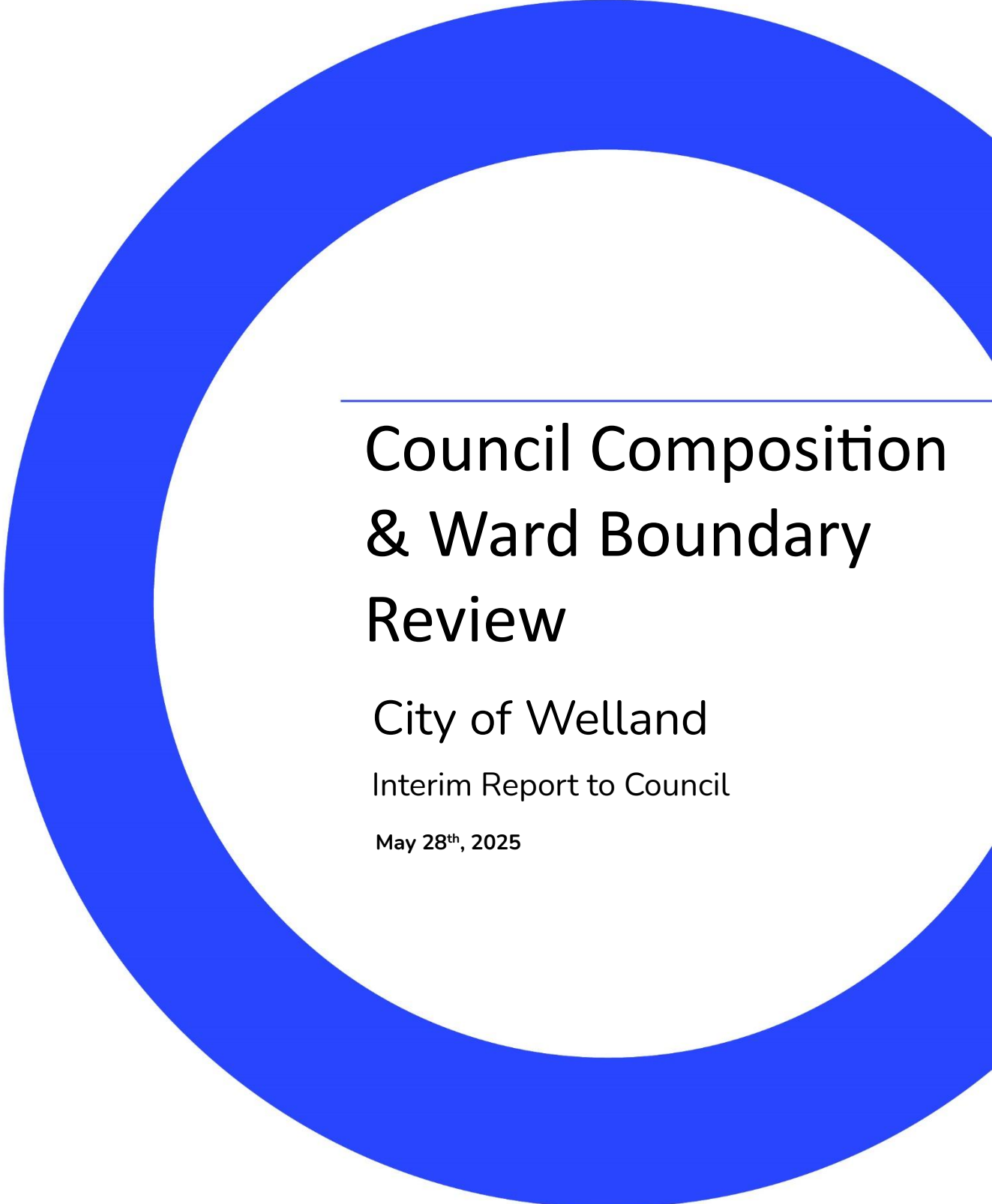


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Council Composition & Ward Boundary Review

City of Welland

Interim Report to Council

May 28th, 2025



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Executive Summary

In April 2025, the City of Welland retained StrategyCorp to conduct a Ward Boundary Review.

The purpose of the Review is to ensure that the City's ward boundaries provide a system of effective and equitable representation for all residents. The Review will develop and recommend ward boundary options that accommodate projected growth through the 2026, 2030 and 2034 municipal elections.

This Interim Report is intended to provide an update on progress so far and to outline our preliminary findings on the existing ward boundaries.

The Report is divided into four parts:

- **Part One** describes the Review's scope, process, and guiding principles for the Review.
- **Part Two** describes Welland's history, council structure, and ward boundaries.
- **Part Three** reports on how the current ward boundaries deliver effective representation.
- **Part Four** summarizes stakeholder input on the design of the future ward boundaries.
- **Part Five** reports on next steps.

Summary of Interim Findings

In Ontario, ward boundary reviews are guided by the “effective representation” test, first elaborated by the Supreme Court of Canada. The test is fully described below, but includes the current and forecast parity of wards.

- (1) Parity of Wards: Current Population
- (2) Parity of Wards: Forecast Population

It is generally accepted in Ontario that wards should not vary in population by more than +/- 25% from number of residents per councillor. Given that the wards are to be designed to be suitable for the 2026, 2030, and 2034 elections, optimal wards would not exceed 25% variation for that nine-year period.

Welland is experiencing rapid population growth. Welland's 2034 population is expected to be approximately **100,888** people, an increase of 54% from 2025, with almost 70% of growth concentrated in the north-west corner of the City – specifically in Wards 1 and 4.

Over the study period, this growth in Welland's population will result in variations in ward population that will exceed the allowable variation from parity, as follows:

Year	Wards with optimal parity	Wards with acceptable but sub-optimal parity	Wards outside the acceptable range of parity	Result
2026	Wards 1, 3, 4	Wards 2, 5, 6	None	Not optimized, but does not violate principle of parity
2030	Wards 3, 6	Ward 1	Wards 2, 4, 5	Violates principle of parity
2034	Ward 3	Wards 1, 6	Wards 2, 4, 5	Violates principle of parity

Additionally, the effective representation test requires that ward boundaries be sensitive to geographic factors relating community, physical features, and communication and accessibility.

While the existing boundaries have admittedly functioned for over 40 years, Welland is generally oriented along current and historic transportation corridors the run north/south through the City (i.e., the historic and active canals). Welland's wards, however, primarily divide the City along east/west corridors. Based on our analysis and stakeholder feedback, we do not conclude that the existing boundaries violate the geographic factors in the effective representation test, but we do think there may be opportunity for improvement.

Next Steps

We will undertake work to prepare options for boundaries that:

- achieve population parity goals for 2026 to 2034; and
- better respect geographic considerations relevant to the effective representation test.

As we undertake this task, we anticipate the high rate of population growth forecast for the period 2030 to 2034 will again significantly distort population parity, and will take this into consideration in our design approach.

The next phase of this project will include:

Project Milestones	Date
Share Draft Ward Boundary Maps to Council for Comment	June 16-27, 2025
Facilitate Public Consultation on Draft Ward Boundary Maps	July 12-27, 2025
Present the Final Report and Recommendations to Council for consideration	August 12, 2025

StrategyCorp will continue to work with Municipal staff to provide updates via the *Engage Welland* Project page and Welland's other regular communication channels.

Part 1: Project Overview

Introduction

The purpose of this Ward Boundary Review is to ensure that the City's ward boundaries provide a system of effective and equitable representation for all residents. The Review will develop and recommend ward boundary options that accommodate projected growth through the 2026, 2030 and 2034 municipal elections.

The purpose of this **Interim Report** is to:

- describe the Project;
- provide an update on progress so far;
- summarize the feedback from the first round of consultations; and
- outline our preliminary findings on the existing ward boundaries.

Terms of Reference

On January 14th, 2025, Welland City Council passed the following motions:

(1) "THAT THE COUNCIL OF THE CITY WELLAND approves the composition of council to remain status quo."

AND

(2) "THAT THE COUNCIL OF THE CITY OF WELLAND directs staff to conduct a ward boundary review."

In April 2025, the City retained StrategyCorp following a competitive, open bidding process to conduct a Ward Boundary Review (the "Review"). Specifically, the Town's Request for Proposal (RFP) outlines the following Terms of Reference:

"Phase 1 will be to review current Council Composition, Council Compensation¹ and feasibility of "At Large" vs Ward Boundary System of governance.

Phase 2 (Conditional) -in the event a ward boundary system is recommended, a review and recommendations for a ward boundary system including changes (if any) in the number of wards and optimal re-alignment. (if required)

If a ward boundary system is recommended, considerations will encompass potential alterations to ward boundaries, which may involve changes in the number of wards, realignment, or other modifications. The review and recommendations will consider the following factors:

- *Historical context of prior ward boundaries within the municipality*
- *Geographical constraints, such as canals and major roads*
- *Current and anticipated future growth, ensuring changes remain pertinent for the upcoming three elections (2026, 2030, 2034)*

¹ Council compensation was subsequently excluded from the scope of the Review.

- *Best practices in the field*
- *Public engagement/input and stakeholder participation*
- *Evaluation of the pros and cons associated with each proposed governance option*

Ultimately, the review findings and recommendations will be presented to the Welland City Council for approval, with all presentations and reports.”²

Given Council approved the status quo for council composition (1) at the January 14th meeting, this Review will only consider ward boundary configuration for a Council of 13 including the Mayor, and 12 councillors elected by ward where each of Welland’s six wards elect to councillors each.³

Statutory Authority

Ontario law gives municipalities a significant degree of flexibility to pick their own ward and council structure. The *Municipal Act* gives councils discretion to set:

- the number of members of Council (Municipal Act, 2001, s. 217 (1));
- the method of election for Councillors, which may be “by general vote or wards or by any combination of general vote and wards” (Municipal Act, 2001, s. 217); and
- the ward configuration, including the number of wards, the number of Councillors to be elected in each ward and the boundaries of the wards (Municipal Act, 2001, s. 222 (1)).

Overview of the Process

This project has two phases:

- **Phase One:** Preliminary Evaluation and Report to Council.
- **Phase Two:** Develop Options and Report to Council with Recommendations

Phase One: Preliminary Evaluation

During the first phase of engagement, StrategyCorp:

- reviewed Welland’s documents and data,
- informed residents about the process, and
- provided opportunity for stakeholders and the public to comment on the current structure and ward boundaries.

In preparing this Interim Report we have conducted the following activities:

- **Documentary review:** We reviewed Welland data, population forecasts, and previous ward boundary review material provided by the City.
- **Stakeholder interviews:** One-on-one interviews with Welland’s Mayor, Council and members of

² City of Welland. (2025) Request for Proposal #RFP25-05 Consulting Services for Ward Boundary Review. Section 4: Specifications and Requirements, page 22.

³ By the scope of the RFP, we have been instructed to include commentary on Council composition and method of election as an appendix to our final Report for information purposes only.

the senior staff.⁴

- **Digital information resources:** Information about the Review was posted on Welland's, "Engage Welland" website.
- **In-Person Public Meetings:** Two public meetings were scheduled for May 21st (Virtual) and May 22nd (in-person) at the Welland City Hall. Advance public notice was provided to the public via the normal communications channels of the City.⁵ No one made the choice to attend.
- **Online Public Survey:** A public engagement survey was posted on the City's, "Engage Welland" Website from May 12th to May 26th.⁶ The survey received 74 completed responses. A summary of the participation through the survey is available in Appendix A.

A Note on Online Public Surveys:

An Online Public Survey should **NOT** be mistaken for a Scientific Opinion Poll. Given that respondents were self-selecting, the online public survey results should not be misconstrued as a representative sample of the public or a quantitative public opinion poll of the population of Welland. Such a poll would have been different in that it would have required a randomly selected group of participants, chosen using methods to model Welland demographics.

As a result, where we have reported on the numerical outcomes, it should be taken as a report on the opinions of those who participated but **NOT** as statistically representative of broader public opinion.

Feedback collected through these events and the survey provided qualitative insights into the opinions of participants, which were very helpful identifying issues for us to consider in the preparation of the Interim Report.

Guiding Principles of this Review, the Principles of "Effective Representation"

This Review is guided by the principle of "effective representation" as outlined by the Supreme Court of Canada and applied by the Courts, the OMB and its successor Tribunals.

