



**Manitoba Electoral Divisions**  
BOUNDARIES COMMISSION

# Interim Report 2018



**May 2018**

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PHOTOS COURTESY OF TRAVEL MANITOBA

## INTRODUCTION

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### Commission Overview

The 2018 Electoral Divisions Boundaries Commission was established in January to review the electoral division boundaries for Manitoba provincial elections. Under *The Electoral Divisions Act*, the boundaries are reviewed every 10 years.

The Electoral Divisions Boundaries Commission is non-partisan and independent of government and its membership is set out in the Act. The responsibility of the Commission is to review all provincial electoral division boundaries, including the name of each electoral division. As Manitoba's population changes, the review is necessary to ensure effective representation.

### Commission Members

The Commission is made up of five members:



**Richard Chartier**  
Chief Justice of Manitoba  
Chair of Commission



**David Barnard**  
President and Vice-Chancellor  
University of Manitoba



**Steven Robinson**  
Interim President and  
Vice-Chancellor  
Brandon University



**Harvey Briggs**  
Dean of Arts, Business and  
Science, University College  
of the North



**Shipra Verma**  
Chief Electoral Officer of  
Manitoba

## MANDATE

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### Legislation

The Commission is governed by *The Electoral Divisions Act*. The Act outlines the process to establish the Commission, the membership of the Commission, the method to calculate the population and population quotient for electoral divisions, and factors to consider in establishing electoral division boundaries and names.

## PROCESS

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### Methodology

The Act requires the Commission to base its review on the Statistics Canada 2016 Census population for Manitoba. This total (1,278,365) is divided by the number of provincial electoral divisions in the province (57), establishing a quotient for each electoral division (approximately **22,427** people per electoral division).

The Act states that, where the Commission is of the opinion that a population variation is desirable, electoral division populations may vary. For divisions south of the 53rd parallel, the population may vary by 10% above or below the quotient and for divisions north or partially north of the 53rd parallel, by 25% above or below the quotient.

The Commission used information from the 2016 Census to determine electoral division populations within the proposed boundaries. Statistics Canada and the Manitoba Bureau of Statistics informed the Commission that the 2016 Census was effective and included all communities and First Nations in Manitoba. Hence, no undercoverage issues were identified. Accordingly, the Commission will base the final electoral division populations on the information derived from the 2016 Census.

### Guidelines

Building on provisions set out in the Act, the Commission established the following guidelines to assist in the standardization of the decision-making process:

- **Variance range of 10%:** To the extent that it does not detract from effective representation, the population of each electoral division will fall within a variance range of 10% (from -5% to +5% of quotient).
- **Projected population changes:** When considering the population variances of electoral divisions, informed population growth projections will be a relevant factor.
- **Respecting territorial integrity of certain entities:** To the extent possible, electoral divisions will respect territorial integrity of municipalities, Indigenous communities and designated bilingual areas.
- **Use of physical boundaries:** To the extent possible, where an electoral division needs to divide the aforesaid entities, rivers, lakes, railways, parks and major highways will be used as boundaries.
- **Name changes:** The *Principles and Procedures for Geographical Naming* (published by the Geographical Names Board of Canada) will be followed when the name of an electoral division needs to be changed.

