

2025-2026
Alberta Electoral Boundaries Commission

PROPOSED ELECTORAL DIVISION AREAS, BOUNDARIES, AND NAMES FOR ALBERTA

FINAL REPORT TO THE SPEAKER OF
THE LEGISLATIVE ASSEMBLY OF ALBERTA

MARCH 2026



Alberta Electoral Boundaries Commission
Suite 100, 11510 Kingsway NW Edmonton, AB T5G 2Y5

The Honourable Ric McIver, ECA
Speaker of the Legislative Assembly of Alberta
Room 325, Legislature Building
10800 – 97 Avenue NW
Edmonton, Alberta T5K 2B6

Dear Mr. Speaker:

We have the honour of submitting to you the final majority report setting out our recommendations for the areas, boundaries, and names of the 89 electoral divisions, together with our reasons. Maps for each of our recommended electoral divisions and requisite justifications are also included. The minority report is included as Appendix E. This fulfills our obligation under the *Electoral Boundaries Commission Act*, RSA 2000, c. E-3.

After the tabling of our interim report in October 2025, our Commission received more than 1,140 written submissions commenting on our interim report. We also heard further public hearings. Our Commission is grateful for the input of many Albertans who have participated in this process. We now submit our final report within the legislated time limit as required by s. 8(1) of the *Act*.

Dated at the City of Edmonton this 23rd day of March 2026.

The Honourable Justice Dallas K. Miller, Chair

Greg Clark, Commissioner

John Evans, KC, Commissioner

Dr. Julian Martin, Commissioner

Susan Samson, Commissioner

Table of Contents

Acknowledgements	5
The 2025 – 2026 Independent Alberta Electoral Boundaries Commission	7
Executive Summary	9
I. Introduction to the Commission	13
Communication Plan.....	13
Public Input and Engagement Leading up to the Final Report.....	14
II. Legal Requirements	15
a. The Commission’s Mandate	15
b. Effective Representation in the Comparative Canadian Context	19
c. Alberta’s History with Section 3 of the <i>Charter</i>	21
d. The Reality of Effective Representation in Alberta.....	25
III. Sources of Population Information and Electoral Boundary Population Ranges	27
a. Why are the 2021 census counts alone not ideal for the Electoral Boundaries Commission’s task?	27
b. Why is the July 2024 population estimate the best available?	28
c. What method is used to estimate the population?.....	28
d. What is the population range for each electoral division?.....	31
IV. Jurisdiction of the Electoral Boundaries Commission	32
V. Public Hearings and Submissions	34
a. Before the Interim Report.....	34
b. After the Interim Report.....	34
VI. Major Themes in Public Submissions and Presentations	35
VII. Process of Drawing the Boundaries in our Final Report	43
Province-wide Decisions	43
a. Calgary (28 Electoral Divisions).....	46
b. Edmonton (21 Electoral Divisions)	48
c. Areas Near and Around Calgary (5 Electoral Divisions)	50
d. Areas Near and Around Edmonton (7 Electoral Divisions).....	51
e. North (9 Electoral Divisions).....	51
f. Central Alberta (12 Electoral Divisions).....	53
g. South (7 Electoral Divisions).....	56
VIII. Recommendations	58
a. Number of Electoral Divisions	58
b. Recent Court Decisions and Further Considerations.....	59
c. Recommendations	60
IX. Naming Recommendations	61
X. Response to the Minority Report	62
XI. Conclusion	65
Addendum to the Majority Report	66

Appendix A: Provincial and Regional Maps.....	69
Appendix B: Recommendations for Boundary Changes	87
Appendix C: Definition and List of Hybrid Electoral Divisions.....	267
Appendix D: History of Alberta Electoral Boundaries Commissions.....	273
Appendix E: Minority Report and Maps	285

Acknowledgements

The Commission acknowledges the advice and suggestions provided at the public hearings and in written submissions from Albertans.

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

- Elections Alberta staff and the Chief Electoral Officer, Gordon McClure, and Corporate Administrative Assistant, Jackie Van Heukelom
- All the staff in the GIS and Data Coordination and Geomatics department of Elections Alberta, including Technologists Raymond Mok, Sarah Cirka, and Meghan Pittman along with former Director Paul Collins
- Shannon Dean, KC, Clerk of the Legislative Assembly of Alberta; Aaron Roth, Commission Administrator; Amanda LeBlanc, Managing Editor of *Alberta Hansard*; Senior Editor Janice Connor, and staff from the Legislative Assembly Office
- Gerard Kennedy, PhD, Associate Dean of the University of Alberta Faculty of Law
- Adam Gareau, Research Assistant, University of Alberta Faculty of Law
- Fred Ackah, Chief Statistician of Alberta, and Lisa Zaporzon at the Office of Statistics and Information (OSI) at the Alberta Treasury Board

The 2025 – 2026 Independent Alberta Electoral Boundaries Commission

THE HONOURABLE DALLAS K. MILLER, CHAIR



The Honourable Dallas K. Miller received his JD (1984) degree from the University of Saskatchewan. He had a 21-year career in private practice, including five years as agent for the Attorney General of Canada focusing on drug prosecutions. He received his QC (now KC) in 1998 and in 2003 was a recipient of the Queen Elizabeth II Jubilee Medal. He was actively involved in the Alberta Civil Trial Lawyers Association. Justice Miller has served on the Court of King’s Bench for almost 20 years. During his time on the bench, he has served on the court’s Executive committee. As well, he has been active in the Legal Archives Society of Alberta and has worked on rule of law projects and judicial training in Bolivia.

GREG CLARK



Greg Clark is a former Member of the Legislative Assembly of Alberta. Earlier in his career, Greg co-founded a technology consulting firm focused on information and knowledge management. He is now focused on board governance, serving as Chair of the Balancing Pool, the Calgary Metropolitan Region Board, and Calvert Home Mortgage. He is also Chair of the not-for-profit arts hub cSPACE Projects. Greg holds his MBA and ICD.D designations and was awarded the Queen Elizabeth II Platinum Jubilee Medal.

JOHN D. EVANS, KC



John D. Evans, KC, of Lethbridge was born and raised in Brooks, Alberta, and attended the University of Lethbridge before embarking on an LLB from the University of Calgary, which he completed in 1995. John has worked at Stringam LLP as both a Managing Partner and Chair of the Board. In addition, he was awarded a King’s Counsel designation in March of 2020, and in that same year John was appointed by the Premier to the Provincial Court Nominating Committee (now the Alberta Judicial Nominating Committee).

DR. JULIAN MARTIN



Dr. Julian Martin of Sherwood Park is a retired professor from the University of Alberta. He was previously the Director for the Federal Cabinet Ministers’ Regional Office and has served on many boards and committees, including the Surface Rights Board, Land Compensation Board, and MindFuel. He holds a Bachelor of Arts degree from the University of Victoria, a Master of Arts degree from the University of Texas, as well as Master of Philosophy and Doctor of Philosophy degrees from the University of Cambridge. He currently serves on the Board of Governors of Grant MacEwan University.

SUSAN SAMSON



Susan Samson has been a resident of Sylvan Lake for 44 years. She served as a Municipal Councillor from 1986 to 1989 and as Mayor from 2007 to 2013. Susan was named Citizen of the Year in 1984 and was a recipient of the Queen Elizabeth II Diamond Jubilee Medal in 2012. Susan was recognized as a community builder by Women of Excellence in 2017. She was the Chair of the Urgent Care Committee that celebrated the opening of the Advanced Ambulatory Care Service in 2018. She is a dedicated volunteer within her community.



Executive Summary

Pursuant to the *Electoral Boundaries Commission Act*, RSA 2000, c. E-3 as amended (“the Act”), a majority of the Electoral Boundaries Commission (the “Commission”), composed of Chairman Justice Dallas K. Miller, Susan Samson, and Greg Clark, recommend that the Legislature adopt the Commission’s proposed set of 89 new electoral divisions, and where appropriate, related recommendations. The majority of this Commission’s boundary changes can be summarized for each area of the province, as follows:

Calgary and Surrounding Areas

1. A net of two additional electoral divisions are added to the City of Calgary as follows:
 - a) One electoral division is added to the north part of Calgary – Calgary-Nose Creek – given the very high population of Calgary-North East;
 - b) One electoral division is added to the central part of the City – Calgary-Confluence – given the population growth in this area;
 - c) One electoral division is added to the south part of Calgary – Calgary-McKenzie – given clear boundaries and the communities in common; and
 - d) One electoral division is removed from the east side of Calgary – Calgary-Peigan – and collapsed into adjacent electoral divisions to accommodate the three new electoral divisions.
2. Four Calgary electoral divisions combine urban with rural areas (“hybrids”). These provide effective representation for the City’s surrounding communities and those in the City itself.
3. An additional seat is added to the areas surrounding Calgary because of the astonishing growth of this area, as two electoral divisions – Airdrie-East and Airdrie-Cochrane – become three: Airdrie-East, Airdrie-West, and Cochrane-Springbank.

Edmonton and Surrounding Areas

4. A net of one additional electoral division is added to the City of Edmonton as follows:
 - a) Given the large population growth in south Edmonton, two additional urban-rural (“hybrid”) electoral divisions – Edmonton-Beaumont and Edmonton-Enoch – are added, with the majority of their population within the City’s limits; and
 - b) Six electoral divisions in Edmonton’s urban core are consolidated into five to reflect that the rate of population growth in these areas has been below that of other areas of the City.
5. One electoral division – Lac St. Anne-Parkland – has been consolidated with adjacent electoral divisions because of the additional hybrid electoral divisions of Edmonton-Enoch and Edmonton-Beaumont, as well as the need to increase urban representation.

Central Alberta

6. A net of two electoral divisions were consolidated in central Alberta. This includes Lac St. Anne–Parkland (described above) and Rimbey–Rocky Mountain House–Sundre. The latter was merged with Lacombe–Ponoka, given Rimbey–Rocky Mountain House–Sundre’s low population and growth compared to areas to its east.
7. Canmore–Banff has been given the protection of s. 15(2) of the *Act*, given its distance from the Legislature, the high Indigenous population, the border with British Columbia, and, most importantly, the lack of obvious links from a culture and infrastructure perspective to neighbouring electoral divisions.

Southern Alberta

8. No electoral boundaries were removed or added in southern Alberta. However, the boundaries of the electoral divisions surrounding Lethbridge were modified to provide a more workable region and to reflect communities of interest.

Northern Alberta

9. Northern Alberta has retained all nine of its current electoral divisions, and we have reversed our position from our interim report to consolidate Lesser Slave Lake. We have granted s. 15(2) status to Lesser Slave Lake and Central Peace–Notley to ensure these expansive areas with complex needs have effective representation.

Alberta-wide

10. Other cascading changes to electoral divisions resulted from the foregoing decisions.

The Commission has also adopted a more consistent naming convention for electoral divisions in our recommendations. The majority of this Commission is of the view that these recommendations provide effective representation, and strike the correct balance between what is mandated by the *Act* and the constitutional principles found in s. 3 of the *Charter of Rights and Freedoms*.

The majority also recommends that the Legislature comprehensively review and update the *Act*. This aims to ensure future electoral boundaries commissions have the flexibility to increase the number of electoral divisions, and provide clarity on how to draw electoral divisions for large and unique rural regions. In an addendum, the Chair proposes that if the Legislature cannot accept the majority’s boundaries, that it add two additional seats to the legislature and restore the two rural electoral divisions the majority needed to remove.

The minority of this Commission proposes a different set of electoral divisions from those of the majority. In the majority’s view, those maps are: 1) procedurally unfair; 2) substantively unreasonable as an exercise of this Commission’s statutory mandate; and 3) likely to offend s. 3 of the *Charter*. First, the maps radically change the interim report in ways that are neither a response to public feedback, nor a cascading consequence of public feedback. This lack of notice to Albertans, particularly regarding Airdrie, Calgary, Chestermere, Cochrane, Red Deer, and St. Albert, offends administrative law principles of procedural fairness. Second, the minority maps are substantively unreasonable. They use hybrids in an incoherent way in the aforementioned cities, place unjustifiable emphasis on “electors” as opposed to population in northeast Calgary (which is not contemplated by the *Act*), and draw boundaries that cannot reasonably be considered “understandable and clear” under s. 14(e) of the *Act*. They propose to retain an electoral division of “Rocky Mountain House–Banff Park” by artificially extending its boundary to the province’s western border with British Columbia (taking part of Banff National Park, where no one lives), which is a bad faith effort to ensure it can be protected under s. 15(2) of the *Act*. Third, the minority maps likely violate s. 3 of the *Charter*, because they create indefensible variances in population *within* similarly situated regions of the province, particularly Calgary, as south Calgary’s electoral divisions have populations at or below the provincial average, while central and northeast Calgary’s are approaching the statutory maximum. If the Legislature adopts the minority maps, it risks significant legal consequences by way of a court challenge that is likely to be successful. Even more importantly, it risks jeopardizing faith in Alberta democracy.

Alberta is a vibrant representative democracy. The province will be divided into 89 electoral divisions for purposes of provincial elections. The people in each of those electoral divisions will vote for the person they want to represent their interests in the Legislative Assembly after the next election. It is the task of the Commission to ensure effective representation across the province.

I. Introduction to the Commission

The Commission was established on March 28, 2025. The Honourable Justice Dallas K. Miller was appointed by the Lieutenant Governor in Council as Chairman of the Commission. The Honourable Nathan Cooper, Speaker of the Legislative Assembly of Alberta, appointed four members of the Commission, two members nominated by the Leader of His Majesty's Loyal Opposition and two members nominated by the government. Those members are:

- Greg Clark (Calgary)
- John Evans, KC (Lethbridge)
- Dr. Julian Martin (Sherwood Park)
- Susan Samson (Sylvan Lake)

The *Electoral Boundaries Commission Act* (the *Act*) is the legislation that authorizes the appointment of the Commission. It also grants the Commission its authority and function. The *Act* sets out the schedule for the Commission's public hearings leading up to what has become known as an "interim report." The Commission must hold further public hearings after it submits its interim report to the Speaker, and it has the discretion to amend its report and submit a final report to the Speaker. The final report was submitted within five months of issuance of the interim report. The Chief Electoral Officer is to provide advice, information, and assistance to the Commission pursuant to the *Act*. The *Act* also provides Redistribution Rules in Part 2 to guide the Commission. Simply put, the interim report must be submitted to the Speaker of the Legislative Assembly by October 28, 2025, and the final report must be submitted to the Speaker by March 27, 2026.

The Commission first met in mid-April 2025. An initial half-day meeting of the Commission took place virtually via Microsoft Teams on April 16. A full-day in-person meeting took place in Edmonton on April 22. The Commission continued to meet during the public hearing process in late May and throughout June. Further virtual and in-person meetings occurred throughout the summer and fall of 2025.

The Commission submitted its interim report to the Speaker of the Legislative Assembly of Alberta on October 27, 2025. The Commission accepted written submissions commenting on the interim report from November 3 to December 19, 2025. From January 12 to January 21, 2026, the Commission conducted virtual and in-person public hearings.



Chair of the Commission provides Speaker McIver with the Commission's Interim Report on October 27, 2025

Communication Plan

Communications Services executed the second-round public awareness and engagement activities in accordance with the overall approved communications plan for the Electoral Boundaries Commission. In support of the Commission's call for written submissions in November and December 2025, a coordinated mix of organic social media content and paid digital advertising was deployed across X, LinkedIn, Facebook, and other platforms identified in the plan. These efforts amplified the Commission's key messages, directed Albertans to the EBC website, and encouraged participation in the consultation process.

To promote the second round of public hearings held in January 2026, Communications Services implemented a targeted advertising campaign consistent with the plan's recommendations. This included organic social

media outreach, boosted Facebook event promotions tailored to local audiences, and Google Ads targeted by geography and keywords to increase visibility.

Traditional media channels were also used as outlined in the plan. Province-wide print advertising reached audiences in Edmonton, Calgary, and surrounding regions while radio advertising on stations with provincial reach extended awareness to Albertans across the province. All paid and unpaid promotional efforts directed the public to the EBC website.

The Commission is satisfied that this approach to advertising through Facebook, Instagram, X, LinkedIn, and YouTube and through public digital billboards was more efficient and provided better value for money in 2025 and 2026 than mailing out the typical householder card.

Public Input and Engagement Leading up to the Final Report

Before issuing the interim report, the Commission provided an opportunity for Albertans to submit written proposals relating to new electoral divisions by way of webforms on the Commission's website, by email, and by ordinary mail to the Commission at Election Alberta's address. All those who made submissions had their personal information protected for privacy reasons. Submissions in this manner could be made between April 17 and May 23, 2025. During this period, 198 written submissions were received. The Commission then held a series of public hearings across Alberta prior to the interim report as required by the *Act*. These hearings took place in late May and throughout June. A total of 28 hearings were held in 16 different locations. Two additional virtual hearings were also held.

Albertans also had an opportunity to submit written responses to the interim report between November 3 and December 19, 2025. We received 1,147 written submissions. To receive further input and responses to the interim report, a series of public hearings was then held by the Commission from January 12 to January 21, 2026. The Commission held virtual hearings as well as in-person hearings in Calgary and Edmonton. The public hearings provided the Commission with valuable feedback on the recommendations in the interim report and provided further explanation or context for multiple written submissions.

A complete list of dates and locations of the hearings and the list of persons who made written and in-person presentations before and after our interim report can be found on the Elections Alberta website: <https://www.elections.ab.ca>.

The Commission worked hard to ensure that the most up-to-date and verified population data was used from Statistics Canada and the Alberta Treasury Board's Office of Statistics and Information.

In this report, the term "electoral division," as found in the *Act*, and incorporating the definitions from the *Election Act*, RSA 2000, c. E-1 and *Electoral Divisions Act*, RSA 2000, c. E-4, is used interchangeably with the terms "constituency" and "riding."

II. Legal Requirements

a. The Commission's Mandate

The Commission's mandate comes from two sources. The first source stems from the constitutional principles under s. 3 of the *Charter*, which give rise to the requirement of "effective representation."

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 principle of "effective representation" has been elaborated on in various decisions of the Supreme Court of Canada and Alberta Court of Appeal regarding the drawing of boundaries of electoral divisions. Court cases from other provinces also help inform the work of the Commission. The second source of the Commission's mandate is the *Act* itself. The relevant provisions of the *Act* are outlined below:

Part 2 – Redistribution Rules of the *Act* set forth the direction as to how the Commission does its work:

13 The Commission shall divide Alberta into 89 proposed electoral divisions.

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, shall take into consideration the requirement for effective representation as guaranteed by the *Canadian Charter of Rights and Freedoms*, and in doing so may take into consideration

- a) sparsity, density and rate of growth of the population,
- b) communities of interest, including municipalities, regional and rural communities, Indian reserves and Metis settlements,
- c) geographical features,
- d) the availability and means of communication and transportation between various parts of Alberta,
- e) the desirability of understandable and clear boundaries, and
- f) any other factors the Commission considers appropriate.

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 8,000 people;
- d) the area of the proposed electoral division contains an Indian reserve or 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.

Alberta has changed dramatically since the last EBC report in 2017. The province has seen explosive population growth and great changes in its social makeup. To some extent, this Commission's approach will be different than the approach in 2017, for reasons explained herein. To observe and consider the change in Alberta, it is helpful to examine the history of electoral boundaries in the province. While the population and social makeup of the province have changed, the principles of representative democracy and effective representation are timeless. The Commission needs to apply these timeless principles to a province that is rapidly changing. Understanding the principles is thus essential.

To illustrate the significant changes in our province since the 2017 EBC report, it is estimated that the population has increased by over 800,000 people. That is the equivalent of the combined population of Newfoundland and Labrador, Prince Edward Island, the Northwest Territories, Yukon, and Nunavut. Or to put it in another context, within the last ten years Alberta's population has increased by approximately the entire voting population used by Saskatchewan in its most recent Electoral Boundaries Report.¹

In responding to the changes in Alberta since 2017, the Alberta Legislature has expanded the number of available seats by two, from 87 to 89.

Many people who gave written submissions or presented at the public hearings both before and after our interim report was released insisted that this Commission strictly apply the principle of representation by population. In other words, they have asked us to divide the boundaries based on "one person, one vote." A representative and concise submission in this regard is as follows: "Electoral seats should be based on equal population per seat across Canada no matter what the geographical hurdles are." Many of these submissions took particular aim at Lesser Slave Lake and Central Peace-Notley, which had populations that are barely 50% of the provincial average.

The premise of "one person, one vote" is certainly the policy choice used by American states to draw the boundaries for elected congressional officials. Indeed, the Supreme Court of the United States has held that this principle is constitutionally mandated.² This has, in turn, led to some very strange maps in the United States caused by an obsession with ensuring that electoral divisions have equal numbers of persons in them.³ However, this is not the approach taken by the Canadian Parliament or Provincial Legislatures in Canada.

In spite of the request to move to the American model of "one person, one vote," the Alberta and Canadian context does not mandate, and at times opposes, strict voter parity. Canada has historically taken a very different path from our southern neighbours. This has been consciously taken, fully aware of the American practice and jurisprudence. As the Supreme Court of Canada noted in 1991, "absolute parity is impossible ... [and] relative parity as may be possible of achievement may prove undesirable."

No Provincial or Federal Government in Canada's history has ever adopted the principle of "one person, one vote." Indeed, the Nova Scotia Court of Appeal, in *Reference re the Final Report of the Electoral Boundaries Commission*, 2017 NSCA 10, considered legislation that mandated relatively strict voter parity. It held that this legislation **itself** offended s. 3 of the *Charter*. In other words, overemphasizing the "one person, one vote" principle is not mandated—in fact, it may be forbidden in certain contexts.

Alberta, like all provinces, has allowed significant variance from the average population to achieve effective representation. The 25% variance permitted (50% for up to four electoral divisions) is in line with Canadian practice. The average population of constituencies in Alberta is nonetheless higher than in any province except Ontario, as illustrated by the following chart, based on the most recent data provided by the Legislative Assembly of Alberta:

1 Note that Saskatchewan uses eligible voters above the age of 18 as their benchmark (*The Constituency Boundaries Act, 1993*, 1993 SS, c C-271, s 2(k)).

2 *Baker v Carr*, 369 US 186 (1962); *Evenwel v Abbott*, 578 US (2016).

3 See e.g. *Louisiana's 4th district in the early 1990s*, or *North Carolina's 12th district in 1997*.

Province	Number of Ridings	Average Constituency Population	Average Population per Square Kilometre	Smallest Constituency Population
Ontario	124	114,709	13.2	25,370
Alberta (2026)	89	54,929	6.4	28,706
British Columbia	93	53,773	5.3	20,552
Quebec	125	51,291	5.5	11,171
Manitoba	57	22,427	2.1	20,815
Saskatchewan	61	14,306	1.7	12,118
Nova Scotia	55	13,312	17.5	6,451
Newfoundland and Labrador	40	12,863	1.3	3,548
New Brunswick	49	11,667	10.6	9,058
Prince Edward Island	27	3,704	27.3	2,925

Reasons for variances vary, which is not surprising in a federation such as Canada. Labrador, northern Ontario, northern Manitoba, northern Saskatchewan, and northern British Columbia, for instance, all privilege constituencies which have substantial Indigenous populations. Quebec has a standalone constituency for the unique region that is Îles-de-la-Madeleine. Nova Scotia privileges constituencies with substantial Acadian and Black communities. All provinces accept that rural electoral divisions have, on average, lower populations than urban ones given the difficulty in representing rural electoral divisions. But there is no doubt that Canadian law neither mandates nor even countenances the consideration of the “one person, one vote” principle to the exclusion of other principles. The 25% variance permitted by Alberta legislation—extending to 50% for up to four electoral divisions—fits squarely within Canadian practice and jurisprudence. The legislation allows the Commission to use “hybrid” electoral divisions across the province. A description and justification for the increased use of hybrids can be found in Appendix C.

A history of the Electoral Boundaries Commissions in Alberta is attached as Appendix D.

Notwithstanding the more flexible principle of “effective representation,” the history of Alberta Electoral Boundaries Commissions demonstrates that there has been a constant decline in the number of rural ridings and, consequently, in rural representation.

As a statutory body, this Commission’s work begins with analyzing its enabling legislation. Only one of six criteria in s. 14 of the *Act* mentions population. After reviewing the *Act*, the Commission must remain focused on the constitutional right of Canadian citizens in Alberta to vote and how that right has been interpreted by the Supreme Court of Canada and the Alberta Court of Appeal. The *Act* reminds us of our duty in this regard. This translates to ensuring “effective representation.”

The matter of electoral boundaries reached the Supreme Court of Canada in 1991, resulting in the now pivotal case of *Reference re Provincial Electoral Boundaries (Saskatchewan)*, [1991] 2 SCR 158 (known as “*Carter*”). Justice McLachlin (as she then was), in defining the right to vote, stated:

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. (AG)*, [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:

... 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 number 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.

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."⁴

Justice McLachlin rejected absolute parity of voting as a criterion that outweighs all others. In other words, she was rejecting the American system of one person, one vote. The 1961 U.S. Supreme Court case of *Baker v. Carr*, 369 US 186, which Justice McLachlin cited, is a leading case on the principle of "one person, one vote." That principle has been repeatedly affirmed over the years in the United States. Most recently in *Evenwel v. Abbott*, 578 US (2016), a unanimous Supreme Court affirmed the principle of "one person, one vote" on total population. In Canada we have not followed that route.

American approaches that have obsessed over "one person, one vote" have divided communities and led to electoral divisions with strange geographies that cannot be effectively represented. This has also provided cover to partisan gamesmanship, where those drawing electoral divisions can say that their maps are required to reflect the "one person, one vote" principle.⁵ Canada's system for drawing electoral boundaries has largely been shielded from allegations of this type of partisan activity. This has very much been to the betterment of Canadian democracy. The history of independent commissions typically chaired by judges has largely taken this task out of the hands of legislators in Canada. While legislators are free to reject commissions' recommendations, they do so at their peril. As stated by the Nova Scotia Court of Appeal:

After *Carter*, it was clear that electoral boundaries were no longer the exclusive domain of the legislatures or the playground of majority governments. Boundaries that offended the constitutional principles of s. 3 could be declared as having no force and effect under s. 52(1) of the *Constitution Act, 1982*.⁶

4 *Carter* at 183–185.

5 See e.g. *Supra* note 3.

6 Reference re the Final Report of the Electoral Boundaries Commission, 2017 NSCA 10 at para 22.

The Supreme Court of Canada has rejected the approach of the United States and has taken a more “pragmatic approach to electoral apportionment” based on the principle of “effective representation.” No doubt the focus on “effective representation” in Canada is due to differences in settlement, geography, and the concept of a constitutional monarchy as opposed to a presidential and republican system in the United States. The difference between a “melting pot” approach in the United States and a cultural mosaic approach in Canada no doubt affects the way citizens choose their elected representatives. The Court made it clear that our system of “effective representation” is *not* the tradition of absolute or even near-absolute voter parity.

The Court also recognized what to some is an obvious fact: that it can be more difficult to represent rural electoral divisions than urban electoral divisions. Rural electoral divisions are certainly harder to serve because of transportation and communication challenges. As well, it is well known that rural voters make greater demands on their elected representatives.⁷ As one rural MLA noted, it is uncontroversial that rural areas have a higher average age than urban ones. While we use total population to determine an electoral division’s population rather than total voters, urban populations have more minors. While minors do not vote, they do rely on their elected representatives to advocate for their interests.

The challenges of rural representation are certainly not meant to suggest that urban MLAs have “easy” jobs. The geographic footprint for a city MLA might be tiny compared to a vast, expansive area of a rural MLA. Even so, urban MLAs have unique challenges of their own, dealing with constituents who speak a dozen different languages, have extensive dealings with social services issues, and encounter issues of housing and government benefits that are acute in certain urban areas.

b. Effective Representation in the Comparative Canadian Context

In order to illustrate how “effective representation” operates throughout Canada, it is helpful to examine the actual federal electoral boundaries. Federally, the average population for each federal riding, if we divide Canada’s population proportionally, is 111,505. The following chart provides a helpful contrast between an application of the principle of “effective representation,” against the “one person, one vote” principle:⁸

Area	Average Actual Population of the Federal ED(s)	Approximate Size (square kilometres)	Average Population Density per Square Kilometre
Toronto	116,590	638	183
Montreal	108,998	300	364
Vancouver	116,300	4,112	28
Prince Edward Island	38,583	8,752	4
Yukon	42,986	482,443	0.089
Northwest Territories	45,504	1,346,000	0.034
Nunavut	39,403	2,093,000	0.019
Labrador	26,655	345,671	0.077

The current federal ridings illustrate the reality of representation in a vast country with over 60% of its population living on 5% of its landmass.⁹ The large, relatively uninhabited parts of Canada’s north and west have forced a uniquely Canadian compromise to ensure that our most remote citizens have “effective representation.” To achieve “effective representation,” Canadians accept that some ridings that span huge distances or that are functionally cut off from the rest of Canada (such as in Labrador and the Territories) cannot meet the target of “one person, one vote.” Otherwise, those living away from urban centres, with unique and substantial needs, and who provide incredible value to our country would be left with little influence in Parliament. The American

7 Carter, at 178.

8 <https://www.elections.ca/content.aspx?section=res&dir=cir/list&document=index338&lang=e>

9 <https://www150.statcan.gc.ca/n1/daily-quotidien/170208/dq170208a-eng.htm>

policy of “one person, one vote” was therefore rejected early on in our jurisprudence to ensure that rural voters can meaningfully interact with their representatives and have their voices heard.

A stark example of “effective representation” in a provincial context is how Ontario dealt with its northern ridings. The Ontario Legislature applied effective representation in order to accommodate its sparsely populated northern region. To properly provide those living in the far north with effective representation, the Legislature expressly allocated four electoral divisions. The statutory and constitutional mandate of the *Far North Electoral Boundaries Commission* (“FNEBC,” 2017) was not unlike the mandate of this Commission. The legislation in Ontario, namely the *Representation Act, 2015* along with its constitutional mandate under s. 3 of the *Charter* required the northern Ontario commission to examine and take into account the following criteria in allocating boundaries:

1. Communities of interest;
2. Sparsity, density and the rate of population growth;
3. Geographic features;
4. Availability and accessibility of means of communication and transportation;
5. Anything else that the northern Ontario commission considers appropriate.

These criteria closely align with the terms in s. 14 of the *Electoral Boundaries Commission Act*. The Ontario *Act* also specifies the proper representation of Indigenous peoples, which this Commission seeks to do as well. This Commission is certainly alive to the realities that Indigenous populations face, especially in northern Alberta, just as the northern Ontario commission was. The boundaries of Alberta’s northern electoral divisions are drawn with “effective representation” in mind. Public input following the publication of the interim report has been particularly helpful in highlighting the realities of northern and Indigenous representation.

To illustrate the variance from the average riding population that is both constitutionally protected by the principle of “effective representation,” and reflected in the Commission’s mandate under the *Act*, we again turn to Ontario:

Voter parity remains the primary criterion in the redistribution of electoral districts. As noted above, the average population of PEDs in Ontario is approximately 110,234 while the combined total population of both Kenora—Rainy River and Timmins—James Bay is only 156,734. As such, the two PEDs already have populations that exceed the generally allowable +/- 25% variance under federal legislation, which has been indirectly used to draw most PEDs in Ontario since 1995. However, the population density of these two PEDs is by far the smallest in the entire province, being 0.33 persons per square kilometre in Timmins—James Bay and 0.23 persons per square kilometre in Kenora—Rainy River. By comparison, the population density in the PED of Davenport is 8,798 persons per square kilometre – a more than 38,000 fold difference from Kenora—Rainy River.

The majority of the population of Kenora—Rainy River and Timmins—James Bay reside in the southern portion of each PED, making it even more difficult to provide effective representation to those living in the northern parts of the PEDs. The mandate of the FNEBC also requires us to add at least one, and no more than two, PEDs to this area. We interpreted our mandate as permitting larger than normal deviations from voter parity in order to take into account the large geography of the region and the need to enhance Indigenous representation while still respecting the need to have PEDs of roughly equal population. In fact the legislature has already accepted that representation in the north will of necessity be different when it decided to retain 11 Northern Ontario PEDs. The FNEBC is therefore more attentive to voter parity between Northern Ontario PEDs than that which distinguishes northern and southern PEDs. That said, the clearly mandated objective of seeking to achieve Indigenous representation will put further pressure on the general objective of voter parity. In our view, the more specific objective of Indigenous representation must be given more weight in light of the need to remedy past injustices and provide a means for Indigenous communities to meaningfully participate in the governance of the province.¹⁰

¹⁰ *Far North Electoral Boundaries Commission, Ontario Final Report, 2017 at 33–34.*

While northern Alberta electoral divisions face similar low-density issues, the contrast in voter parity between densely populated cities (such as Edmonton and Calgary) and the north ridings are not nearly as extreme as in the northern Ontario example. The northern Ontario electoral divisions illustrate how “effective representation” is used in an even-handed way as compared to the one-size-fits-all approach put forward by the “one person, one vote” ideology. Applying the American-style system of redistricting based on absolute voter parity would leave northern—and largely Indigenous—populations without an effective *connection* to their representatives and, therefore, with *ineffective* representation. This is not what Canada’s founders or the drafters of the *Charter* had in mind. Our history and the Supreme Court of Canada’s judgments attest to that.¹¹ The Commission’s interpretation and assessment of “effective representation” is reflected by scholars in the field of elections law. After assessing the reasoning in *Reference re: Provincial Electoral Boundaries (Sask.)* [1991] 2 S.C.R. 158 (Supreme Court of Canada), and *Raiche v. Canada (Attorney General)*, 2004 FC 679 (Federal Court), the authors conclude:

In these two cases the Courts have made it abundantly clear that electoral boundaries readjustment is not simply a “numbers game”. Canada has a complex population, made up of a variety of communities of interest, an enormous land mass in which the population is found disproportionately in the south and in urban areas, and a unique pattern of historical development, reflective of two particular “founding nations”. Electoral boundaries readjustments must continuously reflect Canada’s unique circumstances and, in accordance with section 3 of the *Charter*, allow for effective representation of the voters.¹²

Finally, this Commission takes notice of a recent Nova Scotia Supreme Court decision, where the Court found that the Commission overweighed the principle of relative voter parity. The Commission recommended the creation of seven “exceptional electoral districts,” which were over 25% below the provincial average.¹³ However, they failed to grant exceptional status to another proposed division for the Acadian minority — a decision on which four of nine members of the Commission dissented.¹⁴ The Court decided that the majority failed to adequately weigh the principle of effective representation for this minority-language-speaking group.¹⁵ In other words, having *eight* electoral divisions with deviations greater than 25% from the provincial average may be *necessary* to ensure those voters have effective representation. In Alberta’s legislation by contrast, up to four electoral divisions may be over 25% below the provincial average. Given the standard from the Nova Scotia case, there may be room for Alberta to expand the number of section 15(2) electoral divisions. This may be strengthened with a more detailed population analysis for First Nation communities.

c. Alberta’s History with Section 3 of the *Charter*

The Supreme Court of Canada has indicated that a more broad-based approach to effective representation is required:

In the final analysis, the values and principles animating a free and democratic society are arguably best served by a definition that places effective representation at the heart of the right to vote. The concerns which Dickson C.J.C. in *Oakes* associated with a free and democratic society — respect for the inherent dignity of the human person, commitment to social justice and equality, respect for cultural and group identity, and faith in social and political institutions which enhance the participation of individuals in society — are better met by an electoral system that focuses on effective representation than by one that focuses on mathematical parity. Respect for individual dignity and social equality mandate that citizen’s votes not be unduly debased or diluted. But the need to recognize cultural and group identity and to enhance the participation of individuals in the electoral process and society requires that other concerns also be accommodated.¹⁶

11 See Appendix D. See e.g. *Reference Re Provincial Electoral Boundaries (Sask.)*, [1991] 2 SCR 158 at para 57.

12 Donald Bourgeois & Jess Spindler, *Election Law in Canada*, 2nd ed (Toronto: LexisNexis Canada Inc, 2021), ch 4.D.

13 *Fédération Acadienne de la Nouvelle-Écosse et al v Nova Scotia (Attorney General)*, 2024 NSSC 339 at paras 3, 49.

