



The 2002/2003 Alberta Electoral Boundaries Commission

Final Report to the Speaker of the Legislative Assembly of Alberta

Proposed Electoral Division Areas, Boundaries and Names for Alberta February 2003

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Letter of Transmittal...

The Honourable Ken Kowalski
Speaker of the Legislative Assembly
Room 325, Legislature Building
10800 - 97 Avenue
Edmonton, AB T5K 2B6

Dear Mr. Speaker:

We have the honour to submit to you our final report in accordance with section 8(1) of the Electoral Boundaries Commission Act, R.S.A. 2000, c.E-3 as amended. This report sets out the areas, boundaries and names of the 83 electoral divisions we propose for Alberta, together with our reasons for the proposals and includes the minority position of Ms. Bauni Mackay regarding the City of Edmonton.

The Commission was established March 25, 2002. We are required to submit our report within five months of the date of our interim report. We have therefore completed our mandate in regard to section 8(1) of the Act.

Dated at Edmonton, Alberta, this 3rd day of February, 2003.

Robert C. Clark, Chairman
Glenn Clegg, Member
Doug Graham, Member
Bauni Mackay, Member
Ernie Patterson, Member

Acknowledgements...

A report such as this results from the combined efforts of a great variety of people.

The Commission acknowledges the time, energy and talents contributed to its work by everyone who provided advice and suggestions at the hearings and in written submissions.

The Commission also wishes to acknowledge the support services provided by:

- O. Brian Fjeldheim, Bill Sage and the staff of Elections Alberta;
- Bill Hyshka, Pamela Steppan, Todd Chorney and Kerstin Bzdel of the Statistics Section, Office of Budget and Management, Alberta Finance;
- Eugene Kletke and Ried Zittlau for assistance with mapping and boundary descriptions
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- Stephen Pelech and the staff of Roadways Design Section, Streets Engineering Branch, Transportation & Streets Department, City of Edmonton;
- the Hansard staff of the Public Information Branch, Legislative Assembly Office;
- the staff of the Air Transportation Service, Alberta Infrastructure; and
- Teresa Griffiths, Doug Olthof and Benedicta Pui for administrative support and Tom Forgrave for assembling this report.

ADDITIONAL COPIES

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PART I - INTRODUCTION

Establishing the Commission...

This Electoral Boundaries Commission was established on March 25, 2002. **Robert C. Clark, Alberta Ethics Commissioner** was appointed by the Lieutenant Governor in Council as Chair. Appointed as members, by the Honourable Ken Kowalski, Speaker of the Legislative Assembly, were:

Glen Clegg, Fairview

Doug Graham, Calgary

Bauni Mackay, Edmonton

Ernie Patterson, Claresholm

The Commission was appointed and has carried out its work, under the provisions of the *Electoral Boundaries Commission Act* (Revised Statutes of Alberta, 2000, Chapter E-3 as amended and referred to in this report as the *Act*). Also under the *Act*, O. Brian Fjeldheim, Chief Electoral Officer of Alberta, was responsible for providing advice, information and assistance to the Commission.

The first meeting of the Commission was held on Wednesday, March 27, 2002 and deliberations have continued since then.

As required by the *Act*, the Commission held an initial series of public hearings across the province in May and June 2002. The Commission considered the submissions made to it in writing and during the hearings and issued its Interim Report. A second series of public hearings was held in December 2002. The Commission considered the comments provided at these hearings and in writing and is now issuing its Final Report. Complete transcripts of the hearings (with the exception of Red Deer where technical difficulties were experienced) are available on the Commission's website www.altaebc.ab.ca. A list of persons making presentations at the hearings and who made submissions in writing is provided in [Appendix A](#).

In undertaking its work, the Commission has been guided by the requirements of the *Act*, relevant decisions of the courts, advice received at the public hearings and in written submissions and by common sense.

The Law...

The *Act* (see [Appendix C](#)) directs the Commission to divide the province into 83 electoral divisions, with a population within 25% of the provincial average, in a way that will ensure effective representation for Albertans.

The relevant sections of the *Act* are:

13 The Commission is to divide Alberta into 83 proposed electoral divisions.

15(1) The population of a proposed electoral division must not be more than 25% above nor more than 25% below the average population of all the proposed electoral divisions.

To assist in ensuring effective representation, up to four special consideration electoral divisions may have populations as much as 50% below the provincial average:

15(2) Notwithstanding subsection (1), in the case of no more than 4 of the proposed electoral divisions, if the Commission is of the opinion that at least 3 of the following criteria exist in a proposed electoral division, the proposed electoral division may have a population that is as much as 50% below the average population of all the proposed electoral divisions:

- (a) the area of the proposed electoral division exceeds 20,000 square kilometres or the total surveyed area of the proposed electoral division exceeds 15,000 square kilometres;*
- (b) the distance from the Legislature Building in Edmonton to the nearest boundary of the proposed electoral division by the most direct highway route is more than 150 kilometres;*
- (c) there is no town in the proposed electoral division that has a population exceeding 4,000 people;*
- (d) the area of the proposed electoral division contains an Indian reserve or a Metis settlement;*
- (e) the proposed electoral division has a portion of its boundary coterminous with a boundary of the Province of Alberta.*

The five "special considerations" are area, distance from the Legislature, no town of more than 4,000 population, presence of an Indian Reserve or Metis Settlement and a portion of the division boundary contiguous with the boundary of the province.

The Act references the Canadian Charter of Rights and Freedoms guarantee of effective representation and lists factors which must be considered.

14 In determining the area to be included in and in fixing the boundaries of the proposed electoral divisions, the Commission, subject to section 15, may take into consideration any factors it considers appropriate, but shall take into consideration

- (a) the requirement for effective representation as guaranteed by the Canadian Charter of Rights and Freedoms,*
- (b) scarcity and density of population,*
- (c) common community interests and community organizations, including those of Indian reserves and Metis settlements,*
- (d) wherever possible, the existing community boundaries within the cities of Edmonton and Calgary,*
- (e) wherever possible, the existing municipal boundaries,*
- (f) the number of municipalities and other local authorities,*
- (g) geographical features, including existing road systems, and*
- (h) the desirability of understandable and clear boundaries.*

Section 3 of the *Canadian Charter of Rights and Freedoms* states: "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."

The ***Final Report of the Yukon Electoral Boundaries Commission*** (January 2002) provides an excellent review of the relevant court decisions (see [Appendix D](#)).

In discharging its function, the Commission has been particularly mindful of the two leading cases in which the legal principles dealing with the issues it faces have been defined. They are *The Attorney General for Saskatchewan v. Roger Carter*, Q.C. [1991] 2 S.C.R., a decision of the Supreme Court of Canada; and *Reference re: Electoral Divisions Statutes Amendment Act, 1993 (Alta.)* [1994] A.J. No. 768, DRS 95-02966, Appeal No. 9303-0228AC, a decision of the Court of Appeal of Alberta. These two cases together define the principles of "effective representation."

The Supreme Court of Canada in *The Attorney General for Saskatchewan* case sets out the principles of effective representation and we quote pertinent passages from the majority decision of Madam Justice McLachlin, as follows:

The framers of the Charter had two distinct electoral models before them-the 'one person-one vote' model espoused by the United States Supreme Court in Baker v. Carr, 369 U.S. 186 (1962), Karcher v. Daggett, 462 U.S. 725 (1983), and Kirkpatrick v. Preisler, 394 U.S. 526 (1969), and the less radical, more pragmatic

approach which had developed in England and in this country through the centuries and which was actually in place. In the absence of any supportive evidence to the contrary (as may be found in the United States in the speeches of the founding fathers), it would be wrong to infer that in enshrining the right to vote in our written constitution the intention was to adopt the American model. On the contrary, we should assume that the goal was to recognize the right affirmed in this country since the time of our first Prime Minister, Sir John A. Macdonald, to effective representation in a system which gives due weight to voter parity but admits other considerations where necessary....

What is that tradition? It was a tradition of evolutionary democracy, of increasing widening of representation through the centuries. But it was also a tradition which, even in its more modern phases, accommodates significant deviation from the ideals of equal representation. Pragmatism, rather than conformity to a philosophical ideal, has been its watchword.

C. The Meaning of the Right to Vote

*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; as noted in *Dixon v. B.C. (A.G.)*, [1989] 4 W.W.R. 393, at p. 413, elected representatives function in two roles-legislative and what has been termed the 'ombudsman role.'*

What are the conditions of effective representation? The first is relative parity of voting power. A system which dilutes one citizen's vote unduly as compared with another citizen's vote runs the risk of providing inadequate representation to the citizen whose vote is diluted. The legislative power of the citizen whose vote is diluted will be reduced, as may be access to and assistance from his or her representative. The result will be uneven and unfair representation.

But parity of voting power, though of prime importance, is not the only factor to be taken into account in ensuring effective representation. Sir John A. Macdonald in introducing the Act to re-adjust the Representation in the House of Commons, S.C. 1872, c. 13, recognized this fundamental fact (House of Commons Debates, Vol. III, 4th Sess., p. 926 (June 1, 1872)):

...it will be found that, ... while the principle of population was considered to a very great extent, other considerations were also held to have weight; so that different interests, classes and localities should be fairly represented, that the principle of numbers should not be the only one.

Notwithstanding the fact that the value of a citizen's vote should not be unduly diluted, it is a practical fact that effective representation often cannot be achieved without taking into account countervailing factors.

The Court then went on to define some of the countervailing factors, as follows:

First, absolute parity is impossible. It is impossible to draw boundary lines which guarantee exactly the same number of voters in each district. Voters die, voters move. Even with the aid of frequent censuses, voter parity is impossible.

Secondly, such relative parity as may be possible of achievement may prove undesirable because it has the effect of detracting from the primary goal of effective representation. Factors like geography, community history, community interests and minority representation may need to be taken into account to ensure that our legislative assemblies effectively represent the diversity of our social mosaic. These are but examples of considerations which may justify departure from absolute voter parity in the pursuit of more effective representation; the list is not closed.

*It emerges therefore that deviations from absolute voter parity may be justified on the grounds of practical impossibility or the provision of more effective representation. Beyond this, dilution of one citizen's vote as compared with another's should not be countenanced. I adhere to the proposition asserted in *Dixon*, supra, at p. 414, that 'only those deviations should be admitted which can be justified on the ground that they contribute to better government of the populace as a whole, giving due weight to regional issues within the*

populace and geographic factors within the territory governed.'

...this is not to suggest, however, that inequities in our voting system are to be accepted merely because they have historical precedent. History is important in so far as it suggests that the philosophy underlying the development of the right to vote in this country is the broad goal of effective representation. It has nothing to do with specious arguments that historical anomalies and abuses can be used to justify continued anomalies and abuses, or to suggest that the right to vote should not be interpreted broadly and remedially as befits Charter rights...

I turn finally to the admonition that courts must be sensitive to practical considerations in interpreting Charter rights. The 'practical living fact,' to borrow Frankfurter J.'s phrase, is that effective representation and good government in this country compel those charged with setting electoral boundaries sometimes to take into account factors other than voting parity, such as geography and community interests. The problems of representing vast, sparsely populated territories, for example, may dictate somewhat lower voter populations in these districts; to insist on voter parity might deprive citizens with distinct interests of an effective voice in the legislative process as well as of effective assistance from their representatives in the 'ombudsman' role. This is only one of a number of factors which may necessitate deviation from the 'one person - one vote' rule in the interests of effective representation.

and in commenting on the boundaries set, the Court said:

The material before us suggests that not only are rural ridings harder to serve because of difficulty in transport and communications, but that rural voters make greater demands on their elected representatives, whether because of the absence of alternative resources to be found in urban centres or for other reasons. Thus the goal of effective representation may justify somewhat lower voter populations in rural areas. Another factor which figured prominently in the argument before us is geographic boundaries; rivers and municipal boundaries form natural community dividing lines and hence natural electoral boundaries. Yet another factor is growth projections. Given that the boundaries will govern for a number of years-the boundaries set in 1989, for example, may be in place until 1996-projected population changes within that period may justify a deviation from strict equality at the time the boundaries are drawn.

The Court of Appeal of Alberta case cited above (Reference re: Electoral Divisions Statutes Amendment Act, 1993 (Alta.)) dealt specifically with the situation in Alberta in the context of the Supreme Court of Canada decision and therefore was particularly pertinent to the Commission's task.

The principles set down by the Court of Appeal of Alberta were:

37. In the 1991 Reference we offered this summary of constitutional rights held by all Albertans (Reference Re: Electoral Boundaries Commission Act, Alberta, [1992] 1 W.W.R. 481 (Alta. C.A.)):

- (a) the right to cast a ballot;*
 - (b) the right not to have the political force of one's vote unduly diluted;*
 - (c) the right to effective representation; and*
 - (d) the right to have the parity of the votes of others diluted, but not unduly, in order to gain effective representation or in the name of practical necessity.*
- [p. 486]*

38. Before this panel, we heard no suggestions or a re-statement of these rules. The argument, rather, turned over what amounts to 'undue' dilution....

43. It is one thing to say that the effective representation of a specific community requires an electoral division of a below-average population. That approach invites specific reasons, and specific facts. The constitution of Canada is sufficiently flexible to permit disparity to serve geographical and demographic reality.

44. It is quite another to say that any electoral division, for no specific reason, may be smaller than average. In the 1991 Reference, we affirmed the first, not the second. We affirm again that there is no permissible variation if there is no justification. And the onus to establish justification lies with those who suggest the variation...."

64. *With respect, this very natural concern of an elected official for the 'comfort zone' of a vocal portion of the electorate is not a valid Charter consideration. The essence of constitutionally entrenched right is that it permits an individual to stand against even a majority of the people. Put another way, Canadians entrenched certain traditional rights for minorities in the Constitution because they do not trust themselves, in all times and circumstances, to respect those rights. The fact, then, that a significant number of Albertans do not like the result of an equal distribution of electoral divisions is no reason to flinch from insisting that they take the burden as well as the benefit of democracy as we know it.*

76. *...That review must identify communities, in every sense of the word. It must look in depth at social history as well as demography and geography. Moreover, that review is unlikely to be effective unless the reviewer gives ordinary Albertans ample opportunity to come forward and describe the communities of interest they see in their lives. It is time-consuming and not inexpensive, but essential to a healthy democratic life.*

In summary, the principles of effective representation seem to the Commission to be as follows:

1. The tradition of Canada is "effective representation", not absolute parity as in the U.S.
2. The process of achieving effective representation may involve diluting the political force of some votes but not unduly and not without reason.
3. The balancing of these interests is a delicate one, which involves an examination in depth of the social history, geography and demography of communities in every sense of the word.

The Commission has been guided by the principles set out by the Supreme Court of Canada and the Court of Appeal of Alberta. In being guided by these principles, it has been mindful of the principles of "effective representation" as opposed to absolute parity.

In determining these issues, the Commission has heard and read the representations and reviewed the circumstances of numerous groups and constituencies who made more than 400 representations to it.

The Commission reviewed numerous complex factors, including but not limited to those mentioned in the Court decisions, and including geography, demography and social history of the various areas and constituencies which we have visited.

2001 Canada Census Results...

In determining population, the Act (Section 12(1)) requires the Commission to use "the most recent decennial census of population referred to in section 19(3) of the Statistics Act (Canada)" plus "the population on Indian Reserves that were not included in the census, as provided by the Department of Indian and Northern Affairs (Canada)." If a more recent province-wide census has been conducted the Commission is authorized to use it. There has been no more recent province-wide census than the most recent decennial census.

The 2001 Canada Census resulted in an Alberta population of 2,974,807. Indian and Northern Affairs Canada indicated that 9,113 persons resident on Indian Reserves were not included in the census count. Therefore, the total Alberta population to be used by the Commission in recommending the boundaries of electoral divisions is 2,983,920.

The "provincial quotient", or the average population per electoral division, is

$$\frac{\text{Population}}{\text{\# Electoral Divisions}} = \frac{2,983,920}{83} = 35,951$$

The allowable range for standard electoral divisions under the Act is 44,939 to 26,963 (+/-25%). Any special consideration electoral division could have a population as low as 17,976 (-50%).

PART II - MAJOR ISSUES FOR THE LEGISLATIVE ASSEMBLY

Before dealing with the distribution of electoral divisions, the Commission wishes to bring to the attention of the Legislative Assembly various issues that were raised, in both written and oral submissions, which are beyond its current terms of reference. Many of these submissions dealt with provisions of the *Act*. The Commission consistently pointed this out but also undertook to raise these as matters the Legislative Assembly needs to consider.

Future Trends...

If demographic projections are correct, by far the most significant issue for future Electoral Boundaries Commissions will be the concentration of population in the Calgary/Edmonton corridor. Projections reported to this Commission suggest that Alberta will have a population of at least 4 million by 2030, living mostly in that corridor.

The Legislative Assembly decided to maintain the total number of electoral divisions at 83 for the current review. A few submissions to the Commission suggested that, in order to address the urban/rural split issue, this number should be increased. However, many more submissions, particularly those sent in writing, suggested that the number of electoral divisions should be reduced, generally suggesting that in the order of 60 Members of the Legislative Assembly (MLAs) would be sufficient.

The combined effect of the projected population growth in the corridor and the same or a reduced number of electoral divisions is that there will be fewer and much geographically larger rural electoral divisions in the future. It was suggested to the Commission that the existing four northern electoral divisions (excluding Fort McMurray) cover 49% of the province's land area but only have slightly more than 3% of the population. This raises questions of how big the rural electoral divisions will be and how large a division can be before it involves so many non-common interests that it is both impossible for the disparate issues of the electors to be represented and for the MLA to represent them. In addition, some submissions suggested that MLAs in the major cities could effectively represent more people.

Some submissions suggested that the representation by population issue and the "rural alienation" issue might be addressed by introducing either proportional representation or a mixed system with some MLAs elected by division and some by proportional representation. The suggested advantage here, in addition to party representation in the Legislative Assembly more closely reflecting the popular vote, would be that the parties could ensure that all areas of Alberta were represented by the MLAs they would appoint under the proportional system.

Others suggested that Alberta might introduce a "second house" or senate. The Commission understands that the composition of the Legislative Assembly falls within the concept of "the constitution of the province" which the Legislature can amend (except with respect to the Office of the Lieutenant Governor and language rights). So the Legislature of Alberta could amend the structure of the Legislature itself to create upper and lower houses. Historically, several provinces have had bicameral legislatures. Over the years, all of them abolished the upper house (Quebec being the last to do so). Alberta has never had an upper house.

Others suggested that initiatives should be considered to limit growth in the two major cities and to direct residential development to the resource areas. Still others suggested that the provision for special consideration electoral divisions be expanded to allow for divisions up to 50% above the average population, as well as 50% below.

The summary of submissions on this issue is that Alberta needs to "get outside the box" in considering representation by population and the appropriate variation. There need to be new and refreshing approaches to this issue which should avoid continued marginalization and separation of the rest of Alberta from the corridor. It was generally acknowledged that this broad discussion should take place outside the boundary review.

The Legislative Assembly needs to give priority consideration to the effect of the emerging population distribution (Calgary/Edmonton corridor compared to the remainder of the province) on the electoral system in the province. The Commission believes that this is an Alberta issue which must be addressed in the near future and that it will pose an even more significant challenge for the next Commission and in the long term for the province.

Constituency Offices...

Despite the increasing availability of electronic communication modes, people want to be able to make personal contact with their MLA, or at least with someone who will review their documentation, and provide information and assistance in dealing with their issues. On a day-to-day basis, that contact happens through the constituency offices.

The major cities are magnets for people with social problems and for immigrants. The constituency offices in the major cities, although often easily accessible to most constituents, face challenges related to language, culture, social problem caseloads and the ability to provide competitive compensation for staff. These present major challenges for MLAs in the major cities. For example, MLA Brian Mason pointed out to the Commission that in an Edmonton division:

residents there have family incomes 38 percent below the provincial average and therefore are more dependent on government services and therefore more dependent on the office of the MLA. By contrast, Edmonton-Whitemud residents have family incomes 56 percent above the provincial average. All other things being equal, it may be more difficult to effectively represent a constituency like Edmonton-Norwood than Edmonton-Whitemud, for example. The commission should therefore also take into account ethnic and linguistic diversity as well as the incidence of poverty and unemployment when establishing boundaries for electoral divisions.

Another difference, pointed out to the Commission, is that local officials in the major cities tend to make direct contact with Ministers and senior appointed officials. The challenge for the urban MLA is to keep informed on the city's issues. In the rural areas the MLA is expected to make the contact with Ministers and senior officials on behalf of municipalities. So the challenge for the rural MLA is to become an instant expert on a great variety of issues in order to present them to the Ministers. As Reeve Emma Hult of the County of Warner put it:

Travel time for ... delegations wishing to make presentations to government is an added cost and a loss of effectiveness as well as timeliness. Rural municipalities then attempt to present issues at convention time, and as a municipality we've been faced with that many times. ... you do try to cram it in at convention time. It loses its effectiveness. It's not as timely. Rural communities have a strong grassroots involvement in government affairs and place great importance on maintaining contact with their MLA. This increases pressure on the workload of the rural MLAs to effectively represent the citizens.

In the large rural electoral divisions, an issue may be the significant travel time imposed on the constituents to attend a constituency office, even if the office is located in the geographic centre of the division. Multiple constituency offices are required to provide reasonable opportunity of access for the residents of the large rural electoral divisions.

The Legislative Assembly needs to give priority to providing resources for constituency offices appropriate to the circumstances of each division.

One submission, by Bruce Rutley, speaking at the Peace River first round hearing, even suggested a method for calculating the budget entitlement:

So basically the formula would read that the amount of money made available to a constituency office for

its operations would be equal to the current funds, or whatever base fund the government feels is appropriate, multiplied by a ratio. The ratio is to take the ranking of the constituency association, divide it by the average of the matrix ranking, and that's the ratio. For example, Dunvegan has a ranking of 68. The current provincial average is 36. That's 1.88. Then in order to operate this constituency, a factor of the base times 1.88 would provide additional dollars to run a constituency. There are a number of ways in which you can cut that, but the concept is the important part for you to consider.

This suggestion does not take account of the urban factors. It does provide, however, an example of the type of formula which could be developed to allocate constituency office budgets. This should be a priority activity as one method of dealing with the developing sense of remote/rural/urban alienation.

Frequency of Review...

Sections 5(2) and 5(3) of the Act provide that

(2) Subsequent Commissions are to be appointed during the first session of the Legislature following every 2nd general election after the appointment of the last Commission.

(3) Notwithstanding subsection (2), if less than 8 years has elapsed since the appointment of the last Commission, the Commission is to be appointed

(a) no sooner than 8 years, and

(b) no later than 10 years

after the appointment of the last Commission.

Some submissions suggested the Act should simply say that a commission will be appointed within a year of the results of each decennial census becoming available.

Future Commissions...

This Commission believes that future Commissions should implement a process which would allow people in the Calgary/Edmonton corridor to hear people outside the corridor express the realities of their lives and vice versa. This Commission at times attempted to explain what it had heard at other locations but **it would be in the interests of Alberta if Albertans could talk with each other regarding representation issues**. For example, a future Commission might consider teleconferencing, or other technologies, as tools to facilitate this communication.

If population trends hold true, the next Commission will also have to deal in northeastern Alberta with splitting the proposed Wood Buffalo Division and in northwestern Alberta with some major realignment which would recognize the population centres in the southern parts of the Dunvegan, Peace River and Lesser Slave Lake divisions. The vast area north of the Town of Manning could be considered, in the future, as a special electoral division as defined by Section 15 of the Act.

PART III - THE EXISTING DIVISIONS

Population Distribution...

During the period since the report of the 1995/1996 Commission, Alberta's robust economy has resulted in significant population growth. [Table 1](#) shows the population of the existing electoral divisions in 1996 and 2001.

During the ten-year period, 1991 to 2001, the population increased in 68 of the 83 electoral divisions. The population growth was spread throughout the province. The cities of Calgary and Edmonton (40 existing electoral divisions) increased by 217,434 and the rest of Alberta (43 existing electoral divisions) increased by 211,707. The significant factor for this Commission is that Calgary (21 existing electoral divisions) increased by 168,071 (39% of the total growth).

At the time of the 2001 Canada Census, 52% percent of the population of the province was resident in Edmonton and Calgary. If one considers the electoral divisions within and adjacent to the two major cities as representing the "metropolitan community", nearly 66% of the population resided in the Calgary and Edmonton metropolitan electoral divisions.

Dr. Roger Gibbins, Canada West Foundation, told the Commission that the Calgary/Edmonton corridor is now *"one of Canada's four metropolitan heartlands. The corridor not only joins the ranks of Toronto, Montreal and Vancouver; it is also the fastest growing of the four."*

A considerable number of submissions to the Commission indicated that this population concentration is giving rise to feelings of marginalization in areas of Alberta outside the corridor. This was reflected in the comment by the Alberta Association of Municipal Districts and Counties: *"It seems that every few years, we're back trying to defend the right of rural citizens to have a meaningful voice in provincial decision making"*. As noted in Part II of this Report, the Commission believes this is better described in terms of density/sparsity of population or the Calgary/Edmonton corridor compared to the rest of the province.

Albertans increasingly live in areas of population concentration. At the time of the 2001 Canada Census, almost 2.3 million Albertans lived in municipalities of 10,000 or more people. Twelve of these municipalities are counties, which have traditionally been considered "rural", but now have populations greater than 10,000. About 1.9 million people lived in municipalities of 40,000 or more. These communities are spread throughout the province. Almost 95% of Albertans live in municipalities with a population of 2,000 or more.

Several submissions urged the Commission to recognize the projected growth areas, or at least the known growth since the 2001 Canada Census. As noted in Part I, the *Act* requires the Commission to determine population using either the 2001 Canada Census information or a later, reliable province-wide census. Since there is no more recent province-wide census, the Commission was required to use the 2001 Canada Census in determining population. The Commission has some sympathy for the views expressed at the hearings regarding growth since the 2001 Canada Census, but the law is very clear.

Also as noted in Part I, the *Act* allows variations of up to +/-25% from the electoral division average population of 35,951. In the extreme this would allow electoral divisions as low as 26,963 and as high as 44,939. The Commission established a target that variations should be in the range of +/-15% if at all possible.