The principle of effective representation was set out by the Supreme Court of Canada in Reference Re Provincial Electoral Boundaries (Saskatchewan), [1991] 2 S.C.R. 158 (Carter),⁷ the leading authority for evaluating electoral systems in Canada.

⁴ Throughout, anonymous quotations from stakeholder interviews faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

⁵ To support public awareness and participation in the Ward Boundary Review, the City of Welland implemented a multi-channel communications strategy utilizing the following channels: Facebook posts (6 posts for the public meetings between May 14th and May 22nd, 2025), the city website and the city's engagewelland.com platform. A formal news release announcing the project was published on the City's website and covered by several local media outlets, broadening its reach.

⁶ The same channels were used to promote both the survey and the public meetings.

⁷ Carter is available online here: <http://scc-csc.lexum.com/scc-csc/scc-csc/en/item/766/index.do>.

The issue in *Carter* was whether a difference in population between provincial ridings in Saskatchewan infringed the right to vote protected by section 3 of the Canadian Charter of Rights and Freedoms (the Charter).

In *Carter*, the Supreme Court held that the purpose of the right to vote enshrined in the Charter is not “equality of voting power” but the right to “effective representation.”

Effective representation is the right to be “represented in government,” where “representation” entails both the right to a voice in the deliberations of government (the legislative role of elected representatives) and the right to bring your concerns to your representative (the ombudsman role of elected representatives).

Effective representation begins with voter parity, the idea that all votes should have equal weight and, as a result, the number of people living in each ward should be similar. According to the Supreme Court:

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.

While parity is of “prime importance,” the Supreme Court held that it 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 considering countervailing factors.

The Supreme Court provided a non-exhaustive list of factors that should be considered, including geography (natural and manmade), community history, community interests (such as urban and rural), minority representation and population growth. These factors allow the population of wards to vary to some extent.

It is generally accepted, that wards should not vary in population by more than 25% from the average, unless there is a good reason to depart from this having regard to overall effective representation.

When defining effective representation as the right protected by the Charter, the Supreme Court of Canada noted that the relative parity of voting power was a prime, but not an exclusive, condition of effective representation.

One thing is clear though. While maintaining relative parity is important, both now and in the future, it is not the only factor. As one Ontario Tribunal put it, “ward design is not just a purely mathematical exercise.”

Departure from mathematical parity should be avoided and minimized but may be justified where the other factors set out above combine to justify the departure to achieve overall effective representation.

In other words, effective representation is a balance. The Supreme Court rejected the “one person – one vote” approach in favour of a more nuanced approach that balances voter parity with a number of other factors to ensure “legislative assemblies effectively represent the diversity of our social mosaic.”

The principle of effective representation has been interpreted and applied in a long line of Ontario Municipal Board cases dealing specifically with ward boundary and council structure issues.⁸ They have subsequently been restated and refined in more recent cases such as Hamilton.⁹

Ward Boundary Review Evaluation Framework

To evaluate the City's current ward boundaries and future alternatives, we will use the following Evaluation Framework drawn from the Review's Terms of Reference and the principles of Effective Representation.

Each factor is described below. They include:

The "Effective Representation" Test

(1) Parity of Wards: Current Population
<i>Wards should have relatively equal populations. Subject to (6), it is generally accepted, that wards should not vary in population by more than +/- 25% from the average number of residents per councillor.</i>
(2) Parity of Wards: Forecast Population
<i>Consider population projections to maintain parity in the future. In this review, we have been directed to consider parity in through the 2026, 2030, and 2034 elections.</i>
(3) Consideration of Community or Diversity of Interests.
<i>Consideration will be given to recognize and accommodate communities with distinct social, economic, cultural, historical, or geographic identities ensuring ward boundaries do not overly fragment or concentrate these communities in ways that unduly dilute their voting power.</i>
(4) Consideration of Physical Features as Natural Boundaries
<i>Consideration will be given to using natural and man-made features as ward boundaries while keeping wards compact and easy to understand.</i>
(5) Consideration of Means of Communication and Accessibility
<i>Consideration will be given to grouping existing neighbourhoods into wards that reflect current transportation and communication patterns.</i>
(6) The Overriding Principle of "Effective Representation"
<i>While voter parity should be considered of "prime importance," a degree of variation is acceptable when taken into consideration with the other principles as they relate to a municipality's unique characteristics.</i>
Meets the overall test for "effective representation"?
YES / NO

⁸ See, for example, *Teno v. Lakeshore (Town)*, (2005), 51 O.M.B.R. 473 and *Osgoode Rural Communities Association et al. v. Ottawa (City)* [2003] Decision/Order 0605.

⁹ *Dobrucki v Hamilton (City)*, 2017 CanLII 85763 (ON LPAT).

Part 2: Welland's History, Current Council and Electoral Structure

About Welland

The City of Welland is located in southern Ontario, approximately 25 kilometers from Niagara Falls and the U.S. border. It is a lower-tier municipality within the Regional Municipality of Niagara.

The area was first settled in 1788, and its growth accelerated in 1833 with the construction of the first Welland Canal, which connected Lake Erie to Lake Ontario. Originally, the city was originally named Merrittsville in 1842 but in 1858, the city adopted the name, "Welland" after the Welland Canal, which continues to serve as a central element of the city's geography to this day.

Today, Welland's residential areas are characterized by an eclectic mix of housing. Reflecting its historic roots, the city includes historic neighbourhoods with notable heritage sites that serve as a symbol for its involvement in the War of 1812. Its residential areas feature a mix of well-preserved heritage homes, wartime housing, and contemporary developments.

Welland is still changing. The city has experienced transformative residential, commercial, and industrial growth and the population is projected to increase significantly by 2051.

History of Welland's Council Structure

The City of Welland was first established in 1917 with a council composed of six councillors and a Mayor. Within a year, council membership increased by two, resulting in a total of eight councillors and a Mayor.

In 1961, the composition of Council increased from eight to twelve members of Council and a Mayor. There is limited information available before 1981 on the number of wards that existed within the city.

On February 17, 1981, a by-law was passed that divided the city into six wards with two councillors elected per ward.¹⁰

Welland's current Council Composition and Structure was adopted in 2005. The City Clerk recommended that Welland's boundaries be redivided amongst the six wards to ensure the population was equally distributed amongst the wards.

While recommendations were brought forward to change the Council composition and number of wards in 2021 and 2025, these reports were not accepted.¹¹ Additional details on the recommendations and outcomes of the City's previous ward boundary reviews can be found in the City's Report to Council titled, "Council Composition & Ward Boundaries"¹², Report to Council titled,

¹⁰ City of Welland By-Law 2005-78

¹¹ Welland, Staff Report to Council (May 18, 2021), "Council Composition – Eight (8) Wards and Eight (8) Councillors for the 2022 Municipal Election" and Welland, Staff Report to Council (January 14, 2025), [Response to Notice of Motion – Options to Reduce Council Size to Lessen Financial Impact on Taxpayer](#)

¹² Welland, Staff Report to Council (Sept 1, 2020), "Council Composition & Ward Boundaries"

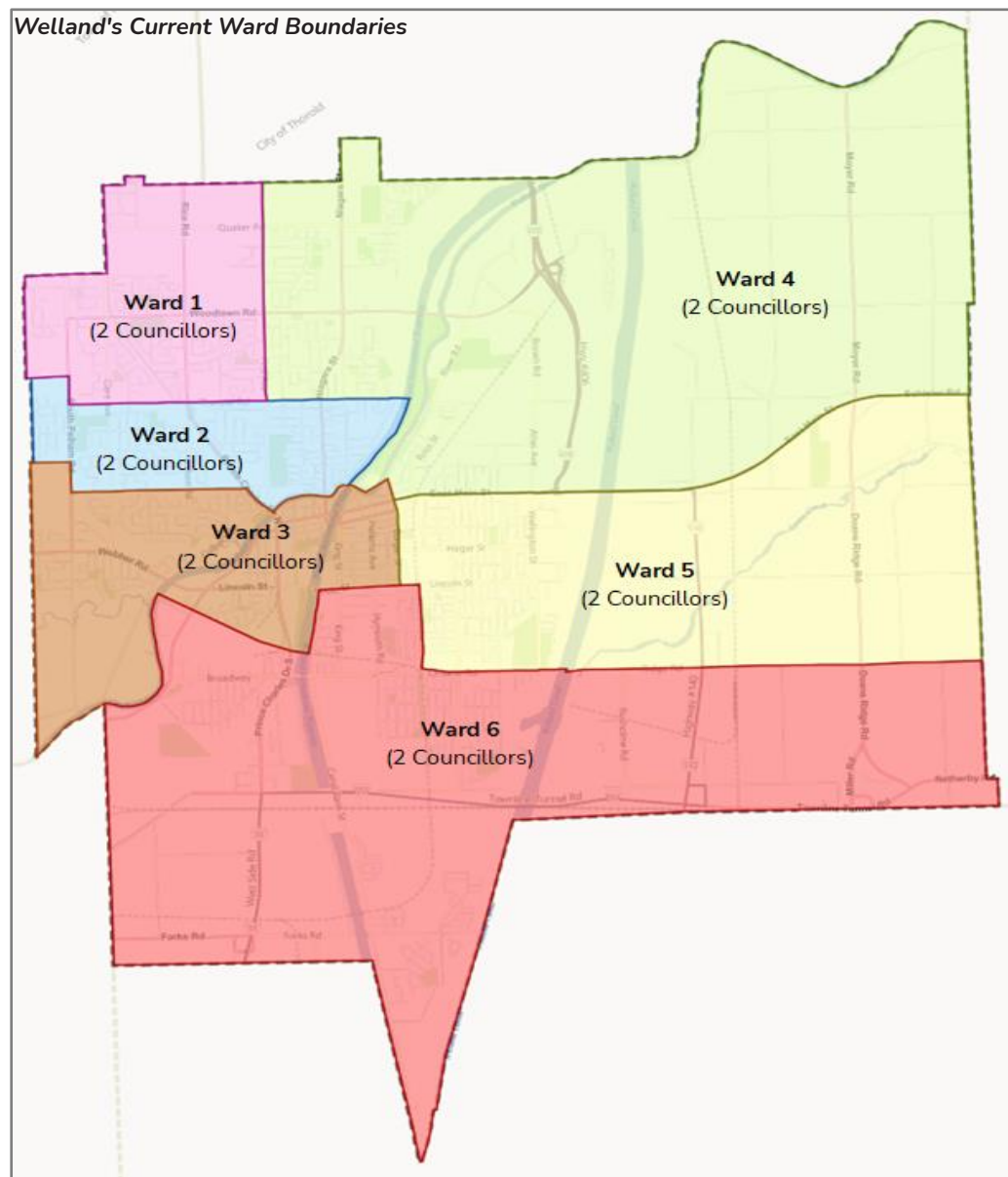
“Council Composition – Eight (8) Wards and Eight (8) Councillors for the 2022 Municipal Election” as well as By-Law 2005-78.¹³

Current Council Structure and Ward Boundaries

Welland's Council currently has thirteen members:

- one Mayor who is elected at-large by the entire City, and
- twelve councillors elected by ward in six wards.

Welland is also represented by two councillors on Niagara Regional Council, who are elected at large, but this Review does not include the City's representation on Regional Council.



¹³ City of Welland By-Law 2005-78

Recent Electoral History: Participation in Welland's Elections

Welland's recent electoral participation trends are comparable to or below provincial norms.

Participation in elections can provide some indication of the overall health of a local democracy. We reviewed:

- Recent **voter participation in elections**
- Rates of **incumbency, acclamation and turnover among councillors**

Dissatisfaction with council structures and wards can contribute to disengagement, and result in poor results in both subject areas.

Voter Participation

Recent Voter Participation statistics are lower than provincial norms.

