 24 or 25 wards and 147 suggested between 26 and 31 or more wards. Option 1 responds to the sentiment that, as Ottawa is growing, more wards are needed. It also accounts for the complexity of issues in the urban core wards, the ‘capacity to represent’ component of effective representation.

Option 2 – 24 Wards
This Option has 12 urban wards, 9 suburban wards and three rural wards and increases the size of Council by one. The average ward population is 47,900 for the 2026 target year.

Like Option 1, Option 2 responds to the support expressed for increasing the number wards during the project’s Round 1 process and the sentiment that Ottawa’s growing population requires more wards.
Option 2 retains the twelve urban wards inside the Greenbelt. Various boundaries have been adjusted to improve the functioning of the wards and establish easily recognizable boundaries. Within the urban area, this Option has the fewest boundary changes of any option. Option 2 can be considered as the Option that requires the least boundary adjustments, while still addressing the growth in suburban Ottawa. The Option 2 suburban and rural ward boundaries are the same as in Option 1.

**Option 3 – 23 Wards**

This Option has 11 urban wards, 9 suburban wards and 3 rural wards and maintains the size of Council. As shown in Section 3.2.5 of this Report, a sizeable number of respondents during Round 1 of the project’s public process (79) wanted to maintain the current number of wards. Option 3 responds to the comments that either “things seem to be working fine” or “there should be no increase in the size of Council”. The average ward population is 50,000 for the 2026 target year.

In order to maintain 23 wards, one ward has to be redistributed in the urban area. There are two reasons for this. First, two wards need to be added to the suburban area to improve voter parity and second, the rural population is too large to be reduced to two wards. This requires major changes to virtually all ward boundaries due to the “domino effect” of removing a ward. The Option 3 suburban and rural ward boundaries are the same as in Options 1 and 2.

Option 4 also redistributes one ward in the urban area inside the Greenbelt. While Option 3 starts the design of new ward boundaries from the west of the urban area, Option 4 begins in the east. This results in very different boundaries in Option 4 than in Option 3. Option 4 is a distinctly different Option. The Option 4 suburban and rural ward boundaries are the same as in Options 1, 2 and 3.

**Option 4 – 23 Wards**

Like Option 3, this Option also has 11 urban wards, 9 suburban wards and 3 rural wards and maintains the size of Council. The average ward population is 50,000 for the 2026 target year.

Like Option 3, Option 4 responds to the support for maintaining the current number of wards expressed during Round 1 of the project’s public process. Option 4 also redistributes one ward in the urban area inside the Greenbelt. While Option 3 starts the design of new ward boundaries from the west of the urban area, Option 4 begins in the east. This results in very different boundaries in Option 4 than in Option 3. Option 4 is a distinctly different Option. The Option 4 suburban and rural ward boundaries are the same as in Options 1, 2 and 3.

**Option 5 – 17 Wards**

This Option has 9 urban wards, 6 suburban wards and 2 rural wards. During the project’s public process another sizeable group of respondents (78) thought that less than 20 wards would be appropriate for Ottawa, some suggesting wards should be reduced to as few as 7 or 8. Option 5 responds to the sentiment that government should be smaller and wards should be larger. The average ward population is 67,600 for the 2026 target year.

This Option represents a major departure from the current situation. It reduces the number of wards significantly, which leads to major ward boundary adjustments for all wards. In this Option the rural wards are reduced to two, and one suburban ward and three urban wards are redistributed.
Option 1 – 25 Wards / Quartiers
Option 1 – Urban Wards / Quartiers urbains

- Roads / Rues
- Greenbelt / Ceinture de verdure
- Wards / Quartiers
- Parks / Parcs
- Railway / Chemin de fer
Current Urban Wards / Quartiers urbains actuels

- 7: Bay/Baie
- 8: College/Collège
- 9: Knoxdale-Merivale
- 10: Gloucester-Southgate
- 11: Beacon Hill-Cyrville
- 12: Rideau-Vanier
- 13: Rideau-Rockcliffe
- 14: Somerset
- 15: Kitchissippi
- 16: River/Rivière
- 17: Capital/Capitale
- 18: Alta Vista
Option 1 – Suburban Wards / Quartiers suburbains
Current Suburban Wards / Quartiers suburbains actuels

1: Orleans
2: Innes
3: Barrhaven
4: Kanata North/Kanata-Nord
6: Stittsville
22: Gloucester-South Nepean/Gloucester-Nepean-Sud
23: Kanata South/Kanata-Sud
Option 1 – Rural Wards / Quartiers ruraux
Current Rural Wards / Quartiers ruraux actuels

5: West Carleton-March
19: Cumberland
20: Osgoode
21: Rideau-Goulbourn
## City of Ottawa

### Forecast Population and Variances for Election Years

<table>
<thead>
<tr>
<th>Option 1</th>
<th>2022 Population</th>
<th>2026 Population</th>
<th>2030 Population</th>
<th>2034 Population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Variance</td>
<td>Variance</td>
<td>Variance</td>
<td>Variance</td>
</tr>
<tr>
<td><strong>Rural Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W1-1</td>
<td>41,734</td>
<td>43,530</td>
<td>45,343</td>
<td>47,060</td>
</tr>
<tr>
<td></td>
<td>-9.3%</td>
<td>-5.4%</td>
<td>-1.4%</td>
<td>2.3%</td>
</tr>
<tr>
<td>W1-2</td>
<td>30,864</td>
<td>33,293</td>
<td>35,739</td>
<td>38,112</td>
</tr>
<tr>
<td></td>
<td>-32.9%</td>
<td>-27.6%</td>
<td>-22.3%</td>
<td>-17.1%</td>
</tr>
<tr>
<td>W1-3</td>
<td>29,317</td>
<td>32,038</td>
<td>34,778</td>
<td>37,448</td>
</tr>
<tr>
<td></td>
<td>-36.3%</td>
<td>-30.4%</td>
<td>-24.4%</td>
<td>-18.6%</td>
</tr>
<tr>
<td><strong>Suburban Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W1-4</td>
<td>46,476</td>
<td>48,723</td>
<td>50,869</td>
<td>52,871</td>
</tr>
<tr>
<td></td>
<td>1.0%</td>
<td>5.9%</td>
<td>10.6%</td>
<td>14.9%</td>
</tr>
<tr>
<td>W1-5</td>
<td>52,285</td>
<td>52,571</td>
<td>52,854</td>
<td>53,025</td>
</tr>
<tr>
<td></td>
<td>13.7%</td>
<td>14.3%</td>
<td>14.9%</td>
<td>15.3%</td>
</tr>
<tr>
<td>W1-6</td>
<td>41,366</td>
<td>43,976</td>
<td>51,510</td>
<td>58,793</td>
</tr>
<tr>
<td></td>
<td>-10.1%</td>
<td>-4.4%</td>
<td>12.0%</td>
<td>27.8%</td>
</tr>
<tr>
<td>W1-7</td>
<td>52,580</td>
<td>53,201</td>
<td>53,803</td>
<td>54,285</td>
</tr>
<tr>
<td></td>
<td>14.3%</td>
<td>15.7%</td>
<td>17.0%</td>
<td>18.0%</td>
</tr>
<tr>
<td>W1-8</td>
<td>47,253</td>
<td>53,484</td>
<td>58,904</td>
<td>67,321</td>
</tr>
<tr>
<td></td>
<td>2.7%</td>
<td>16.3%</td>
<td>28.1%</td>
<td>46.3%</td>
</tr>
<tr>
<td>W1-9</td>
<td>53,472</td>
<td>54,094</td>
<td>54,696</td>
<td>55,177</td>
</tr>
<tr>
<td></td>
<td>16.2%</td>
<td>17.6%</td>
<td>18.9%</td>
<td>20.0%</td>
</tr>
<tr>
<td>W1-10</td>
<td>41,058</td>
<td>50,199</td>
<td>58,904</td>
<td>67,321</td>
</tr>
<tr>
<td></td>
<td>-10.7%</td>
<td>9.1%</td>
<td>28.1%</td>
<td>46.3%</td>
</tr>
<tr>
<td>W1-11</td>
<td>47,290</td>
<td>51,042</td>
<td>54,620</td>
<td>58,020</td>
</tr>
<tr>
<td></td>
<td>2.8%</td>
<td>11.0%</td>
<td>18.7%</td>
<td>26.1%</td>
</tr>
<tr>
<td><strong>Urban Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W1-13</td>
<td>39,962</td>
<td>41,158</td>
<td>42,503</td>
<td>43,802</td>
</tr>
<tr>
<td></td>
<td>-13.1%</td>
<td>-10.5%</td>
<td>-7.6%</td>
<td>-4.8%</td>
</tr>
<tr>
<td>W1-14</td>
<td>40,514</td>
<td>41,149</td>
<td>41,866</td>
<td>42,507</td>
</tr>
<tr>
<td></td>
<td>-11.9%</td>
<td>-10.5%</td>
<td>-9.0%</td>
<td>-7.6%</td>
</tr>
<tr>
<td>W1-15</td>
<td>49,924</td>
<td>50,447</td>
<td>51,042</td>
<td>51,530</td>
</tr>
<tr>
<td></td>
<td>8.5%</td>
<td>9.7%</td>
<td>11.0%</td>
<td>12.0%</td>
</tr>
<tr>
<td>W1-16</td>
<td>40,259</td>
<td>42,042</td>
<td>44,040</td>
<td>46,022</td>
</tr>
<tr>
<td></td>
<td>-12.5%</td>
<td>-8.6%</td>
<td>-4.3%</td>
<td>0.0%</td>
</tr>
<tr>
<td>W1-17</td>
<td>38,556</td>
<td>39,943</td>
<td>41,499</td>
<td>43,022</td>
</tr>
<tr>
<td></td>
<td>-16.2%</td>
<td>-13.2%</td>
<td>-9.8%</td>
<td>-6.5%</td>
</tr>
<tr>
<td>W1-18</td>
<td>38,281</td>
<td>40,013</td>
<td>41,955</td>
<td>43,883</td>
</tr>
<tr>
<td></td>
<td>-16.8%</td>
<td>-13.0%</td>
<td>-8.8%</td>
<td>-4.6%</td>
</tr>
<tr>
<td>W1-19</td>
<td>37,610</td>
<td>40,849</td>
<td>44,472</td>
<td>48,161</td>
</tr>
<tr>
<td></td>
<td>-18.2%</td>
<td>-11.2%</td>
<td>-3.3%</td>
<td>4.7%</td>
</tr>
<tr>
<td>W1-20</td>
<td>42,091</td>
<td>43,163</td>
<td>44,368</td>
<td>45,516</td>
</tr>
<tr>
<td></td>
<td>-8.5%</td>
<td>-6.2%</td>
<td>-3.5%</td>
<td>-1.1%</td>
</tr>
<tr>
<td>W1-21</td>
<td>42,084</td>
<td>45,246</td>
<td>48,784</td>
<td>52,371</td>
</tr>
<tr>
<td></td>
<td>-8.5%</td>
<td>-1.6%</td>
<td>6.1%</td>
<td>13.9%</td>
</tr>
<tr>
<td>W1-22</td>
<td>50,048</td>
<td>50,991</td>
<td>52,054</td>
<td>53,032</td>
</tr>
<tr>
<td></td>
<td>8.8%</td>
<td>10.8%</td>
<td>13.2%</td>
<td>15.3%</td>
</tr>
<tr>
<td>W1-23</td>
<td>47,015</td>
<td>47,396</td>
<td>47,832</td>
<td>48,162</td>
</tr>
<tr>
<td></td>
<td>2.2%</td>
<td>3.0%</td>
<td>4.0%</td>
<td>4.7%</td>
</tr>
<tr>
<td>W1-24</td>
<td>49,445</td>
<td>49,910</td>
<td>50,441</td>
<td>50,864</td>
</tr>
<tr>
<td></td>
<td>7.5%</td>
<td>8.5%</td>
<td>9.7%</td>
<td>10.6%</td>
</tr>
<tr>
<td>W1-25</td>
<td>44,605</td>
<td>45,665</td>
<td>46,857</td>
<td>47,985</td>
</tr>
<tr>
<td></td>
<td>-3.0%</td>
<td>-0.7%</td>
<td>1.9%</td>
<td>4.3%</td>
</tr>
<tr>
<td><strong>City of Ottawa Total</strong></td>
<td>1,080,155</td>
<td>1,141,815</td>
<td>1,203,968</td>
<td>1,263,613</td>
</tr>
</tbody>
</table>