TABLE 1 -POPULATION OF EXISTING ELECTORAL DIVISIONS

Electoral Division	1996*	2001	%CH	Electoral Division	1996*	2001	%CH
CALGARY				01Athabasca-Wabasca	16,621	20,752	25
03Calgary-Bow	32,611	35,147	8	02Lesser Slave Lake	19,734	25,919	31
04Calgary-Buffalo	34,639	37,807	9	43Airdrie-Rocky view	28,664	47,335	65
05Calgary-Cross	35,208	39,454	12	44Banff-Cochrane	30,325	48,517	60
06Calgary-Currie	34,774	34,694	0	45Barrhead-Westlock	25,723	24,976	-3
07Calgary-East	35,136	31,856	-9	46Bonnyville-Cold Lake	27,647	29,002	5
08Calgary-Egmont	33,057	36,603	11	47Cardston-Taber-Warner	28,880	30,588	6
09Calgary-Elbow	34,348	34,499	0	48Clover Bar-Fort Saskatchewan	33,075	38,294	16
10Calgary-Fish Creek	35,666	33,038	-7	49Cypress-Medicine Hat	25,983	31,513	21
11Calgary-Foothills	33,461	55,315	65	50Drayton Valley-Calmar	25,763	28,149	9
12Calgary-Fort	34,184	36,883	8	51Drumheller-Chinook	24,610	25,062	2
13Calgary-Glenmore	35,533	33,756	-5	52Dunvegan	25,656	24,657	-4
14Calgary-Lougheed	33,604	34,443	2	53Fort McMurray	34,706	38,667	11
15Calgary-McCall	34,384	48,756	42	54Grande Prairie-Smoky	27,640	36,158	31
16Calgary-Montrose	29,887	37,086	24	55Grande Prairie-Wapiti	28,127	33,007	17
17Calgary-Mountain View	32,117	32,529	1	56Highwood	32,310	46,549	44
18Calgary-North Hill	33,415	33,379	0	57Innisfail-Sylvan Lake	28,496	37,378	31
19Calgary-North West	32,453	62,849	94	58Lac La Biche-St. Paul	27,531	32,278	17
20Calgary-Nose Creek	34,583	55,393	60	59Lacombe-Stettler	27,565	32,530	18
21Calgary-Shaw	34,216	82,516	141	60Leduc	32,686	37,363	14
22Calgary-Varsity	33,521	32,339	-4	61Lethbridge-East	31,483	31,675	1
23Calgary-West	33,998	50,524	49	62Lethbridge-West	29,491	35,704	21

Total	710,795	878,866	24
EDMONTON			
24Edmonton-Beverly-Clareview	33,716	34,817	3
25Edmonton-Calder	32,995	34,075	3
26Edmonton-Castle Downs	33,275	37,570	13
27Edmonton-Centre	33,124	33,423	1
28Edmonton-Ellerslie	31,361	32,280	3
29Edmonton-Glengarry	32,328	34,584	7
30Edmonton-Glenora	32,102	31,777	-1
31Edmonton-Gold Bar	32,827	31,344	-5
32Edmonton-Highlands	33,654	32,039	-5
33Edmonton-Manning	33,867	41,129	21
34Edmonton-McClung	31,682	38,266	21
35Edmonton-Meadowlark	31,353	34,646	11
36Edmonton-Mill Creek	31,271	42,217	35
37Edmonton-Mill Woods	30,476	30,699	1
38Edmonton-Norwood	32,045	31,036	-3
39Edmonton-Riverview	32,180	32,267	0
40Edmonton-Rutherford	34,736	34,470	-1
41Edmonton-Strathcona	32,688	32,945	1
42Edmonton-Whitemud	31,061	46,520	50
Total	616,741	666,104	8

63Little Bow	26,842	30,130	12
64Livingstone-Macleod	29,731	30,250	2
65Medicine Hat	32,196	35,889	11
66Olds-Didsbury-Three Hills	27,863	31,781	14
67Peace River	26,777	28,072	5
68Ponoka-Rimbey	27,810	30,876	11
69Red Deer-North	29,976	31,283	4
70Red Deer-South	28,169	36,424	29
71Redwater	30,633	33,342	9
72Rocky Mountain House	26,025	31,157	20
73St. Albert	32,136	41,001	28
74Sherwood Park	35,576	46,818	32
75Spruce Grove-Sturgeon-St. Albert	30,180	36,628	21
76Stony Plain	30,432	37,480	23
77Strathmore-Brooks	29,413	39,099	33
78Vegreville-Viking	27,606	27,931	1
79Vermilion-Lloydminster	27,675	30,436	10
80Wainwright	28,714	28,908	1
81West Yellowhead	27,857	29,349	5
82Wetaskiwin-Camrose	31,918	34,611	8
83Whitecourt-Ste. Anne	26,998	31,412	16
Total	1,227,243	1,438,950	17

*The 1996 Populations are from the Final Report of the 1995/1996 Commission and are based on the 1991 Canada Census.
 "%CH" is the % change from 1991 to 2001.

In addition, up to four electoral divisions, which meet special conditions specified in the Act, may have populations as much as 50% below the average. These could have populations as low as 17,976. The Commission concluded that despite the legislative provisions, the potential range from 18,000 to 45,000 is too great.

Effective Representation...

[Table 2](#) compares the population of the existing electoral divisions to the "quotient", the average population per division of 35,951.

The Commission concluded, with regard to effective representation, that population density has a major impact on effective representation. In this regard, there appear to be three distinct types of electoral divisions: Major Cities, Urbanized (a population centre of 10,000 or more) and Rural.

The "Major Cities" group includes Edmonton and Calgary. Arising from the population density, the geographic area of electoral divisions in the two cities is relatively small. There is one municipality, one regional health authority and one of each type of school authority. Both cities are major regional service centres for a large area of the province, in which most provincial services are delivered including specialized services. Both major cities also tend to be the initial entry point both for Canadians from other parts of the country and for immigrants from other countries coming to Alberta. In both cities there are more MLAs than there are members of the city council.

The "Urbanized" group includes the electoral divisions in which there are communities with a population of 10,000 or greater. Generally, these electoral divisions include both an urban centre of population and a less densely populated area. The geographical area of these electoral divisions is larger than in the major cities and the division may include more than one of each type of local authority. Exceptions to this general description are the electoral divisions contained entirely within the medium-sized cities.

The "Rural" group includes the electoral divisions in which all the urban centres have less than 10,000 population. These electoral divisions generally include several urban centres of medium density population

and a significant more sparsely populated area of farmland. The geographical area of these electoral divisions may limit the opportunities for interaction between the residents and the MLA and there may be several local authorities responsible for parts of the division.

[Table 3](#) groups the existing electoral divisions by four types: major cities, urbanized (electoral divisions including an urban centre of 10,000 or more population), rural and special.

Several submissions, particularly at hearings away from the major centres, emphasized the time spent by an MLA from a geographically large division in travelling has a negative effect on effective representation. Significant time may be required for travel within the division and to and from the division and the Legislative Assembly. Some estimated that MLAs spend up to 800 hours per year in such travel.

TABLE 2 - EXISTING ELECTORAL DIVISIONS COMPARED TO AVERAGE

Electoral Division	Population	%AV*
CALGARY		
03Calgary-Bow	35,147	98
04Calgary-Buffalo	37,807	105
05Calgary-Cross	39,454	110
06Calgary-Currie	34,694	97
07Calgary-East	31,856	89
08Calgary-Egmont	36,603	102
09Calgary-Elbow	34,499	96
10Calgary-Fish Creek	33,038	92
11Calgary-Foothills	55,315	154
12Calgary-Fort	36,883	103
13Calgary-Glenmore	33,756	94
14Calgary-Lougheed	34,443	96
15Calgary-McCall	48,756	136
16Calgary-Montrose	37,086	103
17Calgary-Mountain View	32,529	90
18Calgary-North Hill	33,379	93
19Calgary-North West	62,849	175
20Calgary-Nose Creek	55,393	154
21Calgary-Shaw	82,516	230
22Calgary-Varsity	32,339	90
23Calgary-West	50,524	141
Total	878,866	

EDMONTON		
24Edmonton-Beverly-Clareview	34,817	97
25Edmonton-Calder	34,075	95
26Edmonton-Castle Downs	37,570	105
27Edmonton-Centre	33,423	93
28Edmonton-Ellerslie	32,280	90
29Edmonton-Glengarry	34,584	96
30Edmonton-Glenora	31,777	88
31Edmonton-Gold Bar	31,344	87
32Edmonton-Highlands	32,039	89
33Edmonton-Manning	41,129	114
34Edmonton-McClung	38,266	106
35Edmonton-Meadowlark	34,646	96
36Edmonton-Mill Creek	42,217	117

Electoral Division	Population	%AV*
01Athabasca-Wabasca	20,752	58
02Lesser Slave Lake	25,919	72
43Airdrie-Rocky View	47,335	132
44Banff-Cochrane	48,517	135
45Barrhead-Westlock	24,976	69
46Bonnyville-Cold Lake	29,002	81
47Cardston-Taber-Warner	30,588	85
48Clover Bar-Fort Saskatchewan	38,294	107
49Cypress-Medicine Hat	31,513	88
50Drayton Valley-Calmar	28,149	78
51Drumheller-Chinook	25,062	70
52Dunvegan	24,657	69
53Fort McMurray	38,667	108
54Grande Prairie-Smoky	36,158	101
55Grande Prairie-Wapiti	33,007	92
56Highwood	46,549	129
57Innisfail-Sylvan Lake	37,378	104
58Lac La Biche-St. Paul	32,278	90
59Lacombe-Stettler	32,530	90
60Leduc	37,363	104
61Lethbridge-East	31,675	88
62Lethbridge-West	35,704	99
63Little Bow	30,130	84
64Livingstone-Macleod	30,250	84
65Medicine Hat	35,889	100
66Olds-Didsbury-Three Hills	31,781	88
67Peace River	28,072	78
68Ponoka-Rimbey	30,876	86
69Red Deer-North	31,283	87
70Red Deer-South	36,424	101
71Redwater	33,342	93
72Rocky Mountain House	31,157	87
73St. Albert	41,001	114
74Sherwood Park	46,818	130
75Spruce Grove-Sturgeon-St. Albert	36,628	102
76Stony Plain	37,480	104
77Strathmore-Brooks	39,099	109
78Vegreville-Viking	27,931	78

37Edmonton-Mill Woods	30,699	85
38Edmonton-Norwood	31,036	86
39Edmonton-Riverview	32,267	90
40Edmonton-Rutherford	34,470	96
41Edmonton-Strathcona	32,945	92
42Edmonton-Whitemud	46,520	129
Total	666,104	

79Vermilion-Lloydminster	30,436	85
80Wainwright	28,908	80
81West Yellowhead	29,349	82
82Wetaskiwin-Camrose	34,611	96
83Whitecourt-Ste. Anne	31,412	87
Total	1,438,950	

*%AV means the population of the electoral division as a percentage of the electoral division average population of 35,951. This is often expressed in terms of the variation from average. For example, Calgary-Shaw is 230% of the average population which means it is 130% above average. Athabasca-Wabasca is 58% of the average which means it is 42% below average.

Former MLA Walter Paszkowski told the Commission at its Grande Prairie hearing:

During my time in the Legislature I drove over a million miles by car. I flew commercially over a million miles and probably flew with the government plane somewhere close to what was traveled with commercial air. This of course consumes a great deal of the MLA's time, time Edmonton and Calgary MLAs can spend with their constituents. Travel in and out of Edmonton has become much more of a challenge by air with the almost closure of the municipal airport, and certainly the use of the International Airport is not conducive to rapid movement in and out...

Submissions by people from the major centres noted that MLAs in these locations are faced with a great variety of special interest groups, of individuals with special needs, and with a variety of cultural and language traditions. While travel time may be less than in the geographically large electoral divisions, this diversity of interests poses challenges for effective representation. In particular, the concentration of persons needing specialized government services affects both the case load and the types of cases handled in the constituency offices.

The inability to meet personally with MLAs was often referenced in submissions related to electoral divisions with large geographical areas. However, a 1999 poll by the Environics West Research Group indicated that the most important ways that MLAs can make themselves available to their constituents are by participating in town hall meetings, attending community events, one-on-one meetings and telephone conversations. Roughly half the respondents in the poll were from Edmonton and Calgary, indicating that the desire for seeing the MLA in person is not just a rural phenomenon.

Submissions from MLAs and from the public both mentioned the increased workload in constituency offices. The suggested reasons for this include decreases in government local offices and limited contact numbers in telephone directories. In other words, the submissions suggested that government generally has become more distant and impersonal and the place for local, personal contact is the MLA's office. These submissions at least implied that more support staff should be available in the constituency offices and that improved staff compensation packages are desirable in some locations. (See "Major Issues for the Legislative Assembly" in Part II of this Report).

Some submissions suggested that MLAs from urban electoral divisions may have little understanding of rural issues, particularly since there are now many people in the major cities who do not have a farm background. MLAs addressing the Commission observed that they could not recall any issue that was decided on a purely urban/rural split.

LeRoy Johnson, MLA, Wetaskiwin-Camrose, observed to the Commission:

... when I hear things like one MLA is representing rural Alberta and another MLA is representing urban Alberta, I would like to say that I'm representing 'rurban' Alberta. I have two cities and I have a lot of rural Alberta here; that is, agricultural Alberta ... I think it is possible to represent both rural and urban Alberta as an MLA, and when I hear that one MLA can only represent urban Alberta or another MLA only represent rural Alberta, I don't really like to hear that, because I think that we as MLAs are here to form a government from Alberta. It is not a case of one side that is urban and another side that is rural coming to a table and fighting things out to see who has the greatest vote in the end. I should have a mind-set so that I have a good concept of what Alberta is like. That means I should have made up my mind what is good for Alberta, and that means both rural and urban ... if I'm going to do that, I have to be in contact with all of Alberta. So

if I have many organizations that I have to be in contact with in my constituency and then also as an MLA have to be in contact with all of Alberta to know what's going on, that's a pretty horrendous job. I think it's important that the rural areas not be too large so that we do not have too many groups to represent because the more we have to represent, the narrower we would tend to be in our thinking that's in relation to the rest of Alberta, and I don't think that's good.

The Matrix...

The 1995/1996 Commission developed a "matrix" which it used to apply a variety of factors reflecting effective representation. The matrix took into account the following variables, each scored on a scale of 1 to 10:

- Geographic area
- Population
- Population density
- Number of households
- Elected/Appointed Bodies, Indian Reserves and Metis Settlements, and
- Distance from the Legislature

The 2002/2003 Commission decided to build on and refine that matrix to assist in developing its recommendations.

Former MLA Walter Paszkowski outlined to the Commission the factors he thinks impact effective representation:

I'd like to name 10 points that I consider as critical and important points in fair representation. The number of constituents is a critical factor. The number of groups you need to work with: municipalities, school boards, hospital boards, library boards, senior and youth groups, and recreation groups just as examples. The nature of the economy of the constituency - active, static, or failing - is a very critical factor. We dealt with some of those through the period of time when indeed local communities were in a failing mode, and it becomes very, very challenging to find solutions to their particular needs. The diversification of the economy: is the constituency a one- industry economy, or is it broad based through various types of activities? The services provided: here I refer to the infrastructure. Generally, the further north you go, the more recent the settlement and the less infrastructure there is in place for the constituents. The social demographics and geographical distances, or size of the constituencies. Physical geographical challenges: by that I refer to river crossings - how many river crossings are there in order to serve the entire constituency? - and the number of isolated communities and the difficulty of reaching those isolated communities. The location of the constituency to the Alberta Legislature is certainly very, very important. The 10th point is the density of population. Though there are many other factors, these are the ones that I consider very important.

TABLE 3 - EXISTING ELECTORAL DIVISIONS BY CATEGORY

Electoral Division	Population	Electoral Division	Population
MAJOR CITIES		URBANIZED	
CALGARY		44 Airdrie-Rocky View	47,335
03 Calgary-Bow	35,147	43 Banff-Cochrane	48,517
04 Calgary-Buffalo	37,807	46 Bonnyville-Cold Lake	29,002
05 Calgary-Cross	39,454	48 Clover Bar-Fort Saskatchewan	38,294
06 Calgary-Currie	34,694	49 Cypress-Medicine Hat	31,513
07 Calgary-East	31,856	53 Fort McMurray	38,667
08 Calgary-Egmont	36,603	54 Grande Prairie-Smoky	36,158
09 Calgary-Elbow	34,499	55 Grande Prairie-Wapiti	33,007
10 Calgary-Fish Creek	33,038	56 Highwood	46,549
11 Calgary-Foothills	55,315	60 Leduc	37,363
12 Calgary-Fort	36,883	61 Lethbridge-East	31,675
13 Calgary-Glenmore	33,756	62 Lethbridge-West	35,704

14 Calgary-Lougheed	34,443
15 Calgary-McCall	48,756
16 Calgary-Montrose	37,086
17 Calgary-Mountain View	32,529
18 Calgary-North Hill	33,379
19 Calgary-North West	62,849
20 Calgary-Nose Creek	55,393
21 Calgary-Shaw	82,516
22 Calgary-Varsity	32,339
23 Calgary-West	50,524
Existing 21	878,866
Average	41,851

65 Medicine Hat	35,889
69 Red Deer-North	31,283
70 Red Deer-South	36,424
73 St. Albert	41,001
74 Sherwood Park	46,818
75 Spruce Grove-Sturgeon-St. Albert	36,628
77 Strathmore-Brooks	39,099
79 Vermilion-Lloydminster	30,436
82 Wetaskiwin-Camrose	34,611
Existing 21	785,973
Average	37,427

EDMONTON	
24 Edmonton-Beverly-Clareview	34,817
25 Edmonton-Calder	34,075
26 Edmonton-Castle Downs	37,570
27 Edmonton-Centre	33,423
28 Edmonton-Ellerslie	32,280
29 Edmonton-Glengarry	34,584
30 Edmonton-Glenora	31,777
31 Edmonton-Gold Bar	31,344
32 Edmonton-Highlands	32,039
33 Edmonton-Manning	41,129
34 Edmonton-McClung	38,266
35 Edmonton-Meadowlark	34,646
36 Edmonton-Mill Creek	42,217
37 Edmonton-Mill Woods	30,699
38 Edmonton-Norwood	31,036
39 Edmonton-Riverview	32,267
40 Edmonton-Rutherford	34,470
41 Edmonton-Strathcona	32,945
42 Edmonton-Whitemud	46,520
Existing 19	666,104
Average	35,058

RURAL	
45 Barrhead-Westlock	24,976
47 Cardston-Taber-Warner	30,588
50 Drayton Valley-Calmar	28,149
51 Drumheller-Chinook	25,062
52 Dunvegan	24,657
57 Innisfail-Sylvan Lake	37,378
58 Lac La Biche-St. Paul	32,278
59 Lacombe-Stettler	32,530
63 Little Bow	30,130
64 Livingstone-Macleod	30,250
66 Olds-Didsbury-Three Hills	31,781
67 Peace River	28,072
68 Ponoka-Rimbey	30,876
71 Redwater	33,342
72 Rocky Mountain House	31,157
76 Stony Plain	37,480
78 Vegreville-Viking	27,931
80 Wainwright	28,908
81 West Yellowhead	29,349
83 Whitecourt-Ste. Anne	31,412
Existing 20	606,306
Average	30,315

Total - Existing 40	1,544,970
Major City Average	38,624

SPECIAL	
01 Athabasca-Wabasca	20,752
02 Lesser Slave Lake	25,919
Existing 2	46,671
Average	23,336

TABLE 4 - 2002/2003 MATRIX APPLIED TO EXISTING ELECTORAL DIVISIONS

Electoral Division	Total
MAJOR CITIES	
CALGARY	
03 Calgary-Bow	-9
04 Calgary-Buffalo	-12
05 Calgary-Cross	-10
06 Calgary-Currie	-11
07 Calgary-East	-9

Electoral Division	Total
URBANIZED	
43 Airdrie-Rocky View	4
44 Banff-Cochrane	10
46 Bonnyville-Cold Lake	12
48 Clover Bar-Fort Saskatchewan	-3
49 Cypress-Medicine Hat	9
53 Fort McMurray	-5

08	Calgary-Egmont	-9
09	Calgary-Elbow	-9
10	Calgary-Fish Creek	-10
11	Calgary-Foothills	-9
12	Calgary-Fort	-4
13	Calgary-Glenmore	-9
14	Calgary-Lougheed	-7
15	Calgary-McCall	-3
16	Calgary-Montrose	-9
17	Calgary-Mountain View	-11
18	Calgary-North Hill	-10
19	Calgary-North West	-8
20	Calgary-Nose Creek	-8
21	Calgary-Shaw	-4
22	Calgary-Varsity	-9
23	Calgary-West	-9

EDMONTON		
24	Edmonton-Beverly-Clareview	-13
25	Edmonton-Calder	-9
26	Edmonton-Castle Downs	-13
27	Edmonton-Centre	-18
28	Edmonton-Ellerslie	-9
29	Edmonton-Glengarry	-15
30	Edmonton-Glenora	-15
31	Edmonton-Gold Bar	-14
32	Edmonton-Highlands	-15
33	Edmonton-Manning	-9
34	Edmonton-McClung	-11
35	Edmonton-Meadowlark	-15
36	Edmonton-Mill Creek	-12
37	Edmonton-Mill Woods	-15
38	Edmonton-Norwood	-15
39	Edmonton-Riverview	-15
40	Edmonton-Rutherford	-15
41	Edmonton-Strathcona	-18
42	Edmonton-Whitemud	-9

SPECIAL		
01	Athabasca-Wabasca	16
02	Lesser Slave Lake	16

54	Grande Prairie-Smoky	12
55	Grande Prairie-Wapiti	10
56	Highwood	12
60	Leduc	-2
61	Lethbridge-East	-3
62	Lethbridge-West	-3
65	Medicine Hat	-2
69	Red Deer-North	-12
70	Red Deer-South	-14
73	St. Albert	-15
74	Sherwood Park	-10
75	Spruce Grove-Sturgeon-St. Albert	-3
77	Strathmore-Brooks	13
79	Vermilion-Lloydminster	11
82	Wetaskiwin-Camrose	-3

RURAL		
45	Barrhead-Westlock	8
47	Cardston-Taber-Warner	16
50	Drayton Valley-Calmar	7
51	Drumheller-Chinook	16
52	Dunvegan	16
57	Innisfail-Sylvan Lake	5
58	Lac La Biche-St. Paul	12
59	Lacombe-Stettler	6
63	Little Bow	16
64	Livingstone-Macleod	10
66	Olds-Didsbury-Three Hills	8
67	Peace River	16
68	Ponoka-Rimbey	5
71	Redwater	3
72	Rocky Mountain House	12
76	Stony Plain	3
78	Vegreville-Viking	9
80	Wainwright	13
81	West Yellowhead	9
83	Whitecourt-St. Anne	9

Note: Since the Interim Report was released, the number of regional health authorities has been reduced and the matrix has been adjusted accordingly.

PART IV - INTERIM REPORT

Interim Distribution Decisions...

Early in its deliberations, the Commission concluded that Albertans would be closely examining two major features of its recommendations: the distribution of electoral divisions between Edmonton, Calgary and the rest of the province; and, the boundaries and names of individual electoral divisions. The approach adopted by the Commission was to decide on the distribution before worrying about individual boundaries.

A cursory review of the 2001 population of the existing electoral divisions shows that, in the majority of cases,

the constituencies which are significantly above average are in or adjacent to Calgary and Edmonton (see Table 2). Those which are significantly below average are outside the metropolitan regions. For the existing electoral divisions, the highest population was in Calgary-Shaw (82,516 people, 230% more than the average) and the lowest was Dunvegan (24,657 people, almost 69% of the average). In fact, Dunvegan had a lower population than the Lesser Slave Lake special division (25,919). The Athabasca-Wabasca special division had a population of 20,752 (about 58% of the average).

During the hearings and the course of its deliberations, the Commission heard and considered a variety of alternative distributions of electoral divisions. These included: strictly applying the provincial average population per division with no variation; using the allowable +/-25% variation to the full; using all four allowable special electoral divisions; and arbitrarily assigning a number of electoral divisions to Edmonton and Calgary and the remainder to the rest of the province.

Considering the submissions it heard emphasizing community of interest, the Commission considered treating the electoral divisions within the corporate boundaries of the cities of Calgary and Edmonton and the electoral divisions immediately adjacent to these boundaries as groups, since there is a real community of interest among people residing in these electoral divisions. The Commission is aware that in the mid-1950s there was a move to include all the adjoining communities in the two major cities. That essentially happened in the Calgary area, but in the Edmonton area the metropolitan area was not included in that city's boundaries. Therefore, recognizing that such a grouping likely would be unpopular with the municipal authorities in the Edmonton area in particular, the Commission rejected this alternative.

The Commission eventually decided to use the four categories of electoral divisions described earlier: major cities, urbanized, rural and special.

The distribution of electoral divisions proposed by the Commission in the Interim Report was:

TABLE 5 - DISTRIBUTION OF INTERIM ELECTORAL DIVISIONS BY CATEGORY

CATEGORY	EXISTING	PROPOSED		CATEGORY	EXISTING	PROPOSED
Calgary	21	23		Urbanized	21	21
Edmonton	19	18		Rural	20	19
Major Cities Total	40	41		Special	2	2

The population in each proposed new division is shown in [Table 6](#).

The variation of the electoral divisions from the provincial quotient is:

CATEGORY	LOW	HIGH
MAJOR CITIES	-1.1%	+11.2%
URBANIZED	-15%	+19.5%
RURAL	-18.4%	+4.1%
SPECIAL	-27.8%	-27.1%

Within the categories the variation of the electoral divisions from the category average is:

CATEGORY	LOW	HIGH
MAJOR CITIES	-5.6%	+6.0%
URBANIZED	-14.2%	+20.5%
RURAL	-12.6%	+11.4%
SPECIAL	-0.5%	+0.5%

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In the Major Cities category, generally the electoral divisions with lower populations are areas where growth has occurred since the 2001 census or is occurring at present and the electoral divisions with higher populations are generally those where little growth has occurred or is likely to occur.

In the Urbanized category, the electoral divisions with lower populations are growth areas or, in the case of Vermilion-Lloydminster (-15% of the average) include rural areas with very low-density population. The electoral divisions with high population are Wood Buffalo (+19.5%), where the submissions indicated that the people wanted their municipality included in one division, and St. Albert (+8.9%), intended to include the majority of the city in one division.

In the Rural category, the electoral divisions with low populations are generally those which might qualify as special electoral divisions with slightly different boundaries. Two of the proposed rural electoral divisions (Drumheller-Stettler [-15.5%], and West Yellowhead [+18.4%]) have populations more than 15% below but less than 25% below the provincial quotient. Although technically these do not need to be designated as special electoral divisions, similar factors justify the relatively large deviations from the average population per division. They satisfy the area requirement, satisfy the distance requirement from the Legislature Building, and have borders coterminous with provincial borders.

The Commission believes that these variations from the provincial quotient are justifiable under the Act and conform to the factors cited by the Supreme Court of Canada.

There are two proposed special electoral divisions:

(a) **Dunvegan** (-27.8%): area exceeds the limits set out in 15(2) of the Act, the distance from the Legislature Building in Edmonton to the nearest boundary of the proposed electoral division by the most direct highway route is more than 150 kilometres; there is no town in the proposed electoral division that has a population exceeding 4,000 people; an Indian Reserve is located within the division; and the proposed electoral division has a portion of its boundary coterminous with a boundary of the province.

(b) **Lesser Slave Lake** (-27.1%): area exceeds the limits set out in 15(2) of the Act, the distance from the Legislature Building in Edmonton to the nearest boundary of the proposed electoral division by the most direct highway route is more than 150 kilometres, and Indian Reserves and Metis Settlements are included in the division.

This distribution involves the addition of two new electoral divisions within the City of Calgary and a new division in the heavily populated area surrounding Calgary. The addition of these electoral divisions is offset by the reduction of one division in the City of Edmonton, the reduction of one division in central Alberta and the merger of the former Fort McMurray division with a portion of the former Athabasca-Wabasca special division to form one new division called Wood Buffalo.

In the Interim Report, one member of the Commission, Bauni Mackay, did not support this conclusion. Ms. Mackay disagreed with the removal of a division from Edmonton because she believed that doing so failed to acknowledge Edmonton's growth and the major role the city plays in the economic success and social growth of the province. [Appendix B](#) of this report provides the full text of Ms. Mackay's Minority Position.

The majority of Commission members noted that the application of the matrix generally indicated that Edmonton electoral divisions (and the adjacent electoral divisions) are the easiest in the province to effectively represent, even with the inclusion of the dependant population proportion as one of the variables. The majority of the Commission was guided not only by the matrix but also by all of the information provided in oral and written representations and by its own judgement and research.

The Commission acknowledged the submissions stressing that urban ridings have their own challenges, such as a large number of linguistic and cultural communities and a disproportionate number of people dependent on social programs. There was no hard data available at the time from the 2001 census to support these representations, other than the dependant population ratio that was been included in the matrix.

The Commission also noted that these types of challenges were not confined to the major cities, or even to urban areas. Many rural electoral divisions had significant numbers of different linguistic and cultural

communities, particularly First Nations and Metis groups. They may also have significant numbers of people dependent on social programs.

In light of all the information provided to it, the majority of Commission members believed that, in the circumstances, the loss of only one division in Edmonton was appropriate. This still left Edmonton electoral divisions, on average, about 1,200 below the Calgary average population per division.

The Commission noted that the effect of the proposal was to change the boundaries of every electoral division in the province except one. Consequently, the names of some electoral divisions were changed to reflect the new alignment.

Among these, the Commission proposed three new names, recognizing former mayors in Calgary and Edmonton:

Calgary-Hays - to recognize Harry William Hays, who served as Mayor of Calgary from 1959 to 1963 and later served as Canada's Minister of Agriculture and as a Senator,

Calgary-Mackay - to recognize Donald Hugh Mackay who served as Mayor of Calgary from 1950 to 1959 during a time of tremendous growth. He led the Calgary contingent to the 1948 Grey Cup which began the national festival associated with the game. He also popularized the white stetson as one of Calgary's symbols, and

Edmonton-Decore - to recognize Laurence G. Decore who served as Mayor of Edmonton 1983 to 1988 and conceived the idea of Edmonton's Heritage Festival. He later served as Alberta's Leader of the Official Opposition.

