

Vancouver, Map 1

L. Vancouver

1. Evolution of Vancouver's electoral districts

Immediately prior to the 1966 Angus Commission, there were four electoral districts in the City of Vancouver, electing nine MLAs (see Vancouver, Map 1), as follows (moving from east to west) – Vancouver East (2), Vancouver Centre (2), Vancouver Burrard (2) and Vancouver Point Grey (3).

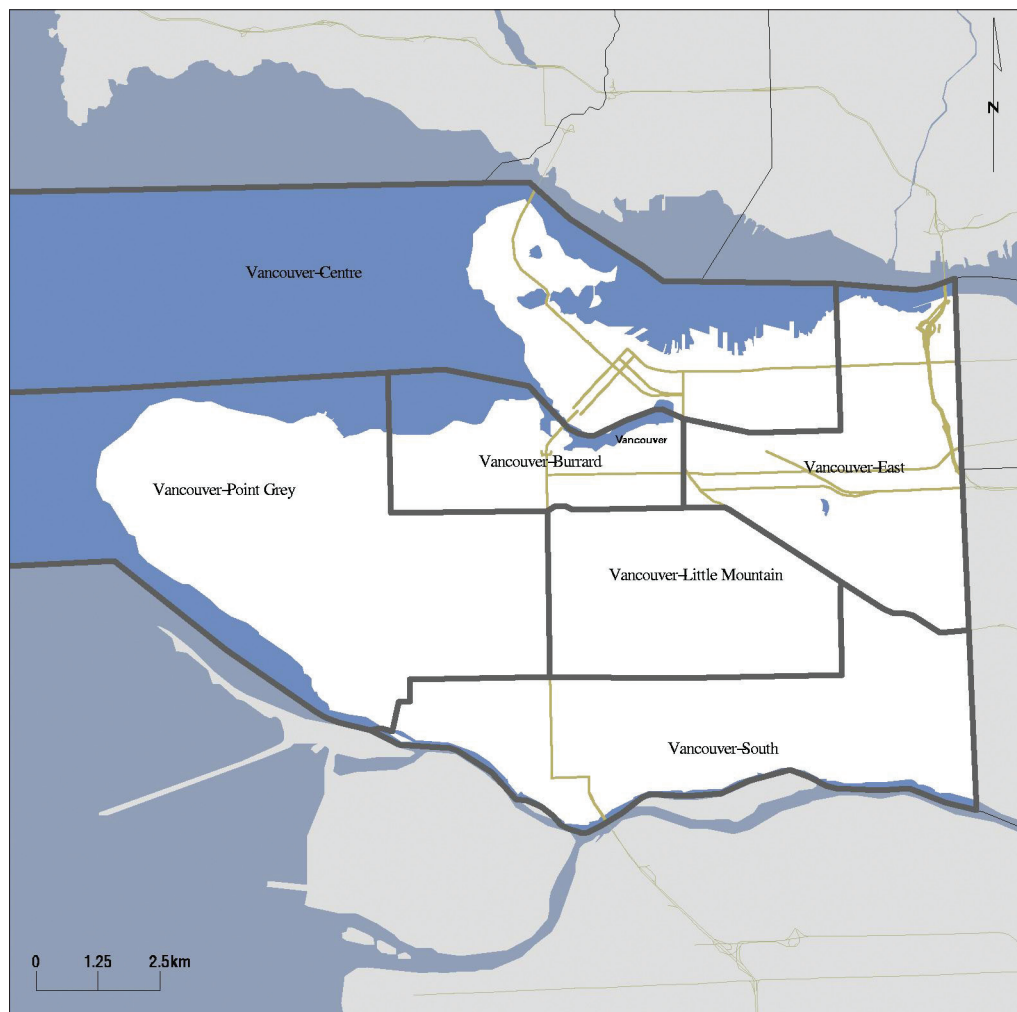
a. The Angus Commission (1966)

The commission recommended the abolition of all multi-member electoral districts (which would give Vancouver nine single-member districts), and an increase of three ridings, for a total of 12 electoral districts (see Vancouver, Map 2). Moving from east to west, they would be known as:

- Vancouver-Hastings
- Vancouver-Rupert
- Vancouver-Fraserview
- Vancouver-Mountain View
- Vancouver-Centre
- Vancouver-Burrard
- Vancouver-Shaughnessy
- Vancouver-Langara
- Vancouver-Park
- Vancouver-Kitsilano
- Vancouver-Quilchena
- Vancouver-University.



Vancouver, Map 2



The Legislative Assembly adopted the commission's recommendation that Vancouver have 12 MLAs, but did not adopt the Angus Commission's proposed new single-member districts. Rather, it approved six two-member electoral districts (see Vancouver, Map 3), to be called:

- Vancouver East (2)
- Vancouver South (2)
- Vancouver Centre (2)
- Vancouver-Little Mountain (2)
- Vancouver-Burrard (2)
- Vancouver-Point Grey (2).

Vancouver, Map 3

b. The Norris Commission (1975)

The Norris Commission recommended that the boundaries of the Vancouver ridings be adjusted to take into account, as far as possible, local communities of interest, as recognized by Vancouver City and adopted in the establishment of Community Resource Boards. It proposed to retain the current six two-member electoral districts (see Vancouver, Map 4), but made several boundary changes.

The Legislative Assembly did not adopt the Norris Commission's recommendations.



Vancouver, Map 4



Vancouver, Map 5

c. The Eckardt Commission (1978)

Judge Eckardt recommended that Vancouver retain dual-member ridings, but that the number of electoral districts be reduced from six to five, by abolishing Vancouver–Burrard and by apportioning that area among the three adjoining districts (see Vancouver, Map 5). With the exception of some alterations, the remaining boundaries should remain the same. The divisions were based on City of Vancouver and Point Grey Census Tract figures, and an effort to preserve community identities. He recommended the following districts: Vancouver East (2), Vancouver–Centre (2), Vancouver–Little Mountain (2), Vancouver South (2) and Vancouver–Point Grey (2).

The Legislative Assembly adopted all of Judge Eckardt’s recommendations.

d. The Warren Commission (1982)

An earlier commission had used Arbutus Street as the dividing line between its proposed Vancouver–Point Grey and Vancouver–Little Mountain electoral districts, but had extended its proposed Vancouver–Little Mountain electoral district west of Arbutus in one area (bounded by 33rd Avenue, Macdonald Street and 23rd Avenue). This oddly-shaped protuberance had become known colloquially as “Gracie’s finger,” amid accusations of gerrymandering. Mr. Warren characterized

such allegations as “inconclusive and unsubstantiated charges.” However, he recommended that the disputed area be returned to Vancouver–Point Grey for historical reasons, to equalize the population between the two electoral districts, and to end the partisan attacks. The Legislative Assembly did not adopt this recommendation.

e. The McAdam Commission (1984)

None of the McAdam Commission’s recommendations affected these electoral districts.

f. The Fisher Commission (1988)

Judge Fisher’s terms of reference required that he eliminate dual-member ridings. He concluded in his interim report that Vancouver was entitled to 10 electoral districts in a Legislative Assembly of 75 MLAs, but was unwilling simply to divide each dual-member riding into two single-member districts, because it would have resulted in unacceptable population imbalances among districts. His recommended electoral districts (see Vancouver, Map 6) that took “neighbourhood boundaries and major thoroughfares into account, with adjustments wherever necessary in order to achieve a population balance.”



Vancouver, Map 6



Vancouver, Map 7

In his final report, Judge Fisher considered the mayor's suggestion of adopting the city's scheme for ward boundaries, but rejected the idea because it would sharply increase the population discrepancies among neighbouring constituencies. He did recommend a modest adjustment to the boundaries of his proposed Burrard and Grandview-Hastings electoral districts, in order to maintain the integrity of the city's historic Chinese commercial district. He proposed the following names (moving from east to west):

- Vancouver-Hastings,
- Vancouver-Kingsway,
- Vancouver-Fraserview,
- Vancouver-Mount Pleasant,
- Vancouver-Kensington,
- Vancouver-Burrard,
- Vancouver-Little Mountain,
- Vancouver-Langara,
- Vancouver-Point Grey, and
- Vancouver-Quilchena.

