

# **Report of the 2015 Electoral Boundaries Commission**

The Hon. Linda K. Webber, Chair  
George MacDonald  
Roger Younker

August 2015



## **INTRODUCTION**

After every third municipal election, the Council of the City of Charlottetown is required to appoint an Electoral Boundaries Commission. The 2015 Electoral Boundaries Commission was appointed by the Council of the City of Charlottetown on January 12, 2015 pursuant to the requirements of s.141 of the City of Charlottetown Elections Bylaw. Pursuant to s.148(2), Council extended the time for the submission of the Commission's Report to September 12, 2015.

The Commission is required, under the Bylaw, to consist of three members. The Chair is to be a judge or retired judge of the Supreme Court of Prince Edward Island. Linda Webber is a retired judge of the Supreme Court of Prince Edward Island. One member is to be a former Mayor or Councillor of the City. George MacDonald is a former Mayor of the City. One member is to be someone who has never been elected Councillor or Mayor. Roger Younker was appointed under that category.

The appointment of an Electoral Boundaries Commission is necessary to ensure that the residents of the City are continuing to be fairly represented, ie. that population shifts have not been so dramatic that they impact on the ability of voters to be proportionately represented in their Wards. Specifically the Elections Bylaw under which a Commission is appointed requires the Commission to review the Wards of the City and make a report to Council setting out its recommendations as to the area, boundaries and names of the Wards of the City.

The City of Charlottetown Elections Bylaw establishes that variations between Wards of more or less than 10% of the average number of electors of all the Wards are excessive. Where such excesses are found to exist, the Commission's responsibility is to alter the existing Ward boundaries in a manner that returns relative equality to the Wards, ie. variations of no greater and no less than 10% of the average number of voters for all Wards.

These changes to boundaries cannot be arbitrary. The factors to be considered are set out in the Bylaw and can be summarized as follows:

1. The Canadian Charter of Rights and Freedoms.
2. Confirmation data from the most recent municipal and provincial elections.
3. Polling divisions from the most recent municipal and provincial elections.
4. Geographical features.
5. Population patterns.
6. Community of interest.
7. Provincial electoral and polling division boundaries.
8. And such other factors that the Commission regards as relevant.

The Report of the Chief Electoral Officer of Prince Edward Island after the November 03, 2014 Municipal Election indicated that there were a total of 23,038 electors for all 10 Wards in that election. Therefore, the average number of voters per Ward was 2,304. This was the basis used by the Commission in determining the need for Ward boundary changes.

The actual number of electors in each Ward during the 2014 municipal election varied significantly from the average in all but Ward 10:

		Electors	Percent Variation From Average Number of Electors per Ward
Ward 1	Queens Square	1,928	-16.3%
Ward 2	Belvedere	2,066	-10.3%
Ward 3	Brighton	2,215	- 3.9%
Ward 4	St. Avar'd's	1,904	-17.4%
Ward 5	Spring Park	2,133	- 7.4%
Ward 6	Mount Edward	2,138	- 7.2%
Ward 7	Beach Grove	2,783	+20.8%
Ward 8	Highfield	2,680	+16.3%
Ward 9	Stonepark	2,856	+24.0%
Ward 10	Falconwood	<u>2,335</u>	+ 1.3%
	Total	23,038	

These numbers show the deviation from equality at that time. That deviation ranged from 24% more voters than average (Ward 9 – Stonepark) to 17.4% fewer voters than average (Ward 4 – St. Avar'd's). So it took 952 more voters in Ward 9 to elect one Councillor than it took in Ward 4.

While these imbalances needed to be corrected, boundary changes are not simply based upon numbers. Those boundary changes must take into consideration the other factors set

out in the legislation such as the natural geographical boundaries of an area and the community of interests that exist in an area. In addition, the Commission considered potential growth areas by considering planning applications and future City development plans so as to try to ensure that in the next few years the inevitable population shifts would be less likely to result in substantial electoral imbalances among Wards.

The Commission held Public Hearings in June, on the 23<sup>rd</sup> at the Murchison Centre and on the 25<sup>th</sup> at the West Royalty Community Centre. At these Hearings, the Commission put forward its considerations to date on how the Ward boundaries should be redrawn and on what Ward name changes appeared appropriate. The advertisement for the Public Hearings also indicated that the Commission's recommendations to date were available for viewing on the City's website and a hard copy of those recommendations could be obtained at City Hall and at the City's Planning & Heritage Department. The comments made at those Hearings have been taken into consideration in the final deliberations for this Report.

## **WARD BOUNDARY CHANGES**

In general, the proposed boundary changes were a collaborative effort by all Commissioners involving many hours of deliberation, including driving around the City to determine the impact of the changes being considered, and many redrawings of Ward maps. These were all efforts to ensure that geographical areas and communities of interest, among other things, were respected while at the same time necessary changes were implemented and potential growth areas were recognized.

In particular, the Commission noted that the downtown area of the City and the central core including the University of Prince Edward Island needed to be considerably altered to recognize the shift of electors to the outlying areas of the City.

The Report of the 2004 Electoral Boundaries Commission (that established the present Ward boundaries) dealt with a slightly larger number of electors (24,418) and at the time of its recommendations the variations among Wards were a high of +3.3% in Ward 3 to a low of -3.8% in Ward 8.

Since the 2004 Report, the variance above and below the average number of voters in each Ward has changed as follows:

		2004 Report	2014 Election
Ward 1	Queens Square	+2.7%	-16.3%
Ward 2	Belvedere	-3.3%	-10.3%
Ward 3	Brighton	+3.3%	- 3.9%
Ward 4	St. Avar's	+2.4%	-17.4%
Ward 5	Spring Park	+3.2%	- 7.4%
Ward 6	Mount Edward	-2.1%	- 7.2%
Ward 7	Beach Grove	-1.1%	+20.8%
Ward 8	Highfield	-3.8%	+16.3%
Ward 9	Stonepark	-1.8%	+24.0%
Ward 10	Falconwood	+0.4%	+ 1.3%

These numbers show the shift of population to the outlying Wards, except for Ward 10 to which the Commission is not recommending any changes.

