

**FEDERAL ELECTORAL BOUNDARIES
COMMISSION FOR THE PROVINCE OF
NEWFOUNDLAND AND LABRADOR**

ELECTORAL BOUNDARIES READJUSTMENT ACT

REPORT

The Federal Electoral Boundaries Commission for the Province of Newfoundland and Labrador (“the Commission”), established by proclamation dated April 16, 2002, in accordance with the *Electoral Boundaries Readjustment Act*, R.S.C. 1985, c. E-3 (“the Act”), respectfully presents this report.

The Commission is composed of the Honourable David G. Riche, Q.C., Chairperson, Kathleen LeGrow, Deputy Chairperson, and Jamie M. Smith, Q.C., Member.

The 2001 decennial census established the population of the Province of Newfoundland and Labrador at 512,930. In accordance with subsection 14(1) of the Act, the Chief Electoral Officer of Canada has determined that this population dictates that the representation of the Province of Newfoundland and Labrador in the House of Commons will remain at seven (7) seats and the Province of Newfoundland and Labrador is accordingly divided into seven (7) electoral districts. The population of the Province of Newfoundland and Labrador divided by seven (7) results in an electoral quota of 73,276 for each of the electoral districts.

Subsections 15(1) and 15(2) of the Act provide:

(1) In preparing its report, each commission for a province shall, subject to subsection (2), be governed by the following rules:

(a) the division of the province into electoral districts and the description of the boundaries thereof shall proceed on the basis that the population of each electoral district in the province as a result thereof shall, as close as reasonably possible, correspond to the electoral quota for the province, that is to say, the quotient obtained by dividing the population of the province as ascertained by the census by the number of members of the House of Commons to be assigned to the province as calculated by the Chief Electoral Officer under subsection 14(1); and

(b) the commission shall consider the following in determining reasonable electoral district boundaries:

(i) the community of interest or community of identity in or the historical pattern of an electoral district in the province, and

(ii) a manageable geographic size for districts in sparsely populated, rural or northern regions of the province.

(2) The commission may depart from the application of the rule set out in paragraph (1)(a) in any case where the commission considers it necessary or desirable to depart therefrom

(a) in order to respect the community of interest or community of identity in or the historical pattern of an electoral district in the province, or

(b) in order to maintain a manageable geographic size for districts in sparsely populated, rural or northern regions of the province, but, in departing from the application of the rule set out in paragraph (1)(a), the commission shall make every effort to ensure that, except in circumstances viewed by the commission as being extraordinary, the population of each electoral district in the province remains within twenty-five per cent more or twenty-five per cent less of the electoral quota for the province.

Applying these rules to the present electoral quota of 73,276, we determine that the maximum numbers for any electoral district should be 91,595 and the minimum numbers of population for an electoral district would be 54,957. It is desirable, however, that as many electoral districts as possible should be within a ten (10) percent range of the electoral quota.

Pursuant to the provisions of the Act, the Commission divided the province into seven (7) electoral districts and, on the first day of June, 2002, published in the *Canada Gazette* and distributed in various newspapers throughout the province:

- (a) maps of the proposed boundary changes;
- (b) notices of times and places where public sittings would be held for the hearing of representations from interested persons; and
- (c) rules made by the Commission governing the sittings and the times within which notices of representation were to be submitted to the Commission.

COMMISSION PROPOSALS OF JUNE 1, 2002

In its June 1, 2002 Proposals, the Commission put forward for consideration significant boundary changes and as well changes to the names of certain electoral districts. This was in response to the substantial decrease in the province's population as well as a population shift, particularly from rural areas, as identified in the 2001 decennial census.

The Commission, in its Proposals, expressed the view that “we do not believe it is appropriate at this time to depart from the tradition of electoral districts which generally follow the coasts of the island”. The Commission recognized, however, that substantial changes were needed in order to bring the population of the electoral districts in St. John's within the allowable 25 percent variance provided for in the Act. Portions of the electoral districts of St. John's East and St. John's West were moved to the adjoining electoral districts of Bonavista—Trinity—Conception and Burin—St. George's. We also proposed that the Baie Verte Peninsula be added to the electoral district of Gander—Grand Falls. Finally, it was proposed that the Stephenville/Port au Port area be returned to the current electoral district of Humber—St. Barbe—Baie Verte.