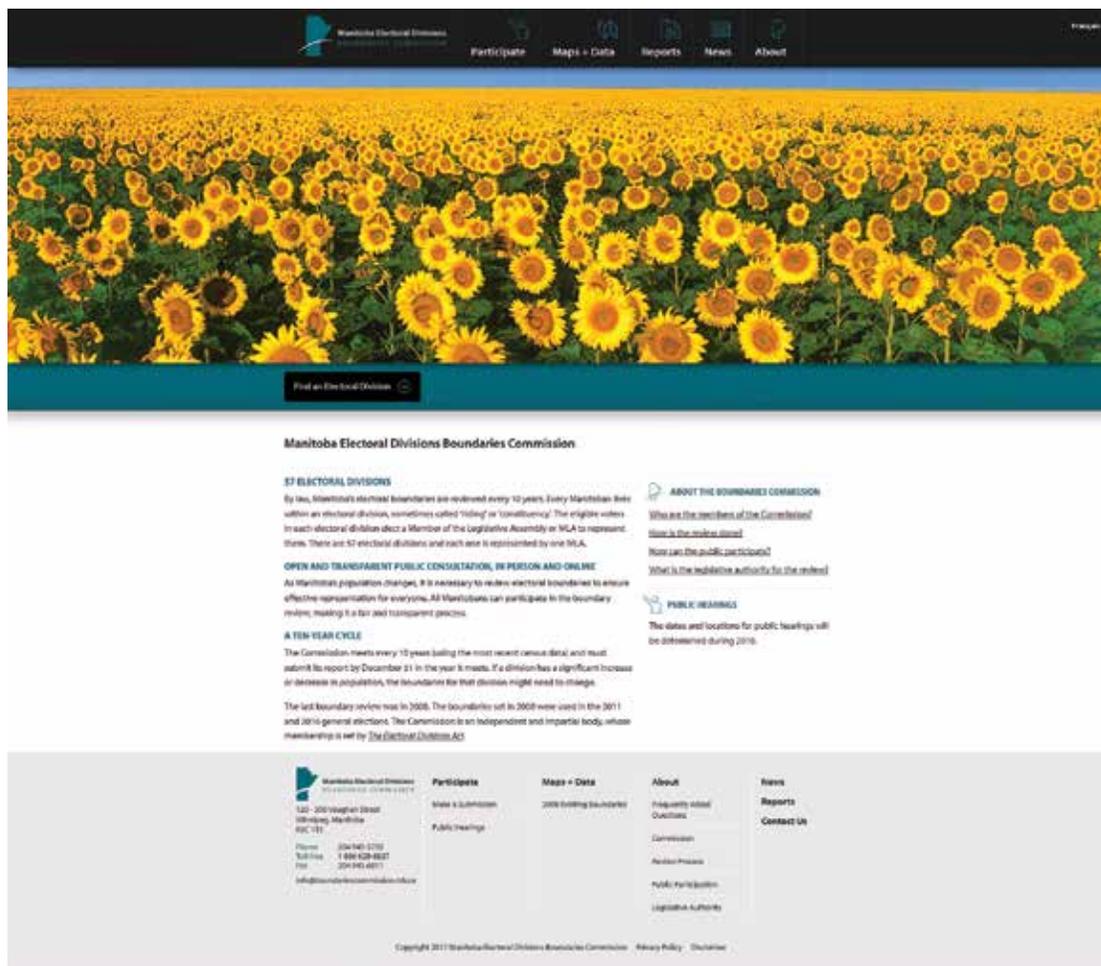
As part of its broad consultation process, the Commission contacted the City of Winnipeg, the Rural Development Institute at Brandon University, and the Manitoba Bureau of Statistics to provide the Commission with any information it may find useful with respect to the projected population changes or trends. The Commission received population projections from the City of Winnipeg and the *Dynamics of Rural and Northern Manitoba* report developed by the Rural Development Institute. The Manitoba Bureau of Statistics provided population information based on the Statistics Canada 2016 Census.

## Broad Consultation Process

Public consultation is a key factor in determining electoral division boundaries and names. As such, the Commission invited submissions from the public prior to the creation of the proposed maps. Between January 8 and March 16, 2018 the public was encouraged to make submissions for changes to the existing electoral division boundaries.

A total of 46 submissions were received and are available on the Commission website at [www.boundariescommission.mb.ca](http://www.boundariescommission.mb.ca). The Commission used an interactive website to engage the public and facilitate the submission process.

The website outlined information about the electoral division populations, allowed the public to create and submit new boundaries and names, provided information on the governing legislation, and described the ways in which the public could continue to participate in the boundary development process.



## KEY HIGHLIGHTS

### One Electoral Division Added to Winnipeg

The Commission has rigorously followed population information provided by the Statistics Canada Census data. The Census data shows population growth mostly in the urban areas of the province, specifically in the Brandon, Morden, Winkler, Steinbach, and Winnipeg regions. It also establishes that the rate of population growth in the City of Winnipeg is significantly higher than the rate for areas outside Winnipeg (see table below):

	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>
	<b>2006 Census Year</b>	<b>2011 Census Year</b>	<b>2016 Census Year</b>	<b>2006-2011 Population Increase/Decrease</b>	<b>2011-2016 Population Increase/Decrease</b>	<b>Rate of Increase/Decrease (%) Between D &amp; E</b>
<b>Population of Manitoba</b>	1,148,400	1,208,270	1,278,365	+ 59,870	+ 70,095	+ 17%
<b>Population of Winnipeg</b>	633,450	663,620	705,245	+ 30,170	+ 41,625	+ 38%
<b>Population outside of Winnipeg</b>	514,950	544,650	573,120	+ 29,700	+ 28,470	- 4%

**Formula used to calculate percentage (%):**

$$E - D = \text{Difference}$$

$$\text{Difference} \div D = \text{Rate of Increase/Decrease}$$

$$\text{Rate of Increase/Decrease} \times 100 = \text{Percentage (\%)}$$

Based on all reports received, the population within Winnipeg is expected to grow at a higher rate than the population outside the city. As a result, of the 57 electoral divisions in the province, one electoral division will be added to the City of Winnipeg for a total of 32, with a reduction of one electoral division outside of Winnipeg, for a total of 25.

### Northern Manitoba

While there is some population growth in northern Manitoba, that growth is significantly slower than in the south of the province. The 2016 Census data indicates that all current northern electoral divisions are below the established population quotient. Flin Flon is of particular concern as it is significantly below the quotient at -30.02%. Both Kewatinook and Thompson electoral divisions are also well below quotient at -20.14% and -13.19% respectively. Only The Pas is near quotient at -1.26%.

