



Redistribution
Federal Electoral Districts

Redécoupage
Circonscriptions fédérales



**Report of the
Federal Electoral Boundaries Commission
for the Province of Newfoundland and Labrador**

2012



Report of the Federal Electoral Boundaries Commission for the Province of Newfoundland and Labrador

ISBN 978-1-100-21494-8

Cat No.: SE3-23/10-2012E

Table of Contents

Report

Introduction and Overview	3
Boundary Proposals and Reasons.....	4
Public Hearings and Conclusions	7

Schedules

Schedule A — Hearings and Representations	17
Schedule B — Boundaries and Names of Electoral Districts	18

Maps

Newfoundland and Labrador (Map 1)	24
City of St. John’s (Map 2).....	26

Report

Report



Introduction and Overview

The Federal Electoral Boundaries Commission for the Province of Newfoundland and Labrador (the Commission) was established on February 21, 2012, under the *Electoral Boundaries Readjustment Act*, R.S.C. 1985, c. E-3 (the Act). It is the duty of the Commission to consider and report on the readjustment of the boundaries of the electoral districts of the Province of Newfoundland and Labrador (the Province) as required upon completion of the 2011 decennial census.

The Commission is composed of the Honourable Mr. Justice Keith Mercer, Chairperson, Herbert Clarke, Deputy Chairperson, and Julie Eveleigh, Member.

The 2011 decennial census established the population of the Province at 514,536. Pursuant to subsection 14(1) of the Act the Chief Electoral Officer determined that population estimates in the decennial census year and section 51 of the *Constitution Act, 1867* dictate that the representation of the Province in the House of Commons remain at seven (7) members, therefore requiring seven electoral districts.

Section 15 of the Act requires the Commission to “proceed on the basis that the population of each electoral district ... shall, as close as reasonably possible, correspond to the electoral quota for the province”. That electoral quota is determined by dividing the population of the Province by the number of electoral districts. The Act allows the Commission to deviate, up or down, from the electoral quota by as much as twenty-five (25) percent where such deviations are necessary or desirable having regard to various named factors. These factors are community of interest and identity, historical patterns and manageable geographic size in sparsely populated, rural or northern regions of the Province. These factors are also to be considered in the determination of reasonable electoral district boundaries. Furthermore, in circumstances viewed by the Commission as being extraordinary, a deviation from the electoral quota in excess of 25 percent is permissible.

In its application of the foregoing provisions of the Act, the Commission must ensure that its decisions comply with the *Constitution Act, 1982* – in particular with the *Canadian Charter of Rights and Freedoms*, which guarantees citizens the right to vote. That right has been interpreted by the Supreme Court of Canada, which has thereby provided guidance for the redrawing of electoral boundaries.

In *Reference re Provincial Electoral Boundaries (Sask.)* [1991] 2 S.C.R. 158 (*Carter*) the Supreme Court of Canada held that the purpose of the right to vote is not equality of voting power but the right to effective representation. Effective representation requires relative, not absolute, parity of voting power. Factors such as geography, community history, community of interest and minority representation merit consideration. Departures from absolute voter parity can be justified on the grounds “that they contribute to better government of the populace as a whole...” (*Carter*, para. 32).

The electoral quota for the Province as determined in accordance with section 15 of the Act is 73,505 (population of 514,536 ÷ 7 = 73,505). The populations of the current electoral districts as determined in the 2011 decennial census are stated in the following two tables. Table 1 shows the populations of the electoral districts in 2001 and 2011 as well as the absolute and percentage changes therein. Table 2 states the 2011 populations of the districts and the variance from the electoral quota for each district.

Table 1 – Newfoundland and Labrador Population Change, 2001 to 2011

Electoral District	Population		Change	
	2001	2011	Number	Percent
Avalon	79,548	78,908	-640	-0.8%
Bonavista—Gander—Grand Falls—Windsor	89,743	84,735	-5,008	-5.6%
Humber—St. Barbe—Baie Verte	76,467	71,563	-4,904	-6.4%
Labrador	27,864	26,728	-1,136	-4.1%
Random—Burin—St. George's	76,089	69,192	-6,897	-9.1%
St. John's East	81,007	100,559	+19,552	+24.1%
St. John's South—Mount Pearl	82,212	82,851	+639	+0.8%
Total Province	512,930	514,536	+1,606	+0.3%

Table 2 – Variances from the Electoral Quota (73,505)

Electoral District	Population 2011	Variance from 73,505
Avalon	78,908	+7.4%
Bonavista—Gander—Grand Falls—Windsor	84,735	+15.3%
Humber—St. Barbe—Baie Verte	71,563	-2.6%
Labrador	26,728	-63.6%
Random—Burin—St. George's	69,192	-5.9%
St. John's East	100,559	+36.8%
St. John's South—Mount Pearl	82,851	+12.7%

Boundary Proposals and Reasons

In accordance with the Act, the Commission had to consider readjustment of electoral boundaries consequential upon the 2011 decennial census and to propose boundaries which met the statutory and constitutional requirements. The boundaries proposed by the Commission and the Commission's rationale for the same were gazetted on May 26, 2012 (the Proposal). As explained, the Commission felt it had to address three obvious issues: Labrador, the large population increase in the northeast Avalon region, and the anomalies associated with the south coast district.

An overview of the Proposal is now presented before discussion of representations received in respect of it and determination of possible revisions.

Having considered the decennial census and the variances from the electoral quota, as summarized in Table 1 and Table 2 above, the Proposal initially addressed whether there were “extraordinary circumstances” as contemplated by section 15 of the Act that would warrant an electoral district whose population was outside the ± factor of 25 percent of the electoral quota.

For the past 25 years the Labrador portion of the Province constituted a separate electoral district even though its population was more than 25 percent below the electoral quota. The continuance of that electoral district would clearly have a significant effect upon the populations of other electoral districts. The Proposal addressed the matter as follows:

The 2011 decennial census found the population of the Labrador electoral district to be 26,728. That population is widely dispersed over an extensive land mass, which continues to pose serious transportation challenges for its residents and elected representatives. Residents of that electoral district, both Aboriginal and non-Aboriginal, and whether residing in small coastal communities, in or near the major service centre in Upper Lake Melville or in the major natural resource development towns of Labrador West, are all known to assert the existence of a shared community of interest.

Having regard to its history, geography, community of interest and the strength of its distinct Aboriginal communities, the Commission views the circumstances of the Labrador portion of the Province as being extraordinary and as warranting the continuance of a separate electoral district. (2–3)

The Commission next considered the remaining six electoral districts, recognizing that continuance of the Labrador electoral district would necessarily result in higher populations in some or all of these six electoral districts. To address that issue the Commission found it useful to calculate an electoral quota for those six districts as follows: $514,536 - 26,728 \text{ (Labrador)} = 487,808 \div 6 = 81,301$. Consideration of that quota (the reference quota) assisted the Commission in addressing the application of the statutory guidelines in section 15 of the Act to those electoral districts. The variances from the reference quota for those existing six electoral districts, as determined using the decennial census, are shown in Table 3.

Electoral District	Population 2011	Variance from 81,301
Avalon	78,908	-2.9%
Bonavista—Gander—Grand Falls—Windsor	84,735	+4.2%
Humber—St. Barbe—Baie Verte	71,563	-12.0%
Random—Burin—St. George’s	69,192	-14.9%
St. John’s East	100,559	+23.7%
St. John’s South—Mount Pearl	82,851	+1.9%

In its Proposal the Commission stated:

Recognizing the principal criterion of relative parity of voting power, the Commission also considered many factors pertaining to the concepts of community of interest or identity, historical patterns and manageable geographic size. These included:

- transportation links;
- access to government services and commercial, social and recreational amenities;
- existing municipal boundaries and the boundaries of regional planning or economic development areas;

- population trends;
- the desirability of minimizing changes to existing electoral boundaries. (4)

The Proposal noted that the population of the Avalon Peninsula had continued to grow. As of the census date, 262,318 people resided in the electoral districts on the Avalon Peninsula and 225,490 in the other three electoral districts on the island portion of the Province. That suggested the need for boundary adjustments to promote voter parity, logically, the inclusion of the western part of the Avalon Peninsula in the district to the west. Furthermore, the electoral districts of Humber—St. Barbe—Baie Verte and Random—Burin—St. George’s were the least populated on the island portion of the Province. The latter district was observed to be “somewhat anomalous as there are no highway, air or scheduled ferry links between the eastern and western portions of that district” (4).