The Legislative Assembly adopted all of Judge Fisher's recommendations (Vancouver, Map 7).

g. The Wood Commission (1999)

In its interim report, the Wood Commission recommended that Vancouver continue to have 10 electoral districts (see Vancouver, Map 8). Because of significant population growth in Vancouver-Burrard due to development of Yaletown and the Expo 86 site, the commission recommended that the area between False Creek and Pacific and Expo Boulevards be joined with areas south of False Creek, with that district's name being changed from Vancouver-Little Mountain to Vancouver-Fairview. It made numerous other boundary changes, in order to achieve relative voter parity among the electoral districts.

In its final report (see Vancouver, Map 9), the commission was persuaded that it would be wrong to disrupt the strong social, cultural and commercial ties that presently bound the north shore of False Creek to the downtown neighbourhood. It restored the south-eastern boundary of Vancouver-Burrard to the False Creek waterway, adding:

However, it is important to note that if our concerns about future population growth in the Yaletown and former Expo 86 grounds are borne out over the next decade, it may very well be impossible to respect the anticipated downtown orientation of this emerging neighbourhood at the next redistribution.



Vancouver, Map 8



Vancouver, Map 9

It also moved the eastern boundary of Vancouver–Burrard further west, so that all of the Downtown Eastside was within one electoral district (Vancouver–Mount Pleasant). The commission heard objections to its decision to move the boundary between Vancouver–Mount Pleasant and Vancouver–Hastings further west, from Victoria Drive to Commercial Drive, on the basis that it now divided “an important social, cultural and light commercial centre with a unique and distinctive character.” However, the commission was unwilling to reverse this decision because of the need to balance population among Vancouver districts, and because any division between these two districts would inevitably divide the larger Grandview-Woodland neighbourhood.

The commission made several other boundary adjustments in order to balance population among districts. It noted that, while the City of Vancouver officially recognized 23 neighbourhoods, it was not always possible to accommodate that many neighbourhoods within 10 electoral districts.

The Legislative Assembly adopted all of the Wood Commission’s recommendations.

2. Our analysis of Vancouver's electoral districts

The City of Vancouver currently has 10 electoral districts (see map on page 260.) These electoral districts, with their deviations at the time of the 1996 census and now, are as follows (see Table 25):

TABLE 25: CURRENT SMP ELECTORAL DISTRICTS IN VANCOUVER

Electoral District	1996 deviation*	2006 deviation**
Vancouver-Hastings	+13.7%	+5.1%
Vancouver-Kingsway	+11.3%	+16.7%
Vancouver-Fraserview	+6.7%	+7.8%
Vancouver-Mount Pleasant	+10.2%	+5.6%
Vancouver-Kensington	+9.4%	+5.3%
Vancouver-Burrard	+12.4%	+52.7%
Vancouver-Fairview	+10.2%	+8%
Vancouver-Langara	+10%	+9.4%
Vancouver-Point Grey	+10.5%	+14.5%
Vancouver-Quilchena	+13.2%	+8.3%

* based on 1996 census data, and assuming 79 electoral districts

** based on 2006 census data, and assuming 79 electoral districts

Two important findings emerge from this table. First, population growth in Vancouver-Burrard, up from 53,000 in 1996 to 79,529 today, has been exceptional. This is due primarily to the

construction of new condominiums in Yaletown, and the numerous new condominium developments on the Expo 86 site and in Coal Harbour.⁶² Second, the deviations in the other nine electoral districts averaged plus 10.6 percent when they were established in 1999, whereas now they have moderated back to an average of plus 9 percent.

Vancouver's current population is 590,243. This includes the City of Vancouver (pop. 578,041), and First Nations and University Endowment Lands (total pop. 12,202) situated within the current 10 Vancouver electoral districts. Rebalancing population among the existing 10 electoral districts would produce an average deviation of plus 13.4 percent (based on 79 electoral districts), difficult to justify considering this is an area of rapid growth and the most densely populated urban area of the province.

Increasing the number of electoral districts to 11 would result in an average deviation of plus 5.7 percent based on 81 electoral districts, more appropriate for this city. We are satisfied that the number of electoral districts in the City of Vancouver should be increased from 10 to 11.

Focusing on the electoral district with the highest population (Vancouver-Burrard, pop. 79,529), our information indicates that this area will continue to grow over the next few years, primarily in Yaletown and along the north shore of False Creek. There are 11,000 residential units currently under construction, approved for development or in the approval pipeline, which will likely take the current electoral district's population to about 95,000 by 2011.

According to city information, the Woodward's redevelopment will add about 1,200 residents to the current Vancouver-Mount Pleasant electoral district by 2009. With respect to residential construction in the South East False Creek Development Area (north of 2nd Avenue, between Cambie and Main Streets), we understand that 1,500 more units will be completed by 2009, and an additional 1,000 units on the Olympic Village site by 2010. Overall, it is expected that about 13,500 residents will live in the South East False Creek Development area, depending on market conditions.

Vancouver-Burrard consists of all of downtown Vancouver west of Gastown

⁶² According to the City of Vancouver's planning department, 10,500 residential units have been completed in the current Vancouver-Burrard electoral district since the 2001 census, primarily in the Bayshore/Coal Harbour area, in the downtown south area bounded by Smithe, Seymour, Homer and Drake, and along the north shore of False Creek in the Beach neighbourhood east of the Granville Street bridge.

and Chinatown. We were told that renters predominate in the West End, while construction in Coal Harbour, Yaletown and the north shore of False Creek is predominantly condominiums. Some people suggested that a community interests approach might lead to creating a “renters” district in the West End, and an “owners” district in Coal Harbour, Yaletown and the north shore of False Creek.

Residents of the current Vancouver–Mount Pleasant electoral district told us that the issues facing them, and their community interests, were quite distinct from those of the residents of Vancouver-Burrard, and that neither area would be well served by moving Vancouver–Mount Pleasant’s western boundary further west into what is now Vancouver-Burrard. Gastown and Chinatown form an informal boundary between these two areas (which it was suggested should be preserved intact) and these two historical areas are more naturally aligned to Vancouver–Mount Pleasant than to Vancouver-Burrard.

At the same time, residents of Vancouver-Fairview emphasized that the low-rise residential development south of False Creek has taken a very different course from the predominantly high-rise development north of False Creek.

We are satisfied that the West End, an identifiable neighbourhood, should constitute one electoral district, which we propose be named Vancouver–West End (see map of proposed Vancouver–West End electoral district). For population-balancing reasons, its eastern boundary would be Thurlow Street (from Sunset Beach to Davie Street), and Burrard Street (from Davie Street to the Burrard Inlet). It will have a deviation of minus 4.1 percent but, based on our information, we expect this will likely be reduced or eliminated by the time of the 2009 election, due to new construction in the Coal Harbour area.

The remaining area of the existing Vancouver-Burrard district, to the east of Thurlow and Burrard Streets, has a current population of approximately 30,800, far too low for its own electoral district. Even adding the anticipated growth along the north shore of False Creek would not bring this area up to a reasonable population for an electoral district. Consequently, it needs to be joined with an adjacent residential area. We agree with the views expressed by residents of Vancouver–Mount Pleasant, that adding this light commercial and residential area to Gastown, Chinatown and the Downtown Eastside would not appear to be an appropriate mix.

