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| <p>1. WARD BOUNDARY REVIEW – INFORMATION AND OPTIONS (2015)
EXAMEN DES LIMITES DE QUARTIERS – RENSEIGNEMENTS ET OPTIONS (2015)</p> |
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COMMITTEE RECOMMENDATION

That Council receive this report for information.

RECOMMANDATION DU COMITÉ

Que le Conseil municipal prenne acte du présent rapport.

DOCUMENTATION / DOCUMENTATION

- 1. M. Rick O'Connor, City Clerk and Solicitor report dated 19 June 2015 / Greffier de la Ville et chef du contentieux, rapport daté du 19 juin 2015 (ACS2015-CMR-CCB-0081)**
- 2. Extract of Draft Minutes, Finance and Economic Development Committee, 29 June 2015. / Extrait de l'ébauche du procès-verbal du Comité des finances et du développement économique, le 29 juin 2015.**

**FINANCE AND ECONOMIC
DEVELOPMENT COMMITTEE
REPORT 6
8 JULY 2015**

2

**COMITÉ DES FINANCES ET DU
DÉVELOPPEMENT ÉCONOMIQUE
RAPPORT 6
LE 8 JUILLET 2015**

**Report to
Rapport au:**

**Finance and Economic Development Committee
Comité des finances et du développement économique
29 June 2015 / 29 juin 2015**

**and Council
et au Conseil
8 July 2015 / 8 juillet 2015**

**Submitted on June 19, 2015
Soumis le 19 juin 2015**

**Submitted by
Soumis par:
M. Rick O'Connor, City Clerk and Solicitor/Greffier de la Ville et chef du
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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2015-CMR-CCB-0081

SUBJECT: WARD BOUNDARY REVIEW – INFORMATION AND OPTIONS (2015)

**OBJET: EXAMEN DES LIMITES DE QUARTIERS – RENSEIGNEMENTS ET
OPTIONS (2015)**

REPORT RECOMMENDATIONS

That the Finance and Economic Development Committee recommend Council receive this report for information.

RECOMMANDATIONS DU RAPPORT

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

EXECUTIVE SUMMARY

The City of Ottawa's last major ward boundary review occurred over 2004-2005. The *Building Consensus: Ottawa Ward Boundary Review – Recommendations Report* (the 2005 Recommendations Report) was presented by The Davidson Group to the April 19, 2005, Corporate Services and Economic Development Committee meeting and adopted by City Council on June 8, 2005. That comprehensive report identified that the ward boundaries established for the 2006 municipal election would meet the test of effective representation until 2015.

The 2005 Recommendations Report notes that, as “the only truly ‘regional city’ in Canada, Ottawa is unique in the range of communities it spans. Coming into existence through an amalgamation process caused numerous disruptions to the existing communities and political landscape. It will take a sincere effort and much understanding for Ottawa's various communities to find the countless ways of working together that, over time, build a strong city. Developing a balanced and functioning ward system is one aspect of building a strong city.”¹ One measure of the success of the 2004-2005 review is that relatively few ward boundary issues have been raised by citizens and communities since the 2006 ward boundaries were established, in contrast to feedback received immediately following amalgamation.

There is no explicit requirement in the *Municipal Act, 2001* for a municipality to conduct a review of its ward boundaries at any particular time. Neither does the Act provide any criteria to govern the establishment of ward boundaries. That said, common law in

¹ The Davidson Group: *Building Consensus: Ottawa Ward Boundary Review – Recommendations Report*, April 2005, p. 31.

Canada requires that the principle of “effective representation” be applied when reviewing ward boundaries.

This report provides information regarding the status of the current ward boundaries as they relate to the principle of effective representation both as defined by the courts and as articulated in the 2005 Ottawa Ward Boundary Review process and the Recommendations Report. Four options with respect to a review of ward boundaries are also provided for Council’s information. As in previous reports on ward boundaries, staff is providing options rather than making a specific recommendation with respect to when the review should be undertaken, or which option is preferred. The options are as follows:

Option 1: Retaining the *status quo* for Ottawa’s ward boundaries for the 2018 municipal election on the understanding that a comprehensive ward boundary review would be required to be undertaken in 2019;

Option 2: Undertaking a “limited” ward boundary review in this term of Council, to be in effect for the 2018 municipal elections. This review would incorporate only the lands that have been added to the Urban Boundary through Official Plan Amendment 76 (OPA 76);

Option 3: Undertaking a “focused” ward boundary review in this term of Council, to be in effect for the 2018 municipal elections. This review would be in keeping with the framework established in the 2005 Recommendations Report, as set out below; and

Option 4: Undertaking a “comprehensive” ward boundary review in this term of Council, to be in effect for the 2018 municipal elections.

Effective representation, as noted in the *Toronto Ward Boundary Review Background Research Report* (December 2014), “is the goal of all ward boundary reviews. The primary consideration when it comes to effective representation is ‘voter parity’ (often also referred to as representation-by-population). This is the principle that all votes should have equal weight and therefore the number of people living in each voting area (i.e. ward) should be similar. However there are other factors used by the courts and the Ontario Municipal Board to define effective representation, including protection of

communities of interest and neighbourhoods, respect for natural and physical boundaries, ward history, and recent and projected population growth.”²

The 2005 Recommendations Report provided that, “Beyond 2015, if new wards are needed, a comprehensive ward assessment will not be required. Rather, Council can address only the specific community or area that is under pressure and make adjustments in that area knowing that other wards in the City are still performing effectively. This can be accomplished within the framework set out in this Ottawa Ward Boundary Review.”³

The framework set out in the 2005 Ottawa Ward Boundary Review, referred to as “Council Considerations” (and comprising the “focused” review presented as Option 3 within this report), is:

Council Consideration #1: For the 2012* election Council should review Cumberland’s growth pattern to ensure the rural residents of Cumberland continue to receive effective representation.

Council Consideration #2: For the 2018 election Council should determine if the growth pressures in the Ottawa East Suburban Area require the re-alignment of existing ward boundaries.

Council Consideration #3: For the 2018 election Council should determine if the growth pressures in the Rideau River South Suburban Area require the addition of a new ward.

Council Consideration #4: If a suburban area expands beyond the present Urban Growth Boundary, this area should be included in the adjacent suburban ward for the next municipal election. The same approach should be applied, if any amendment to the Official Plan expands the Urban Growth Boundary. ⁴

² *Toronto Ward Boundary Review Background Research Report*, December 2014, p. 1.

³ The Davidson Group: *Building Consensus: Ottawa Ward Boundary Review – Recommendations Report*, April 2005, p. 25.

⁴ *Ibid.*, p. 30-31.

* It is noted that the 2005 Recommendations Report was written prior to, and without knowledge of, the change that occurred in May 2006 with Bill 81, an omnibus bill which, included in Schedule H, amendments to the *Municipal Elections Act, 1996*, whereby Council terms were extended from three years to four years. As such, that report presumed elections in 2009, 2012, 2015, 2018 and 2021.

There is no perfect time to have a ward boundary review, but it is clear that it is best if the public is ready to have a focused discussion about what effective representation means to each community. Most of the feedback received with respect to the current ward boundaries has been from past and present Members of Council, although staff did receive some direct feedback from a few residents both during and after the 2014 Municipal Election. In almost all cases, the suggestions could be considered ‘tweaks’.

The Background Section of this report is detailed, providing context for the options presented, as well as a description of the issues that are typically considered when the courts and/or the Ontario Municipal Board (OMB) address matters related to ward boundary reviews.

All options with respect to a potential review of ward boundaries are described fully in the Discussion Section of this report. Staff also provides comments with respect to the relative advantages and challenges associated with each approach.

BACKGROUND

The City of Ottawa’s last major ward boundary review occurred over 2004-2005. The *Building Consensus – Ottawa Ward Boundary Review Report* (the 2005 Recommendations Report) was presented by The Davidson Group to the April 19, 2005, Corporate Services and Economic Development Committee meeting and adopted by City Council on June 8, 2005. That comprehensive report identified that the ward boundaries established for the 2006 municipal election would meet the test of effective representation until 2015.

The 2005 Recommendations Report also provided that, “Beyond 2015, if new wards are needed, a comprehensive ward assessment will not be required. Rather, Council can address only the specific community or area that is under pressure and make adjustments in that area knowing that other wards in the City are still performing effectively. This can be accomplished within the framework set out in this Ottawa Ward Boundary Review.”⁵

⁵ Ibid., p. 25.

* It is noted that the 2005 Recommendations Report was written prior to, and without knowledge of, the change that occurred in May 2006 with Bill 81, an omnibus bill which, included in Schedule H,

The framework described in the 2005 review, referred to as “Council Considerations,” is set out as follows:

Council Consideration #1: For the 2012* election Council should review Cumberland’s growth pattern to ensure the rural residents of Cumberland continue to receive effective representation.

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Council Consideration #4: If a suburban area expands beyond the present Urban Growth Boundary, this area should be included in the adjacent suburban ward for the next municipal election. The same approach should be applied, if any amendment to the Official Plan expands the Urban Growth Boundary.⁶

This report provides information with respect to the status of the current ward boundaries as they relate to the principle of effective representation both as defined by the courts and as articulated in the 2005 Ottawa Ward Boundary Review process and the Recommendations Report. It provides options for Council’s information with respect to retaining the *status quo* for Ottawa’s ward boundaries for the 2018 municipal election on the understanding that a comprehensive ward boundary review would be required to be undertaken in 2019 (Option 1), or undertaking a “limited” (Option 2), “focused” (Option 3) or “comprehensive” (Option 4) ward boundary review in this term of Council, to be in effect for the 2018 municipal elections and beyond in some cases.

As in previous reports on ward boundaries, staff is providing options rather than making a specific recommendation with respect to when the review should be undertaken, or which option is preferred. There is no explicit requirement in the *Municipal Act, 2001* for a municipality to conduct a review of its ward boundaries at any particular time. Neither

amendments to the *Municipal Elections Act, 1996*, whereby Council terms were extended from three years to four years. As such, that report presumed elections in 2009, 2012, 2015, 2018 and 2021.