Significant changes were proposed to five of the six electoral districts on the island portion of the Province. To summarize:

- The entirety of the west coast and the south coast west of Francois would comprise the electoral district of Long Range Mountains, with a population of 87,592.
- The Baie Verte Peninsula and the south coast area of Bay d’Espoir and the Connaigre Peninsula would be included in an electoral district generally encompassing central Newfoundland. This proposed district of Bay d’Espoir—Central—Notre Dame would have a census population of 78,911.
- The Burin Peninsula, Clarenville-Random area, Bonavista North, Bonavista South, and the western Avalon including Long Harbour, Trinity South and Conception Bay north of Salmon Cove would constitute the electoral district of Bonavista—Burin—Trinity, with a census population of 75,336.
- The electoral district of Avalon would lose part of its western portion as noted and would expand to the east to include all of the Town of Conception Bay South and part of the Town of Paradise. Its census population would be 80,056.
- The electoral district of St. John’s East would be renamed St. John’s North, with its boundaries adjusted to reflect the changes in respect of the towns of Conception Bay South and Paradise. Its census population would be 83,062.
- The electoral district of St. John’s South—Mount Pearl, with a census population of 82,851, would be unchanged.

The proposed changes would result in variances of ± 8 percent from the reference quota for the six electoral districts on the island portion of the Province. Table 4 illustrates the above.

Table 4 – Variances from the Reference Quota (81,301)

Proposed Island Electoral District	Population 2011	Variance from 81,301
Avalon	80,056	-1.5%
Bay d’Espoir—Central—Notre Dame	78,911	-2.9%
Bonavista—Burin—Trinity	75,336	-7.3%
Long Range Mountains	87,592	+7.7%
St. John’s North	83,062	+2.2%
St. John’s South—Mount Pearl	82, 851	+1.9%

The population of each of the proposed seven electoral districts and the variances from the electoral quota are shown in Table 5 as follows.

Proposed Electoral District	Population 2011	Variance from 73,505
Avalon	80,056	+8.9%
Bay d'Espoir—Central—Notre Dame	78,911	+7.4%
Bonavista—Burin—Trinity	75,336	+2.5%
Labrador	26,728	-63.6%
Long Range Mountains	87,592	+19.2%
St. John's North	83,062	+13.0%
St. John's South—Mount Pearl	82,851	+12.7%

Public Hearings and Conclusions

Overview

In accordance with the Act, the Commission gazetted its Proposal and held public hearings throughout the Province to receive representations from interested persons in respect of the boundaries of the Province's electoral districts. The hearings were advertised as required, and the Commission took steps to ensure broad dissemination, including additional and separate communications to all municipalities in the Province. Nine public hearings were held, and representations were received there. Written submissions were filed by certain presenters and also by several people who did not appear at the hearings. Schedule A lists the hearings, presenters and individuals who made written submissions. The transcripts of the hearings and the written submissions will be filed with the Chief Electoral Officer at the end of the Commission's mandate and will be accessible to the public upon application to that office.

Most representations focused on the details of proposed adjustments to a particular electoral district. Each proposed electoral district and the representations in respect thereof will be reviewed below. There are some general observations arising from the presentations that can first be stated:

- There was broad acceptance throughout the Province of the continuance of the separate electoral district of Labrador for the reasons stated in the Proposal.
- Except for a brief comment by one presenter, there was no suggestion that the boundaries should be drawn so that urban electoral districts would have higher populations than the rural electoral districts.
- There was broad support for the redrawing of the electoral boundaries west of the Avalon Peninsula on the island portion of the Province on a north-south basis to reflect current realities pertaining to community of interest and community of identity.
- One presenter questioned the reference by the Commission to "population trends" as pertinent to boundary adjustment. As stated in the hearings, this factor was utilized by the Commission only to provide a level of comfort that the contemplated variances from the electoral quota would not soon become more substantial variances that would be at odds with the principal criterion of relative parity of voting power.

- The names of the electoral districts continue to be of interest to many. There was a strong feeling, particularly from members of the House of Commons, that the names ought to be as inclusive as possible and that, apart from the St. John's area electoral districts, names referencing particular communities ought to be avoided. Accordingly the proposed name of the west coast electoral district, "Long Range Mountains", met with considerable approval. There was a recognized difficulty in finding similarly general names for other electoral districts.
- For the most part, the presenters recognized that, given the criterion of relative parity of voting power, any change which they proposed, principally arising from concerns about community of interest, would likely require boundary adjustments which could result in similar or more substantial concerns being raised by others.

One presentation proposed a new approach to the determination of the total number of electoral districts in Canada and their distribution. Under that approach the Province would have eight seats in the House of Commons. As acknowledged by the presenter this submission is beyond the Commission's mandate. It forms part of the record of the Commission and is accordingly available for review and discussion by others who may wish to pursue that matter.

Electoral Districts

The Commission carefully considered the much-valued feedback and suggestions for changes to the proposed electoral boundaries that were provided in presentations at hearings and in written submissions. These, together with the Commission's own reflections and review of all previous recommendations, have resulted in modest but important modifications to five of the seven electoral districts.

The Commission's comments and conclusions will now be stated on an electoral district basis, starting with Labrador and proceeding from west to east on the island portion of the Province as was done in the Proposal. The Commission emphasizes that this particular order of presentation was selected for ease of explanation. It does not reflect the sequencing of the Commission's analysis and decisions, which were grounded in an ongoing review of the implications of any proposed boundary adjustments on all electoral districts.

Labrador

The continuance of the separate electoral district of Labrador, though its population is greatly below the electoral quota, received nearly universal support.

One submission to the contrary was received from an Ottawa resident who suggested the following: (a) that the Commission had not considered adding a portion of the island to the Labrador electoral district; (b) that the circumstances of Labrador, though extraordinary, were not sufficiently extraordinary to warrant the lowest population of any federal electoral district; and (c) that the northern tip of the Great Northern Peninsula should be added to create the district of Labrador—St. Anthony with a population of 36,969, being approximately 50 percent below the electoral quota.

That submission was tabled at the public hearings of the Commission and its contents made known. The Commission ensured that the submission was specifically brought to the attention of political and community organizations in Labrador and the current member for Labrador in the House of Commons. The Commission did not receive any representations from residents of Labrador.

The Commission rejects the contention that, in developing its Proposal, it had not considered the notion of "allying Labrador with a portion of the island". That possibility was thoroughly examined by the Commission and reasons given for its conclusion that Labrador should continue to constitute a separate electoral district. The clear meaning of the Commission's stated reasons and conclusions was that there

were geographic factors and community of interest, community of identity and historical pattern factors pertaining particularly to Labrador which were “extraordinary” and which, accordingly, ruled out including part of the island of Newfoundland in the same electoral district.

The Commission observes that the suggested inclusion of the northern tip of the Great Northern Peninsula in this district would still result in a district with a population variance greater than 25 percent of the electoral quota, and, in the Commission’s view, without as coherent a basis for a finding of “extraordinary circumstances”.

The Commission repeats that there was widespread support from presenters across the Province for continuance of the Labrador electoral district, including from the member of the House of Commons who represents the Great Northern Peninsula.

It is the conclusion of the Commission that Labrador should continue as a separate electoral district.

Long Range Mountains

In its Proposal, the Commission recommended the creation of an electoral district that spanned the entirety of the west coast of the island of Newfoundland and included the portion of the south coast whose transportation links and community interests were aligned with the west coast.

That recommendation was well received. The presenters accepted that current transportation links, community services and government services, whether federal or provincial, are organized in a manner that treats the west coast as a region. The member for the current district of Humber—St. Barbe—Baie Verte endorsed the proposal, and though the population of the proposed electoral district would be high, he regarded that district as being totally manageable. The member for the current electoral district of Random—Burin—St. George’s affirmed her commitment to that district but did acknowledge that the proposed changes, which essentially eliminated that district, were supportable in terms of enhancing the ability of elected members to provide service to constituents – time and cost of travel being of paramount concern.

