



Redistribution
Federal Electoral Districts

Redécoupage
Circonscriptions fédérales



Report of the Federal Electoral Boundaries Commission for the Province of

Newfoundland and Labrador

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Boundaries Readjustment Act*



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Introduction

The Federal Electoral Boundaries Commission for the Province of Newfoundland and Labrador (the Commission) was established by Order in Council of the federal government on November 1, 2021. It was established under the authority of the *Electoral Boundaries Readjustment Act*, R.S.C. 1985, c. E-3 (the Act).

The Commission has three members: Dr. Amanda Bittner, a political science professor at Memorial University, and Ms. Julie Eveleigh, a retired educator and former mayor of Comfort Cove, both appointed by the Speaker of the House of Commons, and Mr. Justice Alphonsus Faour of the Supreme Court of Newfoundland and Labrador, appointed by the Chief Justice of Newfoundland and Labrador. Justice Faour acts as Chair and Dr. Bittner as Deputy Chair.

The Secretary to the Commission is Ms. Pamela Ryder Lahey, a former chief administrator of the Supreme Court of the province. The geographical consultant is Ms. Karen Ennis of Ottawa. Ms. Jeanette Regan is a court reporter and provided all official transcripts of public hearings.

The mandate of the Commission is to consider and report on the readjustment of the boundaries of the electoral districts of the province after the completion of the 2021 decennial census. This is a process that is undertaken each decade under the authority of the Act to ensure that the population shifts that naturally occur are taken into account in the setting of the boundaries and population of each district.

Across Canada, a separate commission in each province is charged by the Act with leading a process that includes the following elements:

- The proposal of a new electoral map for the province by considering a variety of criteria, including average population numbers, communities of interest and identity, the historical patterns of an electoral district and the geographical size of electoral districts.
- Consultation with people in the province through public hearings and other forms of feedback.
- The submission of a report and proposal of an electoral map to the House of Commons.
- Consideration of objections from members of Parliament (MPs).
- The finalization of a report setting the electoral boundaries for the province.

While the Commission is directed by the Act to consider the input received from Canadians and parliamentarians when preparing its final report, as an independent body it is the Commission that makes the final decisions about district boundaries and names.

Statement of Principles

One of the first formal decisions following the constitution of the Commission involved establishing a set of principles to guide our deliberations. Consideration was given to the purpose of the redistribution, the direction contained in the Act and democratic principles. A statement was adopted that emphasized the independence of the process and the objectives of electoral integrity, inclusivity and diversity. It reads as follows:

Our duty as a commission is to focus our attention on federal electoral boundaries, and, of course, geography has an important influence on the nature of representation in a province as vast and diverse as ours. While geography, population distribution and the recent census updates are necessarily at the centre of our process, our Commission is committed to principles of diversity, equity and inclusion to ensure that all residents of the province have an opportunity to share their thoughts about the nature of political representation of Newfoundlanders and Labradorians in the House of Commons.

The Commission is guided by four key principles in its work:

1. First, the Commission is a non-partisan body committed to independence from political parties and partisan influence in its decision-making process.
2. Second, we are committed to the importance of population equality among all ridings in Newfoundland and Labrador, under the basic principle of “one person one vote,” and we aim to ensure that electoral districts are as equal in size as possible.
3. Third, we are committed to respecting the territorial integrity of diverse communities in the province, including Indigenous communities, municipalities and local service districts, and we will endeavour to ensure that district boundaries do not pass through these communities wherever possible.
4. Fourth, we understand that equity and equality are not the same, and we are committed to reconciliation with Indigenous peoples and to the principles of equity, diversity and inclusion in guiding our work, to ensure that the process is accessible to all residents of the province.

The Commission has endeavoured to reflect these principles throughout this process and in crafting this report.

Overview

The Commission released its proposal for changes to the federal electoral boundaries in the province in June 2022. Since then, a number of written comments have been received, and, as well, 12 public hearings were held throughout the province. All the comments and submissions have been taken into consideration in preparing this report. In several cases, substantial changes to the boundary recommendations contained in the proposal have been made. In addition, the Commission has considered the comments on the names of the ridings and has responded appropriately.

In preparing its proposal, the Commission took as the starting point the decennial census. In 2021, the Chief Statistician of Canada reported that the population of the province was 510,550. That represents a small decline in population. The result means that there is no change in the number of seats in the House of Commons for the province. It remains at seven seats.

The Act provides that the population of each electoral district shall correspond as nearly as possible to the electoral quota for the province. The electoral quota is determined by dividing the population, as determined by the decennial census, by the number of seats allocated to each province. In this province, the electoral quota is 72,936 inhabitants per district.

The Act then goes on to set out the factors that must be considered by the Commission in setting the boundaries. It is useful to quote the provisions of section 15 of the Act:

15 (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.

While in its proposal the Commission attempted to ensure that the population of each of the ridings on the island portion of the province would have rough equality, the oral and written submissions received during the public consultation process were sufficiently compelling to prompt reconsideration of that approach. For example, a decision was made early in the proposal process that, with the exception of the capital city, no municipality would be divided between two ridings. This decision was strongly supported by the feedback submitted. However, representations from several municipalities, as well as from one MP, persuaded the Commission that this principle ought to be extended to groups of municipalities that had a history of working together. This caused the Commission to reconsider several of the boundary proposals and led to a major reconfiguration of several boundaries on the Avalon Peninsula.

In addition, several submissions pointed out that two of the largest ridings by geographical area also had the largest populations. Given the greater difficulty of servicing a widely dispersed rural riding, it was argued that it was reasonable to make adjustments in this regard. Without deviating substantially from the principle of rough population parity, the Commission decided that it was reasonable for the mainly urban ridings to have slightly greater populations than large, sprawling, rural ridings. In this report, the Commission has responded to this concern.

There was a well-thought-out submission from one resident, who suggested major changes to the current distribution of seats within the province. Taking the concept of geographic paramountcy and putting it ahead of a population-based distribution, the submission went beyond the mandate of the Commission and would be contrary to the legislation governing the process. But the Commission wanted to acknowledge the thoughtfulness of the submission, and it will form part of the Commission's permanent record.

In preparing its proposal, the Commission thought carefully about the electoral district boundaries for the seven existing ridings, and it proposed small adjustments to the boundaries, where necessary, to accommodate population shifts (both up and down: while the population in the province as a whole had decreased since the previous census, some districts had increased

in population, while others had decreased). The Commission sought to find a balance between seeking to adhere closely to the electoral quota and ensuring that communities of interest and identity are protected; it also wanted to take into consideration the representational challenges that are linked to both population size as well as the geographical size of ridings. Based on the submissions received, the Commission has made substantial changes to several of the ridings, as contained in this report.

In the proposal, the Commission reached the conclusion that the status of Labrador as comprising a single riding, notwithstanding its small population, should be maintained. Because the Act permits a substantial departure from the legislated quota, greater than a 25% deviation, only if the Commission determines that extraordinary circumstances exist, it was thought necessary, as a first task, to articulate the reasons underlying such a finding. The following section sets out the reasons why the Commission found that extraordinary circumstances exist in the case of Labrador to keep it as a separate riding. Since accommodating that departure from the quota will, of necessity, have a significant impact on the calculation in the other districts, this report will address that issue first.

Extraordinary Circumstances: Labrador

Before the redistribution of 1987, Labrador was included as part of a district on the island of Newfoundland. Labrador had been part of the electoral district of Grand Falls—White Bay—Labrador in the 1984 election and for most earlier elections. In the first federal election in the province (1949), Labrador was included in the district of Grand Falls—White Bay, but its name was not included in the name of the district.

That meant that the population of all electoral districts in the province was more or less equal. Following an amendment to the Act in 1986 (see the 1987 report, page 5), a commission was empowered to find that, in “circumstances viewed by [it as] being extraordinary,” an exception could be made to adherence to the direction to be as close as possible to the provincial quota. This meant that it was possible to deviate more than 25% from the quota if a commission considered that “extraordinary circumstances” existed.

To summarize, as of 1986, the Act provided that a commission follow these rules:

- The population of each electoral district “shall, as close as reasonably possible, correspond to the electoral quota for the province.”
- The commission may deviate from adherence to the quota, where necessary, to respect a community of interest or identity or to maintain a manageable geographical size for sparsely populated districts.
- Where the commission deviates from the quota, it must ensure a variance of less than 25% from the quota.
- The commission may deviate more than 25% from the quota where it finds extraordinary circumstances.