14 *Ibid* at para 4.

15 *Ibid* at paras 80–81.

16 *Carter* at 188.

The Court of Appeal in two decisions—*Reference re Electoral Commission Act (Alberta)*, 1991 ABCA 317 and *Reference re Electoral Divisions Statutes Amendments Act, 1993 (Alberta)*, 1994 ABCA 342—has dealt with apportionment of boundaries since the Supreme Court’s *Carter* decision. In the 1991 *Alberta Reference*, the Alberta Court of Appeal stated its agreement with Justice McLachlin that absolute parity (one person, one vote) is impossible. The meaning of the right to vote under s. 3 of the *Charter* entails:

Subject to those disclaimers, we turn to the right to vote and the Supreme Court of Canada’s decision in *Carter*. The rules we take from that case are these: the right to vote in s. 3 of the *Charter* includes:

- 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, to gain effective representation or in the name of practical necessity.¹⁷

Courts have shown deference to the Legislature, when it acts reasonably by acknowledging that arriving at “effective representation” is a complicated task and requires some balancing. That principle from *Carter* and the 1991 *Alberta Reference* is further buttressed by subsequent case law underscoring the need for deference to administrative bodies such as this Commission, given the fact that the Legislature has entrusted the decision to us (see *Canada (Minister of Citizenship and Immigration) v. Vavilov*, 2019 SCC 67 at para 30). The Commission is also cognizant of what the Supreme Court has held as its duty to consider “*Charter* values” such as equality and democracy.¹⁸

The Alberta Court of Appeal, in 1991, in a prescient statement, also held:

This statement demonstrates how difficult is the idea of effective representation. **If every group in society with a community of interest can elect its own member of the Legislature, they may not be encouraged to develop the mutual understanding and respect that is essential to a healthy democratic life. Shared representation might encourage mutual respect, just as it might also permit the repression of the voice of those who become permanent minorities.**¹⁹

The Commission, in its hearings throughout the province, witnessed first-hand the benefits that can come from elected representatives understanding the experiences of those in different parts of the province as a result of travelling to and directly hearing from affected Albertans.

It is also worth emphasizing that effective representation does not guarantee any particular composition of a Legislature. Justice Huscroft of the Court of Appeal for Ontario recently underscored this in *Fair Voting BC v. Canada (Attorney General)*, 2025 ONCA 581 at para 30, saying:

[Justice McLachlin in *Carter* merged] conceptually distinct concepts: rights, which are constitutionally protected, and the purpose of particular constitutionally protected rights, which is not. The purpose ascribed to a particular right will often be broader than the right itself, and as a result

¹⁷ 1991 *Alberta Reference* at para 14.

¹⁸ The Supreme Court has held that administrative actors such as this Commission must consider *Charter* values. To be sure, such *Charter* values are not determinative and *Charter* rights such as those found in s. 3 of the *Charter* are clearly more important than *Charter* values: see *Commission scolaire francophone des Territoires du Nord-Ouest v. Northwest Territories (Education, Culture and Employment)*, 2023 SCC 31, contra *York Region District School Board v. Elementary Teachers’ Federation of Ontario*, 2024 SCC 22. The Commission is particularly cognizant of the value of equality—this is one of the reasons that the electoral division of Lesser Slave Lake is proposed to be maintained, given the interests of Indigenous Albertans—but does not consider it determinative as to any decision given the Commission’s other statutory and constitutional obligations. The value of democracy is of obvious importance and infuses the Commission’s work. The majority notes this in particular depth in the response to the minority report. The majority recognizes that the concept of “*Charter* values” is controversial: see e.g., Matthew Horner, “*Charter* Values: The Uncanny Value of Canadian Constitutionalism” (2014) 67 *SCLR* (2d) 361; The Honourable Peter D. Lauwers, “What Could Go Wrong with *Charter* Values” (2019) 91 *SCLR* (2d) 1; Mark Mancini, “The Conceptual Gap Between *Doré* and *Vavilov*” (2020) 43:2 *Dal LJ* 793. However, it is not the role of this Commission to disregard binding Supreme Court of Canada precedent.

¹⁹ 1991 *Alberta Reference* at para 20 [emphasis added].

the characterization of purposes as rights may broaden the scope of Charter rights considerably. However, recognition of the right to effective representation did not have the effect of broadening the right to vote in [*Carter*]; on the contrary, it led to a narrower result than what would have been required had the Court concluded that the right to vote required each vote to count equally. The Court held that disparity in the size of electoral ridings that had the effect of enhancing or diminishing the relative value of individual votes did not infringe the right to vote. This was the context in which the court concluded that the right to vote protected “effective representation”. Although the court stated that parity of voting power was an important consideration, it was not the only thing that mattered: geography, community history, community interests, and minority representation were also important considerations in determining the size of electoral ridings.

In other words, s. 3 of the *Charter* guarantees the right to effective representation more so than the right to vote itself.

The 1991 *Alberta Reference* case first referenced “hybrid” electoral divisions.²⁰ This report will use the term “hybrid” unless quoting another source, though they are sometimes referred to as “blended” or “rurban.” This type of electoral division was reasonable and did not offend s. 3 of the *Charter* or adversely affect effective representation. On the contrary, such electoral divisions were held to be a reasonable way to achieve effective representation. At the time of the 1991 *Reference*, hybrid electoral divisions were a novelty. Today, they are more common (18 in the 2017 EBC Report) and will become more common due to the population growth, expansion of urban areas, the size of a Legislature that grows slowly, and the challenges of taking electoral divisions away from rural Alberta. Those Albertans who strenuously oppose “hybrid” electoral divisions would do well to review their description in the 1991 Alberta Court of Appeal decision.

In the 1994 *Alberta Reference*, the Court of Appeal stated that variance from the average population for an electoral division must have reasons in order to justify the variance. The variance must be made only on the basis of a singular electoral division, not as part of a grand province-wide scheme. The majority of this Commission has sought to do this on a riding-by-riding basis. The *Act* provides for that approach. If there is a significant historic disparity of population between urban and rural electoral divisions that has become unreasonable, the choices are: **adding more electoral divisions to the Legislative Assembly, taking electoral divisions away from the rural parts of the province, or creating more hybrid electoral divisions.**

There is logic to this approach. Subject to difficulties in assessing it, population can be objectively assessed. In a democracy it also means something for each voter to be treated equally in terms of the weight given to their vote. Academics have not denied that populations between electoral divisions can vary, even significantly, for legitimate reasons. They have nonetheless underscored that “the right to vote cannot be seen as so elastic as to encompass **dramatically** different results for **similarly situated** voters.”²¹ In other words, different populations between electoral divisions are permissible so long as they are not dramatic and they reflect the fact that different voters are situated in different situations. Accordingly, while not overemphasizing voter parity, the majority of this Commission explains why it is recommending departures from the provincial average population if in excess of 5%. In this regard, the Commission has no reservation in holding that effective representation warrants rural and especially northern Alberta having populations that are below the provincial average. Indeed, the Commission is of the view that such variances may be mandatory to achieve effective representation. However, the Commission finds it more difficult to justify wide variances in population within Calgary and Edmonton. For example, the majority of this Commission finds it difficult to justify electoral divisions in north and central Calgary having populations more than 20% above the provincial average while electoral divisions in south Calgary have populations markedly below the provincial average. The Calgary map of the minority report with its vast differences as between electoral divisions within Calgary cannot be explained away. The Calgary map as drawn by the minority is quite likely unconstitutional.

20 A “hybrid” riding is any electoral division that contains part of one of Alberta’s cities and any area location out of the same city. Alberta’s cities are: Airdrie, Beaumont, Brooks, Calgary, Camrose, Chestermere, Cold Lake, Edmonton, Fort McMurray, Fort Saskatchewan, Grande Prairie, Lacombe, Leduc, Lethbridge, Lloydminster, Medicine Hat, Red Deer, Spruce Grove, St. Albert, Wetaskiwin. A full list of hybrid ridings can be found in Appendix C.

21 Michael Pal, “The Fractured Right to Vote: Democracy, Discretion, and Designing Electoral Districts” (2015) 61:2 McGill LJ 231 at 249 [emphases added].

Unlike population, other considerations require an element of discretion. Examples include: weight to be given to history, determining communities of interest, dense urban populations with complex needs, transportation routes, the vast distances in rural electoral divisions, and what makes for clear and understandable boundaries. These criteria remain tremendously important. As Justice McLachlin noted in *Carter*, population is only the starting point of analyzing how to achieve effective representation. It is incumbent on this Commission to consider the other factors prescribed in the *Act* and discussed in the case law.

There has been a clear historic trend (illustrated in Appendix D) towards greater emphasis on voter parity in Alberta, despite neither the case law nor the *Act* historically mandating this. The explosive population growth in Alberta and the consequential changes in the social makeup of the province require this Commission to approach its task in a more nuanced way. This involves a fulsome discussion of “effective representation” and the utilization of tools that both the Courts and Legislature have provided to the Commission.

The tendency towards strict application of voter parity also fails to recognize the onerous task of representing rural electoral divisions. This is illustrated by the comments of a Member of the Legislative Assembly in 2017, when she responded to the final report of the 2016–2017 Electoral Boundaries Commission. Ms. Littlewood, the MLA for Fort Saskatchewan–Vegreville, explained concisely the challenges of an MLA in a rural electoral division:

I appreciate the opportunity to speak about the boundary commission and its final report and just a little bit about the interim report. The way that the constituency of Fort Saskatchewan–Vegreville looks right now is – I’ll describe it to you. There are 12 municipalities, including villages, towns, and cities. There are four county municipalities. There are more than 10 agricultural societies. There are more than 20 schools. There are seven high schools, which means seven high school grads, seven high school awards nights. There are schools across the constituency, which is sometimes a lot of fun because you get to do Read In Week all across rural Alberta. Because there are so many municipalities, there are three Legion branches.

You know, everything in rural Alberta has an exponential factor. Each municipality has lodges, libraries, Elks clubs, Lions clubs, fish and game associations, ag service boards, Boys & Girls Clubs. Every summer is a tour of rodeos, parades, ag days. All year it’s perogy dinners, steak fries, fish fries. I probably go to a hundred hot dog fundraisers a year, the same when it comes to pancake breakfasts – this is how a lot of fundraising is done in small municipalities – seniors’ drop-in centres, fire departments both hired and volunteer, EMS services, junior trap shoots that take place in different rural areas. There are cemetery blessings that take place in many of these communities. There are rotating church services all across. It’s a really, really diverse way of life. Anyone that thinks that it is sleepy in rural Alberta is quite mistaken. It is a nonstop way of being able to represent a constituency.²²

During submissions to this Commission, the challenge of representing rural communities was repeatedly voiced. These challenges can be objectively verified. Those who dismiss the challenge of rural representation need to examine the evidence and recognize the challenge of rural representation as articulated by the Supreme Court of Canada in *Carter*.

²² Hansard, Tuesday evening, November 28, 2017.

d. The Reality of Effective Representation in Alberta

The Commission has approached its task by looking at the population growth of the province and examining where that growth has occurred. It has arrived at an electoral division population average of 54,929. This results in a target population range of 41,198 (25% below) and 68,662 (25% above) per electoral division. Effective representation includes populations within this range. It is the “effective representation range.”

We received some significant submissions that certain electoral divisions—notably, Bonnyville–Cold Lake–St. Paul, Fort McMurray–Lac La Biche, and Fort McMurray–Wood Buffalo—have significant “shadow populations” as well. “Shadow populations” are individuals whose permanent address is outside the electoral division and may even be outside the province, but who nonetheless receive services in the electoral division. While not adding to the provincial population, this phenomenon may result in “representation without taxation.” In other words, the “shadow populations” may increase these rural MLAs’ workload, even if they are not part of the population for purposes of this report.



Commission during deliberation meetings in January 2026

In arriving at the recommendation for the 89 electoral divisions in this report the Commission has:

- reviewed all written submissions both before and after the interim report;
- considered all presentations and submissions at our public hearings both before and after our interim report;
- assessed the available options in allocating *only two new electoral divisions* given Alberta’s population growth;
- considered options for boundary changes in neighbouring electoral divisions given the new electoral divisions;
- considered the impact of removing more electoral divisions from the rural areas of the province; and,
- considered the factors in Part 2 of the *Act*.

It is important in considering the term “effective representation” to have an understanding of representative government. Representative government is a form of indirect democracy as opposed to direct democracy or a “one person, one vote” system. Albertans are governed by elected representatives who receive a mandate to govern. In a study on electoral democracy, it has been noted that:

In choosing representative government, citizens restrict their participation in the governance of their society; they transfer the authority to govern to their representatives. In large societies, this is the only practical means to secure orderly and efficient government while allowing for a measure of citizen participation. The fact that citizens can elect and “retire” these representatives at regular intervals serves to hold them responsible and accountable for what they do. Thus, elections become the critical method of reconciling order with freedom.²³

The Commission has determined that certain fundamental principles of effective representation in Alberta exist. We reviewed the history of electoral boundary determination in Alberta, Alberta’s vast geography, the large population of its cities, and the tools available to the Commission. Our principles of effective representation are as follows:

23 *Reforming Electoral Democracy, Volume I (Ottawa, 1991) at pp 26-27.*

1. The populations in the electoral divisions in the cities of Edmonton and Calgary will generally be higher than the provincial average;
2. Correspondingly, populations of the electoral divisions outside the two major metropolitan areas will generally be below the provincial average;
3. Higher-than-average populations are particularly appropriate for Edmonton electoral divisions because of the proximity to the Legislature;
4. Transportation to the Legislature is most feasible by automobile in our province. The long distances that MLAs from remote areas have to travel may justify representing fewer constituents than those MLAs who are closer to Edmonton;
5. The use of more electoral divisions as described in s. 15(2) of the *Act* is required to provide effective representation in some parts of Alberta;
6. The vast population increase in Alberta, along with the limited number of new electoral divisions available to the Commission, forces the use of more “hybrid” ridings;
7. On an objective basis, it is generally more difficult to represent geographically large rural electoral divisions;
8. The role of an MLA as it relates to municipal government outside of Calgary and Edmonton is very different from the role of an urban MLA. MLAs in Calgary and Edmonton deal with one or, at most, two or three city councillors while rural MLAs often deal with multiple municipalities;
9. The irony of obsessing over population numbers in rural Alberta is that the more the Commission focuses on voter parity, the less effective representation will be for rural voters. As stated by Nathan Steinke in his submission to us on January 15th: “the larger you try to make your riding to equalize the population, the harder you’re making it to represent;” and,
10. Technology alleviates some but certainly not all the challenges of representing rural Albertans.

III. Sources of Population Information and Electoral Boundary Population Ranges

Determining the population of Alberta for purposes of redistribution is a very important issue that has been contentious in the past. Section 12 of the *Act* stipulates how the Commission shall determine the population of Alberta:

- 12 (1) For the purposes of this Part, the population of Alberta is to be determined by the Commission in accordance with this section.
- (2) In this section, “decennial census” means 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.
- (3) Subject to subsections (4) and (5), the Commission is to use
 - a) the population information as provided in the decennial census, and
 - b) information respecting the population on Indian reserves that are not included in the decennial census, as provided by the Department of Indian Affairs and Northern Development (Canada).
- (4) If there is a province-wide census that is more recent than the decennial census and from which the population of all proposed electoral divisions is available, the Commission is to use
 - c) the population information as provided in the province-wide census, and
 - d) information respecting the population on Indian reserves that are not included in the province-wide census, as provided by the Department of Indian Affairs and Northern Development (Canada).
- (5) The Commission may, as it considers appropriate, use more recent information respecting the population of all or any part of Alberta in conjunction with the information referred to in subsection (3) or (4).

The Constitution Act, 1867, requires a national census every 10 years (“decennial”). “Decennial census” in the legislation refers to that same national Canadian census. The last decennial census was conducted in 2021, and its results were released in February 2022. Those results are over four years old as of the issuance of this report. With the rapid growth of Alberta’s population, reliance on the 2021 decennial census alone is not appropriate. The Commission is required to use any updated information in the form of a province-wide census or recent population information “respecting the population of all or any part of Alberta” as more reliable population data to supplement any census data. In either case, the Commission is obliged to include the population on Indian reserves that are not included in the decennial (Federal census) of 2021 or any subsequent province-wide census.

a. Why are the 2021 census counts alone not ideal for the Electoral Boundaries Commission’s task?

On Census Day 2021 Alberta’s population was 4,262,635. The most recent population estimate (January 1, 2025) pegged Alberta’s population at 4,960,097, an increase of almost 700,000 people.

This exceptional growth was not evenly distributed throughout the province. The cities of Edmonton and Calgary alone accounted for over three-quarters of the province’s growth between 2021 and 2024.

At the same time, 166 municipalities (out of 423) experienced minimal growth or a loss of population. The majority of Alberta’s population growth since 2021 is clustered in and around larger urban areas and their satellite communities.

Thus, use of the 2021 census would result in significant error both in the size and distribution of Alberta's population. Collection for the 2026 census will take place in May 2026, but the results will not be available until February 2027, long after this Commission's report is due.

The Office of Statistics and Information (OSI) is the official Alberta statistical agency responsible for the collection, analysis, and dissemination of data and the development and publication of statistics for the province. The *Office of Statistics and Information Act* establishes the duties of the Office of Statistics and Information as the official Alberta statistical agency and Statistics Canada's focal point for the province.

Population estimates and projections are regularly produced by the OSI as part of its legislated mandate and are widely used across the province for funding calculations, planning, and budgeting, including for the provincial Budget and fiscal updates.

b. Why is the July 2024 population estimate the best available?

The timetable for the Commission is established by the *Act*, and the Commission must find and use the most appropriate population figures available as of the period leading up to October 2025. It is safe to say that the 2021 decennial census numbers updated by the estimated population figures from Alberta Treasury Board are the most accurate population information available to the Commission. During the entire term of the Commission, no new Canadian census data will be available except for the data of the 2021 decennial census updated by the OSI at Alberta Treasury Board.

The work of the Commission requires population figures at a sufficient level of granularity in order to form appropriate boundaries. Since the 2021 census is somewhat out-of-date, population estimates are the next best alternative. The OSI has produced population estimates at the dissemination area (DA) geographic level. Statistics Canada defined the 6,203 dissemination areas in Alberta with full coverage of the provincial territory.

In order to ensure the validity of the DA estimates produced by the OSI, it is necessary to "nest" the estimates with population estimates for other geographic levels produced by the OSI and Statistics Canada. The DA estimates must be consistent with estimates of other geographies of which they are a part. As DAs fit 100% into 423 municipalities (census subdivisions), and municipalities fit 100% into 19 census divisions, and census divisions fit 100% into the province, the DA population estimates must be consistent with estimates for the higher order geographies.

Provincial and census division population estimates are regularly produced by Statistics Canada while municipal (census subdivision) estimates are produced by the OSI on an annual basis.

In order to fulfill the consistency criterion, population estimates must be available for all these higher order, sub-provincial geographies for the same time period. The most recent sub-provincial population estimates are referenced for the mid-year (July 1) of 2024. Note that the mid-year population is a standard demographic measure, representing the average population over a calendar year. All sub-provincial estimates are only available for the mid-year. The next mid-year release (July 1, 2025) of estimates for sub-provincial areas is set for February 2026, which makes the estimates unavailable for the current work of the Commission.

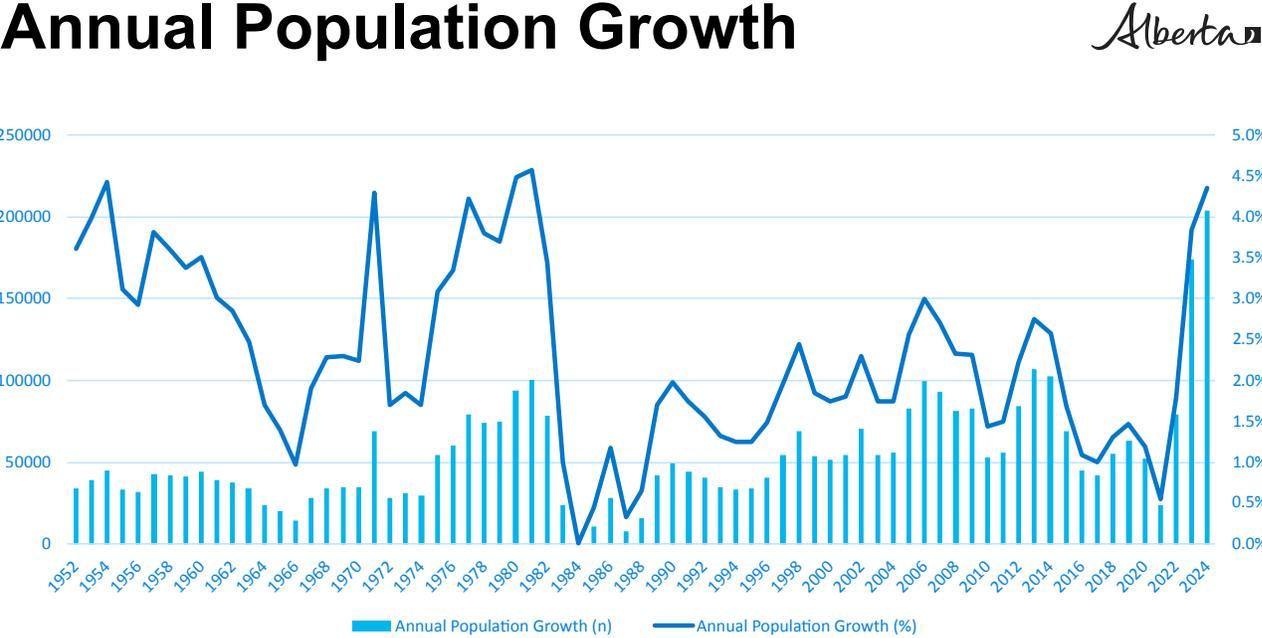
c. What method is used to estimate the population?

To estimate the 2024 mid-year population of dissemination areas, the OSI utilized a combination of evidence from administrative records and modelling. Changes in the Alberta Health registry file are a reliable indicator of population change in each dissemination area and are particularly effective in capturing population changes due to migration, which was the main driver of demographic change in Alberta since 2021. Estimates of dissemination areas were then modelled to ensure consistency with the next highest geographic order—the municipality (or census subdivision). The municipal estimates were produced by the OSI again using a combination of administrative records and modelling. In this case, the administrative records used included the Alberta Health registry file, vital statistics (births and deaths) files, MOVES (drivers' licence) files, and the Canada Child Tax Benefit. The municipal estimates were modelled to ensure consistency with the census

divisions and provincial level estimates produced by Statistics Canada. The primary indicator files for these estimates include personal income tax files from the Canada Revenue Agency and Canada Child Tax Benefit along with files from Immigration, Refugees and Citizenship Canada.

The 2021 decennial census counted Alberta’s population at 4,262,635, and the most updated population estimate verified by the OSI of the Alberta Treasury Board is 4,888,723. The population of Alberta was 15% higher in the most recent estimate compared to the most recent census.

A historic illustration of Alberta’s population growth is best described in the following graph:



Historically, Electoral Boundaries Commissions have struggled with the appropriate population figures to use. While the province’s population is a key factor in making the decision to redraw electoral boundaries, arriving at an accurate and agreed upon population is key. This Commission was aided by the instruction, data, and expertise provided by the staff at the Office of Statistics and Information. Lisa Zaporzan (Manager of Demography), Jennifer Hansen (Director of Demography and Economic Analysis), and the Chief Statistician, Fred Ackah, walked the Commission through the process of how the Alberta Treasury Board regularly updates and supplements the data received from Statistics Canada after each decennial census. The supplementary work performed by the OSI not only updates the Statistics Canada recent census data but verifies such data to ensure its accuracy. This process illustrates how federalism can work well between provincial and federal departments. The 2024 mid-year population figures were released in May of 2025. The Commission is unanimous in its approval to use these population figures. Therefore, for the work of the Commission, the number of 4,888,723 for Alberta’s population is the most accurate and verified population that we have at our disposal.

This Commission was unanimous in agreeing to use the 2021 decennial census (updated to a July 1, 2024, estimate by the Alberta Treasury Board’s Office of Statistics and Information) as the population of Alberta. That agreement by the Commission applied to both the interim report and final report. This conforms to our Commission’s mandate under the *Act*, and the longstanding practice of the Commission for the past 35 years. Any use of statistics other than population without specific legislative changes is quite simply inappropriate.

A novel presentation was made to our Commission in response to our interim report relating to the challenge of only relying on population to determine “effective representation.” Art Matsui argued that Calgary’s inner city did not warrant a new electoral division, because it has fewer electors than other areas of Calgary. In

essence, his point is that population is not the be-all and end-all, and the number of *eligible voters* should be considered in concert with population:

While population growth pressures are real, redistribution that relies primarily on population rather than electors risks systemic overrepresentation in high turnover, lower registration urban areas. That outcome is inconsistent with the principle of effective representation. Effective representation means parity of voting power, not simply equal population.²⁴

While this is an interesting point, it is best made to a committee of the Legislature. The Legislature created the Commission's mandate, which makes no mention of *voter power* or *voter parity* in each riding. Though the Commission may consider "any other factors" under s. 14(f) of the *Act*, this is subject to s. 15(1). The latter provision requires that all electoral divisions are within a target range of population. Combined with the total lack of reference to voting parity under the *Act*, it would undermine the Legislature's intent to read in "voter parity" as a prime consideration that can *override* the clearly mandated constraints of: population, communities of interest, geography, transportation, and clear boundaries under section 14. There are a few notable examples of provinces using voters as their primary determinant for "effective representation" in ridings, such as New Brunswick.²⁵ However, this comes with legislative language that allows the Commission to depart from absolute voter parity for certain reasons. Furthermore, it is noteworthy that in the province of Saskatchewan, population is determined by counting only those persons over the age of 18.²⁶ Once again, however, this consideration is *expressly mandated* in the legislation.

Therefore, the Commission was clear that population, not voters, are used as the primary basis for parity between electoral divisions. For example, Commission member Dr. Julian Martin in response to Art Matsui stated:

We govern the population with a plus or minus 25 per cent variation that's allowed to us as a part of our tool kit.²⁷

This was further reinforced in his comments in response to Mr. Shevalier, saying "we're not talking voters; we're talking populations."²⁸

To be clear, we do not view Mr. Matsui's concerns to be irrelevant: s. 3 of the *Charter* grants rights to voters, meaning that it is not unreasonable for voters to be treated equally through the lens of effective representation. However, given the statutory mandate of this Commission compared to those in other provinces, we do not consider this to be more than a marginal consideration. Moreover, we must be sensitive to the fact that electoral divisions that have a significant number of non-voters are often those with a large number of individuals who have recently immigrated to Canada and are not yet citizens. It can be challenging to represent those electoral divisions for reasons we discuss below. Further, constituencies with large numbers of minors may place additional demands on an elected representative in their ombudsman role to represent constituents. Indeed, this underscores why effective representation, rather than strict voter parity, is the lodestar of this Commission's mandate.

24 Jan 13th, 2026, *Calgary Morning submissions, Art Matsui.*

25 See <https://www2.gnb.ca/content/dam/gnb/Corporate/Promo/electoral-electorales/ebrc-final-report.pdf> and *Electoral Boundaries and Representation Act, SNB 2005, c E-3.5*

26 *The Constituency Boundaries Act, 1993, 1993 SS, c C-27.1, s 2(k).*

27 Jan 13, 2026, *Calgary morning submissions, questions to Art Matsui.*

28 *EBC transcript, June 10, 2025, page 198, 9:00 A.M. session.*



Commission in front of Blackhawk helicopter in Slave Lake, Alberta in June 2025

d. What is the population range for each electoral division?

The Commission is mandated to divide the province into 89 electoral divisions. The average population of each of the 89 electoral divisions is calculated as 54,929, based on the agreed population and the following formula:

$$\text{Population per riding} = \frac{\text{Total Population}}{\text{Number of Ridings}} = \frac{4,888,723}{89} = 54,929$$

This is an increase of 8,232 residents per electoral division from the 2017 EBC Report. The figure of 54,929 persons per electoral division is a very important and helpful figure, but it is not the determining factor to allocate Alberta’s electoral boundaries. This is the figure that shows absolute parity (or “one person, one vote”). Within that number are persons under 18, non-Canadian citizens, short-term residents as of 2024, and others that may be ineligible to vote. If we could by some magic wand create 89 electoral divisions (which the Supreme Court acknowledges is impossible) with 54,929, the goal of “one person, one vote” would still not be achieved. Neither the constitutional right to vote and be elected nor the binding case law require absolute parity. The realities of the urban and rural landscape of Alberta also make it impossible to achieve perfect parity. **Effective representation is the goal.** This Commission can reach the goal of effective representation as long as the target population range mandated under section 15(1) of the *Act* is reached.

Section 15 of the *Act* states:

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.

Based on this statutory and constitutionally enshrined formula, the target population *range* for all electoral divisions in Alberta is as follows:

The population target ranges from 41,198 (25% below) up to 68,662 (25% above the average of 54,929).

The Supreme Court held that such a variance is consistent with s. 3 of the *Charter* in *Carter*. Granted, being close to the upper or lower end of that variance should have some rationale. The Alberta Court of Appeal has held that departures from parity require explanation. Insofar as this Commission does vary from the average by more than 5%, we explain why we are doing so.

Those who argue for very minor deviations from the average (such as 2.5%) are ignoring the jurisprudence and are subtly working to move us towards the American model.

IV. Jurisdiction of the Electoral Boundaries Commission

The Commission is encouraged by the public response to its interim report. Many of the written submissions focused on very specific electoral divisions, which we have considered in detail. The public response to our interim report was among the highest responses to any commission of the Legislature, and the highest of any Alberta Electoral Boundaries Commission. It is clear to the Commission that Albertans take effective representation in the Legislative Assembly very seriously. This bodes well for the state of democracy in our province.

As a Commission, we must remind ourselves of our legislative mandate. We must inform the public, and those who participated in the public process, of our limitations. We recognize that a few of the submissions have focused on issues that are clearly outside of our mandate. Some of these include:

- any suggestion assuming a number of electoral divisions different from 89 as prescribed by the *Act*;
- suggestions of selecting Members of the Legislative Assembly by way of “proportional representation”;
- asking that we redraw municipal or federal electoral boundaries;
- submissions that request the drawing of boundaries that would result in a population above 25% of the provincial average (such as submissions proposing that the City of St. Albert be a single electoral division);
- requests that the Commission delay its work until after the 2026 census data has been released;
- suggestions related to campaign financing laws;
- suggestions on how to ensure the ability to vote for Albertans who cannot prove their addresses;
- suggestions as to where voting should physically take place;
- suggesting that voter parity—not population parity—should be the Commission’s mandate;
- recommending that we send a message to Ottawa by using “one person, one vote” to force Ottawa to correct its electoral boundaries; and
- suggesting we use computer programs to update the electoral divisions more frequently than every election cycle.

Many of these and similar recommendations and submissions may very well improve the situation of representative government in Alberta. However, this Commission is limited in its investigative role and in how it makes recommendations to the Speaker of the Legislative Assembly. These suggestions are best submitted to Members of the Legislative Assembly or various committees of the Legislative Assembly.

The Commission’s mandate is **Part 2 – Redistribution Rules** of the *Act*. It is clear to everyone both implicitly by way of population and explicitly by virtue of an increase in the electoral divisions that this Commission will recommend changes. This means that we must discard submissions recommending that we not change the electoral boundaries at all. Section 12 of the *Act* requires us to determine the population of Alberta for the purpose of redistribution. That is our first task, and we have done that.

Our next step is to apportion the province into 89 electoral divisions up from the current 87. How we do that work is governed by s. 15(1) of the *Act* and related case authorities. The process and considerations are rather wide-ranging, and five specific considerations are directed along with a rather discretionary criteria of “any other factors the Commission considers appropriate” (s. 14(f) of the *Act*).

After determining the 89 electoral divisions, or as part of the process in making that determination, the Commission must compare the population of each electoral division with the average electoral division population of 54,929, creating a target range of between 41,198 and 68,662. This comparison is required by the *Act*, which imposes limits on population variance, and case law such as *Carter*, which notes the significant (albeit not exclusive) importance of population parity.

The Commission must then decide the boundaries of the electoral divisions. Section 14 prescribes the factors that the Commission may consider in doing so alongside the overall ability to consider other “appropriate” factors:

- sparsity, density and rate of population growth;
- communities of interest, including municipalities, regional and rural communities, Indian reserves and Metis settlements;

- geographical features;
- the availability and means of communication and transportation between the various parts of Alberta; and
- the desirability of understandable and clear boundaries.

Moreover, the Commission can consider whether to recommend up to four “section 15(2)” electoral divisions with populations up to 50% below the provincial average.

The Commission is not unaware of the rapid growth in Alberta’s population. Alberta is the only province whose population is significantly increasing due to intra-Canadian migration. In addition, the number of persons moving to Alberta from outside of Canada is even larger. While the legislation does not specifically include “anticipated population growth” as a factor for effective representation, it can certainly be captured under s. 14(f) of the *Act*.

In justifying each recommended electoral division, the Commission will draw upon specific submissions as appropriate. The fact that every representation is not explicitly referenced in the report does not detract from the fact that we considered all submissions, both written and from public hearings.

This Commission heard Albertans. However, it goes without saying that we cannot implement every suggestion or recommendation. Obviously, it is impossible to implement conflicting and contradictory recommendations.

We similarly considered the factors prescribed by s. 14 of the *Act*. We do not necessarily explicitly address every factor for every electoral division because not all are as relevant for every electoral division.



Commission visits the Oil Stands Discovery Centre in Fort McMurray on June 16, 2025

V. Public Hearings and Submissions

a. Before the Interim Report

The Commission received and reviewed 198 written submissions.

From May 29 to June 19, 2025, the Commission held public hearings in Pincher Creek, Lethbridge, Edmonton (six hearings), Westlock, St. Paul, Wainwright, Drumheller, Calgary (six hearings), Brooks, Medicine Hat, Fort McMurray, Peace River, Grande Prairie, Slave Lake, Hinton, and Red Deer. This amounted to a total of 26 public hearings, some longer than three hours in duration.