On balance, we think that this area of Vancouver-Burrard should be joined with the area immediately south of False Creek, in a new electoral district that we propose be named Vancouver–False Creek. It would extend from Main Street in the east to Kitsilano Beach in the west, with a southern boundary following the main arterial of 2nd Avenue, 6th Avenue and 4th Avenue. Rather than perceiving False Creek to be a barrier, we see this as a community that revolves around False Creek. Areas to the north and south of the creek are connected by the Burrard, Granville and Cambie Street bridges, as well as Quebec and Main Streets at the eastern end. At present, this proposed electoral district will have a deviation of minus 14.2 percent. However, BC Stats population projections to 2013 (see Appendix O) and other information we have received indicates the population of this proposed electoral district will meet or exceed the provincial electoral quotient by the 2013 election.

We have also made minor adjustments to several other boundaries of electoral districts in the City of Vancouver (see maps of other 9 proposed Vancouver electoral districts pages 261-272), to partially balance population among the remaining districts. For example, we are proposing that:

- the boundary between Vancouver-Hastings and Vancouver-Kingsway follow East 12th Avenue between Commercial Drive and Lakewood, instead of the Grandview Highway;
- the boundary between Vancouver-Kingsway and Vancouver-Fraserview follow East 41st Avenue between Nanaimo Street and Rupert Street, instead of East 45th Avenue;
- the boundary between Vancouver-Mount Pleasant and Vancouver-False Creek, between Terminal Avenue and Union Street, follow Main Street instead of Quebec Street;
- the boundary between Vancouver-Kensington and Vancouver-Fairview, between King Edward Avenue and 33rd Avenue, follow Main Street instead of Ontario Street;
- the northern boundary of Vancouver-Fairview follow the 2nd Avenue, 6th Avenue and 4th Avenue arterial, instead of False Creek; and,
- the eastern boundary of Vancouver-Point Grey extend only to Arbutus Street.

Although the revised boundaries leave some electoral districts with double-digit deviations, we concluded the recognition of well-established neighbourhoods and communities is preferable to significant changes to all districts, in order to achieve balanced deviations.

3. Conclusion

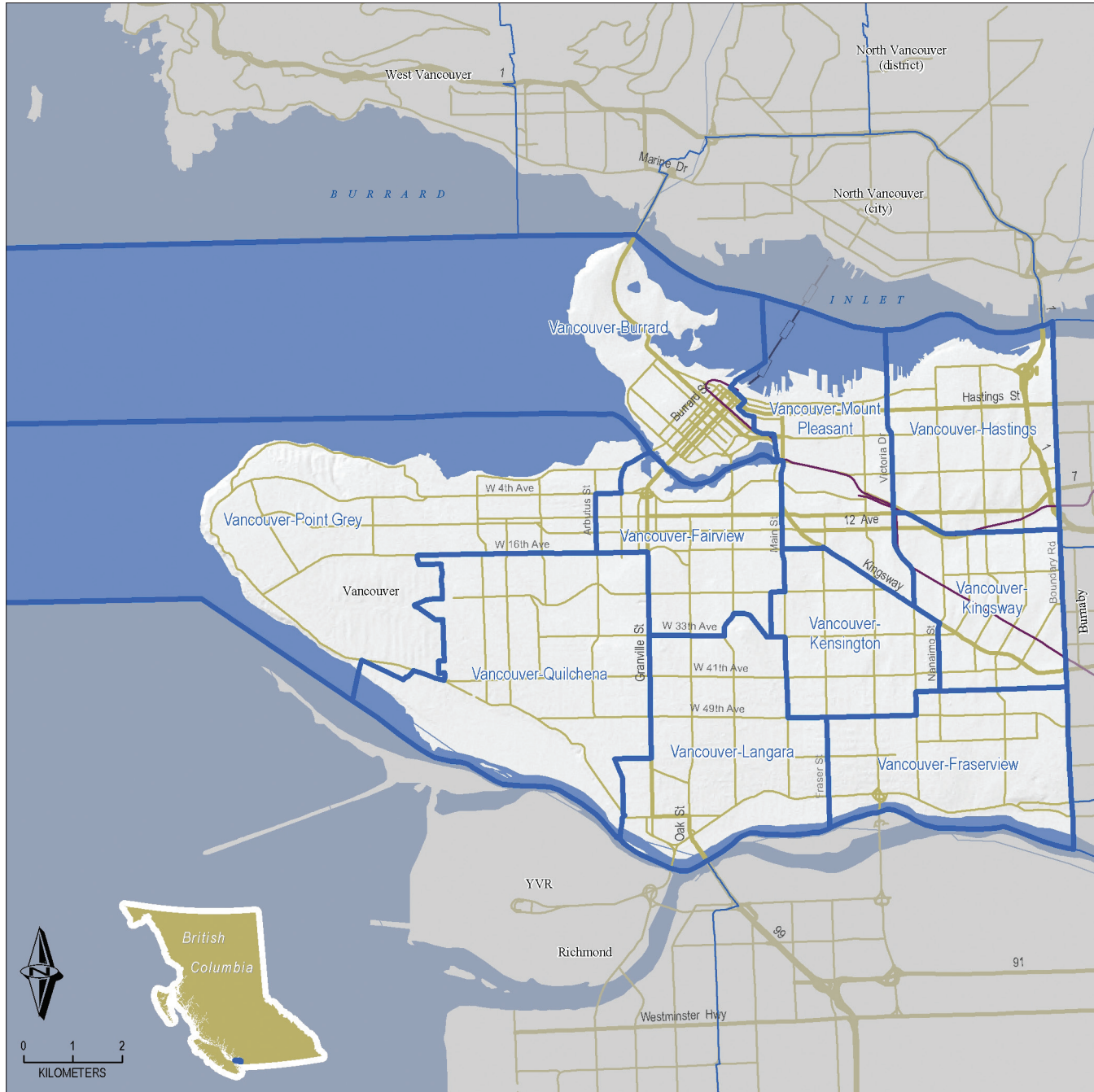
Accordingly, we propose that there be 11 electoral districts in Vancouver, as follows:

TABLE 26: PROPOSED SMP ELECTORAL DISTRICTS IN VANCOUVER

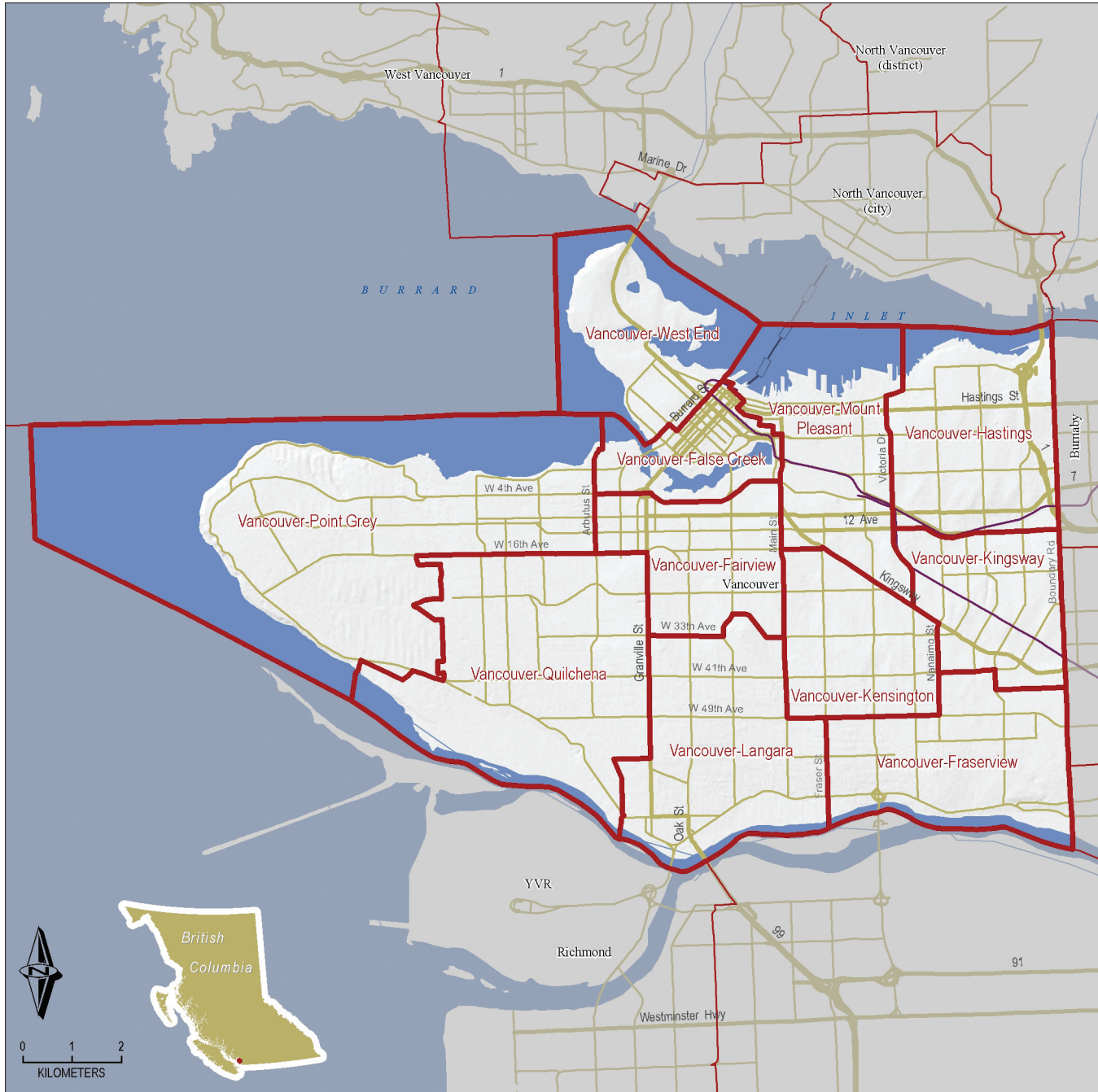
Electoral District	Sq. Km.	Population	Deviation*
Vancouver-Hastings	14	55,595	+9.5%
Vancouver-Kingsway	9	57,185	+12.6%
Vancouver-Fraserview	13	57,276	+12.8%
Vancouver-Mount Pleasant	13	52,628	+3.6%
Vancouver-Kensington	9	54,967	+8.2%
Vancouver-West End	12	48,725	-4.1%
Vancouver-False Creek	6	43,568	-14.2%
Vancouver-Fairview	9	52,020	+2.4%
Vancouver-Langara	15	57,047	+12.3%
Vancouver-Point Grey	44	54,823	+8%
Vancouver-Quilchena	22	56,409	+11.1%

* based on 81 electoral districts, with a provincial electoral quotient of 50,784

Region: Vancouver – Current Electoral Districts



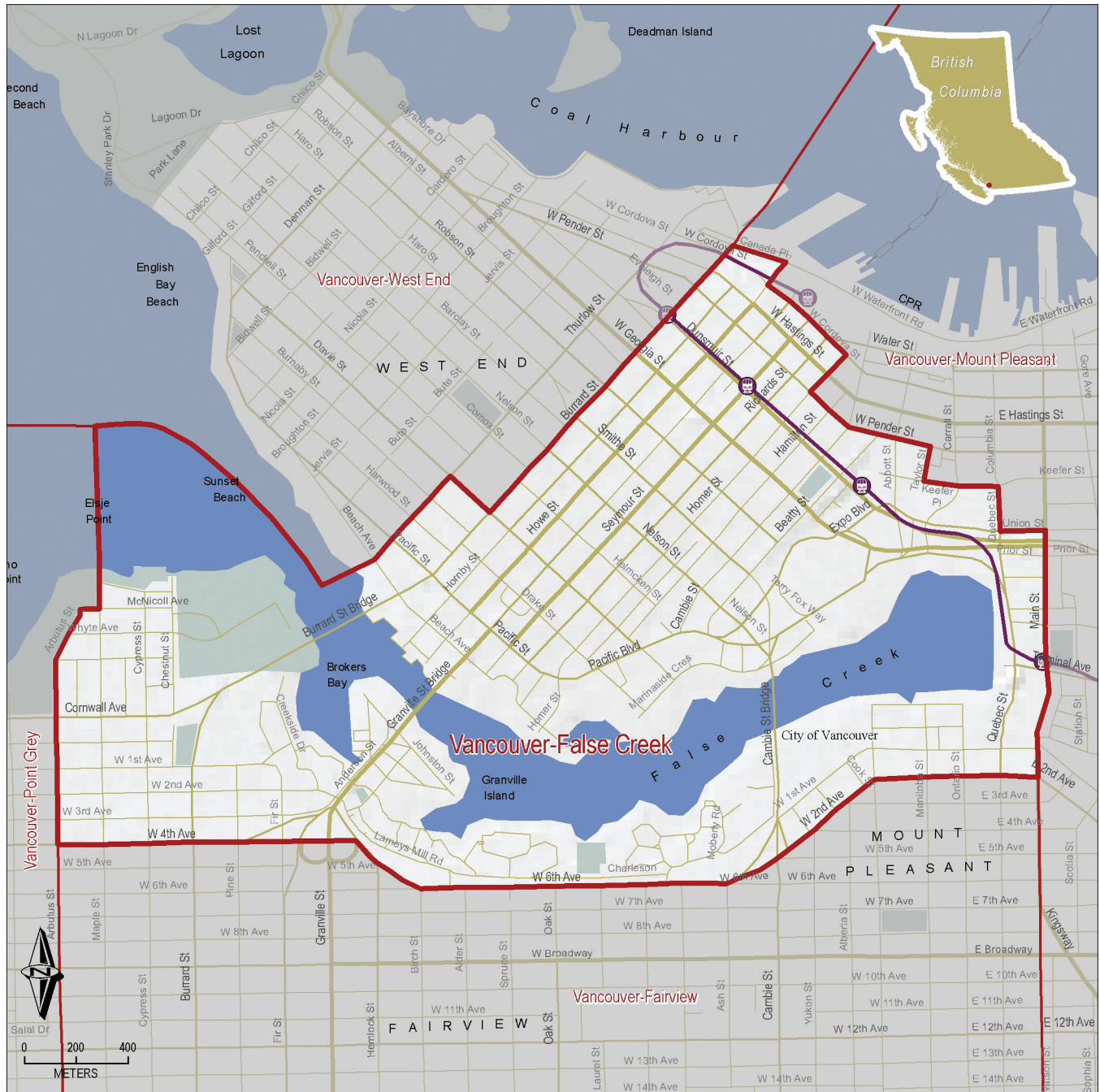
Region: Vancouver – Proposed Electoral Districts