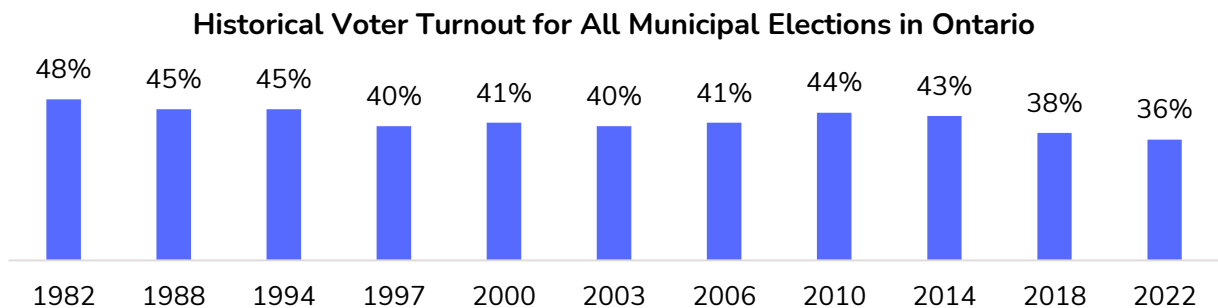
The overall voter turnout in Welland in recent elections is presented in the table to the right.

Welland's overall voter turnout has been significantly below the provincial average in two of the past three municipal elections by ~7% in 2014, and 10% in 2022. In 2018, Welland's turnout trended below, but more in-line with the provincial average.

The chart below shows the trends in historical voter turnout for all municipal elections (based on 385 municipalities that conducted direct elections and provided voter turnout information). Average voter participation across the province has been decreased in each election since 2010, included by ~2% from the 2018 to 2022 elections.

Voter Turnout in Welland	
Year	Welland Turnout
2022	26%
2018	34%
2014	36%

(Source: Association of Municipalities of Ontario & Niagara Falls Review)



Source: Association of Municipalities of Ontario (AMO)

By comparison, voter turnout in Welland dropped ~8% from 2022 to 2018. While decreased turnout over the last 3 elections is in-line with provincial trends, Welland has generally seen lower turnout than the provincial average.

Overall, it appears that Welland generally has comparatively low levels of participation in local elections. Voter turnout is consistently lower and decreasing more significantly over time than the provincial average, even when accounting for province-wide decreases in participation overall.

While we cannot determine definitively whether low voter turnout is in response to the current structure of Council and wards, it indicates a disengagement with local democratic systems that warrants further investigation into these structures.

For the purposes of this review, our interim conclusion is that we cannot rule out the current structure of Council and Wards as a deterrent to participation in elections by the voting public. Given the record of voter turn out, it would appear to be either neutral or negative.

Incumbency, Acclamations, and Turnover

Rates of incumbency, acclamations, and turnover are comparable to provincial norms.

A high rate of acclamation is generally considered a bad sign in a local democracy. Similarly, turnover in Council is considered a healthy sign of engagement, although success by incumbents is not in and of itself a bad sign.

In 2022, Welland generally had healthy competition among candidates, low levels of acclamation, and slightly above average rates of incumbency on Council.

The chart below illustrates the rates of competition, incumbency, and acclamation for candidates running in the 2022 elections across Ontario's 417 municipalities.¹⁴

**2022 Rates of Competition, Acclamation, and Incumbency
for Municipal Election Candidates in Ontario**

	Incumbent (Same Office)		Incumbent (New Office)		New Candidate		Total #
	(#)	(%)	(#)	(%)	(#)	(%)	
Acclaimed	388	22%	46	13%	119	3%	553
Elected	1,046	58%	161	46%	1,076	26%	2,283
Unsuccessful	357	20%	143	41%	2,989	71%	3,489
Total	1,791		350		4,184		6,325

(Source: AMO, 2022)

- **Acclamations:** In 2022, Welland had no acclamations. This compares to the provincial average of 8% across all candidates, and 20% for incumbents running for the same or new offices.
- **Competition:** Welland generally had healthy competition for the remaining seats on Council:
 - **Mayor:** 2 candidates for 1 seat
 - **Ward 1:** 5 candidates for 2 seats
 - **Ward 2:** 6 candidates for 3 seats
 - **Ward 3:** 4 candidates for 2 seats
 - **Ward 4:** 4 candidates for 2 seats
 - **Ward 5:** 3 candidates for 2 seats
 - **Ward 6:** 5 candidates for 2 seats
- **Incumbency:** In Welland in 2022, 11 of 13 incumbents (84%) who ran for re-election to Council were successful, slightly higher than the provincial average incumbency rate of ~80% for both elected and acclaimed candidates.

¹⁴ [AMO, 2022](#)

Overall, Welland's rates of acclamation, incumbency, and turnover are in line with provincial averages and do not indicate any major issues with the City's existing electoral structures.

Conclusion

While candidate participation in Welland appears to be in line with provincial norms, voter participation appears to be significantly below provincial norms, we are therefore unable to rule out whether the structure and ward boundaries are acting as barriers to a healthier local democracy.

Part 3: Evaluating Welland's Current Ward Boundaries

Voter Parity: Today and Tomorrow

An assessment of voter parity requires us to consider the population of Welland and its distribution across the six wards, through the 2026, 2030, and 2034 municipal elections. For many reasons, population is constantly changing, both in terms of numbers, and location of residence. For this reason, any calculations should be considered estimates.

Current Population

The 2025 population numbers form the baseline of our calculations.

Statistics Canada (StatsCan) estimated Welland's 2024 permanent population to be 63,874. These figures are a "gold standard," but have different parameters than those required of a ward boundary review. For this Review, it is also necessary¹⁵ to consider several other categories of residents who are not included in the StatCan calculation including:

- seasonal residents,
- students living in on-campus residences,
- temporary foreign workers, and
- international mobility program participants.

Building on the 2024 StatsCan estimate to account for recent growth and all other categories of residents, **Welland's 2025 population is estimated to be 65,418** for the purposes of this Report. Specific population estimates by ward are outlined in the table below.¹⁶

Ward	Ward Population	Share of Population	No. of Councillors	Population per Councillor	Variance from Quota ⁺	
					(#)	(%)
1	9,684	15%	2	4,733	-609	-11% "over-represented"
2	9,241	14%	2	4,629	-831	-15% "over-represented"
3	12,121	19%	2	6,070	+609	+11% "under-represented"
4	11,166	17%	2	5,590	+131	+2% "under-represented"
5	10,086	15%	2	5,051	-408	-7% "over-represented"
6	13,120	20%	2	6,567	+1,108	+20% "under-represented"
Totals / Quota ⁺	65,418	100%*	12	5,452 ⁺		

* Percentages may not add up to precisely 100% due to rounding

⁺ The quota is measured by dividing the total population by the total number of Councillors elected by ward.

¹⁵ Kingston (City) By-law 2013-83, Re, 2013 CarswellOnt 15531, 17 M.P.L.R. (5th) 331 (O.M.B.).

¹⁶ These estimates have been refined over the course of the Review and may be subject to further refinement through the process if, and as, further data arises. The methodology used for these estimates is available in Appendix B.

Voter parity in the existing ward structure is not optimal but does not violate acceptable ranges.

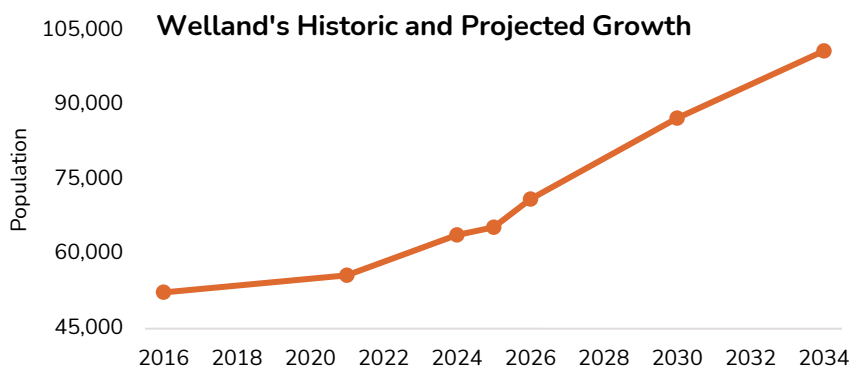
The last column in the chart above indicates that while two of Welland's wards depart from parity by more than +/-12%, they do not exceed the +/-25% maximum permitted variance from voter parity as defined by the effective representation test (the "25% test"). Accordingly, we conclude that from the perspective of parity, the existing ward boundaries remain an acceptable option.

Conclusion

In 2025, Wards 2 and 6 are at least somewhat over- or under-represented. While the extent of this variance is not so great as to be in violation of the "effective representation" test, it is worth exploring different ward boundary options that might improve voter parity in the next stage of this review.

Projected Population Growth

In the terms of reference, we were directed to design wards that could accommodate projected growth through the 2026, 2030, and 2034 municipal elections. It is typical for a ward boundary review to account for population growth through 2-3 election cycles.



However, Welland is a very fast-growing community. StatsCan estimates Welland's population grew nearly 15% between 2021 to 2024.

StrategyCorp worked with Welland's planning staff to estimate expected population growth up to the 2034 election. On a ward-by-ward basis, StrategyCorp used the City's future development projections to map exactly where growth is anticipated to occur.¹⁷

These growth forecasts are outlined below.

Ward	Cllrs / Ward	2026		2030		2034	
		Ward Pop	Variance from Quota ⁺	Ward Pop	Variance from Quota ⁺	Ward Pop	Variance from Quota ⁺
1	2	11,932	+1%	17,120	+18%	19,232	+14%
2	2	9,394	-21%	10,041	-31%	11,141	-34%
3	2	12,547	+6%	13,768	-5%	15,079	-10%
4	2	13,267	+12%	20,082	+38%	26,212	+56%
5	2	10,068	-15%	9,984	-31%	10,294	-39%
6	2	13,875	+17%	16,335	+12%	18,929	+13%
TOTAL/QUOTA	12	71,081	5,923⁺	87,329	7,277⁺	100,888	8,407⁺

⁺ The quota is measured by dividing the total population by the total number of Councillors elected by ward.

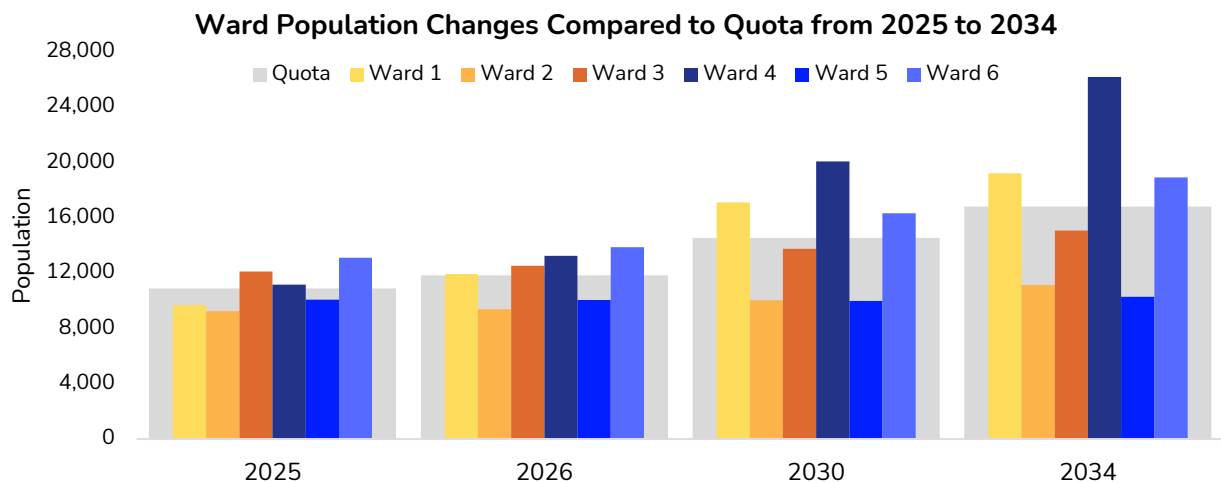
¹⁷ Specific annual projections for various settlement areas are available in Appendix C.

Welland's 2034 population is expected to be approximately 100,888 people, an increase of 54% from 2025, or approximately 35,469 people. This represents an average annual growth rate of approximately 6% from 2025 to 2034.¹⁸

The impacts of this growth on Welland's existing ward populations is outlined below:

- Welland's north end (Wards 1 and 4) is expected to receive almost 70% of the total growth the City expects between 2025 and 2034. The population of Ward 4 is anticipated to increase by 135% and Ward 1 is anticipated to increase by 99%, representing 42% and 27% of all growth respectively.
- The south end (Ward 6) is also expected to receive a disproportionately large amount of the City's total anticipated growth (16%), increasing its population by 44% between 2025 and 2034.
- The west end of Welland (Wards 2 and 3) will see comparatively lower rates of growth. Wards 2 and 3 are each expected to grow between 21-24% between 2025 and 2034, representing 5% and 8% of all growth respectively.
- Finally, Ward 5 in the eastern central portion of the City, will grow by only 2% between 2025 and 2034, or less than 1% of all anticipated growth.