As a result, the Commission has brought about four changes. First, the four northern electoral divisions will now essentially encompass all lands that have not been surveyed into townships. Second, the population imbalance between these four electoral divisions will be adjusted so that all have similar populations. Third, in line with the principle of keeping communities of interest together, the Commission has grouped most of the many Indigenous

communities into two electoral divisions, Kewatinook (+0.35%) and a new electoral division which will be called Kameesak (+2.29%), which in Cree means “big”, a reference to Lake Winnipeg. Finally, the Commission has combined the communities of Flin Flon and The Pas into one electoral division (+0.15%). The Thompson electoral division (-4.51%) was adjusted to include the communities of Gillam and Nelson House. The proposed electoral divisions in the north have well balanced populations, while respecting travel patterns and communities of interest.

## Southern Manitoba

As described by *The Electoral Divisions Act*, the Commission has striven to respect municipal boundaries and communities of interest in the same electoral division. Municipal amalgamations have increased the size of some municipalities, making it challenging at times to keep a municipality wholly in one electoral division. If a municipality has been divided, a major feature such as a highway has been used to create the boundary. The Commission is pleased to report that of the 137 municipalities, only 11 municipalities have been divided (see table below).

Municipality	Electoral Division
City of Brandon	Brandon East, Brandon West, Spruce Woods
Grahamdale	Gimli-Interlake, Kameesak
Hanover	Sandilands, Steinbach
Montcalm	Emerson, Morris
North Cypress-Langford	Agassiz, Spruce Woods
North Norfolk	Pembina, Portage la Prairie
Rockwood	Gimli-Interlake, Stonewall
Springfield	Springfield-Ste. Anne, St. Paul
St. Andrews	Selkirk, Stonewall
St. Clements	Lac du Bonnet, Selkirk, St. Paul
Stanley	Emerson, Morden-Winkler

## West

In the western portion of the province, the area encompassing the electoral divisions of Swan River, Dauphin, and Riding Mountain has seen a net population loss. Conversely, the City of Brandon has continued to experience considerable growth.

The Commission has brought together the communities of Dauphin and Swan River into a new Dauphin-Swan River electoral division (+2.84%). The Riding Mountain electoral division (+8.62%) has been expanded. While the quotient is higher in this electoral division, it reflects the lower population trends reported by Statistics Canada.

The electoral division of Arthur-Virden has been renamed Turtle Mountain, in reference to the provincial park in the area. To accommodate growth in the City of Brandon, the Commission has used the Assiniboine River as a northern boundary. Brandon East (+2.76%) and Brandon West (-5.58%) will be divided by 18th Street. Areas north of the Assiniboine River will be part of the Spruce Woods electoral division. This change recognizes current populations and allows for continued projected growth.

### **Central**

The Commission has adjusted electoral division boundaries in the central area of the province to reflect growth in Morden, Winkler, and Morris. The previous electoral division of Midland has been expanded and renamed Pembina (+2.51%), a name used prior to 1998. Population reductions in the Interlake area of the province allowed for the creation of a new Gimli-Interlake (+3.34%) electoral division. A new Stonewall (+4.20%) electoral division has been created to consolidate populations in this region of the province. The geographic size of the Morden-Winkler (-1.90%) electoral division has been reduced to accommodate the increasing populations in these communities. Likewise, in Morris (+1.80%), the boundaries have been changed to consolidate the bilingual communities of the municipality of Montcalm.

### **East**

The Commission has made several changes to the electoral divisions in the eastern areas of the province to accommodate growth in the Dawson Trail, Steinbach, and La Vérendrye electoral divisions. Boundaries have been adjusted to ensure population balance and, to the extent possible, respect the designated bilingual areas. Accordingly, the rural municipalities of Ritchot, Taché, and De Salaberry have been grouped together and an old electoral division name has been revived – Carillon (+2.51%). Carillon was the name of the electoral division for that area from 1886-1969 and replaces Dawson Trail.

The La Vérendrye electoral division boundaries have been adjusted to include populations further north of the current boundaries. As a result, it has been renamed Springfield-Ste. Anne (+6.43%) to recognize the two major population centres. In addition, a new electoral division of Sandilands (+3.98%) has been created in the southeast corner of the province. The name of Sandilands is in reference to the provincial forest located in the area.

## **Winnipeg**

Winnipeg has experienced considerable population growth since the 2008 Commission. The growth in Winnipeg in the last 5 years alone represents 59.4% of the population increase for the entire province. All reports received indicate that this significant growth is expected to continue for the foreseeable future. As a result, an electoral division will be added to Winnipeg.

As noted in Appendix A, *Population and Variation from Quotient of Existing Electoral Divisions inside Winnipeg*, there are some areas significantly over the population quotient. The electoral divisions of Fort Whyte, St. Norbert, The Maples, Southdale, and Rossmere have experienced considerable growth and boundaries needed to be adjusted to balance populations. The Commission considered current populations and projected growth in developing boundaries.

To assist with boundary development, the Assiniboine River and Red River have been used to divide Winnipeg into three regions; northwest, southwest and east.

### **Northwest**

In the northwest, significant growth required The Maples and Kildonan electoral division boundaries to be adjusted. The Kildonan electoral division has moved eastward and now includes the historical Kildonan area that is on the east side of the Red River. The new electoral division of Garden City (-6.61%) has been added to reflect the projected population growth in this area of Winnipeg. The revised boundaries in The Maples (-8.35%) and Tyndall Park (-4.33%) will accommodate future growth in these areas.

