



City of Richmond

Report to Committee

To: General Purposes Committee
From: David Weber
Director, City Clerk's Office
Chief Election Officer

Date: May 1, 2018
File: 12-8125-80-05/Vol 01

Re: **Voting Divisions for the 2018 General Local and School Election**

Staff Recommendation

That Civic Election Administration and Procedure Bylaw No. 7244, Amendment Bylaw No. 9876, which proposes adjustments to voting division boundaries and establishes 4 additional voting divisions for the 2018 General Local and School Election, be introduced and given first, second and third readings

David Weber
Director, City Clerk's Office
Chief Election Officer
(604-276-4098)

Att. 7

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER 	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: CJ
APPROVED BY CAO 	

Staff Report

Origin

At the November 27, 2017 Regular Council Meeting, Council considered a report on the 2018 General Local and School Election and endorsed a recommendation that a divisional-voting approach be taken in the upcoming election. This approach to election administration, which establishes that electors vote at neighbourhood voting places, is consistent with past practice in Richmond and consistent with the current Civic Election Administration and Procedure Bylaw.

In the November report it was noted that an analysis would be undertaken to determine whether additional voting divisions would be warranted in areas that have experienced significant population growth and where voter turnout has been very strong. The intention behind the establishment of new divisions, or the adjustment of existing divisions, is to provide a better experience for the electorate and a more manageable election operation.

This report supports Council's 2014-2018 Term Goal #9 A Well-Informed Citizenry:

Continue to develop and provide programs and services that ensure the Richmond community is well-informed and engaged on City business and decision making.

This Council Term Goal would be supported by ensuring that voting divisions are reasonably balanced for the 2018 election which would allow the public to better engage in this significant and fundamental public process.

The deadline for the adoption of any bylaws that apply to the 2018 General Local and School Election is July 9, 2018.

Analysis

Under a divisional-voting approach, electors who vote on General Voting Day are required to vote at a specific voting place designated for their specific neighbourhood. Voting divisions are used to effectively balance and distribute administrative resources for an election. The boundaries for a voting division must therefore encompass reasonably balanced and manageable portions of the local population so that election administrators may effectively plan for and allocate equipment, supplies and appropriate levels of staffing at the voting places. These measures are taken to ensure an orderly and positive experience for the voting public.

In addition to considering the number of registered electors within a given area, election administrators also consider the following factors when establishing voting division boundaries:

- the availability of an appropriately-sized facility to conduct the vote within the division that is accessible, secure and has adequate parking (often a school building);
- ensuring that the voting place is conveniently located for residents who wish to drive, walk or take transit on election day; and
- ensuring that divisional boundaries are logically drawn along natural boundaries, major roads, or other familiar neighbourhood boundaries.

The Current Voting Divisions

When the current voting divisions were first established in 1993, there were only 70,600 registered electors in Richmond. The original 34 voting divisions were drawn so that the majority of divisions would encompass no more than 2,600 registered electors (Attachment 1).

Today, there are 125,350 registered electors in Richmond and, using the Richmond Interactive Map system (RIM/GIS) to plot today’s Voters list using the same grid of neighbourhood voting divisions that was established in 1993, the number of registered electors that would be assigned to some divisions is now double or triple the original range.

In addition to the increase in the numbers of registered electors across all voting divisions, the RIM/GIS analysis also showed that the distribution of registered electors across the City has not been uniform, with some areas becoming significantly more densely populated than other areas over time.

To illustrate, Table 1 below provides four examples of voting divisions where the number of registered electors and the number of ballots cast has increased over time, but in a manner that can still be reasonably managed. With these four divisions and other similarly-sized divisions, an orderly and efficient experience for electors on General Voting Day can be provided by adjusting resources and staffing levels accordingly.

Table 1: Examples of Voting Divisions with a **MANAGEABLE** Amount of Change Between 1993 and 2014

Voting Division	Total Registered Voters per Division			Ballots Cast per Division		
	1993	2014	% change	1993	2014	% change
RC03 Gilmore	1,717	1,770	3% increase	598	594	1% decrease
RE10 Woodward	1,929	2,699	40% increase	515	874	70% increase
RS09 Blundell	2,505	3,123	25% increase	659	788	20% increase
RE09 McNair	2,504	3,484	39% increase	624	927	49% increase

In contrast, the RIM/GIS analysis also showed that some voting divisions have increased significantly and disproportionately compared to the rest. For example, there are now 6 voting divisions that would encompass between 5,000 and 9,000 registered electors compared to the original maximum number of 2,600. This represents an increase for some voting divisions of up to 280%, with similar increases over the same time period in the number of electors casting ballots in those same divisions.

To illustrate further, Table 2 below shows figures for four divisions that have had a significant amount of change over time. The areas that are have been most affected are in the City Centre, the area just south of the City Centre, the Steveston area, and some areas in East Richmond.

