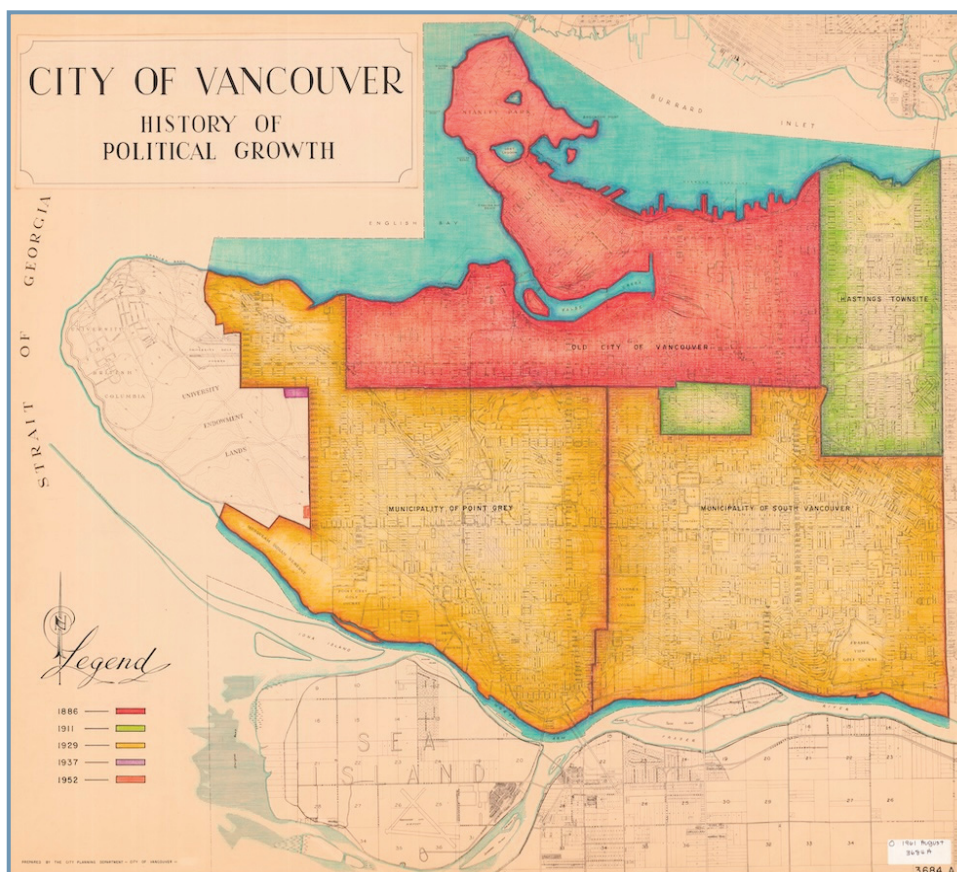


# LEGAL ANECDOTES AND MISCELLANEA



By Ludmila B. Herbst, K.C.\*

## LEGISLATING CITY BOUNDARIES: VANCOUVER'S EVOLUTION<sup>1</sup>



City of Vancouver History of Political Growth, City of Vancouver Archives: COV-S445-3: LEG1201.1

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When the City of Vancouver was incorporated in 1886, many of the geographic areas that we now associate with the city (including the areas that developed into the neighbourhoods of Hastings-Sunrise, Collingwood, Victoria-Fraserview, Kerrisdale and West Point Grey) did not fall within its boundaries. Under its incorporating statute, the body politic and corporate named “The City of Vancouver” simply comprised those inhabitants of the tract of land “commonly known as the Town of Granville” and vicinity.<sup>2</sup> From Burrard Inlet and English Bay, the city limits stretched south to 16th Avenue, between Nanaimo Street to the east, and what is now Alma Street to the west. Provincial legislation played a central role in Vancouver’s eventual growth.

### Hastings Townsite

Beyond Vancouver’s original eastern boundary at Nanaimo Street<sup>3</sup> was a government townsite reserve that had been surveyed by the Royal Engineers in 1863. In 1869, the townsite became known as “Hastings Townsite”, named in honour of a visiting rear admiral, George Fowler Hastings, of the British Navy. From 1866 to 1869, Hastings was the commander-in-chief of the Pacific station, at Esquimalt, before returning home on his elevation to vice admiral.

To the east of Hastings Townsite was Boundary Road, the border with Burnaby from the time of that municipality’s incorporation, by letters patent, in 1892. To the south was 29th Avenue.