The Commission easily travelled 8,000 kilometres for public hearings and Commission meetings up to the release of the interim report.

In addition, the Commission hosted two separate virtual hearings during which it received submissions from across the province. Because the time of year allowed for ease of travel, the Commission decided to focus on hearing from Albertans in person in their communities rather than utilizing technology to do more virtual hearings. Among other reasons, this enabled us, in a small way, to appreciate the vastness of the province and the challenges representing persons who live outside the major cities.

When this Commission toured the northern Alberta communities of Fort McMurray, Peace River, Grande Prairie, Slave Lake, and Hinton over a four-day period, we did not travel by car. For sake of time savings and efficiency, we travelled by chartered plane. Some who appeared before the Commission said that that was regrettable as we did not get a flavour for the vastness of the North and the challenges of representing this area. We agree.

The interim report was based on the public hearings and written submissions received by the end of June.

b. After the Interim Report

From November 3 to December 19, 2025, the Commission received and accepted written submissions commenting on our interim report. We received and reviewed 1,147 written submissions. This was the second most written submissions received by any public commission in Alberta's history. Furthermore, it was more than any other Electoral Boundaries Commission. Some submissions clearly included public campaigns to encourage the Commission to make certain decisions, such as not dividing the municipality of Beaumont. However, the number and detailed substantiveness of the submissions shows Alberta's strong civic engagement. The entire set of written submissions has not been appended to this report, in the interest of space and brevity, as it collectively represents thousands of pages. They can instead be found on the Elections Alberta website here: <https://www.elections.ab.ca>.

The Commission then held in-person public hearings in Calgary from January 12 to 14, 2026. We held in-person hearings in Edmonton on January 19 and 20, 2026. We held province-wide virtual hearings on January 15 and 16, 2026. On January 21, 2026, we heard exclusively from current Members of the Legislative Assembly of Alberta. This amounted to a total of eight public hearings, some of which spanned from 9:00 A.M. into the evening.

Our interim report was unanimous among all five Commissioners. The unity of the Commission ended after the close of public hearings in late January 2026. Nevertheless, the majority report is based on all the foundational principles contained herein and included in the interim report.

This final report is based on reconsideration of our [interim report](#) in light of public hearings and written submissions received by the end of January 2026.

VI. Major Themes in Public Submissions and Presentations

The Commission received a great many written and oral submissions on our interim report. Many related to the same general themes, as outlined below.

a. Voter Parity

Many submissions underscored the importance of “representation by population” and suggested that departures from strict voter parity must be exceptional and minimized. Other versions of such submissions were more realistic about the prospects of achieving absolute voter parity but, nonetheless, urged caution before approaching or exceeding the 25% variance from provincial averages prescribed in the *Act*.

b. Maintenance of the *Status Quo*

The Commission received significant submissions from MLAs and their constituents that they are pleased with many of their electoral divisions’ current boundaries. This is notwithstanding the fact that many of the divisions are quite large geographically, as submitted by Cypress–Medicine Hat MLA Justin Wright, or very dense, as exemplified by Edmonton–City Centre MLA David Shepherd and, despite her electoral division’s higher-than-average population, Edmonton–Castle Downs MLA Nicole Goehring.

The Commission takes these submissions seriously. Constituents are used to being represented in a particular manner. If an MLA submits that the *status quo* is achieving effective representation, that warrants consideration. This is consistent with Justice McLachlin noting in *Carter* that “history” is a proper consideration in drawing electoral division boundaries.

The Commission can only put significant weight on these preferences for the *status quo* if other considerations are reasonably equal and keeping in mind the “cascading effect” of neighbouring boundary changes. As noted above, the *Act* explicitly and implicitly is expecting changes to Alberta’s electoral division boundaries. Disruption to the *status quo* is unavoidable.

In addition, the Commission is pleased to report that six electoral divisions’ boundaries are recommended to be unchanged. Changes in many others are modest.

The Commission received a very large number of submissions after submitting our interim report. Many of the submissions related to the same general themes we saw in the written submissions leading up to the interim report, as outlined above. However, given that these submissions commented on the interim report, they tended to include specific feedback on proposed boundary changes, the Commission’s general approach, and other more targeted ideas.

c. Northern Representation

A very large number of submissions came from residents or people interested in northern representation. Many of the same concerns outlined above were reinforced to the Commission. For example, the Town of Lesser Slave Lake and Mayor Francesca Ward in her oral submissions outlined significant concerns for northern residents if the Commission removed a northern riding (as we had proposed to do in our interim report). At pages 10 and 11 of their letter (see submission 939), they made the point that:

When MLAs must spend more time travelling and less time with each community, citizens inevitably receive less attention and service. For example, an MLA based in Westlock will be hard-pressed to attend regular events in Slave Lake (a 1.5–2 hour drive one-way) on top of duties in their southern towns ... Losing one MLA may sound minor, but it means tens of thousands of northerners will now line up behind someone who also represents tens of thousands of others, rather than having their own champion. Given the expansion of the House, this outcome is unnecessary and avoidable.

Other submissions and presenters made the point that effective representation would require an MLA to use air travel to reach certain remote northern regions in our interim proposed Mackenzie division and other northern areas. High-speed internet is often unavailable or unreliable in those areas. Virtual submissions were made that emphasized to the Commission that a Zoom call is no substitute for in-person interaction with constituents. For example, Terry Ungarian on January 15, 2026, submitted to us that:

[Our MLA] attended our local parade in one of our communities. I had an old '53 car that I put in the parade. He jumped in with me, hung his signs on the door, and away we went. We had a great conversation while he was throwing out candy for the spectators. **You don't get that same connection if you try to do it through a keyboard.**

Our own experience of virtual hearings with northern Albertans reinforced that connections are best made in person, not over a low-bandwidth video connection.

d. Urban Seat Concerns

Many submissions showed concerns by residents of Calgary and Edmonton (as well as a smaller number from other urban centres) that their population growth, projected population growth, diversity of languages and communities, and other factors warranted additional seats. For example, Stephen Smith made extensive submissions outlining why Edmonton deserves an additional seat:

The median Edmonton district is 3.6% more populous than the rest of the districts in Alberta. And the averages undersell the matter: 9 of Edmonton's electoral districts – almost half – are more than 5 percentage points more populous than the target average, compared to only 5 constituencies being that far off in Calgary. Lethbridge, Airdrie, and Red Deer have no 5+ percentage point variance ridings at all. Notably, despite being a larger city, Calgary has fewer aberrantly large constituencies than Edmonton – a fact attributable to Edmonton receiving only one net new riding, while Calgary gets two. Edmonton is in need of a new constituency above and what the commission has already designated. Edmonton added more than 100,000 new people between 2022 and 2024 alone, and a recent City of Edmonton report suggests that even more growth is likely soon, taking the city's population to 1.25 million in the next two years.

Given the commission's apparent target of just under 55,000 people per electoral district, we should expect that Edmonton would need two new MLAs because of the 2022–24 growth alone – and another new MLA again to account for future growth. Instead, however, Edmonton nets just one new MLA in the draft report. It is important that Edmonton be appropriately represented in the Legislature, both out of basic fairness for the people who live here, and because Edmontonian concerns are different than those for people who live outside the city. One need only look at the frequent conflicts between Edmonton's city council and the Alberta government to see this clash of interests in action. Without adequate representation, the unique views of Edmontonians will not receive the consideration they deserve in the Alberta legislature.

Similar concerns were expressed for Calgary electoral boundaries, given the city's robust population growth and growth projections. Multiple submissions requested a third new Calgary seat. However, a roughly equal number of submissions voiced support for the Commission's decision in the interim report (and in this final report) to allocate two new seats to the City of Calgary and supported our rationale for doing so.

e. Hybrid Ridings

The Alberta Court of Appeal has noted that there are three options available to address the fact that Alberta's population is becoming more concentrated in the cities of Calgary and Edmonton. Option 1 is to increase the number of seats in the Legislature. Option 2 is to decrease the number of rural seats and move them to Calgary and Edmonton. The third option is to create "hybrid" seats, which are partially rural and partially urban.

Historically, the *Act* has limited the use of hybrid electoral divisions to outside of Calgary and Edmonton. The new *Electoral Boundaries Commission Act* allows the Commission to consider blending areas inside and outside the boundaries of both cities. This is particularly important in high growth areas near the perimeters of both cities. The public feedback on this option remained skeptical.

There was a strong campaign against hybrid ridings in Calgary. These often reflected a lack of appreciation for the challenge of only having 89 electoral divisions to allocate. By contrast, Edmonton presenters had much less of a concern with our judicious use of a hybrid riding in the Capital city.

Numerous submissions focused on the Commission's expanded ability to use hybrid ridings that mix urban and rural areas outside of Alberta's two major cities of Edmonton and Calgary. Some submissions voiced support for more hybrid ridings around Calgary generally, noting the community of interest between those living just outside of Calgary and those within the city. For example, Graeme Vanderstar submitted that the Commission should include additional rural-urban hybrid ridings (submission 87). Another example is Jennifer Wainwright (submission 783), who submitted that:

I strongly support the Commission's use of hybrid ridings that combine urban and rural areas within a single constituency, particularly within the Greater Calgary Metropolitan Region. This approach aligns well with the lived realities of residents in and around Calgary Hays. Many residents of south east Calgary commute beyond the city for work, access regional health care facilities, and rely on infrastructure and services that extend across municipal boundaries. Communities of interest in this area are shaped by transportation corridors, employment patterns, and shared service networks rather than by municipal borders alone. Expanding the use of hybrid ridings around Calgary is consistent with the same communities of interest rationale that supports population variances in northern Alberta. If geography, remoteness, and service access justify flexibility in the north, similar considerations apply to the urban and rural interface areas surrounding Calgary. Hybrid ridings can strengthen effective representation by ensuring MLAs serve coherent regions rather than populations divided by artificial boundaries. I encourage the Commission to continue and expand this approach in ways that respect existing south east Calgary constituencies such as Calgary Hays.

Another submission, by Kathryn Joel from Edmonton-Strathcona (submission 641), supported the Commission's balanced and rational use of hybrid ridings, saying:

I am writing in support of the Alberta Electoral Boundaries Commission's 2025 Interim Report and to commend the Commission for its careful and principled application of the concepts of communities of interest and effective representation. The Interim Report demonstrates a clear and thoughtful adherence to section 14 of the *Act* by maintaining coherent communities of interest. In particular, the decision to avoid hybrid ridings and to keep municipalities and established communities intact promotes clear, understandable boundaries and preserves shared social, economic, and civic interests.

Other submissions specifically rejected the Commission's use of hybrids, or expressed caution at using more hybrids in this final report, because of concerns with diluting urban representation. For example, one submission from Doreen Barrie (submission 875) stated that:

The Alberta government eliminated the previous requirement that the Commission craft electoral districts to align with Calgary and Edmonton's municipal boundaries. Consequently, additional hybrid districts have been recommended in the Interim Report. Calgary and Edmonton, which comprise two-thirds of the provincial population, have not been fertile ground for the UCP - in fact, Edmonton is a UCP desert. Conservative provincial governments have long been interested in diluting the power of urban voters and, from their perspective, hybrid ridings are an elegant solution. Reversing the practice of keeping municipal boundaries of the two major cities intact, paves the way for the further mixing of rural and urban voters, weakening the power of the latter.

Some concerns around hybrid ridings stemmed not from diluting urban representation, but with a lack of a community of interest between rural and urban concerns. For example, Deniene Patriquin stated that (submission 289):

Albertans experience some overlapping challenges, but their day-to-day priorities, service needs, and socioeconomic realities often differ significantly. This is increasingly true in a politically polarized province. Issues such as land use, industry regulation, transportation, health care access, and environmental pressures frequently pull rural, urban, and socioeconomically diverse communities in opposing directions. When a district combines a large rural region with part of an urban centre, or merges communities with wide socioeconomic differences, those priorities become difficult to reconcile. It is not realistic to expect one MLA to effectively represent communities with fundamentally competing needs. The result is whipsawed representation, where priorities shift based on pressure rather than genuine alignment. No matter how capable the MLA, part of the riding will consistently feel unheard. The impact is greatest on communities with the least economic and political leverage, including lower-income households, Indigenous communities, remote settlements, and working-class urban neighbourhoods. These groups are already underrepresented. Hybrid ridings compound that problem rather than solving it

In our final report, the Commission recommends eight additional hybrid electoral divisions to the existing set of 19. We recommend two new hybrid ridings in Edmonton, and four in Calgary, as well as additions of rural areas to Sherwood Park and Lethbridge-West.

f. Communities of Interest

The *Act's* requirement to consider “geographical features” was the easiest for the Commission to consider in practice, particularly in light of submissions before both the interim and final report. For instance, in many parts of the province, rivers and creeks form major boundaries. From the North Saskatchewan to the South Saskatchewan to the Bow River to the Peace River to many more, rivers in particular denote where Albertans receive their services and often formed a logical basis upon which to draw boundaries. County boundaries, which traverse municipal and rural interests as per s. 14 of the *Act*, are a way to determine communities of interest. Particularly in rural Alberta, these formed a logical basis to draw boundaries considering where individuals receive services. They also form a geographical feature, albeit one created by law. The question of transportation, particularly roads, is related to these considerations. Alberta remains a province where driving is a prime mode of transportation. This is even codified in s. 15(2)(b) of the *Act* as relevant to the drawing of electoral boundaries, specifically in relation to distance from the Legislature Building and, therefore, the central point for democratic activity in Alberta.

Given the Commission’s interim report outlined our proposed electoral boundaries, a very large number of submissions advocated for specific tweaks to ridings, to align communities of interest. For example, Rob Seeley (submission 759) advocated for incorporating Springbank into the division of Calgary-Bow, given its strong community of interest and that “Springbank is, in practical terms, part of Calgary.” Multiple submissions, both oral and in writing, commented on the community of Montgomery in Calgary-Bow. For instance, Scott Cressman submitted (submission 833) to us that:

As a long-time resident of Montgomery, where my family and I have lived for 25 years, I am strongly opposed to the proposed changes to the Calgary-Bow electoral boundaries. Our community is deeply connected—geographically, socially, and historically—to Bowness and the neighbouring communities to the west. These ties define the integrity of our constituency and ensure that our shared interests and local needs are represented fairly and effectively. The proposed boundary changes threaten to fracture this long-established sense of community and representation.

These are merely a few examples. Hundreds of submissions provided the Commission with valuable insight into specific communities of interest in Alberta and how they should be incorporated into specific electoral divisions. The Commission has balanced these legitimate concerns and suggestions in our proposed boundaries. However, we would be remiss to note that simply drawing an electoral boundary does not *fracture* communities of interest—they are simply meant to *consider* existing communities of interest.

g. Specific Comments on Individual Electoral Divisions

A large number of submissions lent support to the Commission's decisions to redraw or maintain certain electoral boundaries. For instance, many submissions favoured Calgary-Edgemont as drafted. Others voiced support for the Commission maintaining existing boundaries or communities of interest within a unified constituency.

Other submissions voiced concern at the Commission's interim decision to remove certain ridings such as: Rimbey-Rocky Mountain House-Sundre and Lesser Slave Lake (as we proposed to do in our interim report). There were an incredible number of submissions that illustrated the significant problems with eliminating Lesser Slave Lake. For example, Tiffany Belesky from Jousard (submission 58 and in her oral submissions) made the point that:

The Lesser Slave Lake region is a long-established and well-functioning community of interest. Communities around the lake share highways, school systems, Indigenous partnerships, business networks, and cultural ties. These natural connections support both governance and service delivery. Keeping these communities together is logical and consistent with how residents live and work. Moving Jousard into the Mackenzie riding breaks apart a cohesive regional identity in a way that does not reflect our lived reality. The Mackenzie riding is already extremely large and geographically challenging, stretching from the Northwest Territories border down toward the southern edge of Lesser Slave Lake. Adding Jousard does not meaningfully assist with population balancing and instead places our community in a riding where our voice risks being overshadowed by much larger northern population centers with very different priorities and needs. For these reasons, I respectfully urge the Commission to reconsider placing Jousard in the proposed Mackenzie electoral division. Our community functions naturally and effectively within the Lesser Slave Lake region and would be best served by remaining aligned with the communities that share our economic, cultural, and geographic connections. Thank you for taking the time to consider the impact these proposed boundaries will have on Jousard and our surrounding region.

MLA Jason Nixon made extensive submissions relating to the Commission's interim decision to remove Rimbey-Rocky Mountain House-Sundre (submission 829), saying:

While I recognize the challenge facing the Commission in balancing multiple priorities to achieve effective representation, the decision to divide west central communities like Rocky Mountain House, Sundre, and their surrounding counties into ridings that stretch to the east will not reflect the unique characteristics of these communities. I believe that the principles of keeping local communities of interest together, uniting transportation corridors, and respecting the history of the region all highlight the need to adjust the boundaries to ensure effective representation of people living along the Eastern Slopes.

Other concerns included the Commission's decision in the interim report to divide the City of Beaumont between Leduc and Sherwood Park ridings. Approximately 150 submissions challenged this decision for dividing a cohesive community in half and uniting Beaumont with Sherwood Park, which share few connections. There were a number of submissions that expressed dismay at the Commission's proposed hybrid riding of Calgary-Okotoks, with only a small number expressing support.

Many submissions commented on the interim report's proposed electoral division of Banff-Jasper. Those opposed expressed concern at its immense geography, lack of effective transportation between Banff and Jasper in the winter, and concerns with including Canmore. However, multiple submissions supported the idea of a unified national-park-based electoral district, which shares unique and similar concerns, shares the same type of economic activity and topography.

Some submissions from Calgarians and their MLAs argued that south Calgary, not central Calgary, deserved an additional seat. It appears uncontroversial that north Calgary required an additional seat. On the other hand, there was significant pressure to add a riding to south Calgary, for instance by MLA Rebecca Shultz (submission 910), saying:

The southern part of the city is growing incredibly quickly. In fact, many of the communities in south Calgary aren't yet completely developed. While the city center is dense, the population is stable, and in some cases have a lot of people who aren't eligible to vote, like temporary residents or students. In contrast, south Calgary is full of active, eligible voters. This puts a larger demand on our representatives. It does not make any sense to add a new riding in the downtown core. Adding a new seat in the south, rather than downtown, would help address this growth.

I hope the Commission continues to be flexible with population numbers. In the city center: Geography is tight and services are close, so it makes sense for those ridings to have more people. - In the suburbs and rural areas: Because of rapid growth and the sheer distance between neighbors, these ridings should be allowed to have slightly fewer people.

Other submissions, by contrast, expressed support for Calgary-Confluence and the Commission's decision in the interim report to add a downtown seat to Calgary. For example, Ryan Barker expressed such support (submission 687), when he stated that:

Given that Calgary will be home to two million residents in the near future, I was heartened by your proposal to create the new constituency of Calgary-Confluence. This historic heart of Calgary's inner city, where Indigenous peoples gathered for thousands of years prior to the construction of Fort Calgary 150 years ago this year, warrants special recognition as a distinct community. It makes sense that parts of Calgary-Buffalo, where I have resided for nine years, as well as neighbourhoods on the north side of the Bow River, would be incorporated into this new riding. I also appreciate the proposed name, which appropriately reflects the more inclusive name of the historic site and parkland we commemorate and value.

Many of the above submissions, including those opposing the Commission's decision to split Beaumont, against including Calgary with Okotoks, or in favour of more south Calgary ridings, were part of "campaigns." Many submissions had identical structure and/or content. However, these may simply reflect the fact that Albertans are organized, invested in the work of the Commission, and wish to emphasize their concerns.

All of the submissions relating to the interim report's recommended changes to specific ridings were taken into account in our final report. Needless to say, the Commission cannot make all of the requested changes to specific boundaries—we cannot please everyone. Indeed, our work has been described as providing an "inadequate solution to an impossible problem."

h. Indigenous Reconciliation and Indigenous Representation

Multiple submissions, particularly from northern Alberta, noted that electoral divisions should support reconciliation with Indigenous peoples. For example, Linda Green told the Commission that (submission 968):

A defining feature of the Lesser Slave Lake riding is its significant Indigenous population, including multiple First Nations and Métis communities with long-standing historical, cultural, and treaty connections to the land. Maintaining this, and other northern ridings intact supports meaningful and effective Indigenous representation through multiple representatives, rather than grouping Indigenous voters within one riding where their concerns risk being marginalized and lost with only one representative of 88 to give voice to their concerns. Consolidating all the northern First Nation and Metis communities within one riding would undermine reconciliation efforts by weakening the ability of Indigenous communities to engage by limiting them to only one accountable representative.

This submission implicitly took issue with the proposed electoral division of Mackenzie. However, other comments voiced support for the Commission's interim decision to create a new riding of Mackenzie. Lisa Clarke (submission 883), on behalf of the First Nations of North Peace Tribal Council stated:

Other provinces have long recognized the importance of northern and aboriginal focused electoral districts, including Saskatchewan and Manitoba. Alberta now has an opportunity to demonstrate leadership in reconciliation by ensuring that its electoral map reflects Indigenous presence, rights, and voices in a tangible and lasting way.



Commission in front of the EBC Billboard in Peace River, Alberta in June 2025

Further, Lauren Van Keimpema (submission 1096) voiced support for Edmonton–West–Enoch, for many of the same reasons:

By creating ridings like this in which the needs, interests, and experiences of Indigenous voters have the potential to determine provincial election outcomes and the composition of the Legislature, the Commission is taking both an important first step to recognizing both the value of map-making as a tool to advance shared goals of reconciliation, and a small step to repair the years of damage that reckless map-making blind to relationality has caused to Indigenous communities in Alberta ... The decision to include Enoch Cree Nation in the boundaries for Edmonton–West–Enoch recognizes the strong economic and historical ties between this community and Edmonton. Additionally, including a reserve within the boundaries of a south Edmonton riding and giving a Cree community a role in determining Edmonton’s representation in the provincial Legislature is significant and symbolic, in recognizing the fact that much of south Edmonton was built on the land from the Papaschase First Nation.

Another submission, from Edmonton Mayor Andrew Knack, by contrast, voiced disapproval for the new riding of Edmonton–Enoch (submission 817), saying:

The proposal to create a hybrid electoral division (Edmonton–West–Enoch), blending urban West Edmonton, Enoch Cree Nation, and Parkland County, risks a fundamental misalignment of representative concerns. In the proposed electoral division, the Member of [the] Legislative Assembly (MLA) for this hybrid riding would represent a major municipality, a First Nation government, and both urban and rural constituents with fundamentally differing needs across policing, transit, infrastructure, and intergovernmental relations. The priorities of the communities in the proposed hybrid electoral district are too diverse to be effectively served by a single MLA.

i. Concerns with Electoral Division Names

Many commented on the proposed names in the interim report. Examples include: adding “Canmore” to Banff-Jasper, adding “Lethbridge” to Livingstone-Macleod, the overuse of “South” or “North” in boundary names, changing Calgary-Foothills to “Calgary-Symons Valley,” among many others. The Commission has considered these submissions in our final report.

j. Responses to the Commission’s Methodology

Many submissions voiced support for the Commission’s overall approach to division mapping, naming, and the use of hybrids. For example, Jennifer Wainwright (submission 783) stated: “I appreciate the Commission’s work and its balanced approach, particularly its recognition that voter parity, while important, is not the sole measure of fair and effective representation.” Kathryn Joel (submission 641), as another example from Edmonton-Strathcona, supported the Commission’s balanced approach in the interim report, saying:

I am writing in support of the Alberta Electoral Boundaries Commission’s 2025 Interim Report and to commend the Commission for its careful and principled application of the concepts of communities of interest and effective representation. The Interim Report demonstrates a clear and thoughtful adherence to section 14 of the *Act* by maintaining coherent communities of interest. In particular, the decision to avoid hybrid ridings and to keep municipalities and established communities intact promotes clear, understandable boundaries and preserves shared social, economic, and civic interests. ... By reallocating seats to reflect population growth in Edmonton and Calgary and reducing representation in areas experiencing population decline, the Interim Report advances relative parity of voting power and ensures Albertans have equitable access to legislative and constituency representation. It is important that this population-based adjustment be preserved in the final report. I would also encourage the Commission to continue recognising that population growth in Edmonton is not limited to suburban areas. As a resident and home owner in Edmonton-Strathcona, and a small business owner operating in Edmonton’s city centre, I see first-hand that the urban core is experiencing sustained residential, commercial, and economic growth. Assumptions that growth occurs primarily on the periphery risk undervaluing the representation needs of central neighbourhoods that are increasing in density and complexity. Overall, the Interim Report reflects a balanced, legally sound, and forward-looking approach to electoral boundaries. I respectfully urge the Commission to maintain these principles in its final recommendations.

VII. Process of Drawing the Boundaries in our Final Report

The work of the Commission is to create a province-wide political blueprint. Not all the rooms are the same size—but the proposed foundation is solid. This is necessary for the house of democracy we call Alberta.

Province-wide Decisions

The Commission first considered how to allocate the two additional electoral divisions mandated by the Act. It is obvious that Calgary required an additional electoral division and Edmonton also required an additional electoral division. Given the population redistribution towards the two main cities, it was further decided, although with some reluctance given a desire not to take additional electoral divisions away from rural Alberta, that Calgary should in fact receive one more additional electoral division, for a total of two new additional electoral divisions.

The pragmatic consequence of this was the need to reduce the number of seats in the rest of Alberta by one. But population changes in Airdrie and Cochrane also made it obvious that those cities share three electoral divisions rather than two. Therefore, the remainder of Alberta required a net reduction of two seats. We removed one seat from central Alberta and one seat from the area surrounding Edmonton, with cascading consequences to the near-north of the province. In the chart below, we show how the removal of one electoral division from each region was accounted for in the new electoral divisions. In the central region, nine electoral divisions essentially became eight. Around Edmonton, we added two hybrid electoral divisions which alleviated population pressures, and removed one electoral division, making nine electoral divisions outside of Edmonton eight. These changes are illustrated below:

Current Electoral Division	Recommended Electoral Division
Central	
Maskwacis-Wetaskiwin	Wetaskiwin-Ponoka-Maskwacis
Innisfail-Sylvan Lake	Sylvan Lake-Innisfail
Olds-Didsbury-Three Hills	Mountain View-Kneehill
Lacombe-Ponoka	Lacombe-Clearwater
Camrose	Camrose
Drumheller-Stettler	Drumheller-Stettler
Banff-Kananaskis	Canmore-Banff
Airdrie-East	Airdrie-East
Rimbey-Rocky Mountain House-Sundre	
Near Edmonton and Related Other Areas	
Lesser Slave Lake	Lesser Slave Lake
Athabasca-Barrhead-Westlock	Barrhead-Westlock-Athabasca
Leduc-Beaumont	Leduc-Devon
Morinville-St. Albert	St. Albert-Sturgeon
St. Albert	St. Albert
Spruce Grove-Stony Plain	Spruce Grove
Drayton Valley-Devon	Stony Plain-Drayton Valley
West Yellowhead	West Yellowhead
Lac Ste. Anne-Parkland	

The electoral division of Lesser Slave Lake (ED# 68) is now restored based on very persuasive – and cross-partisan – public feedback that led to a conclusion that effective representation for this area of the province meant reverting to having nine electoral divisions in the north.

The decision to restore one electoral division to the north and adding two to Calgary, one to the areas near Calgary, and one to Edmonton has put pressure on all parts of the province outside of these areas.

After the interim report, the Commission received many requests to add an additional seat to Calgary and Edmonton, beyond what we already chose to include. In the public hearings, we tried not to give those presenters false hope. The majority acknowledges those advocating against the loss of rural seats, and we empathize with this perspective.

The task of ensuring effective representation throughout Alberta was made more difficult by the fact that the Legislature chose to only add two electoral divisions (which is a 2% increase), despite record 20% population growth in the nine years since the last Electoral Boundaries Commission. This led to the inevitable choices to redistribute electoral boundaries as noted throughout our report. The majority believes a better map was possible had the Legislature allocated additional seats. Please see Section VIII and the Addendum below for our detailed recommendations.

For a number of reasons, we have decided to divide the province into seven sections, or to view the province through seven geographic windows. These are summarized in the table below, and include links to overall regional maps, found in Appendix A:

Region	2026				Page Number and Link to Map Page
	# of EDs	# of Hybrids	Avg. Population	Avg. Size (km2)	
Calgary	28	4	56,379	44.5	72
Edmonton	21	2	58,040	43.5	74
Near Calgary	5	3	54,080	961.6	76
Near Edmonton	7	6	54,918	1,955.4	78
North	9	4	46,309	44,615.5	80
Central	12	5	53,373	14,303.7	82
South	7	3	54,167	9,819.6	84
Total	89	27			

In Appendix C you can find a list of all hybrid electoral divisions.

In addition, below is a concise list all of the new electoral divisions, along with their numbers and key data:

Name	ED #	Population	Variance
Calgary (28)			
Calgary-Acadia	1	55,791	1.6%
Calgary-Beddington	2	56,024	2.0%
Calgary-Bhullar-McCall	3	55,887	1.7%
Calgary-Bow	4	54,981	0.1%
Calgary-Buffalo	5	58,777	7.0%
Calgary-Confluence	6	58,632	6.7%
Calgary-Cross	7	59,491	8.3%
Calgary-Currie	8	58,111	5.8%
Calgary-East	9	58,308	6.2%
Calgary-Edgemont	10	55,141	0.4%
Calgary-Elbow	11	55,297	0.7%
Calgary-Falconridge-Conrich	12	56,661	3.2%
Calgary-Fish Creek	13	55,403	0.9%
Calgary-Glenmore-Tsuut'ina	14	56,970	3.7%
Calgary-Hays	15	52,147	-5.1%
Calgary-Klein	16	56,292	2.5%
Calgary-Lougheed	17	59,554	8.4%
Calgary-McKenzie	18	62,772	14.3%
Calgary-Mountain View	19	54,396	-1.0%
Calgary-North	20	57,945	5.5%
Calgary-North East	21	54,541	-0.7%
Calgary-North West	22	52,488	-4.4%
Calgary-Nose Creek	23	55,155	0.4%
Calgary-Shaw	24	58,171	5.9%
Calgary-South East	25	53,551	-2.5%
Calgary-Symons Valley	26	54,797	-0.2%
Calgary-Varsity	27	57,166	4.1%
Calgary-West-Elbow Valley	28	54,167	-1.4%
Edmonton (21)			
Edmonton-Beaumont	29	55,802	1.6%
Edmonton-Beverly-Clareview	30	57,481	4.6%
Edmonton-Castle Downs	31	59,612	8.5%
Edmonton-City Centre	32	57,312	4.3%
Edmonton-Decore	33	57,959	5.5%
Edmonton-Ellerslie	34	59,760	8.8%
Edmonton-Enoch	35	56,894	3.6%
Edmonton-Glenora-Riverview	36	56,622	3.1%
Edmonton-Gold Bar	37	54,981	0.1%
Edmonton-Highlands-Norwood	38	51,806	-5.7%
Edmonton-Manning	39	56,901	3.6%
Edmonton-McClung	40	61,859	12.6%
Edmonton-Meadows	41	56,880	3.6%
Edmonton-Mill Woods	42	59,673	8.6%
Edmonton-North West	43	61,226	11.5%
Edmonton-Rutherford	44	58,082	5.7%
Edmonton-South	45	60,775	10.6%
Edmonton-Strathcona	46	56,165	2.3%
Edmonton-West Henday	47	61,775	12.5%
Edmonton-Whitemud	48	60,347	9.9%
Edmonton-Windermere	49	56,944	3.7%

Name	ED #	Population	Variance
Near Calgary (5)			
Airdrie-East	50	53,809	-2.0%
Airdrie-West	51	48,145	-12.4%
Chestermere-Strathmore	56	56,679	3.2%
Cochrane-Springbank	57	56,487	2.8%
Okotoks-Diamond Valley	76	55,284	0.6%
Near Edmonton (7)			
Fort Saskatchewan-Vegreville	62	54,278	-1.2%
Leduc-Devon	67	56,572	3.0%
Sherwood Park	80	52,475	-4.5%
Spruce Grove	81	55,930	1.8%
St. Albert	82	59,935	9.1%
St. Albert-Sturgeon	83	54,214	-1.3%
Strathcona-Sherwood Park	85	51,020	-7.1%
North (9)			
Barrhead-Westlock-Athabasca	52	52,249	-4.9%
Central Peace-Notley	55	28,715	-47.7%
Cold Lake-Bonnyville-St. Paul	58	55,809	1.6%
Fort McMurray-Lac La Biche	60	52,847	-3.8%
Fort McMurray-Wood Buffalo	61	49,615	-9.7%
Grande Prairie	63	50,352	-8.3%
Grande Prairie-Wapiti	64	53,781	-2.1%
Lesser Slave Lake	68	30,011	-45.4%
Peace River	77	43,399	-21.0%
Central (12)			
Camrose	53	54,653	-0.5%
Canmore-Banff	54	39,961	-27.2%
Drumheller-Stettler	59	50,626	-7.8%
Lacombe-Clearwater	66	55,750	1.5%
Lloydminster-Wainwright	72	50,139	-8.7%
Mountain View-Kneehill	75	52,432	-4.5%
Red Deer-North	78	53,798	-2.1%
Red Deer-South	79	59,123	7.6%
Stony Plain-Drayton Valley	84	55,743	1.5%
Sylvan Lake-Innisfail	86	55,290	0.7%
West Yellowhead	88	56,562	3.0%
Wetaskiwin-Ponoka-Maskwacis	89	56,399	2.7%
South (7)			
High River-Vulcan-Siksika	65	53,351	-2.9%
Lethbridge-East	69	57,463	4.6%
Lethbridge-West	70	54,235	-1.3%
Livingstone-Macleod	71	50,144	-8.7%
Medicine Hat-Brooks	73	54,833	-0.2%
Medicine Hat-Cypress	74	54,210	-1.3%
Taber-Cardston	87	54,933	0.0%

For descriptive purposes of electoral boundaries, we have employed the following legend:

Hybrid ridings are indicated in bold
Section 15(2) ridings are indicated in <i>italics</i>
New ridings are indicated with an asterisk (*)
Name changes to existing ridings are indicated by showing previous name in (parentheses)
Ridings that have consolidated previous ridings into their boundaries have the previous electoral divisions' names in [square brackets]

a. Calgary (28 Electoral Divisions)

After making macro-level decisions, the Commission first considered the map of Calgary. Given the decision to add two additional electoral divisions to Calgary, and based on changes in population within Calgary since the last redistricting, it was decided that an electoral division should be added to the north end of the city, leading to a new electoral division named Calgary-Nose Creek, partially relieving the very high population of Calgary-North East. The results of this cascaded into changes on the north end of the city. An additional electoral division, Calgary-Confluence, is also proposed in the city centre, cascading eastward, partially relieving the very high population of Calgary-Buffalo. This results in electoral divisions previously considered to be in the city centre having their boundaries pushed further south, enabling some of the electoral divisions in the south of the city to be smaller, both geographically and population-wise, than was previously the case.