*Average Ward Population for 2026 "Target Year" is 46,000*
Option 2 – 24 Wards / Quartiers
Option 2 – Urban Wards / Quartiers urbains
Current Urban Wards / Quartiers urbains actuels

- 7: Bay/Baie
- 8: College/Collège
- 9: Knoxdale-Merivale
- 10: Gloucester-Southgate
- 11: Beacon Hill-Cyrville
- 12: Rideau-Vanier
- 13: Rideau-Rockcliffe
- 14: Somerset
- 15: Kitchissippi
- 16: River/Rivière
- 17: Capital/Capitale
- 18: Alta Vista
Option 2 – Suburban Wards / Quartiers suburbains
Current Suburban Wards / Quartiers suburbains actuels

1: Orléans
2: Innes
3: Barrhaven
4: Kanata North/Kanata-Nord
6: Stittsville
22: Gloucester-South Nepean/ Gloucester-Nepean-Sud
23: Kanata South/Kanata-Sud
Option 2 – Rural Wards / Quartiers ruraux
Current Rural Wards / Quartiers ruraux actuels

- 5: West Carleton-March
- 19: Cumberland
- 20: Osgoode
- 21: Rideau-Goulbourn
<table>
<thead>
<tr>
<th>Ward</th>
<th>Population</th>
<th>Variance</th>
<th>Population</th>
<th>Variance</th>
<th>Population</th>
<th>Variance</th>
<th>Population</th>
<th>Variance</th>
</tr>
</thead>
<tbody>
<tr>
<td>W2-1</td>
<td>41,734</td>
<td>-12.9%</td>
<td>43,530</td>
<td>-9.1%</td>
<td>45,343</td>
<td>-5.3%</td>
<td>47,060</td>
<td>-1.8%</td>
</tr>
<tr>
<td>W2-2</td>
<td>30,864</td>
<td>-35.6%</td>
<td>33,293</td>
<td>-30.5%</td>
<td>35,739</td>
<td>-25.4%</td>
<td>38,112</td>
<td>-20.4%</td>
</tr>
<tr>
<td>W2-3</td>
<td>29,317</td>
<td>-38.8%</td>
<td>32,038</td>
<td>-33.1%</td>
<td>34,778</td>
<td>-27.4%</td>
<td>37,448</td>
<td>-21.8%</td>
</tr>
<tr>
<td>W2-4</td>
<td>46,476</td>
<td>-3.0%</td>
<td>48,723</td>
<td>1.7%</td>
<td>50,869</td>
<td>6.2%</td>
<td>52,871</td>
<td>10.4%</td>
</tr>
<tr>
<td>W2-5</td>
<td>52,285</td>
<td>9.2%</td>
<td>52,571</td>
<td>9.8%</td>
<td>52,854</td>
<td>10.3%</td>
<td>53,025</td>
<td>10.7%</td>
</tr>
<tr>
<td>W2-6</td>
<td>41,366</td>
<td>-13.6%</td>
<td>47,692</td>
<td>-0.4%</td>
<td>53,719</td>
<td>12.1%</td>
<td>59,520</td>
<td>24.3%</td>
</tr>
<tr>
<td>W2-7</td>
<td>36,066</td>
<td>-24.7%</td>
<td>43,976</td>
<td>-8.2%</td>
<td>51,510</td>
<td>7.5%</td>
<td>58,793</td>
<td>22.7%</td>
</tr>
<tr>
<td>W2-8</td>
<td>52,580</td>
<td>9.8%</td>
<td>53,201</td>
<td>11.1%</td>
<td>53,803</td>
<td>12.3%</td>
<td>54,285</td>
<td>13.3%</td>
</tr>
<tr>
<td>W2-9</td>
<td>47,253</td>
<td>-1.4%</td>
<td>53,484</td>
<td>11.7%</td>
<td>59,422</td>
<td>24.1%</td>
<td>65,125</td>
<td>36.0%</td>
</tr>
<tr>
<td>W2-10</td>
<td>53,472</td>
<td>11.6%</td>
<td>54,094</td>
<td>12.9%</td>
<td>54,696</td>
<td>14.2%</td>
<td>55,177</td>
<td>15.2%</td>
</tr>
<tr>
<td>W2-11</td>
<td>41,058</td>
<td>-14.3%</td>
<td>50,199</td>
<td>4.8%</td>
<td>58,904</td>
<td>23.0%</td>
<td>67,321</td>
<td>40.5%</td>
</tr>
<tr>
<td>W2-12</td>
<td>47,290</td>
<td>-1.3%</td>
<td>51,042</td>
<td>6.6%</td>
<td>54,620</td>
<td>14.0%</td>
<td>58,020</td>
<td>21.1%</td>
</tr>
<tr>
<td>W2-13</td>
<td>45,673</td>
<td>-4.6%</td>
<td>48,018</td>
<td>0.2%</td>
<td>50,646</td>
<td>5.7%</td>
<td>53,272</td>
<td>11.2%</td>
</tr>
<tr>
<td>W2-14</td>
<td>46,904</td>
<td>-2.1%</td>
<td>47,642</td>
<td>-0.5%</td>
<td>48,475</td>
<td>1.2%</td>
<td>49,221</td>
<td>2.8%</td>
</tr>
<tr>
<td>W2-15</td>
<td>49,924</td>
<td>4.2%</td>
<td>50,447</td>
<td>5.3%</td>
<td>51,042</td>
<td>6.6%</td>
<td>51,500</td>
<td>7.4%</td>
</tr>
<tr>
<td>W2-16</td>
<td>50,296</td>
<td>5.0%</td>
<td>51,785</td>
<td>8.1%</td>
<td>53,459</td>
<td>11.6%</td>
<td>55,074</td>
<td>15.0%</td>
</tr>
<tr>
<td>W2-17</td>
<td>45,270</td>
<td>-5.5%</td>
<td>47,044</td>
<td>-1.8%</td>
<td>49,034</td>
<td>2.4%</td>
<td>50,994</td>
<td>6.5%</td>
</tr>
<tr>
<td>W2-18</td>
<td>43,321</td>
<td>-9.8%</td>
<td>46,607</td>
<td>-2.7%</td>
<td>50,285</td>
<td>5.0%</td>
<td>54,015</td>
<td>12.8%</td>
</tr>
<tr>
<td>W2-19</td>
<td>43,567</td>
<td>-9.0%</td>
<td>44,664</td>
<td>-6.8%</td>
<td>45,899</td>
<td>-4.2%</td>
<td>47,073</td>
<td>-1.7%</td>
</tr>
<tr>
<td>W2-20</td>
<td>48,301</td>
<td>0.8%</td>
<td>51,890</td>
<td>8.3%</td>
<td>55,907</td>
<td>16.7%</td>
<td>59,978</td>
<td>25.2%</td>
</tr>
<tr>
<td>W2-21</td>
<td>50,048</td>
<td>4.5%</td>
<td>50,991</td>
<td>6.5%</td>
<td>52,054</td>
<td>8.7%</td>
<td>53,032</td>
<td>10.7%</td>
</tr>
<tr>
<td>W2-22</td>
<td>47,015</td>
<td>-1.8%</td>
<td>47,396</td>
<td>-1.1%</td>
<td>47,832</td>
<td>-0.1%</td>
<td>48,162</td>
<td>0.5%</td>
</tr>
<tr>
<td>W2-23</td>
<td>49,445</td>
<td>3.2%</td>
<td>49,910</td>
<td>4.2%</td>
<td>50,441</td>
<td>5.3%</td>
<td>50,864</td>
<td>6.2%</td>
</tr>
<tr>
<td>W2-24</td>
<td>40,632</td>
<td>-15.2%</td>
<td>41,576</td>
<td>-13.2%</td>
<td>42,639</td>
<td>-11.0%</td>
<td>43,642</td>
<td>-8.9%</td>
</tr>
</tbody>
</table>

**City of Ottawa Total** 1,080,155 1,141,815 1,203,968 1,263,613

Average Ward Population for 2026 "Target Year" is 47,900
Option 3 – 23 Wards / Quartiers
Current Wards / Quartiers actuels