Somewhat improbably from today’s perspective, Hastings Townsite included a fashionable resort on Burrard Inlet, near what is now New Brighton Park (close to the later-built Ironworkers Memorial Bridge). From the late 1860s, it attracted many who wished to swim, boat and dance, including residents of New Westminster (until 1866 the mainland colony’s capital city) who travelled to the area by stagecoach, as well as residents of Moodyville and Gastown.

Hastings Townsite also became the site of other forms of recreation. In 1888, Vancouver council requested the provincial government to grant it land in Hastings Townsite—despite being outside Vancouver’s own municipal boundaries—for a park.<sup>4</sup> In 1889, the Province of British Columbia acceded to this request, granting approximately 162 acres of land in Hastings Townsite to the City of Vancouver on a trust for the use, recreation and enjoyment of the public.<sup>5</sup> In doing so, the provincial government invoked s. 201 of the *Municipal Act, 1889*,<sup>6</sup> which provided that “[i]t shall be lawful for the Lieutenant-Governor-in-Council from time to time to grant and convey any public park or pleasure ground set apart or reserved out of any Crown lands of the province for the recreation and enjoyment of the public to the municipal council or corporation of any city or town within the province

upon trust to maintain and preserve the same for the use, recreation and enjoyment of the public, and any such corporation to whom such grant or conveyance shall be made shall have power to hold the lands thereby conveyed upon the trusts and for the purposes aforesaid.”<sup>7</sup>

The land granted to the City of Vancouver in trust was, of course, Hastings Park. By 1892, a portion of that land became a horse racing track. This new track was intended to replace horseracing activities then sited, rather excitingly, near the intersection of Howe and Nelson Streets in what is now downtown Vancouver.<sup>8</sup>

Subsequently “[l]ocal residents began lobbying for more wholesome activities such as tradeshowes for dairy farmers, loggers, and horticulturists”.<sup>9</sup> This resulted in the first incarnation of an annual agricultural fair—now the Pacific National Exhibition—at Hastings Park in 1910.

Later in 1910, voters in Hastings Townsite cast their ballots on whether or not to join the City of Vancouver. According to a local newspaper at the time, all registered landowners, including women and “Anglo-Saxons, Orientals, Hindoos and Africans alike”, could vote, as could corporate landowners through authorized representatives.<sup>10</sup>

The vote in favour of joining the City of Vancouver was an astonishing 1,200 to 1. The amalgamation of Hastings Townsite into the City of Vancouver officially occurred on January 1, 1911. In that year, provincial legislation amending the City of Vancouver’s incorporating statute confirmed that “the boundaries and limits of the City of Vancouver are declared to be and are extended in the manner, and so as to include... the lands and territory described and known as Hastings Townsite...”, and that “all of the said additional lands and territory form, and are declared to form, part of the City of Vancouver, and are, and are declared to be, subject to all Statutes, laws, by-laws, rules, and regulations relating to, in force in, or of, or passed, or made by the City of Vancouver.”<sup>11</sup>

The northern half of what had been Hastings Townsite was mainly developed in the 1920s and is now known as Hastings-Sunrise. The other half of the former townsite’s area (south of First Avenue) was chiefly developed in the 1940s.

### District Lot 301

Perched to the south of one part of the City of Vancouver’s original southern boundary (16th Avenue) was District Lot 301. This was land that a wealthy New Westminster merchant named Henry Edmonds (the same Edmonds after whom the Burnaby-Edmonds neighbourhood is named) had preempted in the 1870s, and then bought for \$1.00 per acre in 1881. He subdivided the area in 1890.<sup>12</sup>

District Lot 301 was an area bounded by Main Street to the west and Knight Street to the east, and 16th and 25th Avenues to the north and south respectively. District Lot 301 was the northern half of a neighbourhood called Hillcrest, with the southern half of that larger neighbourhood stretching to 33rd Avenue.<sup>13</sup>

Until 1911, District Lot 301 was under the control of the provincial government, and sometimes referred to as a “No Man’s Land”<sup>14</sup> or “tax haven”.<sup>16</sup> It had a school, but relatively limited services. “[N]eed[ing]...sewers and water”, its residents were “anxious to be linked with Vancouver”.<sup>16</sup>

In 1909, provincial legislation amended the City of Vancouver’s incorporating statute to provide the groundwork for District Lot 301’s amalgamation into that city.<sup>17</sup> In particular, the amending legislation provided that the city’s boundaries would be expanded to include District Lot 301 on certain conditions, including votes of city council and city electors, and “the consent of the owners of more than one-half in value of the land to be included within the boundaries of the proposed extension affected thereby and who are entitled to petition for incorporation as a Municipality”.