Such deviations are permissible if they are deemed necessary to achieve specific goals related to effective representation, including (a) the protection of community of interest or identity, (b) historical patterns and (c) manageable geographical size in sparsely populated, rural or northern regions of a province. The Act requires the Commission to consider these factors in the determination of reasonable electoral district boundaries in addition to the simple math involved in seeking to closely adhere to the electoral quota.

The Commission was also guided by a direction of the Supreme Court of Canada on the meaning of the right to vote contained in the *Canadian Charter of Rights and Freedoms*. Section 3 of the Charter reads as follows:

3 Every citizen of Canada has the right to vote in an election of members of the House of Commons or of a legislative assembly and to be qualified for membership therein.

In *Reference re Provincial Electoral Boundaries (Sask.)*, [1991] 2 S.C.R. 158 (the *Carter* decision), the Court held that the purpose of the right to vote is not equality of voting power but the right to effective representation. Justice Beverley McLachlin (as she was then) said, at paragraph 26,

It is my conclusion that the purpose of the right to vote enshrined in s. 3 of the *Charter* is not equality of voting power *per se*, but the right to “effective representation”. Ours is a representative democracy. Each citizen is entitled to be represented in government. Representation comprehends the idea of having a voice in the deliberations of government as well as the idea of the right to bring one’s grievances and concerns to the attention of one’s government representative. ...

The Court determined that absolute parity among voters may detract from the primary goal of effective representation. It determined that factors such as geography, community history, community of interest and minority representation must also be weighed in the drawing of electoral boundaries. Departures from voter parity can be justified on the ground “that they contribute to better government of the populace as a whole” (*Carter*, para. 32).

Those provisions are in effect and govern the work of this Commission.

In our view, the case of Labrador requires an examination of features that make it unique both in this province and in the country as a whole. These factors include its history, its geographical characteristics, its Indigenous populations, its culture and its political orientation vis-à-vis the island portion of the province. It is also necessary to examine whether the prejudice to the other districts would outweigh the benefits if Labrador were to remain a separate district. We cannot assess the place of Labrador without considering voters in other parts of the province, but importantly, we simply must assess the place of Labrador in the electoral process within the province.

History

Labrador has a long and storied history, somewhat connected to, but often quite separate from, life on the island of Newfoundland. Governance of the large territory moved from St. John’s to Quebec and back several times in the seventeenth and eighteenth centuries. Labrador was administered by the French, operating from present-day Quebec, by 1748. By the Treaty of Paris (1763), it was transferred to the British, who continued to administer the territory as part of the colony of Lower Canada, now the Province of Quebec. In 1809, the British transferred responsibility for Labrador from Lower Canada to the separate colony of Newfoundland.

Newfoundland continued to administer the territory; however, the boundary between Labrador and Canada was undetermined until a decision by the Judicial Committee of the Privy Council in London in 1927 set the boundary at its present-day limits. While these historical facts do not, by themselves, set out a historical background for Labrador that is entirely separate from the island, they do demonstrate that the historical roots of Labrador and the island of Newfoundland are not identical.

The history of the district supports a finding of extraordinary circumstances.

Geography

The land mass of Labrador comprises some 70% of the area of the province, while it contains only 5.2% of the total population. It is physically separated from the island, and there is no fixed transportation link between the two. In some respects, it is similar to the northern regions of six of the other provinces. It has, when one considers the sizable Indigenous populations, transportation difficulties, climate and level of services, similarities to the three northern territories of Canada.

Notwithstanding the fact that other provinces have large, sparsely populated northern regions, none of them has a northern territory that is geographically separate. Several have, in the past, established boundaries for northern districts that deviated from the quota for those provinces. However, none has a deviation that is comparable to that of Labrador.

That Labrador is separate is a geographical fact. That separateness has given it a culture and history that is unique within Canada. This fact makes a significant difference in the context of electoral boundary adjustments. In other provinces, it is possible to move a boundary of a remote northern district slightly up or down without making a significant change to the character of the district. This is not possible in our province: the inclusion of Labrador within an island-based district would mean substantial changes to the nature of political representation in that part of the province.

This factor strongly supports a finding that extraordinary circumstances exist to justify deviation from the provincial quota of greater than 25%.

Culture and Politics

History and geography have meant that Labrador has developed its own culture in music and the other arts. It has also had unique political movements since Confederation with Canada. For example, a provincial party bearing the name New Labrador Party was formed in the late 1960s; it elected a member of the House of Assembly in the election of 1971 and again in a by-election in 1972. The party disappeared in the mid-1970s, but was resurrected in the 1980s in response to perceived grievances against the island-based government. It did not elect members during this latter period, but its existence adds weight to the view that Labrador's political culture is somewhat distinct from that of the island and that the region feels disadvantaged or disconnected from power, unable to adequately have its voice heard.

This factor somewhat supports a finding that extraordinary circumstances exist.

Indigenous Populations

A significant portion of the population of Labrador is Indigenous (43%, according to the 2016 census). This compares with 24% for the district of Long Range Mountains and under 6% for all other federal districts in the province.

There are several Indigenous groups in Labrador, including the Inuit of Nunatsiavut, the Innu Nation and the Inuit of NunatuKavut. The presence of such a large proportion of Indigenous people within the district creates communities of identity and interest quite distinct from the other districts. The issue of appropriate Indigenous representation within the Canadian political system has been raised in numerous contexts, including the Report of the Royal Commission on Aboriginal Peoples (1996), which recommended the creation of a third chamber of Parliament elected by Indigenous nations or peoples. While other countries include separate seats for Indigenous populations (e.g. New Zealand), Canada has no such system. Regardless, within a framework of reconciliation, acknowledging the sizable Indigenous population residing in Labrador suggests that special attention ought to be paid to this region.

This factor strongly supports a finding that extraordinary circumstances exist.

Prejudice to Other Districts

The only prejudice to other districts is the potential for their representation to be diminished by a decision to have a separate district for Labrador. If the boundaries for all districts were set to achieve some degree of parity, each would have a population of about 72,936. That is the quota for the province, including Labrador. Without Labrador, the parity population for each of the island districts would be 80,649, a gap of about 8,000 per district. The Commission notes that adherence to this level of population for the island districts is still well below the average of most other provinces. This means that the level of representation in the province, as measured by the number of citizens for each elected member, is comparable to (and potentially better than) that seen in many other Canadian districts.

In the view of the Commission, continuing to recognize Labrador as a separate district does not create a significant disparity of representation in the other districts. Indeed, it is likely to improve representation for whichever district would be attached to Labrador since the added travel and distance would make it much more challenging for its MP to adequately represent all the constituents scattered across the two distinct land masses. The increase in population in the island districts does not present a compelling reason to deviate from the communities of interest and identity found in the Labrador district.

This is not a factor that, in the view of the Commission, negates a finding of the existence of extraordinary circumstances in the case of Labrador.

Summary

Residents of Labrador (including members of various Indigenous communities, settlers and more recent immigrants), 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, have for decades asserted the existence of a shared community of interest. Taken together, the Labrador region's history, geography and community of interest, as well as the strength of its many distinct Indigenous communities, warrant the continuance of a separate electoral district. Because of its immense geographical size, effective representation in this region is extraordinarily difficult to achieve. If Labrador were part of a riding that extended to the island portion of the province, it is clear that adequate representation for all its constituents would be difficult to achieve.

The Act is quite clear that representation by population is the primary consideration in the Commission's work, but there is also leeway for divergence based on communities of interest and identity as well as cultural and geographical factors. The direction contained in the Act charges the Commission, as a first principle, to achieve equality of voting power as it redraws the electoral map. The Supreme Court in the *Carter* decision provided an interpretation that values "effective" representation over absolute "parity" of representation. The Commission must consider factors such as "geography, community history, community interests and minority representation." Indeed, in the majority opinion, Justice McLachlin noted that this "list is not closed," meaning that additional factors could also be considered by commissions (*Carter*, para. 31). The Act permits a deviation from the quota for these factors and, in addition, to maintain a manageable geographical size and to recognize communities of interest and identity. All these factors have been considered by the Commission in its decision respecting Labrador.

For the past 35 years, the Labrador portion of the province constituted a separate electoral district, even though its population was more than 25% below the electoral quota. In the previous redistribution, that deviation was 63.6% under the provincial electoral quota. This is a significant deviation - in fact, the largest deviation of any district across the country. Only the three northern territories have a population that is close to that of Labrador. They, of course, are not subject to adherence to a provincial quota since they are entitled to only one representative each in the House of Commons.

Using the numbers from the 2012 redistribution, the deviation of large, remote northern districts in other provinces from the provincial quotas was quite varied. The table below illustrates the point.