1: Orléans
2: Innes
3: Barrhaven
4: Kanata North/Kanata-Nord
5: West Carleton-March
6: Stittsville
7: Bay/Baie
8: College/Collège
9: Knoxdale-Merivale
10: Gloucester-Southgate
11: Beacon Hill-Cyrville
12: Rideau-Vanier
13: Rideau-Rockcliffe
14: Somerset
15: Kitchissippi
16: River/Rivière
17: Capital/Capitale
18: Alta Vista
19: Cumberland
20: Osgoode
21: Rideau-Goulbourn
22: Gloucester-South Nepean/Gloucester-Nepean-Sud
23: Kanata South/Kanata-Sud
Option 3 – Urban Wards / Quartiers urbains
Current Urban Wards / Quartiers urbains actuels

- Ward 7: Bay/Baie
- Ward 8: College/Collège
- Ward 9: Knxodale-Merivale
- Ward 10: Gloucester-Southgate
- Ward 11: Beacon Hill-Cyrville
- Ward 12: Rideau-Vanier
- Ward 13: Rideau-Rockcliffe
- Ward 14: Somerset
- Ward 15: Kitchissippi
- Ward 16: River/Le Pont
- Ward 17: Capital/Capitale
- Ward 18: Alta Vista

Legend:
- Wards / Quartiers
- Greenbelt / Ceinture de verdure
- Parks / Parcs
- Roads / Rues
- Railway / Chemin de fer
Option 3 – Suburban Wards / Quartiers suburbains
Current Suburban Wards / Quartiers suburbains actuels

1: Orléans
2: Innes
3: Barrhaven
4: Kanata North/Kanata-Nord
6: Stittsville
22: Gloucester-South Nepean/Gloucester-Nepean-Sud
23: Kanata South/Kanata-Sud
Option 3 – Rural Wards / Quartiers ruraux
Current Rural Wards / Quartiers ruraux actuels

5: West Carleton-March
19: Cumberland
20: Osgoode
21: Rideau-Goulbourn
# City of Ottawa

## Forecast Population and Variances for Election Years

### Option 3

<table>
<thead>
<tr>
<th>Option 3</th>
<th>2022 Population</th>
<th>2026 Population</th>
<th>2030 Population</th>
<th>2034 Population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Variance</td>
<td>Variance</td>
<td>Variance</td>
<td>Variance</td>
</tr>
<tr>
<td>Rural Wards</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W3-1</td>
<td>41,734</td>
<td>-16.5%</td>
<td>43,530</td>
<td>-12.9%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>45,343</td>
<td>-9.3%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>47,060</td>
<td>-5.9%</td>
</tr>
<tr>
<td>W3-2</td>
<td>30,864</td>
<td>-38.3%</td>
<td>33,293</td>
<td>-33.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>35,739</td>
<td>-28.5%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>38,112</td>
<td>-23.8%</td>
</tr>
<tr>
<td>W3-3</td>
<td>29,317</td>
<td>-41.4%</td>
<td>32,038</td>
<td>-35.9%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>34,778</td>
<td>-30.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>37,448</td>
<td>-25.1%</td>
</tr>
<tr>
<td>Suburban Wards</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W3-4</td>
<td>46,476</td>
<td>-7.0%</td>
<td>48,723</td>
<td>-2.6%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>50,869</td>
<td>1.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>52,871</td>
<td>5.7%</td>
</tr>
<tr>
<td>W3-5</td>
<td>52,285</td>
<td>4.6%</td>
<td>52,571</td>
<td>5.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>52,854</td>
<td>5.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>53,025</td>
<td>6.0%</td>
</tr>
<tr>
<td>W3-6</td>
<td>41,366</td>
<td>-17.3%</td>
<td>47,692</td>
<td>-4.6%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>53,719</td>
<td>7.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>59,520</td>
<td>19.0%</td>
</tr>
<tr>
<td>W3-7</td>
<td>36,066</td>
<td>-27.9%</td>
<td>43,976</td>
<td>-12.0%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>51,510</td>
<td>3.0%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>58,793</td>
<td>17.6%</td>
</tr>
<tr>
<td>W3-8</td>
<td>52,580</td>
<td>5.2%</td>
<td>53,201</td>
<td>6.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>53,803</td>
<td>7.6%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54,285</td>
<td>8.6%</td>
</tr>
<tr>
<td>W3-9</td>
<td>47,253</td>
<td>-5.5%</td>
<td>53,484</td>
<td>7.0%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>59,422</td>
<td>18.8%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>65,125</td>
<td>30.3%</td>
</tr>
<tr>
<td>W3-10</td>
<td>53,472</td>
<td>6.9%</td>
<td>54,094</td>
<td>8.2%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54,696</td>
<td>9.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>55,177</td>
<td>10.4%</td>
</tr>
<tr>
<td>W3-11</td>
<td>41,058</td>
<td>-17.9%</td>
<td>50,199</td>
<td>0.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>58,904</td>
<td>17.8%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>67,321</td>
<td>34.6%</td>
</tr>
<tr>
<td>W3-12</td>
<td>47,290</td>
<td>-5.4%</td>
<td>51,042</td>
<td>2.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54,620</td>
<td>9.2%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>58,020</td>
<td>16.0%</td>
</tr>
<tr>
<td>Urban Wards</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W3-13</td>
<td>54,389</td>
<td>8.8%</td>
<td>56,852</td>
<td>13.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>59,614</td>
<td>19.2%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>62,356</td>
<td>24.7%</td>
</tr>
<tr>
<td>W3-14</td>
<td>52,751</td>
<td>5.5%</td>
<td>53,602</td>
<td>7.2%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54,564</td>
<td>9.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>55,428</td>
<td>10.9%</td>
</tr>
<tr>
<td>W3-15</td>
<td>56,789</td>
<td>13.6%</td>
<td>57,347</td>
<td>14.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>57,982</td>
<td>16.0%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>58,495</td>
<td>17.0%</td>
</tr>
<tr>
<td>W3-16</td>
<td>50,296</td>
<td>0.6%</td>
<td>51,785</td>
<td>3.6%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>53,459</td>
<td>6.9%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>55,074</td>
<td>10.1%</td>
</tr>
<tr>
<td>W3-17</td>
<td>45,270</td>
<td>-9.5%</td>
<td>47,044</td>
<td>-5.9%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>49,034</td>
<td>-1.9%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>50,994</td>
<td>2.0%</td>
</tr>
<tr>
<td>W3-18</td>
<td>47,123</td>
<td>-5.8%</td>
<td>50,536</td>
<td>1.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54,357</td>
<td>8.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>58,225</td>
<td>16.5%</td>
</tr>
<tr>
<td>W3-19</td>
<td>46,148</td>
<td>-9.7%</td>
<td>46,330</td>
<td>-7.3%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>47,659</td>
<td>-4.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>48,928</td>
<td>-2.1%</td>
</tr>
<tr>
<td>W3-20</td>
<td>53,166</td>
<td>6.3%</td>
<td>53,566</td>
<td>7.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54,061</td>
<td>8.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54,418</td>
<td>8.8%</td>
</tr>
<tr>
<td>W3-21</td>
<td>54,353</td>
<td>8.7%</td>
<td>54,844</td>
<td>9.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>55,405</td>
<td>10.8%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>55,846</td>
<td>11.7%</td>
</tr>
<tr>
<td>W3-22</td>
<td>46,922</td>
<td>-6.2%</td>
<td>50,695</td>
<td>1.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>54,881</td>
<td>9.8%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>59,152</td>
<td>18.3%</td>
</tr>
<tr>
<td>W3-23</td>
<td>54,190</td>
<td>8.4%</td>
<td>55,369</td>
<td>10.7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>56,697</td>
<td>13.4%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>57,941</td>
<td>15.9%</td>
</tr>
</tbody>
</table>

City of Ottawa Total: 1,080,155

2026 "Target Year" is 50,000
Option 4 – 23 Wards / Quartiers
Current Wards / Quartiers actuels

1: Orléans
2: Innes
3: Barrhaven
4: Kanata North/Kanata-Nord
5: West Carleton-March
6: Stittsville
7: Bay/Baie
8: College/Collège
9: Knoxdale-Merivale
10: Gloucester-Southgate
11: Beacon Hill-Cyrville
12: Rideau-Vanier
13: Rideau-Rockcliffe
14: Somerset
15: Kitchissippi
16: River/Rivière
17: Capital/Capitale
18: Alta Vista
19: Cumberland
20: Osgoode
21: Rideau-Goulbourn
22: Gloucester-South Nepean/Gloucester-Nepean-Sud
23: Kanata South/Kanata-Sud
Option 4 – Urban Wards / Quartiers urbains
Current Urban Wards / Quartiers urbains actuels

- 7: Bay/Baie
- 8: College/Collège
- 9: Knoxdale-Merivale
- 10: Gloucester-Southgate
- 11: Beacon Hill-Cyrville
- 12: Rideau-Vanier
- 13: Rideau-Rockcliffe
- 14: Somerset
- 15: Kitchissippi
- 16: capital
- 17: Capital/Capitale
- 18: Alta Vista

Legend:
- Wards / Quartiers
- Greenbelt / Ceinture de verdure
- Parks / Parcs
- Roads / Rues
- Railway / Chemin de fer
Option 4 – Suburban Wards / Quartiers suburbains
Current Suburban Wards /
Quartiers suburbains actuels

- Orléans
- Innes
- Barrhaven
- Kanata North
- Stittsville
- Gloucester-South Nepean/Kanata-Nord
- Kanata South/Kanata-Sud
Option 4 – Rural Wards / Quartiers ruraux
Current Rural Wards / Quartiers ruraux actuels

5: West Carleton-March
19: Cumberland
20: Osgoode
21: Rideau-Goulbourn
### City of Ottawa