The only objection to the recommended electoral district was from a Stephenville resident who insisted Stephenville would suffer if it were placed in an electoral district with Corner Brook. He cited past experiences in which school and health board services had been centred in Corner Brook and the Deer Lake airport had received stronger government support than the Stephenville airport.

That objection is not persuasive. Electoral boundaries must be based on relative parity of voting power, adjusted where necessary to reflect factors including current (not past or desired) community of interest and identity and manageable geographic size. Stephenville is now in the electoral district of Random—Burin—St. George’s. In the Commission’s view continuance of that district is not an option in keeping with a reasonable application of the guidelines of the Act. The eastern and western parts of that district do not have easy transportation links and generally do not share the many important community and government services that are organized on a regional basis. It logically follows from an application of the guidelines of the Act that Stephenville and its surrounding area should be included in an electoral district comprising the west coast of the island.

The relatively high population of this new electoral district is acceptable, considering the following: (a) the area has been experiencing population decline (recently at a slower pace); and (b) there is no area within this electoral district that could be severed and attached to an adjoining electoral district without creating significant problems respecting community of interest and identity.

The Commission reaffirms the suggested boundaries of the new electoral district as set forth in the Proposal. The proposed name of Long Range Mountains received only positive comments and is recommended.

Bay d'Espoir—Central—Notre Dame

There was widespread support for this proposed electoral district, which would include the Baie Verte Peninsula and Springdale area (formerly in Humber—St. Barbe—Baie Verte) and the Bay d'Espoir-Connaigre Peninsula area (formerly in Random—Burin—St. George's). It was accepted that these inclusions properly addressed prevailing community of interest and identity factors.

Submissions were received asserting that adjustments to the eastern boundary of the proposed electoral district would better reflect community of interest and identity factors. These presenters emphasized that residents to the north of Terra Nova National Park (i.e. on the Eastport Peninsula and in Bonavista North) have a greater community of interest and identity with the Town of Gander and therefore ought to be in the same electoral district. The Commission examined the suggested boundary adjustments, which included the following: (a) moving the eastern boundary to Gambo, thereby adding approximately 10,000 people to the district; and (b) from Gambo, moving the eastern boundary to Terra Nova National Park, thereby adding the Eastport Peninsula and an additional 8,000 people to the district.

The Commission acknowledged the legitimacy of the above-noted concerns and reflected on whether either of the suggested boundary adjustments could be accommodated. The Commission concluded that the principal criterion of relative parity of voting power precluded these suggested adjustments of the eastern boundary. Acceptance of the more extensive proposed adjustment, (b) above, would result in a population variance greater than 25 percent. Acceptance of the Gambo boundary adjustment alone would still result in a population considerably in excess of the electoral quota and would, for voter parity reasons, necessitate boundary adjustments in electoral districts to the east that would likely have more consequential community of interest and identity issues associated with them.

Another submission was for the Commission to ensure that four small communities (Noggin Cove, Frederickton, Davidsville and Main Point) be placed in the same electoral district as the nearby larger community of Carmanville, proposed to be in the new electoral district of Bonavista—Burin—Trinity. The population shift in this instance would be 819 people. The Commission accepts the logic of the submission, which is grounded on community of interest. The implications on voter parity are minor, and the boundary adjustments will therefore be made.

The Commission accordingly reaffirms the proposed boundaries of the electoral district, subject only to the exclusion of the four small communities noted above. The population of this electoral district will be 78,092.

The proposed name of Bay d'Espoir—Central—Notre Dame was generally accepted as suitable and is therefore recommended.

Bonavista—Burin—Trinity

The combination of the Bonavista and Burin peninsulas, the Clarenville area and the Isthmus of Avalon in the same electoral district was widely supported and did not attract any negative comments at the hearings. In its Proposal the Commission included the Bonavista North area in this electoral district, recognizing the voter parity requirement and the long-standing and ongoing association between communities across Bonavista Bay with regard to fishing and the marine environment generally.

The principal objection to the proposed boundaries of this electoral district was to the inclusion of a portion of the Bay de Verde Peninsula from Trinity South to Kingston in Conception Bay. That had been

proposed by the Commission to address the principal criterion of relative parity of voting power in the context of a major increase in the population of the northeast Avalon Peninsula.

Submissions were received from the Joint Councils of Trinity Bay South–Bay de Verde, the mayor of Bay de Verde, the member for the electoral district of Avalon, and a concerned citizen. The thrust of the submissions was that the affected area shared interests and services with areas to the east, particularly the Conception Bay area of Carbonear–Harbour Grace and Bay Roberts, and should not “be placed on the fringes and set adrift” by being included in an electoral district with the Burin and Bonavista areas. They requested that the area remain in the electoral district of Avalon.

Specifically, the member for Avalon suggested that the continuance of the existing electoral districts on the Avalon Peninsula, adjusted so that each has a population of 85,000, would address the population shift revealed by the census. Alternatively, he proposed including the Placentia Bay and St. Mary’s Bay areas (rather than part of the Bay de Verde Peninsula) in Bonavista—Burin—Trinity. A third suggestion was to move the boundaries of two districts further to the west by including the Deer Lake area in Bay d’Espoir—Central—Notre Dame and the Gander area in Bonavista—Burin—Trinity so that all of the Bay de Verde Peninsula could remain in the electoral district of Avalon.

The Commission acknowledges the level of concern revealed by these submissions. After careful consideration, the Commission remains of the view that the principal criterion of relative parity of voting power makes it appropriate that the western portion of the Avalon Peninsula identified in the Proposal be included in the adjoining electoral district to the west.

The alternatives are neither necessary nor desirable. Maintaining the existing three electoral districts on the Avalon Peninsula, with boundary adjustments necessitated by the burgeoning population of St. John’s East, would result in three districts approximately 19 percent over the electoral quota in the area of the Province that has experienced the highest population growth. The suggested shift of the Deer Lake and Gander areas, referenced above, would not resolve the voter parity issue raised by population growth on the Avalon Peninsula; nor would it be advisable to resolve the concerns of the Bay de Verde Peninsula by boundary adjustments in two other areas of equal or greater population with similar community of interest concerns.

Furthermore, although the western part of the Bay de Verde Peninsula may share many interests and services with the eastern Avalon, it is worth noting that certain important services (school and health boards) are shared with the Burin and Bonavista areas. Historically, the area in question was for many decades part of the electoral district of Bonavista—Trinity—Conception. In the view of the Commission, many issues facing the western part of the Bay de Verde Peninsula, which is predominately rural, are the same as those faced elsewhere in the electoral district, which is also predominately rural. The Commission considers that the alternative of including the Placentia Bay and St. Mary’s Bay areas in the electoral district to the west is not preferable as it would raise similar community of interest concerns and would create greater transportation problems for the affected population and its elected member.

There are, however, three boundary adjustments of lesser population effect which the Commission considers to be appropriate, in light of the submissions received at the public hearings.

The first of these is in the area of Long Harbour–Mount Arlington Heights, with a population of 298. We are persuaded that there are strong community links between that area and Placentia, particularly in connection with an ongoing industrial development. The Commission has therefore adjusted the boundary of this electoral district to exclude Long Harbour–Mount Arlington Heights, which will be included in the Avalon electoral district.

The second adjustment is to include the Town of Salmon Cove in this electoral district. That community is part of the Joint Councils of Trinity Bay South–Bay de Verde and therefore pursues community planning and development issues with other municipalities in that association. It is therefore fitting to include the Town of Salmon Cove within the same electoral district. That adjustment will bring 847 people into the electoral district of Bonavista—Burin—Trinity and decrease the population of the electoral district of Avalon correspondingly.

The other boundary adjustment was discussed in respect of the boundaries of the district of Bay d’Espoir—Central—Notre Dame. Four communities to the west of Carmanville, namely Noggin Cove, Frederickton, Davidsville and Main Point, with a total population of 819, will be included in the electoral district of Bonavista—Burin—Trinity.