After our interim report, there was a clear campaign to add an additional electoral division to south Calgary. This campaign clearly took aim – sometimes explicitly, sometimes implicitly – at the decision to add a new electoral division to central Calgary. While the Commission found the submissions about the need for an additional south Calgary seat persuasive, we were less persuaded that the central Calgary seat was inappropriate, given the very high population in Calgary-Buffalo, and the linkage between communities in the Confluence area. Accordingly, the Commission has elected to add an additional electoral division with clear borders in south Calgary: Calgary-McKenzie. But rather than eliminate Calgary-Confluence, the Commission has chosen to collapse the sprawling and somewhat disparate Calgary-Peigan electoral division into neighbouring electoral divisions (including Calgary-McKenzie).

Calgary growth has evolved such that it is appropriate to include hybrid electoral boundaries, considering all the relevant factors. For the first time, Calgary now has four hybrid ridings, as follows:

- Calgary-East – ED #9
- Calgary-Falconridge-Conrich – ED #12
- Calgary-Glenmore-Tsuut'ina – ED #14
- Calgary-West-Elbow Valley – ED #28

It is recommended that parts of Rocky View County centred on the Hamlet of Conrich, west of Chestermere but south of the Airdrie-East electoral division, be added to Calgary-Falconridge-Conrich. This creates clearer lines among the electoral divisions in east Calgary. This change was explicitly advocated for by multiple submissions. Conrich's inclusion in a Calgary electoral division was also praised after the interim report. It is also recommended that the Elbow Valley be moved into Calgary-West, creating Calgary West-Elbow Valley. This was also advocated for by submissions and reflects that the Elbow Valley is more connected in many ways to Calgary than to the major urban centres in the new Canmore-Banff electoral division. It is further recommended that Tsuut'ina First Nation be added to Calgary-Glenmore, due to advocacy for its inclusion in a Calgary electoral division, the distance of Tsuut'ina from other reserves and communities in Canmore-Banff, and the praise for the inclusion of Enoch Cree First Nation in an Edmonton electoral district. Finally, as a collateral consequence of other changes made in east Calgary, it is recommended that the communities of Prince of Peace and Janet be added to Calgary-East.

The Commission realizes that there was a clear “campaign” in Calgary against the idea of hybrid ridings. There is nothing wrong with campaigns – in fact, they show significant public engagement with the work of

this Commission. However, at the same time, the Commission cannot be reduced to tallying the number of submissions for and against any one proposal, and deciding that since too many submissions opposed them, we cannot use them. Gone are the days when residents of major cities can reflexively oppose hybrids. This Commission has a constitutional and statutory duty to create a map that provides for “effective representation” for *all* Albertans using *all* of the tools in our toolkit. The hybrids proposed for the City of Calgary are relatively minor: only 9,023 residents between all four of these ridings live outside the legal boundary of the city. That, when compared to the total population of these four ridings, of 226,106, is only 4% of their total population. These are therefore incremental, reasonable, and appropriate hybrid ridings. In each case, there are clear links between the City of Calgary and the portions of the ridings outside the city limits. We hope that this is the last Commission that has to hear an orchestrated campaign against the principle of mixed rural-urban ridings in Alberta’s two largest cities. They have been used throughout other parts of Alberta for decades, and each area of the province should adjust accordingly. A population that prides itself in diversity surely has room for hybrid electoral divisions.

A chart with each new electoral division in the City of Calgary, including the name and key details of each riding, are outlined below:

Electoral District Name	Population	Reasons	Map
Calgary-Acadia – ED # 1	55,791	88	89
Calgary-Beddington – ED # 2	56,024	90	91
Calgary-Bhullar-McCall – ED # 3	55,887	92	93
Calgary-Bow – ED # 4	54,981	94	95
Calgary-Buffalo – ED # 5	58,777	96	97
Calgary-Confluence* [Calgary-Peigan] – ED # 6	58,632	98	99
Calgary-Cross – ED # 7	59,491	100	101
Calgary-Currie – ED # 8	58,111	102	103
Calgary-East [Calgary-Peigan] – ED # 9	58,308	104	105
Calgary-Edgemont – ED # 10	55,141	106	107
Calgary-Elbow – ED # 11	55,297	108	109
Calgary-Falconridge-Conrich (Calgary-Falconridge) – ED # 12	56,661	110	111
Calgary-Fish Creek – ED # 13	55,403	112	113
Calgary-Glenmore-Tsuut’ina (Calgary-Glenmore) – ED # 14	56,970	114	115
Calgary-Hays [Calgary-Peigan] – ED # 15	52,147	116	117
Calgary-Klein – ED # 16	56,292	118	119
Calgary-Lougheed – ED # 17	59,554	120	121
Calgary-McKenzie* [Calgary-Peigan] – ED # 18	62,772	122	123
Calgary-Mountain View – ED # 19	54,396	124	125
Calgary-North – ED # 20	57,945	126	127
Calgary-North East – ED # 21	54,541	128	129
Calgary-North West – ED # 22	52,488	130	131
Calgary-Nose Creek* – ED # 23	55,155	132	133
Calgary-Shaw – ED # 24	58,171	134	135
Calgary-South East – ED # 25	53,551	136	137
Calgary-Symons Valley (Calgary-Foothills) – ED # 26	54,797	138	139
Calgary-Varsity – ED # 27	57,166	140	141
Calgary-West-Elbow Valley (Calgary-West) – ED # 28	54,167	142	143

In our interim report, we proposed a hybrid riding of Calgary-Okotoks. In the feedback to our interim report, there was a significant campaign by residents of Okotoks against being included with parts of the city of

Calgary. In general, those against such a hybrid indicated that there was no community of interest between Calgary and Okotoks—Okotoks wants to retain their *small-town* feel and not be lumped together with Calgary.

Our four proposed hybrid ridings avoid the pitfalls of our interim Calgary–Okotoks hybrid suggestion.

We heard many submissions that voiced approval of hybrid ridings around Calgary, for various reasons. In general, however, many residents of areas west or east of Calgary noted how interconnected their communities are with the City of Calgary itself. This affinity would support the use of hybrid ridings, allowing a representative to properly represent those living in the city itself and those living in semi-rural areas surrounding it. In addition, it would allow the Commission to add seats to the City of Calgary without removing rural ridings. Many submissions, however, argued that hybrids are unnecessary and inappropriate around Calgary. However, we find that these submissions discounted that hybrid ridings are a legitimate way to add more seats to the City of Calgary while retaining communities of interest.

It is clear that the population growth of Calgary greatly warrants two new ridings. Creating Airdrie–West also aligns with the significant population growth of the surrounding area of Calgary, a trend that is likely to continue, which is reflected in the fact that Airdrie–West has a substantially smaller population than the provincial average in anticipation of significant future growth. However, the number of electoral divisions province-wide is very limited, as we cannot keep taking away rural ridings and still provide all Albertans with a measure of effective representation.

The three available options to the Commission, as outlined by the Court of Appeal in the *Alberta Reference*, are to add ridings, eliminate ridings, or create hybrid ridings. Given the very limited number of new ridings provided to the Commission by the Legislature, our only realistic option is to add hybrid ridings to the City of Calgary. It is important to note that the four hybrids that we propose in Calgary do not significantly dilute the voter power of Calgarians, and they make sense in terms of geography, transportation corridors, and communities of interest.

Creating four out of 28 ridings in the City of Calgary as hybrid ridings is thus not revolutionary, aligns with practices for other cities in Alberta, and respects communities of interest.

b. Edmonton (21 Electoral Divisions)

The Commission next turned its attention to Edmonton. An obvious decision was made that Edmonton would have an additional electoral division. One of the most striking features of the population redistribution within Edmonton has been the overrepresentation of the urban core compared to provincial and city averages: six electoral divisions in the urban core all had populations below the provincial average, in some cases by more than 10%: Edmonton–City Centre, Edmonton–Highlands–Norwood, Edmonton–Gold Bar, Edmonton–Strathcona, Edmonton–Riverview, and Edmonton–Glenora. These electoral divisions are growing at slower rates than more suburban areas of Edmonton. Moreover, all are easily traversed and very close to the Legislature. No compelling reason could be offered as to why these electoral divisions were underpopulated compared to the province as a whole. On the contrary, they are electoral divisions that can easily be traversed in a car, on a bicycle, using the LRT, or even on foot, and where infrastructure is shared within communities. Moreover, these electoral divisions are closest to the Legislature, meaning the transportation time for MLAs is minimal. Indeed, the Legislature is in one of these electoral divisions. As such, the Commission elected to remove an electoral division from the urban core. This enabled creating *two* “new” additional electoral divisions to Edmonton: one from the increase to the size of the Legislature from 87 to 89 seats, the other from the consolidation.

We further decided to include Enoch Cree Nation and adjacent parts of Parkland County in the Edmonton–Enoch electoral division. We found that not only does it enable Edmonton to gain an additional seat, but it gives the Enoch an urban voice, given their increasing connection to the City of Edmonton. We also received positive feedback to our interim report concerning this proposed change considering the link between Edmonton and Enoch Cree Nation.²⁹

²⁹ See for example Calvin Choi’s submission (submission 730), or that of Ron Dyck (submission 713), or that of Jodi Calahoo Stonehouse, MLA for Edmonton–Rutherford (submission 602).

Finally, we chose to create the hybrid riding of Edmonton-Beaumont. This electoral division combines parts of south Edmonton with the City of Beaumont. It provides Edmonton with additional representation while ensuring that Beaumont is not divided between Leduc and Sherwood Park. When we split Beaumont between these two municipalities in our interim report, we received over 100 submissions which told us that dividing Beaumont was unacceptable to its residents and there was little link between Beaumont and Sherwood Park. To keep it unified while ensuring that communities of interest are kept together, we unified Beaumont with a portion of south Edmonton. These communities are closely connected, sharing infrastructure and transportation corridors, and we expect further integration in the years to come. We acknowledge that the link between Leduc and Beaumont may be greater than the link between Edmonton and Beaumont. However, an electoral division consisting entirely of Leduc and Beaumont would be by far the most populous electoral division in the province. Moreover, removing Beaumont from Leduc allows the creation of a new Leduc-Devon, which enables removing only two seats from rural Alberta and still preserving effective representation for all Albertans to the maximum extent possible.

There was no discernible campaign either for or against hybrids by Edmonton residents. We decided that new hybrid ridings were not possible on the east side of Edmonton, but that on the south and west sides they were practical and effective. We kept additional hybrids in Edmonton to a minimum, with strategic and structured inclusions of Enoch First Nation and Beaumont with parts of Edmonton—two very well-integrated areas with the city proper. We recognize that most submissions, including that of the Mayor of Beaumont, advocated keeping Beaumont in a single electoral division, and keeping it together with Leduc. However, we found that the numbers simply demanded that we could only do one or the other, not both. Put simply, the population of the existing Leduc-Beaumont would have been by far the most populous riding in the province. Therefore, we kept Beaumont in a single electoral division, but added it to the south parts of Edmonton, which served to significantly ease the population balance in this area. The total population of the hybrid portion of these two ridings is 28,446, out of a total population of 112,696, or 25.2%. This will not dilute the power of Edmonton voters in the Legislature, but instead ensure they get two additional seats while joining their votes to those with a community of interest.

Below, we have included a chart outlining each electoral division and their key details:

Electoral District Name	Population	Reasons	Map
Edmonton-Beaumont* – ED # 29	55,802	144	145
Edmonton-Beverly-Clareview – ED # 30	57,481	146	147
Edmonton-Castle Downs – ED # 31	59,612	148	149
Edmonton-City Centre – ED # 32	57,312	150	151
Edmonton-Decore – ED # 33	57,959	152	153
Edmonton-Ellerslie – ED # 34	59,760	154	155
Edmonton-Enoch* – ED # 35	56,894	156	157
Edmonton-Glenora-Riverview [Edmonton-Riverview and Edmonton-Glenora] – ED # 36	56,622	158	159
Edmonton-Gold Bar – ED # 37	54,981	160	161
Edmonton-Highlands-Norwood – ED # 38	51,806	162	163
Edmonton-Manning – ED # 39	56,901	164	165
Edmonton-McClung – ED # 40	61,859	166	167
Edmonton-Meadows – ED # 41	56,880	168	169
Edmonton-Mill Woods – ED # 42	59,673	170	171
Edmonton-North West – ED # 43	61,226	172	173
Edmonton-Rutherford – ED # 44	58,082	174	175
Edmonton-South – ED # 45	60,775	176	177
Edmonton-Strathcona – ED # 46	56,165	178	179
Edmonton-West Henday – ED # 47	61,775	180	181
Edmonton-Whitemud – ED # 48	60,347	182	183
Edmonton-Windermere (Edmonton-South West) – ED # 49	56,944	184	185

Adjustments to North Edmonton were modest and, in the case of one electoral division, non-existent. The 2017 Commission had drawn a map that logically facilitated effective representation, due to grouping communities of interest, and being closely related to city and provincial averages in terms of populations. Significant feedback supported keeping many of these electoral divisions in their current form or with minimal changes, illustrated by submissions discussed below in the context of Edmonton-North West and Edmonton-Castle Downs.

The south of Edmonton has experienced very rapid population growth over the past decade. By way of example, Edmonton-South West has grown from 45,901 to over 78,000 since the last redistricting. While the previous electoral divisions provided helpful starting points for the electoral divisions in this area of the City, the recommended addition of two new electoral divisions makes comparisons to the previous map more challenging.

c. Areas Near and Around Calgary (5 Electoral Divisions)

Areas adjacent to Calgary – particularly Airdrie – have experienced high population growth since 2017. This necessitated the creation of an additional electoral division bordering Calgary as two electoral divisions to the north and west of Calgary (Airdrie-Cochrane and Airdrie-East) become three. Rather than hybridize Airdrie with parts of Calgary, we opted to create two hybrid ridings centred around Airdrie itself, given the communities of interest of those living around the city. We had very strong local support for this and unanimous support from the affected municipalities. This had cascading consequences on other areas adjacent to Calgary.

We decided to keep the population of Airdrie-West below the provincial average, at 48,145 individuals, because of the potential growth rate of the City of Airdrie. As noted by the City of Airdrie in their submission to our interim report (submission 671):

[T]he majority of Airdrie’s anticipated growth will occur within the Airdrie-West electoral division. With Airdrie’s projected average **annual growth rate of 4.62% over the next decade**, our community will be adding approximately **5,000 new residents per year**, the equivalent of adding an entire town the size of Didsbury annually. These proposed boundaries create sustainable electoral divisions that will grow into appropriate population levels over the coming electoral cycle, with Airdrie-West positioned to experience the most substantial population increase [emphasis added].

After adding the new riding of Airdrie-West, we shifted the boundaries of the former Airdrie-Cochrane (now Cochrane-Springbank) to incorporate more of the areas on the west side of the City of Calgary. These areas were formerly part of the Banff-Kananaskis riding (now Canmore-Banff).

No presenter – either from Calgary or Airdrie – advised us to hybridize this area with Calgary. Any recommendation to do so appears to be without public support and is unnecessary, as the majority report illustrates.

The electoral divisions in the areas near and around Calgary are illustrated in the chart below:

Electoral District Name	Population	Reasons	Map
Airdrie-East – ED # 50	53,809	186	187
Airdrie-West* – ED # 51	48,145	188	189
Chestermere-Strathmore – ED # 56	56,679	190	191
Cochrane-Springbank (Airdrie-Cochrane) – ED # 57	56,487	192	193
Okotoks-Diamond Valley (Highwood) – ED # 76	55,284	194	195

d. Areas Near and Around Edmonton (7 Electoral Divisions)

The region around Edmonton is clearly integrated into the city to a significant extent as this region has also experienced rapid growth since the last redistricting. While the number of electoral divisions bordering Edmonton remains the same, adjustments to their borders were necessary, which had collateral consequences on electoral divisions further from Edmonton. We have excluded Stony Plain-Drayton Valley and Camrose from being considered “near Edmonton,” and instead classified them as “central”, as outlined below.

Even so, the changes to this area of the province were relatively modest. The most notable changes include: a) the City of Beaumont being connected to the City of Edmonton, and Leduc being instead connected to the town of Devon; b) the City of Spruce Grove being placed at the heart of its own electoral division, with the Town of Stony Plain being added to Drayton Valley-Devon to form Stony Plain-Drayton Valley; and c) the corresponding removal of Lac St. Anne-Parkland. These had cascading effects, notably on Camrose, St. Albert, and Sherwood Park.

The addition of Enoch Cree Nation and surrounding areas to the new electoral division of Edmonton-Enoch facilitated these changes. Further, since we created the riding of Edmonton-Beaumont, we needed to move Leduc into a new electoral division. As such, we created the riding of Leduc-Devon, because of the close connection between these municipalities.

The seven electoral divisions near Edmonton all keep communities of interest together and respect municipal boundaries and major roadways to the greatest possible extent. All of these electoral divisions will be vehicles for effective representation.

We have produced a chart outlining the key details of each proposed riding near Edmonton:

Electoral District Name	Population	Reasons	Map
Fort Saskatchewan-Vegreville – ED # 62	54,278	196	197
Leduc-Devon (Leduc-Beaumont) – ED # 67	56,572	198	199
Sherwood Park – ED # 80	52,475	200	201
Spruce Grove [Lac St. Anne-Parkland] – ED # 81	55,930	202	203
St. Albert – ED # 82	59,935	204	205
St. Albert-Sturgeon (Morinville-St. Albert)[Lac St. Anne-Parkland] – ED # 83	54,214	206	207
Strathcona-Sherwood Park – ED # 85	51,020	208	209

e. North (9 Electoral Divisions)

In our interim report, the Commission eliminated a riding in the north by fusing the ridings of Peace River and Lesser Slave Lake. We named this new riding “Mackenzie” and protected it under section 15(2) of the Act. It was by far the largest riding in the province, one of the most remote, and difficult to access. In concluding our boundaries in the North, we closed with the following in our interim report:

The Commission proposes the boundaries in this area of the province with humility. The Commission is reasonably certain that an electoral division needs to be removed from the North or Near-north given the extensive discussions of many alternatives, all of which did not yield effective representation for Albertans. We nonetheless remain particularly open-minded on *how* to remove an electoral division from this area of the province.

The public feedback to our proposal was immediate, strong, and forceful. It was also *cross-partisan*. It began with a letter from nine northern MLAs (submission 3). These MLAs stressed that:

Though the current population of Lesser Slave Lake is the lowest in the province the residents have maintained common political interest and cultural community, and a shared economy for over one hundred years. Since the 1909 electoral boundaries map and the 1913 general election there has

been a riding centered around today's Lesser Slave constituency boundaries. By collapsing this riding into the neighbouring ridings, communities of interest are divided in an attempt to awkwardly attach them to existing communities hundreds of kilometers away (s.14(b)). This proposal also eliminates any natural clarity that has existed for a century among northerners (s.14(e)). Counties and towns would be forced into political, social, and economic relationships that have no obvious transportation or corridor connections (s.14(e)) ...

Beyond legal principles, the proposal to dissolve Lesser Slave Lake flagrantly disregards the existing regional governance and service structures that organize our community life. Over many years, our municipalities, Indigenous governments, and provincial agencies have developed collaborative frameworks that already define Lesser Slave Lake and its environs as a functional region ...

It cannot escape notice that the areas losing standalone representation are those with significant Indigenous populations and resource-based economies. Lesser Slave Lake riding has one of the highest proportions of First Nations and Métis residents in Alberta. Reducing northern seats effectively diminishes Indigenous representation ... Removing an MLA from the North ... attenuates the attention to unique northern issues like treaty rights, remote healthcare, infrastructure gaps, and economic reconciliation.

Likewise, the resource revenues generated in our northern region are disproportionate – for example, the oil sands near Wabasca and forestry around Slave Lake contribute mightily to Alberta's economy. One speaker in Fort McMurray noted that the GDP per capita in that region is exponentially higher than in urban areas, yet "one seat" in the Legislature cannot reflect that contribution ...

Further submissions from our hearing on January 15, 2026, indicated other concerns. For instance, Jennifer Churchill from the Alberta North Central Alliance (ANCA) told us that there is currently excellent coordination between the province, municipal, and Indigenous governments in the area, and it would upset that hard-fought cooperation to split the area into three. Mike Evans, also from ANCA, provided the Commission further context as to the Indigenous coordination issues that would arise. He also noted that Treaty 8 was signed in Lesser Slave Lake, because of the centrality of the lake itself as a dominant and unifying geographical feature—it has been a local hub for hundreds of years. We also heard from the Town of Swan Hills that all of Big Lakes County should become part of the Lesser Slave Lake riding (submission 1042). Finally, the MLA for Lesser Slave Lake, Scott Sinclair, presented to us on January 20, 2026:

My mushum, or grandpa, Sam Sinclair always told me that decisions were made by those in the room, wise words that have always stuck with me and are so obvious to me now, now that I've seen it first-hand as an MLA, which is why the passion and commitment that I'm trying to demonstrate is not meant to offend anyone here today but to reaffirm to the people I represent that their voices are being heard in a meaningful way so that any decision being made by the people in these important rooms or fancy buildings should always reflect everyone in this province, no matter how remote or far away they are from them.

At the time the population of Lesser Slave Lake exceeded 40 per cent below the average, and the 2017 commission maintained the division in recognition of those statutory factors. The 2025 interim report confirms that northern Alberta continues to experience sparse population distribution, long travel distances, and limited service centres. Those conditions have not materially changed since 2017.

We could spend endless hours conjuring arguments and specifics on possible changes to the acts, but this Commission doesn't need to reinvent the wheel here legally or morally. Somebody already charted a course for you to follow with section 15(2). Please don't abandon the exceptional status. Embrace it, not just because it's been written that way in the act but because it's the fair and right thing to do. The people in this room have the power to change course. You've had the chance to listen. Now it's time to act.

In addition, we note that based on the 2021 census data, the proportion of Indigenous-identifying individuals within the electoral division of Lesser Slave Lake is *at least* 51%.³⁰ This is significant and reinforces the fact that this may be the only riding in Alberta that is composed of a *majority* of Indigenous individuals. Removing this riding, in our view, would therefore undermine the path to reconciliation in Alberta.

Therefore, having reviewed the cross-partisan public responses to our interim report, and considering the approach of other provinces to their northern areas, and reconsidering our legislative tools, we conclude that we erred in removing the riding of Lesser Slave Lake. Accordingly, in our final report, we have determined to retain all nine northern electoral divisions from the 2017 EBC Report. However, given the changes we made around the City of Edmonton and in other areas, we had to make minor adjustments to the boundaries of various ridings.

Given the low population of Lesser Slave Lake, we determined that it should be increased to approximately 30,000 residents if possible, and we felt it would be appropriate to include Swan Hills given its close proximity to Slave Lake. To account for that change, as well as the removal of Lac St. Anne-Parkland (necessary to restore Lesser Slave Lake), we had to shift Athabasca-Barrhead-Westlock, Fort-McMurray-Lac La Biche, and Cold Lake-Bonnyville-St. Paul westwards. Beyond these key changes, the boundaries in northern Alberta have not significantly changed.

A chart of the ridings in the northern region of Alberta and their key details is found below:

Electoral District Name	Population	Reasons	Map
Barrhead-Westlock-Athabasca (Athabasca-Barrhead-Westlock)[Lac St. Anne-Parkland] – ED # 52	52,249	234	235
Central Peace-Notley – ED # 55	28,715	236	237
Cold Lake-Bonnyville-St. Paul (Bonnyville-Cold Lake-St. Paul) – ED # 58	55,809	238	239
Fort McMurray-Lac La Biche – ED # 60	52,847	240	241
Fort McMurray-Wood Buffalo – ED # 61	49,615	242	243
Grande Prairie – ED # 63	50,352	244	245
Grande Prairie-Wapiti – ED # 64	53,781	246	247
Lesser Slave Lake – ED # 68	30,011	248	249
Peace River – ED # 77	43,399	250	251

f. Central Alberta (12 Electoral Divisions)

Due to the addition of a net additional electoral division in Edmonton, two new electoral divisions in Calgary, and one in the Airdrie/Cochrane area, two electoral divisions needed to be removed from the rest of Alberta.

In light of the cascading consequences of those changes further south, and seeking to disrupt the *status quo* to the minimal extent possible, the Commission decided to remove Rimbey-Rocky Mountain House-Sundre given its low population, with its territory being divided between four neighbouring electoral divisions:

- a) Lacombe-Clearwater, which absorbed the bulk of Clearwater County (a replacement for Lacombe-Ponoka);
- b) Wetaskiwin-Ponoka-Maskwacis (a replacement for Maskwacis-Wetaskiwin);
- c) Sylvan Lake-Innisfail (a replacement for Innisfail-Sylvan Lake);
- d) Mountain View-Kneehill (a replacement for Olds-Didsbury-Three Hills); and,
- e) Canmore-Banff (a replace for Banff-Kananaskis).

³⁰ We say “at least,” because many of the census subdivisions included in this area saw relatively high non-response rates, and therefore likely undercount those who identify as Indigenous in this area.

The Commission is of course reluctant to remove electoral divisions from rural Alberta. The Commission accepts that Clearwater County should be united as a unique part of the province, which does not neatly fit into the Highway 2 corridor to its east or the Rocky Mountain Parks to its west. The submissions advocating for Rocky Mountain House to be paired with Banff, and Canmore to be paired with Crowsnest Pass, were clearly illogical, and the majority of the Commission rejects them out of hand. If the Legislature had allocated more than two additional seats, it would have been easier to address the challenges raised by members of Clearwater County Council and others asking they be paired with Sundre. Please see Section VIII and the Addendum of the Chair below for our recommendation regarding the number of electoral divisions in Alberta.

The Commission nonetheless considered, given that it had only been given authority to draw 89 electoral divisions, that the removal of Rimbey-Rocky Mountain House-Sundre was necessary and the “least unfair” given the constraints placed upon it by the legislation and the case law to ensure effective representation for all Albertans. The effects of the removal of Rimbey-Rocky Mountain House-Sundre on these four other electoral divisions had cascading effects elsewhere in the province. The Commission notes that the four electoral divisions along the Highway 2 corridor north of Airdrie and south of Leduc follow county boundaries much better than the previous map, have relatively balanced populations, and keep communities of interest in common. This will ensure effective representation.

However, a further riding had to be removed from central Alberta. We chose to remove Lac St. Anne-Parkland and add the ridings of Edmonton-Beaumont and Edmonton-Enoch. Together, this allowed the Commission to remove one seat from the central areas around Edmonton, without dividing communities of interest or creating ridings of an excessive population. Removing Lac St. Anne-Parkland was especially required, given the population growth of Stony Plain and Spruce Grove meant that they would each need to be part of their own hybrid ridings. We decided to move the majority of Parkland County into Drayton Valley-Stony



Commission in Tim Hortons in Drumheller, Alberta on June 9, 2025

Plain to retain communities of interest while equalizing populations as much as possible in this area. The only practical way to ensure effective representation was to ensure that Leduc was at the heart of its own riding—largely encompassing Leduc County, rather than being connected to Beaumont. The collapse of Lac Ste. Anne–Parkland also had cascading consequences on Barrhead–Westlock–Athabasca, West Yellowhead, St. Albert, and St. Albert–Sturgeon.

We made minor adjustments further east in the province to reflect submissions and balance populations between Camrose, Drumheller–Stettler, and Lloydminster–Wainwright.

In our interim report, we recommended creating the riding of Banff–Jasper. As outlined above, we received significant feedback from residents of that area that it would make it impossible for both Jasper and Banff to have their interests represented in the Legislature. For example, Trudy Corbett (submission 105) advocated for a Canmore–Banff riding, telling us that:

Unlike the commission’s proposed Banff–Jasper riding, travelling from Canmore to Jasper is inaccessible during the winter with the closure of the Columbia Icefields Parkway (Hwy 93N). In addition, there are many areas along this route where no cell service exists furthering negating regular travel ... the commission’s Banff–Jasper riding proposal would make an MLA’s access challenging with a 6.5 hour drive from one end of the riding to the other with limited to no accessibility to certain regions of the riding during the winter months.

Peter Scholz, a long-time resident of the Alpine region of Alberta, provided the Commission with detailed and informative submissions, arguing that the riding of Banff–Jasper is inappropriate. On January 13th, he explained to us that there are several issues with the electoral division, namely that:

First, the proposal includes a 200-kilometre unpopulated gap along the Icefields Parkway.

Second, the configuration groups together communities that have limited regular interaction, different service centres, and distinct economic orientations. The long extensions and odd shape of the riding, in my opinion, to be frank – and please take this gently – leaves the ABEC vulnerable to accusations of gerrymandering.

Third, the proposal effectively conflates national parks and multiple First Nations reserves into a single federal community of interest. In practice these represent fundamentally different governance relationships and daily realities. We must also ask if a provincial MLA’s job is to focus more on federal jurisdiction than provincial.

Fourth and finally, by emphasizing a tourism and park framing, the district risks marginalizing non-tourism sectors, including ranching, forestry, transportation, and resource employment, that remain central to much of alpine Alberta.

The majority of this Commission agrees with those comments: there is no effective transportation corridor between Banff and Jasper, and uniting these communities will reduce representation of these distinct mountain communities, despite the connection with the national parks. Therefore, we opted to retain the riding of West Yellowhead, and to continue Banff–Kananaskis into Canmore–Banff. Canmore–Banff is protected by section 15(2), as we are of the view that it has unique representational challenges and needs, such that a smaller population in this area was justified.

The prospect of creating hybrid electoral divisions out of and in and around Red Deer was not voiced *once* in public hearings or submissions. Municipal leaders all indicated satisfaction with our interim report respecting Red Deer. To suggest otherwise reveals a lack of appreciation for our duties and work as an independent Commission.

In sum, all electoral divisions in this area of the province provide for effective representation, with only Canmore–Banff barely surpassing the 25% variance permitted by the Act. Indeed, only three electoral divisions (Drumheller–Stettler, Lloydminster–Wainwright, and Red Deer–South) vary from the provincial average by more than 5%, and in all three cases that is amply justified due to their large geographies or, in the case of Red Deer–South, our desire to avoid adding a hybrid riding to the city until its population increases further.

Below, we have included a chart of the electoral divisions in the central section of Alberta:

Electoral District Name	Population	Reasons	Map
Camrose – ED # 53	54,653	210	211
<i>Canmore–Banff (Banff–Kananaskis) [Rimbey–Rocky Mountain House–Sundre] – ED # 54</i>	39,961	212	213
Drumheller–Stettler – ED # 59	50,626	214	215
Lacombe–Clearwater (Lacombe–Ponoka)[Rimbey–Rocky Mountain House–Sundre] – ED # 66	55,750	216	217
Lloydminster–Wainwright (Vermilion–Lloydminster–Wainwright) – ED # 72	50,139	218	219
Mountain View–Kneehill (Olds–Didsbury–Three Hills)[Rimbey–Rocky Mountain House–Sundre] – ED # 75	52,432	220	221
Red Deer–North – ED # 78	53,798	222	223
Red Deer–South – ED # 79	59,123	224	225
Stony Plain–Drayton Valley (Drayton Valley–Devon)[Lac St. Anne–Parkland] – ED # 84	55,743	226	227
Sylvan Lake–Innisfail (Innisfail–Sylvan Lake)[Rimbey–Rocky Mountain House–Sundre] – ED # 86	55,290	228	229
West Yellowhead – ED # 88	56,562	230	231
Wetaskiwin–Ponoka–Maskwacis (Maskwacis–Wetaskiwin)[Rimbey–Rocky Mountain House–Sundre] – ED # 89	56,399	232	233

g. South (7 Electoral Divisions)

Significant changes to the south part of Alberta surrounding Lethbridge have been made. We found general dissatisfaction with the existing three ridings of Taber–Warner, Cardston–Siksika, and Livingstone–Macleod. We thus began by creating the riding of High River–Vulcan–Siksika to take the northern half of the existing riding of Cardston–Siksika. Cardston–Siksika did not represent communities of interest and was an unusually shaped riding in the form of an hourglass. Therefore, we decided to link Siksika, High River, and Vulcan into one riding, and modify the existing riding of Taber–Warner to incorporate the municipality of Cardston. This riding became Taber–Cardston. Given our inclusion of Cardston with Taber, we had to shift Coaldale and its surrounding communities from Taber–Warner into Livingstone–Macleod. Together, we feel that this aligns better with existing communities of interest in the region, balances populations as far as possible given the lack of hybrid ridings in Lethbridge (with one minor exception noted below), and returns to a more traditional electoral division layout that existed before the 2017 EBC Report.

The Commission acknowledges that significant submissions were made regarding Lethbridge. Several of these submissions recommended that the City of Lethbridge be divided into four, with each quadrant sharing an electoral division with rural areas surrounding Lethbridge. This was partially based on the model of Medicine Hat, which blends rural ranchland with related urban population. Like in Medicine Hat, these submissions concerning Lethbridge were based on regionally integrated economies and trade corridors. This would create six electoral divisions across the south of the province, each being partially rural and partially urban, reflecting the integration of Medicine Hat and Lethbridge and their surrounding rural areas. The Commission suggests that more work needs to be done on this issue in terms of recognizing the integrated economies of the agri-business industry in southern Alberta.

The four-hybrid proposal for Lethbridge, articulated by Cameron Mills and supported by others, may make sense from an agri-business perspective, but the majority is not persuaded that this alone created a community of interest.³¹ For a substantive change, we would look for support from the municipal governments in the area and other key stakeholders, with more substantial submissions on this point.

³¹ See e.g. the written submission of Laurie Buma (submission 870), Jana Katoch (submission 965), Valerie McQuaid (submission 982), Margaret Manley (submission 1014), and others. We also heard from Cameron Mills on January 16, 2026, who emphasized the nature of the Lethbridge regional hub. Finally, we heard from Marc Slingerland on January 15, 2026, who provided helpful submissions on the utility of hybrid ridings to encourage effective representation for Lethbridge.

The Commission was intrigued by this possibility as a way to reflect the link between the City of Lethbridge and its surrounding rural areas. As pressure continues to remove representation from areas outside Edmonton and Calgary, the next Electoral Boundaries Commission may very well see this as the only viable solution for this area of the province. However, pragmatic implications nonetheless weighed heavily in our decision: the boundaries of the two divisions within the city are clearly logical and facilitate effective representation with minor changes to the boundaries, to reflect disparate population growth and anticipated future population growth between the two electoral divisions. We have nonetheless added a small portion of Lethbridge County to Lethbridge–West, to respond to submissions, and reflect the fact that the residents of this area of Lethbridge County have no transportation route to the rest of Livingstone–Macleod without passing through Lethbridge–West.

Concerning Medicine Hat, the Commission received a number of submissions that reflected a campaign to create one urban electoral division. It is important to note that this Commission did not create the two electoral divisions that have been the target of this orchestrated campaign. The 2017 Commission was faced with a population–numbers challenge in the southeastern corner of the province. That challenge remains. Because of the slow growth of the City of Medicine Hat compared to larger cities, it is not foreseeable or practical to have one exclusively urban seat in this region. We cannot return to the past. Creating an urban-only riding in Medicine Hat would have *significant* cascading consequences in this region and take away from rural voters’ effective representation. Therefore, we could not accede to the campaign’s request. The Commission appreciates the submission and correction to our interim report by former Medicine Hat MLA and Speaker of the Legislature, Bob Wanner.