The impacts of these population changes on parity can be visualized in the chart below, where each ward's population is plotted over the next three election cycles and is overlaid against the optimal population by ward (the quota; in gray) for the purposes of parity.



The chart above also shows that the “spread” in population between wards increases over time – i.e., the gap in population between the wards with the lowest and highest populations gets worse with each successive election. This indicates that anticipated growth distribution may result in challenges

¹⁸ Welland's Development Charges Background Study (2022) projected residential population to increase by ~25,000 people between 2022-2031 and by an additional ~23,500 people between 2032-2041; an increase of ~11,800 and ~10,600 units respectively (Table ES-2). Study found here:

<https://www.welland.ca/Planning/pdfs/Welland2022DCBackgroundStudy.pdf>

designing **any** single ward boundary map that can deliver effective representation for all wards through all three of the election cycles included in the Terms of Reference for this Review.

This is because the changes in variance “spread” from 2025 to 2034 are so great that designing ward boundaries that would achieve acceptable parity in both years may require the design purposefully over- or under-represent wards today, with the understanding that they would trend towards and then away again from parity by 2034.

Conclusion

By 2030, it is forecast that the relative parity of Wards 2, 4 and 5 will have further declined to the extent that they would no longer be tolerable under the “25% test,” and these trends would only continue away from parity through 2034. There are opportunities to improve the voter parity – at least through 2030 – by exploring alternative ward boundaries.

As we design draft new ward boundary map options, we will examine how accounting for population growth through the 2034 election impacts the ability of the ward boundaries to deliver effective representation in 2026 and 2030 and may recommend options that do not accommodate growth from 2031-2034. In this case, we will outline preferred ward boundaries that delivers effective representation through the next two election cycles (2026 and 2030) with the recommendation that Welland review the boundaries again before the 2034 election based on changes to realized or forecasted population growth.

Commentary Welland’s Current Ward Boundary Map Overall

In considering Welland’s current boundaries overall, the majority of the comments focused on:

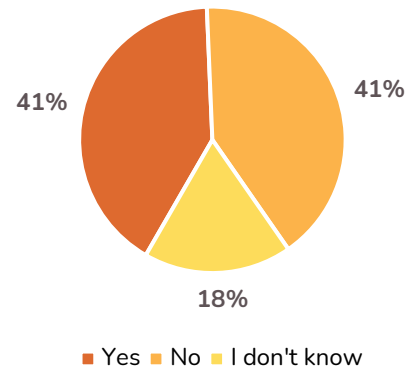
- **Importance of using clear geographic boundaries:** Welland has clear physical features such as the Canal’s and the 406 that can be used as boundaries for the wards. While the Canal is used in some cases as a current boundary, comments suggest that it is a physical dividing line within Welland and should be used to a greater degree as a ward boundary.
- **Keeping neighbourhoods together:** There are distinct neighbourhoods that exist within Welland such as the downtown core, French Town, Cooks Mills and Dain City. In some cases such as with Dain City and French Town, the neighbourhood falls within one ward but in other cases such as Cooks Mills and the Downtown they are divided amongst the wards. Comments focused on ensuring that communities of interest are kept together as ward boundaries are redrawn.
- **Agreement that boundaries need to be adjusted:** There was consistent agreement across the comments that the ward boundaries need to be adjusted to account for growth within different parts of the city. Comments also highlighted that some boundaries are confusing and that residents do not always know what ward they are in.

Summary of Feedback on Ward Boundaries Overall

Through the public consultation we heard a wide variety of comments on the existing ward system.

Overall opinions were divided amongst survey respondents on the level of satisfaction with current ward boundaries. 41% of respondents said they were satisfied with the boundaries of their ward. Whereas, 41% of survey respondents also indicated that they were not satisfied with the current boundaries. As discussed above, many of the comments we heard from the public focus on ensuring that the boundaries consider the growth of communities, using geographic boundaries such as the canal and keeping communities of interest together.

Survey Respondent's overall satisfied with the current boundaries of their wards



Additional commentary and analysis on individual wards is outlined in Appendix D.

Representative Stakeholder Comments on Refining the Existing Boundaries Overall¹⁹

Keep wards as is.

- ▶ "The current ward boundaries work, leave them alone."

Growth in some Wards is increasingly more rapidly than in other parts of the city.

- ▶ "Ward 3, 4 and 6 will grow because that is where most of the development is."
- ▶ "Biggest growth is ward 3, 6 and 1."
- ▶ "North part of Welland is awkward because of how much growth is to come."

Keep Downtown together.

- ▶ "Downtown is divided amongst the Wards."

Ward boundaries need to be adjusted.

- ▶ "Ward boundaries need to change"
- ▶ "No question in my mind that the boundaries need to change."
- ▶ "To make the wards more fair consider moving the boundaries of Wards 1 & 2 to the east and Ward 3 to the south to enlarge them equally with the rest. I still think 2 councillors per ward makes it easier for citizens to reach one of their councillors."
- ▶ "The 406 should be the beginning of ward 2."
- ▶ "Ward 3 should be before the bridge."

The Canal should be used as a boundary.

- ▶ "I think the Ward 4 boundaries should be Niagara Street to the west, and the Welland Canal to the east."
- ▶ "Ward 4 stop it at canal/river in east"

¹⁹ Anonymous quotations represent stakeholder comments that faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

Summary of Findings on Existing Ward Boundaries

The “Effective Representation” Test

(1) Parity of Wards: Current Population
All wards fall within the acceptable range of parity. Wards 2 and 6 are outside the “optimal range” (+/- 12.5%)
(2) Parity of Wards: Forecast Population
- In 2026, all wards remain within the acceptable range of parity. Wards 2, 5, and 6 will fall within the acceptable but sub-optimal range. - In 2030, Wards 2, 4, and 5 will fall outside the acceptable range of parity. Ward 1 will remain within the acceptable but sub-optimal range. - In 2034, Wards 2, 4, and 5 will have fallen further outside the acceptable range of parity. Ward 1 and 6 will remain within the acceptable but sub-optimal range. - The “spread” in variance among ward population goes from 38% in 2026 to 95% in 2034.
(3) Consideration of Community or Diversity of Interests.
- Cooks Mills and the Downtown area are both divided among 3 wards. - Most other established communities – incl. Dain City, South Welland, French Town, Plymouth Cordage – are not divided among Wards.
(4) Consideration of Physical Features as Natural Boundaries
- Several ward boundaries follow major transportation arteries (incl. First Ave., Thorold Rd., East Main St., Lincoln St., Ontario Rd., and Ridge Rd.). - Ward boundaries inconsistently align with, or ignore, Welland’s waterways (incl. the Welland River, Recreational Waterway, and Canal) which are significant natural boundaries in the City. - Part of the boundary between Wards 3 and 6 runs along a decommissioned rail line through a naturalized area, which no longer acts as a recognizable boundary.
(5) Consideration of Means of Communication and Accessibility
- Welland is generally oriented along current and historic transportation corridors the run north/south through the City (i.e., the historic and active canals), however Welland’s wards seem to primarily divide the City along east/west corridors. - In ward 4 and 5, East Main St, is the only connection between the east and west sides of the ward, in ward 6, the Townline Tunnel is the only route. - There are also few crossings of River or Recreational Waterway in Wards 3 and 6.
(6) The Overriding Principle of “Effective Representation”
- While Welland’s wards do not exceed the acceptable ranges for parity today, anticipated population growth is likely to create sufficient variance between wards to violate acceptable ranges by the 2030 election. - Additionally, three wards are outside of optimal range for parity with little evidence these variances are justified based on other factors of overall effective representation today.
Meets the overall test for “effective representation for the period 2026-2034?
NO

Part 4: Input from the Process on the Design of the Future Ward Boundaries

The next step in the process will be the design of ward boundaries. This process will have regard to all the matters discussed above.

The following summarizes the advice that we have from the stakeholders and the community on considerations that should go into the design of ward boundaries.

Comments from Public Survey on Design Priorities

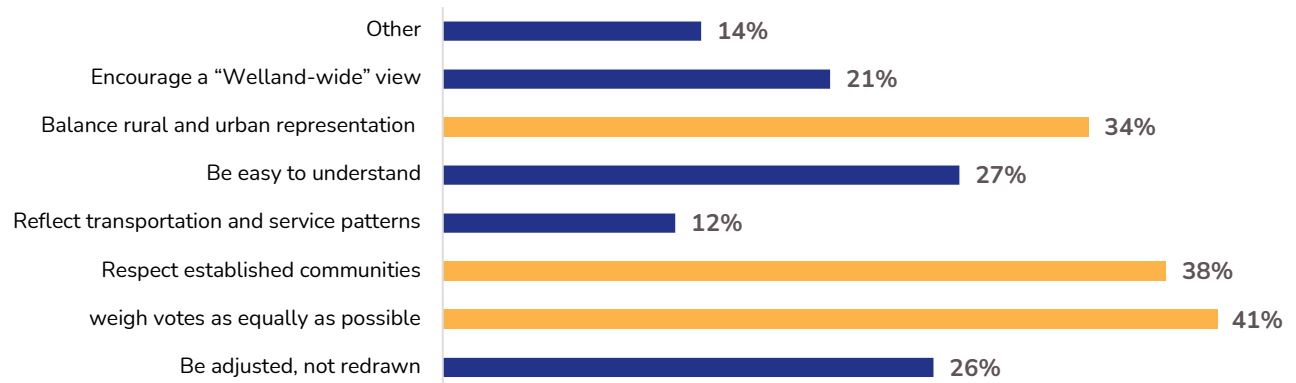
Survey participants were asked to select the priorities they considered most important in designing ward boundaries. They were allowed to select as many options as they liked. Ensuring voting weight parity and respecting established communities were both selected by over half the participants.

Options for Public Survey on Ward Boundary Design Priorities

Priority	Description
Be adjusted, not redrawn	No change for the sake of change.
Ensure each vote is weighted equally as possible	Distribute population as equally as possible among wards, so all votes are approximately equal.
Respect established communities	Not divide communities of interest or established neighbourhoods.
Reflect transportation and service patterns	Respect the patterns by which Welland's residents move around the community.
Be easy to understand	Reflect major geographical features, like the Welland Canal or a major roadway like the Highway 27.
Continue to deliver balanced representation of both urban and rural communities	Ensure adequate representation for the rural community.
Encourage a "Welland- wide" view	Wards should include a variety of geographies, neighbourhoods and perspectives

The following graph describes the three factors that are most important to each survey respondent.

Percentage of Survey Respondents who Identified Each Factor as being Most Important to Them (up to three selected)



Representative Stakeholder Comments on the Redesign of Ward Boundaries²⁰

Use the Canal as a dividing line.

- ▶ *"Canal as a natural boundary."*
- ▶ *"I like the physical separation of looking at the river or the canal; just to try to make it as easy as possible."*
- ▶ *"Canal is a big divider for Welland."*
- ▶ *"East side of canals should be ward 5. Keep hunters point in ward 4."*
- ▶ *"East of the canal is rural and should be treated differently than west of the canal. The canal should be the boundary line."*

If possible keep the rural community together...

- ▶ *"Agriculture should not be broken up if possible."*
- ▶ *"A ward with all rural would be a possibility but I don't think it would have the population."*
- ▶ *"The rural and agricultural area should have its own representative rather than those who care only for urban issues."*

Keep downtown together.

- ▶ *"Community interests are important as well. Where do we group downtown? The downtown core which Ward 3 and then Ward 4 and 5 are in. The downtown area has 6 different councillors involved."*
- ▶ *"Keep downtown together and keep like-minded and lifestyle, economics together."*
- ▶ *"I wouldn't split downtown, and I don't think you would."*
- ▶ *"Consideration to make downtown area it's own ward."*

Ensuring equity in representation is important.