As a result of boundary changes in this region of the city, significant landmarks that were previously associated with the names of electoral divisions are no longer located in the division. The former Logan electoral division, for example, no longer contains Logan Avenue. As a result, the name has been changed to Union Station (-2.42%), to recognize

the important role of the railway in the establishment of Winnipeg. Similarly, the previous Minto electoral division no longer contains the Minto Armories. As a result, that electoral division has been renamed Notre Dame (+2.91%) to recognize the name of its major thoroughfare.

### ***Southwest***

In the southwest, Fort Whyte (-2.88%) boundaries have been adjusted to include the communities of Linden Woods, Linden Ridge, and Whyte Ridge. To align communities of interest, the growing areas of South Pointe and Bridgwater Forest have been consolidated to create the electoral division of Waverley (-7.17%). Charleswood (-1.93%) has been extended across the Assiniboine River and the community of St. Norbert has been added to the Seine River (-2.37%) electoral division in the east. Other electoral divisions in the southwest have been adjusted to balance populations.

### ***East***

As noted above, the Seine River electoral division now crosses the Red River to include the community of St. Norbert. This new electoral division retains the name Seine River (-2.37%) and brings together two areas of Winnipeg that share significant histories and interests. The new electoral division of Lagimodière (-5.40%) was created to accommodate significant growth in Sage Creek, while the other electoral division boundaries were shifted to balance populations. The electoral division of Kildonan (+3.00%) was expanded to include the historical area of Kildonan on the east side of the Red River.

## NEXT STEPS

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### Public Hearings and Submissions

The public will be given the opportunity to make submissions on the proposed electoral division boundaries and names from May 18 to October 1, 2018. Submissions can be made online, by email, fax, and regular mail.

In addition, 13 public hearings will be held in September at the following locations:

Location	Date
Winnipeg	September 10
Churchill	September 11
Thompson	September 11
Flin Flon	September 12
The Pas	September 12
Dauphin	September 13
Brandon	September 13
Beausejour	September 18
Steinbach	September 18
Winkler	September 19
Winnipeg	September 19
Gimli	September 20
Winnipeg	September 20

Interested individuals or groups can register online to present at a public hearing.

### Final Report

After the public hearings are complete, the Commission will prepare a final report with the finalized electoral division boundaries and names. Pursuant to section 10(1) of *The Electoral Divisions Act*, the final report will be submitted to the Lieutenant Governor and the Speaker of the Assembly by December 31, 2018.

## Conclusion

Given the changes to Manitoba's population, the Commission has determined that modifications are required to the electoral division boundaries to meet the legislative requirement for population variation set out in *The Electoral Divisions Act*.

All 57 existing electoral divisions have changed as a result of the Commission's review. Sixteen electoral division names have changed. In addition, the number of electoral divisions inside Winnipeg has been adjusted. Under the proposed boundaries, there will be 32 electoral divisions inside Winnipeg and 25 outside Winnipeg. Previously there were 31 inside Winnipeg and 26 outside.

Appendices A and B provide information on the population changes within the current electoral division boundaries. Appendices C and D provide population information based on the proposed electoral division boundaries.

In developing the proposed electoral division boundaries, the Commission has endeavoured to assure effective representation for all Manitobans.

The Commission looks forward to receiving feedback from the public on these proposed electoral division boundaries and names.