TABLE 6: POPULATIONS OF INTERIM PROPOSED ELECTORAL DIVISIONS

		Pop.	%PA	%CA			Pop.	%PA	%CA
MAJOR CITIES					URBANIZED				
CALGARY					44	Airdrie-Chestermere	37,329	3.8%	4.7%
03	Calgary-Bow	39,673	10.4%	5.3%	45	Banff-Cochrane	35,264	-1.9%	-1.1%
04	Calgary-Bufferlo	39,357	9.5%	4.4%	47	Bonnyville-Cold Lake	32,729	-9.0%	-8.2%
05	Calgary-Cross	38,835	8.0%	3.1%	49	Clover Bar-Fort Saskatchewan	37,014	3.0%	3.8%
06	Calgary-Currie	39,961	11.2%	6.0%	50	Cypress-Medicine Hat	32,169	-10.5%	-9.8%
07	Calgary-East	39,528	9.9%	4.9%	54	Grande Prairie-Smoky	36,158	0.6%	1.4%
08	Calgary-Egmont	37,518	4.4%	-0.4%	55	Grande Prairie-Wapiti	33,007	-8.2%	-7.4%
09	Calgary-Elbow	38,285	6.5%	1.6%	56	Highwood	31,375	-12.8%	-12.0%
10	Calgary-Fish Creek	36,597	1.8%	-2.9%	60	Leduc	37,378	4.0%	4.9%
11	Calgary-Foothills	38,327	6.6%	1.7%	61	Lethbridge-East	34,684	-3.5%	-2.7%
12	Calgary-Fort	38,491	7.1%	2.1%	62	Lethbridge-West	32,695	-9.1%	-8.3%
13	Calgary-Glenmore	38,124	6.0%	1.2%	65	Medicine Hat	35,889	-0.2%	0.7%
14	Calgary-Hays	36,707	2.1%	-2.6%	68	Red Deer-North	36,115	0.5%	1.3%
15	Calgary-Lougheed	38,273	6.5%	1.6%	69	Red Deer-South	36,424	1.3%	2.2%
16	Calgary-McCall	36,458	1.4%	-3.2%	72	Sherwood Park	37,051	3.1%	3.9%
17	Calgary-Mackay	37,803	5.2%	0.3%	73	Spruce Grove-Sturgeon -St. Albert	37,657	4.7%	5.6%
18	Calgary-Montrose	38,478	7.0%	2.1%	74	St. Albert	39,160	8.9%	9.8%
19	Calgary-Mountain View	39,361	9.5%	4.5%	76	Strathmore-Brooks	38,140	6.1%	7.0%
20	Calgary-North Hill	38,072	5.9%	1.0%	78	Vermilion-Lloydminster	30,573	-15.0%	-14.2%
21	Calgary-North West	37,471	4.2%	-0.6%	81	Wetaskiwin-Camrose	36,157	0.6%	1.4%
22	Calgary-Nose Hill	38,596	7.4%	2.4%	83	Wood Buffalo	42,971	19.5%	20.5%
23	Calgary-Shaw	36,258	0.9%	-3.8%	Urbanized TOTAL (21)		749,939	AVG	35,711
24	Calgary-Varsity	38,456	7.0%	2.1%					
25	Calgary-West	38,237	6.4%	1.5%	RURAL				
TOTAL (23)		878,866	AVG	38,212	46	Barrhead-Westlock-Athabasca	36,085	0.4%	7.4%

EDMONTON				
26	Edmonton-Beverly-Clareview	37,797	5.1%	0.3%
27	Edmonton-Calder	35,939	-0.0%	-4.6%
28	Edmonton-Castle Downs	37,570	4.5%	-0.3%
29	Edmonton-Centre	37,030	3.0%	-1.7%
30	Edmonton-Ellerslie	35,707	-0.7%	-5.2%
31	Edmonton-Decore	35,570	-1.1%	-5.6%
32	Edmonton-Glenora	36,766	2.3%	-2.4%
33	Edmonton-Gold Bar	37,280	3.7%	-1.1%
34	Edmonton-Highlands	37,470	4.2%	-0.6%
35	Edmonton-Manning	37,410	4.1%	-0.7%
36	Edmonton-McClung	38,266	6.4%	1.5%
37	Edmonton-Jasper Place-Meadowlark	36,483	1.5%	-3.2%
38	Edmonton-Mill Creek	36,545	1.7%	-3.0%
39	Edmonton-Mill Woods	38,339	6.6%	1.7%
40	Edmonton-Riverview	37,312	3.8%	-1.0%
41	Edmonton-Rutherford	36,420	1.3%	-3.3%
42	Edmonton-Strathcona	36,798	2.4%	-2.3%
43	Edmonton-Whitemud	37,402	4.0%	-0.7%
TOTAL (18)		666,104	AVG	37,006
Major Cities TOTAL (41)		1,544,970	AVG	37,682

48	Cardston-Taber-Warner	31,755	-11.7%	-5.5%
51	Drayton Valley-Calmar	34,038	-5.3%	1.3%
52	Drumheller-Stettler	30,387	-15.5%	-9.5%
53	Foothills-Rocky View	34,083	-5.2%	1.5%
57	Innisfail-Sylvan Lake	36,660	2.0%	9.1%
58	Lac La Biche-St. Paul	33,790	-6.0%	0.6%
59	Lacombe-Ponoka	36,494	1.5%	8.7%
63	Little Bow	34,217	-8.5%	-2.1%
64	Livingstone-Macleod	33,534	-6.7%	-0.2%
66	Olds-Didsbury-Three Hills	34,885	-3.0%	3.9%
67	Peace River	31,434	-12.6%	-6.4%
70	Redwater	33,332	-7.3%	-0.8%
71	Rocky Mountain House	33,121	-7.9%	-1.4%
75	Stony Plain	37,410	4.1%	11.4%
77	Vegreville-Viking	34,004	-5.4%	1.2%
79	Wainwright	31,348	-12.8%	-6.7%
80	West Yellowhead	29,349	-18.4%	-12.6%
82	Whitecourt-Ste. Anne	32,251	-10.3%	-4.0%
Rural TOTAL (19)		636,857	AVG	33,519

SPECIAL				
01	Dunvegan	25,958	-27.8%	-0.5%
02	Lesser Slave Lake	26,196	-27.1%	0.5%
Special TOTAL (2)		52,154	AVG	26,077

Pop. = population of the division
 %PA = % over/under the Provincial Average
 %CA = % over/under the Category Average

The Matrix Applied - Interim Proposed Electoral Divisions...

Table 7 reports the results of applying the matrix to the interim proposed electoral divisions. For a full description of the matrix, see Appendix E.

The range of matrix scores for the existing and proposed electoral divisions by category was:

	EXISTING	PROPOSED
MAJOR CITIES		
Calgary	-12 to -3	-12 to -3
Edmonton	-18 to -9	-17 to -9
URBANIZED	-15 to 12	-15 to 15
RURAL	+3 to +16	+3 to +17
SPECIAL	+16	+15 to +16

TABLE 7: MATRIX APPLIED TO INTERIM PROPOSED ELECTORAL DIVISIONS

Total			Total		
MAJOR CITIES			URBANIZED		
CALGARY			44		
03	Calgary-Bow	-9	Airdrie-Chestermere		
04	Calgary-Buffalo	-12	45		
05	Calgary-Cross	-9	Banff-Cochrane		
06	Calgary-Currie	-11	47		
07	Calgary-East	-10	Bonnyville-Cold Lake		
			49		
			Clover Bar-Fort Saskatchewan		
			50		
			Cypress-Medicine Hat		
			54		
			Grande Prairie-Smoky		

08	Calgary-Egmont	-8
09	Calgary-Elbow	-8
10	Calgary-Fish Creek	-9
11	Calgary-Foothills	-7
12	Calgary-Fort	-6
13	Calgary-Glenmore	-9
14	Calgary-Hays	-9
15	Calgary-Lougheed	-6
16	Calgary-McCall	-3
17	Calgary-Mackay	-6
18	Calgary-Montrose	-9
19	Calgary-Mountain View	-10
20	Calgary-North Hill	-9
21	Calgary-North West	-9
22	Calgary-Nose Hill	-9
23	Calgary-Shaw	-3
24	Calgary-Varsity	-9
25	Calgary-West	-6

EDMONTON

26	Edmonton-Beverly-Clareview	-14
27	Edmonton-Calder	-9
28	Edmonton-Castle Downs	-14
29	Edmonton-Centre	-17
30	Edmonton-Ellerslie	-9
31	Edmonton-Decore	-15
32	Edmonton-Glenora	-15
33	Edmonton-Gold Bar	-15
34	Edmonton-Highlands	-15
35	Edmonton-Manning	-9
36	Edmonton-McClung	-10
37	Edmonton-Jasper Place-Meadowlark	-15
38	Edmonton-Mill Creek	-11
39	Edmonton-Mill Woods	-15
40	Edmonton-Riverview	-15
41	Edmonton-Rutherford	-16
42	Edmonton-Strathcona	-17
43	Edmonton-Whitemud	-9

55	Grande Prairie-Wapiti	10
56	Highwood	0
60	Leduc	-1
61	Lethbridge-East	-5
62	Lethbridge-West	-3
65	Medicine Hat	-2
68	Red Deer-North	-8
69	Red Deer-South	-14
72	Sherwood Park	-11
73	Spruce Grove-Sturgeon-St. Albert	-5
74	St. Albert	-15
76	Strathmore-Brooks	15
78	Vermilion-Lloydminster	9
81	Wetaskiwin-Camrose	-2
83	Wood Buffalo	8

RURAL

46	Barrhead-Westlock-Athabasca	10
48	Cardston-Taber-Warner	17
51	Foothills-Rocky View	8
52	Drayton Valley-Calmar	8
53	Drumheller-Stettler	15
57	Innisfail-Sylvan Lake	4
58	Lac La Biche-St. Paul	12
59	Lacombe-Ponoka	4
63	Little Bow	16
64	Livingstone-Macleod	11
66	Olds-Didsbury-Three Hills	9
67	Peace River	16
70	Redwater	3
71	Rocky Mountain House	13
75	Stony Plain	3
77	Vegreville-Viking	6
79	Wainwright	13
80	West Yellowhead	11
82	Whitecourt-Ste. Anne	9

SPECIAL

01	Dunvegan	15
02	Lesser Slave Lake	16

PART V - SECOND ROUND HEARINGS

Submission Highlights...

In the second round hearings the issue of population concentration in the Calgary/Edmonton corridor as compared to the remainder of the province was again a major topic of discussion. The Commission was urged to use the full four special divisions or the full range of +/-25% population variation allowed by the Act both to address the geographical size of divisions outside the corridor and to permit realignment of some of the divisions within the corridor proposed in the Interim Report. Suggestions were also made that the Matrix either focused too much on rural/remote factors or did not sufficiently recognize issues related to sparsity of population.

Many submissions made useful suggestions regarding revisions to the boundaries of the proposed divisions to better match communities, trading areas, municipal boundaries and other factors. Several submissions emphasized that division boundaries should not bisect municipalities (outside the cities).

Submissions at the Athabasca hearing expressed concern over the proposal to include Wood Buffalo in one division and combine the remainder of the existing Athabasca-Wabasca with the existing Barrhead-Westlock. Many Edmonton submissions mentioned the reduction of one division proposed in the Interim Report. Other submissions focused on northwestern Alberta.

Submissions at the Red Deer hearing focused on the realignment of divisions proposed north of the city, particularly mentioning that the existing Lacombe-Stettler division appears to satisfy all of the requirements of the Act. Submissions at the Calgary hearing suggested changes to individual division boundaries.

Municipal Boundaries...

The Commission is sympathetic to the view that wherever possible a municipality should be contained within a single electoral division. Of course, that is not possible where the population of the municipality is considerably above the average. There is also the challenge of respecting community of interest, for example in the Drumheller area.

Athabasca

The Commission heard the representations that connection with the existing Barrhead?Westlock division was not appropriate and that the existing Athabasca-Wabasca division should be retained, perhaps with an expansion to include some additional population.

In reviewing its proposal to include the Regional Municipality of Wood Buffalo in one division, the Commission noted that more than 90% of the population of the proposed division is concentrated in the relatively small area of the former City of Fort McMurray. The Commission concluded that this division covering the major natural resource area, is appropriate in the current circumstances.

The Commission noted the comments of Councillor John Rigney, the Regional Municipality of Wood Buffalo, at the Fort McMurray first round hearing:

I think Fort McMurray's riding has more electors than the average and Athabasca has much less than the average, and to add more to McMurray seems to be eating away at the level of representation. However, there are unusual circumstances here. I think the voting population north of here is less than a thousand people. I think that in Fort Chip 540 people voted in the municipal election ... Fort MacKay probably has 250 voters, and there might be 20 others living in the countryside. The area is 25,000 square miles north of here if you exclude the national park.

Fort Chipewyan's links are almost exclusively with Fort McMurray. Our employment, our supply centre, our families are primarily in Fort McMurray. The municipal government is in McMurray. Our road and air links are to McMurray. We know McMurray: its people, its businesses, its economy, and its politicians. We have very little in common with the Athabasca area: no agriculture, no forestry, no contacts, no employment, no friends or relatives. Athabasca is closer to Calgary than to Fort Chip and much more expensive to reach from Fort Chip and much more time consuming to get there ... Fort MacKay is linked almost like an umbilical cord

to Fort McMurray. Everything that happens there is related to what happens here. Again most of us from Fort MacKay and Fort Chip see Athabasca once in a lifetime. We're in Fort McMurray constantly.

Recognizing the north/south travel and trade patterns from Athabasca, the Commission is recommending that the Athabasca area be merged with the eastern part of the existing Redwater division to form an Athabasca-Redwater division. Consequently it is also recommending that Barrhead-Westlock be joined with the western portion of the existing Redwater division to form a Barrhead-Morinville-Westlock division.

Edmonton

In considering the Edmonton submissions, the Commission learned that in 1954, a Royal Commission on the Metropolitan Development of Calgary and Edmonton (popularly known as the McNally Commission) recommended that Bowness, Forest Lawn, Montgomery, and portions of land on all sides of Calgary except to the north be added to the City of Calgary. McNally also recommended that Jasper Place, Beverly, most of the industrial area of Strathcona Municipal District, the townsite of Campbelltown and the intervening land, together with a portion of land all around the city limits at the time be added to the City of Edmonton.

To deal with these recommendations, the government of the day appointed a Metropolitan Interim Development Board composed of civil servants. This Board recommended approval of McNally's Calgary recommendation but recommended deletion of most of the Strathcona industrial area, the townsite of Campbelltown (now Sherwood Park) and the intervening area from the Edmonton recommendation.

In 1980, after a lengthy hearing, the Local Authorities Board (LAB) issued Order No. 14000. The Board ordered that the City of St. Albert, a large portion of Strathcona County and portions of the then Municipal District of Sturgeon, County of Parkland and County of Leduc be annexed to the City of Edmonton. Legislation at the time provided that no Annexation Order of the Board had any effect unless it was approved by the government. The government of the day did not approve the Order but varied it by deleting St. Albert and Sherwood Park and compacting the "rural" areas to be annexed.

Had the Board Order been approved, Edmonton's population in the 2001 Canada Census would have been:

	POPULATION
Edmonton	666,104
St. Albert	53,081
Sherwood Park	47,645
Acreage*	10,000
TOTAL	776,830

*This is a conservative estimate of the population in the rural area that would have been annexed under the Board Order.

as compared to Calgary's 2001 population of 878,866.

Using the average provincial division population of 35,951, Edmonton would have been entitled to 22 divisions (Calgary 24). Using the major cities average of 37,682, Edmonton would have been entitled to 21 divisions (Calgary 23).

In this Report the area encompassed in the LAB Order has the equivalent of 21 divisions (Edmonton (18), St. Albert, Sherwood Park and portions of Strathcona and Spruce Grove-Sturgeon-St. Albert). Calgary has 23.

Northwestern Alberta

In a thorough paper, Gary Friedel, MLA pointed out that the Peace River division proposed in the Interim Report had an area 10 times as large as some of the other rural divisions, with communities over 400 kilometres apart. The paper pointed out areas that would be easier to access from other divisions and provided two alternative alignments. The Commission agreed that the alignment of divisions in northwestern Alberta needed to be revisited.

Electoral Division Names

The Commission established a principle that as a general rule, where two or more place names are used, division names should be in alphabetical order. The Commission also decided that where the name of an existing division is appropriate for a recommended division, the existing name should be used.

Summary of Decisions

In considering these submissions, the Commission decided to:

- (a) maintain the distribution of divisions proposed in its Interim Report
- (b) respond as possible to the submissions suggesting relatively minor changes
- (c) amend its proposal regarding the Athabasca area, responding to the submissions suggesting that inclusion with Barrhead and Westlock was not appropriate, by including it with an area to the south (in the existing Redwater division) and consequently amending its proposed extension of the existing Barrhead-Westlock division to include the western portion of the existing Redwater division, and
- (d) adjust boundaries in northwestern, northeastern, and central Alberta, and east of Edmonton to reflect the essence of submissions.

PART VI - RECOMMENDED DIVISIONS

As a result of the Commission's decisions the distribution of divisions has changed slightly from the Interim Report:

	INTERIM REPORT		FINAL REPORT	
	PROPOSED INTERIM	% PA	RECOMMENDED	% PA
MAJOR CITIES	41	4.8	41	4.8
URBANIZED	21	-0.7	22	-0.9
RURAL	19	-6.8	19	-7.6
SPECIAL	2	-27.5	1	-32.7

% PA = the variation of the average population per division in the category from the provincial average population per division (35,951)

The adjustments to the interim proposed divisions in northwestern Alberta resulted in Lesser Slave Lake no longer being classified as a special division. The adjustments east of Edmonton resulted in one additional urbanized division (Fort Saskatchewan-Vegreville).

[Table 8](#) shows the populations of the recommended electoral divisions and compares them to the provincial average and the average for divisions in the category. The variations are:

	FINAL REPORT	
	% PA	% CA
MAJOR CITIES	-2.4 to +10.4	-6.9 to +5.3
URBANIZED	-14.7 to + 19.5	-13.9 to +20.6
RURAL	-22.9 to +4.1	-16.5 to +12.6
SPECIAL	-32.7	N/A

The recommended divisions which are represented by the greatest variations from average all have special circumstances:

Urbanized - Vermilion-Lloydminster (-14.7% of the provincial average) would be difficult to increase given the configuration of other divisions along the eastern boundary of the province: Wood Buffalo (+19.5% of the provincial average) encompasses the whole Regional Municipality of Wood Buffalo as requested in submissions to the Commission.

Rural - Lesser Slave Lake (-22.9% of the provincial average) was formerly a special division. The realignment of boundaries in northwestern Alberta results in Lesser Slave Lake having slightly more than the population requirement to be included in the special division category.

The recommended Calgary divisions range from +0.0% to +10.4% of the provincial average. Those in Edmonton range from -2.4% to +6.9%. With the exception of Lesser Slave Lake (-22.9%), West Yellowhead (-18.4%), Wood Buffalo (+19.5%) and the special division of Dunvegan (-32.7%), the remainder (95%) of the recommended divisions are within the +/-15% of average range targeted by the Commission.

TABLE 8: POPULATIONS OF THE RECOMMENDED ELECTORAL DIVISIONS

Pop.				% PA	% CA
MAJOR CITIES					
CALGARY					
02	Calgary-Bow	39,604	10.2%	5.1%	
03	Calgary-Bufferlo	39,357	9.5%	4.4%	
04	Calgary-Cross	39,524	9.9%	4.9%	
05	Calgary-Currie	39,340	9.4%	4.4%	
06	Calgary-East	38,655	7.5%	2.6%	
07	Calgary-Egmont	37,423	4.1%	-0.7%	
08	Calgary-Elbow	38,906	8.2%	3.2%	
09	Calgary-Fish Creek	36,457	1.4%	-3.3%	
10	Calgary-Foothills	36,415	1.3%	-3.4%	
11	Calgary-Fort	39,155	8.9%	3.9%	
12	Calgary-Glenmore	37,770	5.1%	0.2%	
13	Calgary-Hays	36,258	0.9%	-3.8%	
14	Calgary-Lougheed	36,702	2.1%	-2.6%	
15	Calgary-MacKay	37,803	5.2%	0.3%	
16	Calgary-McCall	36,458	1.4%	-3.2%	
17	Calgary-Montrose	39,276	9.2%	4.2%	
18	Calgary-Mountain View	39,586	10.1%	5.1%	
19	Calgary-North Hill	38,465	7.0%	2.1%	
20	Calgary-North West	39,246	9.2%	4.2%	
21	Calgary-Nose Hill	38,622	7.4%	2.5%	
22	Calgary-Shaw	35,966	0.0%	-4.6%	
23	Calgary-Varsity	39,691	10.4%	5.3%	
24	Calgary-West	38,187	6.2%	1.3%	
TOTAL (23)		878,866	6.3%	1.4%	

Pop.				% PA	% CA
URBANIZED					
43	Airdrie-Chestermere	37,651	4.7%	5.7%	
45	Banff-Cochrane	35,593	-1.0%	-0.1%	
48	Bonnyville-Cold Lake	31,289	-13.0%	-12.2%	
51	Cypress-Medicine Hat	31,513	-12.3%	-11.5%	
54	Fort Saskatchewan-Vegreville	36,172	0.6%	1.5%	
55	Grande Prairie-Smoky	36,178	0.6%	1.6%	
56	Grande Prairie-Wapiti	32,987	-8.2%	-7.4%	
57	Highwood	31,410	-12.6%	-11.8%	
61	Leduc-Beaumont-Devon	37,378	4.0%	4.9%	
63	Lethbridge-East	34,684	-3.5%	-2.6%	
64	Lethbridge-West	32,695	-9.1%	-8.2%	
67	Medicine Hat	35,889	-0.2%	0.7%	
70	Red Deer-North	36,115	0.5%	1.4%	
71	Red Deer-South	36,424	1.3%	2.3%	
73	Sherwood Park	35,360	-1.6%	-0.7%	
74	Spruce Grove-Sturgeon-St. Albert	37,216	3.5%	4.5%	
75	St. Albert	39,160	8.9%	9.9%	
77	Strathcona	36,435	1.3%	2.3%	
78	Strathmore-Brooks	38,140	6.1%	7.1%	
79	Vermilion-Lloydminster	30,675	-14.7%	-13.9%	
81	Wetaskiwin-Camrose	37,750	5.0%	6.0%	
83	Wood Buffalo	42,971	19.5%	20.6%	
TOTAL (22)		783,685	-0.9%	35,622	

Pop.				% PA	% CA
RURAL					
44	Athabasca-Redwater	34,772	-3.3%	4.7%	
46	Barrhead-Morinville-Westlock	35,086	-2.4%	5.6%	
47	Battle River-Wainwright	31,042	-13.7%	-6.5%	
49	Calmar-Drayton Valley-Millet	34,279	-4.7%	3.2%	
50	Cardston-Taber-Warner	31,755	-11.7%	-4.4%	
52	Drumheller-Stettler	33,483	-6.9%	0.8%	
53	Foothills-Rocky View	33,397	-7.1%	0.6%	
58	Innisfail-Sylvan Lake	36,076	0.3%	8.6%	

Pop.				% PA	% CA
EDMONTON					
25	Edmonton-Beverly-Clareview	37,797	5.1%	0.3%	
26	Edmonton-Calder	37,190	3.4%	-1.3%	
27	Edmonton-Castle Downs	37,570	4.5%	-0.3%	
28	Edmonton-Centre	35,096	-2.4%	-6.9%	
29	Edmonton-Decore	35,570	-1.1%	-5.6%	
30	Edmonton-Ellerslie	35,707	-0.7%	-5.2%	

31	Edmonton-Glenora	36,766	2.3%	-2.4%
32	Edmonton-Gold Bar	37,052	3.1%	-1.7%
33	Edmonton-Highlands-Norwood	38,418	6.9%	2.0%
34	Edmonton-Jasper Place	36,483	1.5%	-3.2%
35	Edmonton-Manning	37,410	4.1%	-0.7%
36	Edmonton-McClung	38,266	6.4%	1.5%
37	Edmonton-Mill Creek	36,545	1.7%	-3.0%
38	Edmonton-Mill Woods	38,339	6.6%	1.7%
39	Edmonton-Riverview	37,059	3.1%	-1.7%
40	Edmonton-Rutherford	36,420	1.3%	-3.3%
41	Edmonton-Strathcona	37,014	3.0%	-1.8%
42	Edmonton-Whitemud	37,402	4.0%	-0.7%
TOTAL (18)		666,104	2.9%	-1.8%
MAJOR CITIES TOTAL		1,544,970	4.8%	

59	Lac La Biche-St. Paul	35,230	-2.0%	6.1%
60	Lacombe-Ponoka	35,065	-2.5%	5.6%
62	Lesser Slave Lake	27,731	-22.9%	-16.5%
65	Little Bow	32,897	-8.5%	-1.0%
66	Livingstone-Macleod	33,534	-6.7%	1.0%
68	Olds-Didsbury-Three Hills	32,738	-8.9%	-1.4%
69	Peace River	31,655	-11.9%	-4.7%
72	Rocky Mountain House	33,313	-7.3%	0.3%
76	Stony Plain	37,410	4.1%	12.6%
80	West Yellowhead	29,349	-18.4%	-11.6%
82	Whitecourt-Ste. Anne	32,251	-10.3%	-2.9%
TOTAL (19)		631,063	-7.6%	33,214

SPECIAL				
01	Dunvegan	24,202	-32.7%	

Pop. = population of the division

%PA = the variation of the division population from the provincial average population per division (35,951)

%CA = the variation of the division population from the average population per division in the category

Applying The Matrix...

Table 9 reports the results of applying the matrix to the recommended electoral divisions. For a full description of the matrix, see Appendix E. It should be noted that since the Interim Report was released the number of Regional Health Authorities has been reduced to nine, thereby affecting the number of elected/appointed bodies overlapping some of the electoral divisions.

The range of matrix scores for the recommended electoral divisions by category is:

	RECOMMENDED
MAJOR CITIES	
Calgary	-3 to -12
Edmonton	-9 to -18
URBANIZED	-15 to +15
RURAL	+3 to +17
SPECIAL	+16

Appendix F provides the descriptions of the boundaries of the recommended electoral divisions.

Appendix G provides maps showing the recommended electoral divisions.

TABLE 9: MATRIX APPLIED TO THE RECOMMENDED ELECTORAL DIVISIONS

	SCORE
MAJOR CITIES	
CALGARY	
02 Calgary-Bow	-9
03 Calgary-Buffer	-12
04 Calgary-Cross	-9
05 Calgary-Currie	-12
06 Calgary-East	-9
07 Calgary-Egmont	-7
08 Calgary-Elbow	-8
09 Calgary-Fish Creek	-10
10 Calgary-Foothills	-6

	SCORE
URBANIZED	
43 Airdrie-Chestermere	1
45 Banff-Cochrane	8
48 Bonnyville-Cold Lake	10
51 Cypress-Medicine Hat	10
54 Fort Saskatchewan-Vegreville	3
55 Grande Prairie-Smoky	12
56 Grande Prairie-Wapiti	11
57 Highwood	1
61 Leduc-Beaumont-Devon	-2
63 Lethbridge-East	-4

11	Calgary-Fort	-5
12	Calgary-Glenmore	-9
13	Calgary-Hays	-3
14	Calgary-Lougheed	-7
15	Calgary-MacKay	-6
16	Calgary-McCall	-3
17	Calgary-Montrose	-9
18	Calgary-Mountain View	-10
19	Calgary-North Hill	-9
20	Calgary-North West	-9
21	Calgary-Nose Hill	-9
22	Calgary-Shaw	-9
23	Calgary-Varsity	-9
24	Calgary-West	-8

EDMONTON		
25	Edmonton-Beverly-Clareview	-14
26	Edmonton-Calder	-9
27	Edmonton-Castle Downs	-13
28	Edmonton-Centre	-18
29	Edmonton-Decore	-15
30	Edmonton-Ellerslie	-9
31	Edmonton-Glenora	-15
32	Edmonton-Gold Bar	-15
33	Edmonton-Highlands-Norwood	-15
34	Edmonton-Jasper Place	-15
35	Edmonton-Manning	-9
36	Edmonton-McClung	-10
37	Edmonton-Mill Creek	-11
38	Edmonton-Mill Woods	-15
39	Edmonton-Riverview	-15
40	Edmonton-Rutherford	-15
41	Edmonton-Strathcona	-17
42	Edmonton-Whitemud	-9

64	Lethbridge-West	-3
67	Medicine Hat	-2
70	Red Deer-North	-8
71	Red Deer-South	-14
73	Sherwood Park	-10
74	Spruce Grove-Sturgeon-St. Albert	-6
75	St. Albert	-15
77	Strathcona	-3
78	Strathmore-Brooks	15
79	Vermilion-Lloydminster	9
81	Wetaskiwin-Camrose	-1
83	Wood Buffalo	8

RURAL		
44	Athabasca-Redwater	7
46	Barrhead-Morinville-Westlock	10
47	Battle River-Wainwright	13
49	Calmar-Drayton Valley-Millet	8
50	Cardston-Taber-Warner	17
52	Drumheller-Stettler	15
53	Foothills-Rocky View	8
58	Innisfail-Sylvan Lake	3
59	Lac La Biche-St. Paul	14
60	Lacombe-Ponoka	4
62	Lesser Slave Lake	16
65	Little Bow	17
66	Livingstone-Macleod	11
68	Olds-Didsbury-Three Hills	8
69	Peace River	16
72	Rocky Mountain House	12
76	Stony Plain	3
80	West Yellowhead	9
82	Whitecourt-Ste. Anne	9

SPECIAL		
01	Dunvegan	16

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In reviewing the variables used in the 1995/1996 matrix, the 2002/2003 Commission considered that, given the submissions it had received, it would be useful to add variables related to the number of languages other than English spoken in the division and some social variable such as the number of persons receiving assistance under the various programs offered by the Province. In addition, the Commission considered that some indication of the number of non-profit organizations which an MLA would be required to maintain contact with would also be an indicator of representation challenges.