- ▶ *"Needs to be more equitable with the size of people represented per ward."*
- ▶ *"Adjust wards based on population."*
- ▶ *"The only balanced way to fair elections is to ensure all wards are equal in population and representation."*

Summary of Key Themes for Ward Redesign

- **Achieving voter parity within Wards:** Ensuring that each vote is weighted equal as much as possible was the most selected factor that survey respondents wished to be considered when designing ward boundaries. Consultation comments reflect the data points in this report that growth has not occurred consistently across the voters which has resulted in discrepancies in voter parity across the wards.
- **Keeping historic communities together:** Respecting establish communities was the second highest factor that respondents wished to be considered when designing ward boundaries. We have heard several suggestions for redrawing the boundaries to consider keeping historic

²⁰ Anonymous quotations represent stakeholder comments that faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

communities together (for example, Cooks Mills). The Downtown neighbourhood is another example that is divided between multiple wards, but represents a singular community. Comments have suggests that the boundaries that divide the downtown are confusing for residents.

- **Creating a rural ward:** The rural part of Welland is divided between multiple wards which include both rural and urban interests. Stakeholder comments have suggested that creating a singular ward for rural interests would create clarity for the ward boundaries.
- **Dividing by Geographic or Man-Made Boundaries:** We have heard some commentary on creating new ward boundaries using the Welland Canal as it is a core dividing line in Welland. This will be taken into consideration as part of the next phase of this project.

Part 5: Next Steps

The next step is to develop ward boundary map options for the City's six ward structure.

During the consultation process, we asked for and received feedback on potential design considerations. That feedback is summarized in Part 4 and will be an input to the design process.

We anticipate reporting on the schedule set out below:

Project Milestones	Date
Share Draft Ward Boundary Maps to Council for Comment	June 16-27, 2025
Facilitate Public Consultation on Draft Ward Boundary Maps	July 12-27, 2025
Present the Final Report and Recommendations to Council for consideration	August 12, 2025

At each stage of this review StrategyCorp will continue to work with City staff to provide updates via the EngageWelland Project page and through the City's other regular communication channels.

Appendix A: Summary of Public Survey Engagement Demographics

Public Engagement Survey

- **Online Public Survey:** A public engagement survey was posted on the City's, "Engage Welland" Website from May 12th to May 26th, 2025. The survey received 74 completed responses.

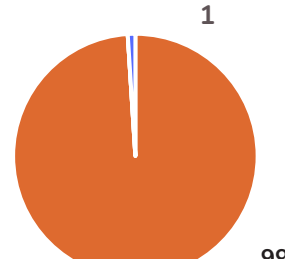
Respondents by Residency:

- **99%** of survey respondents live in Welland full time.
- **1%** said none of the above.

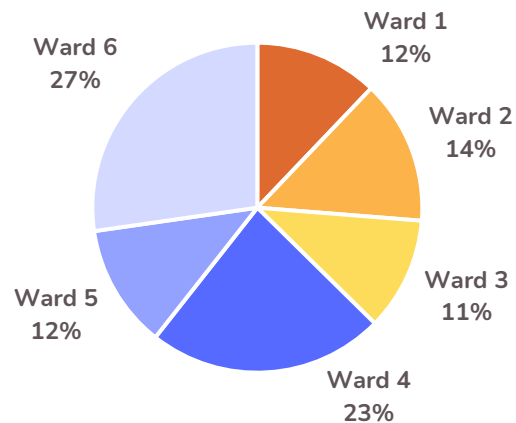
Respondents by Ward:

- Ward 6 represented 27% of respondents
- Ward 5 represented 12% of respondents
- Ward 4 represented 23% of respondents
- Ward 3 represented 11% of respondents
- Ward 2 represented 14% of respondents
- Ward 1 represented 12% of respondents

Which description best describes you?



What is your ward?



Respondents by Community:

Q3. Welland includes many communities, townships, hamlets, and neighbourhoods that residents identify with. What neighbourhood or community do you most identify with? (select all that apply).

Of the communities suggested, South Welland had the most respondents with 15%, followed by North Welland with 14%.

Appendix B: Population Modelling Approach

Appendix B: Population Modelling Approach

Population estimates by ward were prepared taking into consideration both permanent and seasonal residents, and students living in on-campus residences. These population groups must all be considered to ensure new ward boundaries provide an effective and equitable system of representation for all residents of the City.

Current Population Estimates

The following data sets and methodologies were applied to arrive at the 2025 population estimates assumed for the purpose of this Review:

1. 2024 MPAC roll number, address, property code, and unit data were used to determine the relative portion of permanent and seasonal units per ward.
2. The number of units per ward was adjusted to reflect the 2024 Statistics Canada total population estimate for Welland.
3. Building permit data for 2024 and 2025 was used to account for new units constructed in each ward since 2024.
4. Each unit was assigned an occupancy of 2.32 people based on the 2021 Statistics Canada reported household size average for Welland.
5. On-campus housing beds (234) at Niagara College were added to Ward 1 population estimate totals.

Final population estimates for 2025 were reviewed with the City's planning staff to ensure they appropriately reflect the City's understanding of the current population.

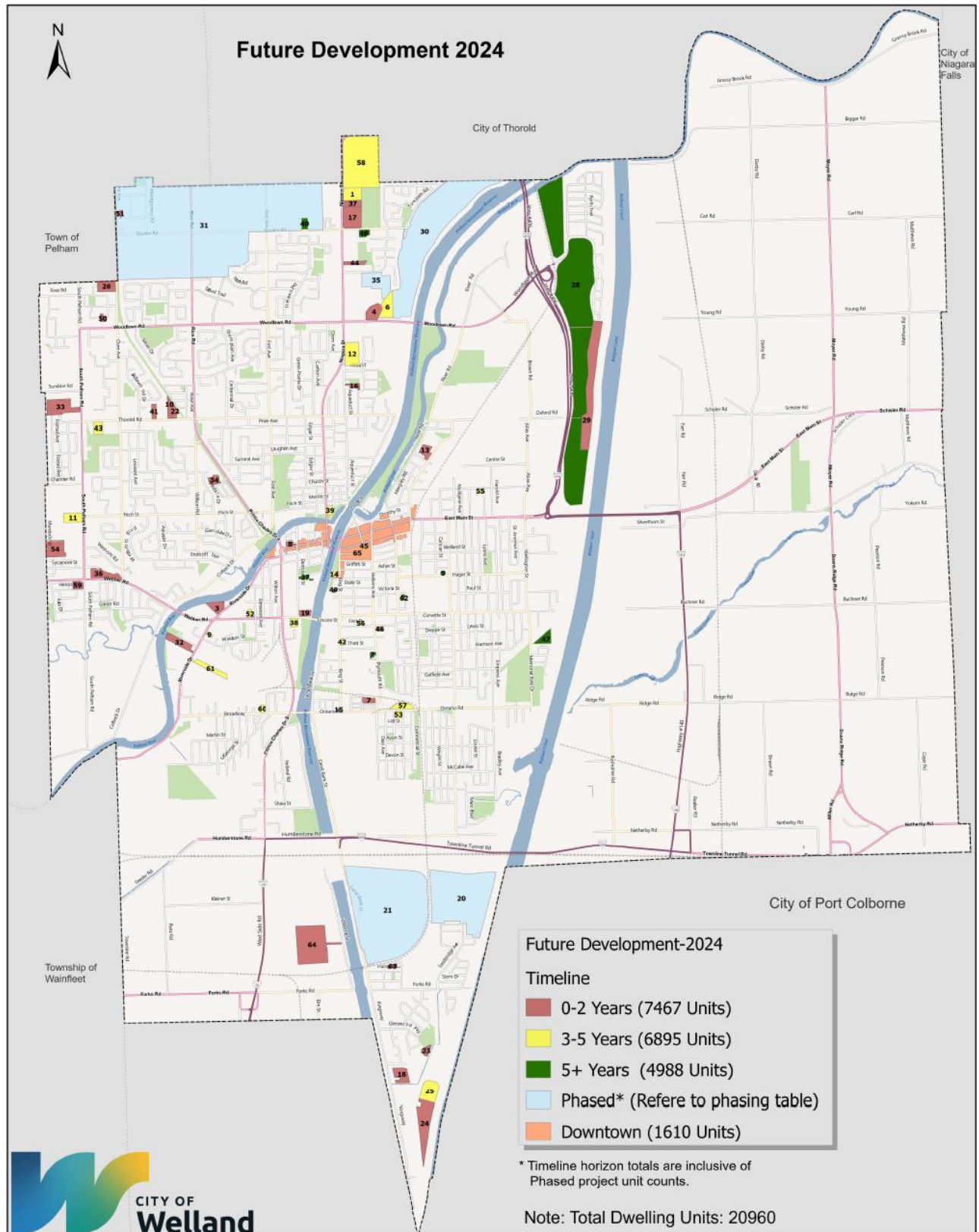
Future Population Estimates

StrategyCorp relied on Welland's future development forecasts (prepared in 2024), the Development Charges Background Study (2022), and direct feedback from planning staff to develop by ward population estimates for 2026, 2030, and 2034. The following methodology and assumptions were applied:

1. Using the 2025 estimates as the baseline for growth, StrategyCorp then assigned the annual additional units outlined in the City's 2024 Future Development Report (see Appendix C) to each ward. StrategyCorp made several adjustments to the rate of development of the anticipated new units to ensure forecasts reconciled with development expectations of the Development Charges Background Study (2022).
 - a. "Downtown" units were excluded from consideration in forecasts at the City's direction.
 - b. All timeframes in the Report were assigned a 2 year delay – i.e., developments with a "0-2 Years" timeline in the 2024 Future Development Report now had a "2-4 Years" (2026-2028) timeline, etc.

- c. To account for uncertainty pertaining to recent economic and immigration trends that may slow future growth, new units for the "5+ Years" timeline of the 2024 Future Development Report are not considered. Instead, new units from the "3-5 Years" timeline are projected to be built and fully occupied between 2029 to 2034.
2. Existing unit population rates of growth were informed by the City's Development Charges Background Study (Table 6-3). These rates, which account for projected mortality, emigration, and immigration, were applied to all units annually. A decline is anticipated in existing unit populations between 2025-2031, while an increase is projected from 2032 onwards.
3. An additional 50 Accessory Dwelling Units (ADUs) were assumed annually at the City's direction based on recent building permit trends.
4. Average household size was assumed to remain consistent (Statistics Canada 2021: 2.32).
5. The student population is assumed to remain consistent based on a fixed number of on-campus student beds.