Province	District	Deviation from Provincial Quota
British Columbia	Skeena—Bulkley Valley	-13.53%
Alberta	Fort McMurray—Cold Lake	-5.29%
Saskatchewan	Desnethé—Missinippi—Churchill River	-5.88%
Manitoba	Churchill—Keewatinook Aski	-1.34%
Ontario	Kenora	-47.30%
Quebec	Abitibi—Baie-James—Nunavik—Eeyou	-15.64%

It is interesting to note that, in Quebec, because the Commission in that province decided to apply the quota on a regional basis, one riding, that of Avignon—La Mitis—Matane—Matapédia, situated in the south of the province, and amply served by a transportation network, had a deviation of -26.42%, the highest in that province. Only in Ontario, in the case of Kenora, did the Commission find it necessary to find “extraordinary circumstances” to provide a rationale for the deviation.

Labrador bears some comparison to several of these ridings. It is remote, has a limited transportation network and is geographically comparable in size to the largest districts in other provinces. Uniquely, it is the only district in any province that is geographically separate from the rest of the province.

Given these factors, and the discussion above, the Commission is of the opinion that extraordinary circumstances exist to permit a deviation from the provincial quota of more than 25% in the case of Labrador.

Even if the Commission were inclined to re-examine this issue, given that Labrador has been a separate riding for some 35 years, there would need to be compelling reasons to change the status quo. Previous commissions decided that the circumstances of Labrador were sufficiently extraordinary to permit a greater deviation from the quota. The continuance of the current boundaries has an impact on the level of representation of the other electoral districts in the province. The impact, however, is not so great as to constitute a compelling reason to depart from the existing boundaries.

The redistribution process, including public hearings and the input that the Commission received from the public, served to emphasize the unique circumstances of Labrador. The Commission notes that all conversations that took place with the public provided further support for the notion that special circumstances for Labrador warranted a sizable deviation from the electoral quota. No objections were raised to this part of our proposal. Indeed, we received a public presentation that took this issue of geographical representation one step further: it recommended that Labrador receive *two* ridings rather than one. This recommendation was based on the perceived need to take further steps toward reconciliation with Indigenous groups, and it acknowledged the specific representational challenges that exist in the large, geographically dispersed regions of our country. The Commission is grateful to the many citizens who submitted verbal and written presentations as this process helped to clarify our thinking on many issues.

Methodology for the Commission's Work

Having decided that Labrador should remain a separate district, the Commission decided that it would require a modified approach to assessing the boundaries of each district against a quota. As we have noted, the Act requires the calculation of a quota for the province based on the latest census population divided by the number of seats allocated. That is to be the starting point for the Commission's work.

However, the Commission's decision to maintain a separate seat for Labrador presents a challenge in determining the boundaries for the remaining six districts. The Commission is charged by the Act with setting boundaries so that the population of each district remains as close as possible to the provincial quota. Setting Labrador as a separate district changes the math.

The 2021 decennial census established the population of the province at 510,550, a change from the 2011 census, which had reported a population of 514,536. The allocation of seven seats to the province means that the provincial quota in 2022 is 72,936. Taking Labrador out of the calculation means that the population of the other districts would significantly deviate from the quota, although the deviation would not approach the limit of 25% set out in the Act.

The Commission decided that it would be useful to set a separate quota for the districts on the island and use that quota as the target when setting boundaries. When we subtract the population of Labrador (26,655) from the provincial population, the island population is 483,895. For the purposes of its work, the Commission decided to work with a quota of 80,649 for the six island districts (483,895 divided by 6). In this report, the term "provincial quota" will be used with regards to the quota for the entire province (510,550 divided by 7). The term "reference quota" will be used in calculating the deviation for the six districts on the island, without including Labrador's population.

It is noted that, of the submissions from the public that made reference to this "dual quota" process, all were supportive. This approach emphasized the support for the unique circumstances of Labrador in the electoral process.

The Commission remained mindful of the direction contained in the Act and the decision of the Supreme Court. The principles of arithmetic parity were applied, along with ensuring the maintenance of geographical integrity, communities of interest and identity, transportation links and other obstacles to effective representation.

The Commission also reviewed the significant changes to the boundaries on the island brought about by the previous commission in 2012. At that time, the districts on the west coast and the south coast of the island were reconfigured substantially. Previously, the boundaries for both districts had followed the old transportation routes, involving, for the most part, travel by water. The 2012 commission decided to follow the modern transportation routes (on land) so that representation for both districts would become more manageable from communication and transportation perspectives. The Commission decided that it would not deviate from this approach in this redistribution. Waterways remain a major concern for many residents of the province, and our Commission sought to consider as many factors as possible in its recommendations. The Commission believes that the decisions made in 2012 regarding transportation routes and communication continue to make sense today.

Subject to the use of the reference quota for the districts on the island, the Commission's approach followed the direction in section 15 of the Act. Boundaries were adjusted, first, to have the population of each district adhere as closely as possible to the quota. Second, in adjusting the existing boundaries, the approach intended to reflect community of interest or identity, or historical patterns, where these were evident. Where possible, municipalities would not be divided. The public hearings process and the written and verbal submissions made by members of the public led the Commission to consider not only the importance of keeping municipalities whole but also the need to take regional partnerships seriously in its determinations of "community of interest." Thus, this report reflects the Commission's attempts to meet varying representational needs across the province.

As a working principle, following the public consultations, the Commission endeavoured to bring all the island ridings as close as possible to a deviation of 15% from the provincial quota. Since the Commission had set a separate quota for the ridings on the island, the goal was to ensure that the variations from the reference quota would be less than 8%.

In examining the population shifts on the island, it was determined that, for the most part, only small adjustments were required to the boundaries of several ridings. While the province as a whole recorded a loss of population, the ridings on the Avalon Peninsula saw an increase. This reflects a continuing pattern of population movement from the rural to the urban areas of the province. As a consequence of these population flows, the boundaries of the districts on the Avalon Peninsula generally changed the most.

Changes to Boundaries

For the remainder of this report setting out a new electoral boundaries regime for the province, the Commission will first address the population shifts on the island and then outline any changes to boundaries arising from its proposal, including as it was amended following consideration of the feedback in the public consultations. The Commission will, at this stage, use the current district names for ease of reference. After addressing the boundaries, the new names of each district will be discussed.

Before addressing the changes in boundaries, it is useful to note the current population of each district to determine the extent of the changes necessary to ensure that adherence to the quota is maintained. The following table shows the population breakdown, as reported by Statistics Canada in the 2021 Census, for the existing districts.

Federal Electoral District 2012	Population 2021	2021 Deviation from Provincial Quota
Avalon	87,191	19.55%
Bonavista—Burin—Trinity	71,898	-1.42%
Coast of Bays—Central—Notre Dame	74,201	1.73%
Labrador	26,655	-63.45%
Long Range Mountains	81,716	12.04%
St. John's East	87,345	19.76%
St. John's South—Mount Pearl	81,544	11.80%

Total Population	510,550
Average Population of Ridings	72,936

These numbers demonstrate that adjustments are required in several districts to bring their populations closer to the provincial quota. Given the discussion above, the Commission will use the reference quota for the island districts but will ensure that deviation from the provincial quota remains within the limits set by the Act. Starting with the census numbers for the existing districts, the Commission has made changes to the existing boundaries based on population changes and the public feedback received.

Avalon

In the Avalon district, the 2021 census showed an increase of 6.93% from 2011. Based on the first principle of staying close to the quota, this district is one that should decrease in geographical size in order to accommodate population growth.

In addition, for this riding, the Commission received compelling representation from the current MP and several mayors concerning the boundary in the area of Conception Bay North. Consideration of this representation resulted in substantial changes to the boundaries of the three ridings on the Avalon Peninsula, including the riding of Avalon.

The Commission recommends three changes to its boundaries to bring the population closer to the reference quota. First, under the previous redistribution, the Town of Paradise had been divided between the districts of Avalon and St. John's East. The Commission decided to redraw the boundaries so that the entire town was moved to the district of St. John's South—Mount Pearl rather than dividing the town across districts. The benefit to the municipality of not being divided is significant. Indeed, presentations made to the Commission during the public hearings phase reinforced this decision as residents repeatedly indicated that dividing the municipality across more than one federal riding was detrimental to the municipality, and those members of the public who chose to engage with the process were unanimous in their support for uniting the municipality into a single district.