#### Forecast Population and Variances for Election Years

<table>
<thead>
<tr>
<th>Option 4</th>
<th>2022 Population</th>
<th>2026 Population</th>
<th>2030 Population</th>
<th>2034 Population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Variance</td>
<td>Variance</td>
<td>Variance</td>
<td>Variance</td>
</tr>
<tr>
<td><strong>Rural Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W4-1</td>
<td>41,734</td>
<td>-16.5%</td>
<td>43,530</td>
<td>-12.9%</td>
</tr>
<tr>
<td>W4-2</td>
<td>30,864</td>
<td>-38.3%</td>
<td>33,293</td>
<td>-33.4%</td>
</tr>
<tr>
<td>W4-3</td>
<td>29,317</td>
<td>-41.4%</td>
<td>32,038</td>
<td>-35.9%</td>
</tr>
<tr>
<td><strong>Suburban Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W4-4</td>
<td>46,476</td>
<td>-7.0%</td>
<td>48,723</td>
<td>-2.6%</td>
</tr>
<tr>
<td>W4-5</td>
<td>52,285</td>
<td>4.6%</td>
<td>52,571</td>
<td>5.1%</td>
</tr>
<tr>
<td>W4-6</td>
<td>41,366</td>
<td>-17.3%</td>
<td>47,692</td>
<td>-4.6%</td>
</tr>
<tr>
<td>W4-7</td>
<td>36,066</td>
<td>-27.9%</td>
<td>43,976</td>
<td>-12.0%</td>
</tr>
<tr>
<td>W4-8</td>
<td>52,580</td>
<td>5.2%</td>
<td>53,201</td>
<td>6.4%</td>
</tr>
<tr>
<td>W4-9</td>
<td>47,253</td>
<td>-5.5%</td>
<td>53,484</td>
<td>7.0%</td>
</tr>
<tr>
<td>W4-10</td>
<td>53,472</td>
<td>6.9%</td>
<td>54,094</td>
<td>8.2%</td>
</tr>
<tr>
<td>W4-11</td>
<td>41,058</td>
<td>-17.9%</td>
<td>50,199</td>
<td>0.4%</td>
</tr>
<tr>
<td>W4-12</td>
<td>47,290</td>
<td>-5.4%</td>
<td>51,042</td>
<td>2.1%</td>
</tr>
<tr>
<td><strong>Urban Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W4-13</td>
<td>45,673</td>
<td>-8.7%</td>
<td>48,018</td>
<td>-4.0%</td>
</tr>
<tr>
<td>W4-14</td>
<td>53,174</td>
<td>6.3%</td>
<td>54,070</td>
<td>8.1%</td>
</tr>
<tr>
<td>W4-15</td>
<td>55,638</td>
<td>11.3%</td>
<td>56,198</td>
<td>12.4%</td>
</tr>
<tr>
<td>W4-16</td>
<td>50,296</td>
<td>0.6%</td>
<td>51,785</td>
<td>3.6%</td>
</tr>
<tr>
<td>W4-17</td>
<td>45,270</td>
<td>-9.5%</td>
<td>47,044</td>
<td>-5.9%</td>
</tr>
<tr>
<td>W4-18</td>
<td>43,321</td>
<td>-13.4%</td>
<td>46,607</td>
<td>-6.8%</td>
</tr>
<tr>
<td>W4-19</td>
<td>48,622</td>
<td>-2.8%</td>
<td>49,920</td>
<td>-0.2%</td>
</tr>
<tr>
<td>W4-20</td>
<td>55,377</td>
<td>10.8%</td>
<td>55,789</td>
<td>11.6%</td>
</tr>
<tr>
<td>W4-21</td>
<td>55,390</td>
<td>10.8%</td>
<td>55,881</td>
<td>11.8%</td>
</tr>
<tr>
<td>W4-22</td>
<td>50,896</td>
<td>1.8%</td>
<td>54,784</td>
<td>9.6%</td>
</tr>
<tr>
<td>W4-23</td>
<td>56,738</td>
<td>13.5%</td>
<td>57,873</td>
<td>15.7%</td>
</tr>
</tbody>
</table>

#### City of Ottawa Total

|          | 1,080,155 | 1,141,815 | 1,203,968 | 1,263,613 |

Average Ward Population for 2026 "Target Year" is 50,000
Option 5 – 17 Wards / Quartiers
Current Wards / Quartiers actuels

1: Orléans
2: Innes
3: Barrhaven
4: Kanata North/Kanata-Nord
5: West Carleton-March
6: Stittsville
7: Bay/Baie
8: College/Collège
9: Knoxdale-Merivale
10: Gloucester-Southgate
11: Beacon Hill-Cyrville
12: Rideau-Vanier
13: Rideau-Rockcliffe
14: Somerset
15: Kitchissippi
16: River/Rivière
17: Capital/Capitale
18: Alta Vista
19: Cumberland
20: Osgoode
21: Rideau-Goulbourn
22: Gloucester-South Nepean/ Gloucester-Nepean-Sud
23: Kanata South/Kanata-Sud
Option 5 – Urban Wards / Quartiers urbains
Current Urban Wards / Quartiers urbains actuels

- Wards / Quartiers
- Greenbelt / Ceinture de verdure
- Parks / Parcs
- Roads / Rues
- Railway / Chemin de fer

1. Bay / Baie
2. College / Collège
3. Knoxdale-Merivale
4. Gloucester-Southgate
5. Beacon Hill-Cyrville
6. Rideau-Vanier
7. Rideau-Rockcliffe
8. Somerset
9. Kitchissippi
10. River / Rivière
11. Capital / Capitale
12. Alta Vista

Legend:
- Map of Ottawa with wards and park areas labeled.
Option 5 – Suburban Wards / Quartiers suburbains

- Wards / Quartiers
- Greenbelt / Ceinture de verdure
- Parks / Parcs
- Roads / Rues
- Railway / Chemin de fer

Ottawa

Ottawa South / Sud

Ottawa East / Est

Ottawa West / Ouest
Current Suburban Wards / Quartiers suburbains actuels

1: Orléans
2: Innes
3: Barrhaven
4: Kanata North/Kanata-Nord
6: Stittsville
22: Gloucester-South Nepean/Gloucester-Nepean-Sud
23: Kanata South/Kanata-Sud
Option 5 – Rural Wards / Quartiers ruraux

- Cumberland
- Sarsfield
- Vars
- Navan
- Notre Dame des Champs
- Carlsbad Springs
- Greely
- Metcalfe
- Kenmore
- Marionville
- Vernon
- Osgoode
- Manotick
- Kars
- North Gower
- Richmond
- Fallowfield
- Munster
- Ashton
- Burritt’s Rapids
- Carp
- Kinburn
- Dunrobin
- Constance Bay
- Galetta
- Fitzroy Harbour
- Corkery
- Roads / Rues
- Parks / Parcs
- Greenbelt / Ceinture de verdure
- Wards / Quartiers
Current Rural Wards / Quartiers ruraux actuels

5: West Carleton-March
19: Cumberland
20: Osgoode
21: Rideau-Goulbourn

Wards / Quartiers
Greenbelt / Ceinture de verdure
Parks / Parcs
Roads / Rues
Railway / Chemin de fer
Urban Boundary / Limite urbaine
Urban Wards / Quartiers urbains
Suburban Wards / Quartiers suburbains
## City of Ottawa Forecast Population and Variances for Election Years

### Option 5

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Rural Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W5-1</td>
<td>50,514</td>
<td>-25.3%</td>
<td>52,636</td>
<td>-22.1%</td>
<td>54,376</td>
<td>-19.6%</td>
<td>56,202</td>
<td>-16.9%</td>
</tr>
<tr>
<td>W5-2</td>
<td>51,870</td>
<td>-23.3%</td>
<td>56,700</td>
<td>-16.1%</td>
<td>61,963</td>
<td>-8.3%</td>
<td>66,901</td>
<td>-1.0%</td>
</tr>
<tr>
<td><strong>Suburban Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W5-3</td>
<td>73,509</td>
<td>8.7%</td>
<td>75,927</td>
<td>12.3%</td>
<td>78,240</td>
<td>15.7%</td>
<td>80,352</td>
<td>18.9%</td>
</tr>
<tr>
<td>W5-4</td>
<td>66,691</td>
<td>-1.3%</td>
<td>73,134</td>
<td>8.2%</td>
<td>79,276</td>
<td>17.3%</td>
<td>85,140</td>
<td>25.9%</td>
</tr>
<tr>
<td>W5-5</td>
<td>68,065</td>
<td>0.7%</td>
<td>76,165</td>
<td>12.7%</td>
<td>83,884</td>
<td>24.1%</td>
<td>91,284</td>
<td>35.0%</td>
</tr>
<tr>
<td>W5-6</td>
<td>67,290</td>
<td>-0.5%</td>
<td>73,949</td>
<td>9.4%</td>
<td>80,296</td>
<td>18.8%</td>
<td>86,359</td>
<td>27.8%</td>
</tr>
<tr>
<td>W5-7</td>
<td>69,633</td>
<td>3.0%</td>
<td>76,013</td>
<td>12.4%</td>
<td>82,096</td>
<td>21.4%</td>
<td>87,896</td>
<td>30.0%</td>
</tr>
<tr>
<td>W5-8</td>
<td>72,186</td>
<td>6.8%</td>
<td>79,322</td>
<td>17.3%</td>
<td>86,124</td>
<td>27.4%</td>
<td>92,622</td>
<td>37.0%</td>
</tr>
<tr>
<td><strong>Urban Wards</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>W5-9</td>
<td>68,748</td>
<td>1.7%</td>
<td>70,304</td>
<td>4.0%</td>
<td>72,056</td>
<td>6.6%</td>
<td>73,704</td>
<td>9.0%</td>
</tr>
<tr>
<td>W5-10</td>
<td>65,409</td>
<td>-3.2%</td>
<td>66,051</td>
<td>-2.3%</td>
<td>66,782</td>
<td>-1.2%</td>
<td>67,372</td>
<td>-0.3%</td>
</tr>
<tr>
<td>W5-11</td>
<td>61,497</td>
<td>-9.0%</td>
<td>63,249</td>
<td>-6.4%</td>
<td>65,218</td>
<td>-3.5%</td>
<td>67,113</td>
<td>-0.7%</td>
</tr>
<tr>
<td>W5-12</td>
<td>66,851</td>
<td>-1.1%</td>
<td>69,760</td>
<td>3.2%</td>
<td>73,102</td>
<td>8.1%</td>
<td>76,376</td>
<td>13.0%</td>
</tr>
<tr>
<td>W5-13</td>
<td>62,144</td>
<td>-8.1%</td>
<td>63,807</td>
<td>-5.6%</td>
<td>65,597</td>
<td>-3.0%</td>
<td>67,344</td>
<td>-0.4%</td>
</tr>
<tr>
<td>W5-14</td>
<td>61,134</td>
<td>-9.6%</td>
<td>66,775</td>
<td>-1.2%</td>
<td>73,085</td>
<td>8.1%</td>
<td>79,521</td>
<td>17.6%</td>
</tr>
<tr>
<td>W5-15</td>
<td>60,602</td>
<td>-10.4%</td>
<td>61,070</td>
<td>-9.7%</td>
<td>61,606</td>
<td>-8.9%</td>
<td>62,003</td>
<td>-8.3%</td>
</tr>
<tr>
<td>W5-16</td>
<td>55,965</td>
<td>-17.2%</td>
<td>57,595</td>
<td>-14.8%</td>
<td>59,426</td>
<td>-12.1%</td>
<td>61,192</td>
<td>-9.5%</td>
</tr>
<tr>
<td>W5-17</td>
<td>58,046</td>
<td>-14.1%</td>
<td>59,360</td>
<td>-12.2%</td>
<td>60,840</td>
<td>-10.0%</td>
<td>62,231</td>
<td>-7.9%</td>
</tr>
<tr>
<td><strong>City of Ottawa Total</strong></td>
<td>1,080,155</td>
<td></td>
<td>1,141,815</td>
<td></td>
<td>1,203,968</td>
<td></td>
<td>1,263,613</td>
<td></td>
</tr>
</tbody>
</table>

Average Ward Population for 2026 "Target Year" is 67,600
Options Report
APPENDIX B
Other Comments on Wards and Ward Boundaries
July 2020

Get involved online or in person
See how at ottawa.ca/wardboundary
Ask us at wardboundary@ottawa.ca
Introduction
Appendix B summarizes comments received as part of responses to the OWBR 2020’s questions on wards and ward boundaries. Geographic comments regarding ward boundaries and communities, and quantifiable comments regarding ward populations and number of wards have been incorporated into the design of the five options for realigning Ottawa’s wards.