The population of this electoral district after the three boundary adjustments just noted will be 76,704. The name proposed for this district was selected by the Commission as referencing historic bays and peninsulas, not particular towns. The name met with general approval and is recommended.

Avalon

As explained above, the Commission has decided upon modest changes to the Proposal in respect of the boundaries between the newly created electoral district of Bonavista—Burin—Trinity and the electoral district of Avalon. In the Avalon district, these were the inclusion of Long Harbour–Mount Arlington Heights and the exclusion of the Town of Salmon Cove. Other changes are also warranted.

In order to accommodate the growth in population in the electoral district of St. John’s East, the Proposal set forth readjustments to the boundaries of two of the three electoral districts on the Avalon Peninsula. One essential part of the readjustment involved the western Avalon, discussed above. Another part was an extension of the eastern boundary of the Avalon electoral district. That boundary extension placed the entire Town of Conception Bay South in the Avalon electoral district, a transfer of 11,064 from the St. John’s East electoral district. That change was welcomed by all who commented on it, including the current members for those electoral districts. The eastern boundary was proposed to be placed in the Town of Paradise, thereby dividing that town between those electoral districts (6,433 to Avalon and 11,262 to St. John’s East). The current members for those electoral districts did not favour dividing the town between two electoral districts. No representation was received from municipal officials or individual residents of the town.

Following further consideration of that proposed boundary and the other representations received in respect of boundaries of the three electoral districts in this area, the Commission considers that certain limited changes can and should be made to the boundaries initially proposed for these three electoral districts. These changes address community of interest and historical factors while enhancing voter parity.

With respect to the Avalon electoral district, there are two further changes to the boundaries set forth in the Proposal.

The first is to move the boundary with the St. John’s South—Mount Pearl electoral district so that the towns of Bay Bulls and Witless Bay are within the electoral district of St. John’s South—Mount Pearl. That would transfer 2,462 people from the Avalon electoral district. Recent residential and commercial developments in the Bay Bulls area and improved transportation links from there to the City of St. John’s favour this modest adjustment.

The second is to adjust the boundary in the Town of Paradise so that the area north of Topsail Road and west of Paradise Road and Camrose Drive will now be in the Avalon electoral district. That would transfer an additional 4,495 people to the Avalon electoral district. The Commission has concluded

that a division of the Town of Paradise between the two electoral districts cannot reasonably be avoided without triggering a more complex shuffle elsewhere. This adjusted boundary is much shorter than that in the Proposal and results in the larger and more rural part of the Town of Paradise being in the Avalon electoral district. In the Commission's view the division does not result in significant community of interest and identity concerns.

The result of the foregoing changes is that the population of the Avalon electoral district will be 81,540. There was no objection to the continuance of the name of this electoral district, and it is recommended.

St. John's East

In its Proposal, the Commission addressed the very high census population in the district of St. John's East by adjusting its western boundary, as previously stated, with respect to the towns of Conception Bay South and Paradise. The name of the district was changed to St. John's North.

The name of this electoral district will first be addressed. The Commission accepts the submission that, having regard to historical and identity factors, the name of this electoral district should remain St. John's East.

Upon reflection, and considering the representations received, the Commission has decided upon certain modifications to the boundaries proposed for this electoral district.

The first is moving the boundary in the Town of Paradise, as previously discussed in regard to the Avalon electoral district. This leaves the area north of Topsail Road and east of Paradise Road and Camrose Drive with the St. John's East electoral district. The result is that the population of St. John's East is reduced by 4,495 and the population of the Town of Paradise is divided so that 10,928 are in the Avalon electoral district and 6,767 in the St. John's East electoral district.

The second modification is an adjustment to the southern boundary of St. John's East with the electoral district of St. John's South—Mount Pearl so that the area in downtown St. John's east of McBride's Hill, including the areas of Signal Hill and the Battery, are in the St. John's East electoral district. This is a reversion to the historical boundary between the two St. John's electoral districts. Community of identity and historical factors support the submissions in this regard. The population effect is modest, involving a transfer of 3,656 people to this electoral district.

Following the changes noted, the population of the St. John's East electoral district will be 82,223.

St. John's South—Mount Pearl

The Commission's Proposal had recommended no changes for this district. Consideration of the submissions received at the public hearings and the Commission's further reflection have resulted in the changes indicated in the previous discussion concerning the districts of St. John's East and Avalon.

The first is the adjustment of the boundary with the St. John's East electoral district in respect of the areas in the east end of downtown St. John's, including the areas of Signal Hill and the Battery. This involves a reduction of 3,656 people in the St. John's South—Mount Pearl electoral district.

The second is the extension of the southern boundary with the electoral district of Avalon so that the towns of Bay Bulls and Witless Bay, with a population of 2,462, are added to the St. John's South—Mount Pearl district.

The net effect of the changes is that this electoral district will have a population of 81,657. The name of St. John's South—Mount Pearl attracted no criticism and should be continued.

Summary

The results of the Commission's deliberations following the public hearings can now be summarized:

- The Commission affirms the continuance of the Labrador electoral district.
- In the electoral districts of Avalon, St. John's East and St. John's South—Mount Pearl, adjustments were made that resulted in population levels very close to each other and to the reference quota.
- In two of the three remaining electoral districts, boundary adjustments were made in response to expressed community of interest concerns without a significant effect on voter parity.

The final boundaries for electoral districts on the island portion of the Province result in population variances ranging from -5.7 percent to +7.7 percent of the reference quota of 81,301, as illustrated in Table 6 below.

Table 6 – Variances from the Reference Quota (81,301)		
Island Electoral District	Population 2011	Variance from 81,301
Avalon	81,540	+0.3%
Bay d'Espoir—Central—Notre Dame	78,092	-3.9%
Bonavista—Burin—Trinity	76,704	-5.7%
Long Range Mountains	87,592	+7.7%
St. John's East	82,223	+1.1%
St. John's South—Mount Pearl	81,657	+0.4%

The population variances from the electoral quota of 73,505 for each electoral district in the Province are set forth in Table 7 below. The Commission notes that the continuance of Labrador as a separate electoral district means that the populations of the other electoral districts will, on average, be 10.6 percent above the electoral quota.

Table 7 – Variances from the Electoral Quota (73,505)		
Electoral District	Population 2011	Variance from 73,505
Avalon	81,540	+10.9%
Bay d'Espoir—Central—Notre Dame	78,092	+6.2%
Bonavista—Burin—Trinity	76,704	+4.4%
Labrador	26,728	-63.6%
Long Range Mountains	87,592	+19.2%
St. John's East	82,223	+11.9%
St. John's South—Mount Pearl	81,657	+11.1%

The variances from the electoral quota are within the range permitted under section 15 of the Act.

Attached as Schedule B are the descriptions of the seven electoral districts. Maps follow in the last section.

The Commission gratefully acknowledges the valuable contribution of the Commission Secretary, Ms. Madonna Morris.

After careful deliberation and consideration of the various submissions received, the Commission hereby submits its report in accordance with the Act.

Dated at St. John's, in the Province of Newfoundland and Labrador, this 15th day of November, 2012.

Honourable Mr. Justice Keith Mercer
Chairperson

Herbert Clarke
Deputy Chairperson

Julie Eveleigh
Member

Madonna Morris
Commission Secretary

CERTIFIED copy of the Report of the Federal Electoral Boundaries Commission
for the Province of Newfoundland and Labrador.