Furthermore, we note that the riding of Medicine Hat–Cypress has only 12% of its population living outside of the City of Medicine Hat. Medicine Hat–Brooks is slightly more rural, but with both Brooks and Medicine Hat together it is 68% urban. Together, the Commission believes that this is a vehicle for effective urban and rural representation, but Medicine Hat–Cypress, in particular, is a modest hybrid riding that retains a very significant proportion of urban constituents. The 2017 Commission solved the challenge in this corner of the province, and it would be imprudent for this Commission to change that solution. While there have been concerns expressed with regard to the boundary between the two Medicine Hat electoral divisions, for the sake of population parity, they must remain. A slight variation has been made since our interim report, as it relates to Veinerville. In keeping with our naming protocol, the names of these two electoral divisions have also been changed to put “Medicine Hat” first.

The south has the same number of electoral divisions that it previously held. Adjacent electoral divisions had their boundaries adjusted with electoral divisions neighbouring them, bearing in mind the principle of effective representation and the requirement for populations to not vary by more than 25%.

The proposed electoral divisions for southern Alberta are outlined below:

Electoral District Name	Population	Reasons	Map
High River–Vulcan–Siksika [Livingstone–Macleod and Cardston–Siksika] – ED # 65	53,351	252	253
Lethbridge–East – ED # 69	57,463	254	255
Lethbridge–West – ED # 70	54,235	256	257
Livingstone–Macleod [Cardston–Siksika and Taber–Warner] – ED # 71	50,144	258	259
Medicine Hat–Brooks (Brooks–Medicine Hat) – ED # 73	54,833	260	261
Medicine Hat–Cypress (Cypress–Medicine Hat) – ED # 74	54,210	262	263
Taber–Cardston [Taber–Warner and Cardston–Siksika] – ED # 87	54,933	264	265

VIII. Recommendations

a. Number of Electoral Divisions

The Commission certainly wrestled with the fact that only two electoral divisions were provided to us, despite Alberta's vast population increase. The size of the legislature is increasing by 2% despite the population increasing by 20%. It is with regret that we have had to remove two ridings from central and north central Alberta to meet the demands of the high population in and around Calgary and Edmonton. As noted throughout the report, the majority believes we would have been able to provide Albertans with more effective representation had the Legislature allocated an additional two seats.

One potential remedy for this challenge is for the Legislature to grant future commissions the power to set an appropriate number of electoral divisions, as is the case in at least British Columbia and Quebec.³² Providing this flexibility would add an important tool that would enable boundaries that provide even more effective representation than what this Commission was able to create.

The population served by each member of Alberta's Legislative Assembly has far outpaced the addition of seats in the Legislature. It is striking to note that each MLA is expected to serve more than 8,100 additional residents than in 2017 and nearly 19,000 more than in 2003, an increase of over 50%.

As noted earlier, Alberta now has the second-highest average population served by its MLAs in Canada, second only to Ontario, whose Members of Provincial Parliament generally serve the same electoral districts provincially as their Members of Parliament do federally.³³

Redrawing electoral boundaries in this context is a challenge. We note that at the time the bill to increase the number of electoral divisions to 89 came to the floor of the Legislature, no justification was made by the government—and no questions posed by the opposition—as to why only two additional seats were adequate. To be fair, the true population increase (which is no doubt ongoing) has only come to this Commission by meeting with the Office of Information and Statistics for our purposes in May 2025. Further, it is noteworthy that the opposition made no attempt to expand the Legislature at the time the bill was tabled.³⁴ Based on input from Members of the Legislative Assembly in our public hearings, there appears to be regret from both sides of the House due to this failure.³⁵

Other provinces such as British Columbia have authorized its Electoral Boundaries Commission to actually increase the size of the Legislature if they deem it necessary to increase the number of electoral divisions. Had we as a Commission been given that power, we may very well have proposed a map of at least 91 electoral divisions. That may have avoided the elimination of Rimbey-Rocky Mountain House-Sundre and/or Lac Ste. Anne-Parkland or allowed us to create boundaries such that there was less impact on rural representation. The reality is that the Commission is unable to solve this problem.

Had we the ability to add more seats, we could very well have used one more s. 15(2) electoral division. At the time of the appointment of the next Electoral Boundaries Commission, care should be taken to either provide a more appropriate number of electoral divisions or provide the Commission itself with the latitude to increase the number of electoral divisions where the population numbers warrant.

32 See e.g. *Electoral Boundaries Commission Act, RSBC 1996, c 107, s 3(2), Loi électorale, RLRQ c E-3.3, s 14(2)*.

33 See chart on page 17.

34 Hansard, Justice Minister Mickey Amery, November 19, 2024, page 2029; Hansard, Irfan Sabir, November 19, 2024, pages 2030–31; Samir Kayande, November 19, 2024, page 2032; Hansard, Justice Minister Mickey Amery, December 4, 2024, page 2376.

35 See submissions of Amanda Chapman, MLA for Calgary-Beddington (Jan 12, 2026); Dan Williams, MLA for Peace River (Jan 12, 2026); Janis Irwin, MLA for Edmonton-Highlands-Norwood (Jan 21, 2026); Jason Nixon, MLA for Rimbey-Rocky Mountain House-Sundre (Jan 20, 2026); Rahki Pancholi, MLA for Edmonton-Whitemud (Jan 21, 2026); Samir Kayande, MLA for Calgary-Elbow (Jan 14, 2026).

b. Recent Court Decisions and Further Considerations

It may be advisable for the Legislature to amend future legislation to allow for additional s. 15(2) electoral divisions. Based on a recent Nova Scotia Supreme Court decision, additional s. 15(2) ridings may be not only justified, but *required* for effective representation.³⁶ We did not feel that Alberta needed more than three s. 15(2) electoral divisions in our recommendations, given a limit of 89 electoral divisions. Had we been given 91 electoral divisions, it is possible a further electoral division would have received s. 15(2) protection. However, with Alberta's growing population, more s. 15(2) electoral divisions may be required to ensure that rural ridings do not grow to unmanageable geographic sizes, to ensure that rural voters have effective representation.

The majority is concerned about several recommendations contained in the minority report, as a matter of administrative law and constitutional law. In particular, the minority's recommendations pertaining to Airdrie, Cochrane, Chestermere, Red Deer, and St. Albert do not appear to have any public support; nor was there public engagement concerning those recommendations. Acceptance of the minority's maps would result in significant parts of the province waking up to electoral boundaries that no one contemplated, suggested, or expected would occur after the unanimous interim report and subsequent presentations. At the very least, the manner they have been arrived at could be vulnerable to an administrative law challenge. This is to say nothing about the substitution and unreasonableness of several of the minority's maps. As noted above, the electoral divisions in central and northeast Calgary have populations approaching the maximum permitted under the *Act* while several in south Calgary are below the provincial average. Even if these maps comply with the letter of the *Act*, the majority does not consider this approach to be a reasonable exercise of the discretion given to the Commission. We expand upon this concern below.

Recently, the Quebec Court of Appeal declared that the *unanimous* legislation passed by the National Assembly that *interrupted* the Electoral Boundaries Commission's independent process was unconstitutional.³⁷ This case will be heard by the Supreme Court of Canada in April, and the provincial election in Quebec is scheduled for October 2026. The Quebec National Assembly felt that eliminating a particular rural riding in the Gaspé region would be undesirable. The National Assembly cancelled the redrafting process and vowed to reconsider the *Loi électorale*, which provided the Commission with criteria for drawing boundaries (much like Alberta's law).³⁸ The Court of Appeal found that the law suspending the redistricting process did not minimally impair the right to vote.³⁹ The law impeded the Commission from fulfilling its mandate — to *independently* redraw the electoral boundaries for the province — something that the Legislature cannot interfere with lightly.⁴⁰ Furthermore, adopting or maintaining a set of boundaries which reduce the voting power of urban areas, without a justified decision to do so by an *independent* Commission, is not a "minimal impairment" to the right to vote under s. 1 of the *Charter*.⁴¹ For these reasons, we are of the view that the Legislative Assembly should carefully consider the majority of this Commission's independent, justified, and reasonable recommendations before adopting any alternative boundaries.

For all the reasons stated herein, the majority recommends the adoption of the majority report in its totality.

36 *Fédération Acadienne de la Nouvelle-Écosse et al v Nova Scotia (Attorney General)*, 2024 NSSC 339.

37 *Lalande c Procureur général du Québec*, 2025 QCCA 1558 at paras 19–25.

38 *Ibid* at paras 19–25, 63–66.

39 *Ibid* at paras 70–74.

40 *Ibid* at paras 75–76, 84–86.

41 *Ibid* at para 87.

c. Recommendations

The majority makes the following recommendations:

Recommendation 1: The majority of the Electoral Boundaries Commission recommends that the Special Standing Committee on Members' Services commence a comprehensive review of the challenges encountered by Members of the Legislative Assembly in representing electoral divisions established in accordance with s. 15(2) of the *Electoral Boundaries Commission Act*, and other electoral divisions that encompass large and remote geographic regions in Alberta, in order to assess the resources made available to them by the Legislative Assembly to ensure effective representation in those areas, and to make such amendments to the *Members' Services Committee Orders*, as necessary, in the furtherance of that goal.

Recommendation 2: The majority of the Electoral Boundaries Commission recommends that the Special Standing Committee on Members' Services commence a comprehensive review of the challenges encountered by Members of the Legislative Assembly in representing electoral divisions that have large populations of non-English speakers, in order to assess the resources made available to them by the Legislative Assembly to ensure effective representation in these electoral divisions, and to make such amendments to the *Members' Services Committee Orders*, as necessary, in the furtherance of that goal.

Recommendation 3: It is recommended by the majority of the Electoral Boundaries Commission that any future study of electoral boundaries either by a Select All-party Legislative Committee or a future Electoral Boundaries Commission involve further assistance from the Office of Information and Statistics of the Treasury Board in order to ascertain population data that better reflects the Indigenous population of Alberta, especially as it relates to northern Alberta, to ensure that boundaries can be achieved that better and more effectively represent Indigenous peoples.

Recommendation 4: The majority further recommends that a Select All-party Legislative Committee conduct a thorough and comparative review of the *Electoral Boundaries Commission Act* (the *Act*) in light of recent case law across the country relating to independent electoral boundaries commissions in order to update the *Act*. Specific sections and issues to be reviewed include:

- i. Study the definition of population in light of the standard for distribution used by other provinces in order to better assess the number of electoral divisions required for the next Electoral Boundaries Commission.
- ii. Include the term "Interim Report" in s. 6 of the *Act* for clarity.
- iii. Consider amending s. 2(2) of the *Act* to include a term: The Legislative Assembly Office is to provide personnel and assistance to the Commission.
- iv. Consider amending the *Act* to give authority to future Electoral Boundaries Commissions to recommend the expansion of the Legislature similar to the authority in s. 3(2) of the *Electoral Boundaries Commission* [RSBC] Chapter 107.
- v. Examine s. 15(2) of the *Act* in light of recent case law on electoral boundaries and the provision of "exceptional electoral district" and "designated regions" in other provinces to ensure that effective representation is provided to all regions of the province.

IX. Naming Recommendations

The Commission has the statutory authority and obligation to recommend name changes to electoral divisions. The Commission is of the view that names that are based on geography that avoid even a hint of partisanship are best practice, to ensure faith in the electoral system and democracy. The Commission is further of the view that names should be as clear and concise as reasonable. The Commission also considers it appropriate for the largest municipality within an electoral division to be listed first in an electoral division's name. The Commission nonetheless is of the view that names should reflect the *status quo*, unless geographical areas have been removed from a constituency, with limited exceptions that will be explained. Given our desire for consistency of naming, while attempting to retain names as much as possible, only 29 existing electoral divisions are recommended for name changes. This number includes name changes due to the consolidation of multiple ridings into one (such as Edmonton-Glenora and Edmonton-Riverview into Edmonton-Glenora-Riverview). Further, we added six new electoral divisions, which of course require new names. None of these name changes entail spending significant taxpayer money.

This Commission's preference is to preserve the *status quo* with respect to name changes, so it is not recommending changes to the names of electoral divisions currently named after deceased politicians. The Commission nonetheless discourages naming new electoral divisions after politicians. Without question, there are politicians who should be honoured by Alberta. But when an electoral division is named after a politician, it risks sending a signal, however subtle, of support for that politician's political party. Moreover, there are a finite number of electoral divisions but an infinite number of ways to honour a politician. Naming electoral divisions after a politician risks questions about why a particular politician was honoured. Again, however, the Commission favours maintaining the *status quo* if possible. Accordingly, the Commission is not recommending changes to names of electoral divisions currently named after politicians.

In a slight exception to the preservation of the *status quo* respecting names, the Commission is recommending the largest municipality within an electoral division be named first within that electoral division's name. Accordingly, it is recommended that "Medicine Hat" go before "Brooks" or "Cypress" in the names of those two electoral divisions. Medicine Hat is otherwise the only city of its size in Alberta that does not appear at the beginning of an electoral division's name, and it cannot be found on an alphabetical list of electoral divisions. Similarly, it is recommended that "Innisfail-Sylvan Lake" be renamed "Sylvan Lake-Innisfail." Other minor recommendations in this vein are explained below.

X. Response to the Minority Report

In October 2025, the Commission submitted a unanimous report to the Speaker of the Legislature. From then until late January 2026, when all public hearings and written submissions had been received, the Commission focused on fine-tuning and amending our interim report. Our goal was to do the best we could to create a map of 89 electoral divisions that was in line with the *Act*, was constitutional based on the tools available to us, and provided “effective representation” for Albertans. In late January, the minority departed substantially from that goal.

The use of the term “Commission” in the minority report is inapplicable, and it should be read as referring to the minority of the Commission. Further, to claim to use the underlying principles, philosophy, and jurisprudence from the interim report and the majority report is clearly not warranted, considering what they propose.

We are of the view that the minority’s proposed maps violate the principle of procedural fairness, unreasonably apply the statutory considerations, and likely violate s. 3 of the *Charter*. Each of these concerns is outlined in more detail below.

First, the minority’s approach violates the principles of procedural fairness, and, relatedly, the values underlying s. 3 of the *Charter*. The interim report was unanimous. The about-face by the minority did not give the public any notice of what the minority proposes. We wish to highlight but a few of the most egregious examples. To begin, their changes to Red Deer, Cochrane, and Chestermere are the product of absolutely no public input or engagement. Moreover, in the cases of Airdrie and St. Albert, there was no public input or engagement for the radically different approach to hybrid electoral boundaries taken by the minority as compared to the interim report. The Commission received no public support whatsoever for the minority’s maps for these cities; nor are they necessary to make other changes that do have public support. This is a clear infringement of the basic rules of fairness and due process involving people in those communities. Furthermore, it goes contrary to the underlying values behind s. 3. As noted by Justice Cory in *Carter*,⁴² s. 3 should at least *consider* the process in which boundaries are drawn, as well as their substantive appropriateness. Further, most provinces now use independent electoral boundary commissions as contemplated by Justice Cory. At the very least, then, there may be a *Charter* value of a procedurally fair and independent process in creating electoral boundaries – something the minority does not address in their reasons.

Second, the minority’s reasons are substantively unreasonable. They justify hybrids in principle (a matter the majority agrees with) as a means to ensure effective representation for rural areas, without taking away urban seats to do so. This principle would mean that if a rural electoral division must be consolidated due to low populations, hybrid electoral divisions could be created (for example, around Lethbridge) to ensure that rural electoral divisions do not become unnecessarily large. However, they improperly use hybrid electoral divisions to do the opposite: they retain every rural electoral division from 2017, while also hybridizing Calgary, Red Deer, Airdrie, Cochrane, Chestermere, and Lethbridge, leading to *additional* rural representation at the expense of urban residents. More specifically, the minority:

1. Has hybridized the City of Red Deer, but has not correctly employed hybrids in order to expand the electoral division of Rimbey–Rocky Mountain House–Sundre to include a higher population. In theory, hybrids would collapse the rural electoral divisions around the city into smaller sized hybrid electoral divisions, thereby requiring less purely rural seats to represent the areas to its west. The electoral division to its west could therefore easily shift eastwards slightly. However, the minority opted to keep the exact same amount of rural electoral divisions in this area, thus entirely defeating the purpose identified by the Alberta Court of Appeal for using hybrids;
2. Hybridized the City of Airdrie into four electoral divisions, which do not have strong communities of interest and which have indefensible variations in population. The hybrids range from 7% above the provincial average to 10% below the provincial average, without sufficient justification. Further, the minority does not even discuss or attempt to justify the fact that their proposed electoral division of Olds–Didsbury–Three Hills includes a portion of Airdrie;

⁴² *In dissent, but the majority did not address this point.*

3. Applied s. 15(2) status to their proposed electoral division of Rocky Mountain House–Banff Park, which appears not to be a good-faith use of the *Act*. A large portion of Banff National Park where no one lives was brought into their proposed electoral division. But for what purpose have they drawn this electoral division in this way? We suspect the purpose of this change was to create the conditions for s. 15(2)(a) and (e) to apply, and therefore to reach three of the five criteria in that section, thereby allowing a high deviation from the average population. This cannot be a good faith use of s. 15(2) of the *Act*.

We appreciate that “shoehorning” some electoral divisions is necessary when only 89 electoral divisions have been given to us. However, the minority report uses sparsely detailed maps lacking basic features like the delineation of city limits in Calgary and Edmonton (to demonstrate which electoral divisions are hybrids, or not). They also include highly unusual boundaries for many of their new electoral divisions. This offends s. 14(e) of the *Act*, which mandates that the Commission consider “the desirability of *understandable and clear boundaries*.” The maps proposed by the minority are anything but clear and understandable. As an example, Calgary-Foothills–Airdrie West and Calgary-Nolan Hill–Cochrane look strange, with bits and pieces of various municipalities and rural areas patched together without rhyme or reason. These two electoral divisions are *adjacent* to each other, and there is no excuse for not having clear boundaries that incorporate communities of interest. Why would a resident of Nolan Hill in Calgary be included in a hybrid electoral division with Cochrane, while neighbourhoods to their west (such as Rocky Ridge or Tuscany), which are closer to Cochrane and along the same highway are included in a mostly urban Calgary electoral division?

Finally, we note that almost every hybrid electoral division the minority has proposed was justified based on the idea that “residents move fluidly between jurisdictions for work, education, health care, and commerce” (or words to that effect). This kind of general statement may have some logic to it for areas immediately adjacent to the city boundary. However, a boilerplate justification for all hybrids is simply not sufficient to fundamentally redraw almost every electoral division in Calgary.

In addition, the minority has inflated the population of most electoral divisions in the northeast of Calgary, while decreasing the average population of electoral divisions in the south of the City, without a valid statutory or constitutional reason to do so. They then unreasonably attempt to justify their approach by relying on the number of “electors” that reside in the northeastern boundaries as being lower than the number in south Calgary. This is an extraneous consideration under the *Act*. Under s. 15(1) of the *Act*, the Commission’s mandate is to ensure that the *population* of each electoral division is within 25% of the provincial average *population*. This is a specific mandate. It would therefore go against the Legislature’s intent to read in “electors” as a relevant consideration, when the Legislature has deliberately chosen *not* to use “electors” as the basis for drawing electoral boundaries, even though it could have. Specific statutory references defeat general or open-ended considerations, especially where they stray from the logic of the *Act*, such as here. In addition, the population of electors would be, at most, a marginal consideration permitted by s. 14(f) of the *Act* (“any other factors the Commission considers appropriate”), and certainly cannot *overwhelm* the prime numerical consideration, which is population.

Third, the minority boundaries, particularly in Calgary, run a serious risk of violating s. 3 of the *Charter*. In addition to the factors above that make their decision unreasonable and a violation of basic procedural fairness, they also ignore the principle that departures from voter parity are warranted, *but only to increase effective representation*. As the majority has repeatedly emphasized, voter parity is not the polar star of electoral redistricting in Canada. This is why the majority has noted that it is reasonable for rural and especially northern Alberta to have lower average populations than Calgary and especially Edmonton. However, it is challenging to justify radically different levels of parity between similarly situated voters. The minority proposes electoral divisions in central and northeast Calgary approaching the legal maximum, while others in south Calgary are at or below the provincial average. In *Carter*, Justice McLachlin stated specifically that departures from parity should be justified only on the grounds that it leads to more effective representation. It is difficult to see how creating electoral divisions with highly unevenly distributed populations *within the same city* creates more effective representation. Their proposal is particularly troubling having been written by two individuals who do not reside in Calgary and thus do not know the city particularly well.

Building on the problems outlined above, we note that the minority report seems to be motivated by other considerations. To put it starkly, 15 electoral divisions mostly in central and northeast Calgary are approximately

11% above the average provincial population. By contrast, 14 electoral divisions mostly in the south and west of Calgary have an average variance of just 2% above the provincial average. What might be the minority's true motivation for this? Our friends south of the border may have a term for this type of redistricting.

The minority maps use contrived explanations for their proposed electoral divisions, such as parity of "electors" and the general utility of hybrids (without implementing them in accordance with their own logic), while at the same time making a complete 180-degree turn from what the Commission unanimously proposed in our interim report. The minority made a complete about face with new electoral maps without *any* public participation. These boundaries not only do not provide effective representation, but are entirely unfair to impose on Albertans without significant submissions as to the strength of their proposed communities of interest and the impact on their ability to enable effective representation.

No previous Electoral Boundaries Commission has ever had a minority report which provided maps of alternative electoral boundaries or constituency-by-constituency descriptions. That is not to criticize the report in principle; rather, it is to explain that with the extreme change of approach taken by the minority, it was not practical for the GIS department at Elections Alberta to dedicate the necessary time to factor in this late change. The majority objects in the strongest terms to this unconstitutional minority report and wishes to warn the Legislature against its adoption.

XI. Conclusion

Proposing precise boundaries for 89 electoral divisions given the recent significant population growth is no easy task. In general, apportioning boundaries is more of an art than a science. We certainly cannot say the work of the majority is perfect. We have often said that our finished product will be “an imperfect solution to an impossible problem.” Therefore, it is with humility that we present the majority report. As well, we are quite confident that our proposed province-wide map can be greatly improved if more electoral divisions were added to the Alberta Legislature.

One presenter described our work as a Commission as follows:

I’m very aware that drawing things like electoral boundaries involves a lot of difficult trade-offs, and I want to echo the praise that this is not an easy job to do. There’s no such thing as a perfect system, especially between population equality, shared interests, values, geography, and with our first past the post system it’s really imperfect solutions.⁴³

Our recommendations are made based on the months we have spent hearing from the public and deliberating over our options in light of the population increase.

Those who study the current state of democracies around the world recognize the sometimes fragile state of many jurisdictions and the pressure they are under from all sides:

Concerns about the quality of democracy in new but also established democracies have coalesced into palpable and legitimate fears of democratic decline. It is a difficult moment for democracy globally. One of the recurring features of countries experiencing decline are attacks on independent institutions, the undermining of entities that can hold executives accountable, and the rewriting of election laws to entrench incumbents. All of these trends suggest that electoral boundary commissions are potential targets by populists, would-be authoritarians, or leaders hostile to meaningful political competition.⁴⁴

The majority are confident from what we have observed during the course of our work that Alberta has and will continue to resist these anti-democratic pressures. As indicated at the outset, Alberta exists as a vibrant democracy, and the majority are confident that our report of 89 electoral divisions will be accepted and implemented by the Legislative Assembly.

The history of Electoral Boundaries Commissions in Alberta, as in the case of the rest of the country, is like a serial novel with a new chapter being written every eight to 10 years. That novel reads best if it is written by independent commissions, not by the Courts. It also reads well when a new chapter harkens back to a significant development in a former chapter. Insufficient electoral divisions does take us back to the problem of 1993. The triune solution provided by the Court of Appeal— adding more seats to the Legislature, removing rural seats, or expanding the use of hybrid ridings are still the only options— is just as challenging to implement now as it was over 30 years ago.⁴⁵ The Court at that time declined to write a chapter to this serial novel. However, it is less clear that a court in 2026 would be so reticent.

Accepting the minority report would certainly invite a court to write the next chapter. Some in the Legislature may view that as an acceptable risk. However, they will not like how the story ends.⁴⁶

The Honourable
Dallas K. Miller, Chair

Greg Clark,
Commissioner

Susan Samson,
Commissioner

⁴³ Oral submission of Dr. Willem Klumpenhower on January 13, 2026.

⁴⁴ Michael Pal, “The Canadian Model for Electoral District Design: Challenges and Adaptation” (2024) fasciolo speciale n. 1 at 79 <https://giurcost.org/contents/giurcost/studi/speciale_1_2024.pdf>.

⁴⁵ Reference re: Order in Council 215/93 Respecting the Electoral Divisions Statutes Amendment Act, 1994 ABCA 342 at paras 16, 67–85.

⁴⁶ Cf. Ronald Dworkin, *Law’s Empire* pp. 228–238 (1986).

Addendum to the Majority Report

BY THE HONOURABLE DALLAS K. MILLER, CHAIR

Much of the objection to our interim report is based on the loss of two rural seats. I lament this, as do my fellow Commissioners. Unlike the minority, however, I do not view separating communities of interest, proposing maps no one asked for, and having electoral divisions in Calgary with populations more than 20% above the provincial average as an appropriate solution to this problem. On the contrary, such solutions are antithetical to my duty to apply the law. In other words, my hands are tied by the legislation and the case law. The problem this Commission faced, in my view, is not the statutory criteria for drawing electoral districts. Rather, it is the fact that the size of the legislature was increased by only 2%, while the population increased by 20%.

This problem is not unlike the population restrictions faced by the 1992 Electoral Boundaries Commission, as explained in its final report. That Commission's final report included five separate reports – one written by each member. At this stage of our deliberations, it is easy for me to understand why that occurred. It is important to remember that the 1992 report resulted in the second Alberta Reference before the Alberta Court of Appeal.

This current majority report is the product of trade-offs, compromises, and give and take. Putting “water in your wine” was a phrase used often around our Commission table. The list of four recommendations on page 60 of this report is no exception to this negotiation process. There is one recommendation that could not be consented to by the remaining members of the majority of the Commission and, by inference, the minority.

Due to my deep concern regarding the unconstitutionality and administrative law problems of the minority report, I find it necessary to make one further recommendation that my fellow Commissioners cannot consent to. I am reasonably certain that, had we been given 91 electoral divisions, there would be no loss of any seats outside of Edmonton and Calgary. My majority colleagues do not agree with me on this point. That is why I am alone in making this recommendation.

This fifth recommendation is formulated for the express purpose of dissuading the Legislature from accepting the minority report. As Chairman of this Electoral Boundaries Commission, I strongly recommend to the Legislature a fifth recommendation, to be added to our list on page 60 as follows:

Recommendation 5: In the circumstance that the Legislative Assembly of Alberta finds that it cannot concur in the proposals of the majority of the Electoral Boundaries Commission in its final report to remove two electoral divisions from areas outside of the Cities of Edmonton and Calgary, the majority of the Commission recommends that the Assembly make amendments to the *Electoral Divisions Act*, increasing the number of electoral divisions from 89 to 91 for the next general election, and restore the two electoral divisions that this Commission has removed. The rest of the province as we propose must be maintained to the extent possible. This would need to be studied by an all-party Select Special Committee or other equivalent Legislative Committee in accordance with its Standing Orders. However, restoration of the two electoral divisions should:

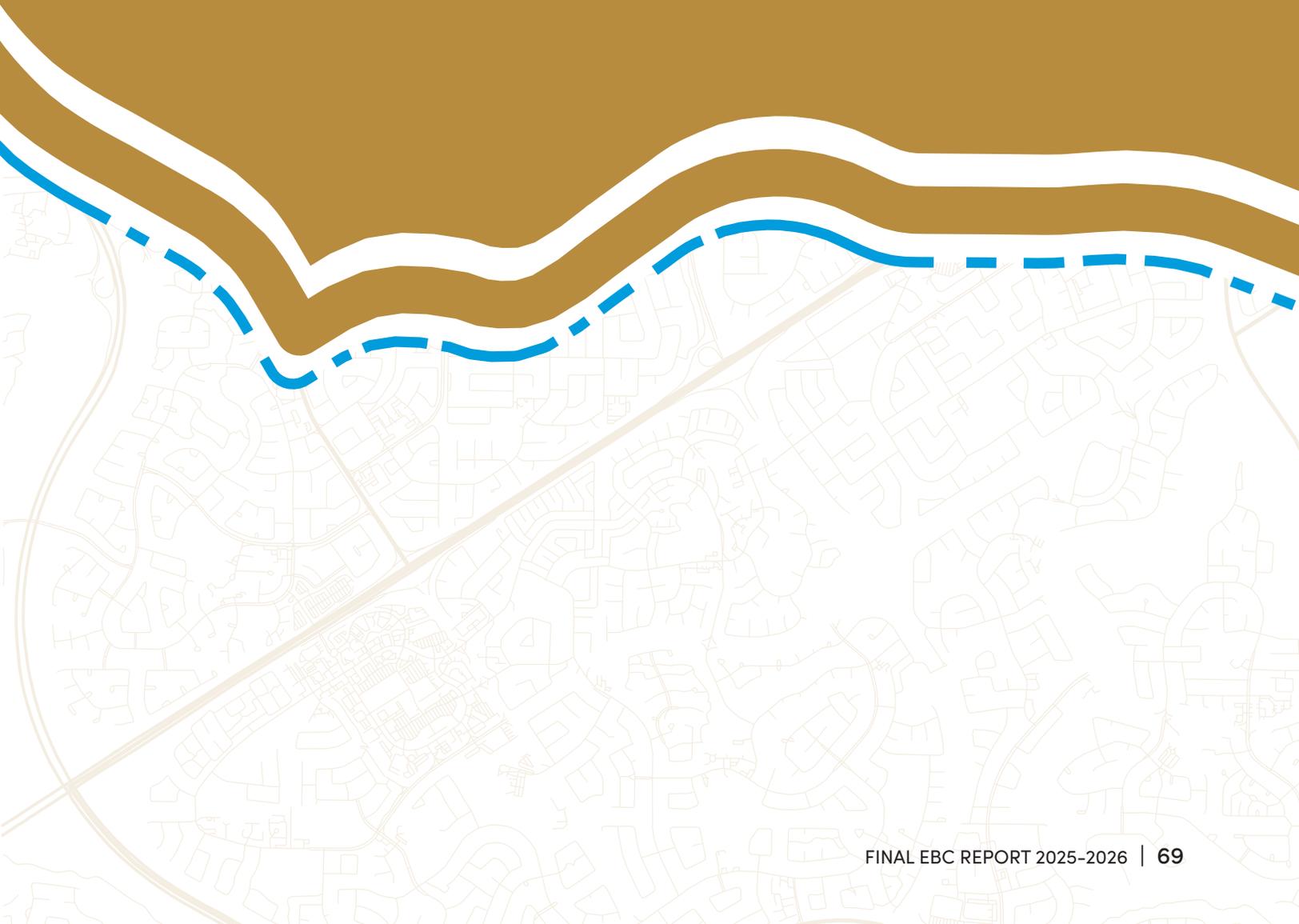
- a) have no impact on any electoral division in Airdrie or containing territory south of Airdrie's southernmost border, with the exception of Drumheller-Stettler;
- b) have no impact on any electoral division north of the North Saskatchewan River in Edmonton;
- c) result in all electoral divisions south of the North Saskatchewan River in Edmonton reverting to the map outlined in the interim report, with the possible exception of including Nisku in Edmonton-South East if the all-party committee wishes to restore Leduc and Beaumont being in the same electoral division; and
- d) consider restoring an electoral division mostly consisting of Clearwater County and western Mountain View County as an electoral division with s. 15(2) status under the *Act*.

In addition, I wish to clarify that I do not consider all of the minority's hybrids to be unreasonable, even the ones the majority did not adopt. We did not adopt the hybridization of Bearspaw or Springbank with Calgary, nor the extent of the hybridization of Lethbridge, for reasons explained elsewhere in this report. However, I do not consider those hybrids necessarily unreasonable or procedurally unfair, given the extensive submissions about them. Indeed, had the minority chosen to advocate for them, instead of insisting upon an otherwise unreasonable and unconstitutional map, I may well have agreed with them. This is unlike the other hybrids the minority has proposed in Airdrie, Calgary, Chestermere, Cochrane, Red Deer, and St. Albert. The minority's radical about face and substantive unreasonableness regarding these hybrids, to say nothing about the many other administrative and constitutional law problems with their report, is not something that I can condone. This is a reason I have found myself writing this Addendum.

Lest there be any confusion about this issue, my writing this Addendum in no way detracts from the majority report representing the views of a majority of the Commission.