Table 2: Examples of Voting Divisions with a **SIGNIFICANT** Amount of Change Between 1993 and 2014

Voting Division	Total Registered Voters per Division			Ballots Cast per Division		
	1993	2014	% change	1993	2014	% change
RS05 Homma	2,427	6,193	155% increase	643	2,183	240% increase
RE06 Kate McNeely	2,164	7,369	241% increase	455	1,563	244% increase
RC12 Cook	2,371	7,146	201% increase	526	1,298	147% increase
RE01 General Currie	2,356	8,947	280% increase	540	1,947	261% increase

(A full listing of all 34 voting divisions showing the degree of change between 1993 and 2014 in the number of registered electors and the number of ballots cast can be found in Attachment 2. Attachment 3 depicts the same data visually in the form of 2 bar graphs which highlight the areas with the most significant and disproportionate increases).

The Proposed Voting Divisions

In terms of a target for the average voting place, experience has shown that processing approximately 1,000 electors in one day is a reasonable and manageable number. When the numbers of ballots cast at a single voting place starts to surpass 1,200 ballots per day, then it can become challenging due to the voting place being overly busy and, as a result, electors may have a less than positive experience.

Using the RIM/GIS system, various options were explored to adjust voting division boundaries and to add additional divisions where necessary in order to even out the overall distribution of registered electors across divisions and to address the areas where the most significant increases have been recorded.

In many instances, no changes were necessary to maintain voting divisions within the target size and range. In other instances, a minor shift in boundaries was enough to even out the numbers between neighbouring divisions. In other areas, such as the City Centre and Steveston, some voting divisions were re-configured or divided in order to better serve the number of people now living in those areas.

Overall, 38 voting divisions are proposed for 2018 (Attachment 4), an increase of 4 divisions over the number that was originally established in 1993 (see Attachment 1 for the original 1993-2014 Voting Division map for comparison).

No more than 5,500 registered electors would fall into any of the proposed divisions, which is a significant shift in the range that would be present using the 1993-2014 divisional grid where the upper range would reach as high as 9,070 registered electors. Attachment 5 and 6 show how the number of registered electors would be significantly evened out under the proposed grid of voting divisions.

Financial Impact

The election budget that was approved in the fall of 2017 included provision for the possibility of adding a few additional voting divisions.

Conclusion

The voting divisions in Richmond have not been adjusted since they were first established 25 years ago. However, there have been significant and uneven increases in population across Richmond during this time frame. The proposed 2018 voting divisions are more manageable in size and more evenly distributed which would allow the City to plan more effectively for a better experience for the public on General Voting Day.



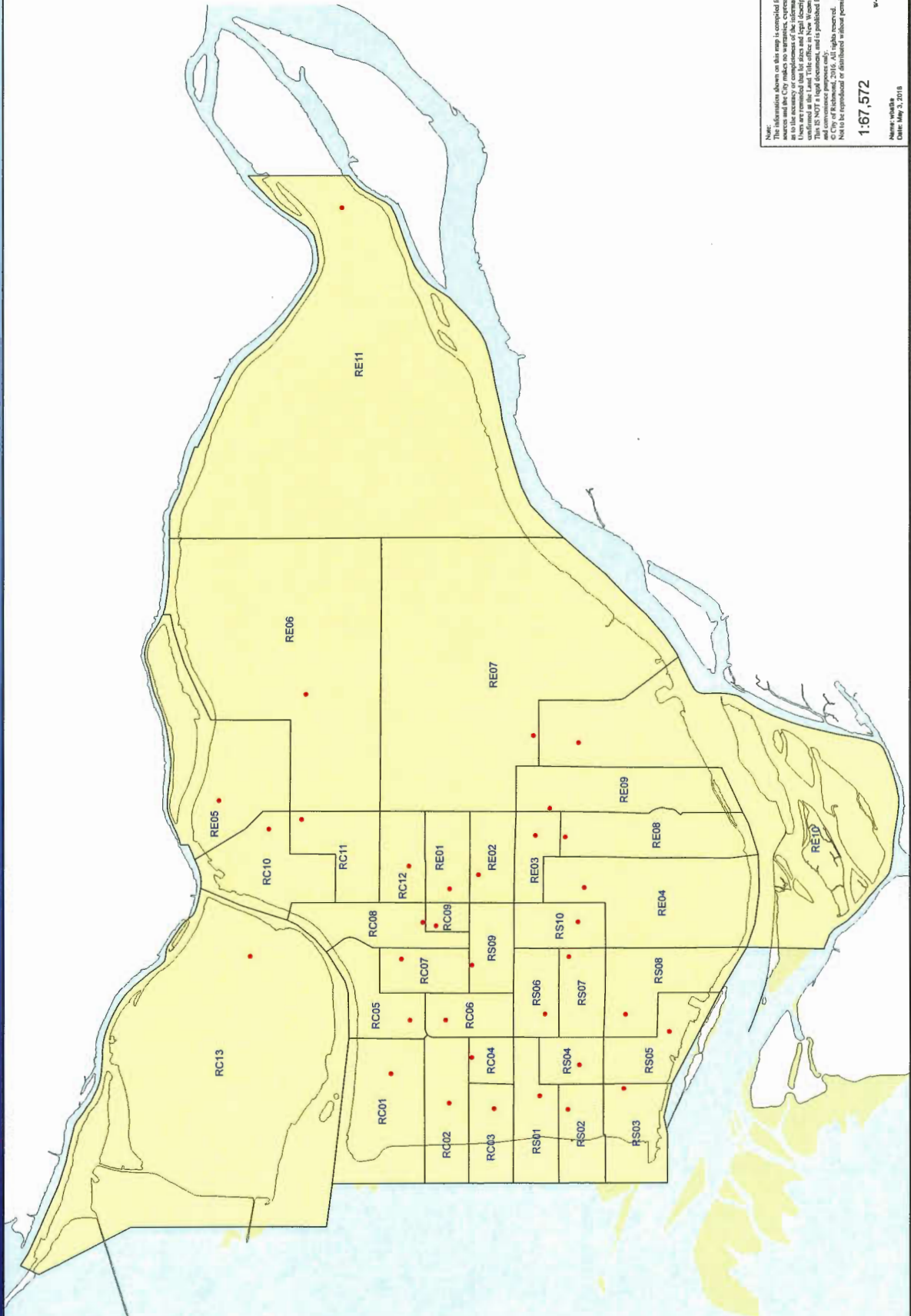
David Weber
Director, City Clerk's Office and
Chief Election Officer
(604-276-4098)