The comments below are organized as follows:

A. Other Comments on Wards and Ward Boundaries – Online Survey, Public Meetings and Online Submissions
   - General (Urban Wards; Suburban Wards; Rural Wards);
   - Specific Wards (Urban; Suburban; Rural);
   - Number of Wards/Ward Populations; and
   - Governance.

B. Other Comments on Wards and Ward Boundaries – Members of Council
   - General;
   - Urban Wards;
   - Suburban Wards;
   - Rural Wards;
   - Ward Populations;
   - Number of Wards;
   - Approach to OWBR 2020; and
   - Office Resources.

The number in brackets at the end of some comments refers to the number of times the suggestion was mentioned.

A. Other Comments on Wards and Ward Boundaries – Online Survey, Public Meetings and Online Submissions

General
   - Three issues: 1. We have too many Councillors for the City of Ottawa with an average of 41,907/ward - compared to average population/ward in Vancouver of 63,000, Calgary of 87,000, Montreal of 90,000 and Toronto of 109,000. Yet our Councillors have similar compensation as these other cities. 2. The Urban (inside Greenbelt) Wards currently have 12 Councillors with Rural Councillors at 11. While Urban population is 520,000, the Rural population is at 443,000...but will likely see the greatest increase in population over the next 20 years. 3. There is an uneven number of Councillors at the table. Doesn't it make more sense to have an even number and if there is a tie vote that the Mayor casts the deciding vote?
Greenbelt provides natural limit for 4 – 5 wards; ward boundaries should not cross it; adjust boundaries inside and outside of it

When drawing up ward boundaries, look at school attendance maps/school boundaries

Coping with high population numbers is more a matter of staff and funding

Natural areas have to be integrated into the Ward boundaries

Diverse Wards are positive- helps with Council

Don’t want to be engulfed in a ward that has little in common with us (a condo building in a single-family residential area)

Wards should be made up of places that see themselves as communities. Ward boundaries should encapsulate communities as they see themselves

Capacity to represent does mean the issues a Ward has to deal with like social housing, etc. The actual number of residents is less important than the makeup of those residents

The demographics are too varied. One cannot equate the needs of rural and urban dwellers. Harris was wrong in the amalgamation. Did it save money as predicted?

Consideration should be given to ensuring neighbourhoods and community association and the like are not divided by way of ward boundaries with different councillor representation

Urban Wards

I am concerned that urban issues do not get the attention they need by a council that is dominated by suburban and rural councillors (2)

Center town gets way more representation than the Suburbs

Relative to their populations, urban wards are underrepresented on city council, while rural wards are overrepresented. This is profoundly unfair since it means that an urban vote is less influential and powerful than a rural vote. There are two possible fixes for this. First, ward boundaries are drawn up to make each ward very close to equal in population. Or second, we return to the old two-tier regional model of government. I favour the second. Ottawa as it exists is too big and complex for one level. With the current model, we are seeing poor decisions such as the Lansdowne fiasco approved by the votes of rural and suburban councillors, while the councillors who represent the people negatively affected by the ruin of Lansdowne all voted against it

The urban population of the city is highly underrepresented by the current ward boundaries. Somerset Ward as 42,000 people - there are some - such as Osgoode that have just over half that figure. Ward boundaries should have a reasonably equal number of residents (give or take 10 or so per cent)

Downtown, the density is much more intense. Seems important to keep population density in terms of vertical versus horizontal density in mind while re-working the boundaries

Not much change needed Downtown; just small boundary changes

The urban core has approx. 50% of the population (and much of the development) but only a few seats on council
**Suburban Wards**

- Make a third suburban ward in Cumberland
- My Ward's (College) diverse suburban concerns are being increasingly overshadowed and even distorted by the concerns of its more rural parts, and by the rural regions & representatives that joined Ottawa after the municipal amalgamation. Not fair nor good for the more urban dwellers contributing to the tax base & whose needs are growing & very different
- Increasing the number of suburban wards to accommodate growth in the south and east portions of Ottawa will further diminish the rural voice at the Council table

**Rural Wards**

- Rural and urban communities are split (2)
- Rural and suburban communities are split (2)
- Manotick is a small village with many seniors and children. I fear especially for them with all the truck traffic that moves in a daily basis through the heart of our village. We have 2 seniors facilities and a school right on Bridge street and the large and heavy trucks are a threat to all who use Bridge street. I have no idea how someone has not been seriously injured or killed and furthermore, that there are not more accidents given the speed and "light-running" that the trucks do! It may be a 40km speed limit to many but the trucks (after all, time is money) violate that frequently
- The rural wards have far too few residents. It is anti-democratic (2)
- Reduce the number of rural wards to 2; additional staff could help (2)
- Rural villages in Ottawa are growing and will require representation that helps them to address economic and infrastructure challenges. The size of existing rural wards is already a challenge with Councillors having to travel great distances to represent their constituents
- Rural Ottawa does not get representation at council
- There have been instances in which rural councillors have voted down important measures that would have facilitated activities and projects in the urban core
- Large distances, empty space, issues with one village compared to another can be profound in terms of parking, traffic, etc. It’s more difficult to cover a large geographic area, as opposed to a smaller geographic area in an urban area
- In Cumberland - full municipal water and sewer service neighbourhoods vs well and septic villages. Economic development in the latter is quite challenging
- Ensure the following:
  - Effective representation of rural issues at City Council
  - The opportunity for rural wards to work together on key issues for presentation to City Council
  - The opportunity to effectively implement the Rural Economic Development Strategy
  - The ability to ensure the long-term viability of rural villages that exist within the City boundaries.
Rural wards should consist of primarily rural areas and not include suburban areas
The City should maintain the current four rural wards

Specific Wards

Urban

- There is no community centre (in Gloucester-Southgate). High school zones are separated by Hunt Club, forcing our kids to go to Ridgemont, further away than Brookfield. Brookfield is a far better school in terms of student population. Being that kids in our zone attend primary school with those zoned for Brookfield, it makes our kids attend school where they have no friends. Ridgemont has many cliques, making it impossible to make new friends
- In Rideau-Vanier the links between Lowertown/Sandy Hill and Centretown are some of the worst transportation corridors in the city. They are dangerous to walk and cycle through and are in need of improvement.
- Rideau-Vanier includes some of Ottawa’s richest people and some of it poorest. We have the most shelters and the lowest car ownership rate... and our representation is entirely driven by the rich
- Impact of Wateridge in Rideau-Rockcliffe community which is already being built. The traffic impact was already a factor when planning started. Hemlock will be affected and western part of Manor Park will try to divert traffic along St. Laurent
- Somerset Ward population is more dense than suburban wards and provides more tax revenue to the City, yet representation is not commensurate
- Feel isolated from other downtown constituents. Seems like Capital Ward and Rideau-Vanier get more say than Somerset as there aren't as many people
- Somerset used to be two wards, Wellington and Dalhousie. We had two votes on Council and now we are gerrymandered with too much rural and ex-urban representation
- Additions of population (to Somerset Ward) have already made this ward underrepresented within our municipal democracy and continued intensification without appropriate representation may leave the city open to legal challenges by underrepresented communities. High representation of minority ethnicity and religions in this ward may lead the city open to human rights challenges due to the gerrymandering of democratic districts that appears to be designed to suppress the votes of its minority residents
- Our community (in River Ward) and neighbouring (Knoxdale-Merivale) are split by an arterial road making it challenging to get both councillors onside to add traffic lights which would make our community safer as my girls must cross Fisher avenue to take OC Transpo and or to get to their French language school
- Alta Vista Ward is comprised of wealth and low income/new immigrants. But it seems like most decisions made for "the good of the ward" lean heavily in favor of the wealthy with little to no regard for the low-income families. ie. the new "Luxury apartments" that replaced the low-income houses that saw their
residents evicted and now have no prospect of returning to the community that they once called home

- My interests (in Bay Ward) would be better served by Kitchissippi ward which I am a street over from
- Large community of low income in Bay ward
- Alta Vista encompasses several discrete communities in terms of housing development and traffic priorities
- There is an income gap between two areas of Kitchissippi however this gap is narrowing due to gentrification and housing costs
- I live in the section of Capital Ward east of the Rideau River. As Bank Street is the focal point of the ward, I feel like issues in our Ward focus on Bank Street businesses and wealthy homeowners. This is not reflective of the low- and middle-income renters who live off Riverside Drive
- Huge socio-economic range (in Capital Ward), from multi-million-dollar homes in Glebe, OOS to rental units on Lees Ave. This makes it hard to represent everyone’s needs effectively