Second, the communities in Conception Bay North from Bay Roberts to Victoria should remain in the riding of Avalon. The boundary in this area between this riding and the adjacent riding of Bonavista—Burin—Trinity should be drawn just north of Salmon Cove. The Commission can thus help preserve the community of interest that has been created along the coast of Conception Bay between Brigus and Victoria, a region that is calling itself "Conception Bay North," with substantial cooperation and collaboration among the municipalities. This decision responds to the strong representation from the area to keep these municipalities in one riding. This growing region will remain in the district of Avalon, which will change shape to accommodate the changes in population to the region.

Third, the substantial changes in the Conception Bay North area necessitated a significant change to the boundary in the southern, rural part of the riding. While there is only a very small population on the Avalon Peninsula west of Whitbourne and down toward Branch, the Commission decided that the boundary in this area should be moved so that the municipalities on the Placentia Bay side of the southwestern portion of what was the Avalon district be moved to the district immediately to the west. This includes the town of Markland, directly to the south of Whitbourne, which should be moved into the Bonavista—Burin—Trinity riding.

These three changes reduce the population of Avalon to 81,781. As a result, the district deviates from the reference quota by 1.40% and from the provincial quota by 12.13%.

Bonavista—Burin—Trinity

This district has recorded a decrease of 6.27% in its population since the 2011 census. This decline in population led the Commission to increase the geographical area of the district to bring its population closer to the reference quota.

The public consultation involving this riding elicited comments in two broad areas. First, that it should be smaller to reflect the difficulty of providing proper service by the MP. Second, the towns in Bonavista North comprise a community and should not be divided, as the Commission had recommended in its proposal. That suggestion was supported by representatives from two MPs as well as several mayors and municipal officials from the area.

The Commission found these representations compelling and in line with its commitment to keep municipalities and communities of interest together, and it was prepared to adjust its proposal to reflect the concerns articulated.

In its discussion of the riding of Avalon, the Commission agreed to keep all the towns comprising Conception Bay North in that riding as well as Salmon Cove. This will significantly reduce the population of Bonavista—Burin—Trinity.

In order to keep the communities in Bonavista North together in one riding, the Commission has decided to keep the northern boundary of this riding where it has been for the past 10 years. The area of Bonavista North, extending west of Carmanville to Gander Bay (including the small communities of Davidsville, Frederickton, Main Point and Noggin Cove) will remain in the riding of Bonavista—Burin—Trinity. This responds to the strong representation from municipal leaders and others to keep the municipalities in this area in one riding.

In addition, the Commission is proposing a shift in the boundary in the Placentia Bay area. This change would move the communities from Placentia to St. Brides and Branch from the Avalon district and into the Bonavista—Burin—Trinity district.

This change has the further benefit of uniting the town of Markland and the town of Whitbourne into a single riding (Bonavista—Burin—Trinity) rather than having Markland located in the Avalon district. The separation of the town of Whitbourne and the town of Markland into different districts was raised by a number of members of the public. They noted that there were significant challenges for Markland, one of which was that it did not have a suitable location to house a polling station; therefore, citizens needed to go to Whitbourne to vote, even though Whitbourne was in a neighbouring riding. This situation tended to lead to substantial confusion at the polling station.

With this Commission's recommended boundary changes, Bonavista—Burin—Trinity will have a population of 76,121. This number deviates from the reference quota by -5.61% and from the provincial quota by 4.37%. This change leads to a decrease in the population of this riding, although that is balanced by the riding's increased geographical area, which incorporates four separate peninsulas across four bays.

Coast of Bays—Central—Notre Dame

This district recorded a decline in population of 4.98% from 2011. It is also one of the largest and most geographically dispersed districts on the island; therefore, increasing its size to incorporate more population may not be optimal for representation in the region. It was pointed out by submissions from the public that, in the proposal report, this riding was both large geographically and at the same time had a population comparable to the more compact St. John's ridings.

In its proposal, the Commission recommended substantial changes to the electoral boundaries of this riding in the area of Bonavista North, moving large amounts of this region into the Coast of Bays—Central—Notre Dame riding. However, upon reflection as a result of the thoughtful presentations made at the public hearings, the Commission has reversed its recommendations affecting this region. There will be no change in the boundary of this riding in its eastern extent.

The Commission therefore recommends only a small change to this district's boundaries, in the White Bay region. We propose to move the communities of Galeville, Georges Cove and The Beaches out of the Coast of Bays—Central—Notre Dame district into Long Range Mountains.

These changes result in a population for Coast of Bays—Central—Notre Dame of 74,122. This number deviates from the reference quota by -8.09% and from the provincial quota by 1.63%.

Labrador

This district recorded a decline in population of 0.27% from that recorded in 2011. In a normal redistribution, a decline in population would lead to an increase in geographical area to bring the district closer to the quota. However, based on our discussion earlier, the Commission is of the view that extraordinary circumstances exist in the case of Labrador and that a significant deviation from the provincial quota is warranted. No change is being made to the boundaries of this district.

Thus, with a population of 26,655, Labrador deviates from the provincial quota by -63.45%. This compares with a deviation of -63.6% in the report of the 2012 commission.

Long Range Mountains

This district recorded a decline in population of 6.71% from the 2011 census. This would normally result in a proposal to increase its geographical area to bring it closer to the provincial quota. Even with this decline, however, the population in this district remains close to the reference quota, in line with other districts. Its 2021 population of 81,716 represents a deviation from the reference quota of only 1.32%. The deviation from the provincial quota is 12.04%.

This district, like the neighbouring district of Coast of Bays—Central—Notre Dame, is one of the largest districts, geographically speaking. Indeed, the two ridings together constitute approximately 75% of the geography of the island portion of the province. The Commission is acutely aware of the representational challenges that occur when MPs must travel across large

land masses to work on behalf of constituents in multiple and disparate regions; therefore, it does not recommend any drastic changes to this riding.

While the Commission received representation that both the population and the geographical area of this riding were large for proper servicing by the MP, it also considered that the geographical makeup of the riding, and the transportation links within it, made it difficult to move any portion of the riding to an adjacent riding. However, a small change is being made in the area of White Bay.

When the Commission reviewed the existing boundaries of this district, it found an anomalous situation in White Bay. While the town of Hampden is within the district, the adjacent communities of Galeville, Georges Cove and The Beaches are not. They are connected by road to Hampden, but are situated within the neighbouring district of Coast of Bays—Central—Notre Dame. Thus, the Commission has redrawn the boundaries so that these small communities are located within the district to which they are most connected, that of Long Range Mountains. The impact on the overall population is minimal.

This change results in a population for Long Range Mountains of 81,795. It deviates from the reference quota by 1.42% and from the provincial quota by 12.15%.

St. John's East

This district recorded an increase in population of 6.6% from the 2011 census, which would justify a reduction in its geographical area to bring it closer to the provincial quota. The Commission, however, sought to balance province-wide representational challenges linked to both population size and geographical size. Because of some of the other changes made on the Avalon Peninsula, the Commission decided to make adjustments to the boundaries of this riding in three areas.

First, within the City of St. John's, the boundary between this riding and St. John's South—Mount Pearl generally followed Kenmount Road and Freshwater Road to the harbour. The Commission decided that the boundary will now run along Pennywell Road, Prince of Wales Street and Springdale Street to the south side of the harbour.

Second, the Commission decided to end the division of the Town of Paradise between two ridings. Previously, the town was divided between the districts of Avalon and St. John's East. The Commission decided that the entire municipality of Paradise should be united and that it should be moved outside the St. John's East district into the adjacent district of St. John's South—Mount Pearl.

In addition, the Commission has redrawn the boundary between St. John's East and St. John's South—Mount Pearl so that the areas on both sides of St. John's Harbour will be located within St. John's East. This change satisfies the objective of maintaining a community of interest around the harbour, an issue raised by the public in the 2012 boundary commission hearings. Indeed, members of the public who made verbal presentations during public hearings spoke in favour of this change, and they pointed to significant benefits to the residents in the region if the harbour remained united, with representation by a single MP.

These changes result in a population for St. John's East of 85,038. It deviates from the reference quota by 5.44% and the provincial quota by 16.59%.

St. John's South—Mount Pearl

This district recorded a small decrease in its population of 0.49% from the 2011 census. The Commission sought to think of all easternmost districts on the Avalon peninsula simultaneously. This would achieve some balance across the region: the population is growing unevenly across the three districts, while the rest of the province has experienced substantial population decline.

The Commission has made a few key changes to this district, some minor and some more substantive. First, the Commission viewed the area around St. John's Harbour as being akin to a community of interest. As a result, it has redrawn the boundary to include this area entirely in the district of St. John's East, moving it from St. John's South—Mount Pearl.