Attachments:

- 1: Map - Richmond Voting Divisions - 1993-2014
- 2: Voting Division Statistics - Difference Between 1993 and 2014
- 3: Bar Graphs - Registered Electors & Ballots Cast - Difference Between 1993 and 2014
- 4: Map - Proposed Richmond Voting Divisions - 2018
- 5: Registered Electors Per Voting Division - Current Divisional Grid vs. Proposed Divisions
- 6: Bar Graph - Registered Electors for 2018 - Showing the Impact of the Proposed Divisions
- 7: Civic Election Administration and Procedure Bylaw No. 7244, Amendment Bylaw No. 9876



Richmond Voting Divisions 1993-2014 (34 Divisions)



Note: The information shown on this map is compiled from various sources and is not guaranteed to be accurate or complete. Users are reminded that this map is not a legal document and is published for informational purposes only. This is NOT a legal document, and it is published for informational purposes only. It is not to be used as a legal document. Not to be reproduced or distributed without permission.

Name: waldie
 Date: May 3, 2018
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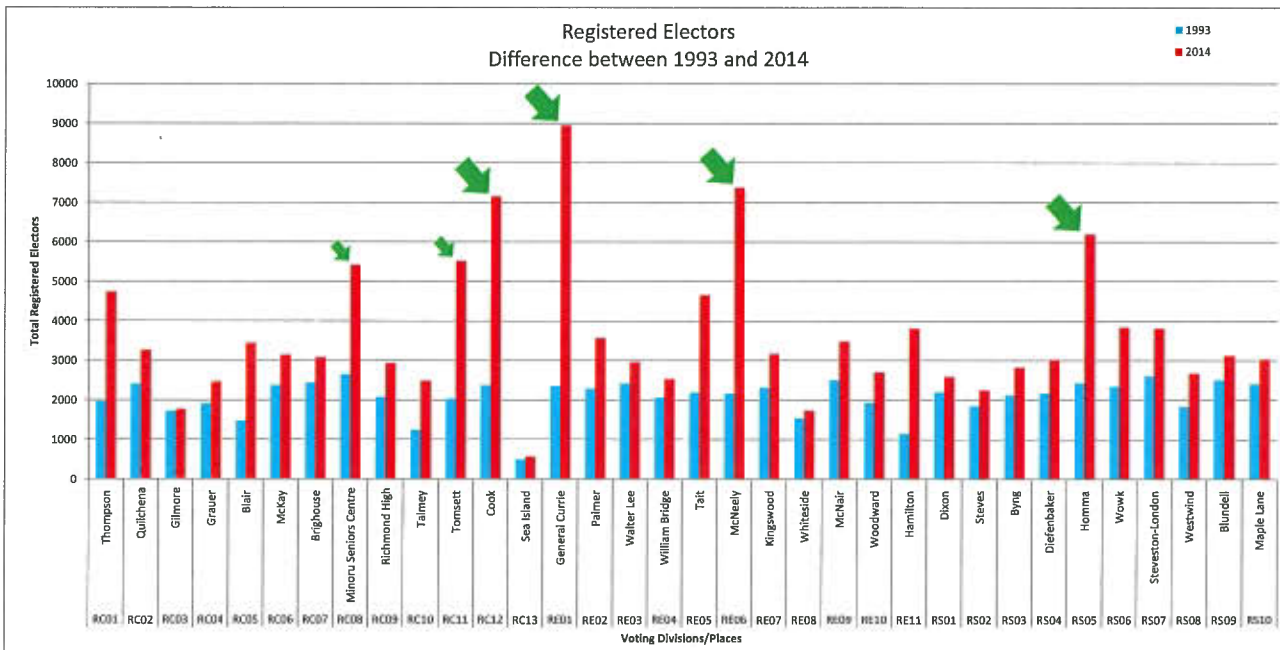
Voting Division Statistics
Difference Between 1993 and 2014
(Sorted By Number of Ballots Cast in 2014)