# APPENDICES

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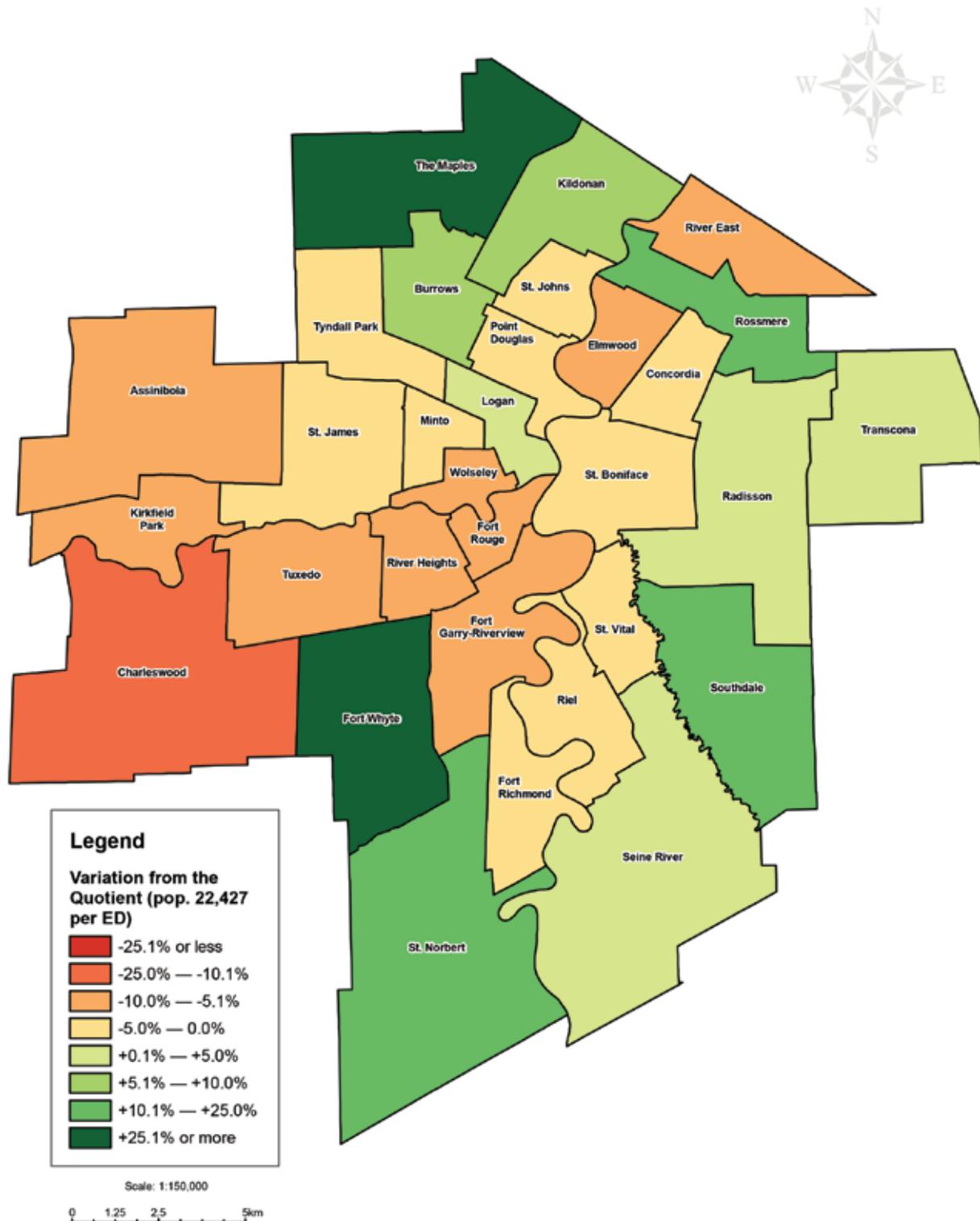
## APPENDIX A

### Population and Variation from Quotient : Existing Electoral Divisions Inside Winnipeg

Electoral Division	Population*	Variation
Assiniboia	20,540	-8.41 %
Burrows	23,690	5.63 %
Charleswood	19,385	-13.56 %
Concordia	21,520	-4.04 %
Elmwood	21,070	-6.05 %
Fort Garry-Riverview	20,620	-8.06 %
Fort Richmond	22,240	-0.83 %
Fort Rouge	20,905	-6.79 %
Fort Whyte	29,050	29.53 %
Kildonan	24,380	8.71 %
Kirkfield Park	21,150	-5.69 %
Logan	22,785	1.60 %
Minto	21,950	-2.13 %
Point Douglas	21,605	-3.67 %
Radisson	23,395	4.32 %
Riel	21,630	-3.55 %
River East	20,645	-7.95 %
River Heights	20,930	-6.67 %
Rossmere	26,140	16.56 %
Seine River	23,320	3.98 %
Southdale	26,665	18.90 %
St. Boniface	21,620	-3.60 %
St. James	21,800	-2.80 %
St. Johns	21,605	-3.67 %
St. Norbert	27,370	22.04 %
St. Vital	21,990	-1.95 %
The Maples	30,430	35.68 %
Transcona	23,535	4.94 %
Tuxedo	20,190	-9.97 %
Tyndall Park	22,025	-1.79 %
Wolseley	21,065	-6.07 %