Second, the Commission has united the entire municipality of Paradise (previously split between two districts, Avalon and St. John's East) and moved it into the district of St. John's South—Mount Pearl. This decision reflects the largest change to the district, which thereby changes shape and becomes a wide district that extends from Paradise on Conception Bay at the district's westernmost point to Cape Spear on the eastern coast.

Third, as noted above in the description of St. John's East, the Commission has changed the boundary within the City of St. John's to follow Pennywell Road, Prince of Wales Street and Springdale Street to the south side of the harbour instead of following Kenmount Road and Freshwater Road.

These changes result in a population for St. John's South—Mount Pearl of 85,038. It deviates from the reference quota by 5.44% and from the provincial quota by 16.59%.

Summary

The Commission has made boundary changes that respond to the changes in population since the census of 2011. In so doing, it has maintained the population of each of the island districts within 8% of the reference quota. The Commission wishes to stress that the two districts with the largest population (St. John's East and St. John's South—Mount Pearl) are also geographically the smallest, so that the MP has substantially less ground to cover in comparison with all the other ridings in the province. This decision thus allows for a more equitable distribution of federal representation across the province. The table below summarizes the results that form the basis of the Commission's report.

Federal Electoral District 2022 (2013 Representation Order names)	Population 2021	Deviation from Provincial Quota	Deviation from Reference Quota
Avalon	81,781	12.13%	1.40%
Bonavista—Burin—Trinity	76,121	4.37%	-5.61%
Coast of Bays—Central—Notre Dame	74,122	1.63%	-8.09%
Labrador	26,655	-63.45%	-66.95%
Long Range Mountains	81,795	12.15%	1.42%
St. John's East	85,038	16.59%	5.44%
St. John's South—Mount Pearl	85,038	16.59%	5.44%
Total Population	510,550		

It is evident that keeping the current boundaries of Labrador has an impact on the other districts. However, for the reasons outlined above, the Commission has decided that Labrador should remain a separate district. The resulting variance from the provincial quota is in line with the legislative direction and compares favourably with representation in other parts of Canada. We would note that where the population of the districts on the island is considered, the variance from what we have called the reference quota is very small. It meets the goal set by the Commission of having a variance of less than 8% for the island districts.

Names of the Districts

A variety of principles can be applied to the naming of districts. In its proposal, the Commission followed three main principles.

1. Names should be as simple as possible to provide for easy reference, both in the House of Commons and elsewhere.
2. Names should reflect, to the greatest extent possible, the geographical features of a district. Names of towns should be avoided as the choice of one community, of necessity, leaves out other communities.
3. Names should be faithful to the history of that part of the province.

Following public consultation, the Commission has maintained this approach. It endeavoured to streamline district nomenclature with several proposed changes. However, it also understood that naming can be quite contentious, and indeed, historically across Canada, changes to district names are the reason for 10% of the objections filed by the public, and 10% of the objections filed by MPs, to boundary commission proposals. The Commission was open to conversations with the public about all the details of its work; in fact, a discussion of names took up a sizable portion of conversations during the public hearings phase of this process.

Avalon

Avalon will retain its current name. The district occupies a significant amount of the Avalon Peninsula, even when we consider the portion on the west that will move into the neighbouring district. The name is clear, is easily recognizable and does not create ambiguity, and there was no issue raised about this name in the public consultations.

Bonavista—Burin—Trinity

The Commission, in its proposal, recommended that this district be renamed Terra Nova—The Peninsulas. The new name reflects the inclusion of the towns of Grates Cove, Old Perlican, Heart's Desire and Heart's Content, on Conception Bay and Trinity Bay, as well as Branch and Placentia on St Mary's Bay and Placentia Bay, among others. It will also better represent the district's geography and community makeup. The first part of the name, Terra Nova, is easily recognizable because of Terra Nova National Park. The revised boundary now includes four major peninsulas: the Burin and Bonavista Peninsulas, the Bay de Verde Peninsula and Cape St Mary's. The public consultation generally supported this approach, and there were no objections received.

Coast of Bays—Central—Notre Dame

While this district's boundaries did not undergo major changes, the Commission thought that its name did not meet any of the objectives of simplicity, recognizability or history. Drawing on the location of the district in the centre of the island and how this area is known colloquially in the province, the Commission had proposed that the name be changed to Notre Dame—Bay d'Espoir. However, this proposal met with significant resistance during the public hearings. Several people thought that the name did not adequately reflect the major communities in the central part of the province. Others said that they did not identify with either of these two names. There were several suggestions that the name include the word "Central" as that was the term most associated with this region. Based on the feedback received, the Commission changes the name of this riding to Central Newfoundland.

Labrador

The Commission is not recommending a change in name for the district of Labrador. The name is clear and recognizable, and it reflects the district's geographical area and historical continuity.

Long Range Mountains

The Commission is not recommending a change to the name of this district. The name reflects a dominant geographical feature, the mountain range that is present in almost the full north-south length of the district, and it preserves some historical continuity as this is already the name of the district.

St. John's East

Although the name St. John's East deviates from the geographical naming principle, the Commission thought that its strong historical provenance, dating from 1832 provincially and 1949 federally, as well as its reflection of the name of the capital city of the province, was sufficiently important to warrant keeping the existing name. It meets the objectives of simplicity, recognizability and history. There was broad support during the public consultations for keeping the name based on its history. Accordingly, the Commission proposes no change to the name of this district.

St. John's South—Mount Pearl

This district was formerly called St. John's West. It was changed in 2012 to reflect its correct geographical orientation of north-south, even though history and local usage, through many generations, have used east-west. Recognizing that there are several significant municipalities in the riding apart from St. John's and Mount Pearl, all of which cannot be named explicitly in the riding name, the Commission has opted to continue its emphasis on the geographical naming principle. A major geographical feature of this district is its distinction as the most easterly point in North America.

While there was some discussion during the consultations about the name of this riding, the focus tended to be on the geographical orientation of the riding—that the divisions in St. John’s were not east and west but north and south. However, there was no objection received to the Commission’s proposal. Accordingly, the riding name will change to Cape Spear. It meets the objectives of simplicity, geography and history.

Process for Public Engagement and Consultation

Integral to the adjustment of electoral district boundaries is a consultation process with the public. All the residents of our province were encouraged to participate in this process and provide feedback to the Commission. The Commission integrated this feedback into the preparation of its report, to be submitted to the House of Commons.

The consultation process included a series of public hearings, which took place across the province, and residents were also encouraged to send written feedback directly to the Commission. All written feedback was to be submitted in advance of the public hearings, by August 1, 2022. However, in response to numerous requests, the submission deadline was extended to September 17.

Commission Contact Information

Residents may contact the Newfoundland and Labrador Electoral Boundaries Commission by email as follows: NL-TNL@redecoupage-federal-redistribution.ca.

For updates on the boundaries commission processes in Newfoundland and Labrador as well as across the country, the public was invited to follow the Commission's social media accounts on Twitter **@FedBoundaries**, on Facebook **@FedBoundaries** and on Instagram **@FedBoundaries**. Official proposals were not accepted through these social media channels. However, the public was able to submit feedback to the Commission by email or by letter mail at the address above.

Public Hearings

Public hearings took place, in each of the proposed districts across the province, in the months of August and September. The Commission was pleased to receive detailed and thoughtful feedback from residents of the province on its preliminary proposal, and it encouraged individuals and groups to submit written commentary, either in addition to or instead of an in-person appearance at the public hearings. A detailed list of hearings, including dates and locations, can be found in Appendix A.

How Public Hearings Were Conducted

The hearings were conducted following the rules below.