The necessary conditions were evidently satisfied or waived. In 1911, the same amending legislation that had confirmed the inclusion of Hastings Townsite within the City of Vancouver’s boundaries<sup>18</sup> also confirmed that “[n]otwithstanding anything contained in the ‘*Vancouver Incorporation Act, 1900, Amendment Act, 1909*’, or any other Act or law in force in the Province of British Columbia, the boundaries and limits of the City of Vancouver are declared to be and are extended...so as to include [District Lot 301].” As with Hastings Townsite, District Lot 301 was said to “form, and [is] declared to form, part of the City of Vancouver” and to be “subject to all Statutes, laws, by-laws, rules, and regulations relating to, in force in, or of, or passed, or made by the City of Vancouver.”

### South Vancouver

The District of South Vancouver was incorporated by letters patent in April 1892. When incorporated, South Vancouver encompassed most of the Burrard Peninsula from Boundary Road to the tip of Point Grey, with the exception of the City of Vancouver, Hastings Townsite and District Lot 301. In other words, the District of South Vancouver included the geographic areas, among others, now known as the neighbourhoods of Collingwood, Cedar Cottage, Fraserview, Marpole, Dunbar and West Point Grey.<sup>19</sup>

For some time after incorporation, the District of South Vancouver’s council meetings were held in the City of Vancouver. Justice Brodeur, dissenting at the Supreme Court of Canada in a case where this practice was called into question, noted somewhat sympathetically that South Vancouver was a “rural

municipality” with “just a few houses here and there”, and that “[t]he communications between those different settlements were rather difficult, though all of them had an easy access to Vancouver”.<sup>20</sup> This sympathy was evidently not felt by Justice Idington, who noted that “[t]he discharge of [councils’] duties at home, in some chosen seat there, is implied in the legal history of [municipal] corporations” and that meeting outside the municipality was part of “a long course of illegal conduct” by the district.<sup>21</sup>

At some point, the District of South Vancouver’s council started to meet in South Vancouver itself, at first around a tree stump or boulder that served as a table. The district’s first municipal hall was built in 1898, near the intersection of Fraser Street and 43rd Avenue—a central commercial hub at the time. Much more recently, it is known for its proximity to the Lapu Lapu Day Festival tragedy.

Residents of South Vancouver tended to be suspicious of their district incurring debt, and consequently various of them did much of the labour on roads, in payment of their taxes. At a pinch, residents also were known to prefer bad roads and no sidewalks to going into debt.

This frugality (together with issues regarding to which portion of the district the limited funds for services should be directed) created tensions with the western portion of the municipality. As described in more detail below, that western portion split off into its own municipality (Point Grey) in 1908.

In 1911 or so, with South Vancouver having been truncated, consideration was given to South Vancouver joining the City of Vancouver. In that year, voters in both South Vancouver and the City of Vancouver endorsed annexation of South Vancouver by Vancouver. However, the provincial government declined to enact legislation that would allow for this, concerned that servicing within the City of Vancouver’s existing limits was already a sufficient challenge for that city.<sup>22</sup>

Into the 1910s, South Vancouver itself, despite its frugal reputation, incurred financial obligations that required the provincial government to step in, in 1918. The management and control of the affairs of South Vancouver were vested in a commissioner appointed by the Lieutenant Governor in Council,<sup>23</sup> until in or about 1922.<sup>24</sup>

By the late 1920s, however, South Vancouver had seemingly recovered financially—to the extent that, when amalgamation with both the City of Vancouver and Point Grey was considered, South Vancouver was concerned about its residents being made to bear the burden of the other municipalities’ debts (incurred by them to carry out improvements).<sup>25</sup> On amalgamation in 1929, South Vancouver “contributed assets which compare favourably with any other part of the greater city”.<sup>26</sup>



## Point Grey

As described above, Point Grey was part of the District of South Vancouver when that district was incorporated in 1892. However, property owners in the western portion of South Vancouver grew unhappy with the lack of improvements in the west. By 1906, the west-siders considered themselves the have-nots, with the *Daily Province* reporting that those residents felt that “the residents of, say, Collingwood<sup>[27]</sup>...can have no possible interest in the affairs of Point Grey, and therefore the claims of the latter district are likely to be slighted”.<sup>28</sup> Among those seeking the establishment of Point Grey as a separate municipality was realtor Charles Trott Dunbar, who marketed the Dunbar Heights subdivision.