The most substantial changes the Commission recommends are to Wards 4 and 5.

However, while Ward 4 has increased significantly in area, the number of electors added to that Ward is not great. The area added is to a great extent University of Prince Edward Island property, not residential housing. This Ward was the most difficult to alter in a manner compatible with all the factors the Commission needed to consider. However, its change was fundamental to enabling the City core to retain its existing number of Wards. The Commission believes a reasonable balance of all essential factors has been achieved.

This movement of certain areas to Ward 4 enabled Ward 6 to be extended north to reduce some of the electoral numbers from Ward 8. The northward extension of Ward 5 is consistent with the overall natural geographical boundaries of the area and community of interest requirements and enables needed adjustments to Ward 7 and Ward 8.

These adjustments required detailed analyses of the distribution of voters throughout the City. The Commission is satisfied that the integrity of the interests of electors has been respected with the recommended changes.

After careful consideration of all of the factors set out in the Elections Bylaw, the Commission recommends the Ward boundaries set out in Appendix 1 of this Report. These changes will result in the following numbers of electors per Ward, as confirmed by the Chief Electoral Officer.

		Electors	Percent above or below the Average number of electors
Ward 1	Queens Square	2,383	+3.4%
Ward 2	Belvedere	2,231	-3.2%
Ward 3	Brighton	2,332	+1.2%
Ward 4	St. Avar'd's	2,256	-2.1%
Ward 5	Spring Park	2,313	+0.4%
Ward 6	Mount Edward	2,284	-0.9%
Ward 7	Beach Grove	2,363	+2.6%
Ward 8	Highfield	2,305	0.0%
Ward 9	Stonepark	2,236	-3.0%
Ward 10	Falconwood	2,335	+1.3%

The greatest variations in the recommended Ward boundaries are 3.4% above average in Ward 1, and 3.2% below average in Ward 2.

**WARD NAME CHANGES**

The Commission has, in accordance with its mandate, considered Ward names in the City and recommends two changes:

1. Ward 4, currently known as St. Avar'd's, be renamed Spring Park;
2. Ward 5, currently known as Spring Park, be renamed Ellen's Creek.

#### Ward 4

The geographical boundary changes to this Ward over the years suggest that a name change is appropriate. St. Avar'd's was, from the historical background the Commission received, the original name for part of an area which came to be known as Parkdale; it was also the name given to a manor house in that area.

The recommended boundaries for Ward 4 indicate a shift in the area encompassed by this Ward since its original naming towards the area more commonly known in the City as Spring Park. The majority of electors in Ward 4 as bounded in the Map the Commission has put forward would be more likely to identify with Spring Park.

#### Ward 5

At one time Spring Park was the name of a house built by Robert Gray around 1780 on a lot granted to him when he became Treasurer of the Colony. Few residents would appear to be aware of this historical fact or identify with it. In addition, and more significantly, Spring Park Road in the City is not in Ward 5 and neither was the former Spring Park School, which was located on the south side of Kirkwood Drive between Queen Street and University Avenue.

The boundary changes to Ward 5 recommended by the Commission result in the area known as Ellen's Creek being part of the northern and western boundaries of the Ward. This would therefore appear to be a better identifying factor for the Ward; it is likely that

further expansion to this Ward would be to the north, encompassing even more of the Ellen's Creek geographical area.

## **CONCLUSION**

Considering the factors set out in the City of Charlottetown Elections Bylaw, the Commission recommends that:

- The boundaries of the Wards be as set out in Appendix 1 to this Report;
- Ward 4 presently known as St. Avar's be renamed Spring Park as set out in Appendix 1 to this Report; and
- Ward 5 presently known as Spring Park be renamed Ellen's Creek as set out in Appendix 1 to this Report.

Signed the \_\_\_\_\_ day of August, 2015.

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The Hon. Linda K. Webber, Chair