1. These rules may be cited as the “Rules of the Federal Electoral Boundaries Commission for the Province of Newfoundland and Labrador (Hearing of Representations), 2022.”
2. In these rules:
 - a) “Act” means the *Electoral Boundaries Readjustment Act*, R.S.C. 1985, c E-3;
 - b) “advertisement” means a notice or notices published as directed in subsection 19(2) of the Act, setting forth the times and the places where the sittings shall be held for the hearing of representations;
 - c) “Chairperson” includes the Deputy Chairperson;
 - d) “Commission” means the Federal Electoral Boundaries Commission for the Province of Newfoundland and Labrador, established by proclamation dated November 1, 2021;
 - e) “Commission Secretary” means the Secretary to the Commission;
 - f) “notice” means a written expression of intention to make a representation in compliance with subsection 19(5) of the Act;
 - g) “representation” means any expression of opinion presented by any interested person at a duly convened sitting of the Commission relating to the division of the province into electoral districts, as proposed by the Commission;
 - h) “sitting” means a public hearing convened by the Commission in accordance with and for the purpose set out in section 19 of the Act.
3. A person giving notice shall state:
 - a) at which of the places designated in the advertisement such person wishes to make a representation;
 - b) the language of preference that the person wishes to use and any special needs that he or she may have.
4. If a person giving notice fails to comply with the provisions of Rule 3, the Commission Secretary shall ascertain from such person the place at which such person wishes to appear to make a representation, his or her language of preference and any special needs.
5. Rules 3 and 4 are made for administrative purposes only and do not operate to prevent a person who has given notice from making the representation at any place of sitting of the Commission set out in the advertisement, subject only to the power of the Commission pursuant to Rule 6 to cancel a sitting at that place.
6. If it appears that no one will make a representation at any place designated by the advertisement as a place of sitting, the Commission or the Chairperson thereof may cancel the sitting at such place.
7. If a quorum cannot be present at a place of sitting on the date set by the advertisement, the Commission or the Chairperson thereof may postpone that sitting to a later date.

8. The Commission Secretary shall inform any person who has given notice, but has not been heard, of such cancellation or postponement. Public notice shall also be given by the Chairperson or the Commission by such means as they consider adequate.
9. Sittings shall be held in public, and representations shall be made with due regard to formal procedures.
10. Only one person shall be heard in the presentation of a representation at a sitting unless the Commission, in its discretion, decides otherwise.
11. At each sitting, the Commission shall decide the order in which the representations are heard.
12. The Commission may hear an oral representation by conference call with the consent of the person wishing to make a representation.
13. The Commission will consider any written submissions made in compliance with these rules and the Act, and it will make public such submissions at one or more of the sittings.
14. Two members of the Commission shall constitute a quorum for the holding of a sitting.
15. When the hearing of a representation cannot be completed within the time allotted, the Commission may adjourn the sitting to a later date.
16. The Commission shall have the power to waive any requirement that the Commission deems to be a defect in form and not in substance.
17. The Commission may hear a representation without notice having been given if the Commission considers it to be in the public interest to do so.

Virtual Hearings Process

Given the pandemic situation and the increased expectation from the public with regard to online services, the Newfoundland and Labrador Commission held a virtual public hearing. In addition to the principles applied to in-person public hearings, the following procedures and requirements applied to virtual public hearings:

- The link to the virtual public hearing was not public, and it was shared only with participants or observers who had registered with the Commission and with members of the media.
- A moderator managed the agenda as well as the speaking time and microphones of the participants.
- Participants had the option to share their screen.
- Participants used headsets, in most cases.

Summary

The Commission presents this report for consideration in the House of Commons. The key elements are summarized as follows:

- Labrador will remain a separate district.
- For all districts on the island, the proposed boundary adjustments will bring them well within the limits set by the Act and very close to the reference quota for the island.
- The names of three ridings have been changed using the rationales noted above.

The districts are summarized in the table below.

Federal Electoral District 2022	Population 2021	Deviation from Provincial Quota	Deviation from Reference Quota
Avalon	81,781	12.13%	1.40%
Cape Spear	85,038	16.59%	5.44%
Central Newfoundland	74,122	1.63%	-8.09%
Labrador	26,655	-63.45%	-66.95%
Long Range Mountains	81,795	12.15%	1.42%
St. John's East	85,038	16.59%	5.44%
Terra Nova—The Peninsulas	76,121	4.37%	-5.61%
Total Population	510,550		

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

Appendix A provides a schedule of public hearings and a list of the presentations made to the Commission, while Appendix B presents maps, boundaries and detailed descriptions of the electoral districts.

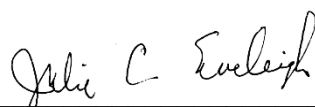
Dated at St. John's, Newfoundland and Labrador, this 5th day of December, 2022.



The Honourable Justice Alphonsus E. Faour, Chair



Dr. Amanda Bittner, Member



Ms. Julie Eveleigh, Member

Federal Electoral Boundaries Commission for the Province of Newfoundland and Labrador

APPENDIX A – Schedule of Public Hearings

Location	Place of Hearing	Date of Hearing	Time of Hearing
Marystown	Hotel Marystown 76 Ville Marie Drive	Monday, August 15, 2022	2 p.m.
Clareville	Clareville Inn 134 Trans-Canada Highway	Tuesday, August 16, 2022	2 p.m.
Gander	Albatross Hotel 114 Trans-Canada Highway	Wednesday, August 17, 2022	2 p.m.
Grand Falls- Windsor	Mount Peyton Inn 214 Lincoln Road	Thursday, August 18, 2022	2 p.m.
Stephenville	Days Inn 44 Queen Street	Monday, August 22, 2022	1 p.m.
Corner Brook	Hew and Draw 55 West Street	Tuesday, August 23, 2022	1 p.m.
Happy Valley- Goose Bay	Hotel North Two 382 Hamilton River Road	Thursday, August 25, 2022	1 p.m.
Conception Bay South	Discovery Room Manuel's Interpretation Centre 7 Conception Bay Highway	Monday, September 12, 2022	2 p.m.
Bay Roberts	Bay Roberts Hotel 72–76 Water Street	Tuesday, September 13, 2022	2 p.m.
Mount Pearl	Gloria Pearson Community Centre 25 Holden Street	Wednesday, September 14, 2022	2 p.m.
St. John's	Capital Hotel, Salon A 208 Kenmount Road	Thursday, September 15, 2022	2 p.m.
Virtual hearing	The link was provided to participants	Friday, September 16, 2022	2 p.m.

A number of representations were made to the Commission, both in writing and orally, at the hearings. The people making representations are listed below.

Public Hearing	Representation Heard
Marystown	Mr. Everett Farwell, Chair of Burin Peninsula Joint Council
Clarenville	Ms. Sue Collins, Hare Bay Mr. John Pickett, Mayor Town of Clarenville
Gander	Mr. Ivan Pickett, Centreville-Wareham-Trinity Mr. Dudley Wheeler, Summerford-New World Island Mr. Ryan Wagg, MP Clifford Small Staffer
Grand Falls-Windsor	Mr. Tom Kendall, Liberal Association of Grand Falls-Windsor Ms. Leanne Hynes, Baie Verte Mr. Ryan Wagg, MP Clifford Small Staffer
Stephenville	Ms. Georgina Rose, MP Gudie Hutchings Staffer
Corner Brook	Dr. Brian Eddy, Corner Brook Ms. Katherine Lockhart, MP Gudie Hutchings Staffer
Happy Valley-Goose Bay	Ms. Martina Lavalley, MP Yvonne Jones Staffer
Conception Bay South	Ms. Lesley Facey, Paradise Mr. Arch Herridge, Paradise
Bay Roberts	Mr. Ken McDonald, MP, Avalon Ms. Pam Parsons, MHA, Harbour Grace-Port de Grave Mr. Don Coombs, Mayor, Town of Harbour Grace Mr. Chris O'Grady, Councillor, Town of Carbonear Mr. Dennis Brown, Returning Officer, Avalon Ms. Wendy Harnum, Assistant Returning Officer, Bonavista—Burin—Trinity Ms. Sue Collins, Hare Bay Mr. Brian Dawe, Former Poll Operations Manager, Avalon
Mount Pearl	Mr. Jim Ryan, Returning Officer, St. John's South—Mount Pearl
St. John's	Ms. Amanda Will, NDP Executive Member Mr. Ross Reid, Former MP

Virtual Hearing	Dr. Brian Eddy, Corner Brook
Written Submissions	Mr. Alan Hall, Guelph, ON Mr. Dennis Brown, Returning Officer, Avalon Mr. Ken McDonald, MP, Avalon Mr. Tony Keats, Mayor, Town of Dover Mr. Mark Whiffen, Grand Falls-Windsor Mr. N. Ryan, Private Citizen Mr. Alexander Gallichon, Gander Mr. Sean S. Jackson, Gambo Mr. Morley Knight, Silverdale Dr. Brian Eddy, Corner Brook Mr. Roman Halitzki, St. John's Mr. Kevin Guest, Private Citizen Mr. Churence Rogers, MP, Bonavista—Burin—Trinity

APPENDIX B – Maps, Boundaries and Names of Electoral Districts

There shall be in the Province of Newfoundland and Labrador seven (7) electoral districts, named and described as set out below, each of which shall return one member.