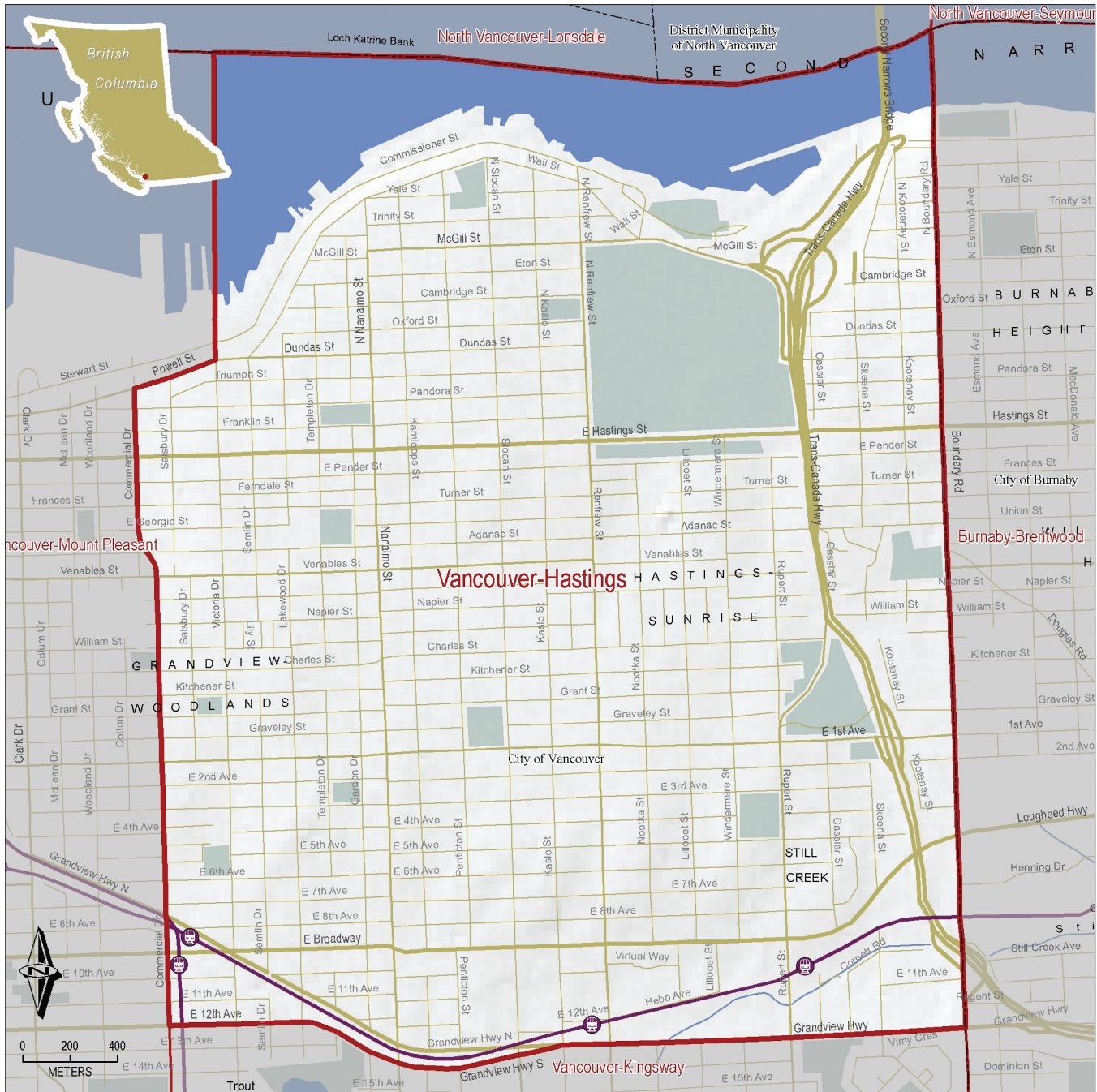
Region: Vancouver – Proposed Vancouver–West End Electoral District



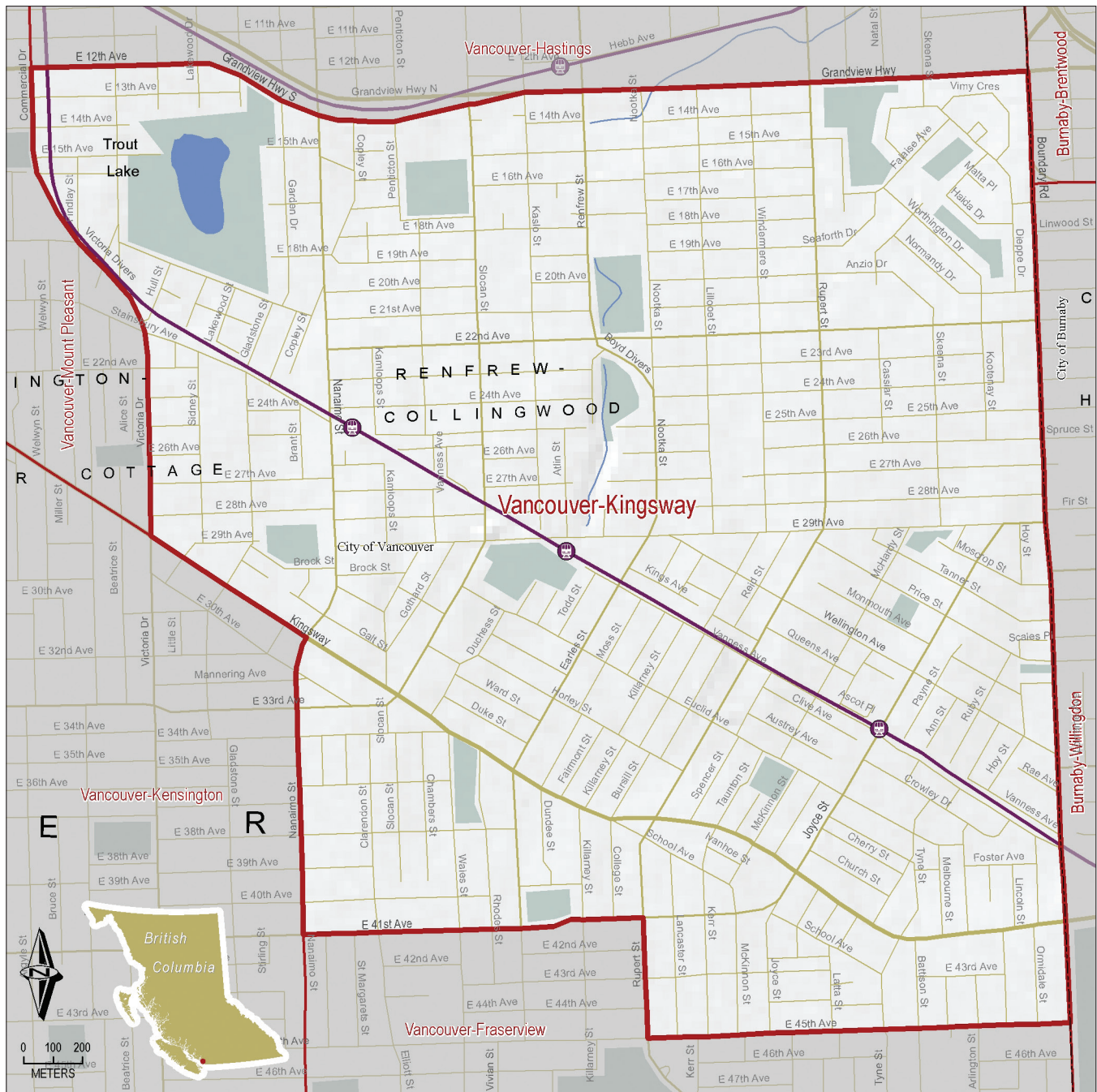
Region: Vancouver – Proposed Vancouver–False Creek Electoral District