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George MacDonald

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Roger Younker



# **APPENDIX 1**

## **Maps and Boundary Descriptions Showing Recommended Ward Boundary Changes And Name Changes**

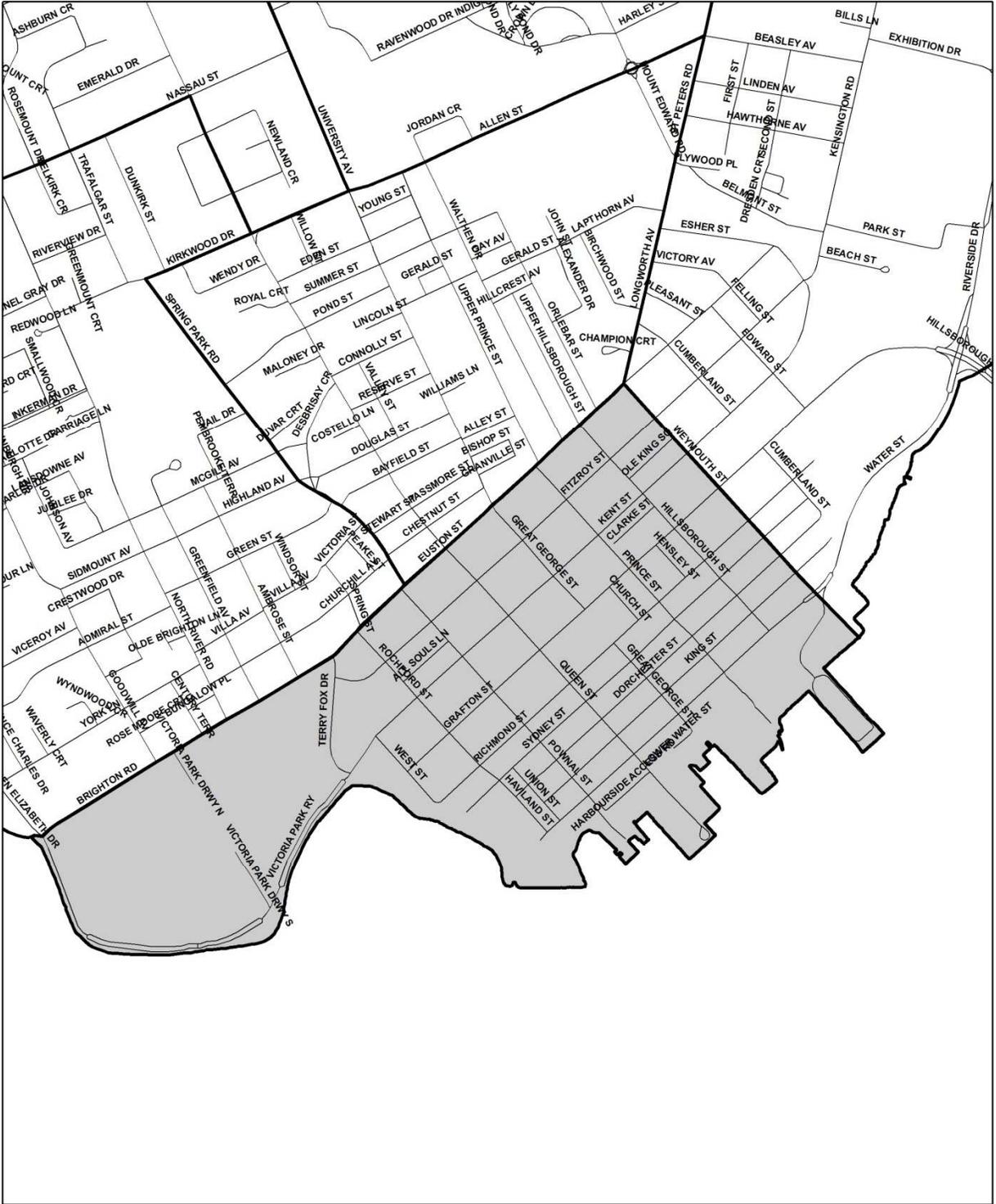


**City of Charlottetown**  
**Electoral Ward**  
**No. 1 Queens Square**

The electoral ward of Queens Square is bounded as follows:

Commencing at the intersection of the shore of the North River and Brighton Road; then eastwardly along Brighton Road and continuing along Euston Street to the intersection of Weymouth Street/Longworth Avenue/Euston Street; then along Longworth Avenue to Victory Avenue; then along Victory Avenue and continuing along Felling Street to Fitzroy Street; then along Fitzroy Street to Edward Street; then along Edward Street to Grafton Street; then along Grafton Street to the Hillsborough Bridge (Hillsborough River); then along the shores of the Hillsborough River and the North River to the intersection of the shore of the North River and Brighton Road or to the point of commencement.

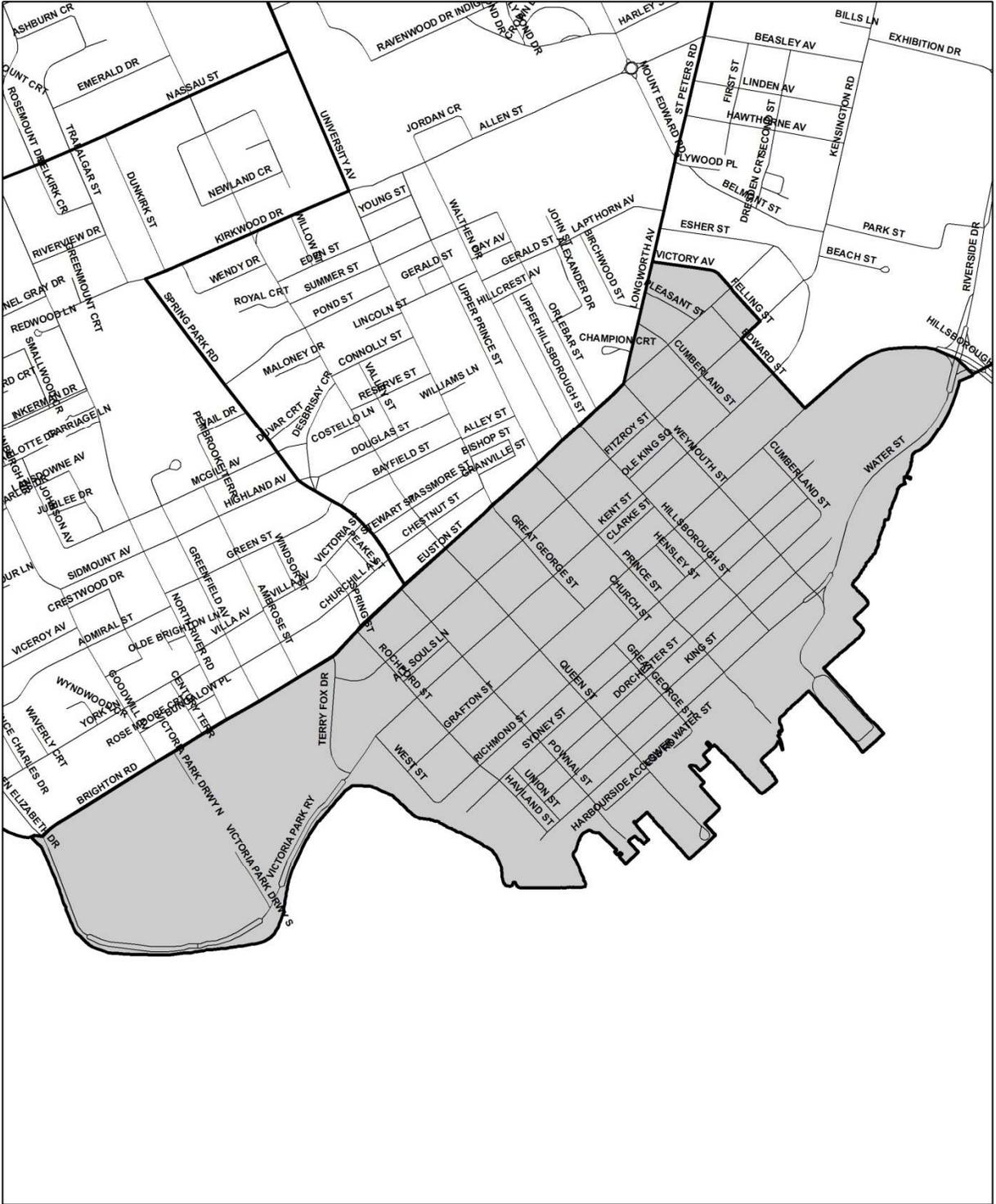
Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.