In the end, none of these variables were added. Statistics Canada will not release mother tongue information (the indicator for the number of languages variable) from the 2001 census until December 2002. The Commission was informed that less than 50,000 of the nearly 3 million Albertans are recipients under social assistance programs. There also appeared to be no accurate records of the number of non-profit organizations active in each electoral division.

The absence of reliable information for these variables called into question the relevance of the matrix for urban electoral divisions. This led the Commission to decide that the matrix is most useful when it is applied to the four categories of electoral divisions - major cities, urbanized, rural and special.

The Commission also considered driving time in relation to the distance from the Legislature. For example, a southern Alberta MLA who has to drive through Calgary to get to Edmonton might face traffic delays which would make the trip longer or more difficult than for an MLA whose travel was mostly outside the major traffic congestion areas. Again, there appeared to be no accurate method of measuring this variable. During the hearings, some submissions suggested that air travel could offset the distance factor. Others suggested that, depending where an MLA lives, it could take as long to fly as to drive and the availability of scheduled airline service to most of Alberta would pose scheduling difficulties for the MLA.

In reviewing the 1995/1996 Commission's variables, the 2002/2003 Commission decided that since population was a standard requirement, it did not need to be included in the matrix. The Commission also determined that the number of Albertans living in urban population centres of 1,000 or more affected the degree of difficulty in representing the electoral division. Therefore it decided to replace the population variable with a "rural/urban ratio" variable.

In the end, the Commission decided to include the following variables in the matrix:

- **Area** of the division in square kilometres
- **Density** of population (people per square kilometre)
- **Rural/Urban Ratio** - the number of people living in the rural areas of the division for every 100 people living in an urban centre of 1,000 or more
- **"Dependant" Population Proportion** - the number of children (0-14 years old) and seniors (65+) compared to the total population with a higher ratio indicating a larger number of persons eligible to be dependent on various provincial programs
- **Elected/Appointed Bodies, Indian Reserves and Metis Settlements** - the number of local authorities in the division
- **Distance to the Legislature** measured as the distance from the Legislature to the geographic centre of the division

The way the matrix is structured, **a higher score indicates greater difficulty in providing effective representation. A lower score indicates less difficulty.**

The mean value for each variable has been determined and points have been allocated on the basis of deviation from the mean. A score of zero for any variable indicates that the division is within +/-10% of the mean value. A score of +/-1 indicates a deviation of +/-10% up to 19% from the mean; a score of +/-2 indicates a deviation of +/-20% up to 29% from the mean; a score of +/-3 indicates a deviation of +/-30% or greater from the mean. Since there are six variables, each eligible for a maximum score of +/-3, the maximum score would be +/-18.

A detailed description of the 2002/2003 matrix is provided in [Appendix E](#).

The Commission believes that this matrix is statistically defensible and is understandable. While it is not a panacea and does not cover everything, it does provide a measure of difficulty of representation, particularly within the categories of electoral divisions which the Commission adopted.

[Table 4](#) shows the results of applying this matrix to the existing electoral divisions.



Existing Electoral Division Maps

To view **Existing** Electoral Division Maps, please select one of the following:

- [Province of Alberta](#)
- [Edmonton and Electoral Divisions within](#)
- [Calgary and Electoral Divisions within](#)
- [Other Electoral Divisions](#)
- [Major Cities](#)

Note: The following maps are those printed in the **final** report of the 2002/2003 Electoral Boundaries Commission. Revisions made post publication of the report are not reflected on these maps. For updated maps, you may contact Elections Alberta at (780) 427-7191.

To view **2002/2003 Recommended** Electoral Division Maps, please select one of the following:

- [Grande Prairie](#) (45 KB)
- [Lethbridge](#) (63 KB)
- [Medicine Hat](#) (59 KB)
- [Red Deer](#) (65 KB)
- [Sherwood Park](#) (55 KB)
- [St. Albert](#) (57 KB)

- [Calgary](#) (593 KB)
- [Edmonton](#) (396 KB)
- [Province of Alberta](#) (1.08 MB)
- [Northern Alberta](#) (481 KB)
- [Central Alberta](#) (472 KB)
- [Southern Alberta](#) (318 KB)

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Note: The following maps are those printed in the **interim** report of the 2002/2003 Electoral Boundaries Commission. Revisions made post publication of the report are not reflected on these maps. For updated maps, you may contact Elections Alberta at (780) 427-7191.

To view **2002/2003 Proposed** Electoral Division Maps, please select one of the following:

- [Grande Prairie](#) (71.7 KB)
- [Lethbridge](#) (26.3 KB)
- [Medicine Hat](#) (26.2 KB)
- [Red Deer](#) (26.4 KB)
- [Sherwood Park](#) (24.5 KB)
- [St. Albert](#) (26.0 KB)

- [Calgary](#) (209 KB)
- [Edmonton](#) (229 KB)
- [Province of Alberta](#) (1.15 MB)
- [Northern Alberta](#) (523 KB)
- [Central Alberta](#) (544 KB); [Wetaskiwin-Camrose](#) (Revised) (163 KB)
- [Southern Alberta](#) (356 KB)

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Proposed Electoral Division Maps

The following maps are in **PDF**  format.

Click [here](#) to download a free Acrobat Reader to view the pdf files

Recommended Electoral Division Maps

The following maps are in **PDF**  format.

Click [here](#) to download a free Acrobat Reader to view the pdf files



Appendix A

The following maps are in **PDF**  format.

Click [here](#) to download a free Acrobat Reader to view the pdf files

Click [here](#) to view the lists of presenters and submitters for first- and second- round public hearings in pdf format.

Appendix B

ALBERTA ELECTORAL BOUNDARIES COMMISSION MINORITY POSITION by Bauni Mackay

Increasing the number of Calgary electoral divisions to 23 to partially accommodate that city's 15.8% growth and retaining 42 in the rest of the province leaves Edmonton with 18 electoral divisions, one fewer than it currently has.

I disagree with the recommendation to remove a division from Edmonton for several reasons.

POPULATION GROWTH: Although Edmonton did not have the growth of Calgary prior to the 2001 Census, it did have a growth rate of 8.7%, enough to retain 19 electoral divisions. Based on the 2001 Census figures, the average population of the current Edmonton electoral divisions is 35,058, just 2.4% below the provincial average of 35,951.

Edmonton has grown dramatically since the 2001 Census was completed. According to Economic Development Edmonton, in 2001 the population of Edmonton grew by 4.5%, exceeding the Conference Board of Canada's forecast that it would be the fastest growing city in Canada with a growth rate of 4.1%. The Conference Board of Canada forecasts Edmonton's growth at 2.4% for 2002 and 4.5% for 2003.

According to the Canada Mortgage and Housing Corporation, in the first six months of 2002, single family housing starts in Edmonton increased by 50% compared to the same period last year. In May of 2002 there was a 95% jump in single and multiple housing starts compared to May, 2001, and in June the increase over last year's figures was 91%.

In other words, Edmonton's rapid growth has been occurring since the 2001 Census and is forecast to continue. However, the Electoral Boundaries Commission Act stipulates that the next Commission is to be appointed no sooner than 8 years after the appointment of this Commission. Therefore, in the next eight years, Edmonton's population will be disproportionately larger than the figures in the Commission's report indicate, thus further diluting Edmontonians' votes in the next two elections and further diminishing Edmonton's voice in the Legislative Assembly.

REPRESENTATION BY POPULATION: The concept of representation by population (one person, one vote) is fundamental to a democratic society. Voter parity should be the first consideration in determining electoral boundaries. However, the proposal that Calgary gain two seats, Edmonton lose one seat and the rest of the province lose only one seat means that the residents of Edmonton will have their right to democratic representation compromised.

The challenge is to find ways to get as close as possible to voter parity without violating anyone's right to effective representation. Inevitably, this requires additional human and financial resources to provide the physical means to ensure effective representation for all Albertans, including more rural constituency offices and staff, increased air travel, more assistance with ground travel, and high quality communications technology. The capacity to do this rests in the will of the Legislative Assembly, not in taking a division from Edmonton.

EFFECTIVE REPRESENTATION: The definition of effective representation is vague. It would seem that the ease with which the MLA and constituents are able to have access to each other is the measurement of effective representation. However, ensuring adequate access and addressing access issues is the responsibility of Member Services, not of the Electoral Boundaries Commission.

At one time access required face to face contact. Distance, area, and population density were critical factors in determining the effectiveness of representation. However, in the 21st century, access means communicating efficiently and expediently. The excellent communications technology available across Alberta, including the Supernet, makes distance, area, and population density insignificant barriers to accessibility. Where one lives or works in this province no longer determines one's ability to communicate anywhere in the world. Effectiveness of representation is no longer a function of location.

Distance from the legislature is a differentiating factor, but Alberta is blessed with a network of roads and air strips that is second to none. If there is a weak link in this network, it is the lack of adequate roadways in Edmonton and Calgary.

Although linear distance, geographic area, and low population density are viewed as potential barriers to effective representation and are therefore measured and compared, cultural distance as defined by linguistic, ethnic, religious, cultural and racial diversity is not. Neither is the social distance that is created by the fact that large cities are magnets for the physically, mentally, emotionally, or spiritually unwell. Similarly, vertical distance and high population density can be daunting because any kind of access to residents of apartment blocks and high rises is often impossible. The anonymity and social isolation of city dwellers provides another invisible distance.

These distances, unlike linear distance, cannot be bridged by technology because there must be social learning, which can come only from interpersonal contact. Although these distances make effective representation in some Edmonton constituencies extremely difficult, they were not taken into consideration in the distribution of electoral divisions.

INCREASING URBANIZATION: Like the rest of the world, Alberta has become increasingly urbanized. This phenomenon places great stress on those rural areas that are coping with the economic and social losses accompanying their de-population just as it does on the large urban centres as they struggle to develop the infrastructure to support their burgeoning populations.

During the hearings in rural Alberta, the Commission heard a lot about the loss of rural power in most economic, social and political arenas in the province. The remedy proposed by most presenters at these hearings is to maintain or even increase the number of rural electoral divisions. Some presenters suggested giving urban electoral divisions a +25% variance from the provincial average and rural electoral divisions a -25% variance to compensate for the imbalance in population.

While there is no question that the changing face of the province presents a major concern that must be dealt with, the urban/rural distinction serves no useful purpose in grappling with the economic, political and social challenges facing Albertans. The solution lies in public policy and not in removing a division from Edmonton. Diluting Edmonton's voice in the Legislative Assembly is not the solution to maintaining a strong rural population. In fact there is a growing body of evidence to show how regressive and counter productive such a move is.

For example, in *A State of Minds: Toward a Human Capital Future for Canadians*, Tom Courchene states that cities are where the policies of the federal and provincial governments most visibly come into play - policies related to health care, education, immigration, and trade and investment. He says that more than ever, these governments must look through an urban lens to see how well their policies are working.

Anne Golden, the president and Chief Executive Officer of the Conference Board of Canada told the Toronto City Summit on June 26, 2002 that "globalization and the knowledge and information revolution have greatly enhanced the position and importance of cities..." In the July 24, 2002 edition of *The Edmonton Journal*, Golden also says, "We need to take a closer look at the plight of Canadian cities. Canadian cities are charged not only with the basic business of city-building - roads, transit and other infrastructure required by modern economies - but also must shoulder a large portion of the responsibility for various social programs... A consensus about the need for change is developing, and it is characterized by a deepening understanding of the pivotal role of cities in the dynamics of innovation."

In his presentation to the Electoral Boundaries Commission, Dr. Roger Gibbins, President and CEO of Canada West Foundation reiterated this point of view. He talked about the need to recognize the role of cities in the global economy, pointing out that:

- cities drive the new, knowledge-based economy which is central to the well-being of this province,
- cities attract immigration, which is vitally important to provide the human capital necessary to compete in the global economy,
- cities are where national and international corporations choose to locate based on the quality of life offered in those cities.

Dr. Gibbins stated that "all Albertans stand to gain from an urban strategy that enhances the competitive position of the province's major cities in the new global economy." He went on to say, "I would argue, therefore, that the Electoral Boundaries Commission should recognize both the urban growth to date and the urban growth to come ... It should recommend that urban voters bring their demographic weight to bear in the Legislative Assembly, thereby ensuring that the Assembly reflects and responds to the province's new urban agenda... I would recommend that the Electoral Boundaries Commission should embrace rather than resist Alberta's new urban reality, and thereby play a role in enhancing the province's competitive position... The Electoral Boundaries Commission should embrace the new urban realities, enhance urban representation in the Legislative Assembly, and then, but only then, empower representatives from low-density constituencies through reducing the numerical size of their constituencies."

Dr. Gibbins was not talking only about Calgary. To ignore the role of Edmonton in the changing economy by removing an electoral division and diminishing that city's voice in the Legislative Assembly is to lack the vision and flexibility demanded by the realities of the 21st Century.

WHAT THE NUMBERS DO NOT SAY: The recommendations of the Electoral Boundaries Commission are based on a precise interpretation of the legislation and pertinent court

decisions, with little visionary latitude. Exchanging three electoral divisions north of Red Deer for three electoral divisions in and around Calgary recognizes neither the geographic size nor the economic explosion of the top two-thirds of the province. Similarly, focusing on the numbers disregards the fact that Edmonton is the economic and social hub of the northern two-thirds of the province, extending from Red Deer to the Northwest Territories border and beyond.

Edmonton is the capital city, the seat of government, the gateway to the North, and the magnet site for health care, education, employment, recreation, and commerce for the major part of the province. Residents from Red Deer north to the Territories and beyond depend on Edmonton for all of these services, some within a 100 km. radius on a daily basis, others intermittently as the need arises. Government decisions affecting the central and northern part of Alberta have an impact on Edmonton, and Edmonton's voice in the Legislature must be strong enough to influence these decisions.

Edmonton, with the most diversified business base in the province, including knowledge-based industries, has one of the fastest growing economies in the country. This benefits the whole province. Growth in the metropolitan area surrounding Edmonton is largely the result of Edmonton's rapid economic development. Similarly, the foundation of much of the economic activity and consequent population growth in the northern part of the province is generated, supported and facilitated in Edmonton. Removing an electoral division from Edmonton fails to acknowledge the major role Edmonton plays in the economic success and social growth of this province.

Not one presenter at the Commission hearings in Edmonton suggested that Edmonton should lose a division. Even in the rest of the province, there were very few presenters who singled out Edmonton to lose a division. However, what we did hear many times in rural Alberta is that the electoral boundaries process should be about people and not about numbers.

The people of Edmonton should not be penalized because their city did not grow as fast as Calgary prior to the 2001 Census. They should not be the victims of timing, circumstance, or rigid adherence to a numerical doctrine.

What the numbers do not say expresses the truth far more accurately and fairly than what they do say. Therefore, notwithstanding the arguments put forth in the interim report of the Alberta Electoral Boundaries Commission, Edmonton should retain 19 electoral divisions.

Dated at Edmonton, Alberta, this 9th day of September, 2002.

Bauni Mackay, Member

Appendix C

ELECTORAL BOUNDARIES COMMISSION ACT Chapter E-3

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of Alberta, enacts as follows:

Definition

1 In this Act, “Commission” means an Electoral Boundaries Commission appointed pursuant to section 2.

1990 cE-4.01 s1

Part 1

Electoral Boundaries Commissions

Electoral Boundaries Commission

2(1) From time to time as required by this Act, an Electoral Boundaries Commission is to be appointed consisting of

- (a) a chair appointed by the Lieutenant Governor in Council,
 - (i) who must be one of the following:
 - (ii) the Ethics Commissioner;
 - (iii) the Auditor General;
 - (iv) the president of a post-secondary educational institution in Alberta;
 - (v) a judge or retired judge of any court in Alberta;
 - (vi) a person whose stature and qualifications are, in the opinion of the Lieutenant Governor in Council, similar to those of the persons referred to in subclauses (i) to (iv),
- (b) 2 persons, who are not members of the Legislative Assembly, appointed by the Speaker of the Legislative Assembly on the nomination of the Leader of Her Majesty's loyal opposition in consultation with the leaders of the other opposition parties represented in the Legislative Assembly, and
- (c) 2 persons, who are not members of the Legislative Assembly, appointed by the Speaker of the Legislative Assembly on the nomination of the President of the Executive Council.

(2) The Chief Electoral Officer is to provide advice, information and assistance to the Commission.

(3) With respect to the persons appointed under subsection (1)(b), one must be resident in a city and the other resident outside a city at the time of their appointment.

(4) With respect to the persons appointed under subsection (1)(c), one must be resident in a city and the other resident outside a city at the time of their appointment.

(5) Persons appointed under subsection (1) must be Canadian citizens, residents of Alberta and at least 18 years of age.

1990 cE-4.01 s2;1995 c10 s2

Function

3 The function of a Commission is to review the existing electoral boundaries established under the Electoral divisions Act and to make proposals to the Legislative Assembly as to the area, boundaries and names of the electoral divisions of Alberta in accordance with the rules set out in Part 2.

1990 cE-4.01 s3;1995 c10 s3

Remuneration

4(1) The members of a Commission may be paid the remuneration prescribed by the Lieutenant Governor in Council for their services on the Commission.

(2) The members of a Commission may be paid their reasonable travelling and living expenses while away from their ordinary place of residence in the course of their duties as members at the rates the Lieutenant Governor in Council prescribes.

1990 cE-4.01 s4

Time of appointment

5(1) A Commission is to be appointed on or before June 30, 2002.

(2) Subsequent Commissions are to be appointed during the first session of the Legislature following every 2nd general election after the appointment of the last Commission.

(3) Notwithstanding subsection (2), if less than 8 years has elapsed since the appointment of the last Commission, the Commission is to be appointed

(a) no sooner than 8 years, and

(b) no later than 10 years

after the appointment of the last Commission.

RSA 2000 cE-3 s5;2001 c23 s3

Report to Speaker

6(1) The Commission shall, after considering any representations to it and within 7 months of the date on which the Commission is appointed, submit to the Speaker of the Legislative Assembly a report that shall set out the area, boundaries and names of the proposed electoral divisions and reasons for the proposed boundaries of the proposed electoral divisions.

(2) On receipt of the report, the Speaker shall make the report public and publish the Commission's proposals in The Alberta Gazette as soon as possible.

(3) If the office of Speaker is vacant, the report shall be submitted to the Clerk of the Legislative Assembly, who shall comply with subsection (2).

1990 cE-4.01 s6;1995 c10 s5

Public hearings

7(1) The Commission must hold public hearings both

(a) before its report is submitted to the Speaker, and

(b) after its report has been made public,

at the places and times it considers appropriate to enable representations to be made by any person as to the area and boundaries of any proposed electoral division.

(2) The Commission shall give reasonable public notice of the time, place and purpose of any public hearings held by it.

1990 cE-4.01 s7;1993 c2 s8

Amendment of report

8(1) The Commission may, after considering any further representations made to it and within 5 months of the date it submitted its report, submit to the Speaker a final report.

(2) On receipt of the report, the Speaker shall make it public and publish it in The Alberta Gazette.

(3) If the office of Speaker is vacant, the report shall be submitted to the Clerk of the Legislative Assembly, who shall comply with subsection (2).

1990 cE-4.01 s8;1995 c10 s6

Commission report

9 If there is more than one report submitted under section 6 or 8, the report of a majority of the members of the Commission is the report of the Commission, but if there is no majority, the report of the chair is the report of the Commission.

1995 c10 s7

Report to Assembly

10 After the Commission has complied with sections 6 to 8, the final report of the Commission shall,

- (a) if the Legislative Assembly is sitting when the report is submitted, be laid before the Assembly immediately, or
- (b) if the Legislative Assembly is not then sitting, be laid before the Assembly within 7 days after the beginning of the next sitting.

1990 cE-4.01 s9;1995 c10 s8

New electoral divisions

11(1) If the Assembly, by resolution, approves or approves with alterations the proposals of the Commission, the Government shall, at the same session, introduce a Bill to establish new electoral divisions for Alberta in accordance with the resolution.

(2) The Bill shall be stated to come into force on Proclamation and, if enacted, shall be proclaimed in force before the holding of the next general election.

1990 cE-4.01 s10

Part 2

Redistribution Rules

Population

12(1) In this Part, "population" means, subject to subsection (2), the population of Alberta as provided in the most recent decennial census of population referred to in section 19(3) of the Statistics Act (Canada), from which the population of all proposed electoral divisions is available, plus the population on Indian reserves that were not included in the census, as provided by the Department of Indian and Northern Affairs (Canada).

(2) If, in the opinion of the Commission, there is some other province-wide census that is more recent than the decennial census of population referred to in section 19(3) of the Statistics Act (Canada), from which the population of all proposed electoral divisions is available, the population of Alberta for the purposes of this Part is to be determined

- (a) by that province-wide census of population, and
- (b) with respect to the population on Indian reserves that are not included in the census, by the Department of Indian and Northern Affairs (Canada).

1990 cE-4.01 s12;1993 c2 s10;1995 c10 s9

Electoral divisions

13 The Commission is to divide Alberta into 83 proposed electoral divisions.

1990 cE-4.01 s13;1995 c10 s10

Relevant considerations

14 In determining the area to be included in and in fixing the boundaries of the proposed electoral divisions, the Commission, subject to section 15, may take into consideration any factors it considers appropriate, but shall take into consideration

- (a) the requirement for effective representation as guaranteed by the Canadian Charter of Rights and Freedoms,
- (b) scarcity and density of population,
- (c) common community interests and community organizations, including those of Indian reserves and Metis settlements,

- (d) wherever possible, the existing community boundaries within the cities of Edmonton and Calgary,
- (e) wherever possible, the existing municipal boundaries,
- (f) the number of municipalities and other local authorities,
- (g) geographical features, including existing road systems, and
- (h) the desirability of understandable and clear boundaries.

1990 cE-4.01 s16;1993 c2 s12;1995 c10 s12

Population of Electoral Divisions

15(1) The population of a proposed electoral division must not be more than 25% above nor more than 25% below the average population of all the proposed electoral divisions.

(2) Notwithstanding subsection (1), in the case of no more than 4 of the proposed electoral divisions, if the Commission is of the opinion that at least 3 of the following criteria exist in a proposed electoral division, the proposed electoral division may have a population that is as much as 50% below the average population of all the proposed electoral divisions:

- (a) the area of the proposed electoral division exceeds 20,000 square kilometres or the total surveyed area of the proposed electoral division exceeds 15,000 square kilometres;
- (b) the distance from the Legislature Building in Edmonton to the nearest boundary of the proposed electoral division by the most direct highway route is more than 150 kilometres;
- (c) there is no town in the proposed electoral division that has a population exceeding 4,000 people;
- (d) the area of the proposed electoral division contains an Indian reserve or a Metis settlement;
- (e) the proposed electoral division has a portion of its boundary coterminous with a boundary of the Province of Alberta.

(3) For the purpose of subsection (2)(c), The Municipality of Crowsnest Pass is not a town.

1990 cE-4.01 s17;1993 c2 s13

Appendix D EXCERPT FROM THE REPORT OF THE 2002 YUKON ELECTORAL BOUNDARIES COMMISSION

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part ii: CONSIDERATIONS

The Canadian Charter of Rights and Freedoms

Section 3 of the *Canadian Charter of Rights and Freedoms* (the “*Charter*”) states:

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.

Legal Precedent

The Commission reviewed the relevant cases. The first Canadian court case to consider the

constitutionality of electoral boundaries was *Dixon v. Attorney General of British Columbia* ^[i], decided by the Supreme Court of British Columbia in 1989. *Dixon* concluded that the “right to vote” in section 3 of the *Charter* gives rise to constitutional limits on the unequal distribution of population between electoral districts. While the Court decided that section 3 of the *Charter* did

not require absolute equality of voting power ^[ii] it did find that “relative equality of voting power is

fundamental to the right to vote.”^[iii]

The *Dixon* case also concluded that deviations from “absolute parity” should be permitted, but only those “which can be justified on the ground that they contribute to better government of the populous as a whole, giving due weight to regional issues within the populous and geographic factors within the territory governed.”^[iv]

While *Dixon* approved of setting limits on the extent to which the province of British Columbia could deviate from equality of voting power, it stated, “In determining the amount of deviation

permissible, deference must be accorded to the legislature.”^[v] The maximum deviation of plus or minus 25 percent recommended by the 1987 British Columbia Electoral Boundaries Commission (which had not yet been acted upon) was noted by the Court to be tolerable “given the vast and

sparsely populated regions to be found in British Columbia.”^[vi] However, as the subsequent British Columbia Electoral Boundaries Commission remarked in its Report of December 3, 1998 “...nothing in the *Dixon* decision precludes an argument that, in appropriate circumstances, a deviation greater

than plus or minus 25 percent may be justified.”^[vii] As that Report noted, the only general proposition laid down in *Dixon* is that deviations from voter parity must be justified.

A percentage deviation occurs when the number of electors in an electoral district is compared with the electoral quotient.^[viii] The electoral quotient is the average number of electors per electoral district, commonly obtained by dividing the number of electors by the total number of electoral districts.^[ix]

In 1991, the Supreme Court of Canada dealt with the issue of electoral boundaries in *Reference Re:*

Prov. Electoral Boundaries (Sask.)^[x] (the “*Saskatchewan Reference*”). This case remains the leading Canadian authority on the constitutionality of electoral boundaries. It established that “... 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”...”^[xi] The majority decision stated:

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; as noted in *Dixon* ... elected representatives function in two roles - legislative and what has been termed the “ombudsman role.”

What are the conditions of effective representation? The first is relative parity of voting power. ...

But parity of voting power, though of prime importance, is not the only factor to be taken into account in ensuring effective representation. ...

Notwithstanding the fact that the value of a citizen’s vote should not be unduly diluted, it is a practical fact that effective representation cannot often be achieved without taking into account countervailing factors.

First, absolute parity is impossible...

Secondly, such relative parity as may be possible of achievement may

prove undesirable because it has the effect of detracting from the primary goal of effective representation. Factors like geography, community history, community interests and minority representation may need to be taken into account ...

It emerges therefore that deviations from absolute voter parity may be justified on the grounds of practical impossibility or the provision of more effective representation. Beyond this, dilution of one citizen's vote as compared with another's should not be countenanced. I adhere to the proposition in *Dixon* ... that "only those deviations should be admitted which can be justified on the ground that they contribute to better government of the populace as a whole, giving due weight to regional issues within the populace and geographic factors within the territory governed."^[xii]

The pre-eminence given by the Supreme Court of Canada to effective representation over voter parity is also evident from the following passages. First, where the majority said that the goal of enshrining the right to vote in our written constitution:

... was to recognize the right affirmed in this country since the time of our first Prime Minister, Sir John A. Macdonald, to effective representation in a system which gives due weight to voter parity^[xiii]
but admits other considerations where necessary.

And later, where the majority stated:

In the final analysis, the value and principles animating a free and democratic society are arguably best served by a definition that^[xiv]
places effective representation at the heart of the right to vote.