For the reasons set out in its Proposals, the Commission did not advocate any change to the electoral district of Labrador.

HEARINGS AND SUBMISSIONS

The Commission commenced public hearings on the 5th day of August, 2002. The locations at which hearings were held and the representations received by the Commission are listed in Schedule "A" attached.

No hearings took place in Labrador as no representations were received from that electoral district. It is of interest, however, that of the submissions received from other electoral districts, none objected to Labrador continuing as a single electoral district. In fact, many expressed support for this position. That being so, the Commission is satisfied that no change be made to the electoral district of Labrador.

While representations were received from only six (6) locations around the province, all were thorough, informative and helpful to the Commission. Indeed, the Commission has been persuaded to amend its Proposals to address a number of the concerns raised.

AMENDMENTS TO PROPOSALS OF JUNE 1, 2002

In light of the submissions received and further deliberations, the Commission has seen fit to revise the boundaries of all the electoral districts on the island portion of the province. As noted, it is desirable to have the population of each electoral district of the province fall within a 10 percent range of the electoral quota of 73,276. This would

encourage a maximum province-wide electoral quota of 80,604. If the population of Labrador is excluded, the electoral quota for the island portion of the province can be calculated on the basis of a population of 485,066 divided by six (6) electoral districts for an electoral quota of 80,844. It can be seen that such an electoral quota for the island portion of the province slightly exceeds the desired electoral quota for the entire province and is well within the 25 percent variance permitted under the Act.

THE ELECTORAL DISTRICTS OF THE AVALON PENINSULA

Despite earlier reservations, the Commission has determined that three (3) electoral seats should be created within the boundaries of the Avalon Peninsula commencing at Sunnyside and Come By Chance at the western end of the Isthmus of Avalon. We are persuaded by the fact that more than half of the population of the island portion of the province, some 243,000, is resident within that area and there appears little objection to same. The Commission, therefore, proposes to equally divide this area by population. The urban area in and around the City of St. John's will be divided into St. John's North and St. John's South. The remainder of the Avalon Peninsula will constitute the new electoral district of Avalon. We heard submissions from a number of people to essentially leave the electoral district of St. John's East as it was and allow the area from Holyrood to Georgetown to stay with the city riding. For the reasons outlined, the Commission did not feel it could comply with these requests.

ST. JOHN'S NORTH

St. John's North contains most of the present electoral district of St. John's East and lies to the north of a line running from Quidi Vidi Gut through the city out to Kenmount Road, to the Manuels Access Road, and to Conway Brook to Conception Bay, including Bell Island. St. John's North has a population of 81,007. The Commission named this electoral district St. John's North because geographically this area includes the northern portion of the City of St. John's and towns adjacent to the north and west.

ST. JOHN'S SOUTH

St. John's South, which contains part of what is now St. John's West, is the area to the south of the boundary of St. John's North and bounded on the south by a line just north of Bay Bulls along St. John's city limits across to the town limits of Conception Bay South. St. John's South has a population of 82,212. The Commission named this electoral district St. John's South because it is that part of the City of St. John's to the south of the district of St. John's North, and includes the City of Mount Pearl and the Town of Petty Harbour-Maddox Cove.

AVALON

The proposal to place the southern part of the Avalon Peninsula with the Burin—St. George’s electoral district met with substantial resistance. The concerns cited included the size of the proposed electoral district, transportation challenges, MP access to and by constituents and the lack of a community of interest between the southern Avalon Peninsula and the electoral district of Burin—St. George’s. The Commission sees merit in these submissions and is persuaded that the Avalon Peninsula has a greater community of interest within itself than with other parts of the island. The electoral district of Avalon is the remaining area of the Avalon Peninsula to Sunnyside and Come By Chance. This electoral district is made up of part of the electoral districts that are now Bonavista—Trinity—Conception, St. John’s East and St. John’s West. The electoral district of Avalon has a population of 79,548. The Commission named this electoral district Avalon because it constitutes most of the area of the Avalon Peninsula.