**Charlottetown Current Electoral Wards**

**WARD 1**

August, 2015



**Charlottetown Recommended Electoral Wards**

**WARD 1**



August, 2015



**City of Charlottetown**  
**Electoral Ward**  
**No. 2 Belvedere**

The electoral ward of Belvedere is bounded as follows:

Commencing at the intersection of Longworth Avenue and Victory Avenue; then northwardly along Longworth Avenue and continuing along St. Peters Road to the Charlottetown Perimeter Highway (Riverside Drive); then southwardly along Riverside Drive to the intersection of the Belvedere Golf Course stream and Riverside Drive; then southwardly along the shores of the Hillsborough River to the Hillsborough Bridge; then along Grafton Street to Edward Street; then along Edward Street to Fitzroy Street; then along Fitzroy Street to Felling Street; then along Felling Street and continuing along Victory Avenue to the intersection of Longworth Avenue and Victory Avenue or to the point of commencement.

Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.







**City of Charlottetown**  
**Electoral Ward**  
**No. 3 Brighton**

The electoral ward of Brighton is bounded as follows:

Commencing at the intersection of the shore of the North River and Brighton Road, then along Brighton Road and continuing along Euston Street to Spring Park Road; then along Spring Park Road to Kirkwood Drive; then eastwardly along Kirkwood Drive to University Avenue; then northwardly along University Avenue to Nassau Street; then along Nassau Street to Sunset Drive; then along Sunset Drive to Maplewood Crescent; then along Maplewood Crescent, crossing Brittany Drive and continuing along the property line between 32 Maplewood Crescent and 2 Brittany Drive to the shore of the North River; then southwardly along the shore of the North River to the intersection of the North River and Brighton Road or to the point of commencement.

Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.



**Charlottetown Current Electoral Wards**

**WARD 3**



August, 2015



Charlottetown Recommended Electoral Wards

**WARD 3**

August, 2015





**City of Charlottetown**  
**Electoral Ward**  
**No. 4 Spring Park**

The electoral ward of Spring Park is bounded as follows:

Commencing at the intersection of Euston Street and Spring Park Road; then along Spring Park Road to Kirkwood Drive; then eastwardly along Kirkwood Drive to University Avenue; then northwardly along University Avenue to the main entrance to the Charlottetown Mall; then along the main driveway through the Charlottetown Mall to Towers Road; then along Towers Road to Mount Edward Road; then southwardly along Mount Edward Road to Palmers Lane; then along Palmers Lane to St. Peters Road; then southwardly along St. Peters Road and continuing along Longworth Avenue to the intersection of Weymouth Street/Longworth Avenue/Euston Street; then westwardly along Euston Street to Spring Park Road or to the point of commencement.

Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.