In the *Saskatchewan Reference* the electoral boundaries were created by the *Representation Act*, 1989 (Saskatchewan).^[xv] That Act was based upon the *Electoral Boundaries Commission Act*

(Saskatchewan)^[xvi], which specified certain permissible maximum deviations from the average number of voters in each constituency. The permitted deviations were up to 25 percent for the 64 southern Saskatchewan ridings and as high as 50 percent for the two northern ridings. The Supreme Court of Canada considered both of these maximum deviations constitutionally acceptable. In particular, no issue was taken either before the Saskatchewan Court of Appeal or the Supreme Court of Canada with the special treatment for the northern ridings, given the sparse population and the difficulty of communication in the area.^[xvii]

The majority of the *Supreme Court of Canada* in the *Saskatchewan Reference* also spoke of the need for courts to give deference to the legislature in setting permissible deviations:

It is important at the outset to remind ourselves of the proper role of courts in determining whether a legislative solution to a complex problem runs afoul of the *Charter*. This court has repeatedly affirmed that the courts must be cautious in interfering unduly in decisions that involve the balancing of conflicting policy considerations. ... These considerations led me to suggest in *Dixon*, ... that "the courts ought not to interfere with the legislature's electoral map under s.3 of the Charter unless it appears that reasonable persons applying the appropriate principles ... could not have set the electoral boundaries as they exist".^[xviii]

Since the *Saskatchewan Reference*, the Alberta Court of Appeal has rendered two decisions on electoral boundaries. The first was in 1991, entitled *Reference re: Electoral Boundaries Commission Act* (the “1991 Alberta Reference”).^[xix] The second was in 1994, entitled *Reference re: Electoral divisions Statutes Amendment Act, 1993* (the “1994 Alberta Reference”).^[xx]

The *1991 Alberta Reference* examined a 50 percent deviation limit for up to five percent of the electoral districts in the province which satisfied specific statutory criteria (the details of which were attached as an appendix to the case) focusing on their relative remoteness and sparse population. The Alberta Court of Appeal unanimously accepted that as reasonable and stated:

We think we can take notice that Alberta contains sparsely populated areas that are also a long distance both from other populated areas and the legislature itself.^[xxi]

The 25 percent deviation permitted in the remaining ridings was found to be acceptable, where necessary.^[xxii] The Court also addressed the matter of deference to the legislature in setting electoral boundaries and said:

We must therefore ask ourselves whether a boundary rule or decision is clearly wrong. In other words, we should not interfere unless a rule or decision is demonstrably unjustified, palpably wrong, or manifestly unreasonable.^[xxiii]

In the *1994 Alberta Reference*, another panel of the Alberta Court of Appeal examined specific statutory boundaries. The unanimous Court made the following statement emphasizing the need to justify deviations:

It is one thing to say that effective representation of a specific community requires an electoral division of a below-average population. That approach invites specific reasons, and specific facts. The Constitution of Canada is sufficiently flexible to permit disparity to serve geographical and demographic reality. It is quite another to say that any electoral division, for no specific reason, may be smaller than average. In the 1991 Reference, we affirmed the first, not the second. We affirm again that there is no permissible variation if there is no justification. And the onus to establish justification lies with those who suggest the variation.^[xxiv]

The case of *MacKinnon v. Prince Edward Island*^[xxv] was decided by the Prince Edward Island Supreme Court in 1993, in the interval between the two Alberta reference cases. The Court found the *Election Act* (P.E.I.) contravened section 3 of the *Charter* as it legislated unacceptable disparities between the numbers of voters in a district and the provincial average, ranging between 115 percent over the average and 63 percent under the average. Twelve districts were in excess of 40 percent above or below the provincial average. The Court referred to the *Saskatchewan Reference* and commented that the case:

...does not resolve the question of how far electoral districts can be moved away from strict equality before *Charter* problems are encountered...[the majority] did not comment specifically on the outer limits of variation that could be constitutionally sustained ...^[xxvi]

However, the P.E.I. Supreme Court ruled that the deviations in issue before it were “far out of proportion to any legitimate regional concerns” and therefore contrary to the *Charter*.^[xxvii]

In 1998, the case of *Charlottetown (City) v. Prince Edward Island* came before the Prince Edward Island Court of Appeal.^[xxviii]

At issue was new legislation creating 27 electoral districts which provided for an electoral population variance of plus or minus 25 percent. The Court of Appeal held that there was “considerable acceptance in Canada” for this level of deviation and that it did not violate section 3 of the *Charter*.^[xxix]

The Court once again emphasized that in determining the amount of variance permissible, “... the legislative process must be allowed to operate without undue judicial interference.”^[xxx] An application for leave to appeal *Charlottetown* to the Supreme Court of Canada was dismissed without reasons on December 2, 1999.^[xxxi]

The most recent case on the constitutionality of electoral districts arose from the creation of the new northern territory of Nunavut on April 1, 1999. The Northwest Territories, which previously had 24 electoral districts, was to be divided into two parts: Nunavut in the east (previously with 10 seats) and the remaining Northwest Territories in the west (previously with 14 seats). An electoral boundaries commission for the remaining Northwest Territories was formed in 1998 in anticipation of this event. It recommended two additional seats for the voters in Yellowknife, for a total of 16 seats in the remaining Northwest Territories. The Northwest Territories Legislative Assembly rejected that recommendation and enacted amendments to the *Legislative Assembly and Executive*

Council Act (N.W.T),^[xxxii] providing for only 14 seats. That legislation was challenged in the Supreme Court of the Northwest Territories by individual voters claiming a violation of their right to vote under section 3 of the *Charter*.

The Court gave its judgment on March 5, 1999 in the case of *Friends of Democracy v. Northwest Territories* (Attorney General) (“*Friends of Democracy*”).^[xxxiii] The Court held that the amendments violated section 3 of the *Charter*. It specifically addressed the over-representation of the non-urban electoral districts and stated:

... the right to vote guaranteed by section 3 of the *Charter* is more than merely the right to be registered as a voter and to cast a ballot on election day. In times past, there were residents of the Northwest Territories who were denied all right to vote in elections to the House of Commons and in elections to the legislature of the Northwest Territories. These denials of right have long since been corrected by legislation. Canadians, through Parliament and their provincial and territorial legislatures, have chosen to tolerate a measure of over-representation from thinly populated and relatively remote regions in preference to any such complete denial of

legislative representation from those regions.^[xxxiv]

However, the over-representation of the more remote regions of the Northwest Territories was not the issue in that case. Rather the question before the Northwest Territories Supreme Court was “whether the under-representation of voters at Yellowknife, in elections to the Legislative

Assembly, is in violation of section 3 of the *Charter*.”^[xxxv] This distinction was further elaborated by the Court as follows:

Considering the factors of geography, community history and interests, language differences, difficulties in communication with remote communities and minority representation, not to mention the normal

difficulties and expenses of travel between the seat of government at Yellowknife and the various communities outside Yellowknife, I am satisfied that there probably is justification within the ambit of section 3 of the *Charter* for the present over-representation of the electoral districts whose percentage variations in population are below the average. On the other hand, I am unable to find similar justification for the gross under-representation of those other districts where the variations are markedly (25% or more) above the average. This gross under-representation must constitute a clear violation of section 3 of

[xxxvi]
the *Charter* in the absence of due justification.

The challenged legislation in *Friends of Democracy* did not specify a maximum permissible deviation. The Court failed to explain why it accepted 25 percent as the threshold, other than to comment on the lack of justification in those instances where 25 percent was exceeded in the urban

[xxxvii]
electoral districts.

The case also commented on effective representation within the City of Yellowknife:

Much was made by counsel for the Respondent and Interveners of the apparently dominant position of Yellowknife within the Northwest Territories, being as it is the seat of government for these Territories and the pre-eminent territorial centre of private commercial and public government business ...

There is no real room for doubt as to the much greater access to their elected representatives in the Legislative Assembly by voters at Yellowknife than elsewhere in the Northwest Territories. Nor is there any question but that access to officials in the government at many levels is generally less of a problem at Yellowknife than elsewhere in these Territories. The “ombudsman role” of elected representatives for districts at Yellowknife is consequently likely to be more effective and less onerous

[xxxviii]
than for representatives of outlying districts across the Territories.

The Supreme Court of Canada, in August 1998, had occasion to quote the *Saskatchewan Reference*

[xxxix]
in its unanimous decision in *Reference re: Secession of Quebec* as follows:

“[T]he Canadian tradition”, the majority of this Court held in [the *Saskatchewan Reference*] ... is “one of evolutionary democracy moving in uneven steps toward the goal of universal suffrage and more effective representation”.

In November 1999, the Newfoundland Supreme Court commented on the *Saskatchewan Reference*,

[xl]
in the case of *Baker v. Burin School Board* as follows:

... the case focuses on the purpose of [section 3 of the *Charter*] as being designed to ensure “effective representation” while at the same time recognizing that equality of voting may not always be achieved where factors such as geography, community history, community interests, and minority representation require consideration to ensure that legislative assemblies effectively represent their constituents.

This Commission is bound to follow the principles in the Supreme Court of Canada *Saskatchewan Reference* decision. While the Commission is not bound to follow the decisions it reviewed from

other courts, we have been guided where those authorities appeared persuasive. The Commission paid particular attention to the circumstances influencing those decisions which involved northern and sparsely populated electoral districts.

Demographic Information

Section 419(a) of the *Elections Act* mandates that the Commission take into account “the density and rate of growth of the population of any area”. Section 419(d) requires the Commission to consider “available census data and other demographic information”. The Commission was informed that the results of the federal census taken this spring would not be available prior to the deadline for completing our final report. The most recent census information available is the Statistics Canada Census of 1996, which the Commission reviewed for background purposes. We concluded that this information is outdated.

Section 419(e) of the *Elections Act* requires the Commission to take into account “the number of electors in the electoral districts appearing on the most recent official lists of electors”. Previous Yukon electoral district boundaries commissions relied upon the number of eligible electors rather than population figures. The Commission decided to use the most accurate and up-to-date information: the numbers of electors from the 2000 Yukon general election.

Deviation Guideline

The *Elections Act* does not refer to a particular percentage deviation.

The Yukon Electoral District Boundaries Commission Report, 1991 (the “1991 Yukon Report”) noted:

... I have decided that the range of plus or minus 25 percent should serve as a guide in framing my recommendations for the Yukon’s electoral boundaries. However, where necessary, I was prepared to consider a greater deviation in order to achieve effective representation. [\[xli\]](#)

Subsequent to the *Dixon* decision, a deviation of plus or minus 25 percent has been generally accepted in Canada, and has been referred to as “the Canadian standard.” [\[xlii\]](#) However, we agree with the 1998 British Columbia Electoral Boundaries District Commission that nothing in *Dixon* precludes an argument that a deviation greater than plus or minus 25 percent may be justified in appropriate circumstances. After its review of the relevant cases, that Commission noted:

... Canadian court decisions have established that there are limits to the degree to which a departure from representation by population is acceptable under the Constitution. At the same time, the courts have endorsed such deviations from the electoral quota as are necessary in order to ensure that voters are effectively represented. [\[xliii\]](#)

The *Saskatchewan Reference* did not fix 25 percent as a constitutional threshold. Rather, the legislation considered by the Court specified 25 percent as the maximum deviation for the southern part of the province. In that case, both the Saskatchewan Court of Appeal and the Supreme Court of Canada concluded that deviations greater than 25 percent for the two northern ridings were constitutionally acceptable for achieving effective representation, given the regional factors such as the scarcity of population and the difficulty of communication. The majority of the Supreme Court of Canada adhered to the proposition asserted in *Dixon* that “... only those deviations should be admitted which can be justified on the ground that they contribute to better government of the populace as a whole, giving due weight to regional issues within the populace and geographic factors within the territory governed.” [\[xliv\]](#)

This Commission has decided to apply the plus or minus 25 percent deviation as a guideline.

Special Circumstances

Section 419(f) of the *Elections Act* requires the Commission to take into account “any special circumstances relating to the existing electoral districts.” “Special circumstances” are not defined in the *Elections Act*. The *Saskatchewan Reference* spoke about some of the factors which may justify departure from absolute voter parity in the pursuit of more effective representation. That decision made it clear that the list of factors that may need to be taken into account is not closed, however those identified were:

- § geography
- § community history
- § community interests
- § minority representation.

The *Friends of Democracy* case added to this list: [\[xlv\]](#)

- § language differences
- § difficulties in communication with remote communities
- § travel expenses.

The 1991 Yukon Report under “Special circumstances of the Yukon” states:

The entire region outside Whitehorse is sparsely populated and ... no other Canadian city dominates its province or territory to the extent that Whitehorse dominates the Yukon. The disproportionate representation of rural areas in the existing legislature was explicitly intended to offset this feature of population distribution. Given relatively less developed municipal organization of much of rural Yukon, MLAs from those areas contend with a broader range of responsibilities toward their constituents than is common elsewhere in Canada. Also, Yukoners are used to intensive representation and expect to be able to meet with their representatives, face-to-face, on a regular basis. [\[xlvi\]](#)

This Commission acknowledges that similar circumstances exist today.

Number of Electoral Districts

Section 409 of the *Elections Act* explicitly mandates the Commission to review and make proposals as to the number of electoral districts. Section 9(2) of the *Yukon Act* [\[xlvii\]](#) provides for a minimum of 12 and a maximum of 20 members of the Legislative Assembly.

The Commission considered the potential consequences of having an odd or even number of seats in the Legislative Assembly. Odd and even numbers of electoral districts are found in other jurisdictions in Canada. The Yukon has experienced both circumstances at different periods in its history. We concluded that there are offsetting advantages and disadvantages to both, which result in the issue having no influence on our proposals.

Timing of the Next Review

The Commission has kept in mind throughout its deliberations that section 411 of the *Elections Act* provides for another electoral boundaries review within six to eight years.

Principles and Other Factors

In addition to following the mandatory considerations set out in section 419 of the *Elections Act*, the Commission was guided by the principles of effective representation and voter parity. The Commission also considered geographic boundaries, the role of the Legislative Assembly, and the electoral quotient.

Effective Representation

In the *Saskatchewan Reference*, the Supreme Court of Canada ruled that the purpose of the right to vote enshrined in section 3 of the *Charter* is the right to effective representation and not equality of voting power *per se*. Representation includes having a voice in the deliberations of government as well as the right to raise issues with elected representatives. Effective representation is “the

primary goal” in exercising the right to vote.^[xlviii] Even relative voter parity may be undesirable, if it detracts from effective representation. Factors such as regional issues, geography and those previously mentioned under “Special Circumstances”, may be taken into account to achieve this fundamental goal.

Voter Parity

The *Dixon* decision examined the historical development of voting rights in Canada and recognized that absolute equality of voting power has never been required in Canada - that some degree of deviation is permissible. The case concluded that it is relative equality of voting power which underlies our system of representational democracy and is fundamental to the right to vote enshrined in section 3 of the *Charter*. The Supreme Court of Canada in the *Saskatchewan Reference* subsequently stated that the pursuit of relative parity of voting power, while important in our representative democracy, must meet the primary goal of effective representation. The Commission has sought relative voter parity.

Geographic Boundaries

The Commission has attempted to simplify and rationalize electoral boundaries, wherever possible, on the basis of physical geography. Section 419(b) of the *Elections Act* requires us to take into account the “physical characteristics” of the electoral districts. Our intention is that the boundaries will be logical delineations of electoral districts.

Role of the Legislative Assembly

The relative difficulty faced by some MLAs in serving their constituents, particularly in electoral districts which are vast and sparsely populated, received our full consideration. The Commission balanced the weight given this factor with the knowledge that the Legislative Assembly is able to assist members in meeting these responsibilities.

Electoral Quotient

An electoral quotient is the average number of electors per electoral district. The plus or minus 25 percent guideline is measured against the quotient. A common approach in Canada is to calculate the electoral quotient by dividing the total number of electors by the total number of electoral

districts. This approach is not exclusive. The *Saskatchewan Constituency Boundaries Act*, 1993 employs a different method in calculating the electoral quotient. It removes the two northern ridings and their populations from its calculations. The electoral quotient for the remainder of the province is determined by using only the 56 remaining ridings and the population of those ridings. This approach is in keeping with the recognition in the *Saskatchewan Reference* that the two northern ridings are justified, as they are vast with a relatively small and dispersed population.^[xlix]

^[i] (1989), 59 D.L.R. (4th) 247 (B.C.S.C.) (McLachlin C.J.)

^[ii] *ibid.* at 266

^[iii] *ibid.* at 265

[\[iv\]](#) *ibid.* at 267

[\[v\]](#) *ibid.* at 266

[\[vi\]](#) *ibid.* at 283

[\[vii\]](#) British Columbia Electoral Boundaries Commission Report, December 3, 1998, at page 17

[\[viii\]](#) Deviation can also be determined by comparing the population of an electoral district with the average population per electoral district, sometimes referred to as “the equal population norm”.

[\[ix\]](#) The Commission used a slightly different approach to calculate the electoral quotient, which is detailed in Part IV, “Establishing the Electoral Quotient”.

[\[x\]](#) [1991] 2 S.C.R. 158 (McLachlin J.)

[\[xi\]](#) *ibid.* at 183

[\[xii\]](#) *ibid.* at 183-185

[\[xiii\]](#) *ibid.* at 186

[\[xiv\]](#) *ibid.* at 188

[\[xv\]](#) S.S. 1989-90, R-20.2

[\[xvi\]](#) S.S. 1986-87-88, c. E.6-1

[\[xvii\]](#) *Saskatchewan Reference, supra*, at 190 and 197

[\[xviii\]](#) *ibid.* at 189

[\[xix\]](#) (1991), 86 D.L.R. (4th) 447 (Alta. C.A.) (“1991 Alberta Reference”)

[\[xx\]](#) (1994), 119 D.L.R. (4th) 1, (Alta. C.A.) (“1994 Alberta Reference”)

[\[xxi\]](#) *1991 Alberta Reference, supra*. at 453

[\[xxii\]](#) *ibid.* at 454

[\[xxiii\]](#) *ibid.* at 452

[\[xxiv\]](#) *1994 Alberta Reference, supra*, at 12

[\[xxv\]](#) (1993), 101 D.L.R. (4th) 362 (P.E.I. S.C.)

[\[xxvi\]](#) *ibid.* at 369-370

[\[xxvii\]](#) *ibid.* at 386

[xxviii] (1998), 168 D.L.R. (4th) 79 (P.E.I. C.A.)

[xxix] *ibid.* at 98

[xxx] *ibid.* at 98

[xxxi] S.C.C. Bulletin, 1999, p. 1913

[xxxii] R.S.N.W.T. 1988, c. L-5

[xxxiii] (1999), 171 D.L.R. (4th) 551 (N.W.T. S.C.)

[xxxiv] *ibid.* at 557

[xxxv] *ibid.* at 558

[xxxvi] *ibid.* at 560

[xxxvii] *ibid.* at 568

[xxxviii] *ibid.* at 564-565

[xxxix] [1998] 2 S.C.R. 217 at 254

[xl] (1999), 184 Nfld. & P.E.I. R. 145 (NFTD)

[xli] Yukon Electoral Boundaries Commission Report, 1991, at page 55

[xlii] The Nunavut Electoral Boundaries Commission Report, 1997, p. 17

[xliii] British Columbia Electoral Boundaries Commission Report, *supra.* at p. 21

[xliv] *Saskatchewan Reference, supra.* at 185

[xlv] *Friends of Democracy, supra.* at 560

[xlvi] 1991 Yukon Report, *supra.* at 42

[xlvii] R.S.C. 1985 c. Y-2

[xlviii] *Saskatchewan Reference, supra.* at 184

[xlix] *The Constituency Boundaries Act, 1993*, S.S. 1993, c. 27-1, as amended by S.S. 1997, c. 31

Appendix E TECHNICAL DESCRIPTION OF THE MATRIX

MATRIX SCORING

To derive the scores used in the matrix, an average (mean) value was calculated for each variable. From the average score, increments of +/-10%, +/-20% and +/-30% were found for each variable. For the majority* of the variables, the following scores relate to the calculated means and increments:

Score	Means/Increments
+3	≥30%
+2	≥20%
+1	≥10%
0	>-10% to <10%
-1	≤-10%
-2	≤-20%
-3	≤-30%

**The Population Density variable used a reverse scoring methodology where -3 = 30%...3 = -30% (see “Matrix Variables” for details).*

Using this scoring system, a higher score (+1, +2, +3) indicates a greater degree of difficulty in representation. A lower score (-1, -2, -3) indicates a lesser degree of difficulty in representation. An average score is deemed to be between -10% and 10% of the average and is given the value of 0.

On the matrices, the “Total” score reflects the overall difficulty in effective representation for each electoral division based on the six matrix variables. The lowest possible score is -18 (least difficult to represent), and the highest possible score is 18 (most difficult to represent). The following chart breaks down the score ranges into 5 categories of difficulty for effective representation based on equal increments from the average score category:

Degree of Difficulty	Total Score Range
Most difficult	13 to 18
More difficult	7 to 12
Average	-6 to 6
Less difficult	-7 to -12
Least difficult	-13 to -18

MATRIX VARIABLES

As mentioned in the report, six variables were used as measures for the matrix. The following describes each of the variables with reference to methodology, data source and technical merit.

1. Area

The geographic area of each electoral division was reported in square kilometres as determined by Alberta Finance, Statistics using MapInfo® geographic referencing software, based on the standard geography files for Alberta provided by Statistics Canada, Geography Division.

The larger the area, the greater the difficulty in representing constituents, resulting in a higher score.

2. Population Density

Population density is the number of people per square kilometre. Calculations are based on the geographic area figures for each electoral division, as well as population numbers from the 2001

Census of Canada. Population figures have been adjusted to include Aboriginal population counts from Indian and Northern Affairs Canada for those Indian Reserves missed in the 2001 Census.

When the population displays a higher level of concentration for a given land area, it will result in a lower score. A higher population density indicates a lesser degree of difficulty in representation.

3. **Rural/Urban Ratio**

This ratio compares the population in each electoral division living in rural areas versus those in urban areas, represented as a ratio per 100 urban population. An urban centre is defined as an incorporated municipality having 1,000 people or more. Population data were derived from the 2001 Census of Canada for the calculations.

The more “ruralized” an electoral division, the greater the difficulty in representation (example: Athabasca-Wabasca has 759 rural constituents for every 100 urban constituents. The resulting rural/urban (r/u) ratio value is 759 which is more than 30% *above* the mean and results in a score of +3). Inversely, the more “urbanized” an electoral division, the less difficult it is to represent, thus is assigned a lower score (example: Calgary-Bow has 0 rural constituents for every 100 urban constituents. The resulting r/u ratio value is 0 which is more than 30% *below* the mean and results in a score of -3).

4. **"Dependant" Population Proportion**

This variable measures the proportion of the population who are “dependant”, or not in the labour force age group compared to the total population. “Dependants” include children (14 years of age and under) and seniors (65 years and older). The age data used for this variable came from the 2001 Census of Canada.

The higher the number of “dependants” compared to the overall population, the higher the “Dependant Proportion”, which in turn is given a higher score and considered more difficult to represent.

5. **Elected/Appointed Bodies**

The number of elected or appointed bodies includes: municipalities, health regions, school divisions (public and separate), Indian Reserves, and Metis Settlements. Data were obtained from Alberta Finance, Statistics’ Geographic Information System.

The higher the number of elected/appointed bodies present, the greater the difficulty in effective representation, resulting in a higher score.

6. **Distance to Legislature**

The geographic centre of each electoral division was found with the aid of MapInfo® geographic referencing software. From this point a measurement of the direct distance to the Legislature was found in kilometres.

The higher the distance in kilometres from the Legislature, the more difficult it is to effectively represent constituents, resulting in a higher score.

MATRIX SCORING SYSTEM

Below is a chart which outlines the scoring system for each Matrix. Matrix 1 refers to existing electoral divisions, while Matrix 2 refers to the recommended electoral divisions.

Existing Electoral Divisions - Matrix 1

	Area	Density (*Reverse)	R/U Ratio	"Dependant" Proportion	Elected Bodies	Distance	
%							Score
-30	5,568	633	37	22.03	7	139	-3
-20	6,363	723	43	25.18	8	158	-2
-10	7,159	813	48	28.32	9	178	-1
0	7,954	904	53	31.47	10	198	0
10	8,750	994	59	34.62	111	218	1
20	9,545	1,085	64	37.76	12	238	2
30	10,340	1,175	69	40.91	13	257	3
Mean	7,954	904	53	31.47	10	198	

**Reverse = scores are reversed (i.e. +3 to -3 instead of -3 to +3)*

Recommended Electoral Divisions - Matrix 2

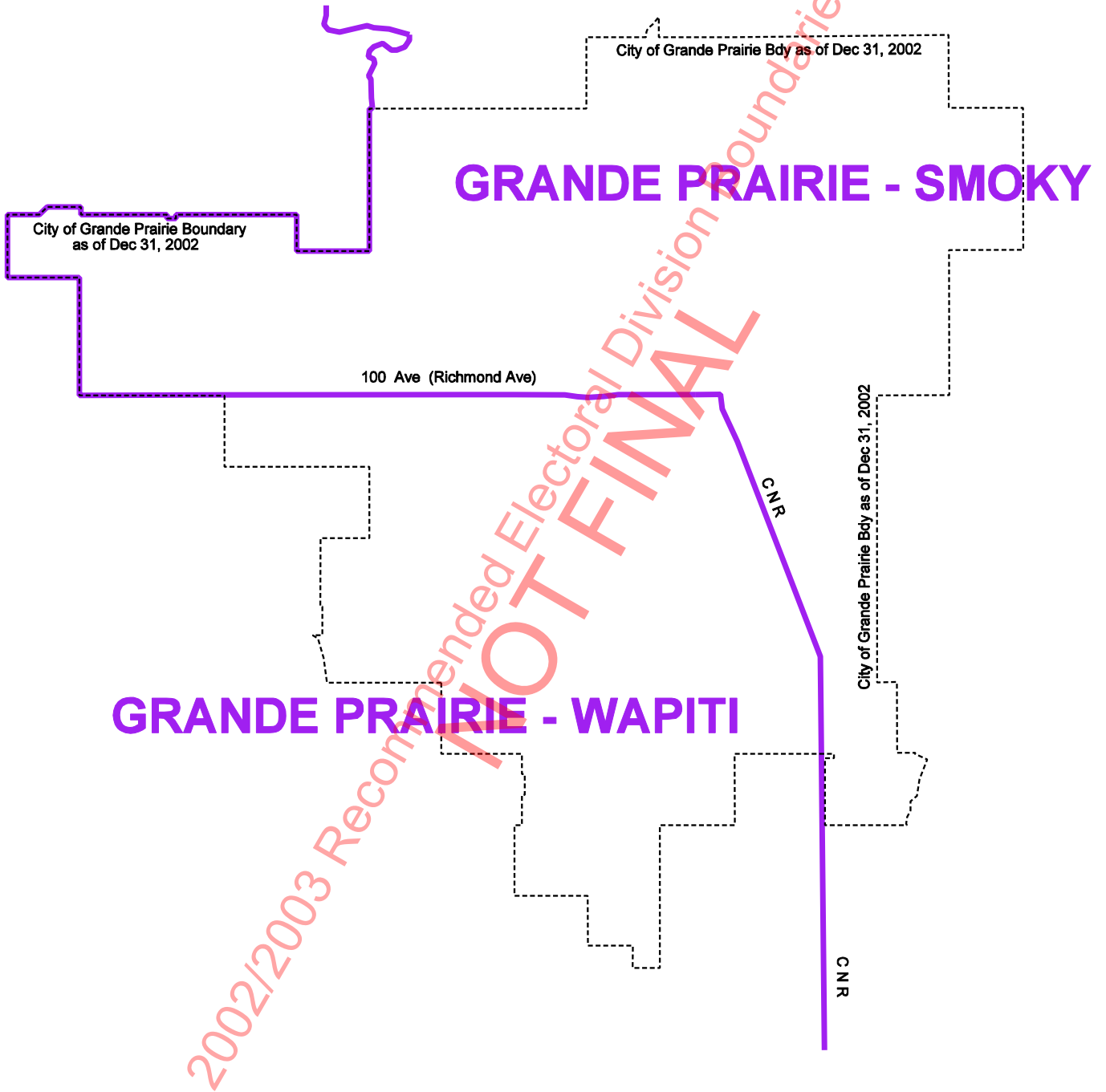
	Area	Density (*Reverse)	R/U Ratio	"Dependant" Proportion	Elected Bodies	Distance	
%							Score
-30	5,568	610	33	21.92	7	139	-3
-20	6,363	698	38	25.06	8	159	-2
-10	7,159	784	43	28.19	9	179	-1
0	7,954	872	48	31.32	10	199	0
10	8,750	959	52	34.45	11	219	1
20	9,545	1,046	57	37.58	12	239	2
30	10,340	1,130	62	40.72	13	259	3
Mean	7,954	872	48	31.32	10	199	