⁶ Ibid., p. 30-31.

does the Act provide any criteria to govern the establishment of ward boundaries. That said, common law in Canada requires that the principle of “effective representation” be applied when reviewing ward boundaries.

Effective representation, as noted in the Toronto Ward Boundary Review Background Research Report (December 2014), “is the goal of all ward boundary reviews. The primary consideration when it comes to effective representation is ‘voter parity’ (often also referred to as representation-by-population). This is the principle that all votes should have equal weight and therefore the number of people living in each voting area (i.e. ward) should be similar. However there are other factors used by the courts and the Ontario Municipal Board to define effective representation, including protection of communities of interest and neighbourhoods, respect for natural and physical boundaries, ward history, and recent and projected population growth.”⁷

The 2005 Recommendations Report notes that, “As the only truly ‘regional city’ in Canada, Ottawa is unique in the range of communities it spans. Coming into existence through an amalgamation process caused numerous disruptions to the existing communities and political landscape. It will take a sincere effort and much understanding for Ottawa’s various communities to find the countless ways of working together that, over time, build a strong city. Developing a balanced and functioning ward system is one aspect of building a strong city.”⁸

There have been relatively few issues raised about the current ward boundaries by citizens and communities since the 2006 ward boundaries were established, in contrast to feedback received immediately following amalgamation.

This section of the report is detailed, providing context for the options presented, as well as a description of the issues that are typically considered when the courts and/or the Ontario Municipal Board (OMB) address matters related to ward boundary reviews.

History of Ward Boundaries in the post-amalgamation City of Ottawa

The newly-amalgamated City of Ottawa’s ward boundaries and composition of its Council were first established on December 22, 1999, when the Province of Ontario

⁷ Toronto Ward Boundary Review Background Research Report, December 2014, p. 1.

⁸ The Davidson Group: *Building Consensus: Ottawa Ward Boundary Review – Recommendations Report*, April 2005, p. 31.

passed the *City of Ottawa Act, 1999*. As such, the first post-amalgamation Ottawa City Council would be composed of the Mayor and 20 Councillors. On June 8, 2000, the *City of Ottawa Act, 1999*, was amended to add an additional Councillor, for a total of 21 Councillors. On June 30, 2000, Ontario Regulation 407/00 established the ward boundaries for the new City of Ottawa. As a result, when amalgamation took effect on January 1, 2001, the City had 21 wards, and Ottawa City Council was comprised of the Mayor and 21 Councillors.

Since amalgamation, there have been three reviews of ward boundaries in the City of Ottawa. This includes two major reviews in 2001-2002 and 2004-2005, and a minor adjustment of ward boundaries in 2009.

The first major ward boundary review process began in 2001. As described in the final report of the Citizens' Task Force on Ward Boundaries for the City of Ottawa, which led this review, "After working with the new system for close to a year and a half, the new Council, at a meeting on 13 June 2001, adopted a motion with respect to a review of the ward boundaries. The motion stated that the wards structure had been quickly drafted by the Province without due consideration for two longstanding principles fundamental to democracy in Canadian municipalities – representation by population and public consultation."⁹

City Council established the Citizens' Task Force on Ward Boundaries for the City of Ottawa, consisting of David Bartlett, Pierre de Blois and Katherine Graham, to conduct the review, with City staff support. Following three months of public consultation and working within the parameters established by Council to maintain the existing number of wards (21) and adapt the existing structure to meet representation objectives rather than start over with a whole new ward system, the Task Force recommended and City Council approved significant adjustments to the ward boundaries. Following Council approval, the resulting by-law to establish the new ward boundaries was appealed to the OMB. After considering the matter, the Board repealed Council's by-law, in part because the Board was of the opinion that Council did not give sufficient weight to communities of interest and, in particular, rural communities of interest. The OMB also objected to the fact that Council constrained the review by establishing parameters for the review, including specifying the number of wards. As a result of the Board's

⁹ *Report of the Citizens' Task Force on Ward Boundaries for the City of Ottawa*, June 10, 2002, p. 6.

decision, none of the Council-approved changes were made to the ward boundaries for the 2003 election.

The City's second major ward boundary review occurred in 2004-2005. The Terms of Reference established by Council for the 2004-2005 Ward Boundary Review reflected the lessons learned from the failure of the 2001-2002 Ward Boundary Review, such that the consultants would undertake a comprehensive review with no preconditions, that the Review would include ample public consultation and that it would be undertaken with respect for the principle of "effective representation" as it had been defined by the courts. The 2004-2005 Ward Boundary Review was conducted by The Davidson Group, who were professionals with ward boundary review and OMB expertise, in association with Beate Bowron Etcetera.

After considering the 2005 Recommendations Report, City Council established new ward boundaries and created 23 wards. The ward boundary by-law resulting from this review was also appealed to the OMB, but the Board dismissed the appeals and affirmed the by-law. These are largely the current ward boundaries (with the exception of the changes in 2009 described below). As indicated earlier, the boundaries established by the 2004-2005 Ward Boundary Review were anticipated to meet the test of effective representation until 2015.

Ward boundaries were 'tweaked' in 2009, when Council approved a minor adjustment of ward boundaries that redistributed lands known as the "Fernbank Lands," which had been added to the Urban Growth Boundary in 2005, from a rural ward (Ward 21) to the adjacent suburban wards (Wards 6 and 23). This process involved consultation between Councillors for the affected wards and the public at a joint meeting. There were no appeals made to the OMB after Council approved the related by-law.

On May 23, 2012, City Council considered (but did not approve) a motion directing the City Clerk and Solicitor to submit an Information Report to Committee and Council setting forth the various options for a Ward Boundary Review for consideration by the 2010-2014 Term of Council in advance of the 2014 municipal election. It was understood at that time that staff would be bringing forward a report on a review of ward boundaries in 2015.

This report includes a number of tables related to population projections, average ward sizes and variances, etc. Staff recognizes that these tables are not always ‘user-friendly’, but has included them because they are an important part of the understanding of considerations related to voter parity and effective representation.

Legislative Framework for Ward Boundary Reviews in Ontario

The importance of reassessing electoral district boundaries in order to recognize changes in population is observed at each level of government in Canada. At the federal level, the *Constitution Acts, 1867 to 1982* and the *Electoral Boundaries Readjustment Act* require that the number of seats in the House of Commons and the federal electoral district boundaries be reviewed every 10 years, following each census at the beginning of a decade. The most recent federal redistribution process began in 2012. It added 30 seats to the House of Commons and resulted in new electoral boundaries that are in effect for the fixed federal election date on October 19, 2015.

In Ontario, provincial electoral boundaries were previously identical to the federal electoral boundaries and were redistributed whenever a federal readjustment occurred. However, following the approval of Bill 214, the *Election Statute Law Amendment Act, 2005*, and enactment of the *Representation Act, 2005*, the province’s electoral boundaries are no longer the same as federal boundaries and the current provincial electoral boundaries will remain in place until they are replaced by legislation. In a Mandate letter for the Ministry of Intergovernmental Affairs dated September 25, 2014, the Premier of Ontario, who also serves as the Minister of Intergovernmental Affairs, stated that the ministry’s priorities include “working with the Attorney General to bring forward a legislative proposal pertaining to Ontario’s electoral boundaries.”

On June 4, 2015, the Government of Ontario introduced the *Electoral Boundaries Act, 2015*, an election reform bill that, if passed, will increase the number of provincial ridings from 107 to 122, among other things. According to the Provincial Government, the proposed changes would align with the new federal boundaries in southern Ontario and “would better reflect population shifts and increases,” as most new ridings would be in areas where there has been substantial growth, including Ottawa.¹⁰

¹⁰ Office of the Premier: *Measures to Strengthen Ontario’s Election System*, June 4, 2015. Retrieved from <http://news.ontario.ca/opo/en/2015/06/measures-to-strengthen-ontarios-election-system.html>. Also see:

The City of Ottawa and all other municipalities in Ontario must adhere to rules established for them by the provincial government. The authority for a municipality to establish and change ward boundaries and to determine the size of Council is provided within the *Municipal Act, 2001 (Act)*.

As indicated earlier in this report, there is no explicit requirement in the *Act* for a municipality to conduct a review of its ward boundaries at any particular time, and the *Act* does not provide any criteria to govern the establishment of ward boundaries.

The *Act* does provide guidance with respect to requirements for the composition of Council. It also sets out required notice and timelines for a ward boundary by-law and the process through which a Council-approved by-law to establish ward boundaries may be appealed to the OMB. In addition, the *Act* contains a provision that allows electors to request changes to ward boundaries by way of petition.

Specifically, Sections 217, 222 and 223 of the *Act* contain provisions related to the composition of Council and the establishment of ward boundaries. With respect to the composition of 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.

Regarding ward boundaries, Subsection 222(1) indicates that a municipality is authorized to “divide or redivide the municipality into wards or to dissolve the existing wards.” Under Subsection 222(3), the City is required to give notice that a ward boundary by-law has been passed within 15 days after the by-law is passed. Within 45 days of the by-law being passed, it may be appealed to the OMB by “the Minister or any other person or agency,” in accordance with Subsection 222(4). Further, Subsection 222(7) states that the OMB shall hear the appeal and may make an order affirming, amending or repealing the by-law. It is staff’s opinion that if an appeal is filed to the OMB, the Board can change ward boundaries in a municipality but cannot alter the number of Members of Council.

With respect to the timing of any review, Subsection 222(8) states that a by-law to establish ward boundaries comes into force for the following election if the by-law is passed prior to January 1 of an election year and no notices of appeal are filed, or if any notices of appeal are withdrawn, or if notices of appeal are filed and the Board 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 Board, 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 City of Ottawa’s 2018 municipal elections, any by-law establishing new ward boundaries must be in force before January 1, 2018. In essence, if the by-law is appealed to the OMB, the notices of appeal must be withdrawn, or the Board must have issued an order to affirm or amend the by-law, before that date.