Appendix C: Welland's Future Proposed Development



ID	Name	Location	Unit	Status	UnitType
1	1030 Niagara Street	1030 Niagara Street	247	Site Plan Agreement in process	Stacked Townhouses
2	141 Plymouth&108 MacLean	141 Plymouth Rd & 108 MacLean Pl	159	Pre-Consultation	Apartment Building
3	154 Riverside Drive	154 Riverside Drive	120	Site Plan Application	Stacked Townhouses
4	16 Seaway Drive	16 Seaway Drive	92	ZBA	(block, street or multiple-stacked) & Townhouses & Semidetached
5	162 Hagar	164-204 Hagar Street	10	Site Plan Exemption-Completed	Street Townhouses
6	18 Woodlawn	18 Woodlawn Road	42	Pre-Consultation	Stacked Townhouses
7	201 Ontario	20 Chestnut Trail (Formerly 201 Ontario, Phase 2)	95	Site Plan Application- Phase 2	Stacked Townhouses
8	212 West Main Street	212 West Main Street	161	Site Plan Application	Mixed Use-Apartment Building
9	215 Riverside Drive	215 Riverside Drive	28	Site Plan Agreement-on hold	Apartment Building
10	358 Thorold Road	358 Thorold Road	86	Site Plan Application-Completed	B2B & Stacked Townhouses
11	401 South Pelham	401 South Pelham Road	35	Site Plan Application-Hold	Townhouse-private roads
12	418, 430 & 440 Street	418, 430 & 440 Street	899	ZBA & OPA	Mixed Use Apartment building & Stacked Townhouses
13	50 Bruce Street	50 Bruce Street	122	ZBA- Appealed non-decision	Stacked Townhouses
14	1 Griffith Street	1 Griffith Street	240	Pre-Consultation	12- Storey Apartment Building
15	675-681 King Street	675-681 King Street	23	Site Plan Exemption	Multiple Dwelling
16	Aqueduct and Gadsby	368 Aqueduct St. and 155 Gadsby	24	ZBA&OPA Appealed	Condominium Townhouses
17	Bowling Alley	968 Niagara Street	6	Site Plan Application-Agreement in process	Mixed Use Apartment Building
18	Canal Trail	Kingsway and Talbot	31	Subdivision	Single Detached & Street Townhouse
19	Canalside Residence	240 Denistoun Street	99	Site Plan Exemption	Apartment Building-Condominium
20	Dain City East	Dain City East	801	Subdivision-Phase 3	Single Detached & Semi-detached & Townhouses
21	Dain City West	Dain City West	849	Subdivision	Single Detached & B2B Townhouses & Townhouses
22	348 Thorold Road	348 Thorold Road	84	Site Plan Application-Completed	Stacked Townhouses
23	Glenwood Parkway/Fusion	Glenwood Parkway	24	Condominium	Block Townhouses
24	Fusion Homes Phase 1	Fusion Homes Phase 1	85	Subdivision	Single Detached
25	Fusion Homes Phase 2	Fusion Homes Phase 2	82	Subdivision	Single Detached
26	Harvest Oak Extension	905 Clare Avenue	57	Subdivision	Semi-Detached & Street Townhouses
27	Harker Street Park Parcel	Harker Street	41	Pre-Consultation	Apartment Building
28	Hunters Pointe Phase 1	East of 406	1194	Subdivision	Single Detached & Stacked Townhouses & Street Townhouses & Condo Towns & Mixed Use Buildings
29	South Village Subdivision	East of Highway 406	185	Subdivision	Single Detached Units
30	Lock and Quay	West side WRW	4189	Subdivision	Street, Stacked, B2B Townhouses & Mixed use Buildings (High & Medium)
31	North-West Urban Expansion	North West Area	4350	Site plan application & Subdivision	Stacked Townhouses
32	Riverside Modern Towns	264 Riverside Drive	162	Site Plan Application-Complete	Stacked Townhouses
33	Southwoods Condominium	633 South Pelham Road	135	Site Plan Application	Street Townhouses & Apartment Buildings
34	The Village	517 Prince Charles Drive North	84	Site Plan Application	Stacked Towns & Street Towns
35	Warbler Place	800 Niagara Street/205 Lancaster Drive	1300	Subdivision	Apartment Buildings & Stacked Townhouses & Semidetached
36	West Creek	East side South Pelham/ 89 West Creek Court	69	Subdivision	Townhouse Condominium
37	1000 Niagara	1002 Niagara Street	371	Site Plan Application	Apartment Buildings
38	115 Lincoln Apartments	115 Lincoln Street	99	Consent	Mixed use-Apartment Building
39	130 Niagara	130 Niagara Street	251	Pre-Consultation	Apartment Building
40	238 Quaker Townhomes	232-238 Quaker Road	96	Pre-Consultation	Stacked Townhouse
41	392/398 Thorold Townhouses	392/398 Thorold Road	69	ZBA- Appealed	Stacked Townhouses
42	464 King Street	464 King Street	290	Pre-Consultation	Apartment Building
43	523-537 Thorold	523, 529, 535, 537 Thorold Road	250	Site Plan Application	Block Townhouses & Apartment Buildings
44	858 Niagara Street	858-862 Niagara Street	63	ZBA & Site Plan Application	Stacked Townhouses
45	Division and Cross	Southwest side Division and Cross	96	Pre-Consultation	Mixed Use Apartment Building

46	First and Plymouth	Southeast side Plymouth and First	6	Pre-Consultation	Street Townhouses
47	Memorial and Simcoe	0 Simcoe	56	Pre-Consultation	Freehold Townhouse
48	Quaker Road Condominium	91, 103, 109 Quaker	52	ZBA	Condominium Townhouses
49	State Street Apartments	23, 25, 29 State Street	30	Pre-Consultation	Apartment Building
50	Stoneybrook Crescent	41-70 Stoneybrook Crescent	7	Subdivision	Single Detached
51	Topham Condos	68 Topham Boulevard	7	Condominium	Single Detached & Townhouses (condominium)
52	50 Lincoln Street	50 Lincoln Street	63	Site Plan Application	Apartment Building
53	526 Ontario Road	526 Ontario Road	76	Site Plan Application	Stacked Townhouses
54	Murdock Phase 2	420 Murdock Road	27	Subdivision	Single Detached Dwellings
55	331 Major Street	331 Major Street	18	Pre-Consultation	Block Townhouses-Freehold
56	66-80 First Street	66-80 First Street	28	Pre-Consultation	Block Townhouses
57	595 Ontario Road	595 Ontario Road	198	Pre-Consultation	Mixed Use-Apartment Building
58	Fair Grounds	1100 Niagara Street	766	Pre-Consultation	Street & B2B Townhouses & Single Detached & Multiple Residential
59	44 Heron Site 1&2	44 Heron Street- Block 29	103	ZBA & OPA	Townhouses & Mixed-use Apartment Building
60	131-151 Broadway	131-151 Broadway	48	Pre-Consultation	Stacked Townhouses
61	277 Riverside Drive	277 Riverside Drive	16	Pre-Consultation	Townhouses
62	111 Victoria Street	111 Victoria Street	30	Pre-Consultation	Apartment Building
63	Superior Street Subdivision	27-87 Superior Road	16	Subdivision	Townhouses
64	Froude	Froude	8	Pre-Consultation	Condominium Lots
65	Downtown	Downtown	1610	Pre-Consultation	Various Types

Future Development 2024 - Phased Developments

Development	Horizon	Units
Dain East (20)	0-2 Years	137
	3-5 Years	158
	5+ Years	506
	Total	801
Dain West (21)	0-2 Years	419
	3-5 Years	430
	5+ Years	0
	Total	849
Lock and Quay (30) Note: Additional 399 units in Thorold (not counted)	0-2 Years	1376
	3-5 Years	726
	5+ Years	2087
	Total	4189
North West Urban Expansion (31)	0-2 Years	2614
	3-5 Years	1009
	5+ Years	727
	Total	4350
Warbler Place (35)	0-2 Years	500
	3-5 Years	800
	5+ Years	0
	Total	1300
Total	11489 Units	

Horizon	Unit_no
0 - 2	5046
3 - 5	3123
5+	3320
Total	11489

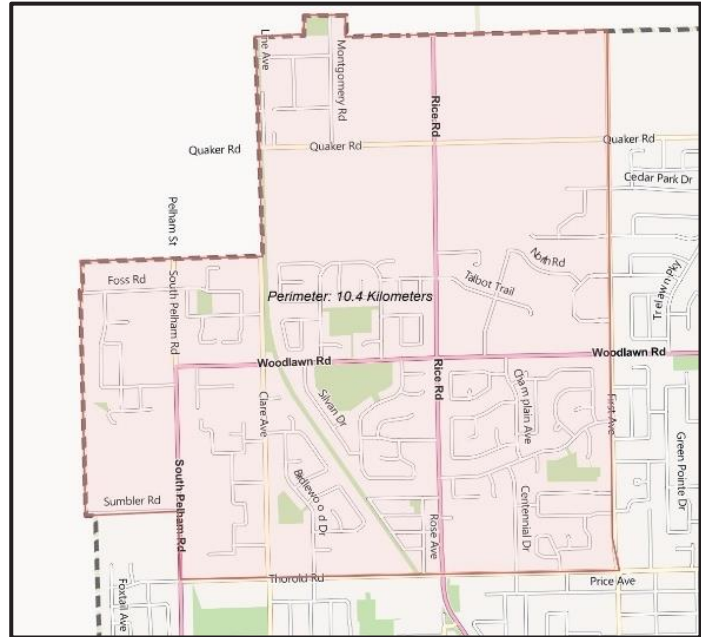
Appendix D: Commentary on Individual Wards

Ward 1

Ward 1 is located in the north-west corner of Welland and borders Font Hill. Thorold Rd and First Ave are the make up the southern and eastern boundary roads. The ward is predominantly residential. However, it also includes Niagara College and most of the student population lives on-campus or within ward 1 and neighbouring ward 4.

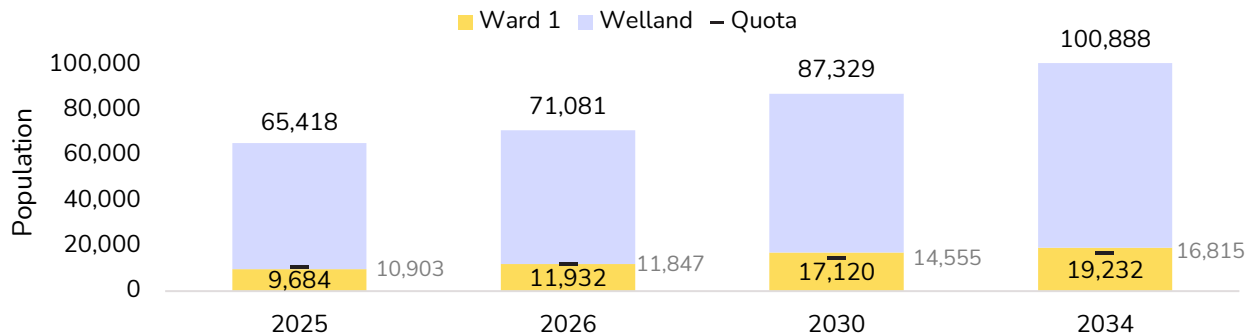
This Ward's population is expected to increase by 99% by 2034, representing 27% of all growth in Welland.

Like all of Welland's wards, this ward elects 2 councillors.



- **2025 Population:** 9,684
- **2025 Population Share:** 15%
- **Population per Councillor:** 4,842
- **Variance from average population per Councillor:** 609 fewer residents or 11% "over-represented".

Ward 1: Population projections, overall population and optimal ward size



Representative Stakeholder Comments on Ward 1 Boundaries²¹

The north part of Welland is a distinct community.

- ▶ "North part of Welland is a distinct community and the numbers are changing."
- ▶ "Ward 1 is a bedroom community that is a part of Welland."
- ▶ "Ward 1 doesn't face the issues that the old town faces. If it's not brand-new infrastructure. It's 50

²¹ Anonymous quotations represent stakeholder comments that faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

years old.”

The boundaries are clear.

- ▶ “Ward 1’s boundaries are well understood regional roads. They make sense to people.”
- ▶ “Ward 1 will probably stay the same.”

Growth is coming.

- ▶ “I’m sure Ward 1 is getting 2000 more homes.”
- ▶ “[Designing boundaries in] the north part of Welland is awkward because of how much growth is to come.”
- ▶ “Ward 1 will get to the point where you don’t know where Welland ends and Pelham begins, Similar to the way it is in Kitchener-Waterloo or Cambridge. Some people in Welland still get mail that goes through Pelham.”

The student population is a distinct community in Ward 1.

- ▶ “Most of the Student population from Niagara College live in the neighborhoods directly around the Campus, mostly in ward 1.”
- ▶ “[Ward 1] gets a lot of student-driven by-law complaints.”

General Commentary

The boundaries for Ward 1 do not current pose any immediate problems related to the effective representation principles of community, geography, or accessibility. However, anticipated population growth necessitates boundary adjustments for the sake of future voter parity.

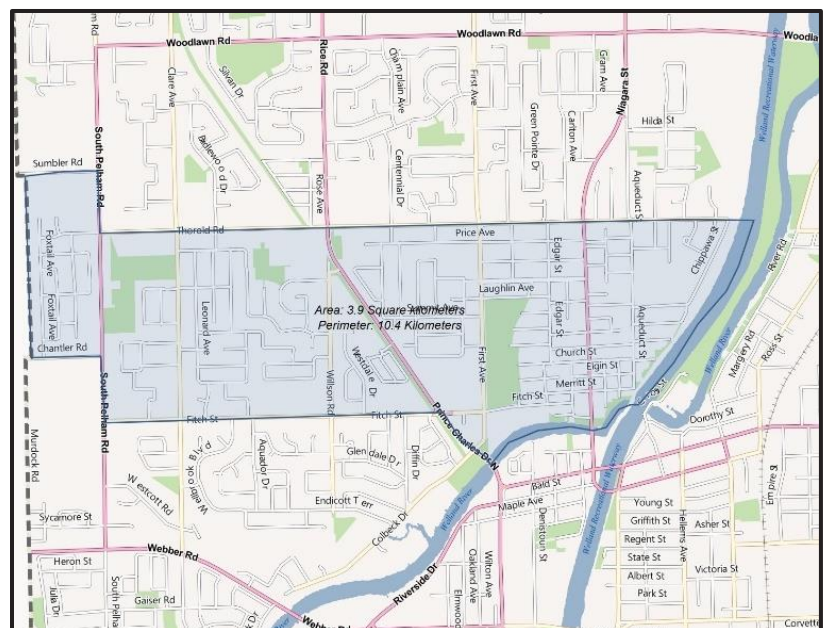
Ward 2

Ward 2 is located central west end of Welland (west of the Canal). The dominate land-use of Ward 2 is residential and is close to capacity for new growth. The boundary roads are Thorold Road, the Canal and Fitch Street.