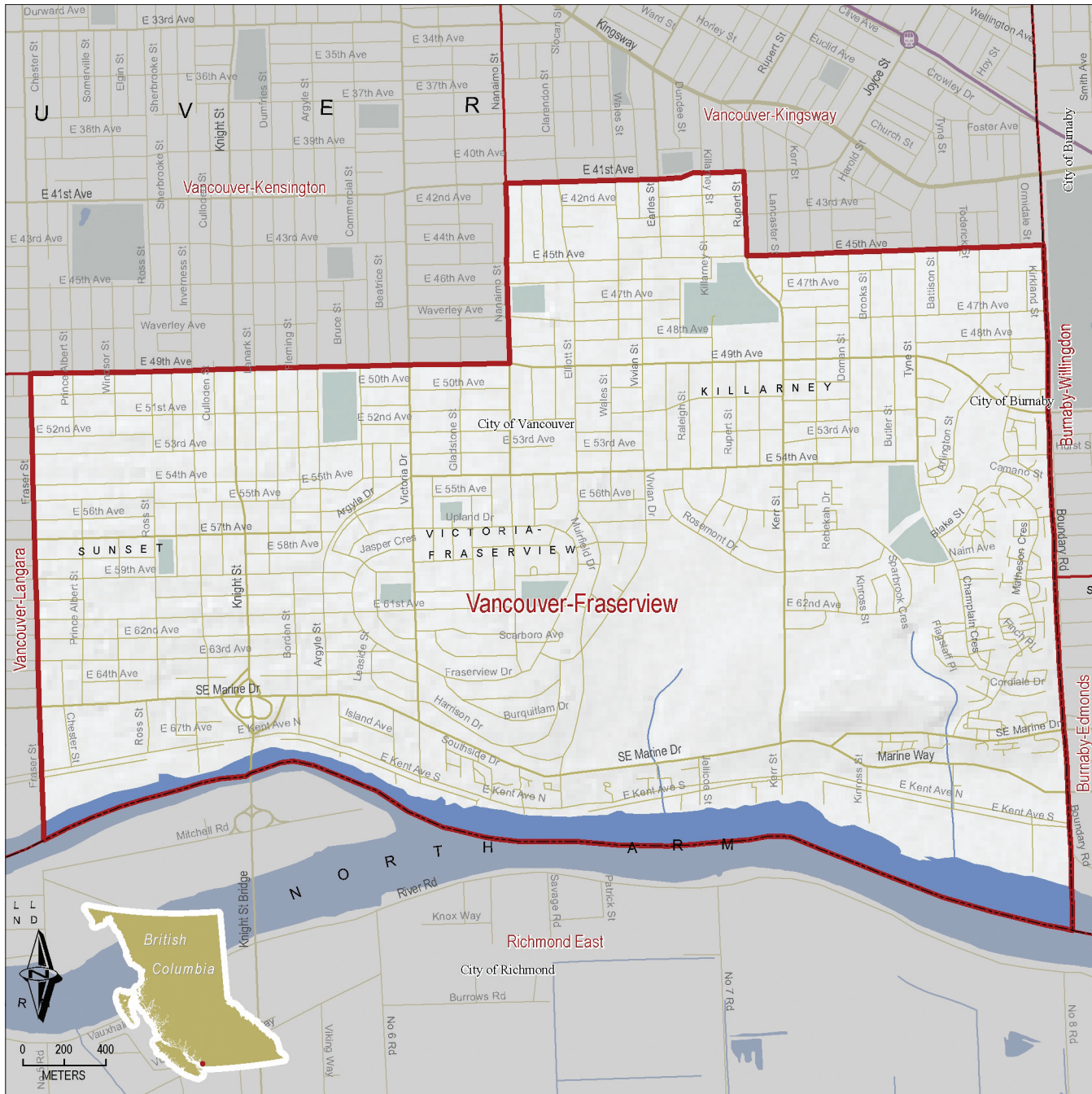
Region: Vancouver – Proposed Vancouver-Hastings Electoral District