The City is not the only party that can initiate the consideration of ward boundaries. The *Act* also sets out the process by which electors can request a change to ward boundaries by way of a petition. Under Subsection 223(1), electors 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. In the City of Ottawa, one per cent of electors in the municipality would be 6,324 electors, meaning that a petition to Ottawa City Council asking for a ward boundary review would require 500 elector signatures. For the purposes of this section of the *Act*, 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..."

Council would have 90 days to consider the petition. If Council did not pass a by-law in accordance with the submitted petition within 90 days, Subsection 223(4) allows that "any of the electors who signed the petition may apply to the Ontario Municipal Board to have the municipality divided or redivided into wards or to have the existing wards dissolved."

The cost of an application to the OMB is \$125. The Board is required to hear the application, and may make an order "dividing or redividing the municipality into wards or dissolving the existing wards," pursuant to Subsection 223(5) of the *Act*.

Similar to the timelines under which a ward boundary by-law comes into force, the order of the OMB 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, 2018). The order of the Board 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, 2018).

The process of determining ward boundaries is fundamental to representative democracy at every level of government. Cases tend to reflect that this is best approached without preconceived ideas or predetermined outcomes. The process should be impartial, include significant public consultation, and comply with the principles set out by the Supreme Court of Canada and the OMB.

How is "Effective Representation" Defined?

While the *Municipal Act, 2001*, does not speak to the criteria and scope of a ward boundary review, the common law in Canada requires that the principle of "effective representation" be applied when reviewing ward boundaries. This is to ensure that the notion of "representation by population" is balanced by other important factors such as geography, communities of interest, community history and minority representation.

The principle of "effective representation" was set out by the Supreme Court of Canada in the case of *Reference Re Provincial Electoral Boundaries (Sask.)*, [1991] 2 S.C.R. 158, also known as the "*Carter*" case. In rejecting the American principle of "one person,

one vote,” Madame Justice McLachlin provided the following comments in favour of “effective representation”:

“It is my conclusion that the purpose of the right to vote enshrined in s. 3 of the *Charter* is not equality of voting power per se, but the right to ‘effective representation.’ Ours is a representative democracy. Each citizen is entitled to be represented in government. Representation comprehends the idea of having a voice in the deliberations of government as well as the idea of the right to bring one's grievances and concerns to the attention of one's government representative...”

What are the conditions of effective representation? The first is relative parity of voting power. 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. The legislative power of the citizen whose vote is diluted will be reduced, as may be access to and assistance from his or her representative. The result will be uneven and unfair representation.

But parity of voting power, though of prime importance, is not the only factor to be taken into account in ensuring effective representation...

Notwithstanding the fact that the value of a citizen's vote should not be unduly diluted, it is a practical fact that effective representation often cannot be achieved without taking into account countervailing factors.

First, absolute parity is impossible. It is impossible to draw boundary lines which guarantee exactly the same number of voters in each district. Voters die, voters move. Even with the aid of frequent censuses, voter parity is impossible.

Secondly, such relative parity as may be possible of achievement may prove undesirable because it has the effect of detracting from the primary goal of effective representation. Factors like geography, community history, community interests and minority representation may need to be taken into account to ensure that our legislative assemblies effectively represent the diversity of our social mosaic. These are but examples of considerations which may justify departure from absolute voter parity in the pursuit of more effective representation; the list is not closed.

It emerges therefore that deviations from absolute voter parity may be justified on the grounds of practical impossibility or the provision of more effective representation. Beyond this, dilution of one citizen's vote as compared with another's should not be countenanced. I adhere to the proposition asserted in *Dixon*, at p. 414, that 'only those deviations should be admitted which can be justified on the ground that they contribute to better government of the populace as a whole, giving due weight to regional issues within the populace and geographic factors within the territory governed.'¹¹

As referenced by Justice McLachlin above, *Dixon v. Attorney General of British Columbia* was the first case in Canada addressing fairness of an electoral boundaries map. The Province of British Columbia had been using a 'complex quota system' for its electoral districts rather using the typical 25 per cent variance rule. The districts varied in population from 5,511 to 68,347. In 1989, the British Columbia Supreme Court found that the Province's electoral districts established with the quota system violated the right to vote guaranteed by Section 3 of the *Charter of Rights and Freedoms*. The Court ruled that a new set of electoral districts with more equitable populations had to be created. The case established that equality of voting power was the single most important factor to be considered in determining electoral boundaries, as articulated in the following excerpt from the decision (emphasis added):

"The historical development of voting rights in Canada and the view taken of such rights in other democracies leads inexorably to the conclusion that **relative equality of voting power is fundamental to the right to vote** enshrined in s.3 of the Charter. **In fact, it may be seen as the dominant principle underlying our system of representational democracy.**

At the same time, absolute equality of voting power has never been required in Canada. It has been recognized since Confederation that some degree of deviation is permissible where other considerations so require."¹²

¹¹ *Reference Re Provincial Electoral Boundaries, (Sask.)* [1991] 2 S.C.R. 158.

¹² *Dixon v. British Columbia (Attorney General)*, 1989 CanLII 248 (BC SC). Retrieved from <http://canlii.ca/t/1p6rb>, p. 28-29.

The Supreme Court of Canada's ruling in *Carter* is now the primary basis upon which considerations with respect to establishing ward boundaries are established, with reference to the *Dixon* decision and relevant OMB rulings. The City of Toronto's Ward Boundary Review Background Research Report summarizes the considerations based on the *Carter* decision and other case law as follows:

"While there are differences in how municipalities in Ontario conduct their ward boundary reviews, there are some common guiding principles, stemming from the *Carter* Case decision that are the foundation of successful ward boundary reviews. These include:

- **Representation by Population:** In a successful ward system, every Councillor will represent generally the same number of people. This is often referred to as 'voter parity'. Usually, population variations of up to 25% above or below the average size are considered acceptable.
- **Consideration of present and future population trends:** A ward boundary review must consider future increases or decreases in population in order to ensure that wards continue to meet the representation by population criterion as the City grows. The goal is to design a system that can be used for three elections.
- **Consideration of natural and physical boundaries:** Natural and physical boundaries shape patterns of life in cities, and so ward designs should respect these features.
- **Communities of Interest:** Ward boundaries should consider settlement patterns, traditional neighbourhoods and community groupings in specific geographic locations. Where possible, ward boundaries should not fragment a community.
- **Effective Representation:** Considered the ultimate goal of all ward boundary reviews, effective representation aims at achieving fair and equal representation for voters to the greatest extent possible. The primary

consideration is voter parity, but effective representation also takes into account the all other criteria.”¹³

As indicated above, it is a general rule of thumb that the population in each ward would be within 25 per cent of the average ward population size. That said, if justified by the criteria, the case law does support a wider range of plus or minus 33 per cent, or even slightly wider in an appropriate case. In the case of *Teno v. Lakeshore (Town)*, the OMB provided discussion with respect to the issue of population variances and the need for deviations to be justified, as follows:

“The concept of effective representation has been adopted by municipalities and by this Board in various ways in considering the question of an appropriate electoral model for ward boundaries ... the Board notes that there are various views on the tolerance factor for a deviation in the principle of equality of vote (meaning electoral boundaries which divide the population evenly). In the cases presented to the Board, a factor of 25% to 33% has been suggested as tolerable, if supportive of more effective representation.

The Board finds that in assessing whether ward boundaries should be redivided, the overriding principle is voter parity as cited by the Supreme Court of Canada. Any deviations from voter parity must be justified based on the other factors referred to by the Supreme Court and by this Board, in a manner which supports the notion that in the absence of this deviation, there would be a loss of effective representation. Thus any deviation factor whether it be 1% or 33% must be supportive of a more effective representation of the electors and their interests.”

The City of Ottawa has some unique challenges with respect to addressing the issue of effective representation. As the 2005 Recommendations Report notes: “As the only truly regional city in Canada, Ottawa is unique among its peers. No other city contains such a large rural area inside its municipal boundaries. It is no surprise that such uniqueness also brings its own set of challenges. Urban, suburban and rural communities are just

¹³ *Toronto Ward Boundary Review Background Research Report*, December 2014, p. iv.

beginning to understand each other's concerns, adjust for different needs and establish communication channels for the future.”¹⁴

In particular, the City of Ottawa has had and will continue to have to address the issue of effective representation for the rural areas. When the current ward boundaries were established, it was understood that the rural wards would have smaller populations relative to the suburban and urban wards.¹⁵ The OMB decision with respect to Ottawa's 2001-2002 Ward Boundary Review articulates some of the reasons for this as follows:

“The evidence supports the contention that the City of Ottawa does contain rural communities with historical economic and social differences. Rural concerns are not always understood in the context of urban policy and rural concerns often require a special understanding of rural issues. Members of council elected by urban voters may not always have the experience or the willingness to represent rural points of view. One-dimensional representation will eventually be harmful to the local economy...

The Council and Task Force did not recognize and acknowledge the uniqueness of the rural communities within the City of Ottawa when it concluded through the enactment of By-law 2002-316, that the rural wards should be combined with suburban wards to achieve representation by population. The Board is satisfied that this will have the effect of eliminating rural representation on Ottawa's City Council thereby disenfranchising a substantial community of interest...”¹⁶

This understanding is important when considering the issue of the average population size and the generally-accepted variances of 25 per cent and, in some cases, 33 per cent, when looking at the current context of ward boundaries and effective representation in the City of Ottawa.

¹⁴ The Davidson Group: *Building Consensus: Ottawa Ward Boundary Review – Recommendations Report*, April 2005, Executive Summary.

¹⁵ *Ibid.*, p. 26.

¹⁶ *Osgoode Rural Communities Assn. V. Ottawa (City)* [2003], Ontario Municipal Board Decision/Order No. 0605, p. 20.