In 1907, a provincial statute called the *South Vancouver Division Act* was enacted, providing that it would be lawful for the Lieutenant-Governor in Council by letters patent under public seal to incorporate a district municipality under the name of the Corporation of Point Grey.<sup>29</sup> (Some west-siders had wished instead for the area to be known, understandably enough, as “West Vancouver”.) On January 1, 1908, Point Grey was formed. Its eastern border was Cambie Street. This was after somewhat of a tussle, with Granville and Ontario Streets having been other contenders.

Point Grey’s civic hub was in the developing Kerrisdale area.<sup>30</sup> Its municipal hall was on West Boulevard, between 42nd and 43rd Avenues, where a community centre is now found. Much had to start afresh in the new municipality, including with the purchase of road-grading machinery and the purchase of a set of handcuffs for its original two police officers.

In 1922, Point Grey passed Canada’s first zoning bylaw.<sup>31</sup> A pamphlet advertising municipally owned properties for sale in Point Grey in around 1925 described it as a “cosmopolitan municipality” that is “Vancouver’s finest suburb”. Town planners noted that “[t]he South Vancouver Area, like the Point Grey Area, may be classified as one of the dormitories of the City of Vancouver” as “[t]his suburban territory is an area consisting chiefly of homes”.<sup>32</sup>

As an important aside, not all land on Point Grey fell within the control of the municipality. In 1910, the western end of Point Grey was selected as the site for the proposed University of British Columbia, and the *British Columbia University Site Act*<sup>33</sup> took for this purpose about 175 acres of land “from the territory embraced within the boundaries of the Municipality of Point Grey”, which after the passing of the Act would “not be within the limits of any municipality”.

Further, after initially seeking to aid the new university by the reservation of vast provincial lands in the interior and north of the province,<sup>34</sup> the province realized that the income those lands would generate would not

provide sufficient financial support.<sup>35</sup> As such, in 1920, that reservation was cancelled and the province substituted for it about 1,200 hectares of land near the university (part of the Colonial Admiralty Reserve that had been transferred to the province in 1912), as “[i]t was felt the development of these lands for residential purposes would provide a surer, safer and earlier return for an endowment fund”.<sup>36</sup> Those lands became known as the “University Endowment Lands”, with the *University Endowment Lands Administration Act* following in 1925. While some consideration had been given to administration by the municipality of Point Grey, provincial administration was provided for following disputes about how roads, sewers and other infrastructure would be paid for.<sup>37</sup>

### (Not Quite a Separate) Shaughnessy

In 1907, the Canadian Pacific Railway (“CPR”) proposed “development of an exclusive and prestigious residential area that would lure the city’s elite from the West End”: Shaughnessy. “By 1914, there were 243 houses in Shaughnessy and 80 per cent of the homeowners were listed on Vancouver’s social register.”<sup>38</sup>

CPR took such “great pains to protect Shaughnessy’s exclusive character, and the value of its lots” that in 1914, it sought to establish Shaughnessy “as a municipality separate from Point Grey.”<sup>39</sup> The provincial government was petitioned to divide out of the municipality of Point Grey for this purpose “an area from 16th to 25th, between Oak Street to what is now around Arbutus Street” (that is, the area of First Shaughnessy).<sup>40</sup> The new municipality was to be called the Corporation of the District of Shaughnessy.

The provincial government either refused, or ultimately did not have the need, to provide for this division. Instead, those who had petitioned for division and the council of Point Grey reached a settlement of whatever issues had prompted the petition. That settlement was captured by provincial legislation called the *Shaughnessy Settlement Act* (whose preamble said it was “expedient that the terms of the said settlement should be made enforceable”), restricting development in the First Shaughnessy area to single-family homes except for lots with a frontage on Oak Street.<sup>41</sup> In 1922, the province also enacted the *Shaughnessy Heights Building Restriction Act*, covering a broader area and “prohibiting the subdivision of lots and limiting construction to one single-family dwelling per lot.”<sup>42</sup>

### Amalgamation of Vancouver, South Vancouver and Point Grey

By the late 1920s, there was a push toward amalgamation of Vancouver, South Vancouver and Point Grey. A central proponent of amalgamation was Louis Denison Taylor, who was the City of Vancouver’s mayor in the lead-up to amalgamation and owned the *Vancouver World* newspaper (headquar-

tered in what is now known as the Sun Tower). In his view, “[t]o the outside world, Vancouver with a population of over 200,000 [to which the population would be boosted through amalgamation] would be an entirely different city than Vancouver with 128,000.”<sup>43</sup> Indeed, after amalgamation, Vancouver passed Winnipeg to become Canada’s third-largest city.