RANDOM—BURIN—ST. GEORGE’S

The Commission has considered the submissions received from the Stephenville/Port au Port area with respect to the proposal to return that area to the Humber—St. Barbe—Baie Verte electoral district. We heard that there was a greater community of interest with the southwest coast than with Corner Brook and the Great Northern Peninsula. As a result, the Commission has determined that the Stephenville area, including the Port au Port Peninsula, should remain part of the south coast current

electoral district of Burin—St. George’s. It was determined that it would still be necessary to add population to the existing south coast electoral district of Burin—St. George’s. That electoral district has lost some 14,000 in population since the last readjustment. The Commission has, therefore, added to that electoral district the area from Sunnyside to George’s Brook including Random Island and Smith Sound so as to increase the population of the electoral district to 76,089. We appreciate that there may be some perceived difficulty in including Clarenville and surrounding area in this electoral district because their community of interest may be closer to the Bonavista Peninsula. However, because of electoral quota concerns we felt that this was the best compromise. The new name for the electoral district is Random—Burin—St. George’s as the area runs from Random Island to the Burin Peninsula and to St. George’s Bay.

BONAVISTA—EXPLOITS

The present electoral district of Gander—Grand Falls has been changed by moving the western boundary of that electoral district to the east by a line to the west of Leading Tickles running southward and westward to include Buchans and Millertown. This electoral district is bounded on the east by the waters of Trinity Bay and includes the Bonavista Peninsula, north of George’s Brook, which is part of the present electoral district of Bonavista—Trinity—Conception.

The Commission had considered dividing the Bonavista Peninsula at Elliston and including the Trinity Bay side of that peninsula with the south coast riding of Burin—St. George’s. This would have had the effect of increasing the population of that electoral

district and reducing the population in the new proposed electoral district of Bonavista—Exploits. It was determined, however, that it would be more appropriate if the whole of the Bonavista Peninsula remain within a single electoral district. The population of this area, being the proposed electoral district of Bonavista—Exploits, is now 89,743. This is the largest electoral district by population in the province. The Commission has also made a change in the name of the electoral district to more appropriately describe the region. The name “Exploits” was taken from the Exploits River and the Bay of Exploits, which is adjacent to almost all of the communities on the western side of this electoral district, and “Bonavista”, because the eastern extremity of the electoral district is the Bonavista Peninsula.

HUMBER—ST. BARBE—BAIE VERTE

The remaining electoral district on the island is the area to the west of the electoral district of Bonavista—Exploits and to the north of Random—Burin—St. George’s. This area contains the Baie Verte Peninsula, the Great Northern Peninsula and the Humber Valley. The Commission has determined that this area should retain the name of Humber—St. Barbe—Baie Verte with a population of 76,467.

LABRADOR

With the exception of Labrador, all electoral districts in the province under readjustment are within the allowable 25 percent variance of the electoral quota. The electoral district of Labrador is a permitted departure under subsection 15(2) of the Act. The Commission continues to view Labrador as an extraordinary circumstance and notes that there is broad-based acceptance of this position throughout the province. Labrador has a population of 27,864.

The population in each district and its variance from the prescribed electoral quotient will be as follows:

Electoral district	Population 2001	Variance from quotient of 73,276
Avalon	79,548	+8.6%
Bonavista—Exploits	89,743	+22.5%
Humber—St. Barbe—Baie Verte	76,467	+4.4%
Labrador	27,864	-62.0%
Random—Burin—St. George's	76,089	+3.8%
St. John's North	81,007	+10.6%
St. John's South	82,212	+12.2%

Schedule “A” (Hearings and Representations) and Schedule “B” (Names, Populations, Boundaries and Maps of Electoral Districts), attached, form part of this report.

Given this 1st day of November, 2002, by the Federal Electoral Boundaries Commission for the Province of Newfoundland and Labrador.