Current Context

It has been 10 years since the last comprehensive ward boundary review was conducted. As noted earlier, the 2004-2005 Ward Boundary Review not only undertook a rigorous examination of the City's urban, suburban and rural communities of interest, it analyzed these taking into account the size of wards, both the physical area and population numbers, as well as retaining the integrity of various local communities of interest. It also incorporated an understanding of geographic boundaries, ward history, the range of municipal issues, and the projected growth patterns. The 2005 Recommendations Report notes that:

“The Ottawa Ward Boundary Review conducted a wide ranging assessment that includes every ward. The Review sets the context for the next four municipal elections to 2015 and provides a framework for considering changes beyond that date. The Review takes into account the various major community areas that form the building blocks for the delineation of wards. Beyond 2015, if new wards are needed, a comprehensive ward assessment will not be required. Rather, Council can address only the specific community or area that is under pressure and make adjustments in that area knowing that other wards in the City are still performing effectively.”¹⁷

Staff has examined the assumptions in the 2005 Recommendations Report and compared them to what is now known about the current context and future growth. Specific reference is being made to the areas of pressure identified in the 2005 Recommendations report (more fully explained in Option 3 outlined in the Discussion Section) as follows (not in the order listed in the 2005 Recommendation Report):

- The growth pressures in the Rideau River South Suburban Area;
- Suburban expansion beyond the 2005 Urban Growth Boundary and any amendments to the Official Plan expanding the Urban Growth Boundary;
- Cumberland's growth pattern, with particular reference to rural residents; and

¹⁷ The Davidson Group: *Building Consensus: Ottawa Ward Boundary Review – Recommendations Report*, April 2005, p. 25.

- The growth pressures in the Ottawa East Suburban Area.

General Population Growth Projections

In the decade since the 2004-2005 review, the City’s population has increased by an estimated 98,700 people, a number that is roughly 2.4 times larger than the average ward population size in 2015.

This population increase is less than had been anticipated in the 2005 Recommendations Report. The table below illustrates the difference between the estimates used during the previous ward boundary review and current projections. The 2005 Recommendations Report overestimated the anticipated population growth of the City by the equivalent of more than one average ward, as indicated in Table 1 below:

Table 1: Population Projections – 2004-2005 Estimates versus Current Estimates

	Population Projections - Year	
	2015	2021/2022
Estimate in 2004-2005	1,017,200	1,095,800 (for 2021)
Current Projection	961,250	1,046,775 (for 2022)
Difference	55,950	49,025

Average Ward Size

Members of Council, as recognized in the *Carter* decision, play both a legislative role, considering and adopting policies and providing oversight over municipal operations, and a constituency role, consulting with and responding to their constituents and acting as an ombudsman in some instances. The issue of average ward size is an important consideration with respect to how well ward councillors are able to balance those two roles. It is described in Toronto’s Ward Boundary Review Background Research Report as follows:

“The ratio of ‘councillor to residents’ is one indication of how well a councillor can perform the constituency role. A councillor has only a certain amount of time in each day to deal directly with the residents and electors and thus, the larger the population a councillor represents, the less time is available for direct contact with each constituent.

The size of council can also affect local representation and governmental capacity.

Courtney states: ‘A legislature’s size bears directly on its capacity to function effectively and to represent the public interest.’ In Madison’s words, a legislature must be large enough ‘to possess a due knowledge of interests of its constituents’, yet small enough ‘to avoid the confusion and intemperance of a multitude’.¹⁸

There is no clear, universally accepted answer to the question of how large or small a council or assembly should be. At the municipal level, the number of councillors and their level of effort range significantly across Canada. The daily schedule of a councillor consists of dealing directly with residents and electors of their ward, responding to emails, phone calls, and visits to the representative’s office, attending community meetings and events, reading staff reports, and preparing for council meetings. The question is: how do councillors remain accountable to the public?

Besides the number of constituents, there are several other factors that can influence the ability of a councillor to effectively represent constituents. A councillor’s workload, the geographic size of the ward and the number of staff support people a councillor has access to, can also affect the ability of a councillor to maintain contact with issues and people in the ward.”¹⁹

With respect to the City of Ottawa, the 2005 Recommendations Report notes:

“It is acknowledged by many that the fastest growing wards can, initially, have lower population numbers. People appreciate that it is easier to represent

¹⁸ Courtney, John C. *Commissioned Ridings: Designing Canada’s Electoral Districts*. Montreal & Kingston: McGill-Queen’s University Press, 2001, p. 19.

¹⁹ *Toronto Ward Boundary Review Background Research Report*, December 2014, p. 18-19.

mature, stable urban wards than the fast growing suburban wards or the inner city wards which deal with many city-wide problems such as homelessness, expanding cultural institutions, transportation issues, drug use, youth issues and the like. As well, many people agree that rural wards can be smaller; given the large geographic areas their representatives have to cover.”²⁰

Council, in its Official Plan, has limited residential development in the rural area, which will mean that rural wards in the City of Ottawa will continue to be less populated in the future.

As seen by the table below, the average ward size has remained fairly consistent since amalgamation.

Table 2: Average Ward Size

Time	Population	No. of Wards	Average population/ward
Amalgamation	796,770	21	37,941
Mid-year 2001 (prior to first Ward Boundary Review)	806,560	21	38,408
Mid-year 2004 (prior to second Ward Boundary Review)	845,875	21	40,280
2006 (after new wards were in place from second Ward Boundary Review)	875,650	23	38,072
2010	915,600	23	39,809
2015	961,250	23	41,793

²⁰ The Davidson Group: *Building Consensus: Ottawa Ward Boundary Review – Recommendations Report*, April 2005, p. 10.

The 2005 Recommendations Report had anticipated that the average ward size would be 44,226 in 2015. Current projections, as shown in Table 3, indicate that the City of Ottawa wards will not achieve that until sometime after 2018, with the average ward size in 2018 now projected to be 43,424.

Ward Population Size and Variances

Issues of ward population size and variances from the average ward size are central to understanding issues of voter parity. As indicated in the “*How is ‘Effective Representation’ Defined?*” section of this report, although both the *Carter* and *Dixon* decisions note the primary importance of establishing relative equality of voting power, there are other considerations that also must be considered in determining effective representation. Further, although it is a general rule of thumb that the population in each ward would be within 25 per cent of the average ward population size, if justified by the criteria, the case law does support a wider range of plus or minus 33 per cent, or even slightly wider in an appropriate case.

The 2005 Recommendations Report anticipated that the majority of the wards would remain stable, noting “(t)hey are inside the Greenbelt and are for the most part built-out and little population growth is expected. The area that is the most volatile from a growth perspective [is] the Rideau River South area. This becomes quite apparent between by 2021 when the two wards in this area will be the largest in the City.”²¹

As identified, in the years following the 2004-2005 Ward Boundary Review, although the City’s population has grown less quickly than predicted, the population trends and growth pressures that were anticipated and noted at the time of the 2004-2005 review of ward boundaries have been realized today and are expected to continue, as illustrated in the following table. The table shows the current populations and forecasts for the City of Ottawa for 2015, 2018 and 2022, under the existing ward boundaries.

²¹ Ibid., p. 26-27.

Table 3: Current and Projected Population Projections with Existing Ward Boundaries

Ward		Projected Population			Variance from Average		
		2015	2018	2022	2015	2018	2022
Orléans	1	49,600	50,800	52,400	18.7%	17.0%	15.1%
Innes	2	40,550	41,750	43,400	-3.0%	-3.9%	-4.6%
Barrhaven	3	57,800	63,250	70,650	38.3%	45.7%	55.2%
Kanata North	4	35,875	37,700	39,800	-14.2%	-13.2%	-12.6%
West Carleton-March	5	25,675	26,400	29,450	-38.6%	-39.2%	-35.3%
Stittsville	6	32,390	38,490	46,350	-22.5%	-11.4%	1.8%
Bay	7	45,450	45,300	45,200	8.7%	4.3%	-0.7%
College	8	52,550	52,800	53,500	25.7%	21.6%	17.6%
Knoxdale-Merivale	9	39,650	39,600	39,600	-5.1%	-8.8%	-13.0%
Gloucester-Southgate	10	47,500	47,400	47,250	13.7%	9.2%	3.8%
Beacon Hill-Cyrville	11	33,900	33,850	33,750	-18.9%	-22.0%	-25.8%
Rideau-Vanier	12	48,500	50,500	52,500	16.0%	16.3%	15.4%
Rideau-Rockcliffe	13	38,650	39,000	41,300	-7.5%	-10.2%	-9.3%
Somerset	14	39,800	42,000	45,000	-4.8%	-3.3%	-1.1%
Kitchissippi	15	42,500	43,300	44,600	1.7%	-0.3%	-2.0%
River	16	48,700	48,650	48,600	16.5%	12.0%	6.8%
Capital	17	37,500	38,000	38,800	-10.3%	-12.5%	-14.7%
Alta Vista	18	45,200	45,150	45,300	8.2%	4.0%	-0.5%
Cumberland	19	46,350	52,000	59,500	10.9%	19.7%	30.7%
Osgoode	20	27,760	28,825	30,850	-33.6%	-33.6%	-32.2%

Rideau-Goulbourn	21	27,560	28,860	31,150	-34.1%	-33.5%	-31.6%
Gloucester-South Nepean	22	49,290	55,325	57,325	17.9%	27.4%	26.0%
Kanata South	23	48,500	49,800	50,500	16.0%	14.7%	11.0%
City	Total	961,250	998,750	1,046,775			
Average		41,793	43,424	45,512			

** Estimates as of January 29, 2015. Projected population approximated to October of each year. Source: City of Ottawa Planning and Growth Management Department*

It should be noted that the variance between the City of Ottawa's smallest and largest wards, both current and projected, is greater than anticipated in the 2005 Recommendations Report. The following tables, the first taken from the 2005 report and the second based on current projections based on the status quo (meaning that the lands added to the urban boundary by OPA 76, and the growth that comes with the expansion, are reflected in the smallest ward population).