Signature

Date

Schedules

Schedules



Schedule A – Hearings and Representations

Public Hearing	Representations Heard
July 3, 2012 Gander	Mr. Robert Kennedy*
July 4, 2012 Grand Falls-Windsor	Mr. John Whelan* Mr. Scott Simms, MP
July 5, 2012 Stephenville	Hon. Gerry Byrne, MP* Mrs. Judy Foote, MP Mr. Bob Byrnes
July 6, 2012 Corner Brook	Mr. Adam Sparkes* Mr. Jamie Merrigan Hon. Gerry Byrne, MP
July 16, 2012 Clarenville	Mr. James Keating (President of Random—Burin—St. George's Conservative Electoral District Association)* Mrs. Judy Foote, MP
July 17, 2012 Whitbourne	Mr. Fraser March Mr. Fred Driscoll and Mr. Art Cumby (Joint Councils of Trinity Bay South—Bay de Verde)* Mr. Dennis Brown (Returning Officer for the Avalon Electoral District)
July 18, 2012 Conception Bay South	Mr. Jack Harris, MP* Mr. Scott Andrews, MP*
July 19, 2012 St. John's	Mr. Calvin Manning Mr. John Hodder Mr. David Hearn (Vice-President of St. John's South—Mount Pearl Conservative Electoral District Association) Mr. Christopher Picard (President of St. John's South—Mount Pearl NDP Riding Association and on behalf of Mr. Ryan Cleary, MP) Mr. Paul Saunders (Board Member of St. John's South—Mount Pearl Conservative Electoral District Association) Mr. Peter Collens Mr. Morley Whitt* Mr. Simon Lono
July 25, 2012 Happy Valley-Goose Bay	No Presenters

*Also filed written submissions

In addition written submissions were received from the following: Mr. Gregory Veevers, Ms. Agnes Richard and Ms. Maude Goulding, Mr. Gerard Murphy (Mayor of Bay de Verde) and Mr. Mike O'Brien.

Schedule B – Boundaries and Names of Electoral Districts

The Commission recommends that the seven (7) electoral districts of the Province of Newfoundland and Labrador be named and described as follows.

In the following descriptions:

- (a) reference to “road”, “street”, “hill”, “cove”, “route”, “highway”, “river”, “brook”, “lake”, “harbour”, “bay”, “pond”, “gut” or “channel” signifies the centre line of said feature unless otherwise described;
- (b) wherever a word or expression is used to denote a territorial division, such word or expression shall indicate the territorial division as it existed or was bounded on the first day of January, 2011;
- (c) the translation of the term “street” follows Treasury Board standards, while the translation of all other public thoroughfare designations is based on commonly used terms but has no official recognition; and
- (d) all coordinates are in reference to the North American Datum of 1983 (NAD 83).

The population figure of each electoral district is derived from the 2011 decennial census.

Avalon

(Population: 81,540)

(Map 1)

All that area consisting of that part of the Avalon Peninsula on the Island of Newfoundland lying southerly of a line described as follows: commencing at a point in the Eastern Channel at latitude 47°25'49"N and longitude 54°03'34"W; thence easterly in a straight line to a point in the Eastern Channel at latitude 47°26'11"N and longitude 53°57'51"W; thence southeasterly in a straight line to a point in Long Harbour at latitude 47°24'13"N and longitude 53°55'10"W; thence easterly in a straight line to the southwesterly limit of the Town of Long Harbour-Mount Arlington Heights at the mouth of Rattling Brook; thence generally westerly, generally northeasterly, generally southeasterly and generally southwesterly along the westerly, southerly, northerly and easterly limits of said town to a point at approximate latitude 47°26'32"N and longitude 53°44'50"W (on the southwesterly shoreline of Warrens Pond); thence southeasterly in a straight line to a point at latitude 47°24'44"N and longitude 53°43'54"W; thence easterly in a straight line to the southwesternmost point of the limit of the Town of Whitbourne; thence generally easterly and northerly along said limit to the northeasternmost point of the limit of said town; thence northeasterly in a straight line to the southwesternmost point of the limit of the Town of Spaniard's Bay; thence generally northerly along the westerly limit of said town to the northwesternmost point of the limit of said town; thence northerly in a straight line to a point in Hound Pond at latitude 47°46'36"N and longitude 53°22'23"W; thence northeasterly in a straight line to a point in Broad Cove Gull Pond at latitude 47°49'47"N and longitude 53°12'51"W; thence southerly in a straight line to a point on the westerly limit of the Town of Salmon Cove at approximate latitude 47°46'51"N and longitude 53°11'48"W; thence generally southerly, northeasterly and northwesterly along the westerly, southerly and easterly limits of said town to a point at approximate latitude 47°47'21"N and longitude 53°08'40"W; thence easterly in a straight line to a point in Conception Bay at latitude 47°46'33"N and longitude 52°59'22"W; thence generally southerly along Conception Bay to a point at latitude 47°35'58"N and longitude 53°06'22"W; thence southeasterly in a straight line to a point in Conception Bay at latitude 47°32'07"N and longitude 53°02'09"W; thence southeasterly in a straight line to the northwesterly limit of the Town of Conception Bay South at the mouth of Long Pond Harbour; thence northeasterly along the northwesterly limit of

said town to the northwesterly limit of the Town of Paradise; thence northeasterly along the limit of said town to the northerly limit of said town; thence generally southeasterly along said limit to Camrose Drive; thence southerly along said drive to Paradise Road; thence generally southeasterly along said road to Topsail Road; thence generally easterly along said road to the southeasterly limit of the Town of Paradise; thence southerly and westerly along said limit to the easterly limit of the Town of Conception Bay South; thence generally southerly and westerly along said limit to the southerly limit of the City of St. John's; thence generally southeasterly along said limit to the northwesternmost point of the Town of Bay Bulls; thence generally southerly along the westerly limit of said town to the northwesternmost point of the Town of Witless Bay; thence southerly and generally easterly along the westerly and southerly limits of said town to the easterly limit of said town.

Including Iona Islands, East Green Island, North Green Island, Harbour Island, Fox Island, Great Colinet Island and all other islands adjacent to the shoreline of the above-described area.

Bay d'Espoir—Central—Notre Dame

(Population: 78,092)

(Map 1)

All that area consisting of that part of the Island of Newfoundland described as follows: commencing at the mouth of Chaleur Bay; thence generally northwesterly along said bay to the end of said bay; thence westerly in a straight line to the most southerly point of Dry Pond at approximate latitude 47°50'25"N and approximate longitude 57°31'17"W; thence northerly in a straight line to the mouth of Lloyds River at the westernmost extremity of Red Indian Lake; thence northerly in a straight line to a point in Hinds Lake at latitude 48°57'49"N and longitude 56°59'36"W; thence northerly in a straight line to the southeasternmost point of the limit of the Town of Hampden; thence generally northerly along the easterly limit of said town to the northeasternmost point of the limit of said town; thence easterly in a straight line to a point in White Bay at latitude 49°34'31"N and longitude 56°50'24"W; thence generally northeasterly along said bay to a point in the Atlantic Ocean at latitude 50°32'16"N and longitude 55°30'00"W; thence generally southerly and easterly to a point in the Atlantic Ocean at latitude 49°54'20"N and longitude 53°31'58"W; thence generally southwesterly to a point in Hamilton Sound at latitude 49°29'31"N and longitude 54°12'17"W; thence westerly in a straight line to a point in Hamilton Sound at latitude 49°28'37"N and longitude 54°26'07"W; thence generally southerly along Gander Bay to a point at latitude 49°19'58"N and longitude 54°28'05"W; thence easterly in a straight line to the southernmost intersection of Route No. 330 and Route No. 332; thence easterly in a straight line to the southernmost point of the limit of the Town of Carmanville; thence southerly in a straight line to a point in Nine Mile Pond at latitude 49°08'48"N and longitude 54°22'10"W; thence southeasterly in a straight line to Home Pond at latitude 48°57'06"N and longitude 54°14'05"W; thence southerly in a straight line to the bridge on the Trans-Canada Highway (Route No. 1) spanning Middle Brook north of Square Pond; thence southwesterly in a straight line to Long Harbour; thence generally southwesterly along said harbour to the mouth of the said harbour, being a point in Fortune Bay at approximate latitude 47°34'03"N and approximate longitude 55°06'34"W; thence generally southwesterly along said bay to a point at latitude 47°13'00"N and longitude 55°59'52"W; thence generally northwesterly to the point of commencement.

Including Brunette Island, Sagona Island, St. John's Island, Pass Island, Doone Island, Millers Island, Granby Island, Horse Islands, Exploits Islands, North and South Twillingate Islands, New World Island, Change Islands, Fogo Island, Perry Island, Eastern Indian Island, Grandfather Island, Herring Island and all other islands adjacent to and within the shoreline of the above-described area.