In the following descriptions:

- (a) any reference to “road,” “street,” “drive,” “lane,” “hill,” “cove,” “route,” “highway,” “river,” “brook,” “lake,” “harbour,” “bay,” “pond,” “gut,” “sound” 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, 2021;
- (c) all offshore islands are included in the landward district unless otherwise described;
- (d) 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;
- (e) all First Nation territories lying within the perimeter of the electoral district are included unless otherwise described; and
- (f) 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 2021 decennial census.

Avalon

(Population: 81,781)

(Map 3)

Consists of that part of the Avalon Peninsula on the Island of Newfoundland lying easterly of a line described as follows: commencing at a point in St. Mary's Bay at approximate latitude 46°45'14"N and longitude 53°50'04"W; thence northerly and northwesterly along said bay to the mouth of Red Head River at approximate latitude 46°56'48"N and longitude 53°51'54"W; thence generally northwesterly along said river to a point at approximate latitude 46°59'54"N and longitude 53°55'54"W; thence northeasterly in a straight line to the intersection of the Southeast River and Highway 91 at approximate latitude 47°13'03"N and longitude 53°44'38"W; thence northeasterly in a straight line to the mouth of White Hearts River at Rocky River at approximate latitude 47°17'46"N and longitude 53°33'24"W; thence generally northeasterly and northerly along White Hearts River to the mouth of said river at White Hearts Pond at approximate latitude 47°18'57"N and longitude 53°31'24"W; thence northerly in a straight line to the southeasternmost point of the limit of the Town of Whitbourne; thence northerly 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 the Town of Spaniard's Bay; thence northerly in a straight line to a point in Hound Pond at approximate latitude 47°46'36"N and longitude 53°22'23"W; thence easterly in a straight line to the northwesternmost point of the limit of the Town of Victoria; thence generally easterly along the northerly limits of the towns of Victoria and Salmon Cove to the northernmost point of the limit of the Town of Salmon Cove in Conception Bay; thence easterly along said bay to a point in Conception Bay at approximate latitude 47°48'16"N and longitude 52°57'43"W.

Including Carbonear Island, Great Colinet Island, Gull Island, Harbour Grace Islands and all other islands adjacent to the shoreline of the above-described area.

Excluding:

- i) the City of Mount Pearl;
- ii) the towns of Bauline, Flatrock, Logy Bay-Middle Cove-Outer Cove, Paradise, Petty Harbour-Maddox Cove, Portugal Cove-St. Philip's, Pouch Cove, Torbay and Wabana;
- iii) that part of the City of St. John's lying northerly of a line described as follows: commencing at the intersection of the easternmost point of the southerly limit of the City of Mount Pearl and Highway 2 (Pitts Memorial Drive); thence northeasterly along said highway to Heavy Tree Road; thence easterly in a straight line to the intersection of Lundrigan's Road and Highway 10 (Bay Bulls Road); thence northerly along said highway to Old Bay Bulls Road; thence easterly in a straight line to the northeasternmost point of the limit of the Town of Petty Harbour-Maddox Cove; and
- iv) Bell Island, Kellys Island and Little Bell Island.

Cape Spear

(Population: 85,038)

(Maps 3 and 4)

Consists of:

(a) the City of Mount Pearl;

(b) the towns of Paradise and Petty Harbour-Maddox Cove; and

(c) that part of the City of St. John's lying southeasterly of a line described as follows: commencing at the intersection of Mount Carson Avenue and Kenmount Road; thence northeasterly along said road to Columbus Drive; thence generally southeasterly along said drive to Old Pennywell Road; thence generally northeasterly along said road and Empire Avenue to Ropewalk Lane; thence southeasterly along said lane to Pennywell Road; thence generally northeasterly along said road to Prince of Wales Street; thence easterly along said street to Lemarchant Road; thence southerly along said road to Springdale Street; thence easterly along said street to New Gower Street; thence generally southeasterly along said street and Highway 2 (Pitts Memorial Drive) to Southside Road; thence southeasterly in a straight line to a point at approximate latitude 47°33'06"N and longitude 52°42'38"W; thence northeasterly in a straight line to a point at approximate latitude 47°33'45"N and longitude 52°41'31"W; thence due east in a straight line to the easterly limit of the City of St. John's.

Excluding that part of the City of St. John's lying southerly of a line described as follows: commencing at the intersection of the easternmost point of the southerly limit of the City of Mount Pearl and Highway 2 (Pitts Memorial Drive); thence northeasterly along said highway to Heavy Tree Road; thence easterly in a straight line to the intersection of Lundrigan's Road and Highway 10 (Bay Bulls Road); thence northerly along said highway to Old Bay Bulls Road; thence easterly in a straight line to the northeasternmost point of the limit of the Town of Petty Harbour-Maddox Cove.

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

Central Newfoundland

(Population: 74,122)

(Maps 1 and 2)

Consists of that part of the Island of Newfoundland lying westerly of a line described as follows: commencing at a point in the Atlantic Ocean at the mouth of Fortune Bay at approximate latitude 47°13'00"N and longitude 55°59'52"W; thence generally northeasterly and northerly along said bay and Long Harbour (passing south of Brunette Island and Bird Island) to the mouth of Long Harbour River at approximate latitude 47°47'41"N and longitude 54°56'21"W; thence northerly in a straight line to the intersection of the Trans-Canada Highway (Route 1) with an unnamed road at approximate latitude 48°48'51"N and longitude 54°19'17"W; thence northerly in a straight line to a point in Trench Brook at approximate latitude 48°51'17"N and

longitude 54°19'08"W; thence northeasterly in a straight line to a point in Gull Pond at approximate latitude 48°56'23"N and longitude 54°12'55"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 330 (Gander Bay Highway) and Route 332 (Frederickton Road); thence westerly in a straight line to a point in Gander Bay at approximate latitude 49°19'48"N and longitude 54°27'18"W; thence northerly along Gander Bay to a point in Hamilton Sound at approximate latitude 49°28'37"N and longitude 54°26'07"W; thence easterly and northeasterly along said sound (passing westerly and northerly of Gander Island and southeasterly of Grandfather Island) to a point in the Atlantic Ocean at approximate latitude 49°54'20"N and longitude 53°32'00"W.

Excluding that part of the Island of Newfoundland lying southerly and westerly of a line described as follows: commencing at a point in the Atlantic Ocean at approximate latitude 47°26'21"N and longitude 56°26'19"W; thence northwesterly to the mouth of Chaleur Bay at approximate latitude 47°34'32"N and longitude 56°41'50"W; thence generally northwesterly along said bay to the end of Chaleur Bay at approximate latitude 47°39'05"N and longitude 56°46'27"W; thence westerly in a straight line to the southeast end of Dry Pond at approximate latitude 47°50'36"N and longitude 57°31'13"W; thence northerly in a straight line to the mouth of Star Brook at Star Lake at approximate latitude 48°34'51"N and longitude 57°14'27"W; thence northerly in a straight line to a point in Hinds Lake at approximate latitude 48°57'49"N and longitude 56°59'35"W; thence northerly in a straight line to the southeasternmost point of the limit of the Town of Hampden; thence northerly along the easterly limit of said town to Rocky Brook at approximate latitude 49°31'09"N and longitude 56°50'47"W; thence northerly in a straight line to the mouth of Big Chouse Brook at White Bay at approximate latitude 49°36'43"N and longitude 56°47'27"W; thence northwesterly in a straight line to a point in White Bay at approximate latitude 49°37'11"N and longitude 56°48'16"W; thence generally northerly and northeasterly along said bay (passing west of Granby Island) to a point in the Atlantic Ocean at approximate latitude 50°32'16"N and longitude 55°30'00"W.

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

Labrador

(Population: 26,655)

(Map 1)

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

Long Range Mountains

(Population: 81,795)

(Maps 1 and 2)

Consists of that part of the Island of Newfoundland lying southerly and westerly of a line described as follows: commencing at a point in the Atlantic Ocean at approximate latitude 47°26'21"N and longitude 56°26'19"W; thence northwesterly to the mouth of Chaleur Bay at approximate latitude 47°34'32"N and longitude 56°41'50"W; thence generally northwesterly along said bay to the end of Chaleur Bay at approximate latitude 47°39'05"N and longitude 56°46'27"W; thence westerly in a straight line to the southeast end of Dry Pond at approximate latitude 47°50'36"N and longitude 57°31'13"W; thence northerly in a straight line to the mouth of Star Brook at Star Lake at approximate latitude 48°34'51"N and longitude 57°14'27"W; thence northerly in a straight line to a point in Hinds Lake at approximate latitude 48°57'49"N and longitude 56°59'35"W; thence northerly in a straight line to the southeasternmost point of the limit of the Town of Hampden; thence northerly along the easterly limit of said town to Rocky Brook at approximate latitude 49°31'09"N and longitude 56°50'47"W; thence northerly in a straight line to the mouth of Big Chouse Brook at White Bay at approximate latitude 49°36'43"N and longitude 56°47'27"W; thence northwesterly in a straight line to a point in White Bay at approximate latitude 49°37'11"N and longitude 56°48'16"W; thence generally northerly and northeasterly along said bay (passing west of Granby Island) to a point in the Atlantic Ocean at approximate latitude 50°32'16"N and longitude 55°30'00"W.