Table 4: 2005 Recommendations Report – Projected Ward Population Ranges

Year	Smallest Ward	Largest Ward
2006	20,600	55,000
2009	23,700	55,900
2012	26,800	56,900
2015	28,146	58,400

Table 5: Current and Projected Ward Population Ranges

Year	Smallest Ward	Largest Ward
2015	25,675	57,800
2018	26,400	63,250
2022	29,450	70,650

Growth Pressures in the Rideau River South Suburban Area

The above tables show that, as anticipated in the 2005 Recommendations Report, by the time of the 2018 municipal elections, the populations of Wards 3 and 22 are projected to exceed the average ward population size by more than the generally-accepted threshold of 25 per cent. In case of Ward 3, the variance is well outside of the threshold, with a variance of nearly 46 per cent in 2018 and 55 per cent in 2022.

At the same time, the population sizes of rural wards are projected to continue to be more than 25 per cent smaller than the average ward population size.

To compare the City's two largest and three smallest wards in terms of projected population in 2018, Wards 3 and 22 will generally have about two times the population of each of Wards 5, 20 and 21.

With respect to the issue of voter parity, without considering the many factors that are considered when discussing effective representation, residents of Wards 3 and 22 generally have half the vote at the Council table than residents of the three rural wards at this point in time, and this variance will continue and grow until ward boundaries are amended.

Changes to the Urban Boundary – the “OPA 76 Expansion Lands”

Another significant change in the years following the 2004-2005 Ward Boundary Review is the expansion of the Urban Growth Boundary by more than 1,100 hectares following decisions by the OMB with respect to OPA 76 in 2011-2012. These decisions created

new urban lands in Orléans, Leitrim, Barrhaven, north and south of Stittsville and north/north-west of Kanata, as well as a parcel between Kanata and Stittsville.

The “OPA 76 expansion lands” are currently in rural wards adjacent to Wards 3, 4, 6 and 22, and there are lands within Ward 19 that are also adjacent to Ward 1. A map showing the location of these lands is provided as Document 1. The population projections for the OPA 76 expansion lands under the current ward boundaries are presented below:

Table 6: Projected Population in OPA 76 Urban Expansion Areas

Area # (map)	Expansion Area	Rural Ward	Adjacent Urban Ward	Projected Population		
				2015	2018	2022
1	Kanata North	5	4	25	300	2,700
2	Kanata West	5	4	0	0	0
3	Stittsville North	21	6	0	0	0
6	Stittsville South	21	6	10	10	400
7	Barrhaven South	21	3	0	0	250
8	Leitrim South	20	22	0	0	650
9	Leitrim East	20	22	10	225	700
10	Orléans South	19	19	10	10	1,000
11	Orléans Northeast	19	19 (or 1)	150	2,500	5,700
Total				205	3,045	11,400

** Projected population approximated to October of each year. Source: City of Ottawa Planning and Growth Management Department.*

As a result of the OMB's decisions, these lands, which are currently considered rural, are to be developed for urban purposes. As noted earlier, and reiterated in the 2005 Recommendations Report as follows, "the Ontario Municipal Board hearing on the 2002 ward boundary review dismissed the idea of mixed urban/rural wards as not achieving effective representation based on court decisions elsewhere in Canada."²²

If these urban expansion lands remain in rural wards rather than being moved to the adjacent suburban wards, the distinction between rural and suburban areas and communities will be lost over time. Currently this means that, when the lands are developed, suburban residents will be represented by rural Councillors.

City Council has already recognized the challenges with the latter concern, and taken steps to address the issue until such time as a ward boundary review occurs. On January 22, 2014, Council approved the following recommendation from Planning Committee during consideration of the report titled, "*Urban Expansion Areas – Councillor Concurrence and Comment*" (ACS2013-CMR-PLC-0012):

"That Council approve that until such time as the ward boundary review scheduled for 2015 is complete, the delegation of authority for planning matters requiring the concurrence and/or comments of a Ward Councillor be amended for those applications for urban expansion lands such that, other than for Ward 19, the Ward concurrence and/or comments would be provided jointly from the Ward Councillor and the suburban Ward Councillor for the lands nearest the site application and, where there is no concurrence, the item would rise to Planning Committee in accordance with current practice."

There are some specific questions with these lands as they relate to Ward 19. As it stands, both Areas 10 and 11 are included in the rural parts of Ward 19. Should Council decide to redistribute these lands, it should be noted that, due to its location, Area 11 could either remain in Ward 19 or become part of Ward 1. Moving the Area 11 lands to Ward 1 would ease growth pressures in Ward 19, but at the same time would be projected to cause Ward 1 to be slightly above the ± 25 per cent threshold. Communities of interest would also have to be considered, among other factors. This discussion may

²² Ibid., p. 10.

form some of the public consultation should Council decide to proceed with any of the Ward Boundary Review options for this term of Council.

It should be noted that Ward 19 has already been identified as an area requiring special focus.

Ward 19 – Cumberland’s Growth Pattern and Rural Character

The 2005 Recommendations Report summarized the situation in Ward 19 as follows:

“More problematic is the situation in Cumberland. The potential for removing effective representation for the rural residents of Cumberland is quite real and grows each year. This point was thoroughly discussed with the residents at two public meetings. They feel that they are represented well and that the changing rural / suburban mix will not harm their community, as it has done in other rural areas in Ottawa. They feel they can accommodate change without altering the strength of their community. While this sentiment is not unanimous, it is very strong.

At question is: Will the changing population balance between rural and suburban over the next several years diminish effective representation for the rural community in Cumberland? The population figures seem to suggest this but the community feels that it will not.”²³

The tables below show the projected growth of the suburban/rural populations within the ward. It should be noted that the projected growth in the suburban population relative to the rural population is at this time greater than had been projected in 2005.

²³ Ibid., p. 17.

Table 7: Rural/Suburban Split in Ward 19

2005 Projections

	2015		2018*		2021	
Suburban	29,700	66.3%	N/A	N/A	33,400	67.7%
Rural	15,100	33.7%	N/A	N/A	15,900	32.3%
TOTAL	44,800		N/A		49,300	

2015 Projections

	2015		2018		2022	
Suburban	33,155	71.5%	38,700	74.4%	46,060	77.4%
Rural	13,195	28.5%	13,300	25.6%	13,440	22.6%
TOTAL	46,350		52,000		59,500	

**Projections for 2018 were not included in the 2005 Recommendations Report*

While the suburban/rural split in Ward 19 has been increasing, so has the percentage of rural residents who are francophone.

Table 8: Population by Mother Tongue, Ward 19 Breakdown

2001

	Urban		Rural		Total	
English	6,967	56.9%	6,946	57.7%	13,913	57.3%
French	4,172	34.1%	4,815	40.0%	8,988	37.0%
Other	1,106	9.0%	274	2.3%	1,380	5.7%
TOTAL	12,245		12,035		24,280	

2006

	Urban		Rural		Total	
English	10,905	51.9%	6,938	56.1%	17,843	53.4%
French	7,300	34.7%	5,208	42.1%	12,508	37.5%
Other	2,815	13.4%	230	1.9%	3,045	9.1%
TOTAL	21,020		12,375		33,395	

2011

	Urban		Rural		Total	
English	15,260	50.4%	6,415	49.9%	21,675	50.2%
French	10,290	34.0%	5,670	44.1%	15,960	37.0%
Other	4,725	15.6%	775	6.0%	5,500	12.8%
TOTAL	30,275		12,860		43,135	

Source: Statistics Canada, Census 2001, 2006 and 2011

This demographic shift may form part of the explanation for why the residents of Cumberland were so strong in their assertion that the ward could accommodate an increasing suburban/rural shift, and that it still meets the test of effective representation. It is expected that this will be an important conversation in any future ward boundary review with respect to how best to support rural Cumberland.

Growth Pressures in the Ottawa East Suburban Area

The 2005 Recommendations Report suggested that a future Council should determine if growth pressures in the Ottawa East Suburban Area require the re-alignment of existing ward boundaries, stating that “it appears that growth in this area can be accommodated beyond 2015 by rearranging ward boundaries, as opposed to adding a new ward.”

The report also suggested that if growth exerts too much pressure in the area after 2015, moving Blackburn Hamlet from Ward 2 to Ward 11 could relieve this pressure without the need to create a new ward. Although the 2004-2005 Ward Boundary Review explored the possibility of moving Blackburn Hamlet, residents were largely opposed to the proposal.

The 2004-2005 Review also raised the idea of creating a new ward consisting of mainly suburban Cumberland (also noting that it is possible to start with two wards and phase in the extra ward after 2015). Again, however, the 2005 Recommendations Report noted that there was a strong indication that these options were not received favourably by the community.

Current growth projections indicate there will be issues for Wards 19 and 11 within the Ottawa East Suburban Area. This area also includes Wards 1 and 2.

Specifically, as indicated above, Ward 19 is expected to see continued growth, particularly within suburban areas that have grown at a faster rate than was anticipated in 2005. The ward’s variance from the average ward population size is currently projected to increase from 19.7 per cent in 2018 to 30.7 per cent in 2022, which is beyond the generally-accepted threshold of 25 per cent but still less than the 33 per cent threshold.

Meanwhile, the relative population of Ward 11 is projected to decline slightly. By 2022, Ward 11 is projected to be 25.8 per cent smaller than the average ward population size.

Although the populations of Wards 1 and 2 are expected to increase over time, these wards are projected to remain within the variance threshold up to 2022. Projections for Ward 1 point to an overall decline in its variance from 18.7 per cent in 2015 to 15.1 per cent in 2022. In the case of Ward 2, it is projected that the population size will remain slightly smaller than that of the average ward.

With respect to the projected growth issues facing Ward 19 by 2022, it should be noted that some of these pressures may be eased if Area 11 of the OPA 76 expansion lands were moved from Ward 19 to Ward 1. However, such a move would require further assessment of matters such as communities of interest. This would also result in growth-related pressures for Ward 1, which, as a result of the change, would be projected to be 27.7 per cent larger than the average ward size by 2022.