\* Source: Statistics Canada 2016 Census

# Population and Variation from Quotient: Existing Electoral Divisions Inside Winnipeg



## APPENDIX B

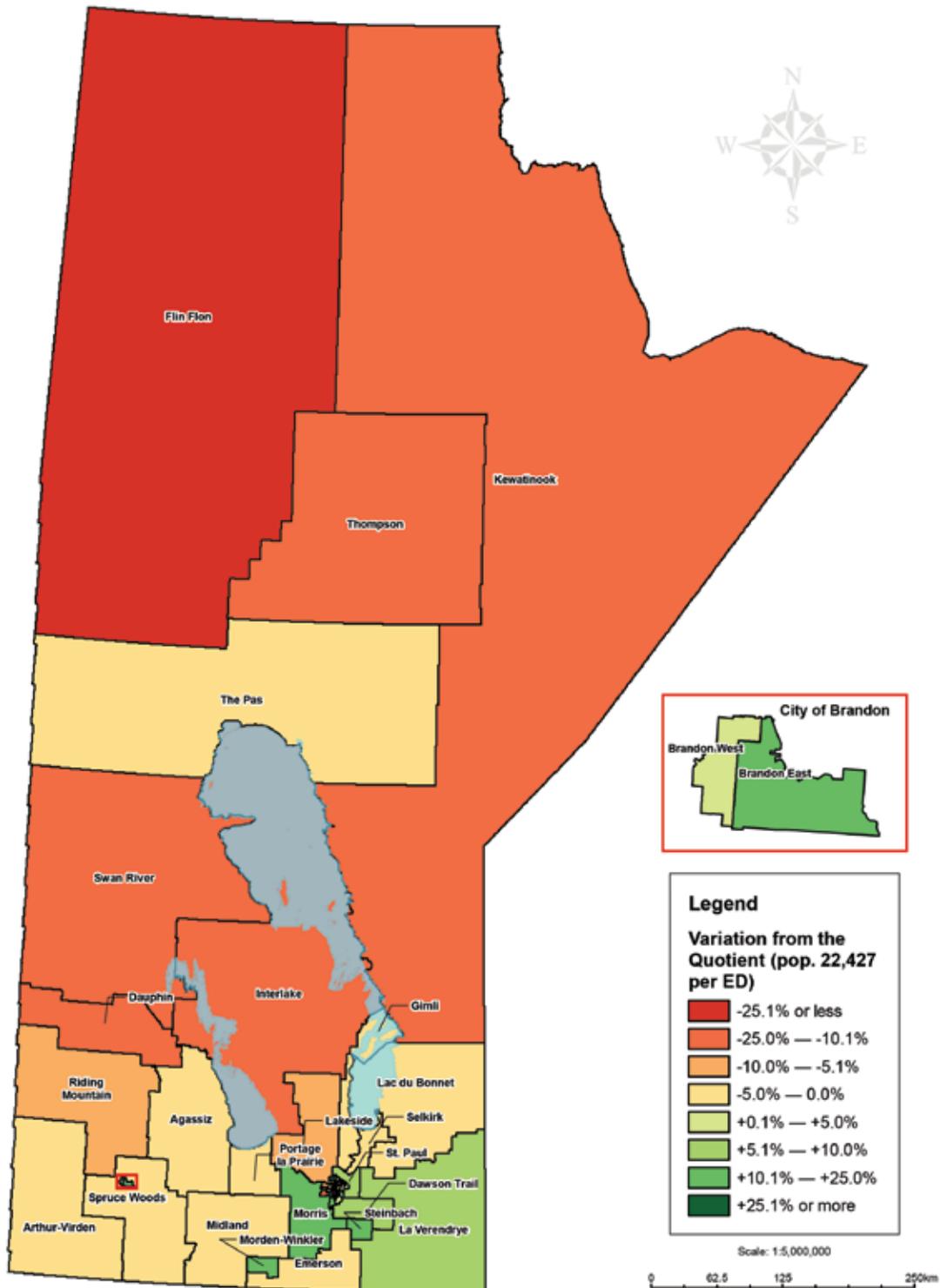
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### Population and Variation from Quotient : Existing Electoral Divisions Outside Winnipeg

<b>Electoral Division</b>	<b>Population*</b>	<b>Variation</b>
Agassiz	22,240	-0.83 %
Arthur-Virden	21,410	-4.53 %
Brandon East	25,380	13.17 %
Brandon West	23,480	4.70 %
Dauphin	19,770	-11.85 %
Dawson Trail	24,275	8.24 %
Emerson	21,895	-2.37 %
Flin Flon	15,695	-30.02 %
Gimli	21,385	-4.65 %
Interlake	20,090	-10.42 %
Kewatinook	17,910	-20.14 %
La Verendrye	24,330	8.49 %
Lac du Bonnet	22,115	-1.39 %
Lakeside	20,410	-8.99 %
Midland	21,705	-3.22 %
Morden-Winkler	27,775	23.85 %
Morris	26,365	17.56 %
Portage la Prairie	21,755	-3.00 %
Riding Mountain	20,815	-7.19 %
Selkirk	21,800	-2.80 %
Spruce Woods	21,530	-4.00 %
St. Paul	23,810	6.17 %
Steinbach	27,135	20.99 %
Swan River	18,430	-17.82 %
The Pas	22,145	-1.26 %
Thompson	19,470	-13.19 %