Proponents of amalgamation also hoped it would bring efficiencies, including in crime detection and crime suppression (through centralized policing) and better fire protection.<sup>44</sup> One commentator hoped, as well, that amalgamation “may eliminate some of our little politicians from the arena of our civic affairs. The bigger city is going to require bigger men than some of our present representatives.”<sup>45</sup>

In March 1927, the *Greater Vancouver Amalgamation Enabling Act* was assented to, allowing the councils of each of Vancouver, South Vancouver and Point Grey to submit at any time for the opinion of their respective municipal electors a plebiscite on the question of whether they favoured amalgamation.<sup>46</sup> The vote in South Vancouver, in late June 1927, provided “the largest majority ever accorded a plebiscite in the history of the municipality”.<sup>47</sup> Voters in the other municipalities also agreed to amalgamate.

The *Greater Vancouver Act* was, in turn, assented to in March 1928, providing for the mechanics of what the preamble recognized as “desirable”, namely that “the inhabitants of the Corporation of The District of South Vancouver and the Corporation of Point Grey, and the respective areas thereof, should be included within the City of Vancouver”.<sup>48</sup> For anyone interested in legislative drafting, the media coverage leading up to passage of this legislation was gratifyingly detailed. The *Vancouver Sun* reported on its front page, in the lead-up to introduction of the bill in the Legislative Assembly, that “[t]he bill, which covers 32 typewritten pages is the result of the joint efforts of G.E. McCrossan, corporation counsel, Dugald Donaghy, South Vancouver solicitor, and A.G. Harvey, Point Grey solicitor”.<sup>49</sup>

The *Greater Vancouver Act* contained various specific provisions regarding such matters as property assessment, and provided as well that “[t]he Mayor of and for the Greater City shall be nominated and elected at large, and the term of office of such Mayor to be elected at said election shall be for two years beginning the first day of January, 1929, and from that time onward until his successor shall have been elected.”<sup>50</sup> At least one councillor had instead favoured selection of the first mayor of the amalgamated city from existing councillors, by that group, but others pushed back on that as being undemocratic.<sup>51</sup> In October 1928, voters chose William Harold Malkin to be the first mayor of the amalgamated Vancouver (the Malkin Bowl in Stanley Park was named after his wife, Marion).



On amalgamation, city hall initially continued to be where Vancouver's had been since 1924: the Holden<sup>52</sup> Building at 16 East Hastings. The structure, a ten-storey "Chicago-style" office building, had been designed in 1911 by the same architect who had designed the Sun Tower.<sup>53</sup> The building still stands but, on its refurbishment in 1988, become a seniors' residence known as Tellier<sup>54</sup> Tower.

Vancouver's present city hall opened in December 1936, at 12th Avenue and Cambie Street. The site for this permanent location, favoured over other candidate sites including at Victory Square, was chosen "to strengthen links with the newly annexed South Vancouver and Point Grey" (as it was near the "point of convergence"), making Vancouver "the first Canadian city to locate its city hall outside of its downtown core."<sup>55</sup> The actual building project also functioned as a make-work project during the Depression.<sup>56</sup>

The city's growth is not necessarily finished. At times there has been discussion of inclusion within city limits of the University Endowment Lands, and even of various amalgamations between existing Metro Vancouver municipalities. For the moment, however, these are stories that will still need to be developed, for inclusion perhaps in another "Legal Anecdotes" many years into the future.