DISCUSSION

Ward boundary reviews are known to be challenging in any context, as they address some fundamental principles of representative democracy. Unanimity of vision is impossible to achieve and conversations about what effective representation means to individuals, then neighbourhoods, and then communities, can be contentious.

Ottawa, as has been said many times, has unique challenges in this regard. It is Canada's capital, on the border of Quebec and is bilingual, with historical French and English communities within its boundaries. Its large geographic size, significant rural component, and number of communities of interest within each of the three main areas (urban – bounded by the Greenbelt, suburban – bounded by the Urban Boundary, and rural – outside the Urban Boundary) result in competing and conflicting views about ward boundaries.

Both the 2002 and 2005 Ward Boundary Review final reports commented about what they heard from the public in this regard. The 2002 Citizens' Task Force Report illustrates these conflicting views on a ward-by-ward basis, but the 2005 Recommendations Report provides a summary, as follows:

“Public comments, concerns and suggestions vary widely. Not surprisingly, people do not agree with each other on many issues. ... All residents, whether rural, suburban or urban, are equally convinced that their communities are suffering the most from a lack of adequate infrastructure and services. ...

During both rounds of public involvement it became evident that suburban voters feel under-represented vis-à-vis urban and rural voters. Rural voters feel dominated by the suburban communities in their wards and under-represented on City Council. And urban voters feel that the balance of power is skewed against the central wards by rural over-representation.”²⁴

Again, there is no explicit requirement in the *Municipal Act, 2001*, for a municipality to conduct a review of its ward boundaries at any particular time. Neither does the Act provide any criteria to govern the establishment of ward boundaries. There is no perfect time to have a ward boundary review, but it is clear that it is best if the public is ready to have a focused discussion about what effective representation means to each community.

There have been relatively few issues raised about the current ward boundaries by citizens and communities since the 2006 ward boundaries were established, in contrast to feedback received following amalgamation. Most of the feedback received has been from past and present Members of Council, although staff did receive some direct feedback from a few residents both during and after the 2014 Municipal Election. In almost all cases, the suggestions could be considered ‘tweaks’.

The discussion below provides some high-level information related to the conduct of a ward boundary review and provides four optional approaches to a ward boundary review this term of Council for Council’s consideration. Each option is presented with staff’s perspective on the relative advantages and challenges for that option with respect to the considerations described in the background section of this report. Associated timelines and estimated costs are also identified. As indicated earlier, staff is not providing a recommendation.

Option 1 is the retention of the *status quo* for Ottawa’s ward boundaries for the 2018 municipal election on the understanding that a comprehensive ward boundary review would be required to be undertaken in 2019. Option 2 would involve undertaking a “limited” review that incorporates only the OPA 76 expansion lands. Option 3 would see a “focused” review in keeping with the framework established in the 2005

²⁴ Ibid., p. 8-9.

Recommendations Report, and Option 4 would provide for a “comprehensive” ward boundary review in this term of Council, to be in effect for the 2018 municipal elections.

General Considerations and Lessons Learned from Previous Ward Boundary Reviews

The unsuccessful attempt to revise ward boundaries in 2001-2002 yielded some lessons learned that are worth noting. These were outlined in the staff report titled, “*City of Ottawa Ward Boundary Review (2004-2006)*” (ACS2004-CRS-SEC-0037). In summary, they concluded that the following ‘best practices’ should be observed:

1. The need to provide adequate opportunity for public consultation;
2. The importance of the principle of “effective representation”;
3. The importance and proper recognition of the various “communities of interest” within Ottawa;
4. The need for clarity with respect to Terms of Reference;
5. Dealing with complex appeals to the OMB is an expensive and time-consuming process, and investment of time and resources in public consultation during the course of a review will pay dividends in terms of reduced risk of costs arising from an appeal;
6. Litigation can be expensive and time-consuming;
7. The need for a review to be “forward-looking” and seen as both constructive and inclusive in nature; and
8. The need for an appropriate “timeline for action” in order to ensure that any new ward boundaries can be in effect in time for an election.

These lessons learned were incorporated into the comprehensive review of ward boundaries in 2004-2005, and staff recommends that any future review should continue to build upon this foundation.

Costs Associated with a Ward Boundary Review

In order to ensure that the process of determining ward boundaries is impartial and approached without preconceived ideas or predetermined outcomes, any major ward boundary review should be led by a third-party consultant. It is anticipated that a third-party consultant would be required to undertake any review of ward boundaries that goes beyond the scope of modest changes such as those completed in 2009. In addition to being impartial, the independent individual or group would need to have knowledge and experience in related areas, including public consultation. The consultant would conduct research, develop and execute a work plan, and report findings and recommendations to the City Clerk and Solicitor, in addition to being an expert witness, if necessary, in the event of one or more appeals to the OMB.

Utilizing a third-party consultant would also ensure that the Elections Office retains the capacity necessary to deliver its ongoing requirements, including administering the contribution rebate program for the 2014 Elections and continuing to prepare for the 2018 Elections. While this third-party consultant would be tasked with drafting and delivering a final report, it can be expected that a substantial amount of time and resources would be required by way of an internal project team led by staff to support the consultant's role as well as to undertake any additional work such as planning and implementation. The amount of staff time and resources required could have an effect on the work plans of several departments, including the City Clerk and Solicitor Department and the Planning and Growth Management Department.

For reference purposes, staff has provided a list of ongoing and expected ward boundary reviews in other Ontario municipalities in Document 2. If Council decides to proceed with either Option 3 or Option 4, the relatively small pool of external experts available for this work might be quite limited. For example, the consultants who led the 2004-2005 Ward Boundary Review process are currently assisting the City of Toronto with its review.

In general, a more focused review would be expected to result in a lower cost than a comprehensive review. Specific costs associated with each of the potential review options identified by staff are provided in the discussion below.

Staff is estimating the cost of an appeal to the OMB to be approximately \$40,000 to \$50,000, depending on the nature and potential complexity of the appeal.

Ward Boundary Review Options

Option 1: Retaining the status quo

Description: No changes would be made to ward boundaries.

Public consultation: Consideration at the June 29, 2015, Finance and Economic Development Committee meeting.

Anticipated costs: No direct costs would be associated with the *status quo* approach.

However, there would be costs associated with any OMB proceedings should a petition signed by 500 electors be rejected by Council and an application made to the Board.

Projected timeline:

Task	Responsible	Date
Information Report to Council	City Clerk and Solicitor	July 2015

Staff comments: While the *status quo* option is the simplest approach because it does not require time, resources and expenses and there have been very few issues with the currently boundaries, Council should be aware that this option will not address any of the known pressures that are set out in this report.

Specifically, OPA 76 expansion lands would remain in rural wards rather than being redistributed to adjacent suburban wards. As a result, these rural wards will begin to have more suburban residents over time. In the near future, the most significant impact is in Ward 19, which is already a mixed suburban/rural ward. Rural Councillors would continue to be planning and making decisions with respect to the suburban residents and areas within their wards, in consultation with the adjacent suburban ward councillor.

In a few cases, neighbours in a single community could have different elected representation. Notably, the Half Moon Bay area, which is currently divided by the Ward 3 and Ward 21 boundary, is projected to start development in the Ward 21 portion

between 2018 and 2022. The practical effects of this would include that one street would be voting at a nearby polling station, while the next street might need to travel some distance to the nearest rural village polling station.

The *status quo* approach also does not address deviations in ward population sizes, particularly those that exceed the generally-accepted thresholds of ± 25 per cent and ± 33 per cent. Specifically, five wards exceed these thresholds by 2018. Ward 3, in particular, is well outside those thresholds, with a 46 per cent variance projected in 2018.

Furthermore, this option would not address the recommendations made for future Council consideration in the 2004-2005 review of ward boundaries, or any other ward boundary issues such as specific concerns or suggestions from Members of Council and residents.

If Council was to proceed with this approach, staff is of the opinion that a comprehensive review would be required in advance of the 2022 elections, beginning in 2019. By the time of the 2022 election, Ward 3 is projected to have an estimated 70,650 residents, which is a 55 per cent variance from the average ward size.

Potential Risk at the OMB: Pursuant to Section 223 of the *Act*, at any time, 500 electors may sign a petition to Council asking for ward boundaries to be changed. If Council does not pass a by-law in accordance with the petition within 90 days, any one of the petitioners may make an application to the OMB. The OMB would then have the authority to impose ward boundaries, and City Council would have no control over the process.

If the OMB was to receive such an application, staff is of the preliminary view that the Board could direct that the OPA 76 expansion lands be included within suburban wards. It is also possible that the Board could address matters pertaining to ward population size deviations by making an order that changes other ward boundaries, particularly in the case of Wards 3 and 22, and potentially Ward 19.

Option 2: “Limited” review to move the OPA 76 expansion lands to adjacent suburban wards

Description: Ward boundaries would be changed so that OPA 76 expansion lands are redistributed from rural wards to the adjacent suburban wards.

Public consultation: It is anticipated that a public consultation period would occur in the same manner as the 2009 process for the “Fernbank Lands.” Therefore, mandatory consultation would be limited to the affected wards (Wards 1, 3, 4, 5, 6, 19, 20, 21 and 22).

Anticipated costs: Estimated costs would be \$15,000 to \$25,000, drawing upon the Elections Reserve. Staff expects the reports and consultation associated with this option could be accomplished largely using internal resources.

Projected timeline:

Task	Responsible	Date
Information Report to Council	City Clerk and Solicitor	July 2015
Public consultation	City Clerk and Solicitor	September 2015
Recommendation Report to Council	City Clerk and Solicitor	November 2015
By-law to Council	City Clerk and Solicitor	December 2015
Give notice to the public that the bylaw has passed and prepare for Ontario Municipal Board challenges.	City Clerk and Solicitor	January 2016
45-day Appeal Period ends	City Clerk and Solicitor	February 2016
Last day for notice(s) of appeals to be	City Clerk and Solicitor	February

received		2016
Notice(s) of appeal to be forwarded to the OMB by the City	City Clerk and Solicitor	March 2016
Expected OMB decision (within ~6 months)	OMB	September 2016

Staff comments: By moving the newly urban OPA 76 expansion lands from rural wards to suburban wards, this approach maintains the distinction between rural and suburban areas.