Region: Vancouver – Proposed Vancouver-Kingsway Electoral District

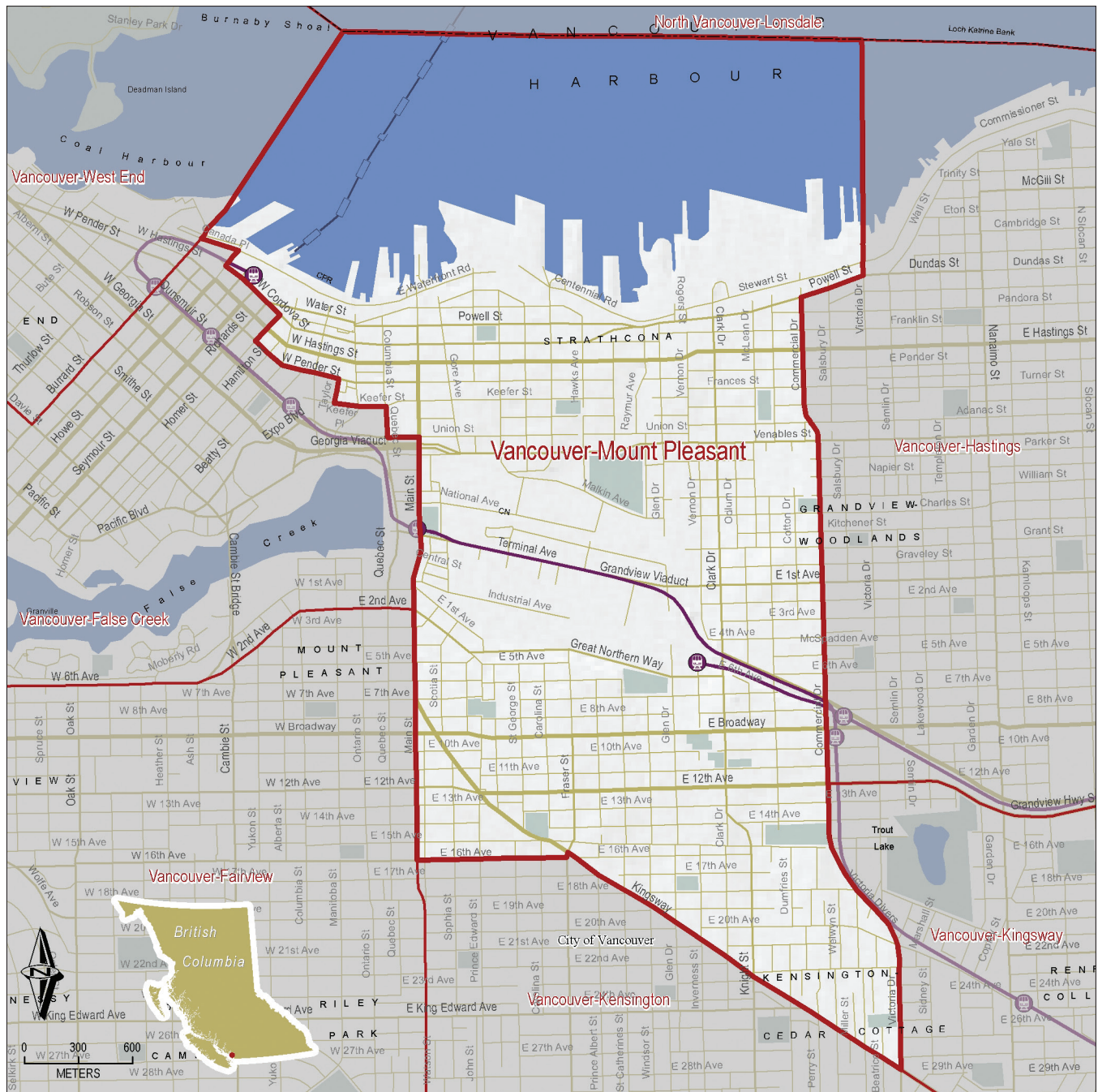


Region: Vancouver – Proposed Vancouver-Fraserview Electoral District

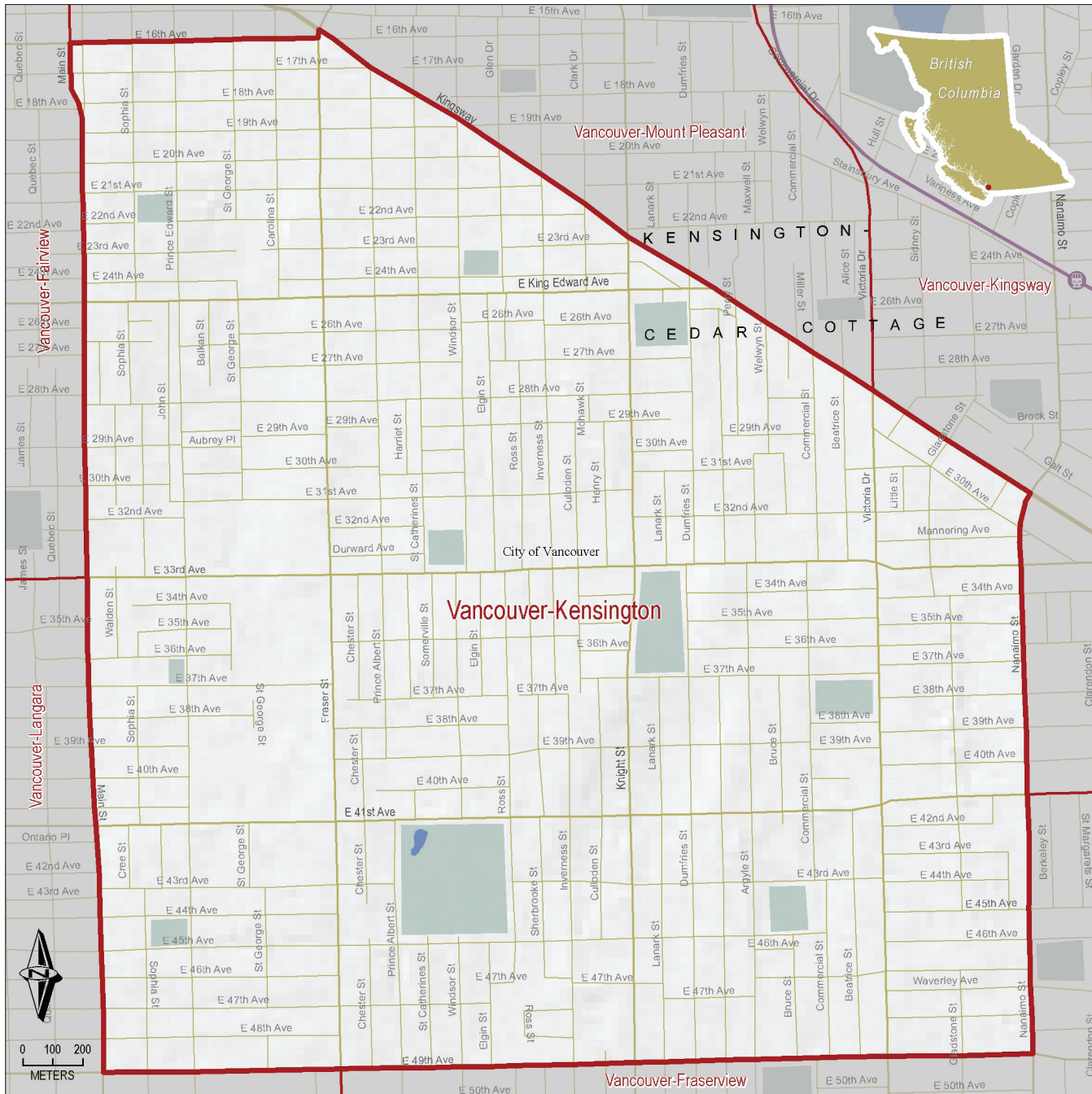


PART 9 – PROPOSED SINGLE MEMBER PLURALITY BOUNDARIES

Region: Vancouver – Proposed Vancouver–Mount Pleasant Electoral District

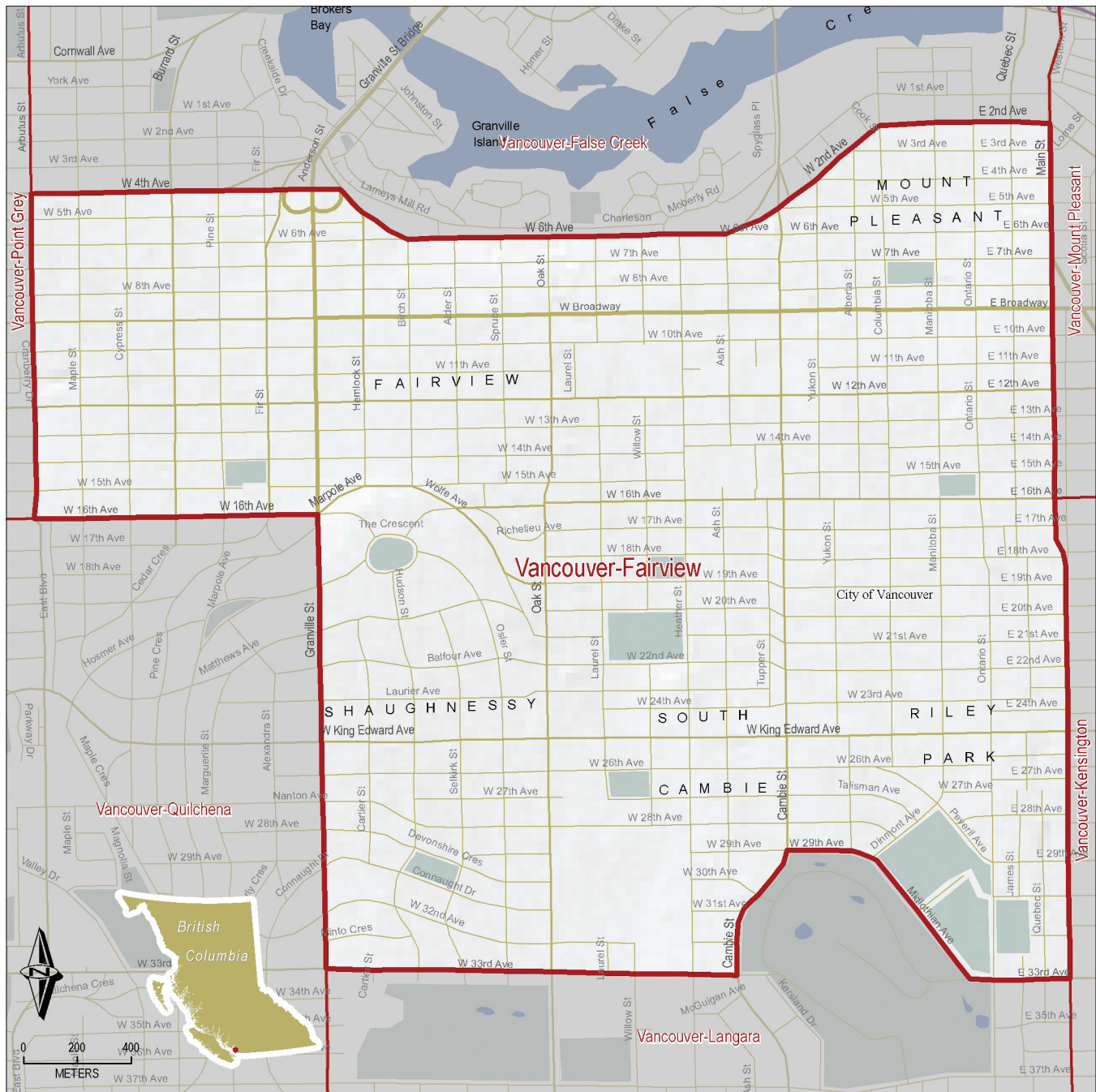


Region: Vancouver – Proposed Vancouver-Kensington Electoral District