#### ENDNOTES

1. This piece is based on sources including Harland Bartholomew and Associates, *A Plan for the South Vancouver Area – City of Vancouver British Columbia* (1929) ["Bartholomew"]; "Vancouver Heritage Foundation Weekly: Original Border of Vancouver" (31 January 2014), online: <[www.vancouverisawe.com/events-and-entertainment/vancouver-heritage-foundation-weekly-original-border-of-vancouver-1928235](http://www.vancouverisawe.com/events-and-entertainment/vancouver-heritage-foundation-weekly-original-border-of-vancouver-1928235)>; Chuck Davis, "City Expanded by Leaps and Bounds", *The Province* (25 January 1981) at A8 ["Davis"]; Lisa Smedman, "Point Grey of Contention", *Vancouver Courier* (3 November 2006) [Smedman]; Bronwyn Smith, "When Is a City of Vancouver By-law not a City of Vancouver By-law?", online: <[www.vancouverarchives.ca/2023/04/20/when-is-a-city-of-vancouver-by-law-not-a-city-of-vancouver-by-law/](http://www.vancouverarchives.ca/2023/04/20/when-is-a-city-of-vancouver-by-law-not-a-city-of-vancouver-by-law/)>; and the other sources described later in these endnotes.
2. 49 Vict Chap 32.
3. Perhaps as a holdover from this earlier period when Nanaimo Street was the eastern boundary of Vancouver, various streets that now cross Nanaimo Street near East Hastings Street (e.g., Parker, Napier, William and Charles) are not fully aligned as between west and east. There is much else of interest regarding the streets of Hastings Townsite itself. Various of the streets in the old townsite that lie to the north of East Hastings Street are named after universities or colleges (McGill, Oxford, Trinity). Various of the streets in Hastings Townsite running north-south were named after mining towns (Slocan, Kaslo, Cassiar, etc.).
4. "Hastings Park Race Course", online: <[placethatmatter.ca/location/hastings-park-race-course/](http://placethatmatter.ca/location/hastings-park-race-course/)> ["Race Course"].
5. *Hastings Park Conservancy v Vancouver (City)*, 2008 BCCA 117.
6. SBC 1889, c 18. Section 3 of the *Pacific National Exhibition Enabling and Validating Act*, 2003, SBC 2003, c 76, in turn deemed each of Order in Council 234/1889, *infra*, the grant and conveyance of Hastings Park effected by the Crown grant, and the trust condition (contained in the Crown grant, that Hastings Park be maintained and preserved by the City of Vancouver and successors for the use, recreation and enjoyment of the public) to have always been in compliance with s 201 of the *Municipal Act*, 1889, and any other subsequent enactment of similar intent or effect.
7. By Order in Council 234/1889.
8. "Race Course", *supra* note 4.
9. "Hastings-Sunrise", online: <[vancouver.ca/news-calendar/hastings-sunrise.aspx](http://vancouver.ca/news-calendar/hastings-sunrise.aspx)>.
10. John Mackie, "This Week in History: 1910 Hastings Townsite Joins Vancouver", *The Vancouver Sun* (9 December 2016), online: <[vancouver.sun.com/news/local-news/this-week-in-history-1910-hastings-townsite-joins-vancouver](http://vancouver.sun.com/news/local-news/this-week-in-history-1910-hastings-townsite-joins-vancouver)>.
11. *An Act to Amend the Vancouver Incorporation Act*, 1900, SBC 1911, c 75, s 21.