Voting Division / Place		Total Registered Voters			Total Ballots Cast		
		1993	2014	% change	1993	2014	% change
RC13	Sea Island	496	568	15%	137	216	58%
RE08	Whiteside	1536	1730	13%	418	561	34%
RC10	Talmey	1243	2486	100%	239	589	146%
RC03	Gilmore	1717	1770	3%	598	594	-1%
RC04	Grauer	1910	2464	29%	571	720	26%
RE04	William Bridge	2064	2531	23%	464	720	55%
RC07	Brighthouse	2436	3079	26%	644	733	14%
RS10	Maple Lane	2410	3042	26%	666	783	18%
RS09	Blundell	2505	3123	25%	659	788	20%
RC11	Tomsett	2030	5517	172%	253	799	216%
RS02	Steves	1845	2248	22%	551	819	49%
RC09	Richmond High	2076	2928	41%	493	855	73%
RC06	McKay	2372	3138	32%	614	869	42%
RE10	Woodward	1929	2699	40%	515	874	70%
RC05	Blair	1475	3438	133%	371	912	146%
RE03	Walter Lee	2426	2962	22%	690	915	33%
RE07	Kingswood	2309	3168	37%	578	925	60%
RE09	McNair	2504	3484	39%	624	927	49%
RE02	Palmer	2287	3568	56%	625	956	53%
RS01	Dixon	2193	2585	18%	637	958	50%
RE11	Hamilton	1146	3809	232%	222	963	334%
RS03	Byng	2121	2824	33%	725	997	38%
RC02	Quilchena	2407	3262	36%	672	997	48%
RC08	Minoru Seniors Centre	2652	5416	104%	536	1009	88%
RE05	Tait	2190	4654	113%	518	1039	101%
RS08	Westwind	1835	2675	46%	663	1052	59%
RS04	Diefenbaker	2174	3019	39%	660	1086	65%
RS07	Steveston-London	2608	3811	46%	791	1197	51%
RS06	Wowk	2343	3841	64%	760	1233	62%
RC01	Thompson	1970	4733	140%	710	1296	83%
RC12	Cook	2371	7146	201%	526	1298	147%
RE06	McNeely	2164	7369	241%	455	1563	244%
RE01	General Currie	2356	8947	280%	540	1947	261%
RS05	Homma	2427	6193	155%	643	2183	240%

The Voting Divisions with the highest number of ballots cast in 2014 (circled in **RED**) were moderately or significantly outside of the target range.

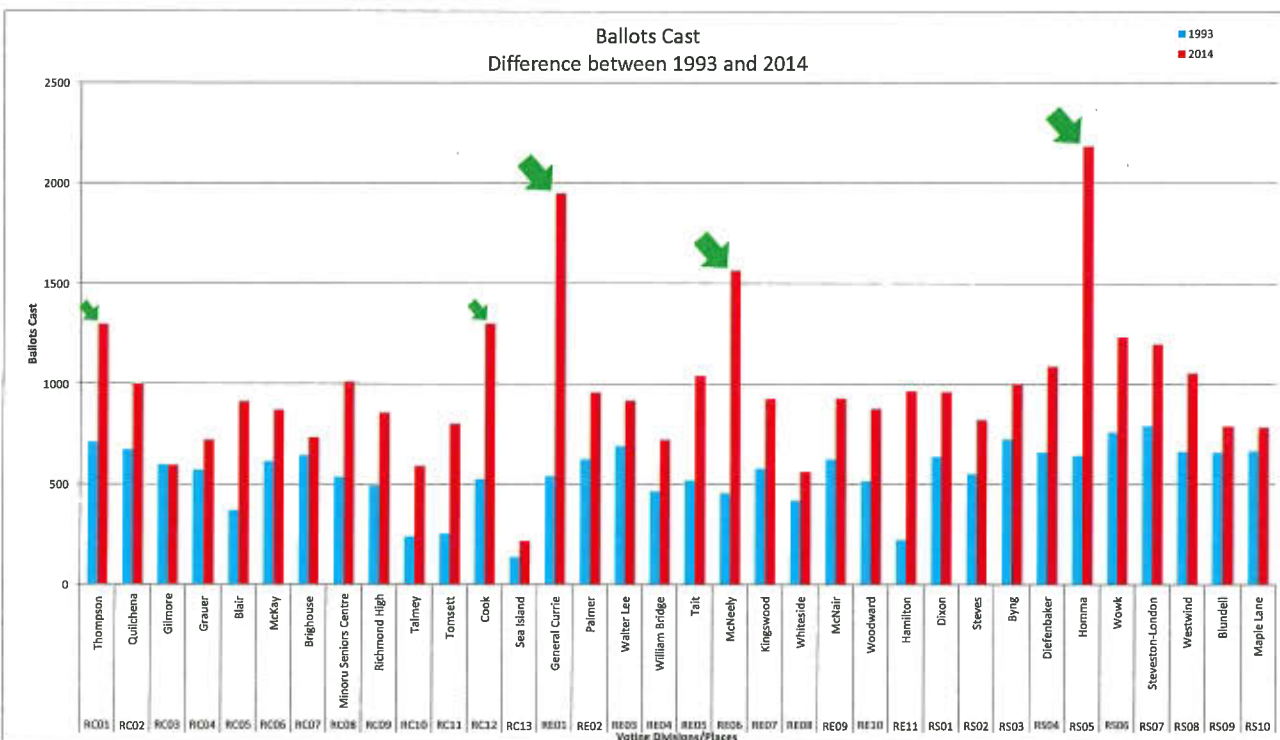
Registered Electors: Difference Between 1993 and 2014