However, as the redistribution of the OPA 76 expansion lands is the only action taken in this review, other issues would not be considered. This option would not address deviations in ward population sizes. Further, it would make the variances in four of the five wards that exceed the generally-accepted thresholds slightly worse by 2018.

As well, the approach addresses only one of the recommendations that the 2004-2005 review raised for future Council consideration. It would not deal with any other ward boundary issues such as specific concerns or suggestions from Members of Council and residents.

If Council was to proceed with this approach, staff is of the opinion that a more comprehensive review would be required in advance of the 2022 elections. By the time of the 2022 election, Ward 3 is projected to have an estimated 70,650 residents, which is a 55 per cent variance from the average ward size.

Risk at the OMB: Under Section 222 of the *Act*, after Council passes a by-law to establish ward boundaries, an appeal may be made to the OMB.

If an appeal was to be made, the City may have to defend and explain the rationale for the limited scope of this review. This may be challenging given the current and projected ward size deviations that will not be addressed in this focused review, but actually made slightly worse.

Staff is of the opinion that this is the least defensible of the four options. Council is reminded that, if the matter is appealed by any elector (for a cost of \$125), the OMB has the authority to make an order affirming, amending or repealing the by-law. The Board could establish the ward boundaries it believes are correct. The OMB's ruling would be the final word, subject to a party to the hearing seeking leave to appeal to the Divisional Court on a question of law.

Option 3: "Focused" review based on recommendations from the 2004-2005 review of ward boundaries

Description: As set out in this report, the 2005 Recommendations Report suggested four items for future Council consideration. The "focused" review option would address these four items, which are as follows:

- (1) Growth patterns and the rural/suburban population split in Ward 19 to ensure that rural residents receive "effective representation."

The 2004-2005 review resulted in an anomalous situation in Ward 19 because the ward contains both suburban and rural residents. Consultation during that review determined that rural residents at that time felt that they were represented well and believed that the changing rural/suburban mix would not harm their community. The 2005 Recommendations Report suggested that Council in the future should review the growth pattern to ensure that rural residents continue to receive effective representation in light of a growing suburban population. The "focused" review would provide this assessment.

- (2) Growth pressures in the Ottawa East Suburban Area, and a potential realignment of ward boundaries in the area.

The "focused" review would look at growth trends in this area, which includes Wards 1, 2 and 11, as well as the suburban part of Ward 19. The 2005 Recommendations Report from the 2004-2005 Ward Boundary Review indicates that a realignment of ward boundaries may ease any growth pressures in this area. Specifically, the report notes that moving Blackburn Hamlet from Ward 2 to Ward 11 could relieve any pressure without the need to create a new ward.

- (3) Growth pressures in the Rideau River South Suburban Area, and the potential addition of a new ward in the area.

To address pressures in this growing area, which includes Wards 3 and 22, the 2005 Recommendations Report recommends the eventual phasing in of a three-ward configuration. The proposed third ward would be composed of lands from Ward 3 and Ward 22. The boundaries of this ward were set out in the Options Report from the 2004-2005 review. A map and written description of the boundaries are attached to this report as Document 3. The “focused” review would assess whether the three-ward option in this area is warranted at this time.

- (4) If a suburban area expands beyond the present Urban Growth Boundary, this area should be included in the adjacent suburban ward for the next municipal election. The same approach should be applied, if any amendment to the Official Plan expands the Urban Growth Boundary.

Pursuant to this recommendation, the “focused” review would move the OPA 76 expansion lands from rural wards to the adjacent suburban wards.

Public consultation: Consultation would be conducted in all affected areas.

Anticipated costs: The estimated cost of this approach is \$150,000 to \$175,000. It is anticipated that an expert consulting firm would conduct the assessments, including the public consultation and preparation of the necessary reports to Council.

In addition, there could be other cost implications associated with this option if a new ward was established through this approach. The approximate cost of a Member’s office over a four-year term is \$1.45 million, which does not include costs associated with the physical fit-up of new office space.

Projected timeline:

Task	Responsible	Date
Information Report to Council	City Clerk and Solicitor	July 2015
RFP issued to hire a consultant	City Clerk and Solicitor	October 2015
RFP evaluation and contract negotiation	City Clerk and Solicitor	November - December 2015

Public consultation on current Ward boundaries (Round I)	Consultant	February - March 2016
Information Report to Council setting out new Ward boundary options	Consultant	April 2016
Public consultation on new Ward boundary options (Round II)	Consultant	May - June 2016
Final report to Council with recommendations	Consultant	July 2016
Enacting by-law	City Clerk and Solicitor	August 2016
Give notice to the public that the bylaw has passed and prepare for Ontario Municipal Board (OMB) challenges	City Clerk and Solicitor	August 2016
45-day Appeal Period ends	City Clerk and Solicitor	September 2016
Last day for notice(s) of appeals to be received	City Clerk and Solicitor	September 2016
Notice(s) of appeal to be forwarded to the OMB by the City	City Clerk and Solicitor	September 2016
Expected OMB decision (within ~6 months)	OMB	March 2017

Staff comments: As indicated in this report, population trends that were projected by the 2004-2005 Ward Boundary Review are generally reflected in current estimates and projections. As such, the four items recommended for future Council consideration would address most issues currently anticipated with respect to growth and “effective representation.” The exception may be Ward 19 (which would have a variance of 36 per cent more than the average in 2022) or Ward 1 (which, if it included Area 11 from the OPA 76 expansion lands, would have a variance of 29 per cent more than the average.)

This “focused” review would not address the small population size of rural wards, but it is believed that this situation is arguably defensible under the principle of “effective representation.”

Staff is of the opinion that the results of a “focused review” would likely be valid for both the 2018 and 2022 municipal elections, and postponing the need for a comprehensive ward boundary review until 2023, for the 2026 municipal election.

The “focused” review would also mean that specific concerns or suggestions from Councillors and residents that do not pertain to the four items set out for future Council consideration in the 2005 Recommendations Report would not be addressed. In particular, this includes any other ward boundary issues in Wards 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18 and 23.

Risk at the OMB: Under Section 222 of the *Act*, after Council passes a by-law to establish ward boundaries, an appeal may be made to the OMB.

Staff believes a “focused” review based on the 2005 Recommendations Report is defensible at the OMB. The City may have to defend why it went ahead with this “focused” review rather than a “comprehensive” review, particularly given the number of wards with issues that will be addressed versus the number with issues that will not be touched.

The OMB may make an order affirming, amending or repealing the by-law. The Board could establish the ward boundaries it believes are correct. The OMB’s ruling would be the final word, subject to a party to the hearing seeking leave to appeal to the Divisional Court on a question of law.

Option 4: “Comprehensive” review

Description: This would be a detailed review similar to that which was conducted in 2004-2005. A comprehensive review would examine all issues and possible ward boundary configurations and make recommendations regarding ward boundaries across the City, with no predetermined outcome.

Public consultation: There would be extensive city-wide public consultation for this review.

Anticipated costs: A comprehensive approach is the most expensive and time-consuming option. The review would be expected to cost at least \$300,000 to \$325,000 and take more than one year to complete. An external consulting firm would be responsible for conducting public consultation and preparing the necessary reports to Council.

In addition, there may be long-term cost implications associated with the approach if any ward(s) are added, as described in Option 3.

Projected timeline:

Task	Responsible	Date
Information Report to Council	City Clerk and Solicitor	July 2015
RFP issued to hire a consultant	City Clerk and Solicitor	October 2015
RFP evaluation and contract negotiation	City Clerk and Solicitor	November - December 2015
Public consultation on current Ward boundaries (Round I)	Consultant	February 2016 – April 2016
Information Report to Council setting out new Ward boundary options	Consultant	June 2016
Public consultation on new Ward boundary options (Round II)	Consultant	July – September 2016
Final report to Council with recommendations	Consultant	October 2016
Enacting by-law	City Clerk and Solicitor	October 2016
Give notice to the public that the bylaw has passed and prepare for Ontario Municipal Board (OMB) challenges.	City Clerk and Solicitor	November 2016
45-day Appeal Period ends	City Clerk and Solicitor	December 2016

Last day for notice(s) of appeals to be received	City Clerk and Solicitor	December 2016
Notice(s) of appeal to be forwarded to the OMB by the City	City Clerk and Solicitor	January 2017
Expected OMB decision (within ~6 months)	OMB	July 2017

Staff comments: A comprehensive review would provide an opportunity to address all issues in all wards. All changes and trends following the last review would be taken into account. There would be flexibility to add or reduce the number of wards based on the results of consultations.

In addition, of the four options, the comprehensive approach provides an opportunity to establish ward boundaries that would hold for the 2018, 2022 and 2026 elections, providing stability of representation for communities.

That said, a comprehensive review is the most expensive and time-consuming option, and opens all boundaries to potential changes when only particular areas are projected to have issues during the next two municipal elections. Further, with no predetermined outcome, there is no certainty as to which of the current ward boundaries would be maintained.

Adopting a comprehensive review would also ignore the recommendations from the 2004-2005 review of ward boundaries that called for a focused review that would address pressure points without the need for another comprehensive review.

As noted earlier in this report, relatively few issues have been raised about the current ward boundaries by citizens and communities since the 2006 ward boundaries were established, compared to feedback received following amalgamation.

Risk at the OMB: After Council passes a by-law to establish ward boundaries, an appeal may be made to the OMB.

The wide scope of a comprehensive review may generate controversy and lead to more appeals. That said, staff is of the opinion that the more detailed process provides a stronger possibility of the by-law being upheld.