12. Donna McCririck, "Opportunity and the Working-man: A Study of Land Accessibility and the Growth of Blue Collar Suburbs in Early Vancouver [1886-1914]" (MA thesis, Department of Geography, UBC, 1981) at 114.
13. *Ibid* at 88-90.
14. *Ibid*; *Mount Pleasant Early Days: Memories of Reuben Hamilton Pioneer 1890* (Vancouver: City Archives, 1957) at 25.
15. Sam Sullivan, "Vancouver's Three Cities: A History" (7 November 2016), online: <youtu.be/hx8DrSJfMPA>.
16. "Make Live Issue of Greater Vancouver", *Vancouver Daily Province* (10 October 1910) at 15.
17. *An Act to amend the Vancouver Incorporation Act, 1900*, SBC 1909, c 63, s 1.
18. SBC 1911, c 75, s 21.
19. "Sunset", online: <vancouver.ca/news-calendar/sunset.aspx>.
20. *Anderson v Municipality of South Vancouver* (1911), 45 SCR 425 at 464.
21. *Ibid* at 429-430.
22. Davis, *supra* note 1.
23. *Corporation of the District of South Vancouver Administration Act*, SBC 1918, c 82.
24. *Corporation of the District of South Vancouver Administration Act Amendment Act, 1921*, SBC 1921, c 57; *Corporation of the District of South Vancouver Powers Re-establishment Act*, SBC 1922, c 69; *Corporation of the District of South Vancouver Administration Order in Council Validation Act*, SBC 1922, c 67; *Corporation of the District of South Vancouver Powers Re-Establishment Act, 1922, Amendment Act, 1923*, SBC 1923, c 80.
25. "Discuss New Phase of Union: South Vancouver Councillors Concerned About Point Grey's Improvements", *The Daily Province* (11 November 1927) at 10.
26. Bartholomew, *supra* note 1, "History and Growth of South Vancouver" at 9. South Vancouver had also by that time progressed far in the building of streets and creation of parks. Particularly in the 1925-1929 period, South Vancouver dedicated many blocks to public parks when they came to be under municipal ownership through non-payment of taxes.
27. Collingwood (sometimes known as Collingwood-Renfrew) is near Kingsway and the home of what is now the oldest school in Vancouver, Sir Guy Carleton. See "Renfrew-Collingwood", online: <vancouver.ca/news-calendar/renfrew.aspx>.
28. Smedman, *supra* note 1.
29. SBC 1907, c 38.
30. "Kerrisdale", online: <vancouver.ca/news-calendar/kerrisdale.aspx>.
31. "West Point Grey", online: <vancouver.ca/news-calendar/point-grey.aspx>.
32. Bartholomew, *supra* note 1 "Introductory" at 1.
33. SBC 1911, c 53, s 2.
34. *University Endowment Act, 1907*, SBC 1907, c 45. This legislation allowed the Lieutenant-Governor in Council to "set apart by way of endowment to the University of British Columbia lands in the Province of British Columbia, not exceeding two million acres, in aid of higher education in this Province."
35. "UBC, the UEL, and How They Got that Way", online: <archives.library.ubc.ca/2022/06/21/ubc-the-uel-and-how-they-got-that-way/>.
36. *British Columbia University Loan Act*, SBC 1920, c 50; HL McPherson, "The Planning of the University Endowment Lands, Vancouver, British Columbia" (1926) 5 *Town Planning: The Journal of the Town Planning Institute of Canada* 5.
37. SBC 1925, c 58.
38. "Shaughnessy", online: <vancouver.ca/news-calendar/shaughnessy.aspx> ["Shaughnessy"].
39. *Ibid*.
40. SBC 1914, c 96.
41. *Ibid*; "Shaughnessy", *supra* note 38.
42. *Ibid*; SBC 1922, c 87.
43. Davis, *supra* note 1. By 1928, Vancouver's population was estimated to be 149,262, South Vancouver's 46,000 and Point Grey's 18,024: John Mackie, "This Week in History: 1931: Vancouver becomes Canada's third-largest city", *Vancouver Sun* (11 August 2018), online: <vancouvernews.com/news/local-news/this-week-in-history-1931-vancouver-becomes-canadas-third-largest-city>.
44. "Fusion Will Be Rushed", *Evening Sun* (17 January 1927).
45. "No Nonsense About It", *The Daily Province* (31 December 1927) at 6.
46. SBC 1926-27, c 26, s 2.
47. "Reeve Pleased with 30 to 1 Vote in South Vancouver", *Evening Sun* (27 June 1927).
48. SBC 1928, c 17.
49. "To Make Canada's 3rd City", *Vancouver Sun* (16 December 1927). See also "Two Assessors Named By Joint Fusion Committee", *Vancouver Daily Province* (28 January 1928) ["Two Assessors"].
50. Section 13(1).
51. "Two Assessors", *supra* note 49.
52. "The building's original owner, William Holden, was a real estate agent and investment broker, and one of Vancouver's wealthiest capitalists. He was known as 'the man who built Granville Street': Canada's Historic Places, "Holden Building", online: <www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=7982> ["Holden Building"].
53. *Ibid*; "Original City Hall Sites", online: <placethat-matter.ca/location/original-city-hall-sites/> ["Original City Hall Sites"].
54. This is in honour of Gerald Tellier, "a merchant seaman and trade unionist who worked in the relief camps for the unemployed in the 1930s. He helped to organize the unemployed and was one of the founders of the 'On to Ottawa' trek": "Holden Building", *supra* note 52.
55. "Original City Hall Sites", *supra* note 53.
56. "Architecture of City Hall", online: <vancouver.ca/news-calendar/city-hall-architecture.aspx>.