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

St. John's East

(Population: 85,038)

(Maps 3 and 4)

Consists of:

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

(b) that part of the City of St. John's lying northwesterly of a line described as follows: commencing at the intersection of Mount Carson Avenue and Kenmount Road; thence northeasterly along said road to Columbus Drive; thence generally southeasterly along said drive to Old Pennywell Road; thence generally northeasterly along said road and Empire Avenue to Ropewalk Lane; thence southeasterly along said lane to Pennywell Road; thence generally northeasterly along said road to Prince of Wales Street; thence easterly along said street to Lemarchant Road; thence southerly along said road to Springdale Street; thence easterly along said street to New Gower Street; thence generally southeasterly along said street and Highway 2 (Pitts Memorial Drive) to Southside Road; thence southeasterly in a straight line to a point at approximate latitude 47°33'06"N and longitude 52°42'38"W; thence northeasterly in

a straight line to a point at approximate latitude 47°33'45"N and longitude 52°41'31"W; thence due east in a straight line to the easterly limit of the City of St. John's.

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

Terra Nova—The Peninsulas

(Population: 76,121)

(Maps 1 and 2)

Consists of that part of the Island of Newfoundland and that part of the Avalon Peninsula on the Island of Newfoundland lying westerly of a line described as follows: commencing at a point in St. Mary's Bay at approximate latitude 46°45'14"N and longitude 53°50'04"W; thence northerly and northwesterly along said bay to the mouth of Red Head River at approximate latitude 46°56'48"N and longitude 53°51'54"W; thence generally northwesterly along said river to a point at approximate latitude 46°59'54"N and longitude 53°55'54"W; thence northeasterly in a straight line to the intersection of the Southeast River and Highway 91 at approximate latitude 47°13'03"N and longitude 53°44'38"W; thence northeasterly in a straight line to the mouth of White Hearts River at Rocky River at approximate latitude 47°17'46"N and longitude 53°33'24"W; thence generally northeasterly and northerly along White Hearts River to the mouth of said river at White Hearts Pond at approximate latitude 47°18'57"N and longitude 53°31'24"W; thence northerly in a straight line to the southeasternmost point of the limit of the Town of Whitbourne; thence northerly 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 the Town of Spaniard's Bay; thence northerly in a straight line to a point in Hound Pond at approximate latitude 47°46'36"N and longitude 53°22'23"W; thence easterly in a straight line to the northwesternmost point of the limit of the Town of Victoria; thence generally easterly along the northerly limits of the towns of Victoria and Salmon Cove to the northernmost point of the limit of the Town of Salmon Cove in Conception Bay; thence easterly and northeasterly along said bay to a point in the Atlantic Ocean at approximate latitude 47°52'39"N and longitude 52°49'33"W.

Excluding that part of the Island of Newfoundland lying westerly of a line described as follows: commencing at a point in the Atlantic Ocean at the mouth of Fortune Bay at approximate latitude 47°13'00"N and longitude 55°59'52"W; thence generally northeasterly and northerly along said bay and Long Harbour (passing south of Brunette Island and Bird Island) to the mouth of Long Harbour River at approximate latitude 47°47'41"N and longitude 54°56'21"W; thence northerly in a straight line to the intersection of the Trans-Canada Highway (Route 1) with an unnamed road at approximate latitude 48°48'51"N and longitude 54°19'17"W; thence northerly in a straight line to a point in Trench Brook at approximate latitude 48°51'17"N and longitude 54°19'08"W; thence northeasterly in a straight line to a point in Gull Pond at approximate latitude 48°56'23"N and longitude 54°12'55"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 330 (Gander Bay Highway) and Route 332 (Frederickton Road); thence westerly in a straight line to a point in Gander Bay at approximate

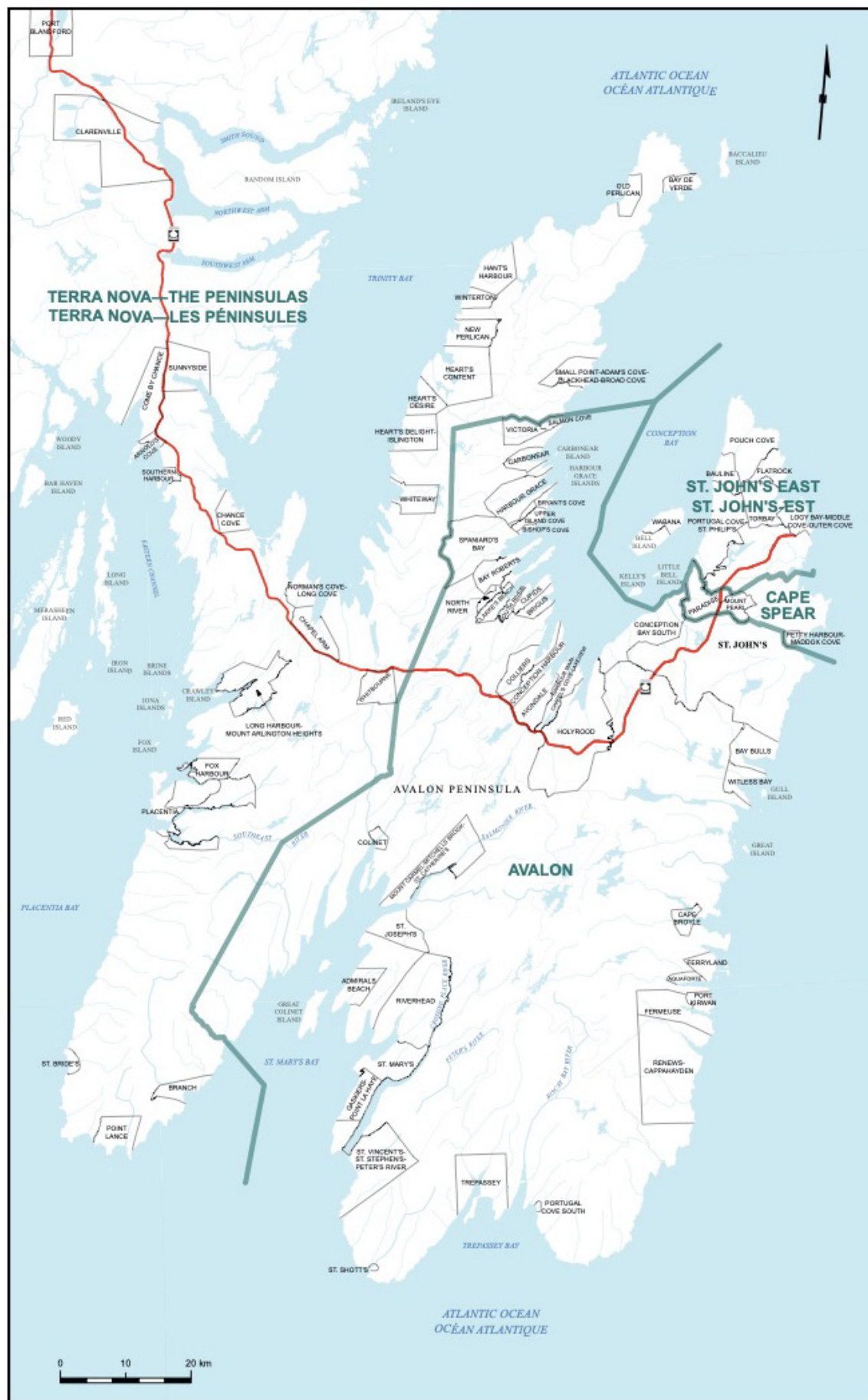
latitude 49°19'48"N and longitude 54°27'18"W; thence northerly along Gander Bay to a point in Hamilton Sound at approximate latitude 49°28'37"N and longitude 54°26'07"W; thence easterly and northeasterly along said sound (passing westerly and northerly of Gander Island and southeasterly of Grandfather Island) to a point in the Atlantic Ocean at approximate latitude 49°54'20"N and longitude 53°32'00"W.

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

Newfoundland and Labrador



Avalon Peninsula



St. John's and Vicinity