The Honourable Dallas K. Miller, Chair

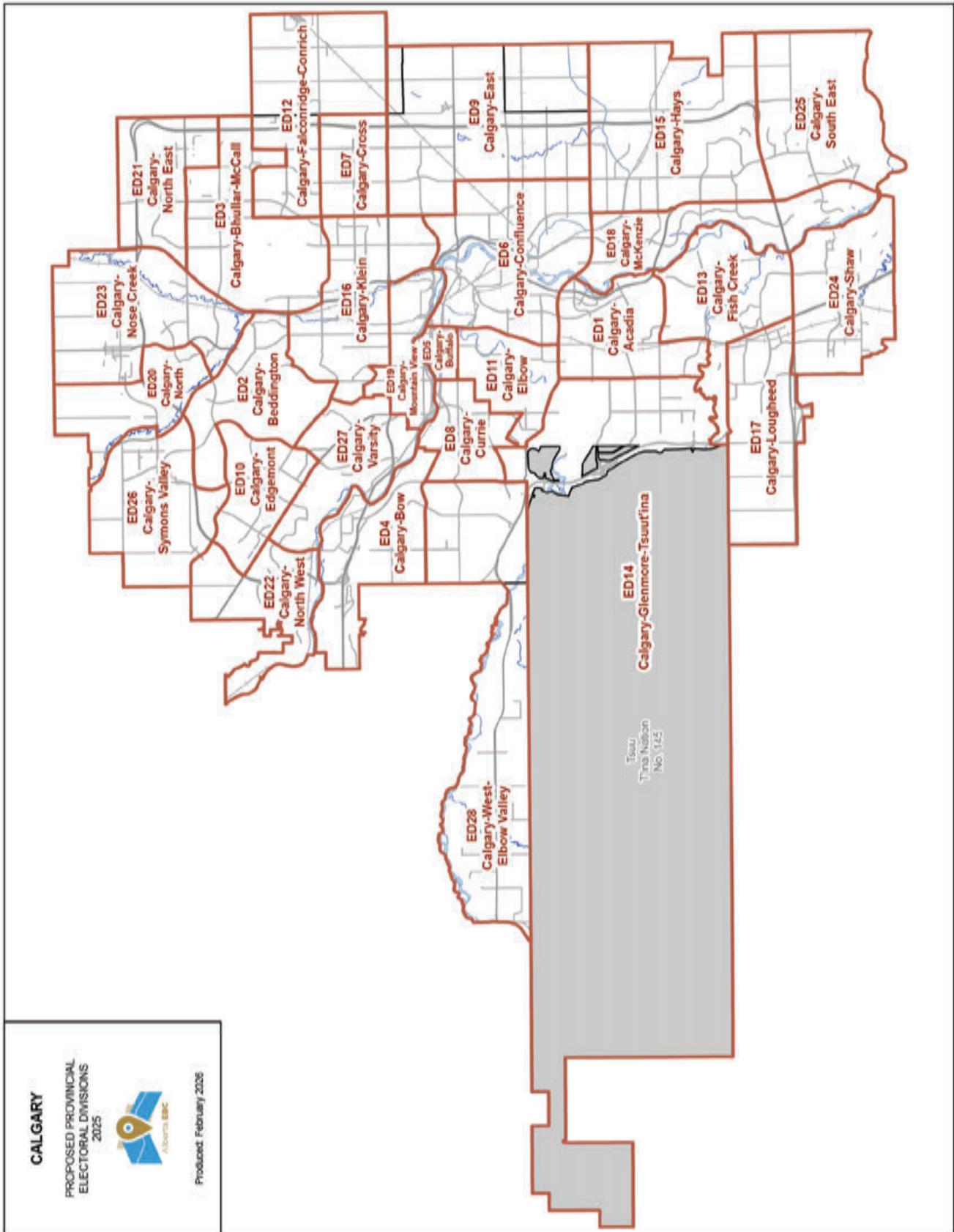
APPENDIX A: Provincial and Regional Maps



a. Alberta as a Whole



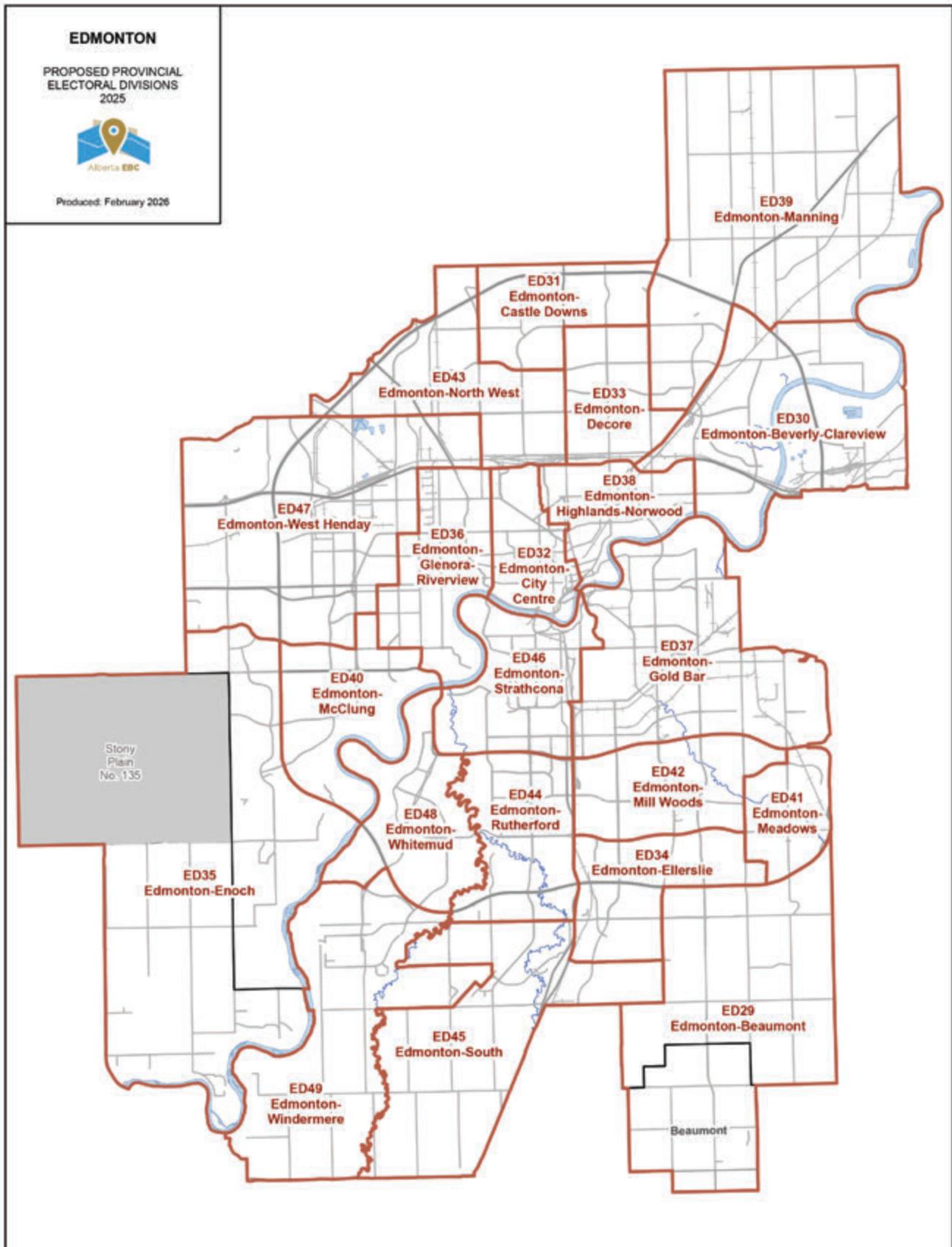
b. Calgary



The Calgary electoral divisions, shown in the map on the previous page, include:

ED #	Name
1	Calgary-Acadia
2	Calgary-Beddington
3	Calgary-Bhullar-McCall
4	Calgary-Bow
5	Calgary-Buffalo
6	Calgary-Confluence
7	Calgary-Cross
8	Calgary-Currie
9	Calgary-East
10	Calgary-Edgemont
11	Calgary-Elbow
12	Calgary-Falconridge-Conrich
13	Calgary-Fish Creek
14	Calgary-Glenmore-Tsuut'ina
15	Calgary-Hays
16	Calgary-Klein
17	Calgary-Lougheed
18	Calgary-McKenzie
19	Calgary-Mountain View
20	Calgary-North
21	Calgary-North East
22	Calgary-North West
23	Calgary-Nose Creek
24	Calgary-Shaw
25	Calgary-South East
26	Calgary-Symons Valley
27	Calgary-Varsity
28	Calgary-West-Elbow Valley

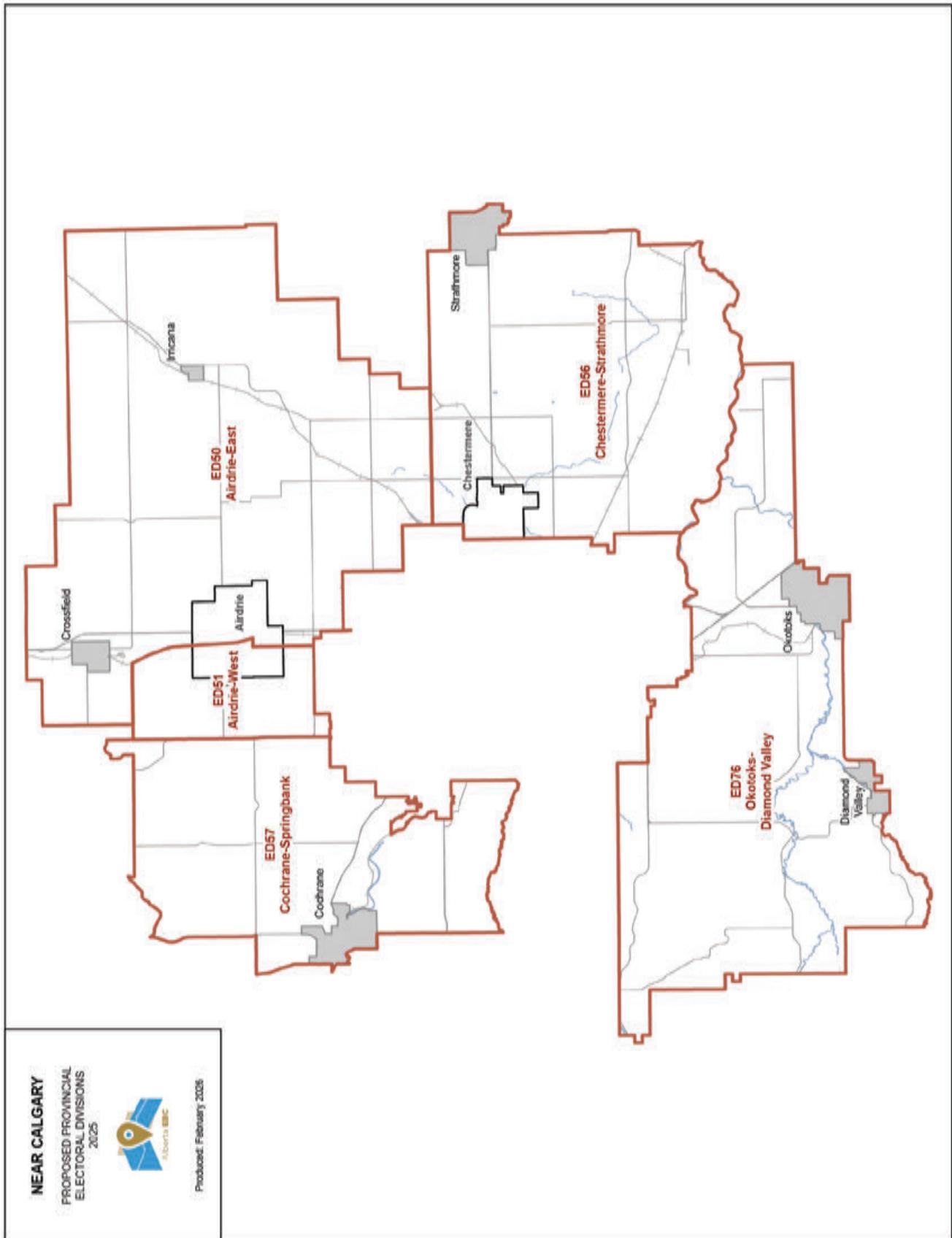
c. Edmonton



The Edmonton electoral divisions, shown in the map on the previous page, include:

ED #	Name
29	Edmonton-Beaumont
30	Edmonton-Beverly-Clareview
31	Edmonton-Castle Downs
32	Edmonton-City Centre
33	Edmonton-Decore
34	Edmonton-Ellerslie
35	Edmonton-Enoch
36	Edmonton-Glenora-Riverview
37	Edmonton-Gold Bar
38	Edmonton-Highlands-Norwood
39	Edmonton-Manning
40	Edmonton-McClung
41	Edmonton-Meadows
42	Edmonton-Mill Woods
43	Edmonton-North West
44	Edmonton-Rutherford
45	Edmonton-South
46	Edmonton-Strathcona
47	Edmonton-West Henday
48	Edmonton-Whitemud
49	Edmonton-Windermere

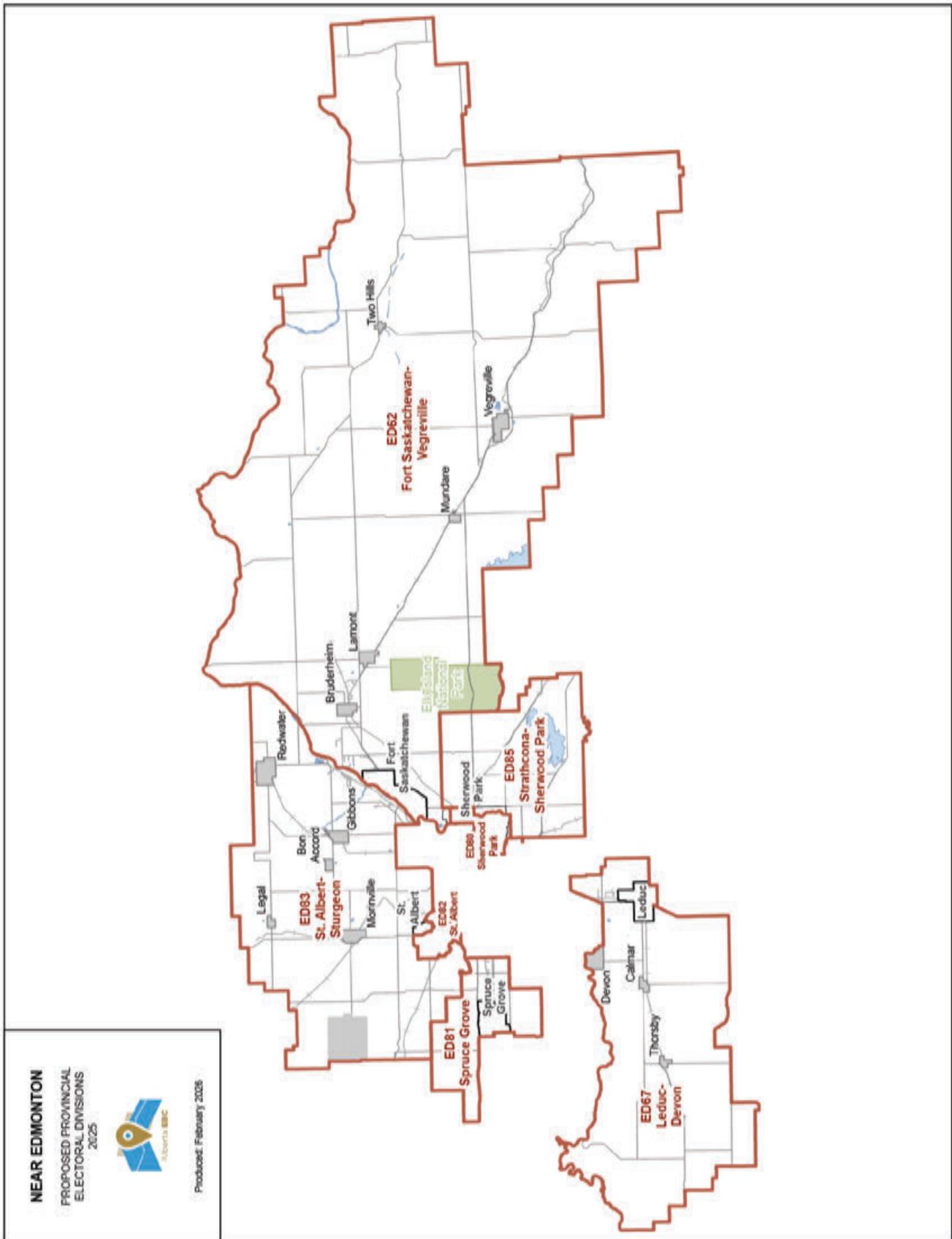
d. Near Calgary



The electoral divisions located near Calgary, shown in the map on the previous page, include:

ED #	Name
50	Airdrie-East
51	Airdrie-West
56	Chestermere-Strathmore
57	Cochrane-Springbank
76	Okotoks-Diamond Valley

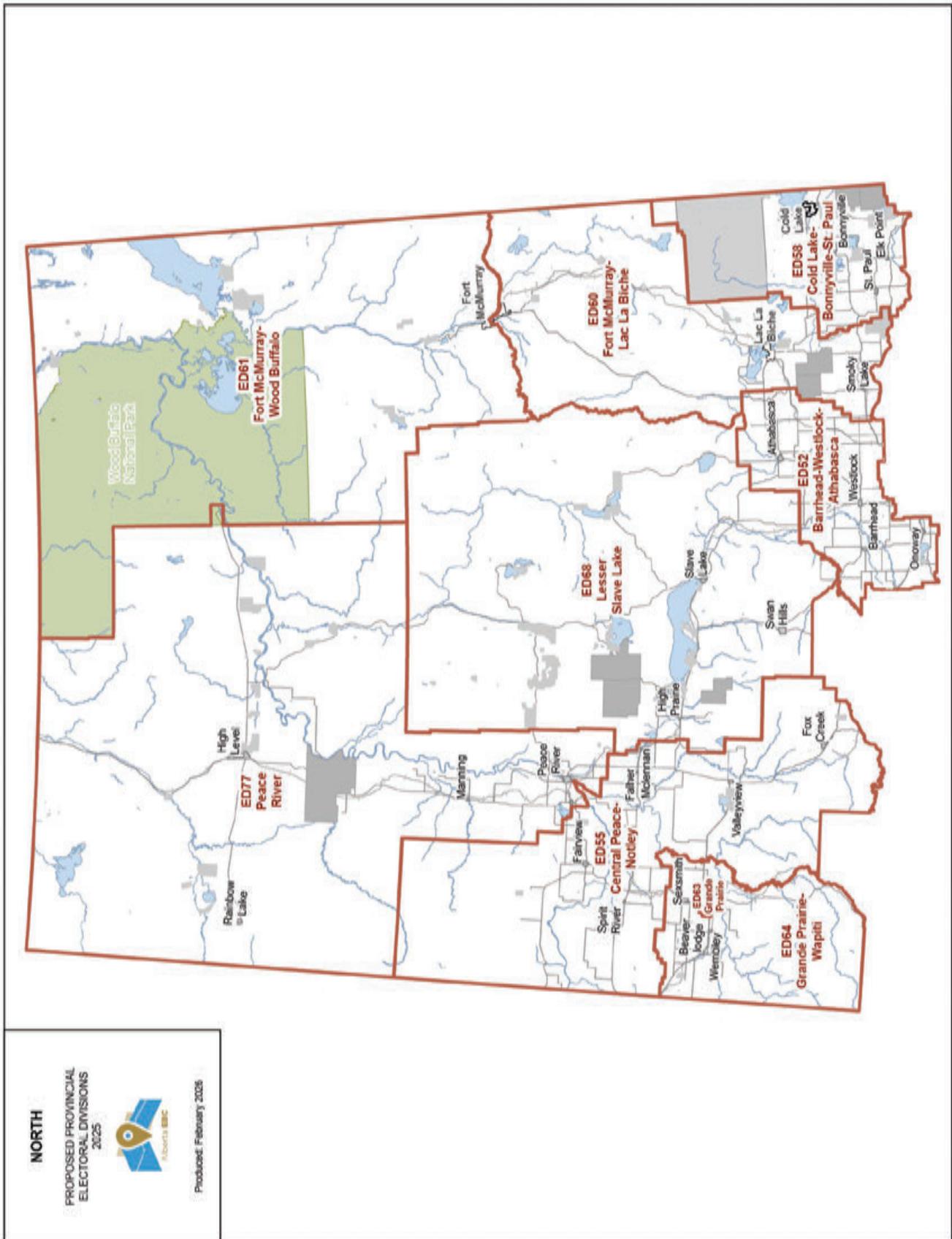
e. Near Edmonton



The electoral divisions located near Edmonton, shown in the map on the previous page, include:

ED #	Name
62	Fort Saskatchewan-Vegreville
67	Leduc-Devon
80	Sherwood Park
81	Spruce Grove
82	St. Albert
83	St. Albert-Sturgeon
85	Strathcona-Sherwood Park

f. North



NORTH

PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025

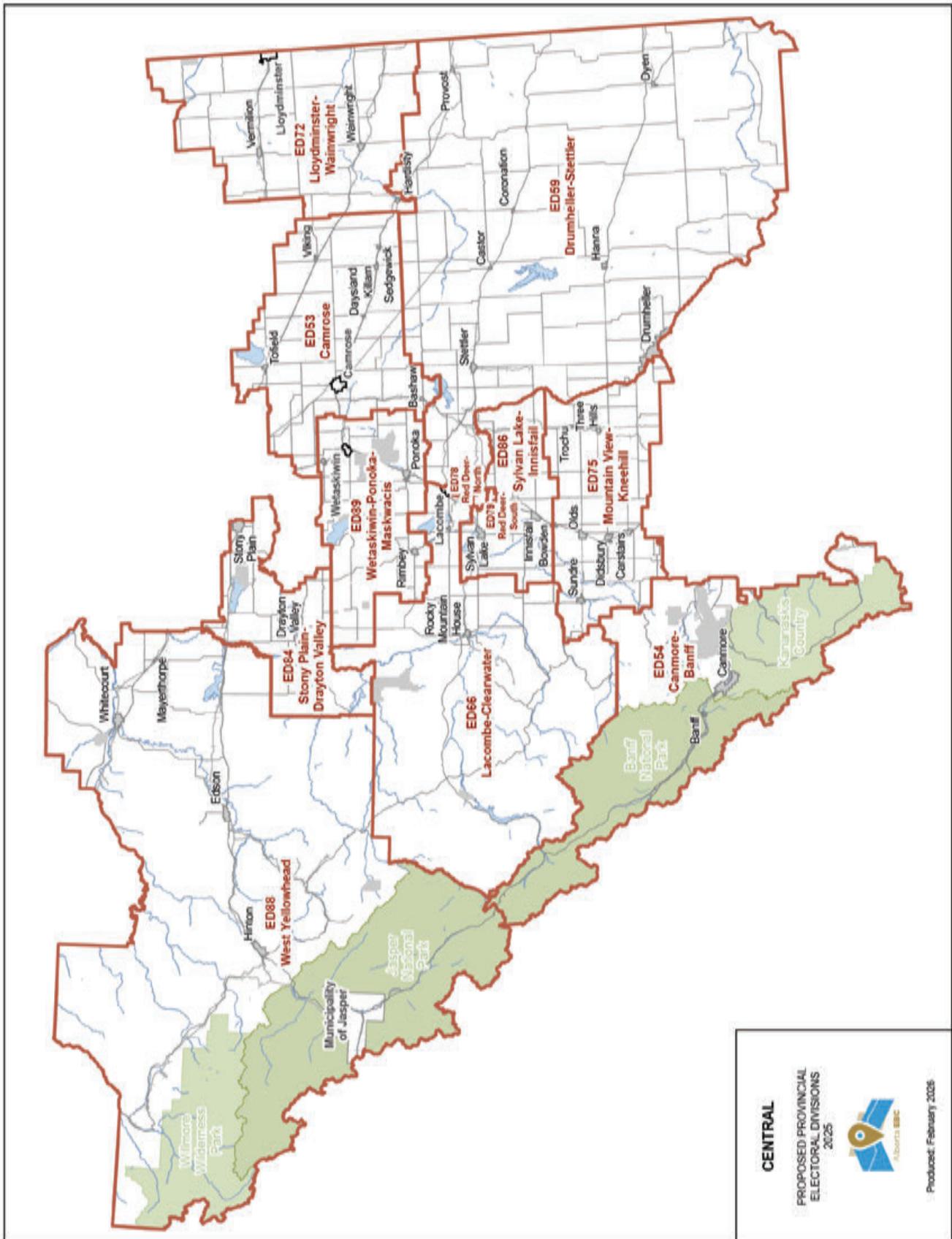


Produced: February 2025

The northern electoral divisions, shown in the map on the previous page, include:

ED #	Name
52	Barrhead-Westlock-Athabasca
55	Central Peace-Notley
58	Cold Lake-Bonnyville-St. Paul
60	Fort McMurray-Lac La Biche
61	Fort McMurray-Wood Buffalo
63	Grande Prairie
64	Grande Prairie-Wapiti
68	Lesser Slave Lake
77	Peace River

g. Central



CENTRAL

PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025

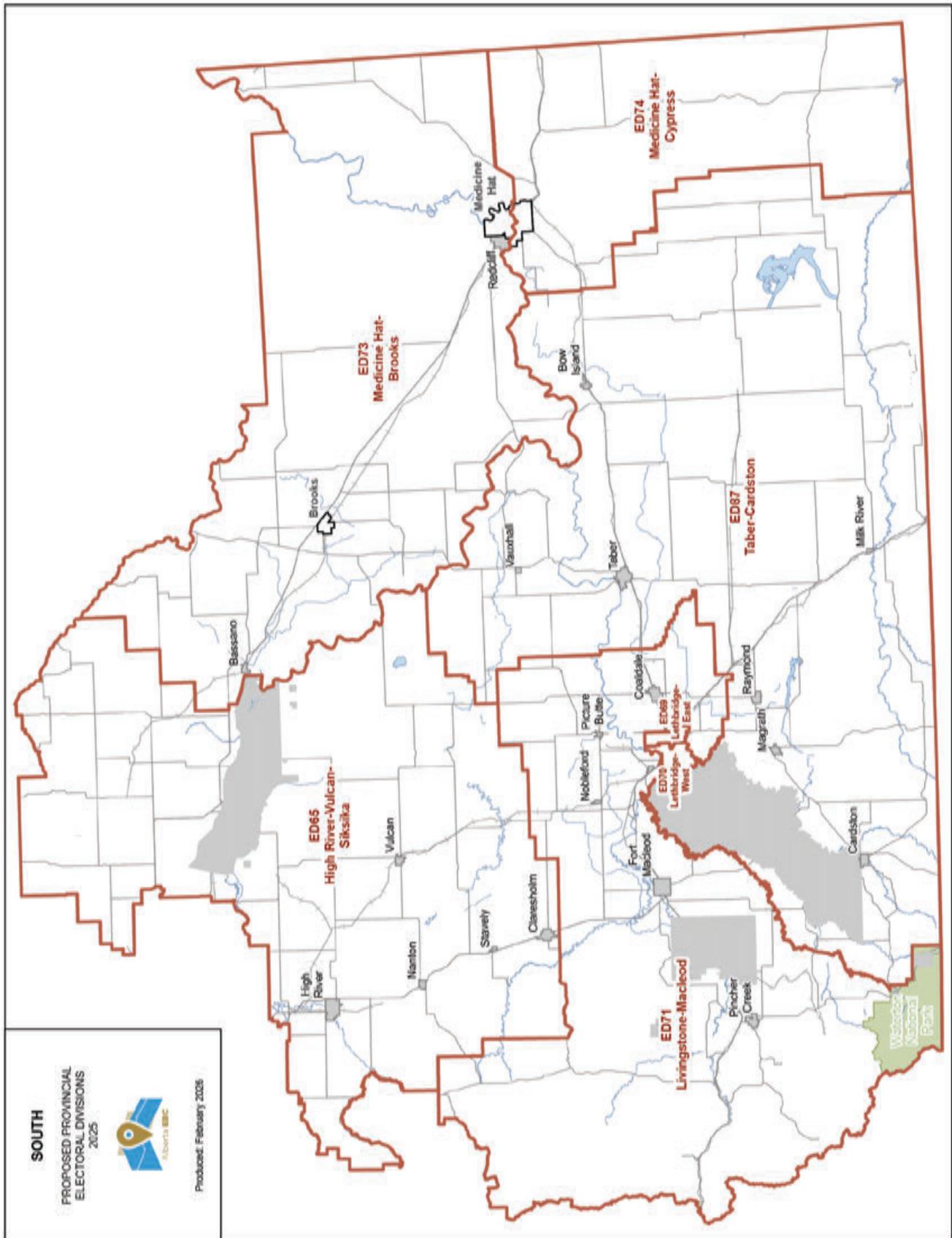


Produced: February 2025

The central electoral divisions, shown in the map on the previous page, include:

ED #	Name
53	Camrose
54	Canmore-Banff
59	Drumheller-Stettler
66	Lacombe-Clearwater
72	Lloydminster-Wainwright
75	Mountain View-Kneehill
78	Red Deer-North
79	Red Deer-South
84	Stony Plain-Drayton Valley
86	Sylvan Lake-Innisfail
88	West Yellowhead
89	Wetaskiwin-Ponoka-Maskwacis

h. South

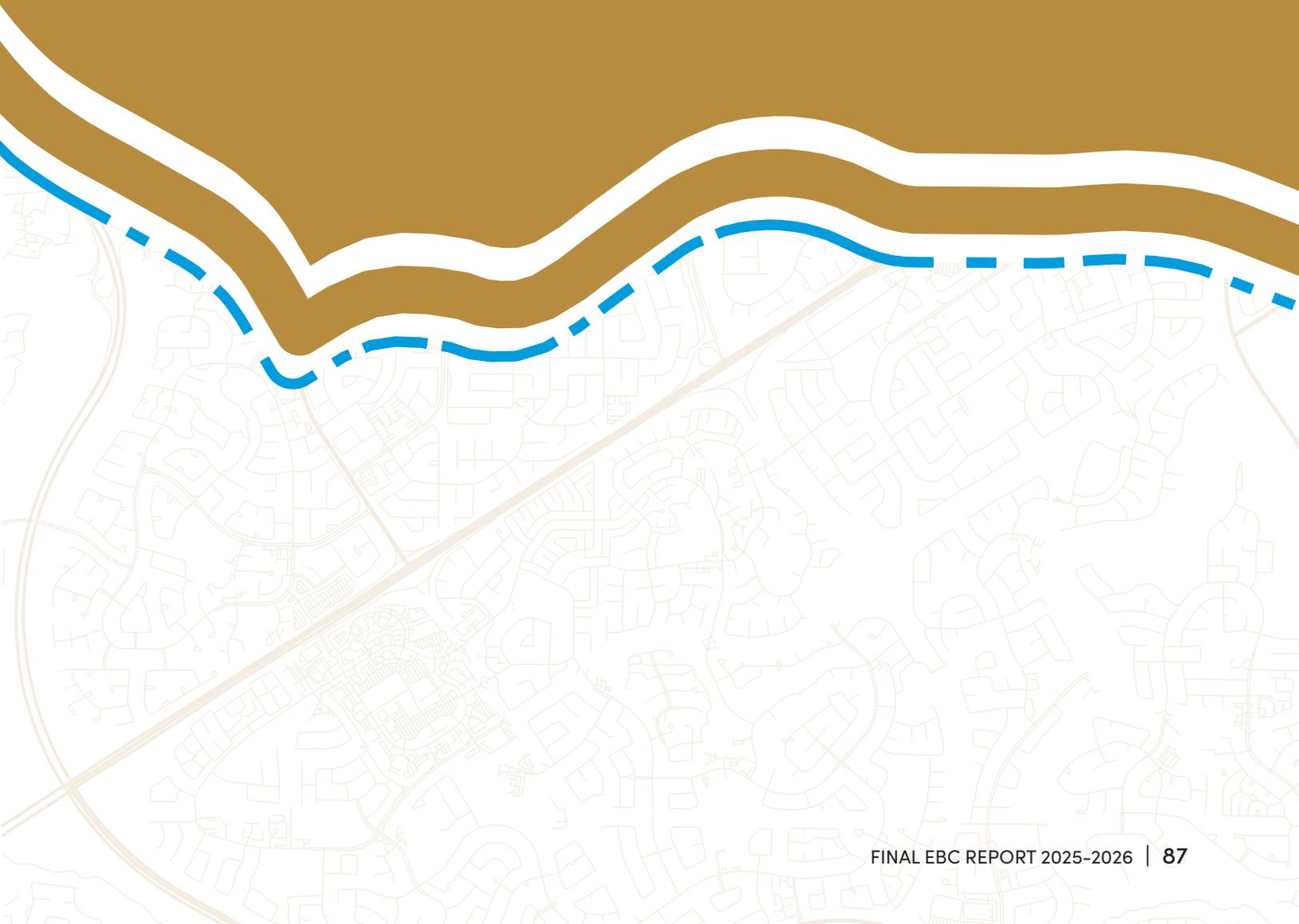


The southern electoral divisions, shown in the map above, include:

ED #	Name
65	High River-Vulcan-Siksika
69	Lethbridge-East
70	Lethbridge-West
71	Livingstone-Macleod
73	Medicine Hat-Brooks
74	Medicine Hat-Cypress
87	Taber-Cardston

APPENDIX B:

Recommendations for Boundary Changes

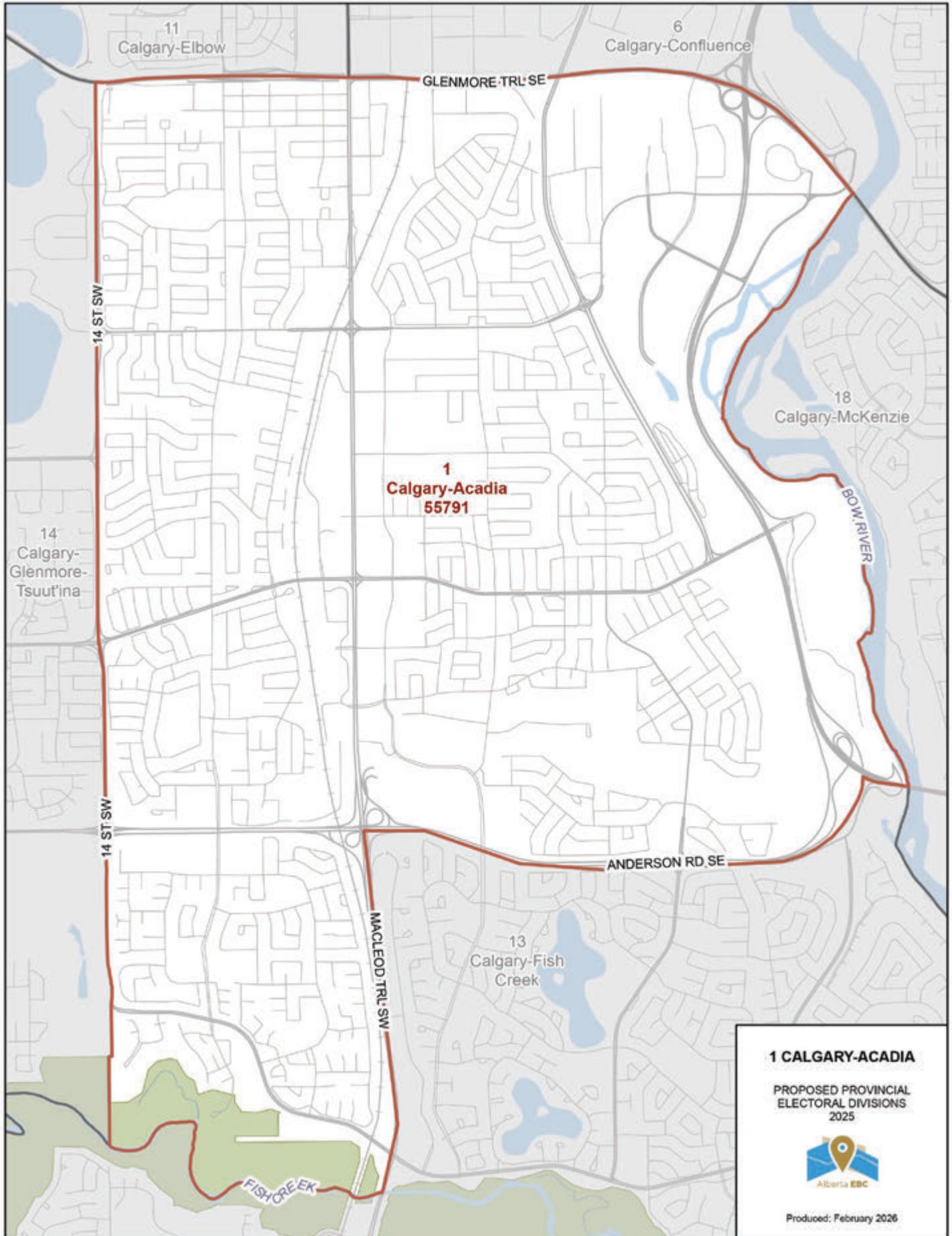


I. CALGARY (28 ELECTORAL DIVISIONS)

Calgary-Acadia – ED #1

Two important changes are recommended to this electoral division. First, it is recommended that all parts of Calgary-Acadia north of Glenmore Trail be moved to Calgary-Confluence to create Calgary-Confluence. Second, it is recommended that all portions of Calgary-Glenmore east of 14 Street be moved to Calgary-Acadia.