Bonavista—Burin—Trinity

(Population: 76,704)

(Map 1)

All that area consisting of that part of the Island of Newfoundland and that part of the Avalon Peninsula on the Island of Newfoundland described as follows: commencing at a point in Fortune Bay at the mouth of Long Harbour at approximate latitude 47°34'03"N and longitude 55°06'34"W; thence generally northeasterly along Long Harbour to the end of said harbour; thence northeasterly in a straight line to the bridge on the Trans-Canada Highway (Route No. 1) spanning Middle Brook north of Square Pond; thence northerly in a straight line to Home Pond at latitude 48°57'06"N and longitude 54°14'05"W; thence northwesterly in a straight line to a point in Nine Mile Pond at latitude 49°08'48"N and longitude 54°22'10"W; thence northerly in a straight line to the southernmost point of the limit of the Town of Carmanville; thence westerly in a straight line to the southernmost intersection of Route No. 330 and Route No. 332; thence westerly in a straight line to a point in Gander Bay at latitude 49°19'58"N and longitude 54°28'05"W; thence generally northerly along Gander Bay to a point in Hamilton Sound at latitude 49°28'37"N and longitude 54°26'07"W; thence easterly in a straight line to a point in Hamilton Sound at latitude 49°29'31"N and longitude 54°12'17"W; thence generally northeasterly to a point in the Atlantic Ocean at latitude 49°54'20"N and longitude 53°31'58"W; thence generally southerly to a point in Bonavista Bay at latitude 48°39'56"N and longitude 53°31'24"W; thence generally northeasterly to a point in the Atlantic Ocean at latitude 48°43'57"N and longitude 53°00'00"W; thence generally southerly to a point in Conception Bay at latitude 47°46'33"N and longitude 52°59'22"W; thence westerly in a straight line to the easterly limit of the Town of Salmon Cove; thence southeasterly, southwesterly and generally northerly along the easterly, southerly and westerly limits of said town to a point at approximate latitude 47°46'51"N and longitude 53°11'48"W; thence northerly in a straight line to a point in Broad Cove Gull Pond at latitude 47°49'47"N and longitude 53°12'51"W; thence southwesterly in a straight line to a point in Hound Pond at latitude 47°46'36"N and longitude 53°22'23"W; thence southerly in a straight line to the northwesternmost point of the limit of the Town of Spaniard's Bay; thence generally southerly along the westerly limit of said town to the southwesternmost point of the limit of said town; thence southwesterly in a straight line to the northeasternmost point of the limit of the Town of Whitbourne; thence generally southerly and westerly along the easterly and southerly limits of said town to the southwesternmost point of said town; thence westerly in a straight line to a point at latitude 47°24'44"N and longitude 53°43'54"W; thence northwesterly in a straight line to a point on the southeasterly limit of the Town of Long Harbour-Mount Arlington Heights at approximate latitude 47°26'32"N and longitude 53°44'50"W (on the southwesterly shoreline of Warrens Pond); thence generally northeasterly, generally northwesterly, generally southwesterly and generally easterly along the easterly, northerly, westerly and southerly limits of said town to the mouth of Rattling Brook where it joins Long Harbour; thence westerly in a straight line to a point in Long Harbour at latitude 47°24'13"N and longitude 53°55'10"W; thence northwesterly in a straight line to a point in the Eastern Channel at latitude 47°26'11"N and longitude 53°57'51"W; thence westerly in a straight line to a point in the Eastern Channel at latitude 47°25'49"N and longitude 54°03'34"W; thence generally southerly and westerly to a point in Placentia Bay at latitude 46°47'55"N and longitude 54°40'55"W; thence westerly to a point in the Atlantic Ocean south of Point May at latitude 46°47'45"N and longitude 55°57'27"W; thence northerly to a point in Fortune Bay at latitude 47°13'00"N and longitude 55°59'52"W; thence generally northeasterly along said bay to the point of commencement.

Including Gull Island, Woody Island, Billy Island, Flaherty Island, White Island, Gander Island, Green Island, Noggin Island, Wadham Islands, Funk Island, Cottel Island, Penguin Islands, Cabot Islands, Keans Island, Flowers Island, Random Island, Ireland's Eye Island, Baccalieu Island, Crawley Island, Brine Islands, Iron Island, Red Island, Long Island, Merasheen Island and all other islands adjacent to and within the shoreline of the above-described area.

Labrador

(Population: 26,728)

(Map 1)

Consisting of all that part of the Province of Newfoundland and Labrador known as Labrador, including Belle Isle.

Long Range Mountains

(Population: 87,592)

(Map 1)

All that area consisting of that part of the Island of Newfoundland lying westerly and southerly of a line described as follows: commencing at the mouth of Chaleur Bay; thence generally northwesterly along said bay to the end of said bay; thence westerly in a straight line to the most southerly point of Dry Pond at approximate latitude 47°50'25"N and approximate longitude 57°31'17"W; thence northerly in a straight line to the mouth of Lloyds River at the westernmost extremity of Red Indian Lake; thence northerly in a straight line to a point in Hinds Lake at latitude 48°57'49"N and longitude 56°59'36"W; thence northerly in a straight line to the southeasternmost point of the limit of the Town of Hampden; thence generally northerly along the easterly limit of said town to the northeasternmost point of the limit of said town; thence easterly in a straight line to a point in White Bay at latitude 49°34'31"N and longitude 56°50'24"W; thence generally northerly along said bay to the Atlantic Ocean.

Including Ramea Islands, Sops Island, Bell Island, Groais Island of the Grey Islands, Quirpon Island, St. John Island and all other islands adjacent to the shoreline of the above-described area.

St. John's East

(Population: 82,223)

(Map 2)

All that area consisting of:

(a) the towns of Bauline, Flatrock, Logy Bay-Middle Cove-Outer Cove, Portugal Cove-St. Philip's, Pouch Cove, Torbay and Wabana;

(b) that part of the Town of Paradise lying northeasterly and northerly of a line described as follows: commencing at the intersection of the easterly limit of the Town of Paradise with Topsail Road; thence generally westerly along said road to Paradise Road; thence generally northwesterly along said road to Camrose Drive; thence northerly along said drive to the northerly limit of said town; and

(c) that part of the City of St. John's lying northwesterly of a line described as follows: commencing at the intersection of the westerly limit of the City of St. John's with Kenmount Road and coincident with the northerly limit of the City of Mount Pearl; thence northeasterly and easterly along said road and Freshwater Road to Lemarchant Road; thence southerly along said road to Barter's Hill; thence generally southeasterly along Barter's Hill to Waldegrave Street; thence generally easterly along said street and Harbour Drive to Steers Cove; thence generally northeasterly to St. John's Harbour at approximate latitude 47°33'34"N and longitude 52°42'36"W; thence northeasterly and easterly along St. John's Harbour and easterly through The Narrows to the easterly limit of the City of St. John's.

Including Bell Island, Little Bell Island, Kellys Island and all the other islands adjacent to the shoreline of the above-described area.

St. John's South—Mount Pearl

(Population: 81,657)

(Map 2)

All that area consisting of:

(a) that part of the City of St. John's lying southeasterly of the southeasterly limits of the towns of Conception Bay South and Paradise, and southeasterly of a line described as follows: commencing at the intersection of the westerly limit of the City of St. John's with Kenmount Road coincident with the northerly limit of the City of Mount Pearl; thence northeasterly and easterly along said road and Freshwater Road to Lemarchant Road; thence southerly along said road to Barter's Hill; thence generally southeasterly along Barter's Hill to Waldegrave Street; thence generally easterly along said street and Harbour Drive to Steers Cove; thence generally northeasterly to St. John's Harbour at approximate latitude $47^{\circ}33'34''\text{N}$ and longitude $52^{\circ}42'36''\text{W}$; thence northeasterly and easterly along St. John's Harbour and easterly through The Narrows to the easterly limit of the City of St. John's;