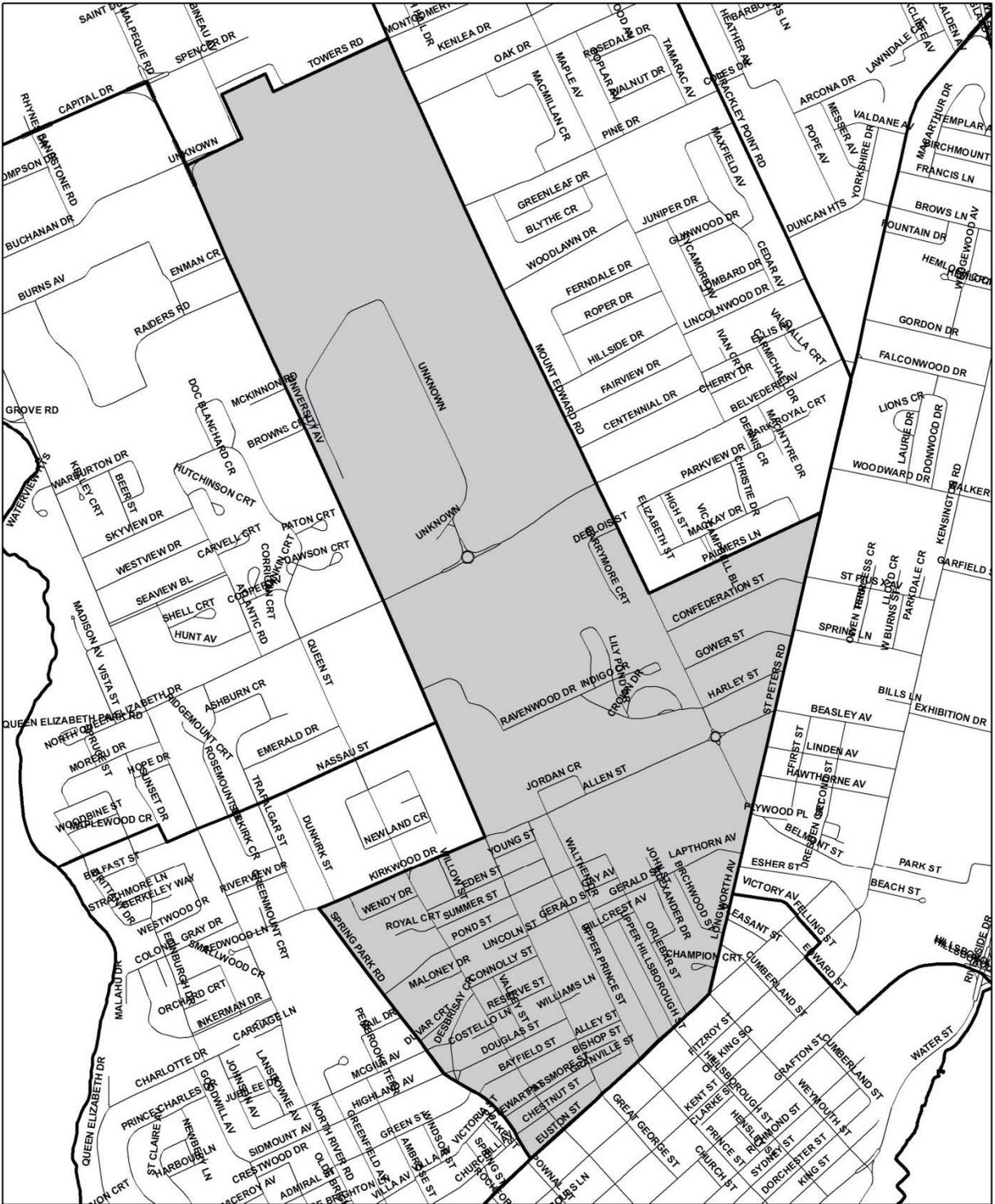


Charlottetown Current Electoral Wards

**WARD 4**



August, 2015



Charlottetown Recommended Electoral Wards



**WARD 4**

August, 2015

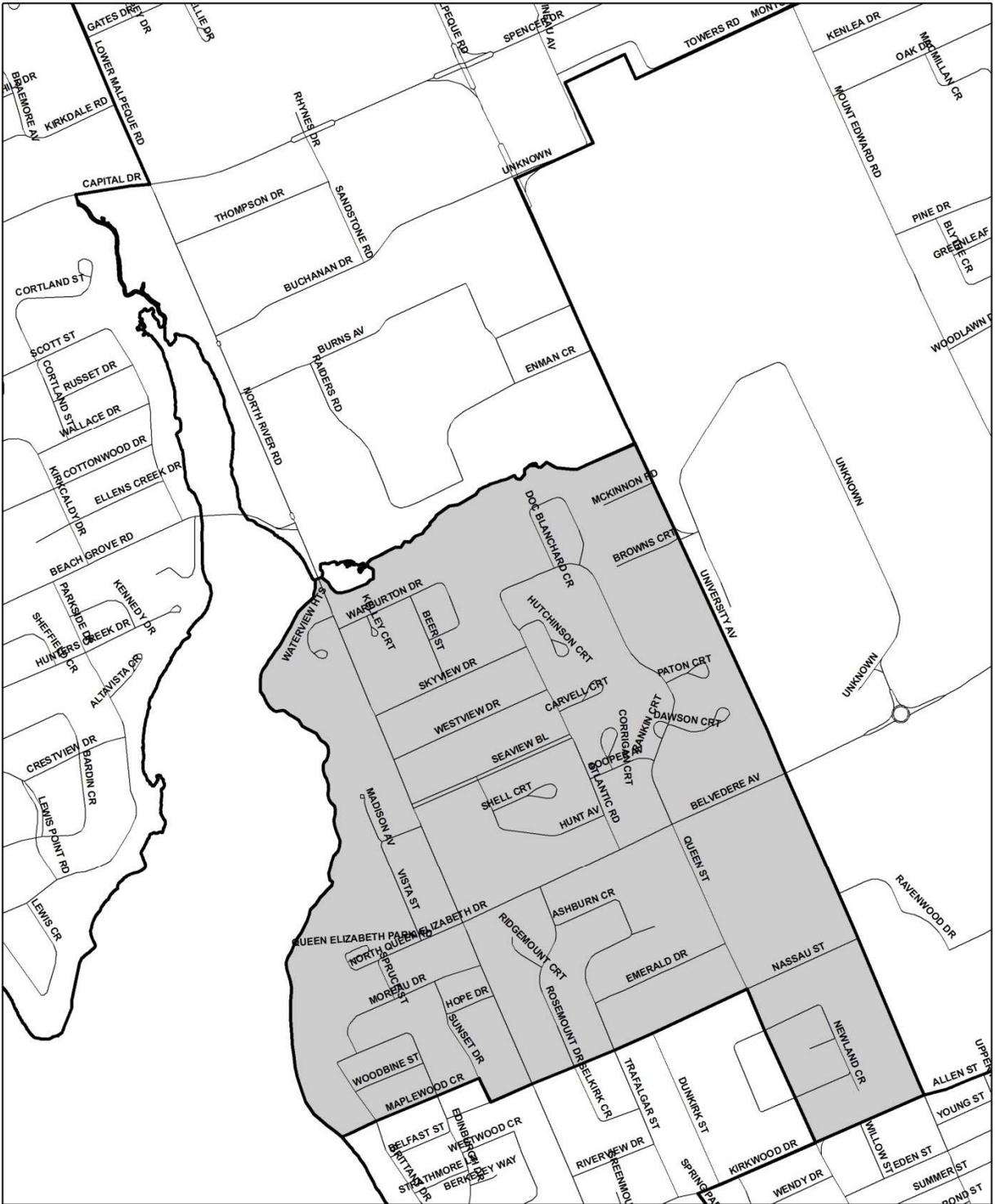


**City of Charlottetown**  
**Electoral Ward**  
**No. 5 Ellen's Creek**

The electoral ward of Ellen's Creek is bounded as follows:

Commencing at the shore of the North River where it intersects the property line between 32 Maplewood Crescent and 2 Brittany Drive; then along the property line between 32 Maplewood Crescent and 2 Brittany Drive crossing Brittany Drive to Sunset Drive; then along Sunset Drive to Nassau Street; then along Nassau Street to University Avenue; then northwardly along University Avenue to Capital Drive; then along Capital Drive to where it intersects with Ellen's Creek; then along the eastern shore of Ellen's Creek to where it intersects with Beach Grove Road; then along the shore of the North River to where it intersects the property line between 32 Maplewood Crescent and 2 Brittany Drive or to the point of commencement.

Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.



**Charlottetown Current Electoral Wards**

**WARD 5**



August, 2015





**City of Charlottetown**  
**Electoral Ward**  
**No. 6 Mount Edward**

The electoral ward of Mount Edward is bounded as follows:

Commencing at the intersection of Mount Edward Road and Palmers Lane; then along Palmers Lane to St. Peters Road; then northwardly along St. Peters Road to the intersection of Brackley Point Road; then along Brackley Point Road to the Charlottetown Perimeter Highway; then westwardly along the Charlottetown Perimeter Highway to Mount Edward Road; then southwardly along Mount Edward Road to Palmers Lane or to the point of commencement.

Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.



Charlottetown Current Electoral Wards

**WARD 6**



August, 2015



Charlottetown Recommended Electoral Wards

**WARD 6**

August, 2015





**City of Charlottetown**  
**Electoral Ward**  
**No. 7 Beach Grove**

The electoral ward of Beach Grove is bounded as follows:

Commencing at the intersection of Capital Drive and Lower Malpeque Road; then westwardly along Capital Drive to where it intersects with Ellen's Creek; then along the western shore of Ellen's Creek to where it intersects with Beach Grove Road; then along the shore of the North River (including Poplar Island) to where it intersects with the northern boundary of the City of Charlottetown; then along the northern boundary of the City to Royalty Road; then along Royalty Road to Upton Road; then along Upton Road to the north property line of 188 Upton Road; then along the north property line of 188 Upton Road and continuing along the north property lines of properties fronting Sandlewood Street and including 62 Doiron Drive; then southwardly along the property lines separating properties on Doiron Drive and Kenwood Circle; then eastwardly along the south property lines of properties fronting Commonwealth Avenue to Lower Malpeque Road; then southwardly along Lower Malpeque Road to Capital Drive or to the point of commencement.

Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.