The OMB may make an order affirming, amending or repealing the by-law. The OMB could establish the ward boundaries it believes are correct. The Board's ruling would be the final word, subject to a party to the hearing seeking leave to appeal to the Divisional Court on a question of law.

RURAL IMPLICATIONS

As described in this report.

CONSULTATION

This report was prepared by the City Clerk and Solicitor Department with support from the Planning and Growth Management Department. As this report is for information purposes and is preliminary in nature to any overall review that may take place, no public consultation was necessary for its preparation.

Public consultation, as well as consultation with other stakeholders and Members of Council, will be an important element should Council approve a future review. Further information on the consultation timelines and mechanisms will be forthcoming should a specific option be selected. The consultation plan would take into consideration any lessons learned from previous ward boundary reviews in 2001-2002, 2004-2005 and 2009.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a city-wide report.

LEGAL IMPLICATIONS

The legal implications of the various options are described throughout this report. There are no legal impediments from Council receiving this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

FINANCIAL IMPLICATIONS

Funding for the various options outlined in the report is available from the Election Reserve.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report.

TERM OF COUNCIL PRIORITIES

There are no impacts on Term of Council Priorities associated with this report.

SUPPORTING DOCUMENTATION

Document 1 – OPA 76 Urban Expansion Parcels

Document 2 – Ongoing or Planned Ward Boundary Reviews in Other Ontario Municipalities

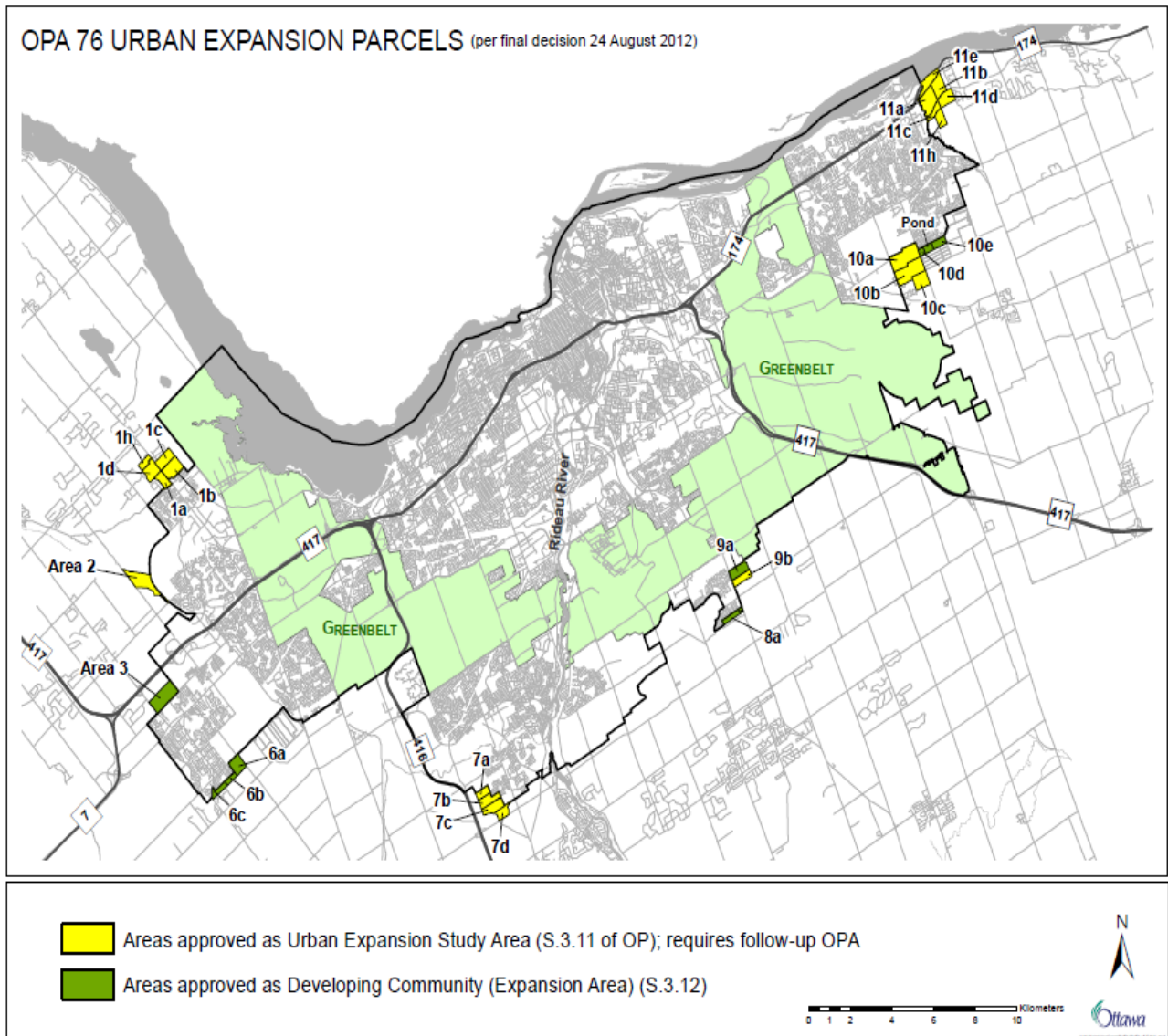
Document 3 – Three-ward configuration for the Rideau River South Suburban Area

DISPOSITION

Depending on the option chosen by City Council, staff will implement same in the fashion described in this report. Should Council select Option 1, staff will include the need for a comprehensive Ward Boundary Review in 2019 as part of the 2018-2022 Term of Council Priority list.

Document 1

OPA 76 Expansion Parcels



Document 2

Ongoing or Planned Ward Boundary Reviews in Other Ontario Municipalities

Several municipalities are proceeding with reviews of ward boundaries or have indicated that such projects are planned for the 2014-2018 Term of Council. Summaries of these reviews are provided in the following table:

MUNICIPALITY	TIMELINE	SUMMARY
Toronto	June 2014 - May 2016	Review is following a five-step process that includes research, two rounds of public consultation and civic engagement, and the development of ward boundary options followed by a final report with recommendations to Council. The cost of the review is \$800,050.
Hamilton	2014 - 2018 Term of Council	A staff Information Report in March 2015 indicated that it is expected that the consultant(s) for this review will be hired in May or June of 2015. The City published a " <i>Proposal for Consultant Services Required for a Ward Boundary Review for the City of Hamilton</i> " on June 9, 2015, with a closing date of June 30, 2015. On June 27, 2012, Council approved an upset limit of \$260,000 for the cost of a comprehensive ward boundary review.
Vaughan	2014 - 2018 Term of Council	On April 23, 2013, Council passed a resolution stating that it was committed to conducting "a broad-based ward boundary review sufficiently in advance of the 2018 municipal election, to allow for broad public consultation, the collection of independent evidence on population growth, the development of a finite number of ward boundary proposals for consideration by the public, and ultimately a single proposed configuration that in itself will be the subject of public

		consultation and Council's consideration." A staff report at that time indicated a preliminary cost estimate of \$40,000 to \$200,000.
Guelph	2014 - 2018 Term of Council	A review of ward boundaries is included as part of a Council-directed "Council Composition and Employment Status Review" that will be conducted during the Term of Council. According to the City Clerk's Office 2014 Annual Report, it is anticipated that the Terms of Reference will be established and a Request For Proposals will be initiated in 2015, with plans to begin the review in 2016 by a third party under supervision of the City Clerk.
Prince Edward County	2014 - 2018 Term of Council	Council has identified the need to address the size of Council as one of its goals for 2015. Council is inviting the public to submit proposals on potential changes to the size of Council and/or electoral ward boundaries. Council is to consider proposals in June and July of 2015.

Document 3

Three-ward configuration for the Rideau River South Suburban Area

The *Ottawa Ward Boundary Review: Options Report* (February 2005) provided the following description of a proposed three-ward configuration for the Rideau River South Suburban Area (which is shown as “Option 1” in “Figure 3” below):

“A new ward is created in the southern part of the present Ward 10³. It is bounded on the north by Leitrim Road and on the south and east by the Urban Growth Boundary and the Greenbelt boundary. On the north the boundary runs along Leitrim Road to River Road, then north along River Road to the Greenbelt and then west to the Rideau River. This new ward includes the communities of Leitrim and Riverside South, both projected for high growth. It also crosses the Rideau River⁴. On the west side of the Rideau River, this new ward includes the suburban area bounded on the north by the Greenbelt from the Rideau River west to Woodroffe, then runs south on Woodroffe to Prince of Wales and south again to the Jock River, and then back to the Rideau River.

Appeals have been lodged against Ottawa’s new Official Plan south of the Urban Growth Boundary in the vicinity of Rideau Road. These appeals are still outstanding. Following the guiding principles, any lands that are changed by appeal to fall inside the Urban Growth Boundary would be added to this new ward.

A second new ward starts in the northeast at the intersection of Woodroffe and Fallowfield, runs westerly along Fallowfield to the railway tracks, then southwesterly to Greenbank, then south on Greenbank to the Urban Growth Boundary. Then the ward boundary runs easterly along the Urban Growth Boundary to the Rideau Ward boundary and then northeasterly to where the Jock River meets the Rideau River. Finally, the boundary runs north on Woodroffe back to Fallowfield.

Ward 3 is the remainder of existing Bell-South Nepean within the Urban Growth Boundary and outside the Greenbelt. The Ward is located between Greenbank and the Urban Growth Boundary. It is bounded on the north by Fallowfield, on the west by Highway 416 and on the south by the Urban Growth Boundary up to

Greenbank. In addition to the area just described, this Ward includes a small triangle in the northeast that starts at the intersection of Greenbank and Fallowfield. Its boundary runs east along Fallowfield to the railway tracks and then southwest back to Greenbank.”

³ Ward 10 becomes an urban ward; see [Section 2.1](#)

⁴ The Rideau River will not form a physical barrier in this location once the new bridge connecting Strandherd and Earl Armstrong is completed. Construction of this bridge is expected to begin in 2006.

Options Report - “Figure 3”