Honourable David G. Riche, Q.C.
Chairperson

Kathleen LeGrow
Deputy Chairperson

Jamie M. Smith, Q.C.
Member

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

Henry Thorne
Secretary

SCHEDULE "A"

HEARINGS AND REPRESENTATIONS

Public hearing site	Representations heard*
August 5, 2002, St. John's	Mr. Loyola Hearn, MP Mr. Patrick J. K. Hanlon
August 8, 2002, Holyrood	Mr. R. John Efford, MP Mr. Norman Doyle, MP Mr. Gus Hawco (Member of the Council of the Town of Holyrood) Mrs. Evelyn Devereaux Mr. Brian Ryan (on behalf of the Town of Marysvale) Mr. David Hurley (on behalf of the St. John's East Federal Riding Association of the P.C. Party) Mr. David Woodman (Mayor of the Town of Harbour Main-Chapel's Cove-Lakeview) Mr. Tom Hedderson, M.H.A. (and on behalf of Mrs. Ann Skanes)
August 12, 2002, Marystown	Mr. Bill Matthews, MP Mr. Rex Matthews (Mayor of the Town of Grand Bank)
August 13, 2002, Gander	Mr. Rex Barnes, MP
August 27, 2002, Stephenville	Mr. Bob Byrnes (Chairman of the Stephenville Downtown Business Improvement Association and Port au Port District Liberal Association) Mr. Tom Hutchings (Chairman of the Long Range Regional Economic Development Board)
August 28, 2002, Corner Brook	Dr. Noel F. Murphy

*E-mail and written interventions were also received from the following: Mr. Robert Derry, Mr. W. Quigley, Mr. John Whelan, Mr. Lloyd Rossiter, Mayor (on behalf of the Town of Ramea) and Mr. Dave Denine, Mayor (on behalf of the City of Mount Pearl).

SCHEDULE “B”

Names, Populations, Boundaries and Maps 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”, “route”, “highway”, “river”, “brook”, “lake”, “harbour”, “bay”, “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 March, 2002; and
- (c) the translation of the term “street” follows Treasury Board standards. The translation of all other public thoroughfare designations is based on commonly used terms but has no official recognition.

The population figure of each electoral district is derived from the 2001 decennial census.

1. AVALON

(Population: 79,548)

(Map 1)

All that area consisting of that part of the Avalon Peninsula on the Island of Newfoundland described as follows: commencing at a point in Placentia Bay approximately 20 km west of Cape St. Mary's; thence generally northerly along Placentia Bay and the Eastern Channel of Placentia Bay to the intersection of the shoreline of Placentia Bay with the westerly limit of the Town of Come By Chance; thence northerly and easterly along the westerly and northerly limits of said town to the Trans-Canada Highway (Route No. 1); thence northerly along said highway to the northerly limit of the Town of Sunnyside; thence easterly along said limit and its production into Trinity Bay; thence northerly along said bay to a point midway between East Random Head on Random Island and Hant's Head on the eastern shoreline of Trinity Bay; thence northeasterly along said bay to a point approximately 5 km north of Grates Point on the Bay de Verde Peninsula; thence easterly approximately 20 km to a point N 45°E of Baccalieu Island; thence generally southerly along Conception Bay to a point midway between Western Bay Head on the western shoreline of Conception Bay and Cape St. Francis; thence southerly along Conception Bay to a point approximately 2 km west of the most westerly extremity of Bell Island; thence southerly along Conception Bay to a point approximately 2 km S 45°W of the most southwesterly extremity of Kellys Island; thence easterly along Conception Bay to the mouth of Long Pond Harbour; thence southerly along said harbour and Conway Brook to the limit of the City of St. John's; thence generally southwesterly and easterly along the northwesterly and southerly limits of said city and its production to the Atlantic Ocean; thence generally southerly and

generally westerly along the Atlantic Ocean, Trepassy Bay, St. Mary's Bay and Placentia Bay to the point of commencement.

Including Baccalieu Island, Great Colinet Island and all other islands adjacent to the shoreline of the above-described area.

2. BONAVIDA—EXPLOITS

(Population: 89,743)

(Map 1)

All that area consisting of that part of the Island of Newfoundland lying generally easterly and northerly of a line described as follows: commencing at a point midway between the towns of Triton and Leading Tickles in Notre Dame Bay; thence southerly in said bay to Seal Bay; thence southerly in a straight line to Frozen Ocean Lake at approximate latitude $49^{\circ}11'N$ and approximate longitude $55^{\circ}41'W$; thence westerly in a straight line to Hinds Lake; thence southerly in a straight line to the mouth of Lloyds River at the westernmost extremity of Red Indian Lake; thence southerly in a straight line to a point in Victoria Lake at latitude $48^{\circ}15'N$ and approximate longitude $57^{\circ}21'W$; thence generally easterly to the intersection of the Trans-Canada Highway (Route No. 1) with Route No. 230; thence easterly along Route No. 230 to Route No. 230A; thence easterly in a straight line to Ocean Pond; thence southeasterly in a straight line to British Harbour at the entrance of Smith Sound on the north shoreline of Trinity Bay; thence southeasterly to said bay.