**Suburban**

- Orléans has grown extensively, both south and east with no increase in representation (2)
- Kanata North growth is ignored by City Planners. Transportation and other infrastructure plans and budgets are downtown and inside the greenbelt centric which have a fraction of the growth of Kanata North. It has taken the City 10 years to recognize that, just maybe, the Kanata North tech park infrastructure should be a priority
- Kanata North has grown but the power of our representative has not changed. Kanata is not sufficiently put at the forefront of the City of Ottawa’s priorities. The transportation system (bus and not LRT) is solid proof of that!
- Gloucester-South Nepean - Large area with four distinct communities with different needs-transportation infrastructure; schools; agriculturally based issues; etc.
- The Councillor for Gloucester-South Nepean [with less population] has a much stronger voice than Barrhaven. We should be getting phase 2 of the LRT in Barrhaven rather than Riverside South
- Gloucester-South Nepean is growing exponentially and the roads (especially from Limebank to Leitrim) are not built for that kind of traffic. Now that Findlay Creek is getting built up to Leitrim Road, I expect even more delays traffic wise. Public transportation to downtown could take more than an hour. And busses are full, so often there are only standing spaces available. Often the busses are full and don't even stop to let more people on. The other thing is that we need a public HS. The Catholic HS has students from our ward, Upper Hunt Club and Findlay Creek and is bursting at the seams. Or, maybe have HS students who live in the Manotick area of Riverside South go to St. Mark. Our English Catholic Elementary school is also growing so much because people who live on the "Manotick" end of Earl Armstrong Road do not want their kids to go to school in Barrhaven or Manotick. We would need an English Catholic Elementary or Public
Elementary school build in the Manotick area of RSS. Our area can also use a Public Swimming pool sooner than later

- Kanata South has one of the largest residential populations in the City of Ottawa
- The needs of Gloucester South Nepean and development of that area are years behind the Barrhaven portion of this zone. There is too much competition with the Barrhaven needs
- Riverside South is a prime example where rural farmland is being desecrated by large housing developments as it is in the Half Moon Bay area

**Rural**

- I am within the boundary of Osgoode Ward, but I don't seem to be getting the services that my taxes are paying for. Manotick Station Road is rarely plowed in winter and Canada Post will not deliver packages to my door, to name a few
- Marchevelle Estates is not well represented in West Carleton-March; not getting value for my taxes
- Osgoode Village is constrained by boundaries for development, constrained by lack of roadways for commuters
- Being a predominantly Rural farming ward (Cumberland) there seems to be little to no focus on roadway sharing safety measures with regard to the massive increase of cash croppers using and sharing some over-sized farming equipment that must travel on the too narrow secondary roadways going farm to farm especially during the planting and harvest seasons which includes multiple transport sized trucks drawing crops from the fields to dryers. Another concern is the lack of city or ward information, such as this survey, to those not able to connect to or afford the inflated rates and tower costs to afford access to rural internet. The further encouraged segregation and division of Villages from surrounding area residents. If one does not live right in a village boundary they are completely left uniformed
- Village of Vars and Sarsfield community groups and events are often only posted and advertised in French. Events themselves are all hosted in French. Information in the Vars community association website is often outdated or incorrect. Meeting agendas are not posted before meetings but then votes that impact ALL residents are passed without all being informed. Consultations are not done in a transparent format for surrounding areas to voice concern or comment on changes made that impact loss to them. Ward Councillor did not keep Ward residents informed of Ward any decisions or focuses other than Urban info. Rural Affairs email rarely has rural information in it
- Cumberland Ward is considered a rural ward, yet is mainly populated by suburban residents in Orléans with vastly different interests
- Rideau-Goulbourn is a rural ward and although the population is lower, the physical distance is greater and the issues vary greatly from that of urban wards. Although the City wishes to centre most of its development toward the City Centre where they can help reduce the carbon footprint by "infill", people taking public transit and walking more, the reality is that they are allowing for more and more farmland to be sold off and mega development projects in the rural areas. I
have heard some are encouraging a cut in councillors or a combination of wards. I think a better solution is to realign the current boundaries

- Parts of Rideau-Goulbourn are becoming less rural

**Number of Wards/Ward Populations**

- Ward sizes are too large (2)
- Wards are too small
- Too many wards (3)
- The wards are too small. As a result, councillors are expected to attend to too many details of very local concern rather than the common good of the city. As a result, the ‘communities of interest’ become too small
- There should be a greater number of urban wards. Voters in the most intensely urban areas do not currently receive "effective representation" as defined by the Supreme Court for two reasons: 1) The critical issue of *VOTER* parity is mistakenly being conflated with *POPULATION* parity. As stated in the 1991 Saskatchewan Reference case: "A system which dilutes one citizen's vote unduly as compared with another citizen's vote runs the risk of providing inadequate representation to the citizen whose vote is diluted." Urban wards have a much higher ratio of voters to population due to much higher prevalence of one and two-person households, yet none of the City reports I have read thus far even mention voter-numbers-per-ward or calculate projected growth in terms of voting age adults. 2) Effective representation / capacity to represent. As stated in the 2016 Toronto Boundary review, "Capacity to represent is often equated with Councillors' workload. It encompasses ward size, types and breadth of concerns, ongoing growth and development, complexity of issues, etc. For example, wards with high employment, major infrastructure facilities, tourism attractions, or special areas such as the Entertainment District, generate a host of issues a Councillor has to deal with, in addition to the concerns of local residents." Weighting these criteria appropriately along with population growth, and true "voter" (not population) parity would lead to more urban wards and a truer balance of effective representation
- There are too many, should reduce by half the number. Also, each should stretch from core to rural to better rep overall city needs currently overall planning and evolution is hindered by the small pockets of people in the wards, vs the overall need of the city. One example is extending Conrod Road to downtown
- Are the populations of wards in Ottawa equal in all city wards .... and if not what are the plans to ensure like population density? My concern is that population density across all wards be alike to insure equal voting on issues (2)
- There should be equal number of wards in both Urban and Rural
- Create eight Urban wards and eight Rural wards for a total of 16 Councillors. The Urban Councillors will end up representing, on average, 65,000 residents while the Rural Councillors will be serving, on average, 55,450 residents
- Retain a smaller resident to councillor ratio in rural wards to help balance out the nature and complexity of issues and equalize “voice” compared to urban/suburban wards
• Why does Ottawa need so many wards, when Calgary, with 1.5 million people has only 14
• It is simply wrong that a resident of West-Carleton-March or Osgoode should have more than twice the voting power than a resident of Barrhaven
• Apply a +/- 25% variance in Ottawa to achieve effective representation
• While Ottawa’s rural areas do need special consideration in terms of services…, they do not need a disproportionate vote on Council, any more than Somerset or Rideau-Vanier need more voting power because they have more homeless people; and how many “rural” residents are actually farmers…?
• I’d like to see fewer councillors in order to allow for more streamlined government and lower costs. I’d suggest 20 councillors for an average representation size of around 50,000. We have wards of this population size right now and representation seems to work just fine
• As for voter parity I think it’s far more complex than counting how many people are represented by a councillor - there are many diverse communities across wards and there will always be different issues to address within the downtown core, inner city, suburbs, rural... the danger is that majority rule is not always the most optimum approach if we want overall fairness
• There are too many councillors. Enlarge the wards and get rid of some
• Capital Ward has too many residents to just get one vote. Rural wards have fewer residents and get the same amount of votes
• Rideau-Vanier has too many residents compared to other wards outside the urban core. This makes it much harder for our Councillor to represent us

**Governance**

• The current model of governance is ineffective; establish a Regional Municipality of Ottawa-Rideau (City of Ottawa and County)
• Establish a mix of ward-based and city-wide Councillors
• Keep the same number of urban/suburban wards, but add an elected non-voting assistant councillor to certain growing wards, to aid these councillors in workload
• The current four rural wards should be recognized as a specific, protected regional municipality. We recognize this is a long-term objective that may not be dealt with in the context of this ward review. We are only delaying the inevitable with the current political structure

**B. Other Comments on Wards and Ward Boundaries – Members of Council**

**General**

• Different views among rural/suburban/core wards (2)
• Rural wards have different issues than urban and suburban wards
• 70% of issues in rural wards are the same, the rest are different
• One size doesn’t fit all, i.e. apartment building parking formula cannot be the same downtown and in the suburbs
• Perhaps elect a subset of Councillors at-large to provide city-wide lens (2)
• If Council gets too large, need to think about changing governance
• Ottawa should not continue to expand the Urban Boundary; don’t have the money for services
• Schools are being planned/located poorly; students have to cross major roads; police have to be there in the mornings; developers put them where it is easiest for them
• Councillors understand, but urban core residents feel rural residents are over-represented
• Concern about potential provincial reaction to Ottawa Ward Boundary Review (2)
• In Ottawa some people’s votes count more where they live than where they work
• Losing agricultural land to urban expansion; rural economy is worth $1 bill. to Ottawa
• Change the name of Gloucester-Southgate, it’s always being confused with Gloucester-South Nepean. Name it after the dominant natural feature – Sawmill Creek
• Francophones and Anglophones on Council work well together

**Urban Wards**
• Among “urban wards” different views re city building among wards in the core and in the inner suburbs (2)
• Rideau-Vanier, Rideau-Rockcliffe, Somerset, Kitchissippi, Capital (old streetcar neighbourhoods) are being outvoted on Council (2)
• Protect Ottawa’s core; if you kill downtown, you kill the city
• Workload of downtown Councillors is much bigger than that of suburban/rural Councillors
• Combining legislative/policy work with constituency work is challenging in inner core wards; 311 should be used more

**Suburban Wards**
• Suburbs are a car culture; lack of transit; downtown wards want to discourage cars
• Suburban residents are more demanding of a Councillor’s time than rural or core residents
• Suburban wards do not have BIAAs, no cycling
• Orléans, Innes and Cumberland seem to be working well together
• Occasionally Barrhaven and Gloucester-South Nepean have issues

**Rural Wards**
• Rural Councillors becoming more suburban
• Rural and suburban Councillors get along well
• Rural Councillors are all powerful
• Rural wards are overrepresented on Council; look huge, but populations too low (2)
• Rural and urban populations need to be more even
- Rural Councillors have to attend many events five to six times (i.e. 5 Canada Days; 6 or more Remembrance Day events)
- Need distinctly rural wards
- Rural and suburban populations should not be mixed
- Perhaps add some suburban population to rural wards, as long as “rural population remains dominant
- Manotick is no longer rural
- Workload in rural wards is lighter than in urban wards; put suburban areas into rural wards to even out workload
- Rural wards should not have same office budget with 1/3 of the work