(b) the City of Mount Pearl; and

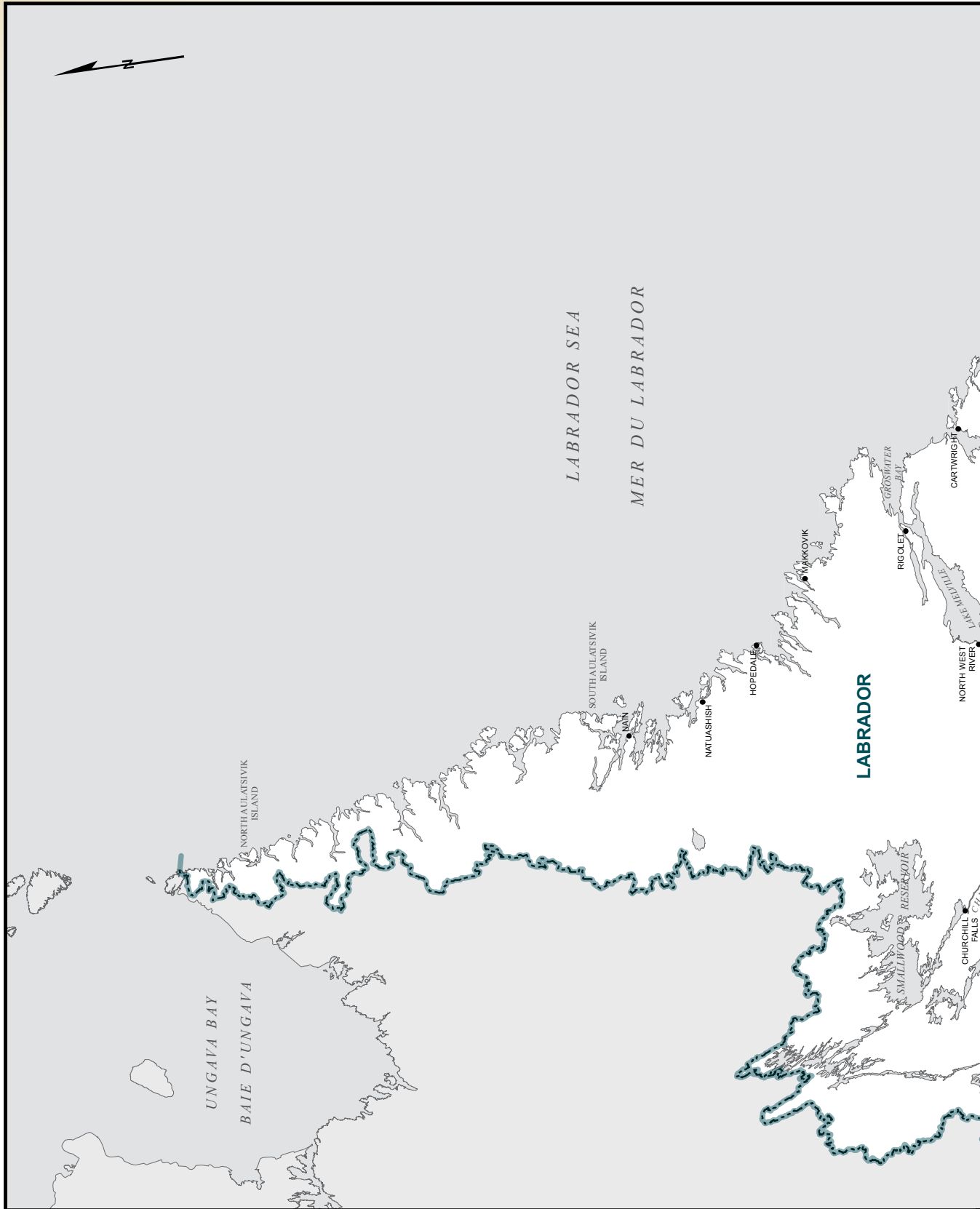
(c) the towns of Petty Harbour-Maddox Cove, Bay Bulls and Witless Bay.

Including Gull Island and all islands adjacent to the shoreline of the above-described area.