The **Blue Bars** show the number of registered electors per division in **1993** (more even distribution)
 The **Red Bars** show the number of registered electors per division in **2014** (less even distribution)
 The **Green Arrows** point to the areas with the most significant and disproportionate increases

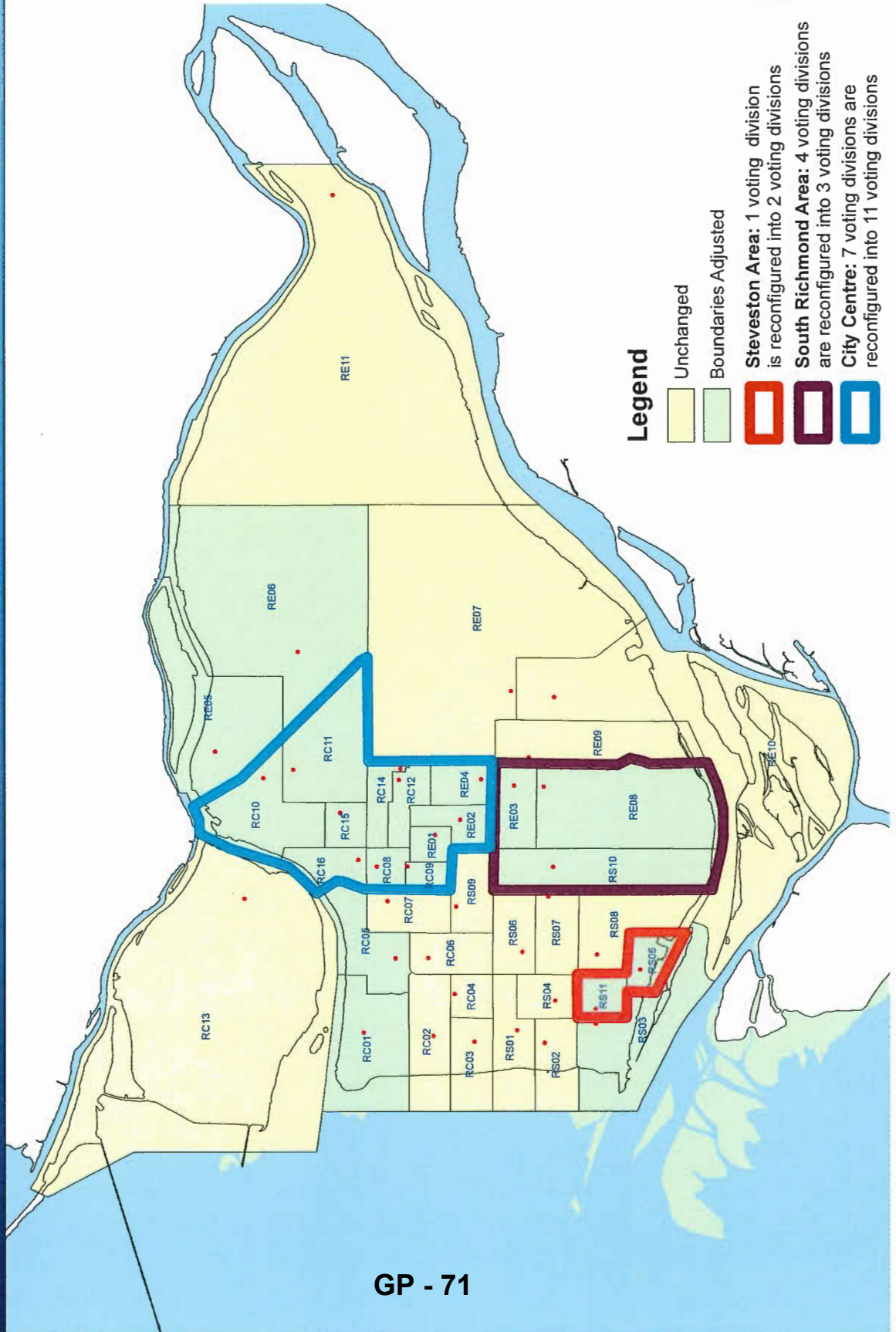


Ballots Cast: Difference Between 1993 and 2014

The **Blue Bars** show the number of ballots cast per division in **1993** (more even distribution)
 The **Red Bars** show the number of ballots cast per division in **2014** (less even distribution)
 The **Green Arrows** point to the areas with the most significant and disproportionate increases



Proposed Richmond Voting Divisions 2018 (38 Divisions)



Legend

- Unchanged
- Boundaries Adjusted
- Steveston Area: 1 voting division is reconfigured into 2 voting divisions
- South Richmond Area: 4 voting divisions are reconfigured into 3 voting divisions
- City Centre: 7 voting divisions are reconfigured into 11 voting divisions

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Scale: 1:72,116

Map Date: July 1, 2018

Registered Electors Per Voting Division
Current Divisional Grid (in use between 1993 and 2014)

vs.