\* Source: Statistics Canada 2016 Census

# Population and Variation from Quotient : Existing Electoral Divisions Outside Winnipeg



## APPENDIX C

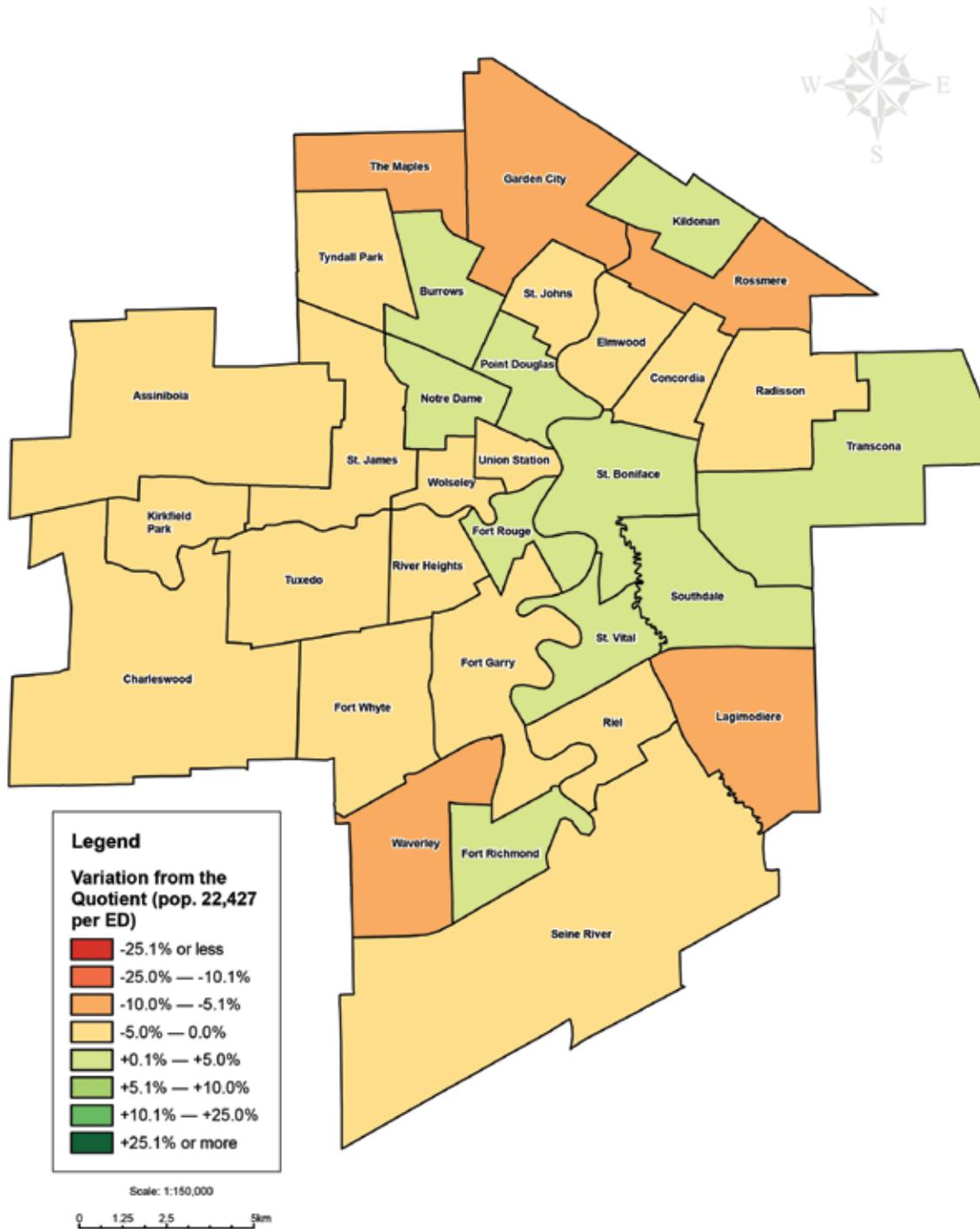
### Population and Variation from Quotient : Proposed Electoral Divisions Inside Winnipeg

Electoral Division	Population*	Variation
Assiniboia	21,815	-2.73 %
Burrows	22,790	1.62 %
Charleswood	21,995	-1.93 %
Concordia	22,415	-0.05 %
Elmwood	21,395	-4.60 %
Fort Garry**	22,370	-0.25 %
Fort Richmond	23,180	3.36 %
Fort Rouge	22,770	1.53 %
Fort Whyte	21,780	-2.88 %
Garden City**	20,945	-6.61 %
Kildonan	23,100	3.00 %
Kirkfield Park	21,495	-4.16 %
Lagimodière**	21,215	-5.40 %
Notre Dame**	23,080	2.91 %
Point Douglas	22,445	0.08 %
Radisson	21,645	-3.49 %
Riel	22,100	-1.46 %
River Heights	22,055	-1.66 %
Rossmere	20,865	-6.96 %
Seine River	21,895	-2.37 %
Southdale	23,100	3.00 %
St. Boniface	22,765	1.51 %
St. James	21,625	-3.58 %
St. Johns	22,120	-1.37 %
St. Vital	22,575	0.66 %
The Maples	20,555	-8.35 %
Transcona	22,925	2.22 %
Tuxedo	21,930	-2.22 %
Tyndall Park	21,455	-4.33 %
Union Station**	21,885	-2.42 %
Waverley**	20,820	-7.17 %
Wolseley	22,145	-1.26 %