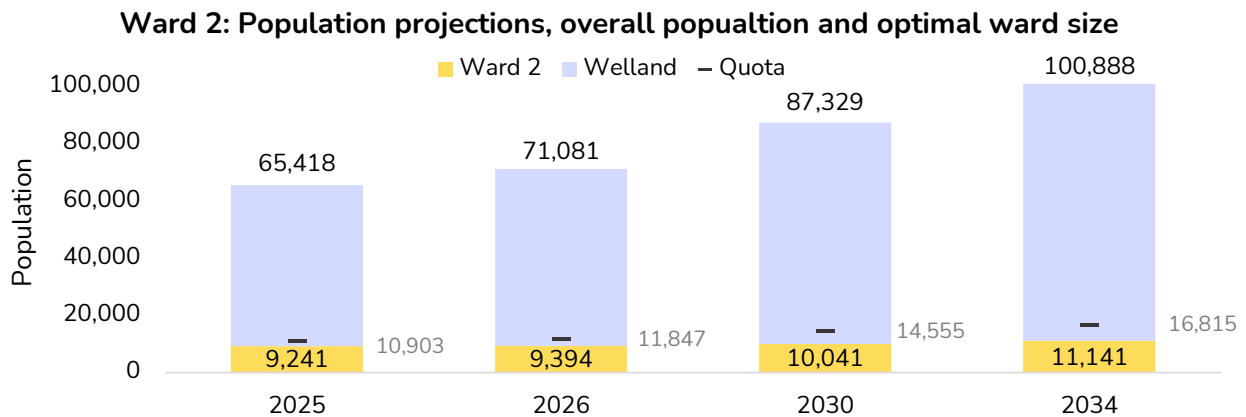
This Ward’s population is expected to increase by 21% by 2034, representing 5% of all growth in Welland.

Like all of Welland’s wards, this ward elects 2 councillors.

- **2025 Population:** 9,241
- **2025 Population Share:** 14%
- **Population per Councillor:** 4,621
- **Variance from average population per Councillor:** 831 fewer residents or 15% “over-



represented”.



Representative Stakeholder Comments on Ward 2 Boundaries²²

Ward 2 is mostly built out.

- ▶ “Ward 2 has no greenfield land.”
- ▶ “Ward 2 is all older areas, there is no space but there is more coming to ward 2 on Thorold Road.”

But there is still room for expansion.

- ▶ “Ward 2 is able to expand a bit – seems small and dense.”
- ▶ “Ward 2 is growing as well with new development.”

It is one distinct community.

- ▶ “Don’t like Ward 2; it’s the most homogeneous.”
- ▶ “For Ward 2 try to keep Edgar and Elgin areas together.”
- ▶ “They are already use it [the canal] in Ward 2. I can’t see Ward 2 changing unless you split it, probably west of Prince Charles Dr.”

General Commentary

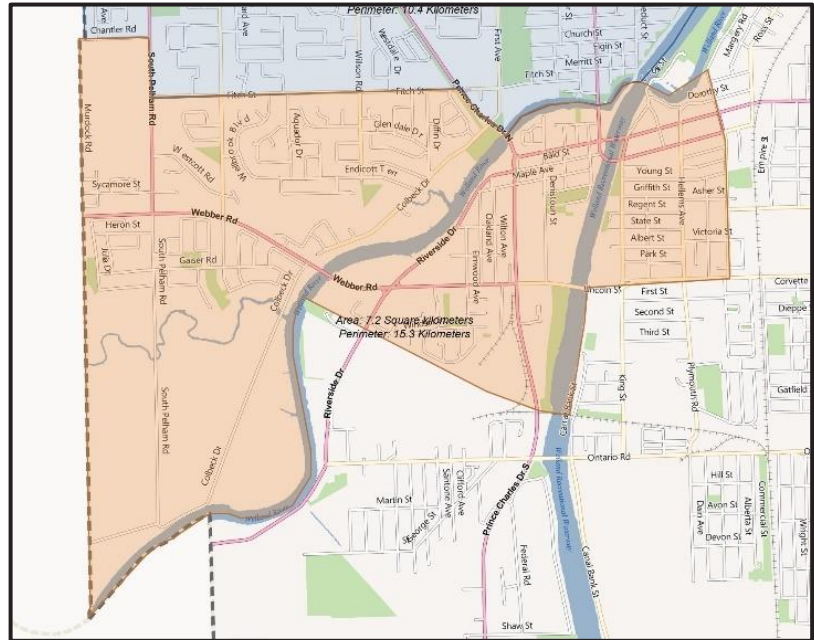
The boundaries for Ward 2 do not current pose any immediate problems related to the effective representation principles of community, geography, or accessibility. However, restrictions on further development in the ward will necessitate boundary adjustments for the sake of future voter parity, as it will become more over-represented as the surrounding wards grow.

²² Anonymous quotations represent stakeholder comments that faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

Ward 3

Ward 3 is also located in the south-central west side of Welland. Its boundary extends past both canals. It contains the majority of the downtown core. The ward also includes new growth and high-end residential creating a diverse range of resident needs. Ward 3 uses the Canal as the dividing line to the south, Fitch Street to the north and Burgar Street to the east.

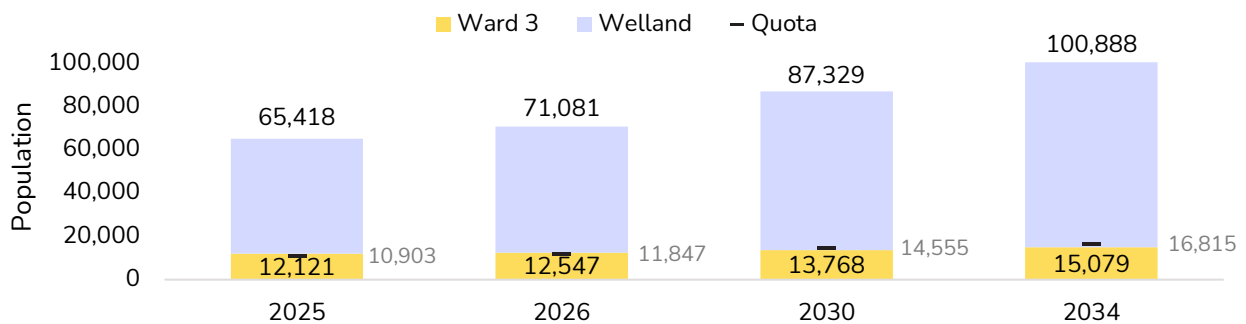
This Ward's population is expected to increase by 24% by 2034, representing 8% of all growth in Welland.



Like all of Welland's wards, this ward elects 2 councillors.

- **2025 Population:** 12,121
- **2025 Population Share:** 19%
- **Population per Councillor:** 6,060
- **Variance from average population per Councillor:** 609 more residents or 11% "under-represented".

Ward 3: Population projections, overall population and optimal ward size



Representative Stakeholder Comments on Ward 3 Boundaries²³

There are diverse issues and communities in Ward 3

- ▶ "Ward 3 has experienced a significant workload due to development applications."
- ▶ "Ward 3 and 4 deal with more. The crossing of the canal creates more issues in Ward 3."

²³ Anonymous quotations represent stakeholder comments that faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

- ▶ “Ward 3 has the majority of the downtown which is a lot of pressure.”

Ward 3 has experienced significant growth

- ▶ “Not surprised that the population [in Ward 3] is higher– 1000 houses built with cars in driveways.”
- ▶ “Ward 3 wants to get down to a reasonable number. It’ll get bigger.”
- ▶ “When you look at Ward 3 its growth in single family homes.”

Ward 3 has some confusing boundaries.

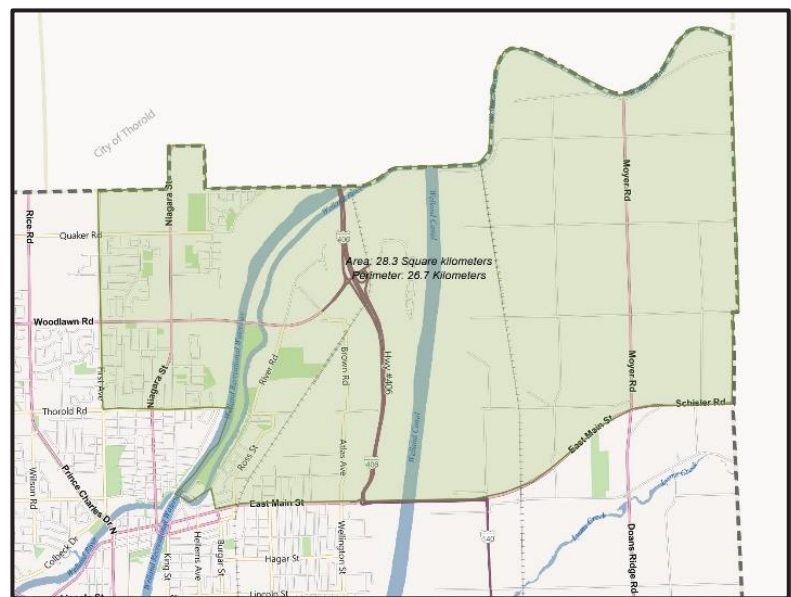
- ▶ “Part of the boundary between wards 3 and 6 runs along a decommissioned rail line through a naturalized area, which no longer acts as a recognizable boundary.”

General Commentary:

The boundaries for Ward 3 have a few characteristics that may directly impact their ability to provide for effective representation. This Ward crosses over 2 major physical boundaries in the City (the River and the Waterway) which results in a ward that combines several communities with diverse interests. The eastern boundary also fragments the Downtown. While parity is not anticipated to be a major concern in this ward, adjustments could be made to improve overall effective representation.

Ward 4

Ward 4 is located in the north-east corner of Welland. The ward includes student living, rural communities, many of the City’s commercial areas and the relatively isolated neighbourhood of Hunter’s Pointe. The southern end of this ward also includes the northern tip of the Downtown. This ward is also expected to experience significant growth – especially east of the Canal. The boundary lines are East Main Street to the south and First Ave to the west.

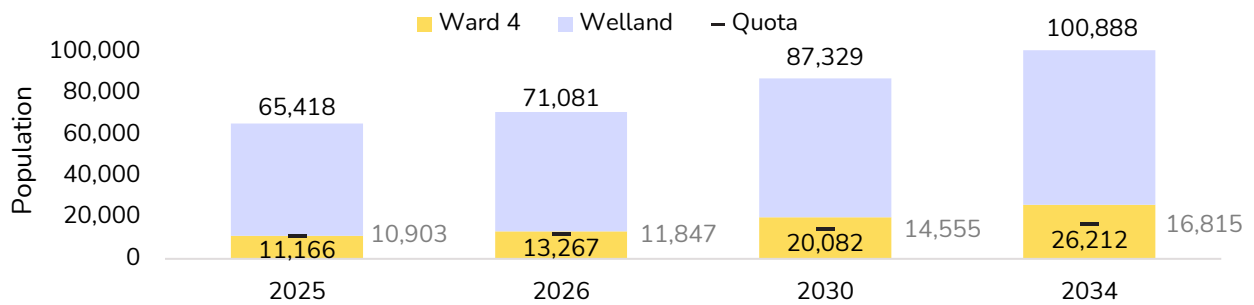


This Ward’s population is expected to increase by 135% by 2034, representing 42% of all growth in Welland.

Like all of Welland’s wards, this ward elects 2 councillors.

- **2025 Population:** 11,166
- **2025 Population Share:** 17%
- **Population per Councillor:** 5,583
- **Variance from average population per Councillor:** 131 more residents or 2% “under-represented”.