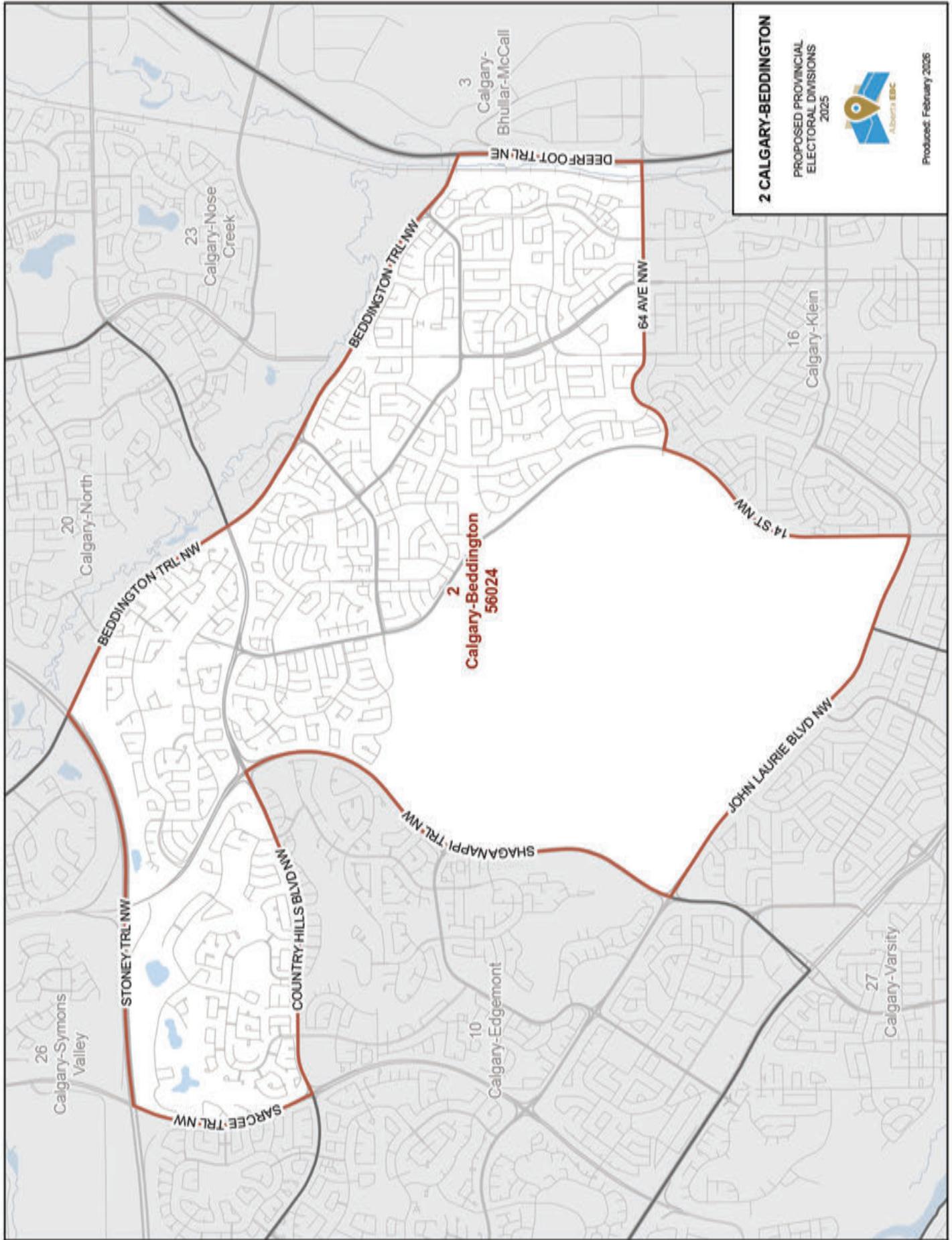
The proposed electoral division continues to be based around the Acadia community. It has clear boundaries and communities in common. It can be justified because the boundaries are clear and less growth is expected in this area compared to surrounding areas in Calgary.



Calgary-Beddington – ED #2

Two discrete changes are proposed from the previous boundaries of the electoral division. First, for reasons noted in the discussion of Calgary-Edgemont, it is recommended that areas in the current Calgary-Edgemont north of Country Hills Boulevard NW be moved to Calgary-Beddington. Second, for reasons noted in the discussion of Calgary-Nose Creek, it is recommended that areas in the current Calgary-Beddington north and east of Beddington Trail be moved to Calgary-Nose Creek. This is very similar to the current boundaries.

Both of these changes result in electoral divisions in Northwest Calgary, including Calgary-Beddington, having very similar populations, logical boundaries that are major thoroughfares, and communities with common service centres within the electoral division.

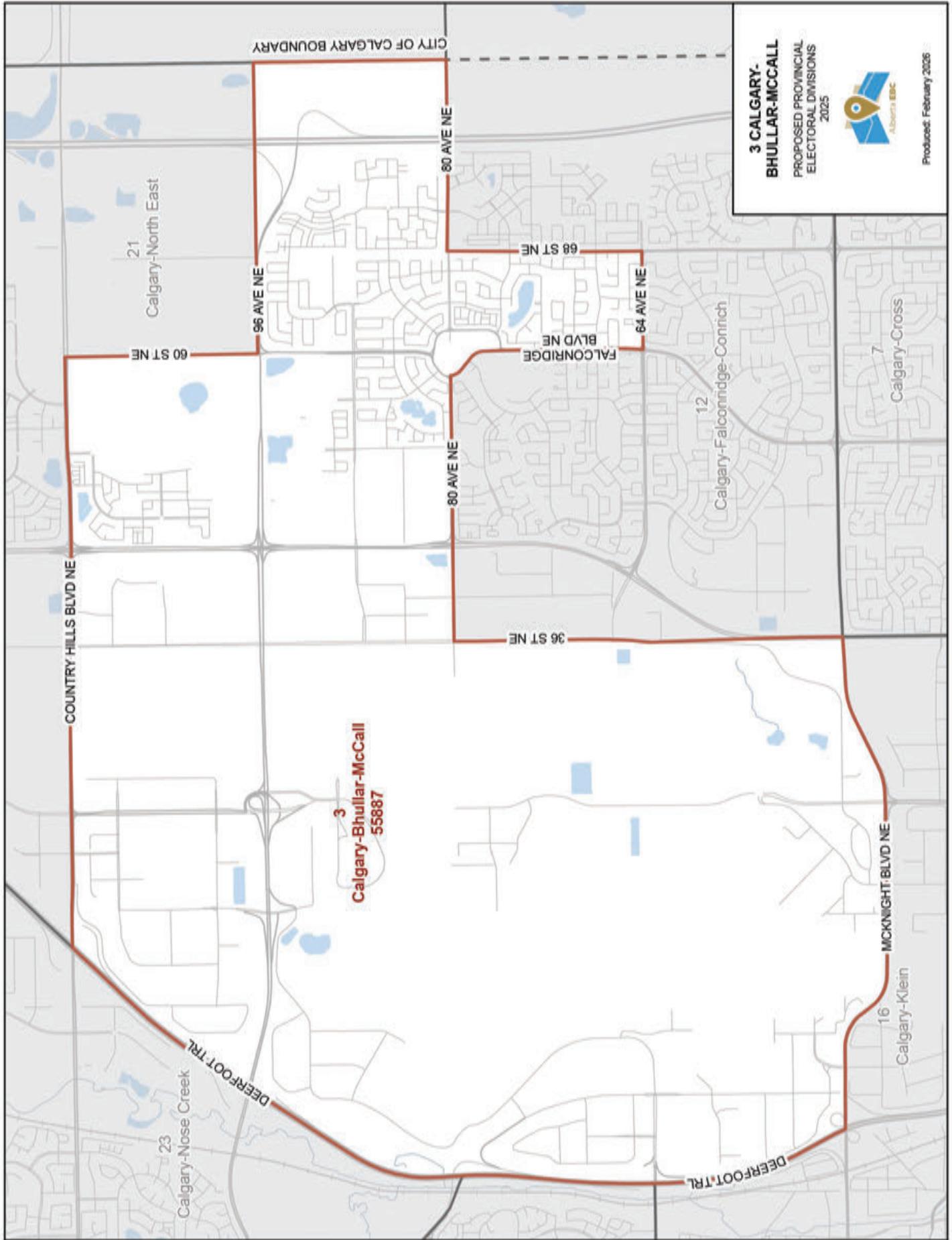


Calgary-Bhullar-McCall – ED #3

This is a rapidly growing area of the city, necessitating a change with respect to the existing electoral division of Calgary-Falconridge (renamed Calgary-Falconridge-Conrich): areas west of Falconridge Boulevard NE, south of 80 Avenue NE, and east of 36 Street NE, and those east of 68 Street NE and south of 80 Avenue NE are recommended for addition to Calgary-Falconridge-Conrich. This better balances the populations between the electoral divisions. Otherwise, the population of Calgary-Bhullar-McCall would be unreasonably large.

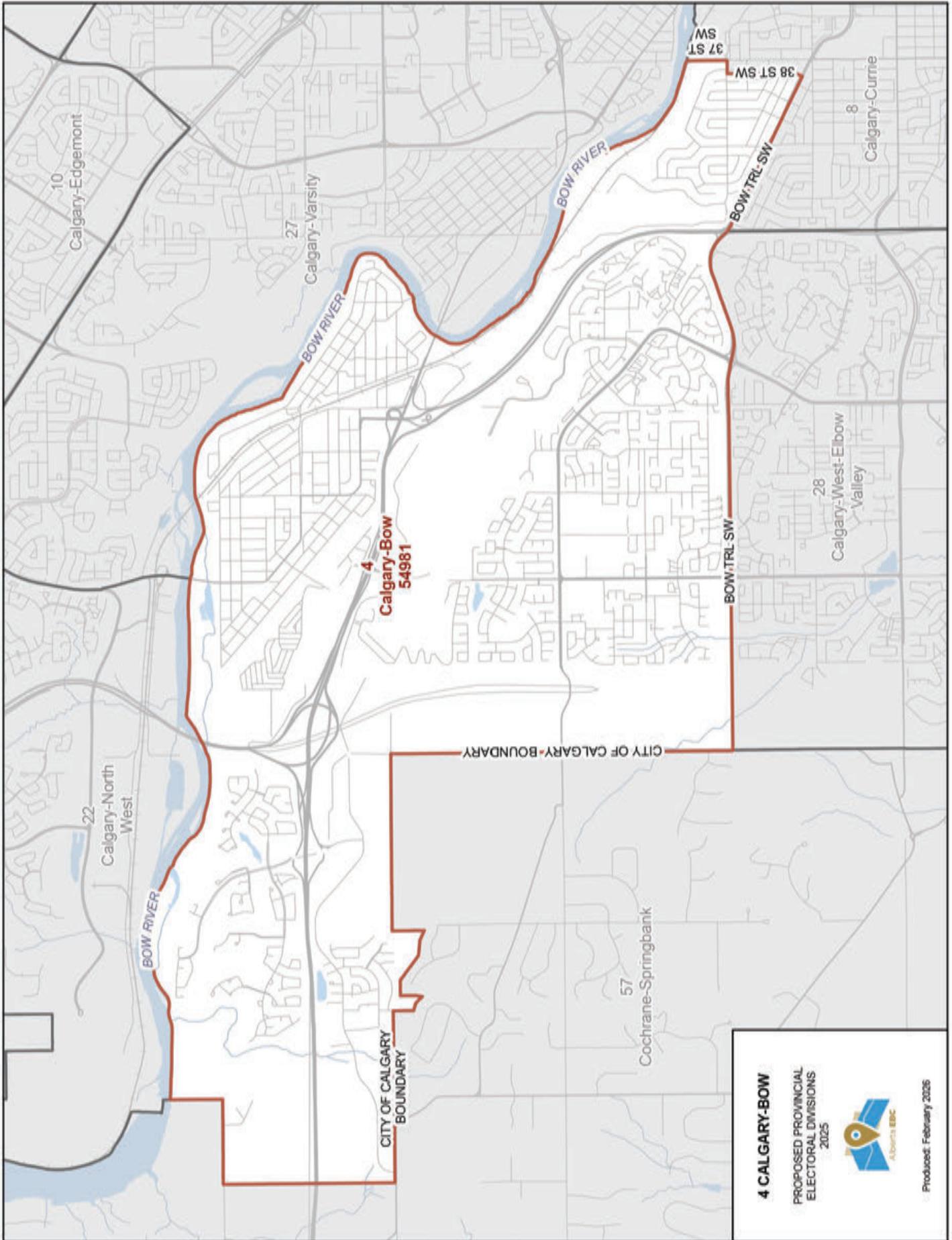
It is also recommended that a border between Calgary-Bhullar-McCall and Calgary-North East be moved from Metis Trail NE to a straight line extending south between Country Hills Boulevard and 96 Avenue, connecting 60 Street NE. This decreases the population of Calgary-North East in a way that is justified given the expected population growth in Calgary-North East.

While some presenters advocated for an additional seat for Calgary, we are not able to accommodate this request. We have nonetheless sought to reduce the population of this electoral division through a subtle change from the interim report, by making 68 Street a consistent border between Calgary-Bhullar-McCall and Calgary-Falconridge-Conrich.



Calgary-Bow – ED #4

This recommended electoral division's boundaries have one discrete change from its current boundaries: areas previously in the electoral division north of the Bow River are proposed to be moved to Calgary-Varsity. This results in both electoral divisions having populations close to the provincial average, and it makes sense for all of Calgary-Bow to be south of the river. We recognize that significant submissions, for and against this change, have occurred since the interim report. We have chosen to preserve the recommendation from the interim report, given the logic of using the river as a boundary and the population balance. We have similarly chosen not to include Springbank in this electoral division: it would make the population too large.



4 CALGARY-BOW

PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2025

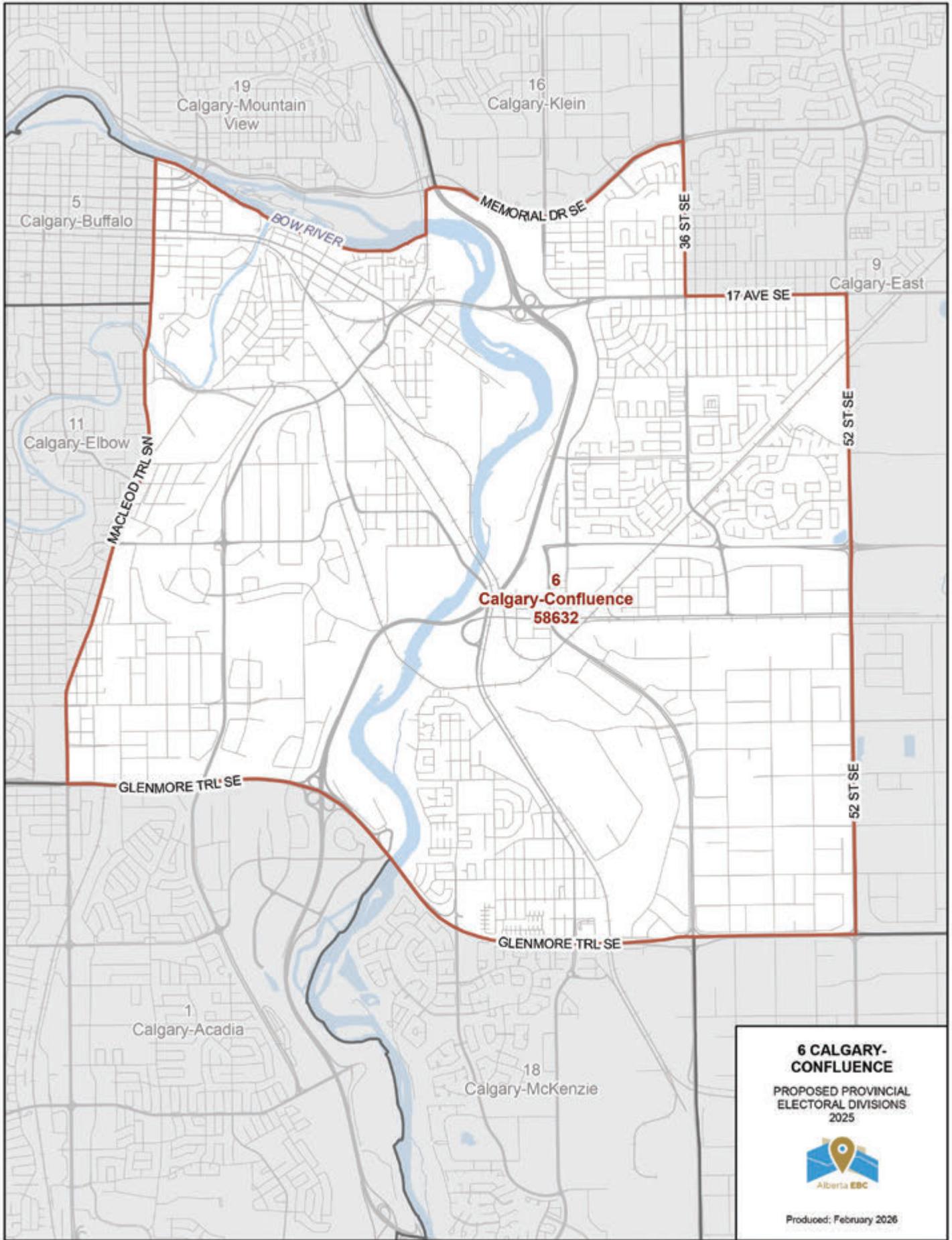
Calgary-Buffalo – ED #5

This recommended electoral division is small geographically, but it reflects the density in this area of the city. The recommended electoral division is drawn entirely from the previous electoral division bearing the same name, but it is smaller and has simpler lines: the Bow River to the north, Macleod Trail to the east, 17 Avenue to the south, and 14 Street SW to the west. Areas previously in the electoral division are moved to Calgary-Elbow or Calgary-Confluence. The shared interests and clear boundaries of this very urban seat justify the variance from the average population. The reduction in geographical size is necessary considering what was previously the very high population.



Calgary-Confluence – ED #6

With the Bow River and Deerfoot Trail running through its centre, this new electoral division takes its name from the Confluence Historic Site and Parkland. It unites both sides of the river in an electoral division that has travel routes and service centres that constituents would avail themselves of throughout the electoral division. It is the only electoral division in Calgary to cross the Bow River, but there are many bridges, and it unites historic areas that are linked from an infrastructure perspective. Effective representation can follow for this new electoral division, which is drawn from many neighbouring electoral divisions.



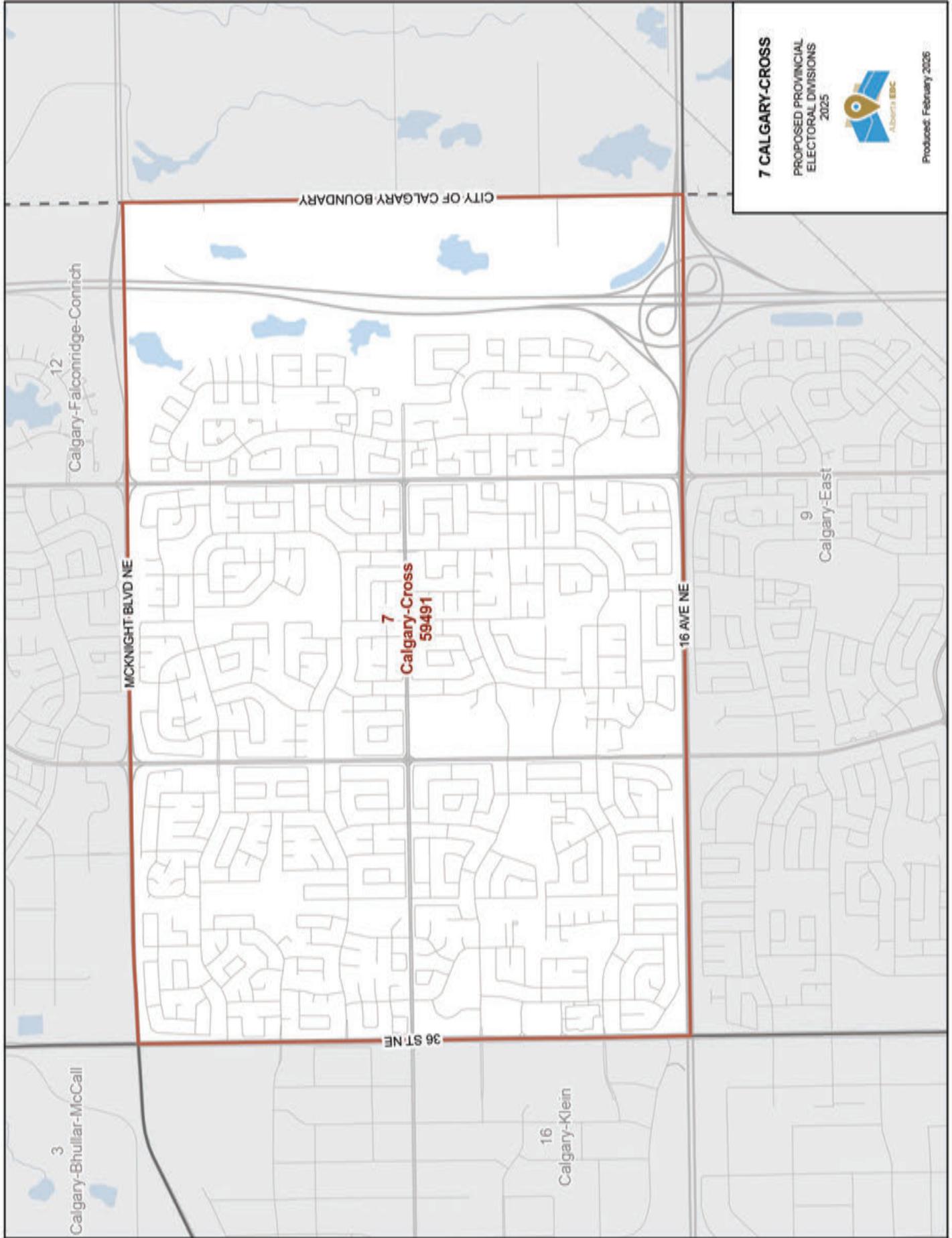
6 CALGARY-CONFLUENCE
PROPOSED PROVINCIAL ELECTORAL DIVISIONS 2025



Produced: February 2026

Calgary-Cross – ED #7

This electoral division's boundaries have shifted notably, but discretely, in two ways. First, all areas in the electoral division south of 16 Avenue are recommended for removal to Calgary-East. This balances population and makes 16 Avenue a consistent border between the two electoral divisions. Second, it is recommended that this electoral division include areas north of 32 Avenue NE, south of McKnight Boulevard NE, west of 68 Street NE, and east of 36 Street NE, currently in Calgary-Falconridge. This increases the population of Calgary-Cross and makes its borders a perfect rectangle: 16 Avenue NE on the south, 36 Street NE on the west, McKnight Boulevard NE on the north, and the city limits on the east. This unites four communities known as "The Properties," which were all developed around the same time (Temple, Whitehorn, Rundle, and Pineridge), as well as Monterey Park, which is no longer divided as was the case for the interim report.



7 CALGARY-CROSS

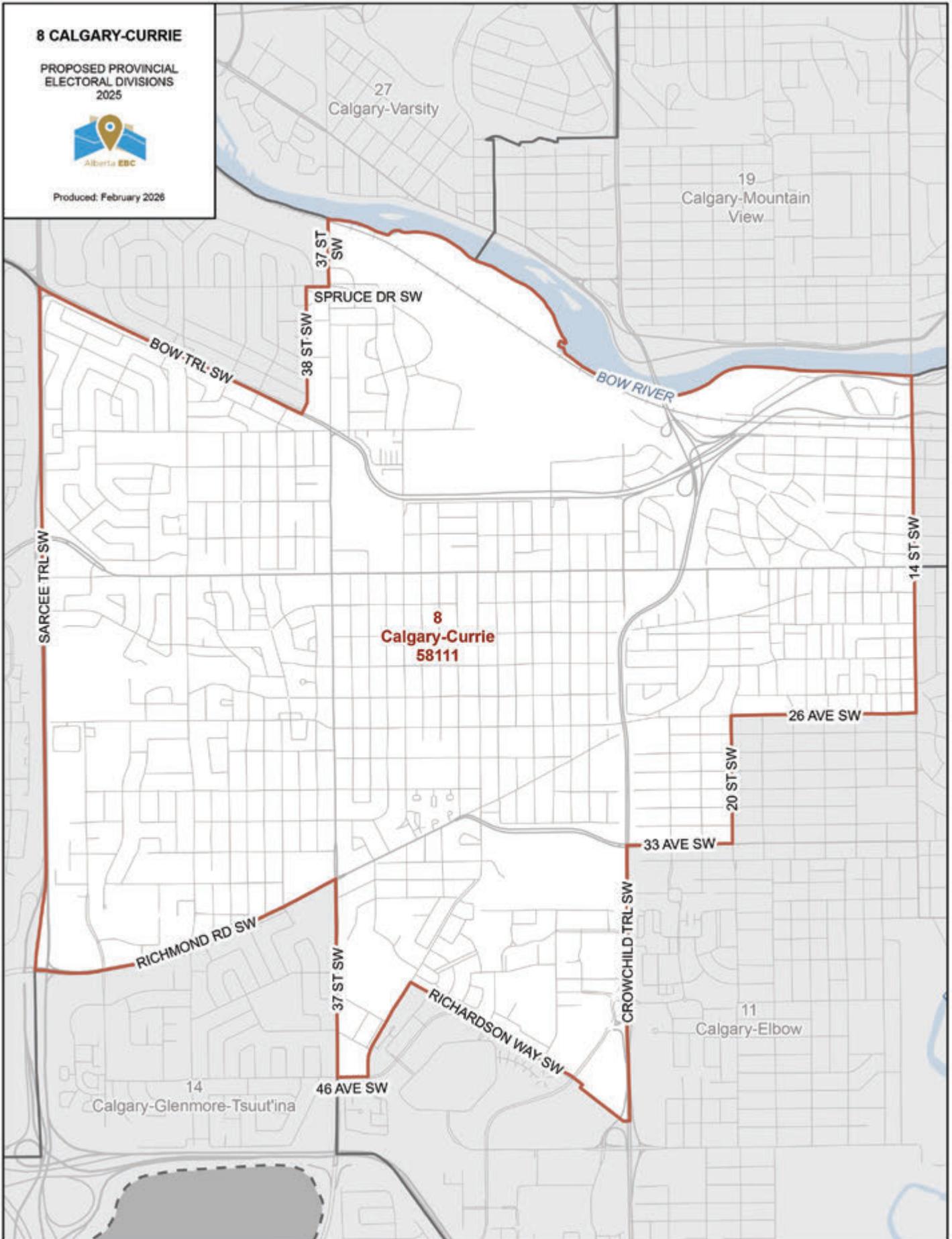
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2025

Calgary-Currie – ED #8

This recommended electoral division's boundaries are unchanged. This reflects the fact that this electoral division makes sense due to common transportation routes and roadways. This is a good example of where the Commission elects to maintain the *status quo* in the absence of a compelling reason to depart from it, especially given the modest variance from the average population being justified given the electoral division's compactness and the preference to preserve the *status quo*.

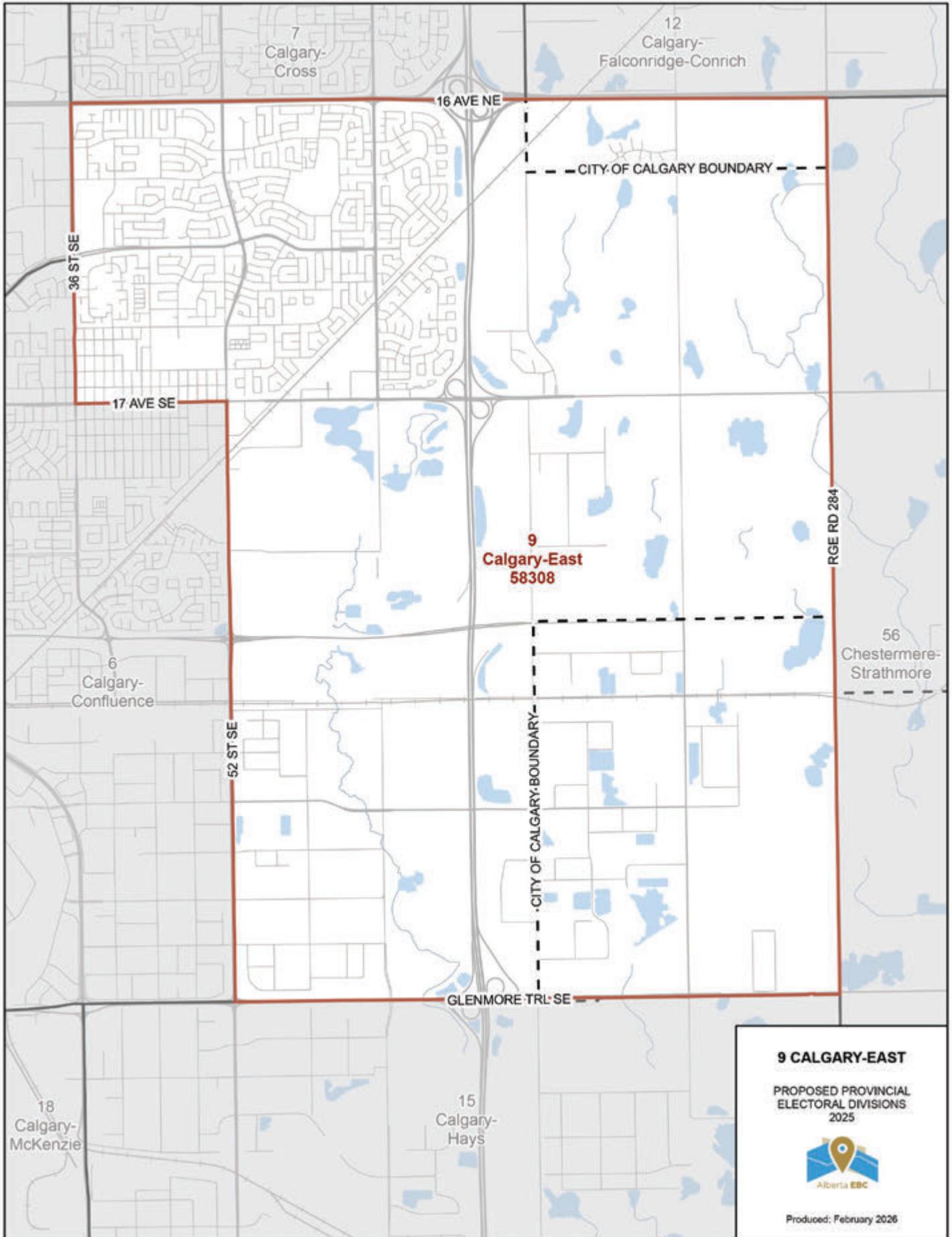


Calgary-East – ED #9

Changes are recommended from the current boundaries of Calgary-East. All areas south of 17 Avenue SE and west of 52 Street SE are moved to Calgary-Confluence as part of the creation of Calgary-Confluence. The electoral division has also gained areas from Calgary-Cross north of Memorial Drive, south of 16 Avenue NE, and east of 36 Street. These diverse areas make sense in Calgary-East, to which they are connected via major roads. They also make the population of Calgary-East more balanced with those of neighbouring electoral divisions.

It is further recommended that the Prince of Peace community—areas of Rocky View County west of Range Road 284 and south of 16 Avenue NE, be moved to this electoral division. This area is functionally integrated into Calgary. Including it in Calgary-East helps balance populations and creates clear boundaries. We received praise for placing Prince of Peace in Calgary-Cross in the interim report, but that is no longer possible if Monterey Park is to be united and Calgary-Cross is to remain rectangular.

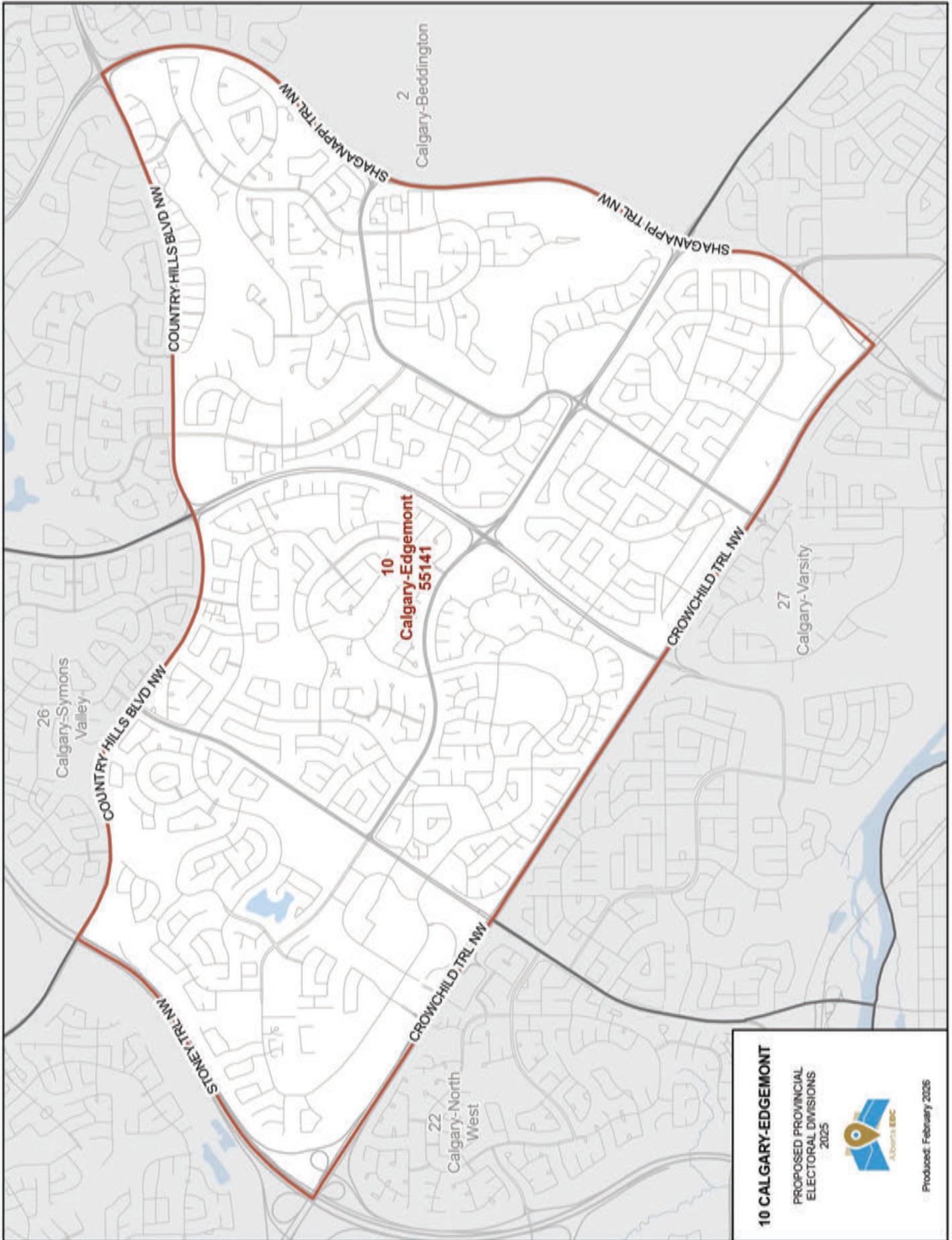
Finally, it is recommended that areas north of Glenmore Trail SE, east of 52 Street SE, south of 17 Street SE, and west of Range Road 284 be moved into this electoral division. This includes the community of Janet in Rocky View County. This assists in the creation of Calgary-McKenzie from Calgary-Peigan, creates clear boundaries, and adds a small population in Calgary's industrial east to this electoral division.