\* Source: Statistics Canada 2016 Census

\*\* Name Change

# Population and Variation from Quotient : Proposed Electoral Divisions Inside Winnipeg



## APPENDIX D

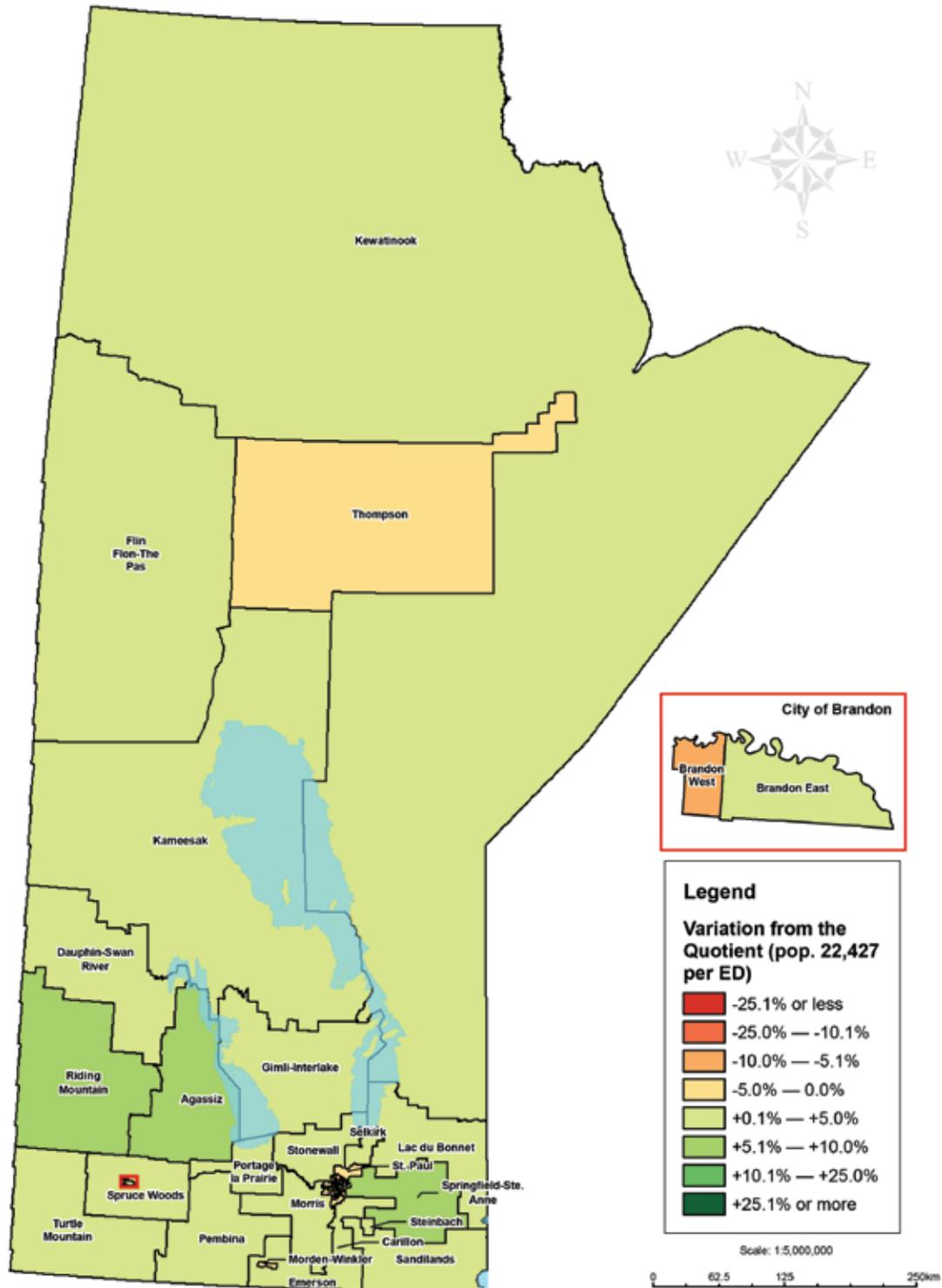
### Population and Variation from Quotient : Proposed Electoral Divisions Outside Winnipeg

Electoral Division	Population*	Variation
Agassiz	23,605	5.25 %
Brandon East	23,045	2.76 %
Brandon West	21,175	-5.58 %
Carillon**	22,990	2.51 %
Dauphin-Swan River**	23,065	2.84 %
Emerson	22,920	2.20 %
Flin Flon-The Pas**	22,460	0.15 %
Gimli-Interlake**	23,175	3.34 %
Kameesak**	22,940	2.29 %
Kewatinook	22,505	0.35 %
Lac du Bonnet	23,440	4.52 %
Morden-Winkler	22,000	-1.90 %
Morris	22,830	1.80 %
Pembina**	22,990	2.51 %
Portage la Prairie	22,880	2.02 %
Riding Mountain	24,360	8.62 %
Sandilands**	23,320	3.98 %
Selkirk	23,300	3.89 %
Springfield-Ste. Anne**	23,870	6.43 %
Spruce Woods	23,485	4.72 %
St. Paul	21,655	-3.44 %
Steinbach	22,830	1.80 %
Stonewall**	23,370	4.20 %
Thompson	21,415	-4.51 %
Turtle Mountain**	23,495	4.76 %

\* Source: Statistics Canada 2016 Census

\*\* Name Change

# Population and Variation from Quotient : Proposed Electoral Divisions Outside Winnipeg Map



Cartography by Manitoba Electoral Divisions Boundaries Commission. Data for these maps is derived from various sources. All information is believed to be accurate, but is not guaranteed to be without error.

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