Ward Populations
- Population differences are not a big issue
- Population is not indicative of workload
- Population should not be only criterion; different issues and workload, i.e.:
  - Geography in 21 increases workload
  - 12 needs more resources
  - 6 is more homogeneous, but lots of development
  - 14 has government stakeholders, commercial, residential that 6 doesn’t have
- Should be similar range
- Should reflect size of a ward, i.e. average of 50,000 – urban; 40,000 – suburban; 30,000 – rural
- Geographic size of wards outside the core is very large
- Geography counts in rural wards
- There will always be smaller wards; “door-to-door” in rural wards has to be done by car
- Rural wards are not as busy as urban wards, large geography, but there has to be some population balance
- Rural wards can have smaller population numbers
- Barrhaven is too large

Number of Wards
- 30 wards would be a problem
- Don’t decrease number of wards
- Could be smaller number
- Not much below current number
- Balance urban, suburban, rural
- Don’t want to eliminate a ward
- Maybe amalgamate some of the rural wards
- Don’t want to end up with 3 rural wards
- Keep a minimum of 4 rural wards
- Perhaps 2 rural wards based on their number of households/population
- Reduce rural wards by 1 or 2
- Reduce rural wards
• Don’t reduce 5 downtown wards to 4 (Rideau-Vanier, Rideau-Rockcliffe, Somerset, Kitchissippi, Capital); different densities/fabric (5)
• Keep number of wards in the bungalow belt
• Inner suburbs could lose a ward
• More representation inside the Greenbelt than outside the Greenbelt; could reduce wards in and around downtown
• If keeping 23 means reducing number of wards inside the Greenbelt, better to add a few more wards
• If a ward gets added, it should be added downtown
• If Urban Boundary gets expanded further, will need more wards
• More concerned with rep-by-pop
• Need to see the population numbers
• One that respects current/anticipated number of people and an average population of 50,000
• Less than 23 would be problem with Committee memberships

Approach to OWBR 2020
• Look at 311 calls; issues in suburban wards are different: speeding, transit; have parks already
• Wards need to be tweaked a bit to end at main streets
• Fix “zig-zag” boundaries
• Main streets should be looked after by more than one Councillor
• OWBR should be about correcting some of the strange boundaries
• OWBR should be unencumbered, look at boundaries with fresh eyes
• If a ward is too diverse, hard to represent
• OWBR should be comparing number of households, not total populations (1 household with 5 generates less work than 5 households with 1 person); workload is directly related to number of households
• Cyclical review of ward boundaries is a good idea
• OWBR should be targeted rather than extensive (i.e. Barrhaven population growth is the driver for the Review)
• OWBR should focus on populations only
• Should not think of using federal riding boundaries as ward boundaries (5)
• Take Urban Boundary expansion into account; don’t make same mistake as last Review
• OWBR should be about keeping together communities with common interests
• Houses on the same street should not be in different wards (use backyards instead)
• Use Ward names rather than Ward numbers; residents identify with locations
• Consider using webinars/ Councillor discussions in Round 2 (maybe in different parts of Ottawa with groupings of Councillors)

Office Resources
• Inner core wards need more staff resources; look at the number of services per capita
- Rural Councillors have same budgets with half the population; have difficult logistics, but spread is too large (3)
- More high-density ward may need more resources
- Could expand average ward population with larger office and extra staff
- Reduce number of wards and increase office budgets based on workload
- Population not as important as office resources
- Perhaps wards with larger populations could have more resources
Legislative Provisions for Ward Boundary Reviews

The Municipal Act, 2001 (the Act) includes provisions relating to the following:

- **A municipality may change the composition of its Council:** Subsection 217(1) authorizes a municipality to change the composition of its council, subject to the following rules:
  
  1. There shall be a minimum of five members, one of whom shall be the head of council.
  2. The members of council shall be elected in accordance with the Municipal Elections Act, 1996.
  3. The head of council shall be elected by general vote.
  4. The members, other than the head of council, shall be elected by general vote or wards or by any combination of general vote and wards.
  5. The representation of a local municipality on the council of an upper-tier municipality shall not be affected by the by-law of the local municipality under this section.

- **A municipality may establish and change its ward boundaries:** Subsection 222(1) states that a municipality is authorized to “divide or redivide the municipality into wards or to dissolve the existing wards.”

- **A municipality is required to provide public notice of a Council-approved ward boundary by-law:** Subsection 222(3) provides that a municipality is required to give public notice that a ward boundary by-law has been passed within 15 days after the by-law is passed. The notice must specify the last date for filing a notice of appeal.

- **A Council-approved ward boundary by-law may be appealed to the Local Planning Appeal Tribunal:** Subsection 222(4) states that within 45 days of the ward boundary by-law being passed, it may be appealed to the Local Planning Appeal Tribunal (LPAT) by “the Minister or any other person or agency.” The appeal is made by filing a notice of appeal with the municipality setting out the objections to the by-law and the reasons in support of the objections. The municipality is required to forward any notices of appeal to the LPAT within 15
days after the last day for filing the notice [Subsection 222(5)]. Subsection 222(7) provides that the LPAT shall hear the appeal and may make an order affirming, amending or repealing the by-law – effectively establishing the ward boundaries it believes are correct.

- **The timing for new ward boundaries to come into force, which depends on when Council approves the ward boundary by-law:** Subsection 222(8) provides that a by-law to establish ward boundaries comes into force for the following election if the by-law is passed before January 1 of an election year and no notices of appeal are filed, or if any notices of appeal are withdrawn prior to January 1 of the election year, or if notices of appeal are filed and the LPAT issues an order to affirm or amend the by-law before January 1 of the election year. In all other cases, except when a by-law is repealed by the Tribunal, the by-law comes into force for the second regular election after the by-law is passed.

Therefore, in order for any ward boundary changes to be in effect for the 2022 Municipal Elections, any by-law establishing new ward boundaries must be in force before January 1, 2022. Specifically, if the by-law establishing new ward boundaries is appealed to the LPAT, the notices of appeal must be withdrawn, or the Tribunal must have issued an order to affirm or amend the by-law, before that date.

- **Electors may use a petition to request a change to ward boundaries, and if Council does not pass a by-law, an application to change ward boundaries may be made to the Local Planning Appeal Tribunal:** Under Subsection 223(1), electors\(^1\) in a municipality may at any time “present a petition to the council asking the council to pass a by-law dividing or redividing the municipality into wards or dissolving the existing wards.”

The petition requires the signatures of one per cent of the electors in the municipality or 500 of the electors in the municipality, whichever is less. Since one per cent of electors in the City of Ottawa would be 6,339 electors, a petition to Ottawa City Council asking for a ward boundary review would require 500 elector signatures.

\(^1\) For the purposes of this subsection of the *Municipal Act, 2001*, the term “elector” means a person “whose name appears on the voters’ list, as amended up until the close of voting on voting day, for the last regular election preceding a petition being presented to council ...”
If Council did not pass a by-law in accordance with the submitted petition within 90 days of receiving the petition, Subsection 223(4) provides that “any of the electors who signed the petition may apply to the Local Planning Appeal Tribunal to have the municipality divided or redivided into wards or to have the existing wards dissolved.”

The cost of such an application to the LPAT is $300. The Tribunal is required to hear the application, and may make an order “dividing or redividing the municipality into wards or dissolving the existing wards” [Subsection 223(5)].

Similar to the timelines under which a ward boundary by-law comes into force, the order of the LPAT with respect to a petition application would take effect for the following election if the order is made prior to January 1 of an election year (e.g. before January 1, 2022). The order of the Tribunal would be effective for the subsequent election if the order is made on or after January 1 of an election year but before Voting Day (e.g. on or after January 1, 2022).
That the Finance and Economic Development Committee recommend that Council:

1. Direct staff to undertake a Request for Proposal (RFP) process to retain an independent consultant to conduct a comprehensive ward boundary review for the City of Ottawa, as described in this report and consistent with the Terms of Reference attached as Document 3;

2. Approve that temporary annual funding, equivalent to one Full-time Equivalent (FTE), be provided to support any Member whose ward population size in Document 4 is projected to be larger than the average ward population size by more than 33 per cent during the 2018-2022 Term of Council, as an interim measure until a new ward boundary by-law comes into force, as described in this report; and

3. Direct the City Clerk and Solicitor to send a letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs and Housing to advise of any Council decisions with respect to a comprehensive ward boundary review for the City of Ottawa, as described in this report.

At the outset, Vice-Chair Tierney read the following motion:

WHEREAS Subsection 217(1) of the Municipal Act, 2001 (the “Act”) authorizes a municipality to change the composition of its Council and there is no provision for such a by-law to be appealed to the Local Appeal Planning Tribunal; and
WHEREAS the current composition of Ottawa City Council is confirmed by By-law No. 2005-534, which was approved by Council on November 30, 2005, and provides that, “Commencing with the 2006-2009 term of office, the City Council is composed of the mayor, elected by general vote, and 23 other members, elected on the basis of one member for each ward”; and

WHEREAS the staff report titled, “City of Ottawa Ward Boundary Review (2019-2020),” recommends that an independent consultant be retained to conduct a comprehensive ward boundary review for the City of Ottawa, pursuant to the municipality’s statutory authority “to divide or redivide the municipality into wards or to dissolve the existing wards” under Subsection 222(1) of the Act, and consistent with the Terms of Reference attached as Document 3; and

WHEREAS the recommended ward boundary review would be conducted without any predetermined outcome with respect to ward boundaries, and with the goal of achieving “effective representation” as well as various legislative and case law requirements and other objectives, as set out in the staff report and Terms of Reference; and

WHEREAS following recent events relating to the City of Toronto’s ward boundaries, the staff report recommends that the City Clerk and Solicitor be directed to send a letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs and Housing to advise of any Council decisions with respect to a comprehensive ward boundary review for the City of Ottawa; and

WHEREAS the City Clerk and Solicitor’s letter would provide an opportunity to advise the Ontario Government that the City of Ottawa does not intend to exercise its authority under the Act to change the current composition of its Council through the proposed ward boundary review; and

WHEREAS further to the municipality’s statutory authority to establish Council composition, Council may direct the independent consultant to bring forward ward boundary options that retain the current Council composition while achieving “effective representation” and the other intended outcomes of the review; and

WHEREAS Council’s direction would not preclude the consultant from testing the concept of an increased or decreased number of wards as part of the preliminary work on the review prior to bringing forward to Council only those viable and recommended ward boundary options that retain the current Council composition and accomplish the principles, requirements and objectives described above;

THEREFORE BE IT RESOLVED that the City Clerk and Solicitor’s letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs also specifies
that Council intends for the ward boundary review to be conducted on the basis of retaining the current number of wards, being 23, each represented by a single elected Member, in addition to a Mayor elected by general vote, as set out in By-law No. 2005-534; and

BE IT FURTHER RESOLVED that the Terms of Reference for the City of Ottawa’s 2019-2020 comprehensive ward boundary review, as outlined in Document 3, be amended to direct the independent consultant to bring forward ward boundary options that retain the existing Council composition, as described in this motion, and pending any feedback received from the Ontario Government in response to the City Clerk and Solicitor’s letter.