**Reverse = scores are reversed (i.e. +3 to -3 instead of -3 to +3)*

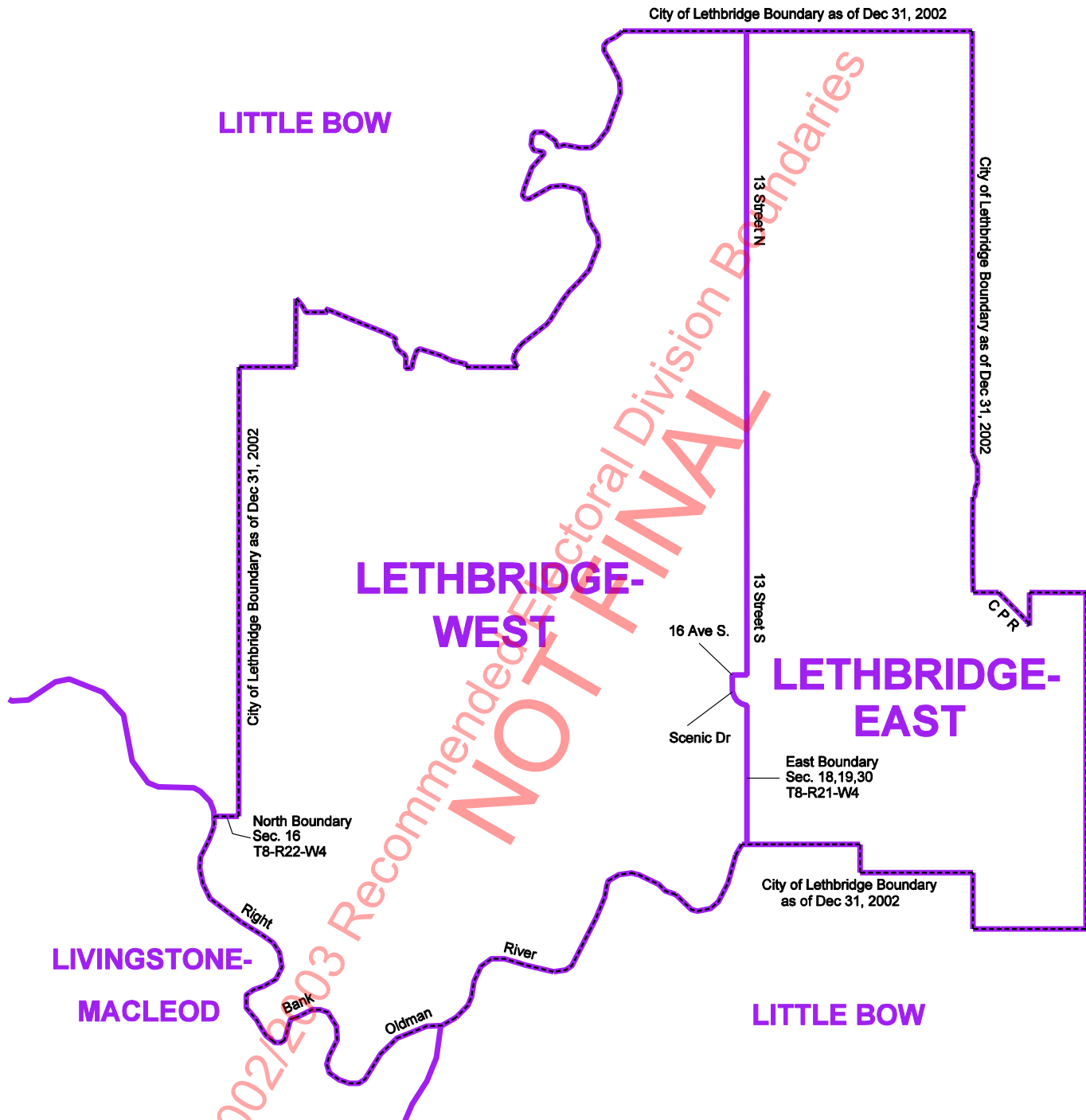
Detailed Matrices are available by clicking one of the following:

- [Detailed Matrix 1 - Existing Electoral Divisions](#)
- [Detailed Matrix 2 - Recommended Existing Electoral Divisions](#)

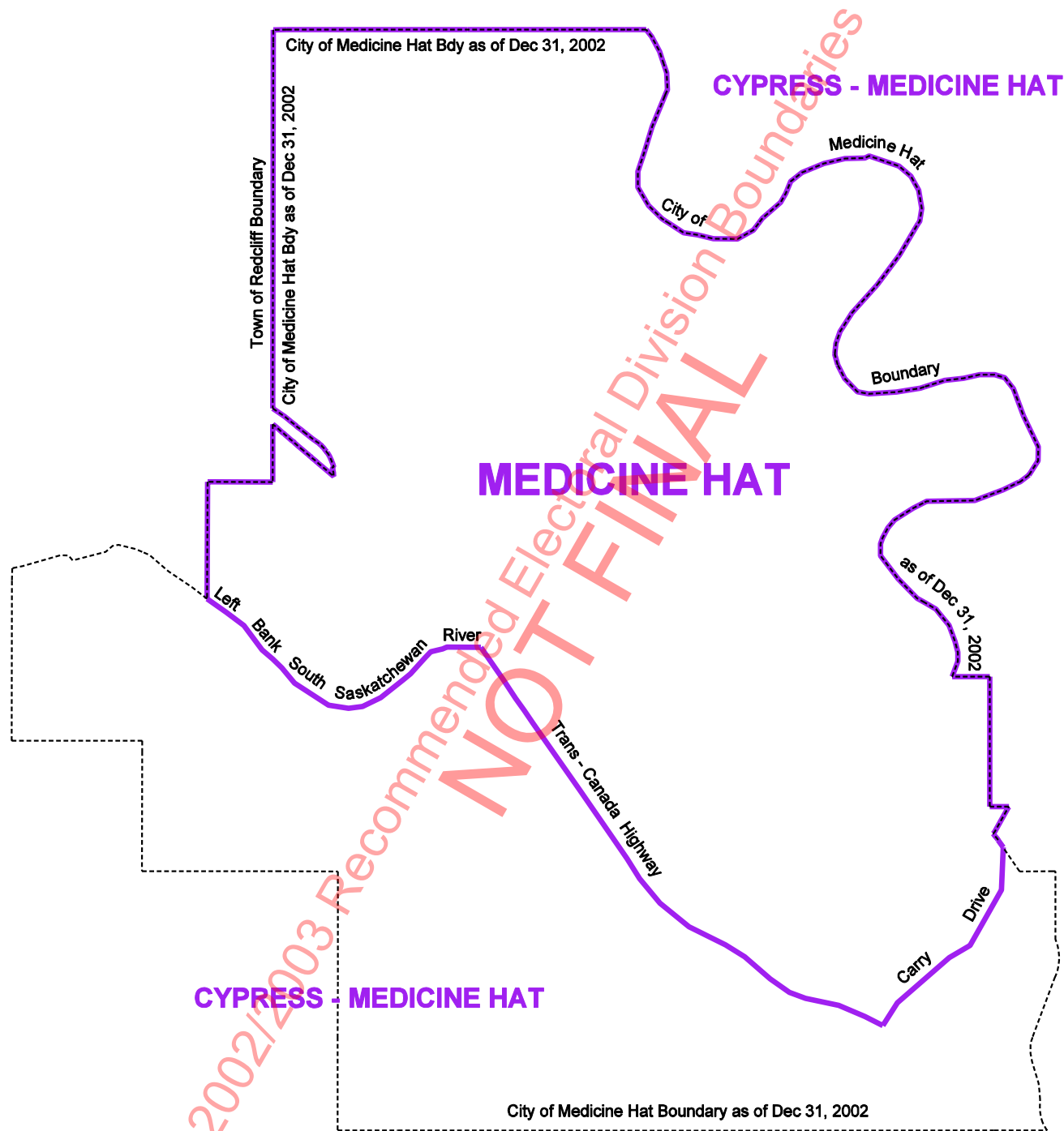
[Privacy Policy and Disclaimer](#)



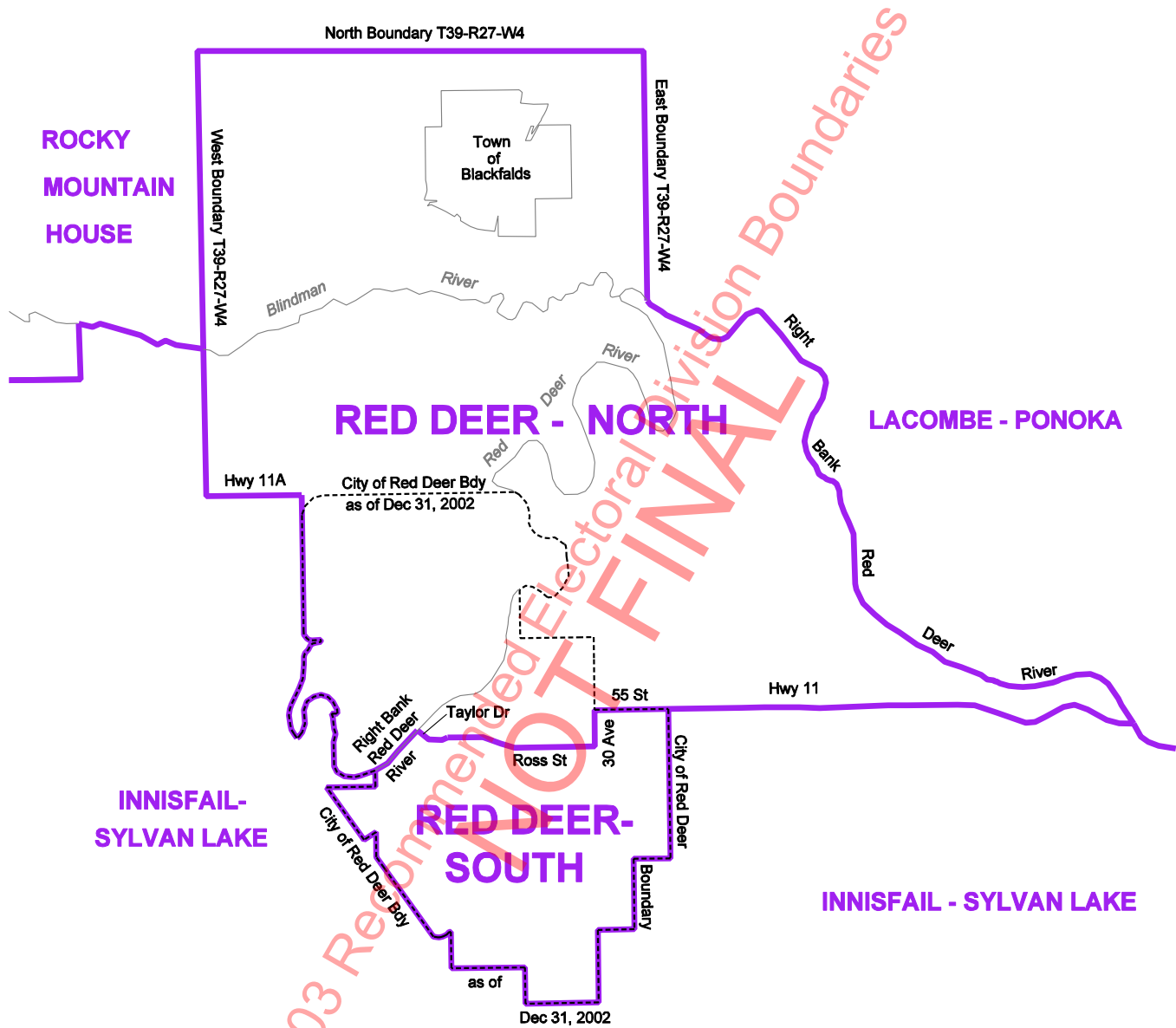
GRANDE PRAIRIE
PROVINCIAL ELECTORAL DIVISIONS
(RECOMMENDED 2002/2003)



LETHBRIDGE
PROVINCIAL ELECTORAL DIVISIONS
(RECOMMENDED 2002/2003)

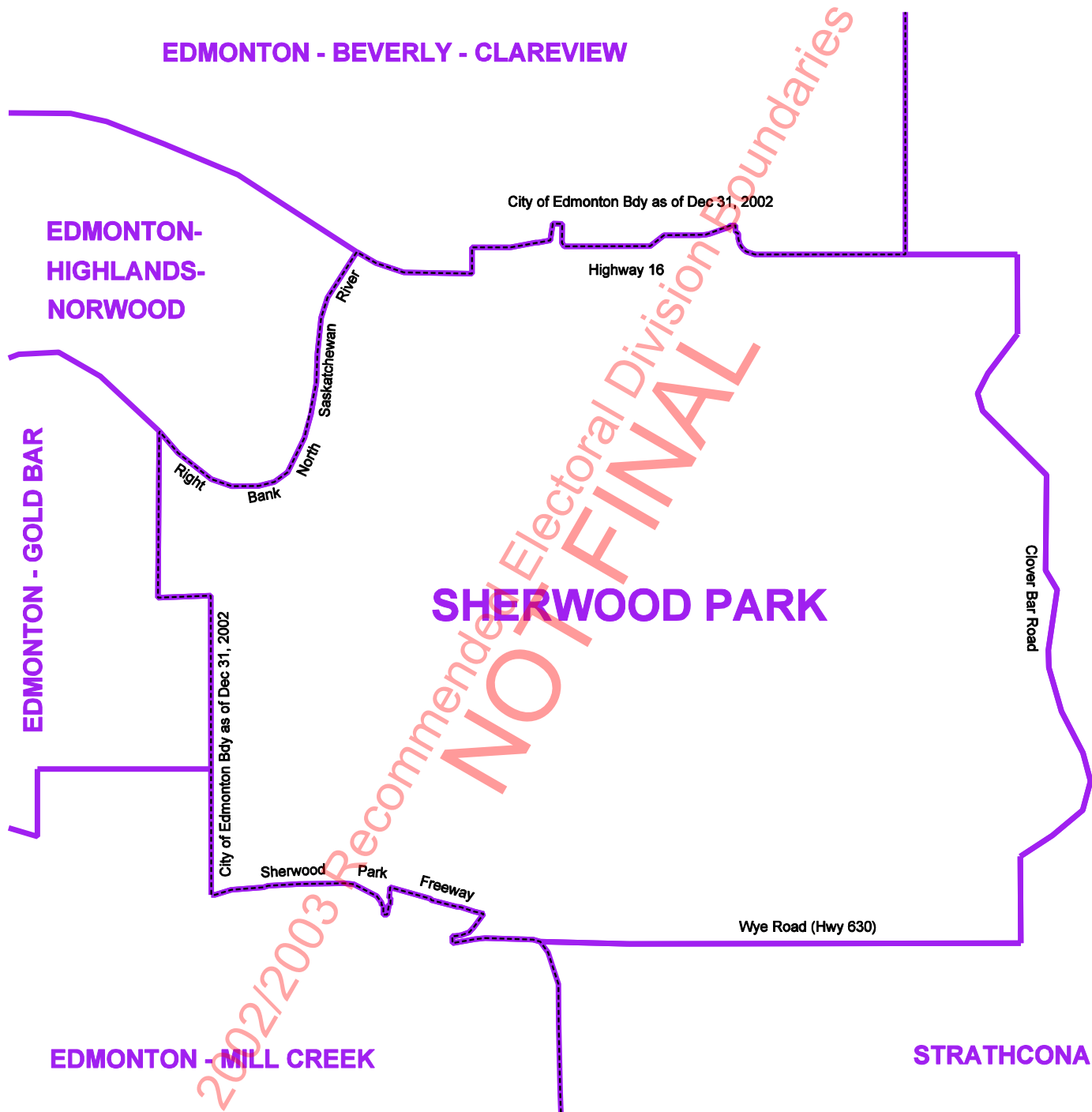


MEDICINE HAT
PROVINCIAL ELECTORAL DIVISIONS
(RECOMMENDED 2002/2003)

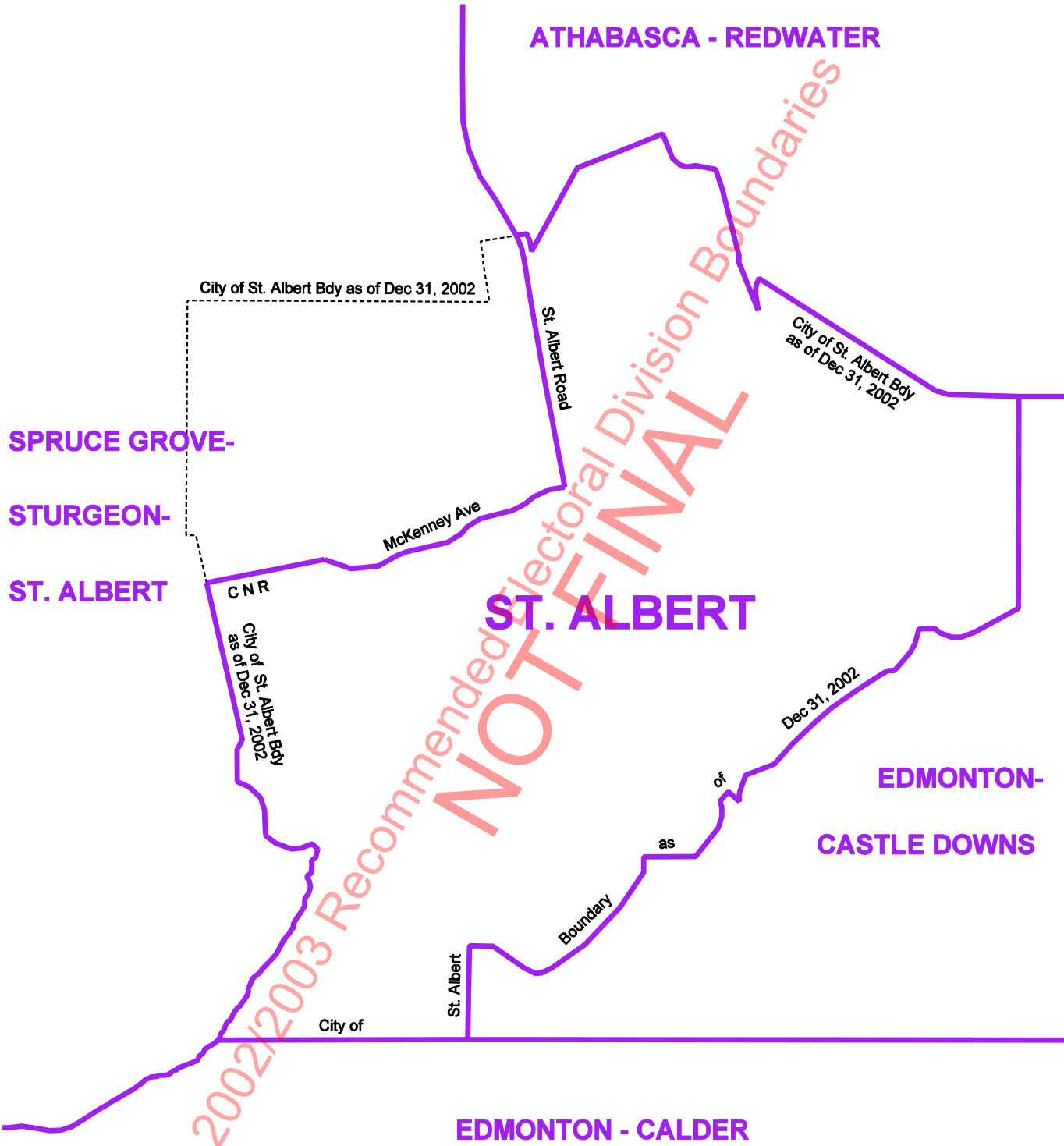


RED DEER

PROVINCIAL ELECTORAL DIVISIONS
(RECOMMENDED 2002/2003)

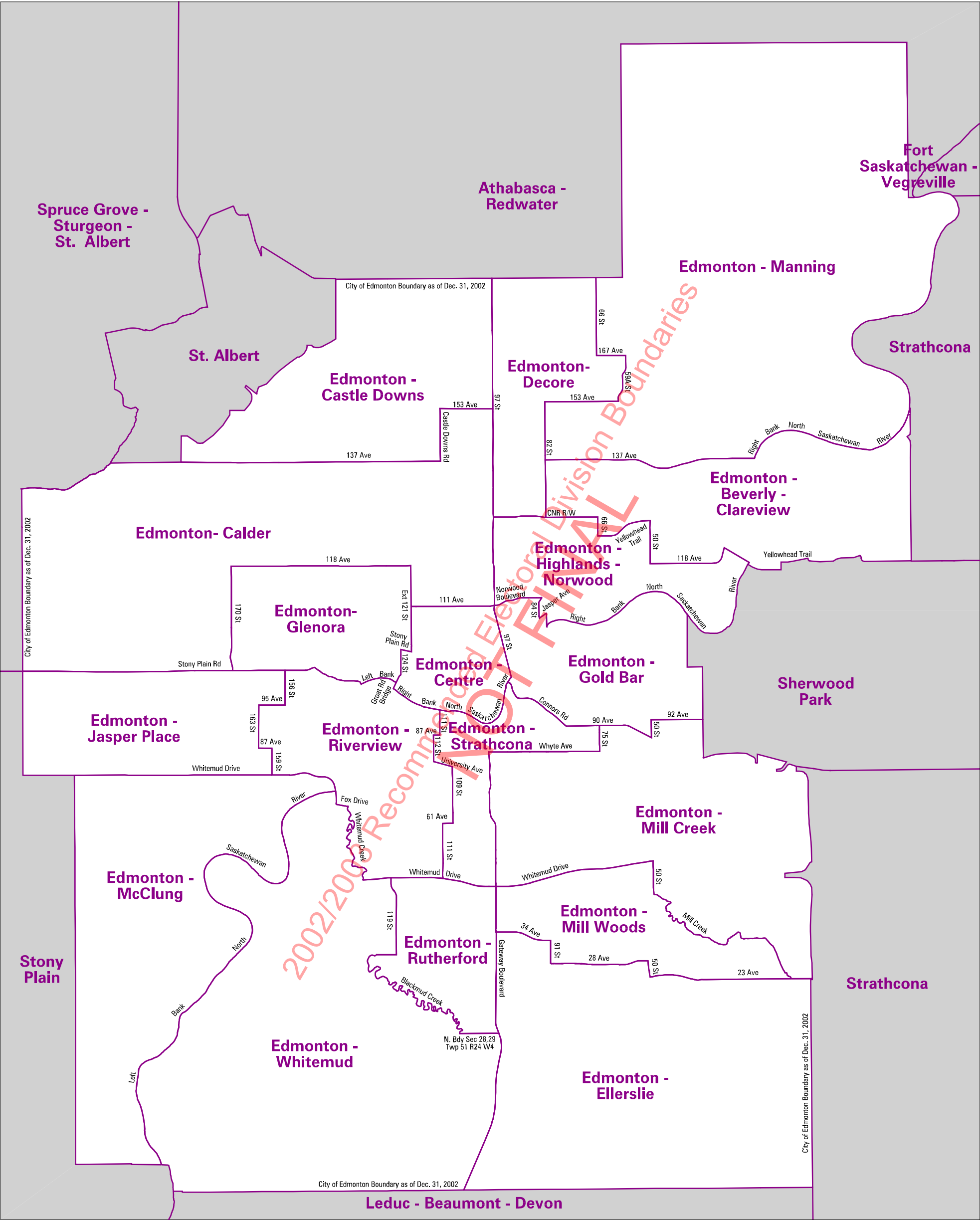


SHERWOOD PARK
PROVINCIAL ELECTORAL DIVISIONS
(RECOMMENDED 2002/2003)



ST. ALBERT
PROVINCIAL ELECTORAL DIVISIONS
(RECOMMENDED 2002/2003)

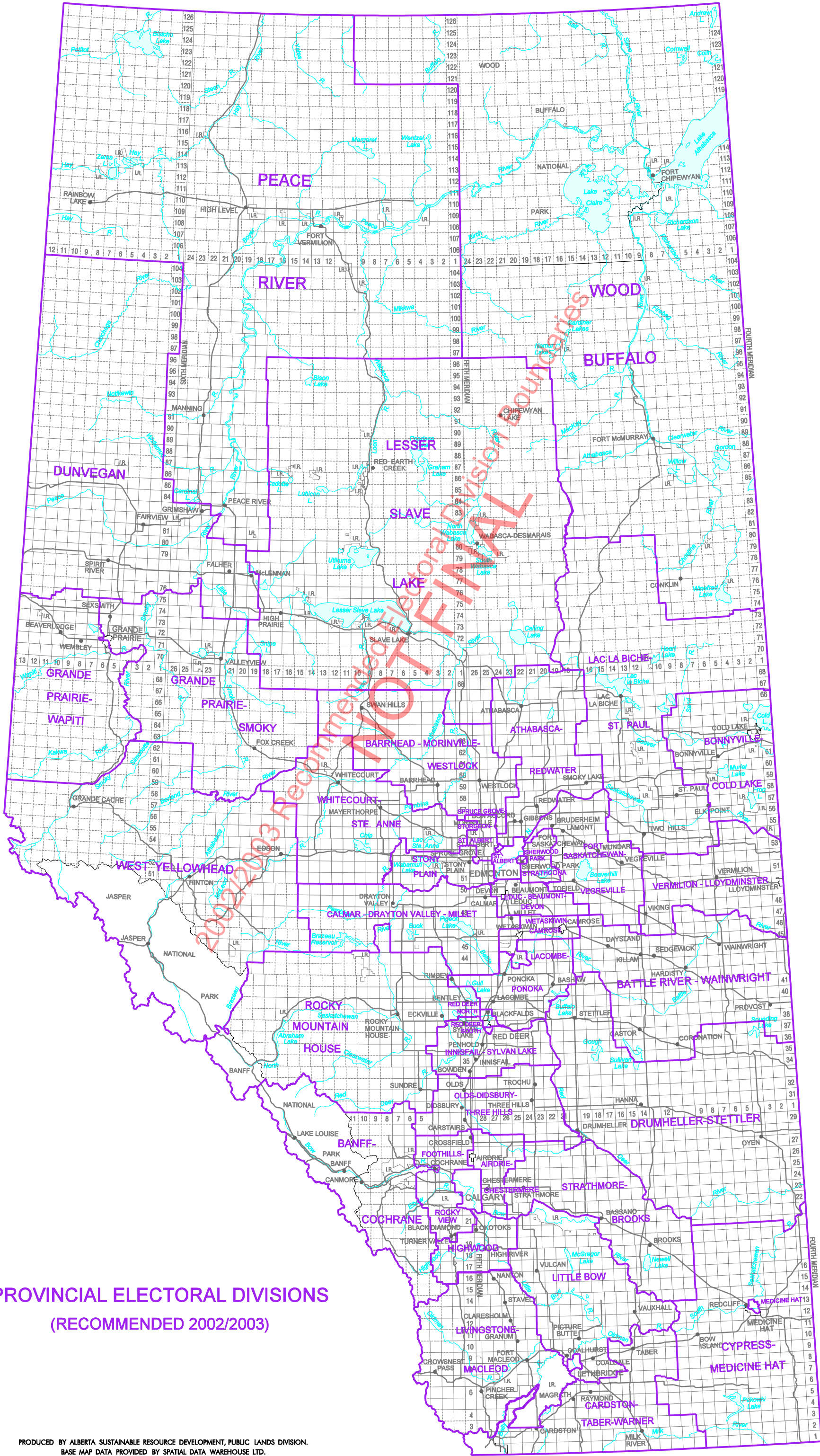
PROVINCIAL ELECTORAL DIVISIONS (RECOMMENDED 2002 / 2003)