Including Exploits Islands, North and South Twillingate Islands, New World Island, Change Islands, Fogo Island, Funk Island, Cottel Island and all other islands adjacent to the shoreline of the above-described area.

3. HUMBER—ST. BARBE—BAIE VERTE

(Population: 76,467)

(Map 1)

All that area consisting of that part of the Island of Newfoundland lying westerly and northerly of a line described as follows: commencing at a point midway between the towns of Triton and Leading Ticks in Notre Dame Bay; thence southerly in said bay to Seal Bay; thence southerly in a straight line to Frozen Ocean Lake at approximate latitude $49^{\circ}11'N$ and approximate longitude $55^{\circ}41'W$; thence westerly in a straight line to Hinds Lake; thence southerly in a straight line to the mouth of Lloyds River at the westernmost extremity of Red Indian Lake; thence westerly in a straight line to Georges Lake; thence westerly in a straight line to Bluff Head on the eastern shoreline of Port au Port Bay.

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

4. LABRADOR

(Population: 27,864)

(Map 1)

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

5. RANDOM—BURIN—ST. GEORGE'S

(Population: 76,089)

(Map 1)

All that area consisting of that part of the Island of Newfoundland lying southerly and westerly of a line described as follows: commencing at Bluff Head on the eastern shoreline of Port au Port Bay; thence easterly in a straight line to Georges Lake; thence easterly in a straight line to the mouth of Lloyds River at the westernmost extremity of Red Indian Lake; thence southerly in a straight line to a point in Victoria Lake at latitude 48°15'N and approximate longitude 57°21'W; thence generally easterly to the intersection of the Trans-Canada Highway (Route No. 1) with Route No. 230; thence easterly along Route No. 230 to Route No. 230A; thence easterly in a straight line to Ocean Pond; thence southeasterly in a straight line to British Harbour at the entrance of Smith Sound on the north shoreline of Trinity Bay; thence southeasterly to said bay; thence southerly along Trinity Bay to the easterly production in Trinity Bay of the northerly limit of the Town of Sunnyside; thence westerly along said production and said northerly limit to the Trans-Canada Highway (Route No. 1); thence southerly along said highway to the northerly limit of the Town of Come By Chance; thence westerly and southerly along the northerly and westerly limits of said town to the shoreline of Placentia Bay; thence southerly along the Eastern Channel of Placentia Bay and Placentia Bay to a point approximately 20 km west of Cape St. Mary's.

Including Random Island, Ireland's Eye, Merasheen Island, Red Island, Long Island, Green Island, Brunette Island, Penguin Islands, Ramea Islands and all other islands adjacent to the shoreline of the above-described area.

6. ST. JOHN'S NORTH

(Population: 81,007)

(Map 2)

All that area consisting of:

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

(b) that part of the Town of Conception Bay South lying northeasterly of a line described as follows: commencing at the intersection of the southeasterly limit of the Town of Conception Bay South with Conway Brook; thence generally northerly along said brook and Long Pond Harbour to Conception Bay; 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; thence northeasterly and easterly along said road, Freshwater Road and Longs Hill to Gower Street; thence northeasterly along said street to Kings Bridge Road; thence northerly along said road to Rennie's River; thence generally easterly along said river, Quidi Vidi Lake and the channel known locally as Quidi Vidi Gut to Quidi Vidi Harbour.

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

7. ST. JOHN'S SOUTH

(Population: 82,212)

(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 immediately north of the northwesterly limit of the City of Mount Pearl; thence northeasterly and easterly along said road, Freshwater Road and Longs Hill to Gower Street; thence northeasterly along said street to Kings Bridge Road; thence northerly along said road to Rennie's River; thence generally easterly along said river, Quidi Vidi Lake and the channel known locally as Quidi Vidi Gut to Quidi Vidi Harbour;

(b) the City of Mount Pearl; and

(c) the Town of Petty Harbour-Maddox Cove.

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