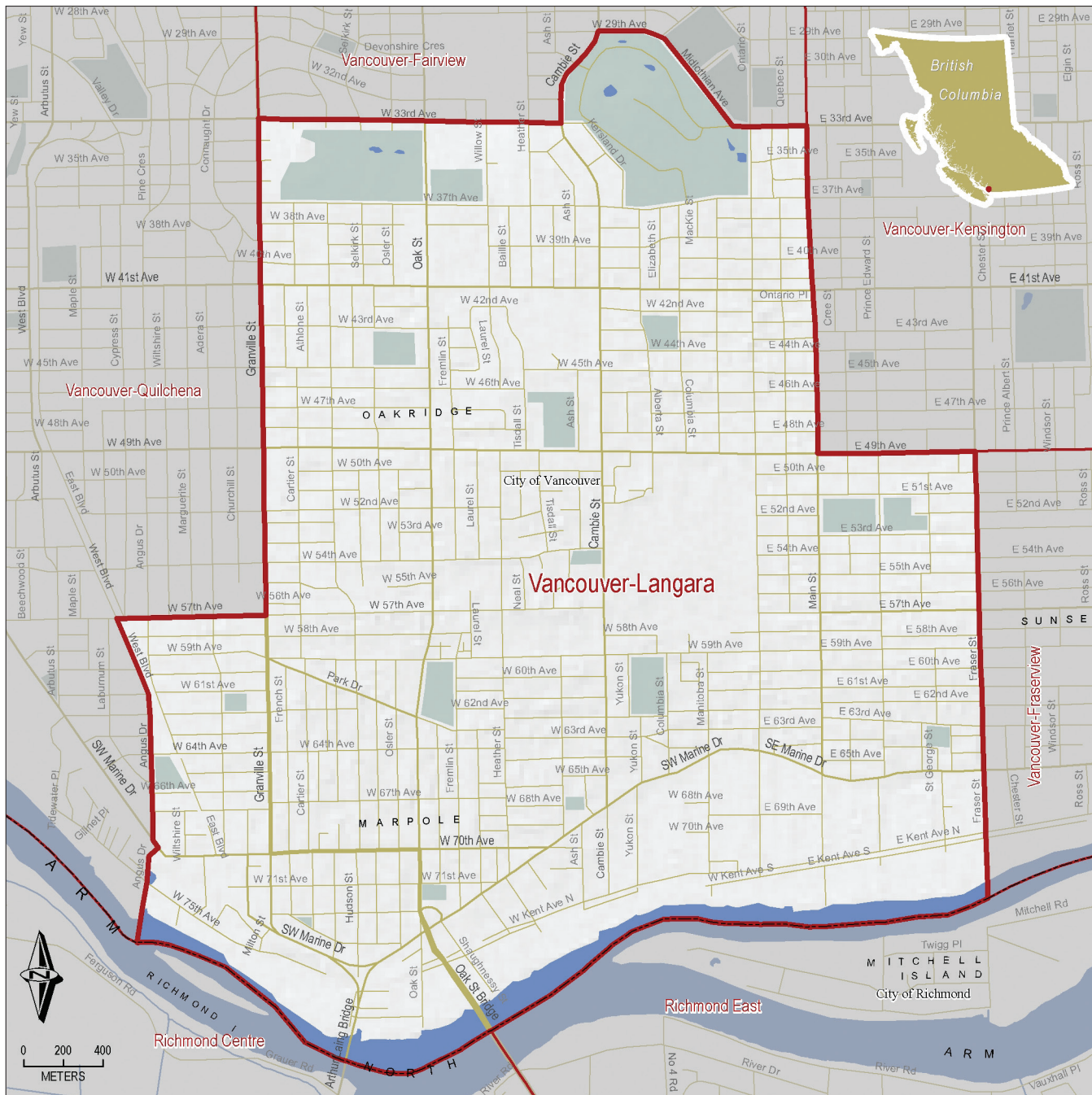


PART 9 – PROPOSED SINGLE MEMBER PLURALITY BOUNDARIES

Region: Vancouver – Proposed Vancouver-Fairview Electoral District

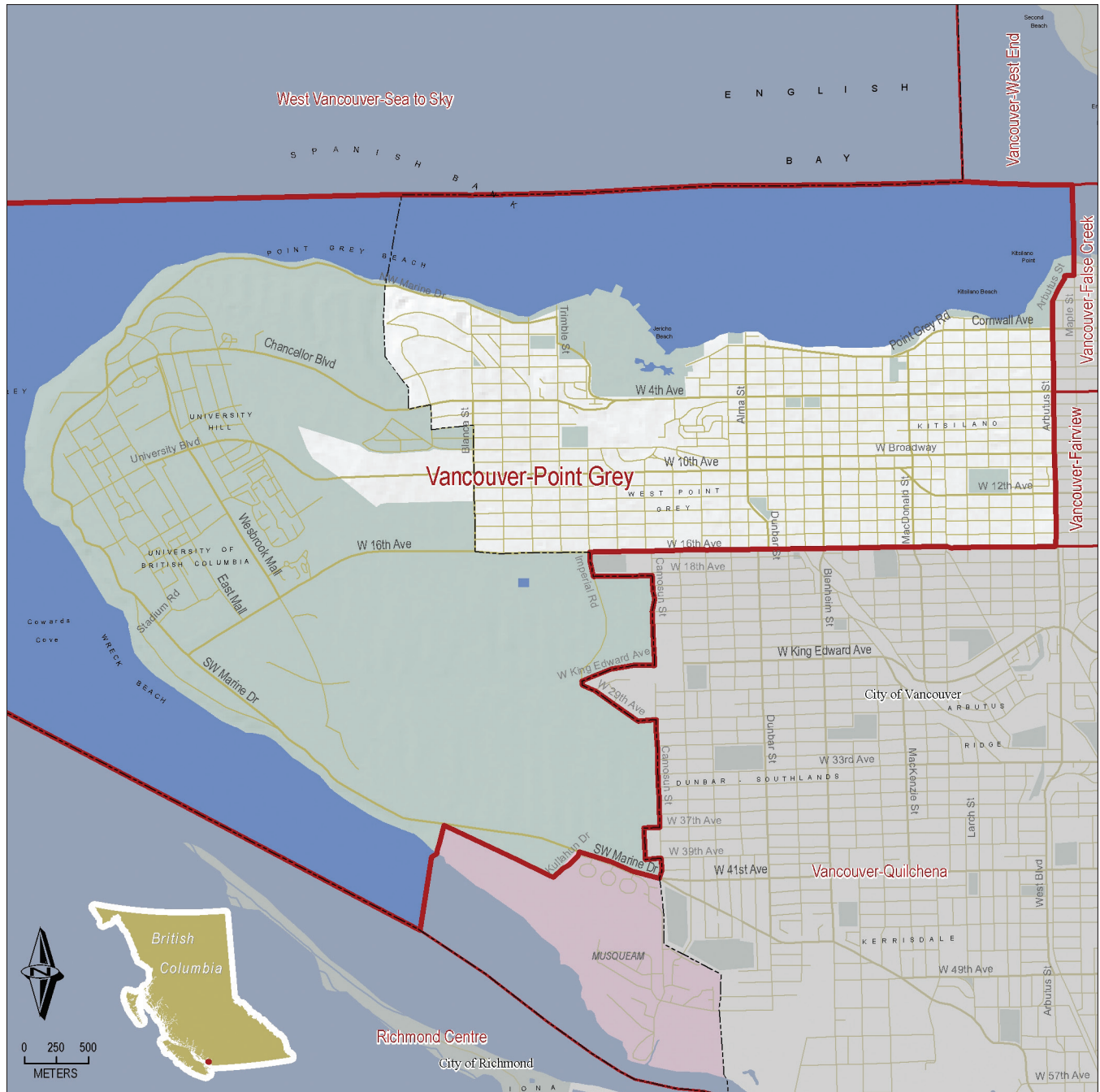


Region: Vancouver – Proposed Vancouver-Langara Electoral District



PART 9 – PROPOSED SINGLE MEMBER PLURALITY BOUNDARIES

Region: Vancouver – Proposed Vancouver–Point Grey Electoral District



Region: Vancouver – Proposed Vancouver-Quilchena Electoral District