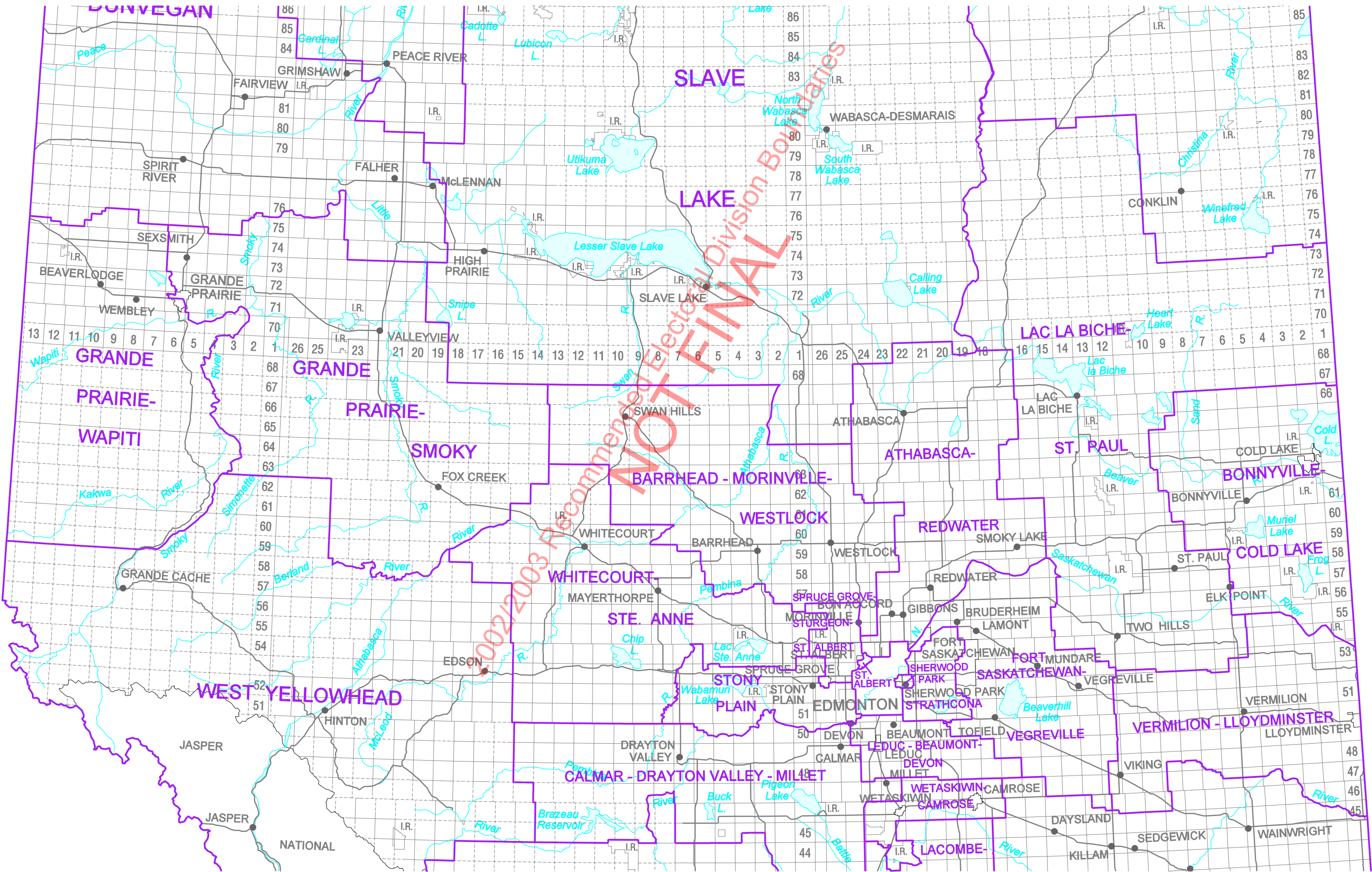


EDMONTON

PROVINCIAL ELECTORAL DIVISIONS
(RECOMMENDED 2002 / 2003)

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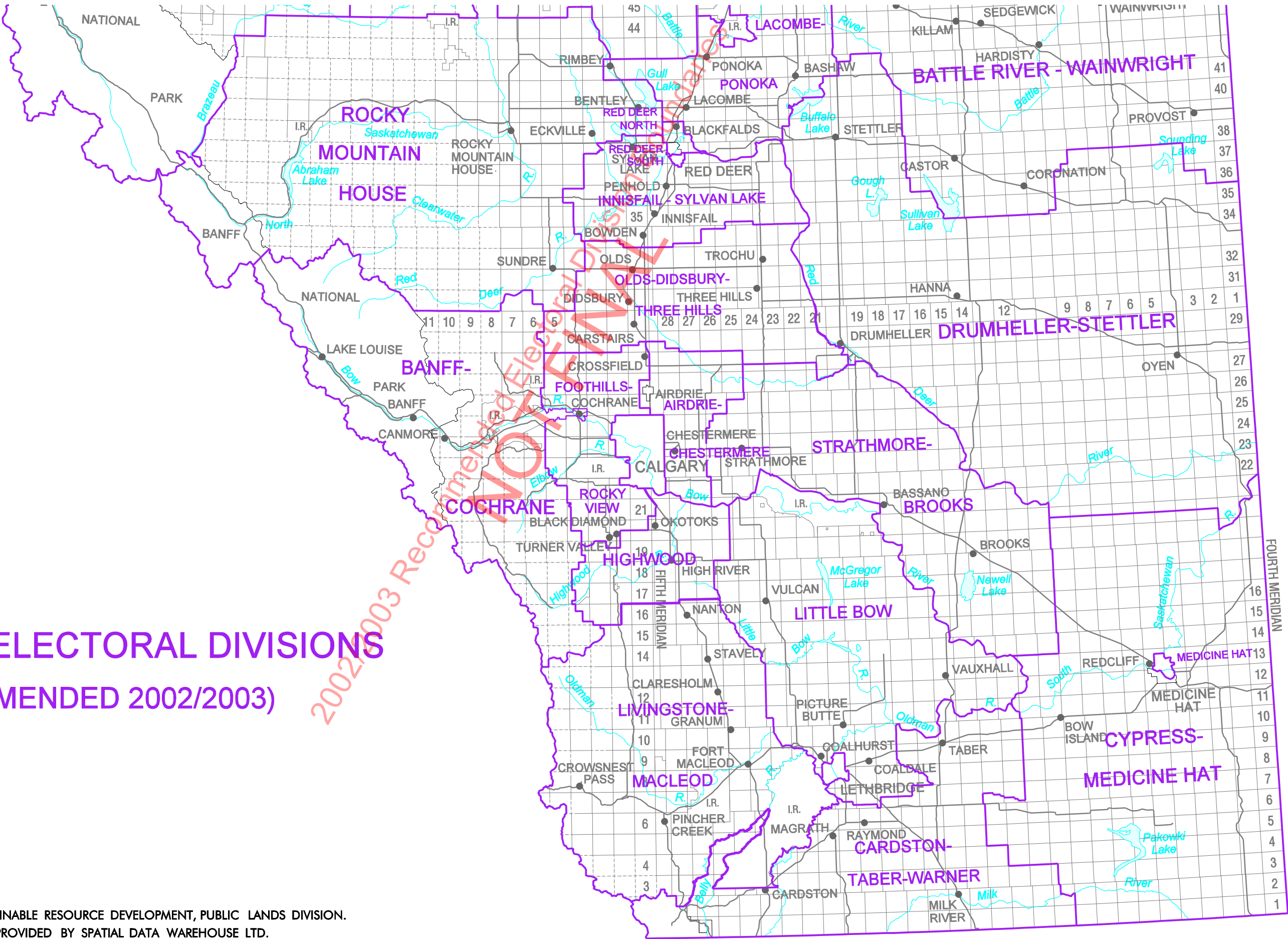




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PROVINCIAL ELECTORAL DIVISIONS (RECOMMENDED 2002/2003)

2002/2003 Recommended Electoral Divisions



List of Presenters – First Round Public Hearings

Calgary – May 27, 2002**Cindy Ady**

MLA, Calgary-Shaw

Rebecca Aizenman**Dr. Loleen Berdahl**

Canada West Foundation

Jay Bortnik**Paul Breeze & Stephen Hope**

Calgary-Shaw

PC Constituency Association

David Bronconnier

Mayor, City of Calgary

Doug Caswell

Calgary-East

PC Constituency Association

Harvey Cenaiko

MLA, Calgary-Buffalo

Harry Chase**Oscar Fech****David Fryett****Larry Goodhope & Jack Hayden**

Alberta Association of

Municipal Districts & Counties

Doug Hayes

Calgary-Shaw

PC Constituency Association

Neil Hughes

Calgary-Buffalo

PC Constituency Association

James Istvanffy**Allan Kiernan**

Calgary-Glenmore

PC Constituency Association

Ron Liepert

Calgary-West

PC Constituency Association

Bill Longstaff**Maureen McConaghy**

Calgary-West

PC Constituency Association

Shirley Milnes**Madeleine Oldershaw**

Fair Vote Canada

Jo-Anne Teed

Calgary-Cross

PC Constituency Association

J.R. (Rolly) Thomas**Lorraine Weller****Sandra Wilson**

Calgary-Fort

PC Constituency Association

Olds – May 28, 2002

Chris Bojda
Town of Olds

Dorothy Moore
Mayor, Town of Didsbury

Richard Marz
MLA, Olds-Didsbury-Three Hills

Judy Stewart
Mayor, Town of Cochrane

Truper McBride
Councillor, Town of Cochrane

Red Deer – May 28, 2002

Dale Barr
Mayor, Town of Rimbey

William McQuesten
Mayor, Town of Lacombe

Elsie Brewin

Helen Posti
Rocky Mountain House
PC Constituency Association

Melvin Butler

Harlan C. Hulleman

Edmonton – May 29, 2002

Judith Axelson
Edmonton-Mill Woods
Liberal Constituency Association

John Day

Chris Belke
Councillor, Town of Devon

Robert Dunseith
Edmonton-Riverview
PC Constituency Association

Bruno Binassi

Dave Hancock
MLA, Edmonton-Whitemud

Laurie Blakeman
MLA, Edmonton-Centre

Dr. J. Paul Johnson

Norma Calicott
Sherwood Park
Liberal Constituency Association

Doug King
Clover Bar-Fort Saskatchewan
PC Constituency Association

Ian Crawford
Riverbend Community League

Heather Klimchuk
Edmonton-Glenora
PC Constituency Association

Lee Danchuck
St. Albert PC Constituency Association

John Kolkman
New Democrats

Don Kuchelyma
Edmonton Federation of
Community Leagues

Dean Lien
Farmers Advocate

Thomas Lo

Brian Mason
MLA, Edmonton-Highlands

Carolyn Machell

Liliane Maisonneuve
French Canadian Association of Alberta

Julian Martin
Edmonton-Strathcona
PC Constituency Association

Mary O'Neill
MLA, St. Albert

Tony Ollenberger
Alberta First Party

Albert Opstad

David J. Parker
Alberta Green Party

Jerry Patsula
Leduc PC Constituency Association

Dave Purewal
Edmonton-Mill Creek
PC Constituency Association

Marg Stephen

Dr. Kevin Taft
MLA, Edmonton-Riverview

Pat Vincent
General Manager, Town of Beaumont

John Ward

Joe Yurkovich

St. Paul – June 3, 2002

Ray Danyluk
MLA, Lac La Biche-St. Paul

Denis Ducharme
MLA, Bonnyville-Cold Lake

Gordon Elliot
Councillor, Town of Lac La Biche

Ray Ewaskiw
Lac La Biche & District
Chamber of Commerce

Mary Anne Finley
St. Paul & District
Chamber of Commerce

Myron Goyan
Manager, Town of Elk Point

Phil Lane
Deputy Reeve, Lakeland County

Hansa Thaleshvar
Mayor, City of Cold Lake

Kathryn Wiebe
Mayor, Town of Bonnyville

Wainwright – June 3, 2002

Bob Barss
Reeve, MD of Wainwright

Herb Rock
Mayor, Town of Coronation

Fritz Crone
Reeve, MD of Provost

Clark Steele

Doug Griffiths
MLA, Wainwright

Don Whittaker
Deputy Reeve, County of Vermilion River

Wayne Richardson
Reeve, County of Paintearth

Drumheller – June 4, 2002

**Kyle Christianson, Barry Davis &
Gerald Kornelson**
Special Areas Board

Brent Pederson
Councillor, Town of Drumheller

Jack Horner

Ross Rawlusyk
Administrator, Starland County

Terry Kuhl
Drumheller Regional
Chamber of Development & Tourism

Stan Schumacher
Drumheller-Chinook
PC Constituency Association

Shirley McClellan
MLA, Drumheller-Chinook

Medicine Hat – June 4, 2002

Ted Fisher
Cypress-Medicine Hat
PC Constituency Association

Lutz Perschon
Manager, Cypress County

Rob Gardner

Rob Renner
MLA, Medicine Hat

Lawrence Gordon
Medicine Hat
PC Constituency Association

Terry Riley
Medicine Hat
PC Constituency Association

Alan Hyland
Mayor, Town of Bow Island

Garth Vallely
Mayor, City of Medicine Hat

Mara Nesbitt

Lethbridge – June 5, 2002

Blair Barkley
Highwood
PC Constituency Association

Mike Cormican
Lethbridge-West
Liberal Constituency Association

Brian Hammond
Reeve, MD of Pincher Creek

Ron Hierath

Emma Hulit
Reeve, County of Warner

Don Johnson
Councillor, MD of Taber

Bill Laird

Marg Loewen
Foothills-Little Bow
Municipal Association

Barry McFarland
MLA, Little Bow

David Oseen
Reeve, County of Lethbridge

Dr. Mark Sandilands
Lethbridge New Democrats

Floyd Smith
Councillor, Cardston County

Leslie Vaala

David White
Lethbridge-East & West
PC Constituency Associations

Wetaskiwin – June 6, 2002

Brian Austrom
Administrator, County of Camrose

Garry Dearing
Reeve, County of Wetaskiwin

Garry Gibeault
Manager, City of Camrose

Jim Hillaby
Reeve, County of Camrose

LeRoy Johnson
MLA, Wetaskiwin-Camrose

Larry Majeski
County Manager, County of Leduc

Norman Mayer
Mayor, City of Camrose

Bettyanne Skagen
Battle River Rural
Electrification Association

Rob Snider

Curtis Vesely
Wetaskiwin-Camrose
PC Constituency Association

Westlock – June 25, 2002

Davie Barnes

Russell Hakes

Stony Plain

PC Constituency Association

Laurie Hodge

Pembina Hills Regional School Division

Doug Horner

MLA, Spruce Grove-Sturgeon-St. Albert

Ken Kowalski

MLA, Barrhead-Westlock

Bill Lee

Deputy Reeve, County of Barrhead

Lawrence Miller

Reeve, County of Barrhead

Shirley Morie

Mayor, Town of Westlock

Ann Nagel

Ken Nagel

Pembina Hills Regional School Division

George Rogers & John McGowan

Alberta Urban Municipalities Association

Brian Schulz

Mayor, Town of Barrhead

Dallas Stevens

Councillor, Town of Swan Hills

Don Tomlinson

Reeve, County of Westlock

Brad Watson

Manager, Town of Swan Hills

Garry Wetsch

Spruce Grove-Sturgeon-St. Albert

PC Constituency Association

Edson – June 25, 2002

Floyd Becker & Jim Gomułka

West Yellowhead

PC Constituency Association

Moe Hamdon

Mayor, Town of Drayton Valley

Dale Johnson

Whitecourt-St. Anne

PC Constituency Association

Slave Lake – June 26, 2002

Bernie Charette
Tallcree First Nation

Mike Poulter
Councillor, Town of High Prairie

Hudson Foley

Ray Stern & Shirley Torresan-Chylerda
Mayor & Councillor, Town of Slave Lake

Sheila Foley
Reeve, MD of Lesser Slave Lake

Ken Vanderwell
Lesser Slave Lake
PC Constituency Association

Lorraine Gislason & Edgar Koehler
Reeve & Councillor, County of Athabasca

Allan Willier
Lesser Slave Lake Indian Regional Council

Dawn Konelsky & Vivien McCoy
High Prairie School Division No. 48

Fort McMurray – June 26, 2002

Bill Almdal

John Rigney
Councillor
Regional Municipality of Wood Buffalo

Grande Prairie – June 27, 2002

Roy Borstad
Reeve, County of Grande Prairie

Bryn Kulmatiki
Superintendent, Grande Prairie &
District Catholic Schools

Jean Charchuk
Mayor, Town of Fairview

Gerald McDonald

Dr. Darwin Eckstrom
Peace Wapiti School Division

Walter Paszkowski

Gordon Graydon
MLA, Grande Prairie-Wapiti

Barry Robinson
Grande Prairie-Wapiti & Smoky
Liberal Constituency Associations

Richard Harpe

Tony Yelenik
Reeve, MD of Greenview

Peace River – June 27, 2002

Tom Baldwin

Northern Alberta Development Council

Carolyn Kolebaba

Reeve, MD of East Peace

Craig Bissell

Councillor, MD of Big Lakes

Bruce Moltzan

Peace River School Division

Walter Doll

Reeve, MD of Fairview

Helen Mussio

Councillor, MD of Northern Lights

Daniel Dunwoody

Dunvegan
PC Constituency Association

Bruce Rutley

Dunvegan
Liberal Constituency Association

Joyce Dvornek

Councillor, MD of Big Lakes

Walter Sarapuk

Councillor, MD of Mackenzie

Gary Friedel

MLA, Peace River

Elaine Sky

Chair, Peace River School Division

Hector Goudreau

MLA, Dunvegan

Barb Spurgeon

Silver Birch Child &
Family Services Authority

Brian Grant

Reeve, MD of Peace

Gwen Tegart

Dunvegan
PC Constituency Association

Peter Hawryliuk

Northwestern Regional Health Authority

List of Submitters – First Round Written Submissions

Wendy Adams**Norm Adolphson****Paul Ainscough**

Mayor, Town of Drumheller

Herbert Albrecht**Marilyn Assheton-Smith**

Edmonton-Strathcona

NDP Constituency Association

Wayne Ayling

Mayor, City of Grande Prairie

A.M. Balfour**Ken Balko**

Edmonton-Beverly-Clareview

PC Constituency Association

R.T. Ballantyne**Carlos Barth****Robert, Jaqueline & Rob Beagle****Evan Berger**

Reeve, MD of Willow Creek

E.G. Bowden**Robert B. Breakell****A.J. Brinker****Dave Broda**

MLA, Redwater

Duncan Brooks

Edmonton-Gold Bar

Liberal Constituency Association

Eric F. Bryant**Herb Buchanan****Richard Buchanan**

Chairman, Lac Cardinal Regional

Economic Development Board

Robert Bouchard

Reeve, County of St. Paul No. 19

Beverley Bushell**Pat Burns****Daniel P. Carroll**

Edmonton-Riverview

Liberal Constituency Association

Andrew R. Cameron**Lawrence Cherneski****David Chamberlain****R.N. Christie****Jeanette Chernow**

Calgary-Egmont

PC Constituency Association

James D. Clark**Ed Chubocha**

Reeve, County of Leduc

Gale Conarro**Pat Cochrane**

Chair, Calgary Board of Education

James Coswan

Mayor, Village of Waskatenau

Sheila Cooper**E.N. Crowther**

Paulo Da Costa

Kathy Czar

Martin M. Driessen, Q.C.

R. Wayne Davey
Reeve, Vulcan County

Helmut Eisert

Milton Elliot
Reeve, Clearwater County

Mark Fecho

Jacqueline Fetherston
Calgary-Bow
PC Constituency Association

Peter Fitzgerald-Moore

Anne Flynn
Municipal Administrator
Village of New Norway

Tom Flynn
Redwater PC Constituency Association

Heather Forsyth
MLA, Calgary Fish-Creek

Mike Franchuk
Reeve, Smoky Lake County

Cecil Gammon

Robert N. Gibbard

Dr. Roger Gibbins
President & CEO
Canada West Foundation

Robert Giles

Jean Graham

Zoria E. Grieve

Doug Grisack

John Gullett

Bart Guyon
Reeve, MD of Brazeau No. 77

Mark Hambridge

William Hamilton

Kristy A. Harcourt

Randy Harris

Terry Helgeson

Sid A. Hinton
Reeve, County of Minburn

John Hohm

Kenneth Hoppins
Reeve, Kneehill County

Bernie Hornby
Mayor, Town of Fox Creek

Joanne Horton
Village of Marwayne

Robert Howard

Dr. John T. Huang
Calgary-Varsity
PC Constituency Association

Asgeir Ingibergsson

John Isbister

Colin Jackson

Harold James

Doreen T. Jeary-Fischer

Felix Jesualexander

David Johnson

Penny Kary

Municipal Administrator
Town of Manning

Dan Kelly

Vice President, Prairie Region Canadian
Federation of Independent Business

Mark Kelly

Peter & Evangeline Keough

Bill & Mary-Lou King

Mel Knight

MLA, Grande Prairie-Smoky

Ross Koelmans

Scott Koratch

Economic Tourism Development
Officer, City of Lloydminster

Jeff Kovitz, Q.C.

Kathryn Kozak Wiebe

Mayor, Town of Bonnyville

Jason Krips

Spruce Grove-Sturgeon-St. Albert
PC Constituency Association

Betty Kruse

Chair, Peace Regional Health Authority

David Kucherawy

Mayor, Town of Vegreville

Manny Langman

Donna E. LaPretre

Executive Director
Poverty In Action Society

Douglas Lee

Lori Leibel

Village of Innisfree

Alvin J. Levitt

Gerald Lovejoy

Robert MacDonald

Director, Leduc
PC Constituency Association

Anne Mair

Edmonton-Glengarry
PC Constituency Association

Gary Malthouse

Alan Martens

County Administrator
County of Newell No. 4

Bernhard Martens

David Marynowich

County Manager, County of Minburn

Marlene Maxwell

Reeve, MD of Clearhills No. 21

Patrick McCall

Don McCallum

Rod E. McConnell

Ray McFetridge

Bruce McGregor

Margaret Mackay

Lois McLeod

Little Bow PC Constituency Association

Diana McQueen

Chair, Brazeau Seniors Foundation

Greg Melchin

MLA, Calgary-North West

John Middleton-Hope

Dean Milner

Michael Minchin

Director of Corporate Services
Town of Drumheller

Andre Morin

D.W. Morley

Brad Musat

President, Lac La Biche
Chamber of Commerce

Nina Neville

Jeff Newland

Councillor, Town of Wainwright

Allan C. Oliver

K.J. Olsen

Ralph & Noreen Olson

Elsie Osbak

Ed Parent

Robert Pelletier

Mayor, Town of Legal

Harry Pelton

David R. Pfau, B.A. LL.B.

Corinne Pohlmann

Director, Provincial Affairs
Alberta/NWT Canadian
Federation of Independent Business

Carol Potter

John Reid

Chair, Provincial Advocacy
Calgary Professional Arts Alliance

June Roe

George Rogers

Mayor, City of Leduc

W.H. Rogerson

Anne Rothwell

Bernice Sambor

Lamont-Two Hills Business
Development Corporation

Bonnie Sansregret

President, Consort & District
Chamber of Commerce

Al Seatter

Calgary-North West
PC Constituency Association

Brent Shewchuck

Doug Schierman, P.Eng.

Peter Sidey

Bill Smith

Mayor, City of Edmonton

Dr. T.J. (Tom) Snell

Olds-Didsbury-Three Hills
PC Constituency Association

D.L. (Lou) Soppit

Mayor, Town of
Rocky Mountain House

John Stevens

Mayor, Town of Picture Butte

Michael Stiles

David & Gail Stolee

Evelyn Straty

Secretary-Treasurer
Village of Myrnam

Margaret Tardif

Mayor, Town of Falher

Frank C. Totino

Hans & Lena Visser

Ed Waelpoel

Phillip H. Walker

Sid Wallace

George & Mabel Ward

Dr. D.C. Warwick

Robert H. Watt

Town of Vermilion

Erik Weigeldt

David Wiens

Connie Wilkinson

Village of Paradise Valley

Sharon Williams

Village of Kitscoty

Art Williamson

R.E. Wolf

Valerie J. Wray

Shannon Wyatt

Sherwood Park
PC Constituency Association

Joseph Yanchula

Hal Zoeller

Henry Zolkewski

Reeve, County of Thorhild No. 7

List of Presenters – Second Round Public Hearings
--

Athabasca – December 16, 2002**Kirk Andries**

Director, External Affairs
Alberta Pacific Forest Industries

Charlie Ashbey

Councillor, County of Athabasca

Robert Bouchard

Reeve, County of St. Paul

Mike Cardinal

MLA, Athabasca-Wabasca

Jack Dowhaluk

President, Grassland Agricultural Society

Ray Ewaskiw

Lac La Biche & District
Chamber of Commerce

Douglas L. Faulkner

Mayor, Regional Municipality
of Wood Buffalo

Mary Anne Finley

St. Paul & District
Chamber of Commerce

Hudson Foley**Sheila Foley**

Reeve, MD of Lesser Slave River

Jim Giancola

Councillor, Village of Boyle

Ken Hodgins

Mayor, City of Fort Saskatchewan

Bruce Jackson**Don Kravontka**

President, Grassland & Areas
Economic Development Association

Trevor Martin

Athabasca & District
Chamber of Commerce

Don McGladdery

Athabasca-Wabasca
PC Constituency Association

Maria Minto**Ron Nemetchek****Frank Ponto**

Athabasca County Tourism

Robert Richard

Reeve, County of Lakeland

Paul Sinclair

Reeve, MD of Opportunity

Dr. Mike Smith**Robert A. Splane****Marian Wolitski**

Chair, Keeweenaw Lakes
Regional Health Authority

Al Wurfel

Mayor, Town of Athabasca

David Zabot

Deputy Reeve, MD of Opportunity

Edmonton – December 17, 2002

Ken Allred

St. Albert
PC Constituency Association

Ken Balko

Edmonton-Beverly-Clareview
PC Constituency Association

Chris Belke

Councillor, Town of Devon

Laurie Blakeman

MLA, Edmonton-Centre

Duncan Brooks

Edmonton-Gold Bar
Liberal Constituency Association

Dan Carroll

Edmonton-Riverview
Liberal Constituency Association

Paul Chalifoux

Director, St. Albert
PC Constituency Association

John Patrick Day

Edmonton-Norwood
Liberal Constituency Association

David Despuis

John Engelmann

Gary Friedel

MLA, Peace River

Vernon Hafso

Councillor, Beaver County

Jack Hayden

President, Alberta Association of
Municipal Districts & Counties

Douglas E. King

Clover Bar-Fort Saskatchewan
PC Constituency Association

Ken Kobly

Mayor, Town of Beaumont

Carolyn Kolebaba

Reeve, Northern Sunrise County

John Kolkman

New Democrats

Jason Krips

Spruce Grove-Sturgeon-St. Albert
PC Constituency Association

Rod Krips

Chief Administrator Officer
Town of Viking

Don Kuchelyma

President, Edmonton Federation of
Community Leagues

David Kucherawy

Mayor, Town of Vegreville

Ken Lesniak

Deputy Mayor, County of Strathcona

Rob Lougheed

MLA, Clover Bar-Fort Saskatchewan

Hugh MacDonald

MLA, Edmonton-Gold Bar

Liliane Maisonneuve

French Canadian Association of Alberta

Brian Mason

MLA, Edmonton-Highlands

Gary Masyk

MLA, Edmonton-Norwood

Chuck McBurney
Reeve, Beaver County

John Ogle
Edmonton-Glenora
Liberal Constituency Association

Tony Ollenberger
Alberta First Party

Bill Smith
Mayor, City of Edmonton

John Szumlas
Edmonton-Gold Bar
PC Constituency Association

Reg Woelfle
Sherwood Park
Liberal Constituency Association

Stan Woloshyn
MLA, Stony Plain

Red Deer – December 18, 2002

Dale Barr
Mayor, Town of Rimbey

Elsie Brewin

Shirley Cripps

Judy Gordon
MLA, Lacombe-Stettler

May Johnson
President, Lacombe & District
Chamber of Commerce

Douglas A. Jones
Mayor, Town of Oyen

Doug Lehman
Deputy Mayor, Town of Oyen

Ty Lund
MLA, Rocky-Mountain House

William McQuesten
Mayor, Town of Lacombe

Wayne Richardson
Reeve, County of Paintearth

Stan Schumacher
Drumheller-Chinook
PC Constituency Association

Rev. Dr. Doreen Sturla Scott

Clifford Soper
Lacombe-Stettler
PC Constituency Association

Ted Szumlas
Ponoka-Rimbey
PC Constituency Association

Wayne Tutty
Mayor, Town of Blackfalds

Dorothy Ungstad
Ponoka-Rimbey
PC Constituency Association

Loren Wiberg

Calgary – December 18, 2002

Rebecca Aizenman

Moe Amery

MLA, Calgary-East

Paul C. Breeze

Calgary-Shaw

PC Constituency Association

Al Brissette

Calgary-Egmont

PC Constituency Association

Valerie A. Chatten

Calgary-Fish Creek

PC Constituency Association

Marlene Graham, Q.C.