Proposed Divisional Grid for 2018

Sorted by # of Registered Electors If No Changes Made

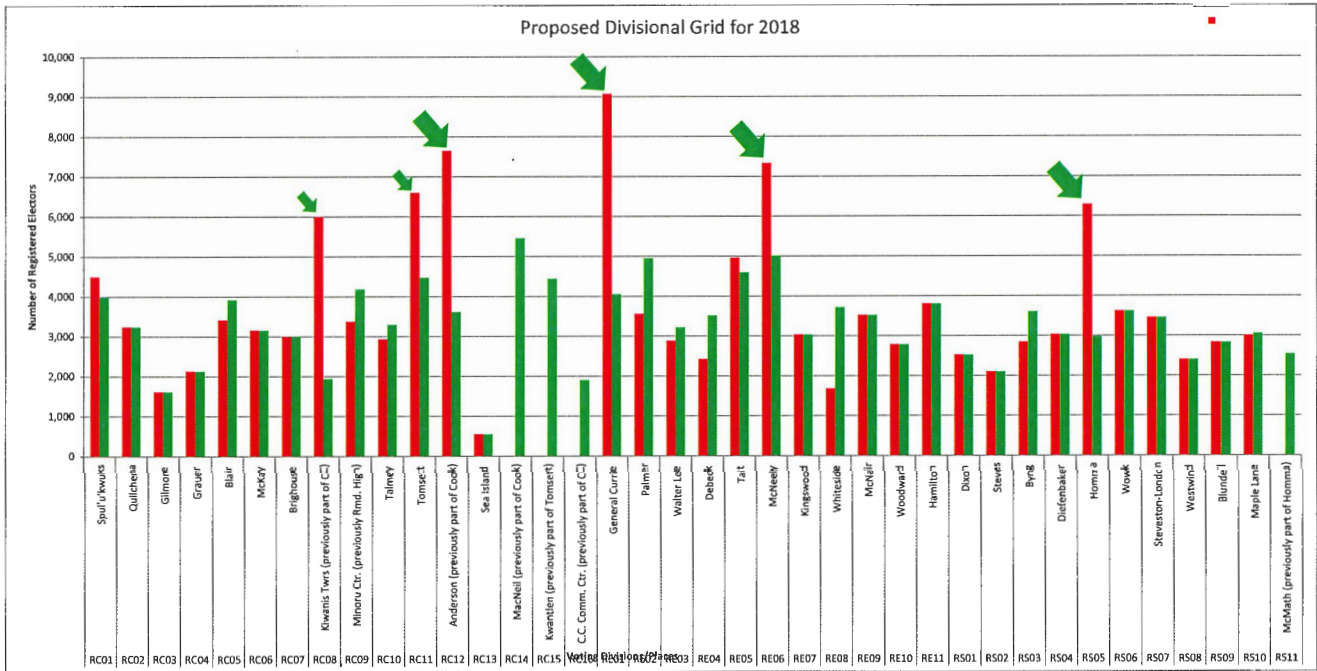
Voting Division / Place		<u>With No Changes</u> ↓	<u>Proposed Changes</u>
		Total # of Registered Electors per Division under the Current (1993-2014) Divisional Grid	Total # of Registered Electors per Division under the Proposed 2018 Divisional Grid (all Divisions less than 5,500)
RC14	MacNeil (previously part of Cook)	0	5,463
RC15	Kwantlen (previously part of Tomsett)	0	4,443
RC16	C.C.C. Centre (previously part of Minoru)	0	1,907
RS11	McMath (previously part of Homma)	0	2,546
RC13	Sea Island	551	551
RC03	Gilmore	1,619	1,619
RE08	Whiteside	1,683	3,720
RS02	Steves	2,103	2,103
RC04	Grauer	2,133	2,133
RS08	Westwind	2,407	2,407
RE04	Debeck	2,427	3,521
RS01	Dixon	2,528	2,528
RE10	Woodward	2,787	2,787
RS09	Blundell	2,834	2,834
RS03	Byng	2,847	3,610
RE03	Walter Lee	2,886	3,222
RC10	Talmey	2,932	3,299
RC07	Brighthouse	2,995	2,995
RS10	Maple Lane	3,008	3,062
RE07	Kingswood	3,037	3,037
RS04	Diefenbaker	3,037	3,037
RC06	McKay	3,158	3,158
RC02	Quilchena	3,241	3,241
RC09	Minoru Centre (previously Rmd. High)	3,376	4,186
RC05	Blair	3,414	3,920
RS07	Steveston-London	3,461	3,461
RE09	McNair	3,522	3,522
RE02	Palmer	3,558	4,955
RS06	Wowk	3,623	3,623
RE11	Hamilton	3,810	3,810
RC01	Spul'u'kwuks	4,495	3,989
RE05	Tait	4,965	4,598
RC08	Kiwanis Twrs (previously part of Minoru)	5,997 ✗	1,941 ✓
RS05	Homma	6,294 ✗	2,985 ✓
RC11	Tomsett	6,602 ✗	4,477 ✓
RE06	McNeely	7,332 ✗	5,014 ✓
RC12	Anderson (previously part of Cook)	7,649 ✗	3,618 ✓
RE01	General Currie	9,070 ✗	4,058 ✓