Charlottetown Current Electoral Wards

**WARD 7**



August, 2015



Charlottetown Recommended Electoral Wards

**WARD 7**

August, 2015



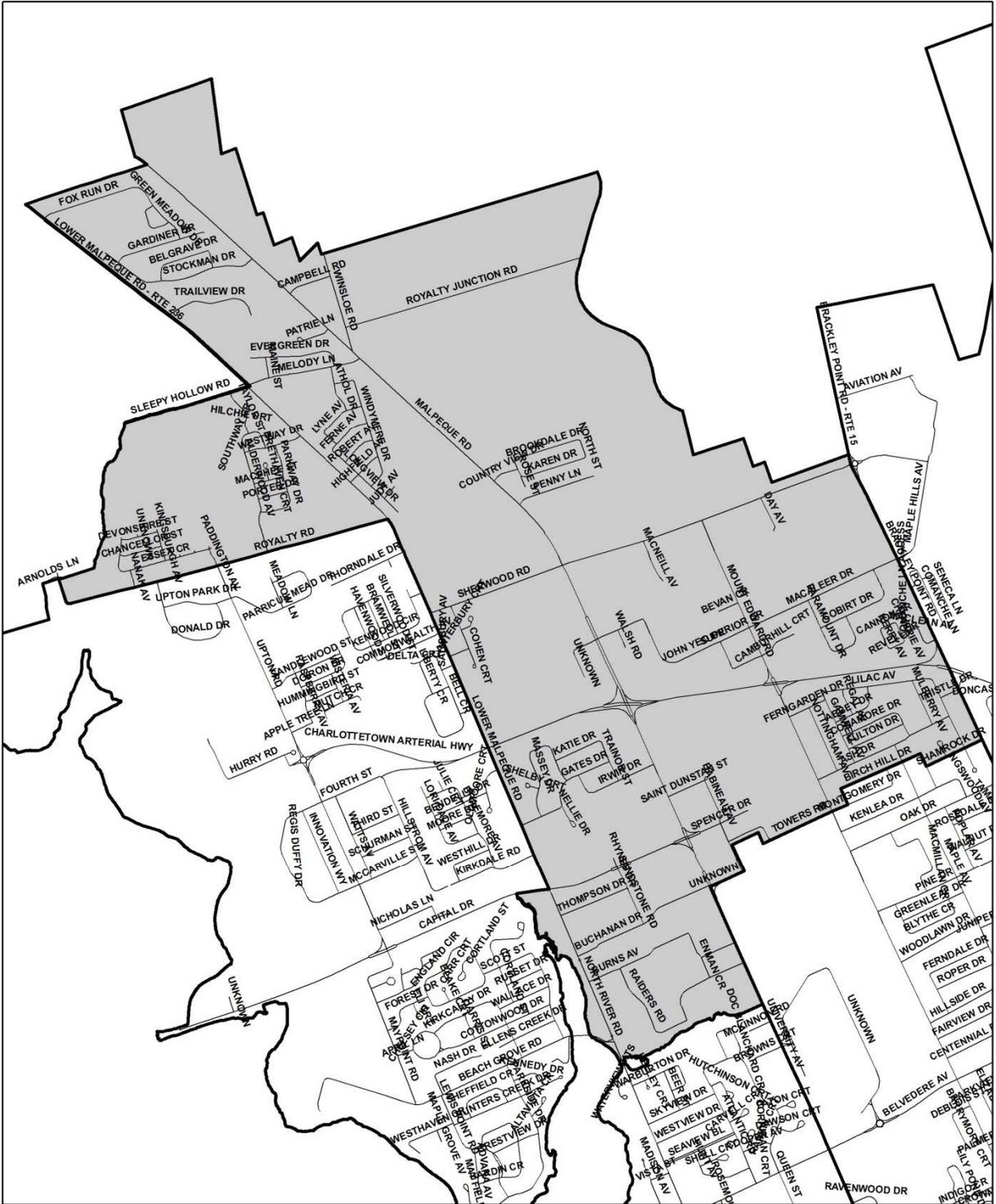


**City of Charlottetown**  
**Electoral Ward**  
**No. 8 Highfield**

The electoral ward of Highfield is bounded as follows:

Commencing at the intersection of Royalty Road and the northern boundary of the City of Charlottetown; then along the northern boundary of the City to Sleepy Hollow Road; then along Sleepy Hollow Road to Lower Malpeque Road; then northwardly along Lower Malpeque Road to the northern boundary of the City; then along the northern boundary of the City to Brackley Point Road; then southwardly along Brackley Point Road to the Charlottetown Perimeter Highway; then westwardly along the Charlottetown Perimeter Highway to Mount Edward Road; then southwardly along Mount Edward Road to Towers Road; then along Towers Road to the main driveway of the Charlottetown Mall to the main entrance of the Charlottetown Mall on University Avenue; then northwardly along University Avenue to Capital Drive; then along Capital Drive to Lower Malpeque Road; then northwardly along Lower Malpeque Road to the rear property line of 2 Commonwealth Avenue; then westwardly along the south property lines of properties fronting Commonwealth Avenue; then northwardly along the property lines separating properties on Doiron Drive and Kenwood Circle to the north property line of 62 Doiron Drive; then westwardly along the north property lines of properties fronting Sandlewood Street and continuing along the north property line of 188 Upton Road to Upton Road; then northwardly along Upton Road to Royalty Road; then westwardly along Royalty Road to the intersection of the northern boundary of the City of Charlottetown or to the point of commencement.

Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.

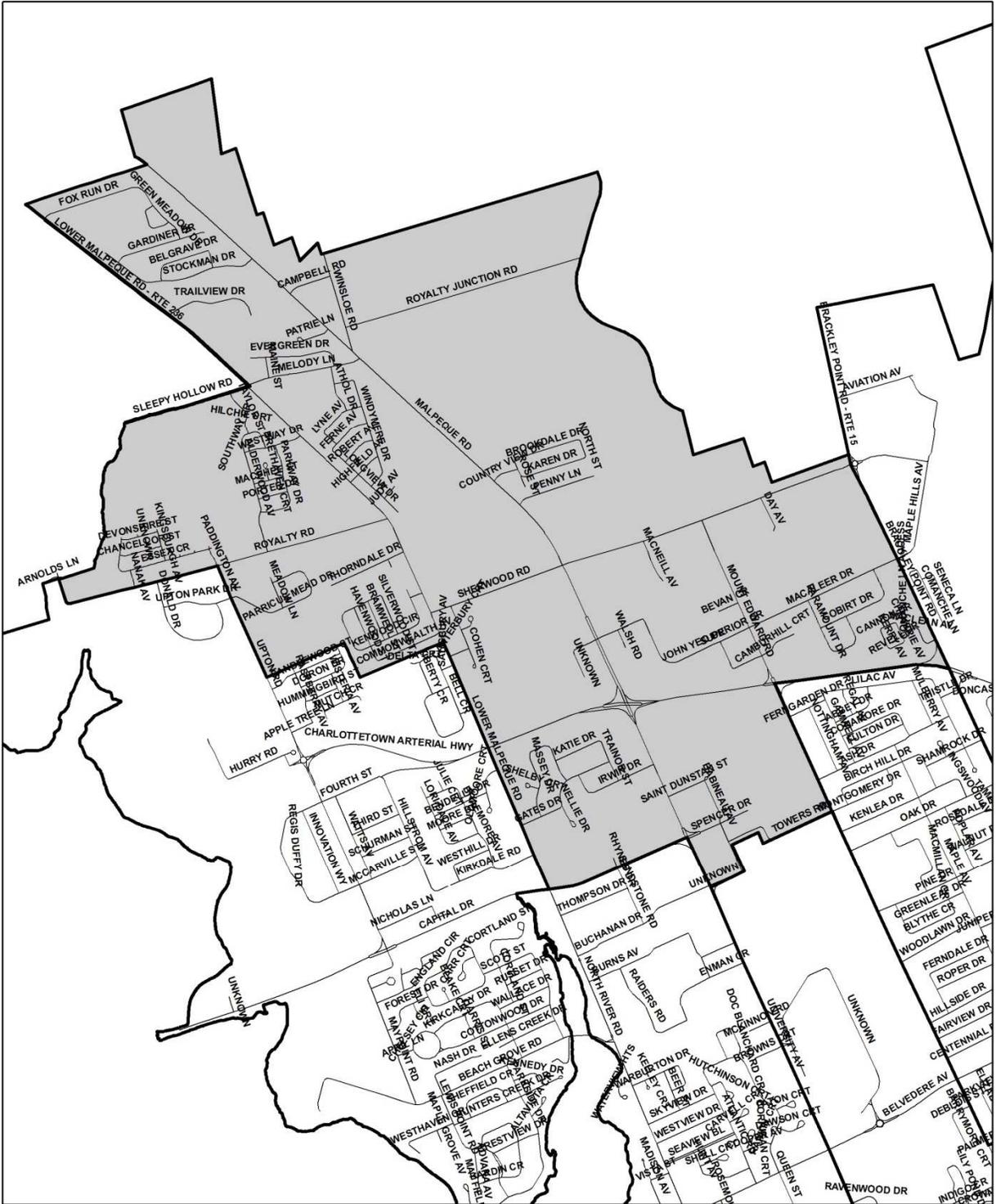


Charlottetown Current Electoral Wards

**WARD 8**



August, 2015



Charlottetown Recommended Electoral Wards



**WARD 8**

August, 2015



**City of Charlottetown**

**Electoral Ward**

**No. 9 Stonepark**

The electoral ward of Stonepark is bounded as follows:

Commencing at the intersection of St. Peters Road and Brackley Point Road; then along Brackley Point Road to the northern boundary of the City of Charlottetown; then along the northern boundary of the City to St. Peters Road; then southwardly along St. Peters Road to the intersection of St. Peters Road and Brackley Point Road or to the point of commencement.

Unless otherwise indicated, the centre line of the streets that define the ward is the ward boundary.



**Charlottetown Current Electoral Wards**

**WARD 9**

August, 2015



**Charlottetown Recommended Electoral Wards**

**WARD 9**

August, 2015



**City of Charlottetown**  
**Electoral Ward**  
**No. 10 Falconwood**

The electoral ward of Falconwood is bounded as follows:

Commencing at the intersection of Riverside Drive and the Belvedere Golf Course stream; then northwardly along Riverside Drive to St. Peters Road; then northwardly along St. Peters Road to the eastern boundary of the City of Charlottetown; then along the eastern boundary of the City to the shore of the Hillsborough River; then southwardly along the shore of the Hillsborough River to the intersection of Riverside Drive and the Belvedere Golf Course stream or to the point of commencement.

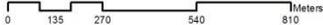
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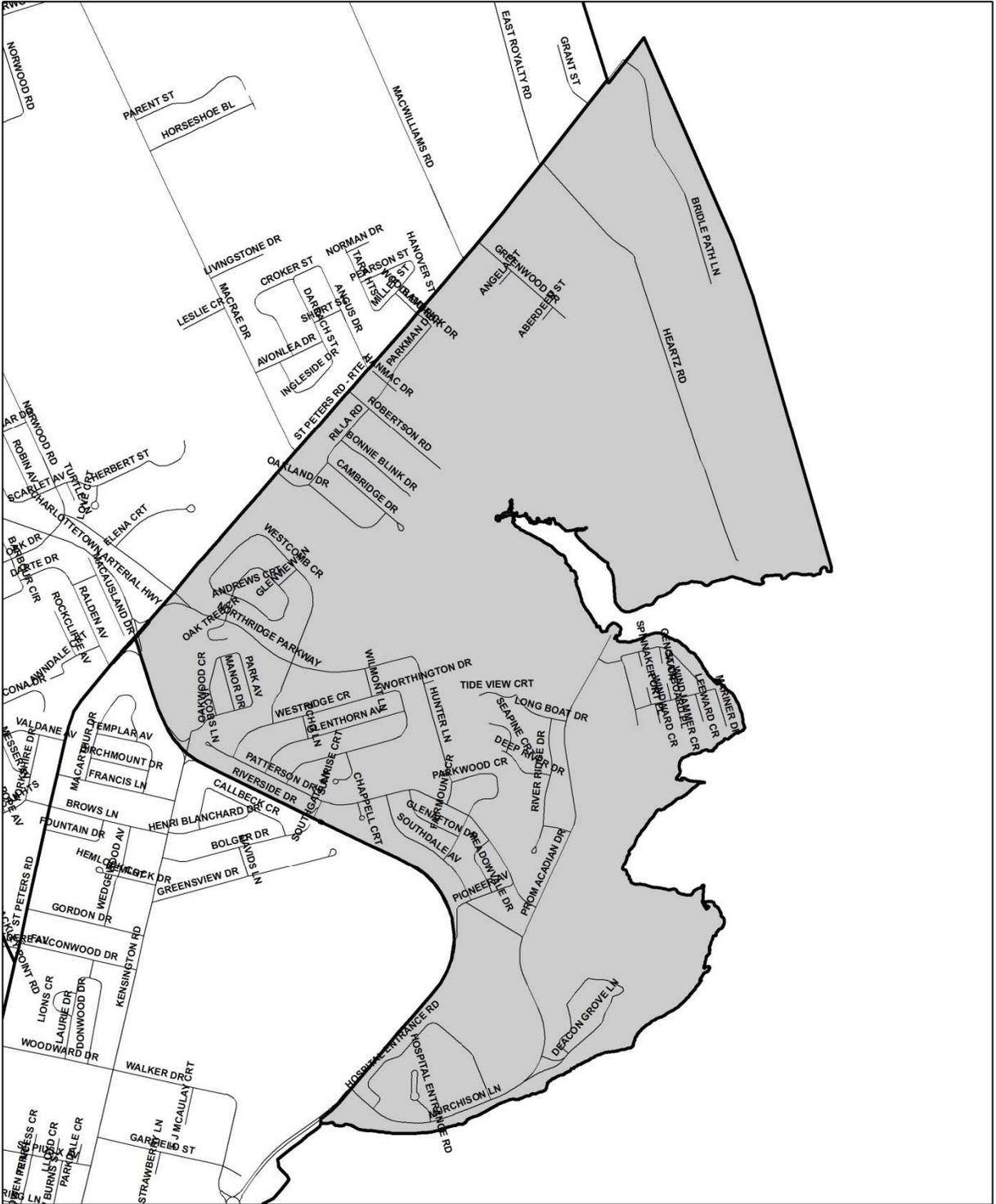


Charlottetown Current Electoral Wards

**WARD 10**

August, 2015





**Charlottetown Recommended Electoral Wards**

**WARD 10**

August, 2015