Questions to staff and Committee discussion touched upon the projected parameters, the prudence to informing the Provincial government in advance and the third party consultant.

After discussion, the Committee voted the following motion:

**Motion No. 5/1**

Moved by Councillor T. Tierney

WHEREAS Subsection 217(1) of the *Municipal Act, 2001* (the “Act”) authorizes a municipality to change the composition of its Council and there is no provision for such a by-law to be appealed to the Local Appeal Planning Tribunal; and

WHEREAS the current composition of Ottawa City Council is confirmed by By-law No. 2005-534, which was approved by Council on November 30, 2005, and provides that, “Commencing with the 2006-2009 term of office, the City Council is composed of the mayor, elected by general vote, and 23 other members, elected on the basis of one member for each ward”; and

WHEREAS the staff report titled, “City of Ottawa Ward Boundary Review (2019-2020),” recommends that an independent consultant be retained to conduct a comprehensive ward boundary review for the City of Ottawa, pursuant to the municipality’s statutory authority “to divide or redivide the municipality into wards or to dissolve the existing wards” under Subsection 222(1) of the Act, and consistent with the Terms of Reference attached as Document 3; and

WHEREAS the recommended ward boundary review would be conducted without any predetermined outcome with respect to ward boundaries, and with the goal of achieving “effective representation” as well as various
legislative and case law requirements and other objectives, as set out in the staff report and Terms of Reference; and

WHEREAS following recent events relating to the City of Toronto’s ward boundaries, the staff report recommends that the City Clerk and Solicitor be directed to send a letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs and Housing to advise of any Council decisions with respect to a comprehensive ward boundary review for the City of Ottawa; and

WHEREAS the City Clerk and Solicitor’s letter would provide an opportunity to advise the Ontario Government that the City of Ottawa does not intend to exercise its authority under the Act to change the current composition of its Council through the proposed ward boundary review; and

WHEREAS further to the municipality’s statutory authority to establish Council composition, Council may direct the independent consultant to bring forward ward boundary options that retain the current Council composition while achieving “effective representation” and the other intended outcomes of the review; and

WHEREAS Council’s direction would not preclude the consultant from testing the concept of an increased or decreased number of wards as part of the preliminary work on the review prior to bringing forward to Council only those viable and recommended ward boundary options that retain the current Council composition and accomplish the principles, requirements and objectives described above;

THEREFORE BE IT RESOLVED that the City Clerk and Solicitor’s letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs also specifies that Council intends for the ward boundary review to be conducted on the basis of retaining the current number of wards, being 23, each represented by a single elected Member, in addition to a Mayor elected by general vote, as set out in By-law No. 2005-534; and

BE IT FURTHER RESOLVED that the Terms of Reference for the City of Ottawa’s 2019-2020 comprehensive ward boundary review, as outlined in Document 3, be amended to direct the independent consultant to bring forward ward boundary options that retain the existing Council composition, as described in this motion, and pending any feedback received from the Ontario Government in response to the City Clerk and Solicitor’s letter.
CARRIED with Councillor Moffatt dissenting.
June 19, 2019

Honourable Doug Ford
Premier of Ontario
Legislative Building
Queen's Park
Toronto ON M7A 1A1

via e-mail: premier@ontario.ca

and,

Honourable Steve Clark
Minister of Municipal Affairs and Housing
17th Floor
777 Bay St.
Toronto, ON M5G 2E5

via e-mail: steve.clark@pc.on.ca

Dear Premier Ford and Minister Clark:

The purpose of this letter is to advise of recent decisions made by Ottawa City Council with respect to a comprehensive ward boundary review for the City of Ottawa.

At its meeting of June 12, 2019, Council considered the City staff report titled, “City of Ottawa Ward Boundary Review (2019-2020).”

As outlined below in more detail, Council approved a recommendation directing City staff to undertake a Request for Proposal (RFP) process to retain an independent consultant to conduct a comprehensive ward boundary review for the City of Ottawa.

Council intends for the ward boundary review to be conducted on the basis of retaining the current number of wards in the City of Ottawa, being 23, each represented by a single elected Member, in addition to a Mayor elected by general vote.
Specifically, Council considered and approved the following report recommendations, as amended by the Finance and Economic Development Committee, which had considered the matter on June 4, 2019:

That Council:

1. Direct staff to undertake a Request for Proposal (RFP) process to retain an independent consultant to conduct a comprehensive ward boundary review for the City of Ottawa, as described in this report and consistent with the Terms of Reference attached as Document 3;

2. Approve that temporary annual funding, equivalent to one Full-time Equivalent (FTE), be provided to support any Member whose ward population size in Document 4 is projected to be larger than the average ward population size by more than 33 per cent during the 2018-2022 Term of Council, as an interim measure until a new ward boundary by-law comes into force, as described in this report;

3. Direct the City Clerk and Solicitor to send a letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs and Housing to advise of any Council decisions with respect to a comprehensive ward boundary review for the City of Ottawa, as described in this report;

4. Approve that the City Clerk and Solicitor’s letter to the Premier of Ontario and the Ontario Minister of Municipal Affairs also specifies that Council intends for the ward boundary review to be conducted on the basis of retaining the current number of wards, being 23, each represented by a single elected Member, in addition to a Mayor elected by general vote, as set out in By-law No. 2005-534; and

5. Approve that the Terms of Reference for the City of Ottawa’s 2019-2020 comprehensive ward boundary review, as outlined in Document 3, be amended to direct the independent consultant to bring forward ward boundary options that retain the existing Council composition, as described in this motion, and pending any feedback received from the Ontario Government in response to the City Clerk and Solicitor’s letter.

Copies of the above-noted staff report and supporting documents are attached to this letter for your ease of reference. Information relating to Council’s ward boundary review-related decisions may also be found at http://app05.ottawa.ca/sirepub/mtgviewer.aspx?meetid=7556&doctype=summary&itemid=388523.

I would be pleased to receive any feedback you may have regarding the above-noted Council decisions with respect to a comprehensive ward boundary review for the City of Ottawa.
It is anticipated that the City will undertake this review by December 2019. Your feedback is greatly appreciated prior to the above-noted date in order to protect taxpayers’ dollars and to ensure that the review reflects feedback received from your office.

Yours truly,

[Signature]

cc: Other provincial party leaders
    Local Members of Provincial Parliament
Rick O’Connor  
Clerk and City Solicitor  
City of Ottawa  
110 Laurier Avenue West  
Ottawa ON K1P 1J1

Dear Rick O’Connor:

Thank you for your correspondence regarding the comprehensive ward boundary review in the City of Ottawa. I appreciate you sharing this information.

The Province of Ontario recognizes municipalities as responsible and accountable governments. As you know, the Municipal Act, 2001 provides municipalities with the authority to divide or re-divide the municipality into wards or to dissolve the existing wards. Ward boundary changes are subject to appeal to the Local Planning Appeal Tribunal.

Local governments deliver critical services to residents. It is in everyone’s interest that they are efficient and respect taxpayers’ hard-earned money. I therefore encourage the City to consider this perspective as part of the review process.

Our government is willing to work with our municipal partners to find savings in their budgets while protecting front-line services that residents depend on. To accomplish this, we have recently introduced the Audit and Accountability Fund, which will support municipalities in conducting third-party reviews to find smarter ways to deliver services that support their communities and respect taxpayer dollars.

If you wish to discuss any examples of other reviews or seek other assistance with your review, I encourage you to speak to staff in the ministry’s east region office in Kingston. You may wish to contact Mr. Stephen Seller, Acting Senior Municipal Financial Advisor at Stephen.Seller@ontario.ca or by phone at 1-800-267-9438 cxt.128.

Once again, thank you for bringing this information to the attention of the government. Please accept my best wishes.

Sincerely,

Steve Clark  
Minister
Consultant Team – Ottawa Ward Boundary Review 2020

The Consultant Team for the Ottawa Ward Boundary Review 2020 includes three highly experienced professionals.

- **Ms. Beate Bowron FCIP, RPP (Beate Bowron Etcetera Inc.)** will be the Project Manager and will also be responsible for the public consultation component of the project.
- **Dr. Gary Davidson FCIP, RPP (The Davidson Group Inc.)** is a political scientist and the project’s expert on effective representation. He will be responsible for generating ward boundary options and developing a recommended option(s) for Ottawa City Council.
- **Russell Mathew, RPP, Professional Land Economist (Hemson Consulting Ltd.)** is the project’s lead demographer and expert in economic and demographic forecasting. He will be responsible for the population forecast models, population projections for the next four municipal elections and the GIS component of the project.

Hemson Consulting is among the most well-informed firms in the province concerning economic and demographic growth outlooks, employment area analysis, municipal comprehensive reviews, long-range planning and planning to conform to the Growth Plan. Russell Mathew is extremely familiar with the Ottawa area. Some relevant projects are listed below:

- Land Use Allocation – City of Ottawa
- Development Charge Study, Growth Forecast – City of Ottawa
- Employment Land Review – City of Ottawa

The Davidson Group and Beate Bowron Etcetera are leaders in preparing ward boundary reviews in Ontario. They first developed and applied their successful approach to reviewing ward boundaries during the 2005 City of Ottawa Ward Boundary Review. Since then, major clients of the firms have included the York Region District School Board, the City of Toronto and the Toronto District School Board. More recently, the two firms have partnered with Hemson Consulting for the City of Vaughan Ward Boundary Review and for the Town of Aurora Electoral System Review.

All three principals for the Ottawa Ward Boundary Review have over 30 years’ experience, are Registered Professional Planners in Ontario and have successfully defended their work before the Ontario Municipal Board (now Local Planning Appeal Tribunal) and the courts.