The proposed divisional grid would correct (✓) the divisions with the highest number of registered electors and bring them back into a more manageable range. Overall, registered electors would be more evenly distributed across all divisions. The maximum number of registered electors per division would be 5,500.

Registered Electors: 2018

The **Red Bars** show the number of registered electors per division for 2018 **if no changes are made**. The **Green Arrows** point to the areas that would remain problematic if no changes were made.

The **Green Bars** show the distribution of registered electors under the **Proposed Divisions** for 2018 which is much more evenly distributed across the City, more manageable for administrative purposes, and offers a more consistent election experience for the public.





City of Richmond

Bylaw 9876

Civic Election Administration and Procedure Bylaw No. 7244, Amendment Bylaw No. 9876

The Council of the City of Richmond enacts as follows:

- 1) Civic Election Administration and Procedure Bylaw No. 7244, as amended, is further amended:
 - a) by deleting Schedule B to Bylaw No. 7244 and replacing it with Schedule A as attached to this bylaw.
 - b) by deleting Schedule C to Bylaw No. 7244 and replacing it with Schedule B as attached to this bylaw.
 - c) by deleting Schedule D to Bylaw No. 7244 and replacing it with Schedule C as attached to this bylaw.
- 2) This Bylaw is cited as **“Civic Election Administration and Procedure Bylaw No. 7244, Amendment Bylaw No. 9876”**.