Ward 4: Population projections, overall population and optimal ward size



Representative Stakeholder Comments on Ward 4 Boundaries²⁴

The majority of the ward population live west of the Old Shipping Canal.

- ▶ "Ward 4 crosses old shipping canal and the new shipping canal."
- ▶ "I think Ward 4 is logical in the core. East of the shipping canal and coming into the downtown is where its illogical."
- ▶ "Majority of the ward population is the Old Canal to Ward 1."

There are diverse interest groups in Ward 4.

- ▶ "Ward 4 is the most messed up ward in Welland. There are commercial issues because of Seaway Mall as well as student issues."
- ▶ "They have so much diversity in their representation; rural issues, long term residents, student issues and commercial."

There is expected growth in Ward 4.

- ▶ "Ward 4 will be biggest ward after build outs."
- ▶ "Ward 4 – what's being proposed is mind boggling – to the east of the canal could possibly change to ward 5"
- ▶ "Currently the way Ward 4 is growing, there is a lot of potential development. There is a lot proposed."
- ▶ "Development in Ward 4 will likely increase workload over the next 10 years."
- ▶ "There is some significant growth coming to Ward 4. If I look at what could be coming in Ward 4 it's almost like another ward when you look at all the developments approved."

General Commentary:

The boundaries for Ward 4 have a few characteristics that may directly impact their ability to provide for effective representation. This Ward is expected to more than double in size over the next 9 years, necessitating adjustments to the boundaries to improve parity. This ward is also divided by the Canal, the highway, and the waterway, creating physical barriers to moving throughout the ward with only one river crossing at its southern boundary.

²⁴ Anonymous quotations represent stakeholder comments that faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

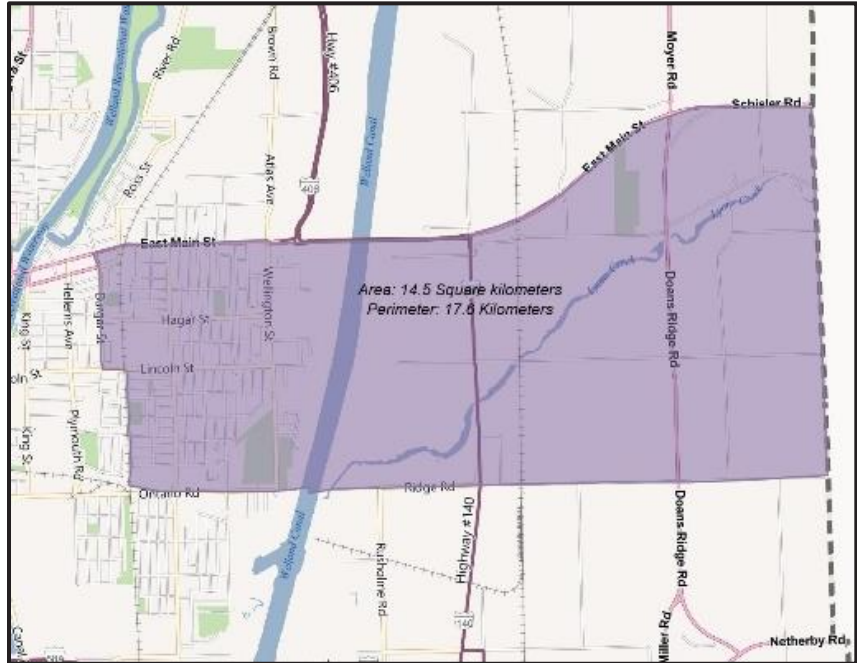
Ward 5

Ward 5 is located above the central-east side of Welland. Most of the ward is rural including the historic Cooks Mills community. However, it also includes French Town which is a francophone community located near the downtown core, as well as a small piece of the Downtown itself. The ward boundaries include East Main Street to the north and Ridge Road to the south.

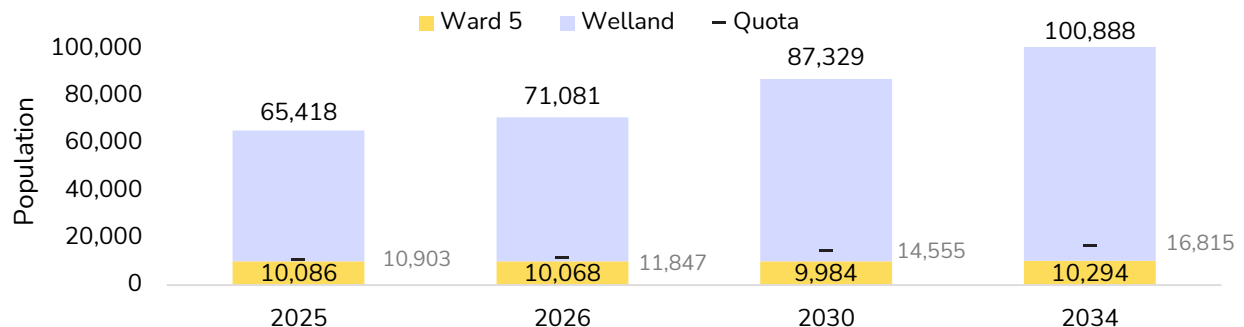
This Ward's population is expected to increase by only 2% by 2034, representing <1% of all growth in Welland.

Like all of Welland's wards, this ward elects 2 councillors.

- **2025 Population:** 10,086
- **2025 Population Share:** 15%
- **Population per Councillor:** 5,043
- **Variance from average population per Councillor:** 408 fewer residents or 7% "over-represented".



Ward 5: Population projections, overall population and optimal ward size



Representative Stakeholder Comments on Ward 5 Boundaries²⁵

There is a distinct French Community.

- ▶ "French Town near the courthouse (Lincoln to East Main) is a distinct community."

²⁵ Anonymous quotations represent stakeholder comments that faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

- ▶ “East Welland is where there is the strongest French area.”
- ▶ “Wouldn’t want to see you divide up French Town.”
- ▶ “We do have French schools and a French community.”

The boundaries between Wards 4 and 5 aren’t clear.

- ▶ “Some people don’t understand what ward they are in.”
- ▶ “Sometimes people say, ‘Are we in Ward 4 or 5?’”

There are diverse communities within Ward 5.

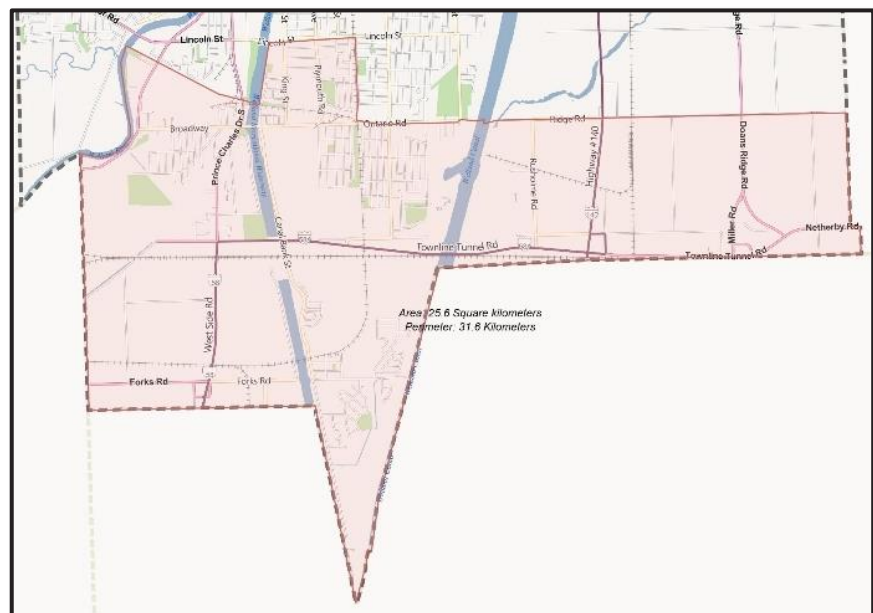
- ▶ “Ward 5 has the highest population for the rural community.”
- ▶ “West of the Canal is the urban area (downtown).”
- ▶ “The neighbourhoods are growing unequally.”
- ▶ “Cooks Mills Hall is in Ward 5.”
- ▶ “Cooks Mills and downtown are different but Cooks Mills residents on average have more affluence to impact the outcome of their ward election.”

General Commentary:

The boundaries for Ward 5 have a few characteristics that may directly impact their ability to provide for effective representation. This ward is primarily not zoned for residential growth and as such it will grow more and more over-represented from a parity stand-point as the rest of the community grows. This ward is also divided by the Canal with only one crossing at its northern boundary, creating physical barriers to moving throughout the ward.

Ward 6

Ward 6 is located in the south end of Welland. It includes the distinct communities of Dain City and South Welland, as well as significant rural and industrial lands. The Ward also includes a number of heritage building and historic neighbourhoods in its more urban north end, which meets the bottom of the Downtown area on ward 3. The ward boundaries include the Welland Canal, Townline Road to the west, and Ontario Road/Ridge Road to the north.

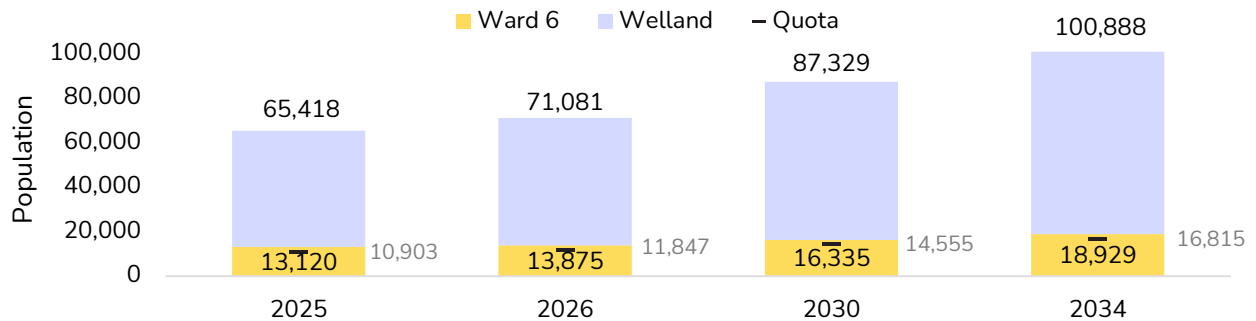


This Ward's population is expected to increase by only 44% by 2034, representing 16% of all growth in Welland.

Like all of Welland's wards, this ward elects 2 councillors.

- 2025 Population: 13,120
- 2025 Population Share: 20%
- Population per Councillor: 6,560
- **Variance from average population per Councillor:** 1,108 more residents or 20% "under-represented".

Ward 6: Population projections, overall population and optimal ward size



Representative Stakeholder Comments on Ward 6 Boundaries²⁶

The boundary lines aren't clear.

- ▶ "For Ward 6 and Ward 3, you really need to be an expert in geography to know what ward you're in."
- ▶ "For Ward 6, the canal doesn't really make much of a difference."
- ▶ "You could pop up the boundary to Lincoln."

There are many diverse needs within Ward 6.

- ▶ "Ward [6] covers quite a variety of geographic areas."
- ▶ "There is agriculture, industry, development but not all the land is serviced. Eventually it can be."
- ▶ "Ward 6 is the oldest section of Welland. Dain City has been around for about 150 years. It has the oldest infrastructure."
- ▶ "No transit in the southern part of the Ward."

Dains City is a distinct community.

- ▶ "Dains City is a community of its own. Experiencing substantial growth because of Empire (which is adding 1600 homes). This area doesn't have any transit. Just a bus that stops in Dains City before Port Colbourne."
- ▶ "Dain's City has always been their own thing."

²⁶ Anonymous quotations represent stakeholder comments that faithfully record the meaning they wanted to convey but may have been edited for brevity and content.

There is expected growth in Ward 6.

- ▶ *“Ward 6 is definitely going to have to change; there is a lot more to go in Ward 6.”*
- ▶ *“Dain City in Ward 6 is getting bigger.”*

General Commentary:

The boundaries for Ward 6 have a few characteristics that may directly impact their ability to provide for effective representation. This Ward crosses over 2 major physical boundaries in the City (the Canal and the Waterway) which results in a ward that combines several communities with diverse interests. While parity is not anticipated to be a major concern in this ward, adjustments could be made to improve overall effective representation.