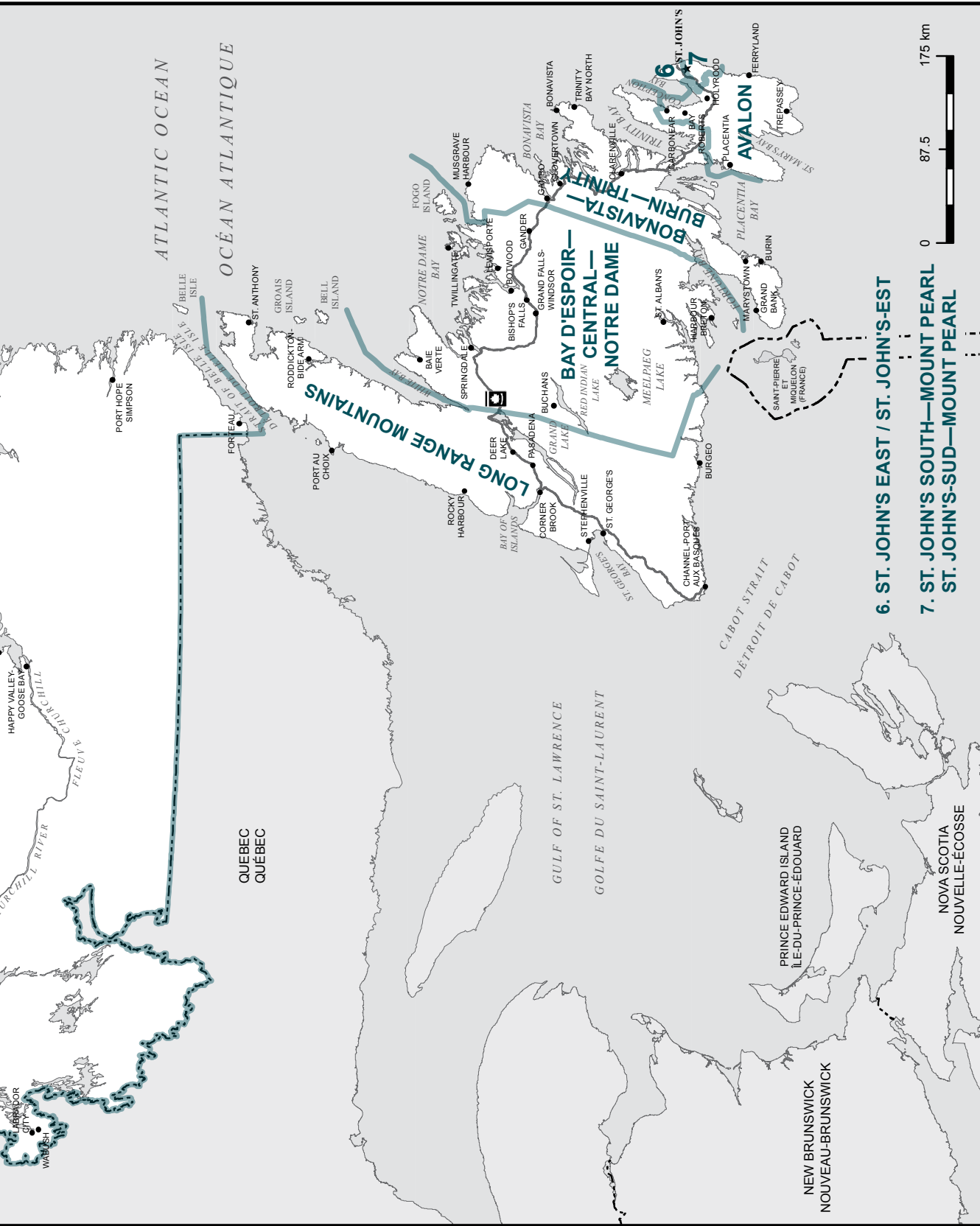
Maps



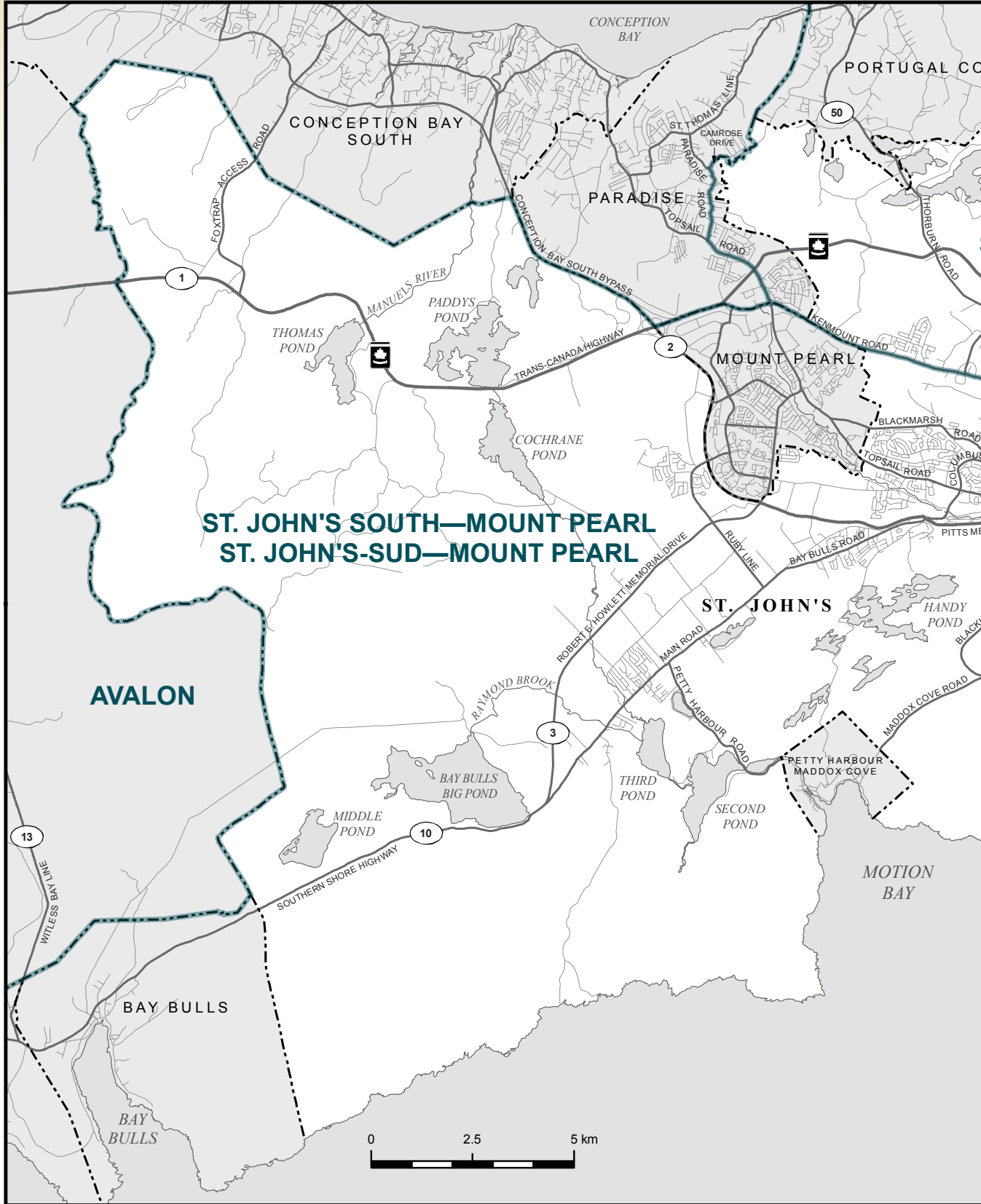
Newfoundland and Labrador (Map 1)



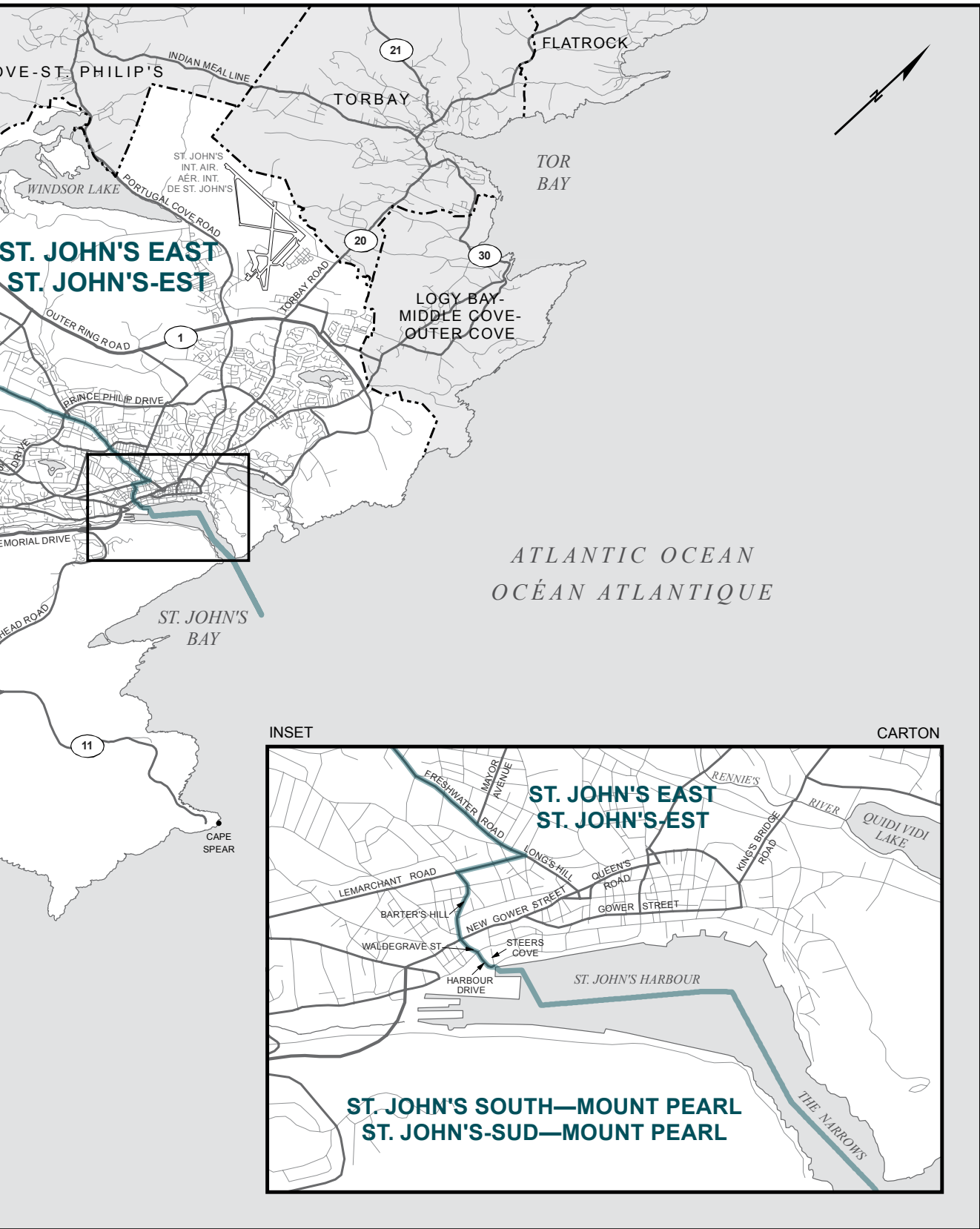
SOURCE: THE ELECTORAL GEOGRAPHY DIVISION, ELECTIONS CANADA.



City of St. John's (Map 2)



SOURCE: THE ELECTORAL GEOGRAPHY DIVISION, ELECTIONS CANADA.





Redistribution
Federal Electoral Districts
Redécoupage
Circonscriptions fédérales

*House of Commons Votre représentation à la Chambre des communes Your Representation in the House of Commons
Representation in the House of Commons Votre représentation à la Chambre des communes Your Representation in the Hou
Communes Your Representation in the House of Commons Votre représentation à la Chambre des communes Your Repre
n à la Chambre des communes Your Representation in the House of Commons Votre représentation à la Chambre des co
Votre représentation à la Chambre des communes Your Representation in the House of Commons Votre représentation à
ouse of Commons Votre représentation à la Chambre des communes Your Representation in the House of Commons You
à la Chambre des communes Your Representation in the House of Commons Votre représentation à la Chambre d
Your Representation in the House of Commons Votre représentation à*