FIRST READING

SECOND READING

THIRD READING

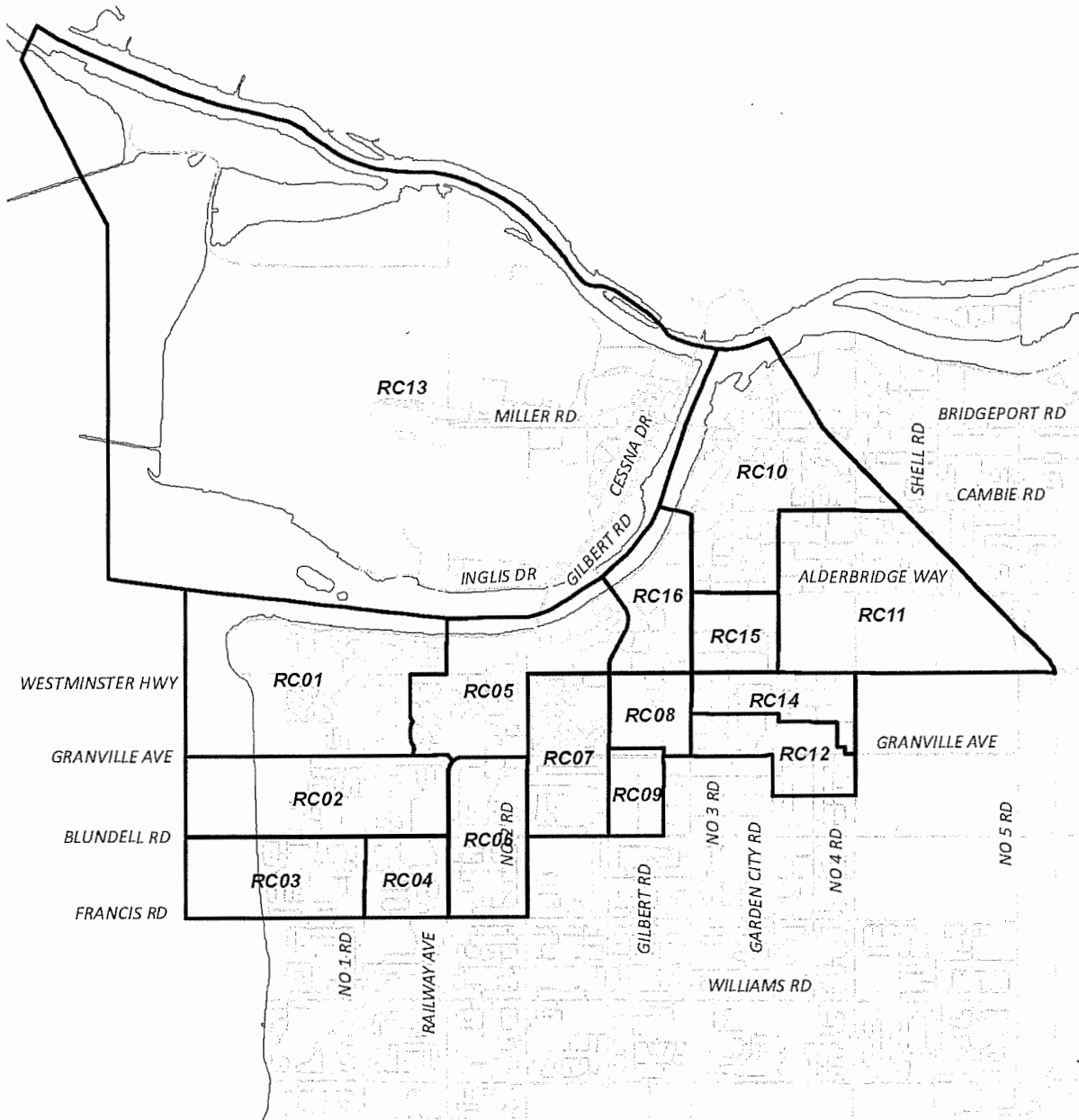
ADOPTED

CITY OF RICHMOND
APPROVED for content by originating dept. <i>DW</i>
APPROVED for legality by Solicitor <i>BDS</i>

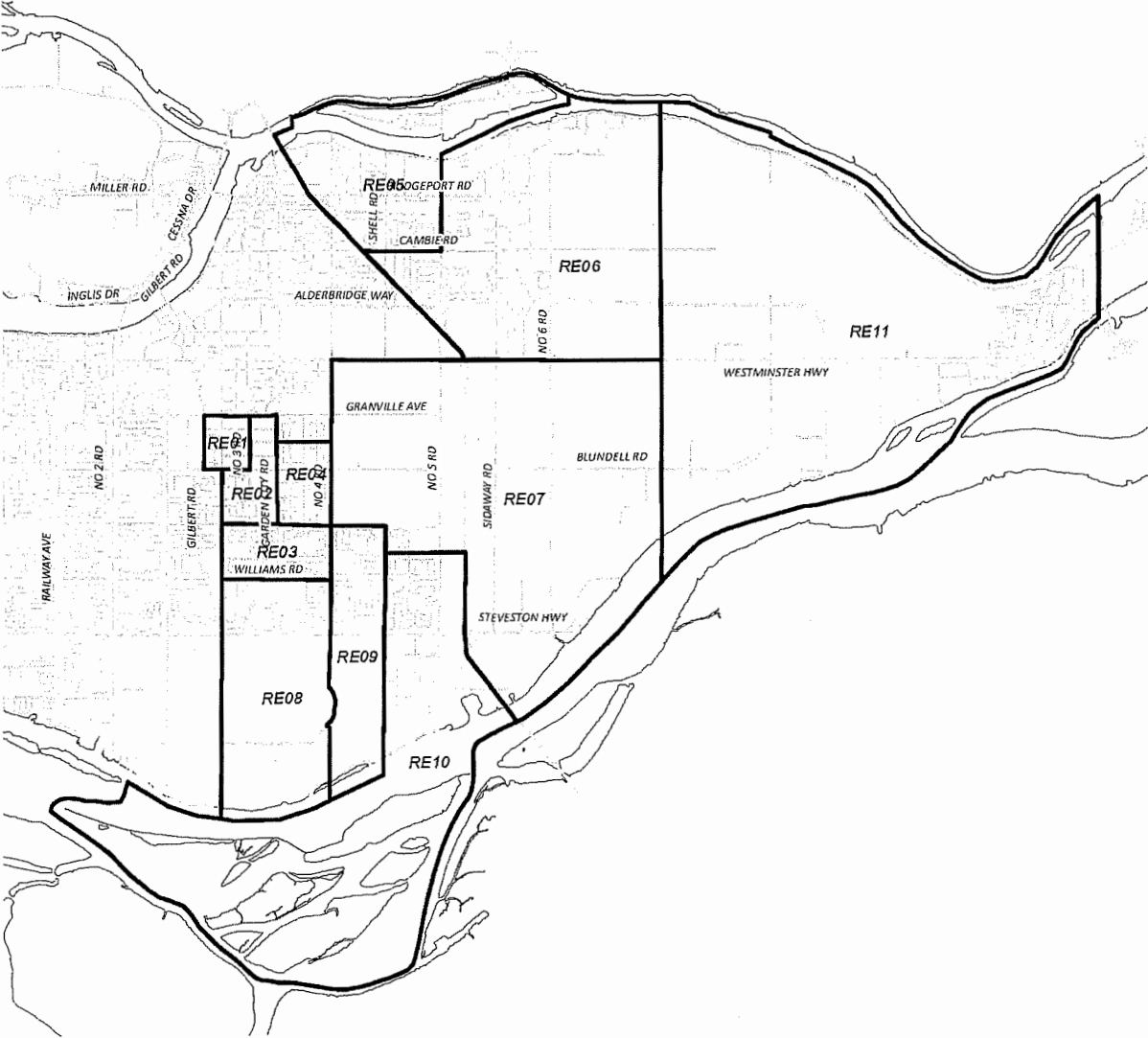
MAYOR

CORPORATE OFFICER

Schedule B to Bylaw No. 7244



Schedule C to Bylaw No. 7244



Schedule D to Bylaw No. 7244