MLA, Calgary-Lougheed

Doug Hayes

Calgary-Shaw

PC Constituency Association

Stephen Hope

Calgary-Shaw

PC Constituency Association

J. B. Isaacs

Calgary-Fish Creek

PC Constituency Association

Ron Laycraft

MD of Foothills

Allan LePoudre

Airdrie-Rocky View

PC Constituency Association

Kim Linkletter

Calgary-Currie

PC Constituency Association

Marg Loewen

President, Foothills-Little Bow

Municipal Association

John Murray

Airdrie-Rocky View

PC Constituency Association

Mark Ross

President, Whitehorn

Community Association

Ian Seright

Southview Community Association

Darril Stephenson

Calgary-Lougheed

PC Constituency Association

Jo-Anne Teed

Calgary-Cross

PC Constituency Association

Sandy Wilson

Calgary-Fort

List of Submitters – Second Round Written Submissions
--

527 letters were received from the **Sundance Ridge Community** in Calgary.

105 letters were received from the **Whitehorn Community** in Calgary.

395 signatures were received on a letter from the **Baldwin Community** in Edmonton.

163 letters were received from individuals resident in **Sherwood Park**.

Jan Anderson**Victoria Arcand**

Chief, Alexander First Nation

Tom Baldwin

Executive Director

Northern Alberta Development Council

Blair W. Barkley

Highwood

PC Constituency Association

Dennis Beck

Calgary-Bow

PC Constituency Association

Dave Bell**Cody Berggren**

Mayor, Town of Bowden

R. Lloyd Bertschi

Mayor, Town of Morinville

Brad Blair**Bill Bonner**

MLA, Edmonton-Glenarry

Doug Borg

Reeve, Woodlands County

André Boudreau

President, Centre Culturel

Marie-Anne-Gaboury

Sheila Bowker

President, Parkdale-Cromdale

Community League

A.J. Brinker**Malcolm Brown**

Calgary-Lougheed

PC Constituency Association

Richard Buchanan

Chairman, Lac Cardinal

Regional Economic Board

Pat Burns

Mayor, Town of Hanna

Wayne Cao

MLA, Calgary-Fort

Harvey Cenaiko

MLA, Calgary-Buffero

Frank (Manny) Chalifoux

Chair, Northern Lakes College

Board of Governors

Larry Chorney**Nolan & Shelley Chrapko****Harvey Christensen****James D. Clark, BSF, RPF**

**Directors of the Cliff Bungalow-
Mission Community Association**

Lucien N. Cloutier
Development Officer, Lakeland County

William E. Code, Q.C.

Dianne Cooper-Ponte
Calgary-Glenmore
PC Constituency Association

Mrs. K. Cox

Shirley Cripps
President, Federation of Alberta
Bingo Associations

Wayne Daniels
Reeve, County of Newell

Ray Danyluk
MLA, Lac La Biche-St. Paul

Garry Dearing
Reeve, County of Wetaskiwin

L.H. & M. Leone Dennis

Horst Doberstein

Denis Ducharme
MLA, Bonnyville-Cold Lake

John Wm. Duke

Diane Ellens

Jacqueline Elton

Rob & Deb Elzinga

J. Denise Exton
Manager, Legislative & Legal Services,
Strathcona County

J. Falkenberg
County Administrator
County of Paintearth

Don Fleming
Board Chairman
Edmonton Public Schools

W.J. Fleming

Sheila Foley
Athabasca-Wabasca
PC Constituency Association

Wallace Fox
Chief, Onion Lake First Nation

Lyle Frisby
Mayor, Town of Elk Point

Yvonne Fritz
MLA, Calgary-Cross

Dave Fryett
Chairman, South Fish Creek
Transportation Action Committee

Vincent Gaudet
Secretary/Treasurer
Golden Hills School Division

Bob Gerlock
Chair, South East Community
Leagues Association

Lorraine Gislason
Reeve, County of Athabasca

Alex E. Gomes

Pat Gordeyko
Reeve, County of Two Hills

Grant Gordon

Peter Green
Reeve, County of Vermilion River

Ken Greenwell

Mayor, Town of Ponoka

Zoria Grieve

Doug Grisack

Dale Gust

Mayor, Town of Bashaw

Dorothy J. Hagemaan

James Halicki

Mark Hambridge

Gary Hanson

General Manager & COO
West Edmonton Mall

Olga, Dwayne & Joe Harnaha

Scott Hennig

Jim Hillaby

Reeve, County of Camrose

Tracy & Maurice Houle

Joanne Hrycun

Harlan C. Hulleman, M.A.

Alan Hyland

Mayor, Town of Bow Island

Layne Johnson

County Manager, County of Lethbridge

Doug Jones

Drumheller-Chinook
PC Constituency Association

Halvar C. Jonson

MLA, Ponoka-Rimbey

Peter Karbashewski

Mayor, Village of Willingdon

Bill Kent

Gloria S. Kereliuk

Balwin-Delwood Community Association

Bartek Kienc

Edmonton-Rutherford
PC Constituency Association

Gillian Kier

Bill King

Mayor, Town of Manning

Edna Kneller

President
Parkridge Community Association

Paul Kowalenko

Director, Civic Affairs Canyon
Meadows Community Association

Carolyn Kreke

Helene Larocque

President
Martindale Community Association

Charlotte Lima

Duncan Lloyd

Mayor, Town of Coaldale

Le-Ann Lundgren

President
Southview Community Association

Sandra MacArthur

Assistant Manager, MD of Opportunity

Darryl Machan

Rolly Magee

Mayor, Town of Black Diamond

Lorne G. Mann

Mayor, Town of Peace River

Werner H. Mannert

Gary Mar

MLA, Calgary-Nose Creek

Norm Mayer

Mayor, City of Camrose

Don McCallum

Edmonton-Meadowlark
PC Constituency Association

Ian McClelland

MLA, Edmonton-Rutherford

James McCracken

Reeve, MD of Nothorn Lights

Roy McLean

Reeve, MD of Foothills

Gordon McRobbie

Greg Melchin

MLA, Calgary-North West

Violet Melo

Mike Mihaly

Mayor, Town of High Level

Dean & Susan Milner

Leonard Mitzel

Chair, Mayors & Reeves of
South Eastern Alberta

Don Montgomery

Mayor, Wetaskiwin

Denise Morie

Edmonton-Mill Creek
Liberal Constituency Association

Terry Murray

President, Cedarbrae Community
League Association

Ewen Nelson

Vice President

Boyle Street Community League

Deryk Norton

Dan Oneil

Mayor, City of Airdrie

Doug Orlecki

President, Two Hills Lions

Patrick A. O'Sullivan

Dr. Raj Pannu

MLA, Edmonton-Strathcona

Leif Pedersen

Chief Administrative Officer
Town of Mundare

Paul Pelchat

President, French Canadian Association
of Alberta, Edmonton Region

Richard H.M. Plain

Mayor, City of St. Albert

Richard Poole

Peter Popowich

Mayor, Town of Two Hills

Ray Prins

Reeve, Lacombe County

Richard Reise

Dean & Sandra Rendle

Susan Rigby

Calgary-East
PC Constituency Association

Jim Rivait

Edmonton-Mill Woods
PC Constituency Association

Mary-Lou Robertson

Doug & Jean Rose

Ronald T. Rosychuk

Marjorie L. Roy
Programs & Services Director
Pineridge Community Association

Gerry Schenk
Edmonton-Manning
PC Constituency Association

Barb & George Scherrens

Shiraz Shariff
MLA, Calgary-McCall

Elaine Sky
Chair, Peace River School Division

Jay J. Slemp
Chairman, Special Areas Board

Murray Smith
MLA, Calgary-Varsity

Jane Steckley

Ken & Sandra Stevens

R.E. Stevenson

Gordon Svenningsen
Reeve, Ponoka County

Peggy & John Szumlas

Len Thesen
Drayton Valley-Calmar
PC Constituency Association

K. Ed Thomlinson

Donald B. Thompson
Reeve, Starland County

Edward & Joyce Tona

Kelly Tuck
Mayor & Councillors
Town of Turner Valley

Theresa Turner
President, Ponoka & District
Chamber of Commerce

Carolynn Vodden
President
Monterey Park Community Association

Michael Walters
Community Organizer
Community Action Project

Lynn Warkentin

Dwayne C. & Collette Weatherall

Debbie Wiebe
Community Relations
Temple Community Association

Beth Wiwchar
Calgary-Varsity New Democrats
Constituency Association

Garry Wolosinka
Mayor, Town of Viking

Larry Yasman
President
Rundle Community Association

Douglas Yeo
Superintendent of Schools
St. Paul Education Regional Division

Joseph W. Yurkovich
Edmonton-Whitemud
PC Constituency Association

Henry Zolkewski
Reeve, County of Thorhild

Detailed Matrix 1 - Existing Electoral Divisions

Rank	Electoral Division	Population	Area	Score	Density	Score	R/U Ratio	Score	"Dependant" Proportion	Score	Elected Bodies	Score	Distance from Leg.	Score	Total
1	Athabasca-Wabasca	20,752	124,730	3	0	3	759	3	35	1	38	3	410	3	16
2	Dunvegan	24,657	39,038	3	1	3	182	3	36	1	29	3	480	3	16
3	Drumheller-Chinook	25,062	27,036	3	1	3	113	3	35	1	27	3	270	3	16
4	Lesser Slave Lake	25,920	87,741	3	0	3	141	3	38	1	33	3	440	3	16
5	Peace River	28,072	74,536	3	0	3	138	3	35	1	20	3	580	3	16
6	Little Bow	30,130	10,770	3	3	3	150	3	38	1	21	3	380	3	16
7	Cardston-Taber-Warner	30,588	9,998	2	3	3	78	3	40	2	18	3	470	3	16
8	Wainwright	28,908	15,643	3	2	3	135	3	36	1	30	3	190	0	13
9	Strathmore-Brooks	39,099	10,190	2	4	3	68	2	33	0	18	3	310	3	13
10	Bonnyville-Cold Lake	29,002	11,979	3	2	3	68	2	34	0	16	3	218	1	12
11	Rocky Mountain House	31,157	22,305	3	1	3	195	3	34	0	22	3	190	0	12
12	Lac La Biche-St. Paul	32,284	12,721	3	3	3	155	3	38	2	24	3	144	-2	12
13	Grande Prairie-Smoky	36,158	19,382	3	2	3	51	0	31	0	15	3	290	3	12
14	Highwood	46,549	8,410	0	6	3	74	3	33	0	17	3	340	3	12
15	Vermilion-Lloydminster	30,436	8,862	1	3	3	78	3	35	1	24	3	180	0	11
16	Livingstone-Macleod	30,250	10,928	3	3	3	36	-3	38	1	18	3	430	3	10
17	Grande Prairie-Wapiti	33,007	14,270	3	2	3	47	-1	30	0	12	2	400	3	10
18	Banff-Cochrane	48,517	11,368	3	4	3	43	-1	27	-1	17	3	290	3	10
19	Vegreville-Viking	27,931	8,986	1	3	3	117	3	39	2	23	3	85	-3	9
20	West Yellowhead	29,349	37,689	3	1	3	41	-2	29	0	12	2	300	3	9
21	Whitecourt-St. Anne	31,412	11,786	3	3	3	217	3	33	0	26	3	129	-3	9
22	Cypress-Medicine Hat	31,513	20,885	3	2	3	47	-1	33	0	11	1	470	3	9
23	Barrhead-Westlock	24,976	11,525	3	2	3	130	3	37	1	11	1	117	-3	8
24	Olds-Didsbury-Three Hills	31,781	6,255	-2	5	3	90	3	37	1	17	3	210	0	8
25	Drayton Valley-Calmar	28,149	8,901	1	3	3	265	3	34	0	24	3	100	-3	7
26	Lacombe-Stettler	32,530	6,271	-2	5	3	84	3	36	1	18	3	150	-2	6
27	Ponoka-Rimbey	30,868	5,460	-3	6	3	125	3	39	2	25	3	92	-3	5
28	Innisfail-Sylvan Lake	37,378	4,152	-3	9	3	116	3	33	0	14	3	160	-1	5
29	Airdrie-Rocky View	47,335	3,369	-3	14	3	74	3	30	0	9	-1	250	2	4
30	Redwater	33,342	4,599	-3	7	3	123	3	34	0	16	3	85	-3	3
31	Stony Plain	37,480	2,663	-3	14	3	220	3	32	0	18	3	57	-3	3
32	Medicine Hat	35,889	77	-3	466	3	0	-3	36	1	4	-3	430	3	-2
33	Leduc	37,363	1,899	-3	20	3	38	-2	32	0	15	3	42	-3	-2
34	Lethbridge-East	31,675	45	-3	707	2	0	-3	35	1	4	-3	430	3	-3
35	Wetaskiwin-Camrose	34,611	1,774	-3	20	3	23	-3	37	1	12	2	68	-3	-3
36	Lethbridge-West	35,704	81	-3	441	3	0	-3	31	0	4	-3	431	3	-3
37	Spruce Grove-Sturgeon-St. Albe	36,628	1,013	-3	36	3	31	-3	30	0	13	3	32	-3	-3

38	Clover Bar-Fort Saskatchewan	38,294	1,240	-3	31	3	175	3	30	0	6	-3	30	-3	-3
39	Calgary-McCall	48,756	89	-3	551	3	0	-3	29	0	4	-3	269	3	-3
40	Calgary-Fort	36,883	63	-3	588	3	0	-3	28	-1	4	-3	283	3	-4
41	Calgary-Shaw	82,516	124	-3	664	2	0	-3	30	0	7	-3	295	3	-4
42	Fort McMurray	38,667	65	-3	595	3	0	-3	24	-2	4	-3	380	3	-5
43	Calgary-Lougheed	34,443	40	-3	855	0	0	-3	26	-1	4	-3	295	3	-7
44	Calgary-Nose Creek	55,393	48	-3	1,150	-2	0	-3	29	0	4	-3	268	3	-8
45	Calgary-North West	62,849	55	-3	1,153	-2	0	-3	29	0	4	-3	271	3	-8
46	Calgary-Varsity	32,339	18	-3	1,753	-3	0	-3	31	0	4	-3	276	3	-9
47	Calgary-East	31,856	14	-3	2,275	-3	0	-3	30	0	4	-3	278	3	-9
48	Edmonton-Ellerslie	32,280	64	-3	505	3	0	-3	29	0	4	-3	14	-3	-9
49	Calgary-Glenmore	33,756	20	-3	1,671	-3	0	-3	32	0	4	-3	288	3	-9
50	Edmonton-Calder	34,075	72	-3	476	3	0	-3	35	0	4	-3	8	-3	-9
51	Calgary-Elbow	34,499	19	-3	1,842	-3	0	-3	33	0	4	-3	282	3	-9
52	Calgary-Bow	35,147	26	-3	1,359	-3	0	-3	30	0	4	-3	277	3	-9
53	Calgary-Egmont	36,603	23	-3	1,588	-3	0	-3	30	0	4	-3	287	3	-9
54	Calgary-Montrose	37,086	13	-3	2,876	-3	0	-3	28	0	4	-3	277	3	-9
55	Edmonton-Manning	41,129	125	-3	329	3	0	-3	31	0	4	-3	16	-3	-9
56	Edmonton-Whitemud	46,520	91	-3	512	3	0	-3	31	0	4	-3	11	-3	-9
57	Calgary-West	50,524	43	-3	1,178	-3	0	-3	31	0	4	-3	280	3	-9
58	Calgary-Foothills	55,315	41	-3	1,344	-3	0	-3	30	0	4	-3	270	3	-9
59	Calgary-Fish Creek	33,038	18	-3	1,841	-3	0	-3	28	-1	4	-3	292	3	-10
60	Calgary-North Hill	33,379	16	-3	2,096	-3	0	-3	28	-1	4	-3	275	3	-10
61	Calgary-Cross	39,454	13	-3	3,068	-3	0	-3	28	-1	4	-3	275	3	-10
62	Sherwood Park	46,818	68	-3	688	2	6	-3	30	0	4	-3	14	-3	-10
63	Calgary-Mountain View	32,529	16	-3	2,006	-3	0	-3	23	-2	4	-3	277	3	-11
64	Calgary-Currie	34,694	15	-3	2,351	-3	0	-3	25	-2	4	-3	284	3	-11
65	Edmonton-McClung	38,266	52	-3	738	1	0	-3	29	0	4	-3	11	-3	-11
66	Red Deer-North	31,283	33	-3	956	0	0	-3	28	-1	4	-3	140	-2	-12
67	Calgary-Buffalo	37,807	7	-3	5,734	-3	0	-3	16	-3	4	-3	277	3	-12
68	Edmonton-Mill Creek	42,217	50	-3	838	0	0	-3	31	0	4	-3	7	-3	-12
69	Edmonton-Beverly-Clareview	34,817	34	-3	1,026	-1	0	-3	29	0	4	-3	12	-3	-13
70	Edmonton-Castle Downs	37,570	36	-3	1,055	-1	0	-3	29	0	4	-3	10	-3	-13
71	Edmonton-Gold Bar	31,344	21	-3	1,501	-3	0	-3	37	1	4	-3	5	-3	-14
72	Red Deer-South	36,424	28	-3	1,310	-3	0	-3	31	0	4	-3	142	-2	-14
73	Edmonton-Mill Woods	30,699	17	-3	1,825	-3	0	-3	30	0	4	-3	8	-3	-15
74	Edmonton-Norwood	31,036	12	-3	2,647	-3	0	-3	31	0	4	-3	5	-3	-15
75	Edmonton-Glenora	31,777	13	-3	2,493	-3	0	-3	31	0	4	-3	4	-3	-15
76	Edmonton-Highlands	32,039	16	-3	2,011	-3	0	-3	30	0	4	-3	6	-3	-15
77	Edmonton-Riverview	32,267	21	-3	1,535	-3	0	-3	33	0	4	-3	4	-3	-15
78	Edmonton-Rutherford	34,470	12	-3	2,913	-3	0	-3	30	0	4	-3	7	-3	-15

79	Edmonton-Glengarry	34,584	18	-3	1,966	-3	0	-3	35	0	4	-3	8	-3	-15
80	Edmonton-Meadowlark	34,646	24	-3	1,430	-3	0	-3	32	0	4	-3	9	-3	-15
81	St. Albert	41,001	29	-3	1,409	-3	0	-3	29	0	4	-3	13	-3	-15
82	Edmonton-Strathcona	32,945	12	-3	2,802	-3	0	-3	22	-3	4	-3	2	-3	-18
83	Edmonton-Centre	33,423	9	-3	3,683	-3	0	-3	21	-3	4	-3	1	-3	-18

Detailed Matrix 2 - Recommended Electoral Divisions

Rank	Electoral Division	Population	Area	Score	Density	Score	R/U Ratio	Score	"Dependant" Proportion	Score	Elected Bodies	Score	Distance from Leg.	Score	Total
1	Cardston-Taber-Warner	31,755	10,480	3	3	3	84	3	40	2	20	3	453	3	17
2	Little Bow	32,897	11,555	3	3	3	122	3	38	2	24	3	370	3	17
3	Dunvegan	24,202	38,965	3	1	3	181	3	36	1	27	3	469	3	16
4	Lesser Slave Lake	27,731	70,790	3	0	3	193	3	37	1	36	3	284	3	16
5	Peace River	31,655	99,108	3	0	3	140	3	37	1	26	3	537	3	16
6	Drumheller-Stettler	33,483	29,211	3	1	3	97	3	36	1	32	3	249	2	15
7	Strathmore-Brooks	38,140	10,869	3	4	3	86	3	32	0	16	3	341	3	15
8	Lac La Biche-St. Paul	35,230	27,114	3	1	3	156	3	38	2	25	3	191	0	14
9	Battle River-Wainwright	31,042	16,796	3	2	3	152	3	36	1	34	3	189	0	13
10	Rocky Mountain House	33,313	23,188	3	1	3	216	3	34	0	25	3	193	0	12
11	Grande Prairie-Smoky	36,178	19,420	3	2	3	51	0	31	0	17	3	294	3	12
12	Grande Prairie-Wapiti	32,987	14,273	3	2	3	47	0	30	0	12	2	393	3	11
13	Livingstone-Macleod	33,534	12,971	3	3	3	36	-2	37	1	18	3	419	3	11
14	Bonnyville-Cold Lake	31,289	8,870	1	4	3	82	3	34	0	23	3	207	0	10
15	Cypress-Medicine Hat	31,513	20,880	3	2	3	47	0	33	0	11	1	432	3	10
16	Barrhead-Morinville-Westlock	35,086	11,936	3	3	3	90	3	36	1	19	3	105	-3	10
17	West Yellowhead	29,349	37,689	3	1	3	41	-1	30	0	11	1	300	3	9
18	Vermilion-Lloydminster	30,675	8,189	0	4	3	69	3	35	1	20	3	173	-1	9
19	Whitecourt-St. Anne	32,251	11,855	3	3	3	226	3	34	0	29	3	125	-3	9
20	Olds-Didsbury-Three Hills	32,738	6,351	-2	5	3	96	3	37	1	15	3	210	0	8
21	Foothills - Rockyview	33,397	3,312	-3	10	3	326	3	30	0	12	2	280	3	8
22	Calmar-Drayton Valley-Millet	34,279	10,030	2	3	3	252	3	34	0	31	3	100	-3	8
23	Banff-Cochrane	35,593	12,900	3	3	3	12	-3	26	-1	15	3	310	3	8
24	Wood Buffalo	42,971	104,330	3	0	3	11	-3	25	-1	13	3	462	3	8
25	Athabasca - Redwater	34,772	9,241	1	4	3	255	3	34	0	30	3	96	-3	7
26	Lacombe-Ponoka	35,065	4,560	-3	8	3	88	3	37	1	21	3	106	-3	4
27	Innisfail-Sylvan Lake	36,076	4,063	-3	9	3	108	3	33	0	12	2	158	-2	3
28	Fort Saskatchewan-Vegreville	36,172	6,500	-1	6	3	52	0	36	1	20	3	65	-3	3
29	Stony Plain	37,410	2,633	-3	14	3	220	3	32	0	16	3	58	-3	3
30	Highwood	31,410	2,786	-3	11	3	50	0	33	0	8	-2	328	3	1
31	Airdrie-Chestermere	37,651	2,138	-3	18	3	52	0	30	0	8	-2	266	3	1
32	Wetaskiwin-Camrose	37,750	1,497	-3	25	3	19	-3	39	2	16	3	69	-3	-1
33	Medicine Hat	35,889	77	-3	466	3	0	-3	36	1	4	-3	432	3	-2
34	Leduc-Beaumont-Devon	37,378	1,909	-3	20	3	38	-2	32	0	13	3	45	-3	-2
35	Lethbridge-West	32,695	78	-3	419	3	0	-3	31	0	4	-3	430	3	-3
36	Calgary-Hays	36,258	94	-3	386	3	0	-3	29	0	4	-3	294	3	-3
37	Strathcona	36,435	1,092	-3	33	3	228	3	30	0	4	-3	29	-3	-3
38	Calgary-McCall	36,458	86	-3	424	3	0	-3	30	0	4	-3	270	3	-3

39	Lethbridge-East	34,684	47	-3	738	1	0	-3	35	1	4	-3	429	3	-4
40	Calgary-Fort	39,155	51	-3	768	1	0	-3	28	0	4	-3	282	3	-5
41	Calgary-Foothills	36,415	41	-3	888	0	0	-3	29	0	4	-3	269	3	-6
42	Spruce Grove-Sturgeon-St. Albe	37,216	798	-3	47	3	24	-3	29	0	10	0	33	-3	-6
43	Calgary-MacKay	37,803	43	-3	879	0	0	-3	29	0	4	-3	267	3	-6
44	Calgary-Lougheed	36,702	44	-3	834	0	0	-3	28	-1	4	-3	294	3	-7
45	Calgary-Egmont	37,423	36	-3	1,040	-1	0	-3	29	0	4	-3	285	3	-7
46	Red Deer-North	36,115	178	-3	203	3	5	-3	28	0	8	-2	134	-3	-8
47	Calgary-West	38,187	36	-3	1,061	-2	0	-3	31	0	4	-3	281	3	-8
48	Calgary-Elbow	38,906	22	-3	1,769	-3	0	-3	35	1	4	-3	284	3	-8
49	Edmonton-Ellerslie	35,707	69	-3	518	3	0	-3	29	0	4	-3	13	-3	-9
50	Calgary-Shaw	35,966	27	-3	1,332	-3	0	-3	31	0	4	-3	295	3	-9
51	Edmonton-Calder	37,190	73	-3	510	3	0	-3	34	0	4	-3	8	-3	-9
52	Edmonton-Whitemud	37,402	81	-3	462	3	0	-3	30	0	4	-3	10	-3	-9
53	Edmonton-Manning	37,410	120	-3	312	3	0	-3	30	0	4	-3	17	-3	-9
54	Calgary-Glenmore	37,770	20	-3	1,889	-3	0	-3	30	0	4	-3	287	3	-9
55	Calgary-North Hill	38,465	21	-3	1,832	-3	0	-3	29	0	4	-3	275	3	-9
56	Calgary-Nose Hill	38,622	24	-3	1,609	-3	0	-3	29	0	4	-3	272	3	-9
57	Calgary-East	38,655	18	-3	2,148	-3	0	-3	29	0	4	-3	276	3	-9
58	Calgary-North West	39,246	26	-3	1,510	-3	0	-3	29	0	4	-3	272	3	-9
59	Calgary-Montrose	39,276	14	-3	2,805	-3	0	-3	28	0	4	-3	277	3	-9
60	Calgary-Cross	39,524	10	-3	3,952	-3	0	-3	28	0	4	-3	274	3	-9
61	Calgary-Bow	39,604	29	-3	1,366	-3	0	-3	29	0	4	-3	277	3	-9
62	Calgary-Varsity	39,691	21	-3	1,890	-3	0	-3	31	0	4	-3	275	3	-9
63	Sherwood Park	35,360	51	-3	693	2	5	-3	30	0	4	-3	12	-3	-10
64	Calgary-Fish Creek	36,457	18	-3	2,025	-3	0	-3	27	-1	4	-3	293	3	-10
65	Edmonton-McClung	38,266	55	-3	696	2	0	-3	29	0	4	-3	12	-3	-10
66	Calgary-Mountain View	39,586	18	-3	2,199	-3	0	-3	25	-1	4	-3	278	3	-10
67	Edmonton-Mill Creek	36,545	49	-3	746	1	0	-3	31	0	4	-3	8	-3	-11
68	Calgary-Currie	39,340	12	-3	3,278	-3	0	-3	21	-3	4	-3	282	3	-12
69	Calgary-Buffalo	39,357	11	-3	3,578	-3	0	-3	20	-3	4	-3	280	3	-12
70	Edmonton-Castle Downs	37,570	36	-3	1,044	-1	0	-3	29	0	4	-3	11	-3	-13
71	Red Deer-South	36,424	30	-3	1,214	-3	0	-3	31	0	4	-3	144	-2	-14
72	Edmonton-Beverly-Clareview	37,797	35	-3	1,080	-2	0	-3	31	0	4	-3	11	-3	-14
73	Edmonton-Decore	35,570	19	-3	1,872	-3	0	-3	33	0	4	-3	10	-3	-15
74	Edmonton-Rutherford	36,420	14	-3	2,601	-3	0	-3	30	0	4	-3	8	-3	-15
75	Edmonton-Jasper Place	36,483	25	-3	1,459	-3	0	-3	31	0	4	-3	10	-3	-15
76	Edmonton-Glenora	36,766	18	-3	2,043	-3	0	-3	32	0	4	-3	5	-3	-15
77	Edmonton-Gold Bar	37,052	20	-3	1,853	-3	0	-3	34	0	4	-3	4	-3	-15
78	Edmonton-Riverview	37,059	25	-3	1,482	-3	0	-3	34	0	4	-3	4	-3	-15
79	Edmonton-Mill Woods	38,339	18	-3	2,130	-3	0	-3	30	0	4	-3	9	-3	-15

80	Edmonton-Highlands-Norwood	38,418	18	-3	2,134	-3	0	-3	31	0	4	-3	6	-3	-15
81	St. Albert	39,160	28	-3	1,399	-3	0	-3	30	0	4	-3	14	-3	-15
82	Edmonton-Strathcona	37,014	12	-3	3,085	-3	0	-3	23	-2	4	-3	3	-3	-17
83	Edmonton-Centre	35,096	10	-3	3,510	-3	0	-3	21	-3	4	-3	2	-3	-18