Calgary-Edgemont – ED #10

Two discrete changes from the current boundaries of the electoral division are proposed. First, as noted below in the discussion of Calgary-Symons Valley, it is recommended that this electoral division's western boundary be Stoney Trail NW instead of Nose Hill Drive NW. Second, it is recommended that areas in Calgary-Edgemont north of Country Hills Boulevard NW be moved to Calgary-Beddington.

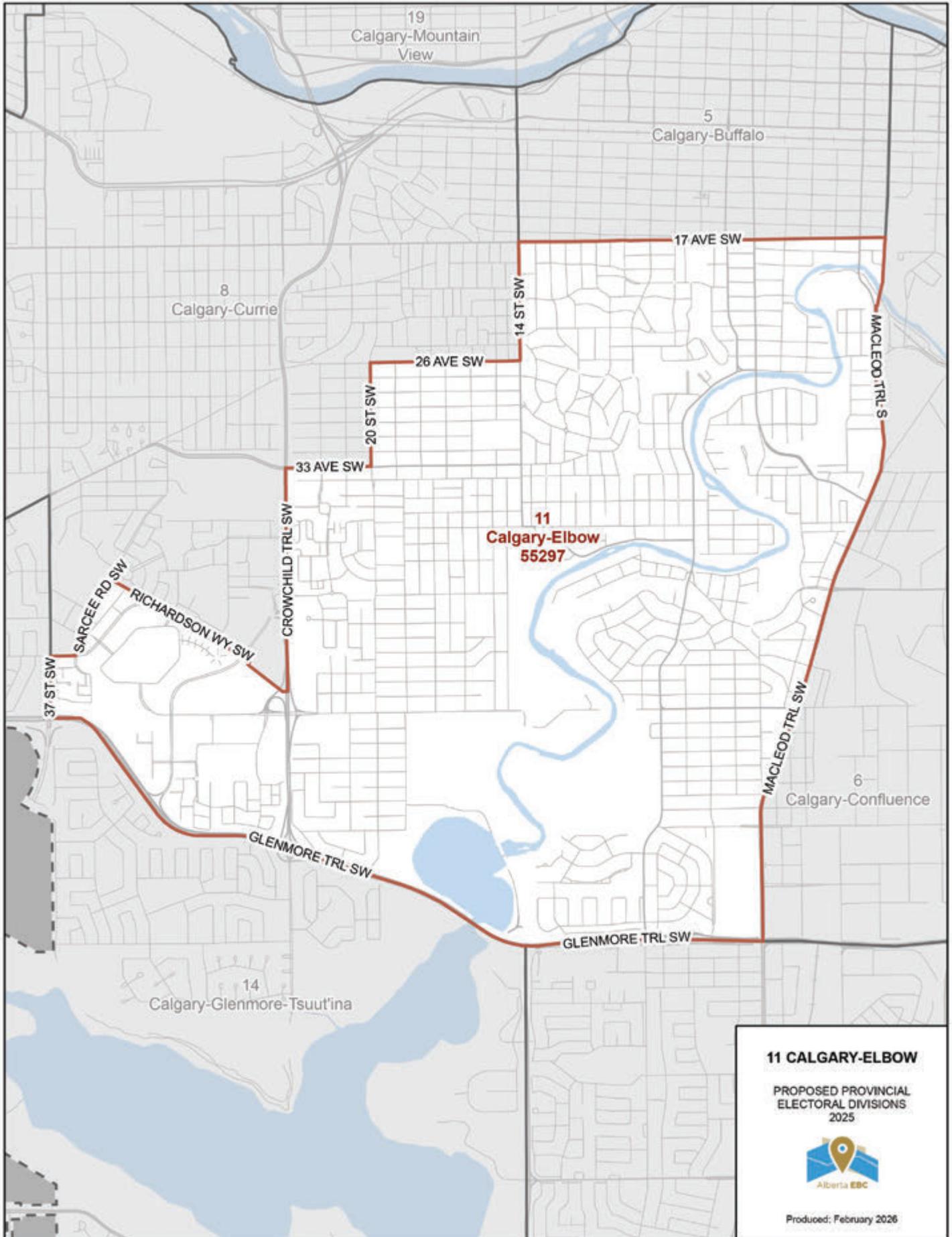
Both of these changes contribute to all electoral divisions in Northwest Calgary having very similar populations. In the case of Calgary-Edgemont in particular, it has the further advantage of the electoral division having clearer boundaries, with major roadways on all sides: Shaganappi Trail NW on the east, Country Hills Boulevard NW on the north, Stoney Trail NW on the west, and Crowchild Trail NW on the South. This fulfills the statutory goal of having clear boundaries, in addition to the goals of keeping communities in common and similar populations together.



Calgary-Elbow – ED #11

This recommended electoral division's boundaries are largely unchanged, but there are three discrete exceptions. The first exception is the removal of an area south of Glenmore Trail SW, which is recommended for addition to Calgary-Glenmore-Tsuut'ina. This small area bears more in common, from a service and infrastructure perspective, with Calgary-Glenmore-Tsuut'ina. Moreover, the new proposed boundaries are easier to understand, with Glenmore Trail representing a consistent boundary across the south end of the electoral division. The second exception is the removal of areas west of 37 St SW, also to Calgary-Glenmore-Tsuut'ina. This helps balance populations, as a cascading consequence of changes to Calgary-Acadia. The third and final exception, to compensate for those lost areas, is the addition of areas west of Macleod Trail SW and south of 17 Avenue SW, from Calgary-Buffalo. This change balances population and creates clearer borders, with Macleod Trail SW not being a consistent border on the eastern edge of Calgary-Elbow.

Apart from these small changes, the recommended boundaries reflect the desire for relative continuity with the *status quo* and the fact that this electoral division makes sense due to common transportation routes and roadways.

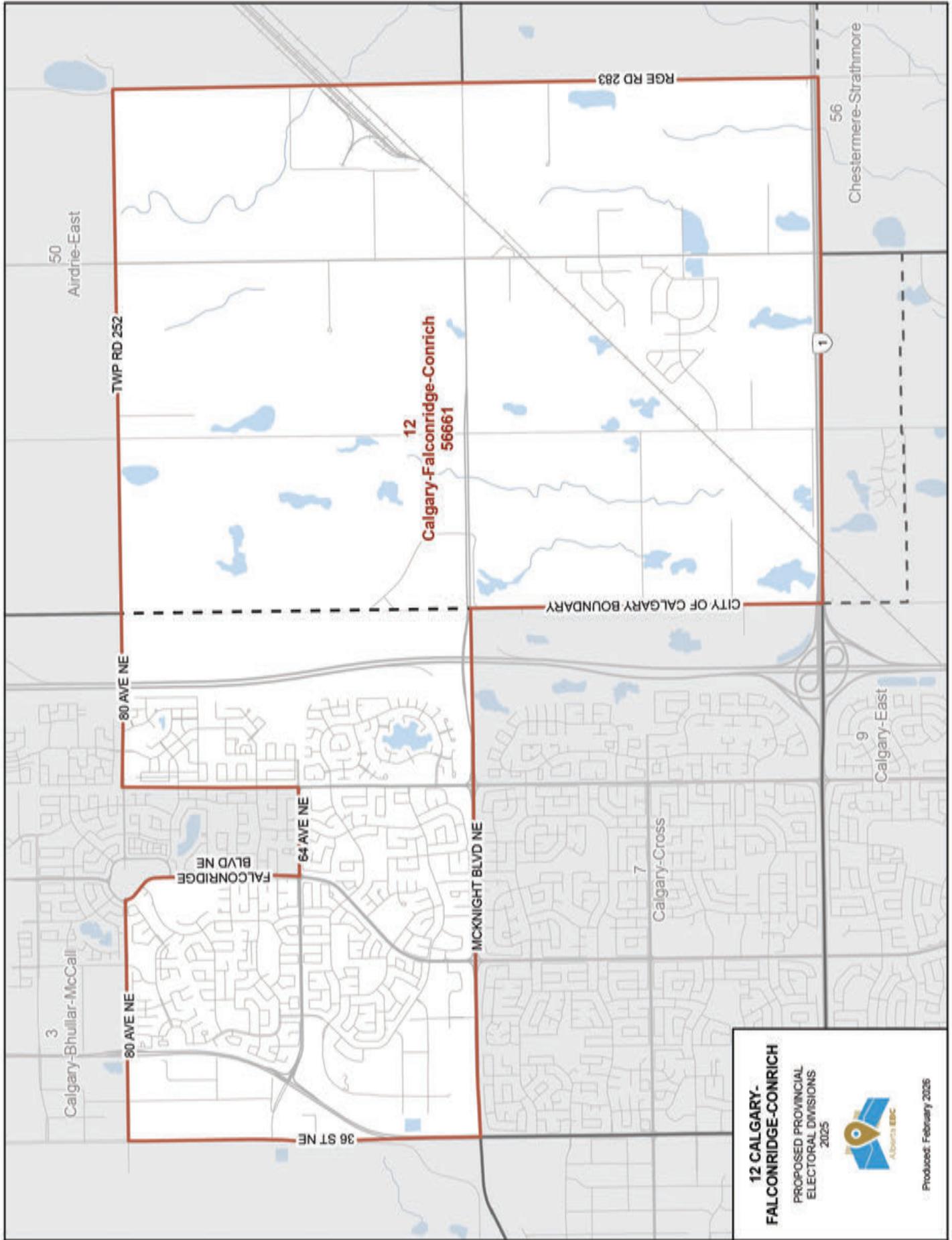


Calgary-Falconridge-Conrich – ED #12

For reasons noted in the discussion of Calgary-Cross, it is recommended that the following areas be moved from Calgary-Falconridge to Calgary-Cross: areas north of 32 Avenue NE, south of McKnight Boulevard NE, west of 68 Street NE, and east of 36 St NE.

It is further recommended that areas west of Falconridge Boulevard NE, south of 80 Avenue NE, and east of 36 Street NE, as well as those east of 68 Street NE and south of 80 Avenue NE, also be added to the electoral division from Calgary-Bhullar-McCall. These areas are linked to the neighbourhoods immediately to their south in terms of service centres and roads. Moreover, this change is necessary to balance populations.

Finally, it is recommended that portions of Rocky View County north of Highway 1, west of Range Road 283, and south of Township Road 252, concentrating on the Hamlet of Conrich, be added to this electoral division. These areas are significantly integrated into the City of Calgary. It is recommended that they be included in Calgary-Falconridge-Conrich instead of Calgary-Cross due to changes required to Calgary-Cross, discussed above.



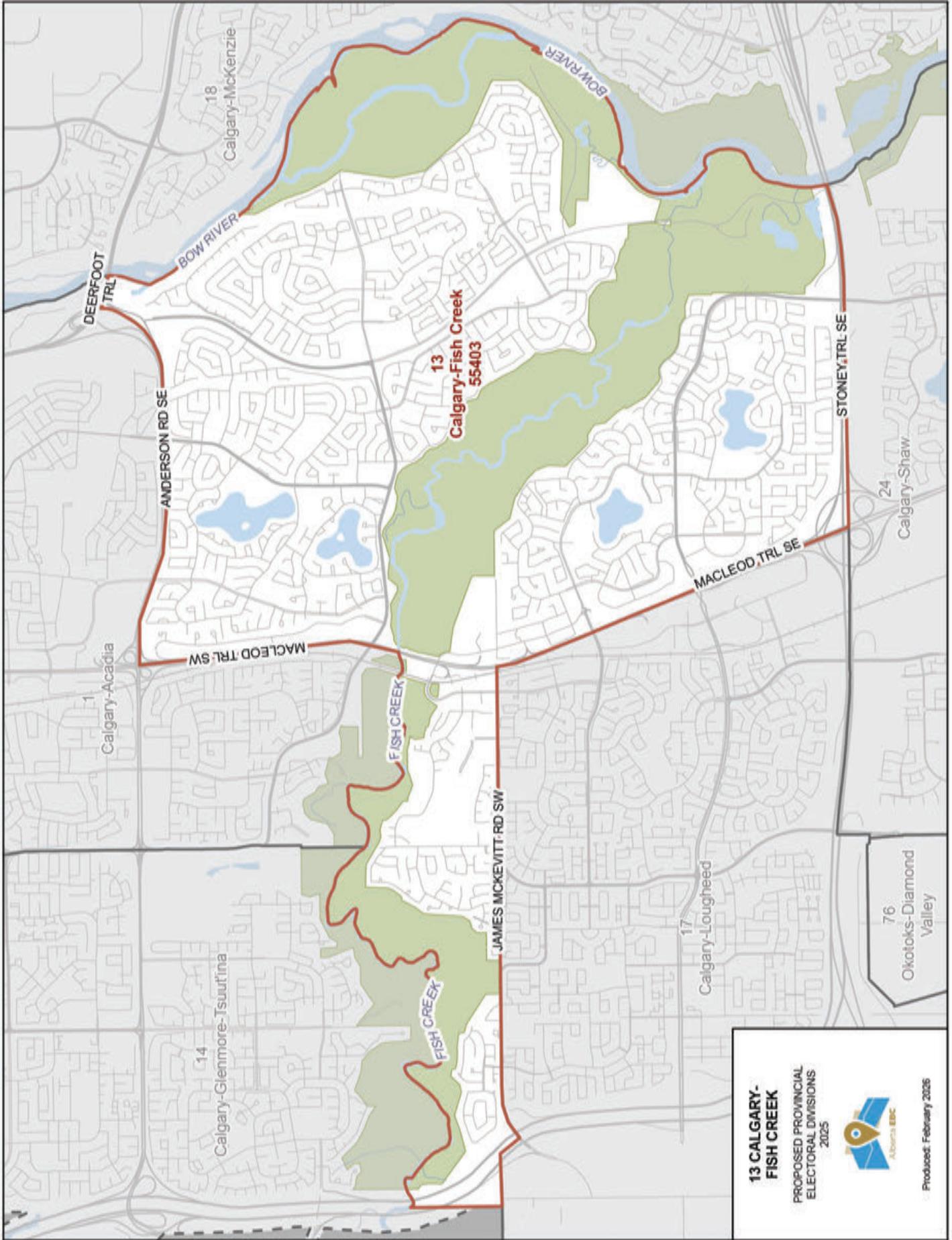
12 CALGARY-FALCONRIDGE-CONRICH
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2025

Calgary-Fish Creek – ED #13

These borders are exactly the same as the current borders of this electoral division, with one exception: areas have been added from Calgary-Lougheed, south of the Fish Creek, west of Macleod Trail, and north of James McKeivitt Road SW. These areas are very much of the “Fish Creek” area of the city and help balance populations.



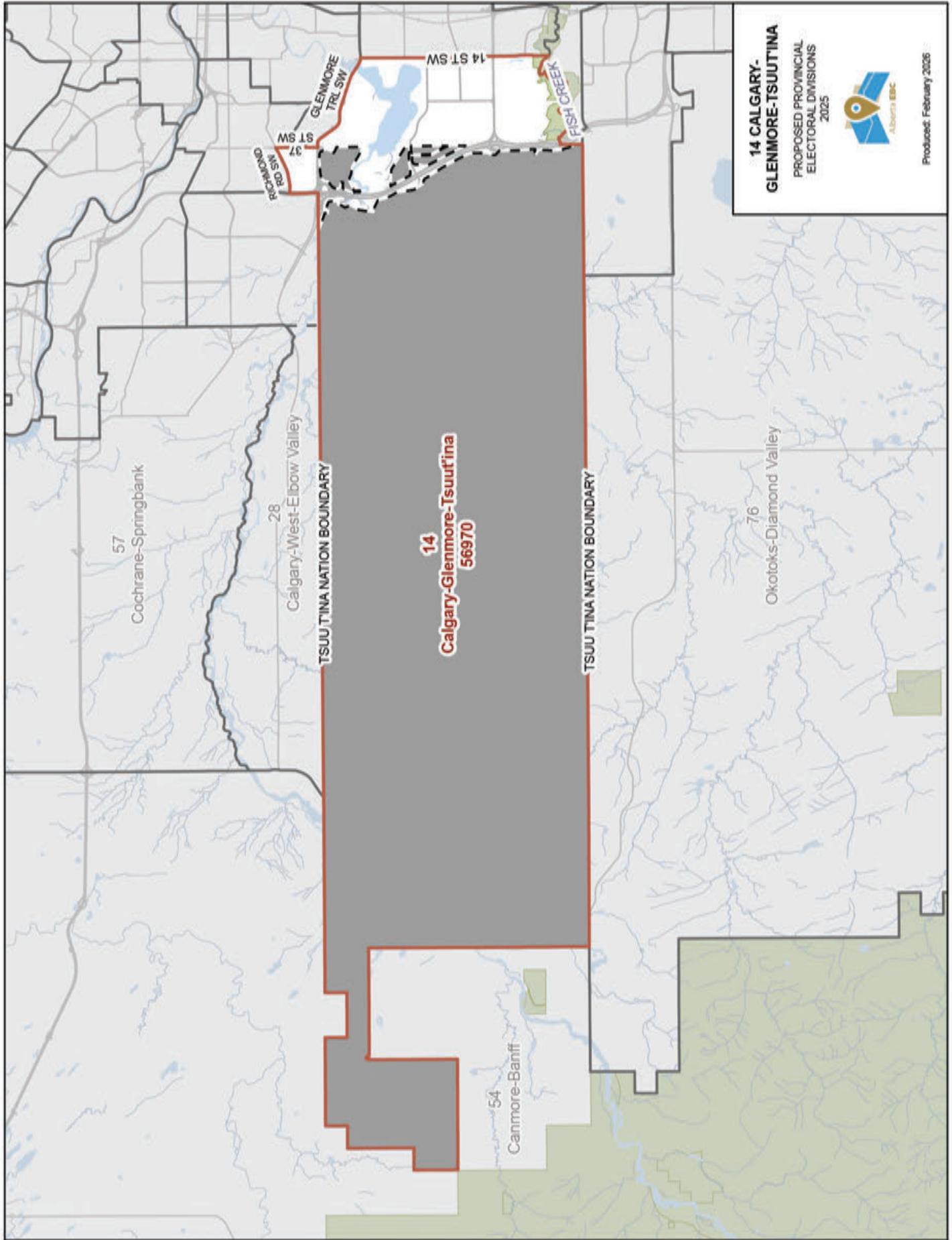
Calgary-Glenmore-Tsuut'ina – ED #14

This recommended electoral division's boundaries have four changes from the current Calgary-Glenmore. The first addition is Tsuut'ina Nation, which is recommended for inclusion to a Calgary electoral division, based on submissions, links in terms of infrastructure compared to Canmore-Banff, and mirroring the positive feedback regarding the decision to include Enoch Cree Nation in an Edmonton electoral division. The second addition is a discrete area south of Glenmore Trail SW, which is recommended for removal from Calgary-Elbow. This small area bears more in common, from a service and infrastructure perspective, with Calgary-Glenmore-Tsuut'ina. Moreover, the new proposed boundaries are easier to understand, with Glenmore Trail representing a mostly consistent boundary across the north end of the electoral division until 37 Street SW. The final addition is the neighbourhood of Glamorgan, i.e., all parts of Calgary-Elbow west of 37 Street SW. This area is connected via roads to Calgary-Glenmore-Tsuut'ina and balances populations.

To balance populations with Calgary-Acadia, the fourth change is the proposal that all areas in Calgary-Glenmore east of 14 Street SW be moved to Calgary-Acadia. This also creates 14 Street SW as a consistent eastern border of Calgary-Glenmore-Tsuut'ina.

This proposed electoral division continues to be based around the Glenmore Reservoir, with service and population centres on the north, east, and south sides of the reservoir. It brings together communities with commonalities.

These boundaries were well supported by many present residents. A particularly poignant submission came from Marg Semel: "The Jewish Community in Calgary Glenmore share common interests and need to stay together for their voice to be heard and represented. The [electoral division] offers that connection and engagement." Jayne Martin and Adam Singer expressed similar sentiments. We find these submissions persuasive.

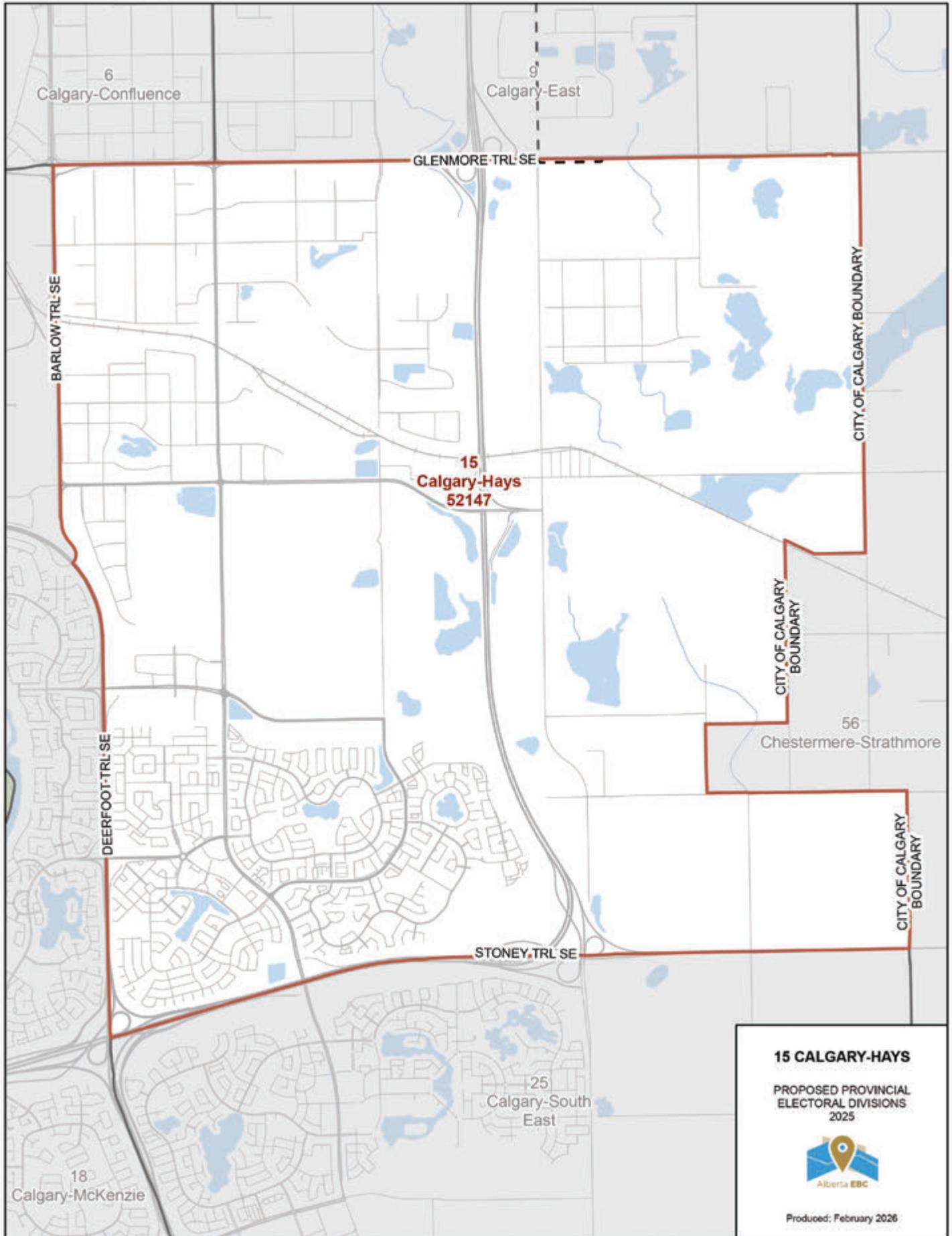


Calgary-Hays – ED #15

The proposed boundaries of Calgary-Hays essentially map the current boundaries, with two exceptions. The first exception is areas west of Deerfoot Trail being moved to Calgary-McKenzie. It is recommended that these areas be removed from Calgary-Hays to create Calgary-McKenzie and reflect the fact that the rate of growth in Calgary-Hays is much greater than in Calgary-McKenzie. Though the territory may seem modest, development is very possible in the eastern part of Calgary-Hays in the coming years, further justifying this boundary change.

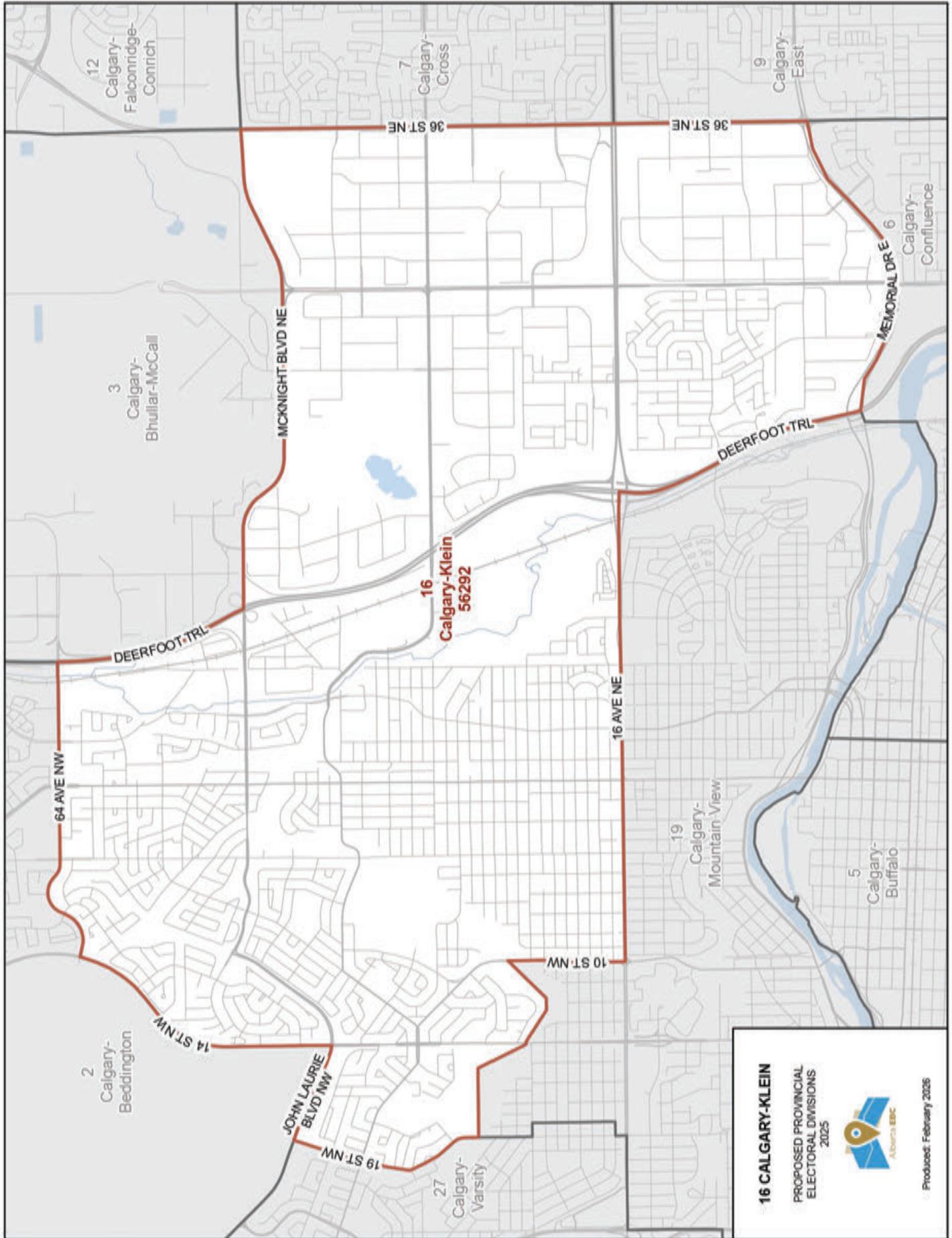
It is also recommended that areas south of Glenmore Trail SE and east of Deerfoot Trail SE be moved to Calgary-Hays from Calgary-Peigan, to create clear boundaries and create Calgary-McKenzie.

The Commission is satisfied that the proposed boundaries of Calgary-Hays make for an electoral division that can be effectively represented. But for the small addition, they make the current Calgary-Hays slightly smaller, which can only increase effective representation. To the extent the population variance needs justification, expected development on the east end of Calgary-Hays, as well as the advantages of the rectangular borders (Deerfoot Trail SE on the west, Stoney Trail SE on the south, the city limits on the east, and Glenmore Trail SE on the north), provide that justification.



Calgary-Klein – ED #16

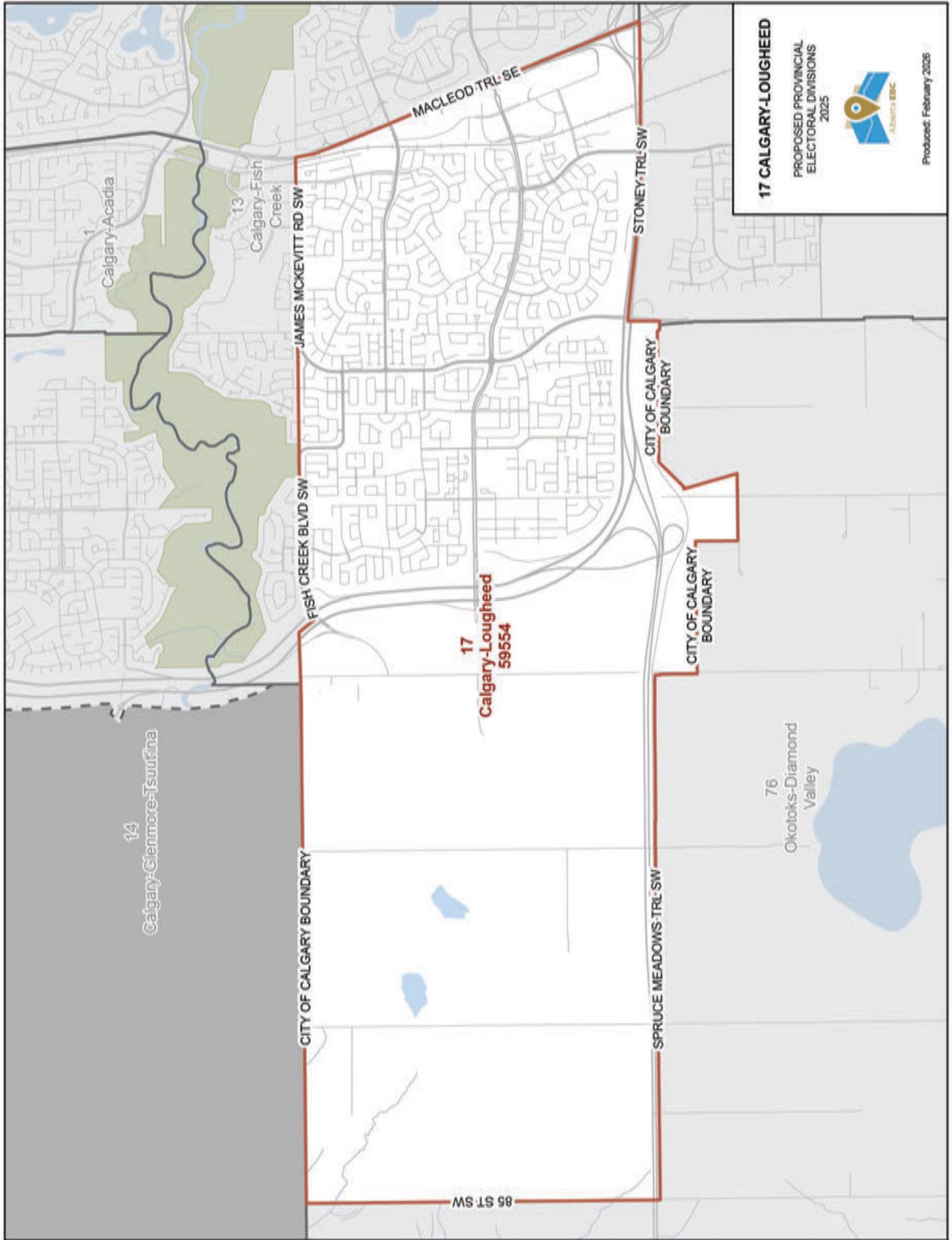
This is largely based on the previous boundaries of Calgary-Klein, with two exceptions. First, areas east of the Deerfoot Trail and south of Memorial Drive NE are recommended to be moved to the new electoral division of Calgary-Confluence, as part of the creation of this additional electoral division in Calgary. This reflects Memorial Drive being a major dividing line in this part of Calgary. Second, areas north of 16 Avenue, between 10 Street NW and 2 Street NW, are recommended to be added from Calgary-Mountain View. It is recommended that these areas be moved to Calgary-Klein because they bear similarities to Calgary-Klein in terms of housing, and to increase Calgary-Klein's population.



Calgary-Lougheed – ED #17

Two changes are proposed to Calgary-Lougheed. First, the areas north of 146 Avenue/James McKeivitt Road, east of the city limits, south of the Fish Creek, and west of Macleod Trail, are recommended for removal from Calgary-Lougheed. This increases Calgary-Fish Creek's population and reflects the fact that these areas were always somewhat an odd fit in Calgary-Lougheed. Second, areas north of Spruce Meadows Trail, east of James McKeivitt Road, south of Shawnessy Boulevard, and west of Macleod Trail are recommended for removal from Calgary-Shaw and addition to Calgary-Lougheed. These areas include service centres, infrastructure, and roads already connected to and in Calgary-Lougheed.

These changes make Calgary-Lougheed a more cohesive electoral division in terms of included neighbourhoods. They further make Calgary-Lougheed's borders a rough rectangle in the southwest corner of the city and easy to explain: Spruce Meadows Trail on the south, Macleod Trail on the east, 146 Avenue/James McKeivitt Road on the north, and 85 Street on the west. Though the deviance from provincial average population is higher than normal in Calgary, it is well within legal limits and justifiable given the advantages of the electoral division's proposed borders.



17 CALGARY-LOUGHEED

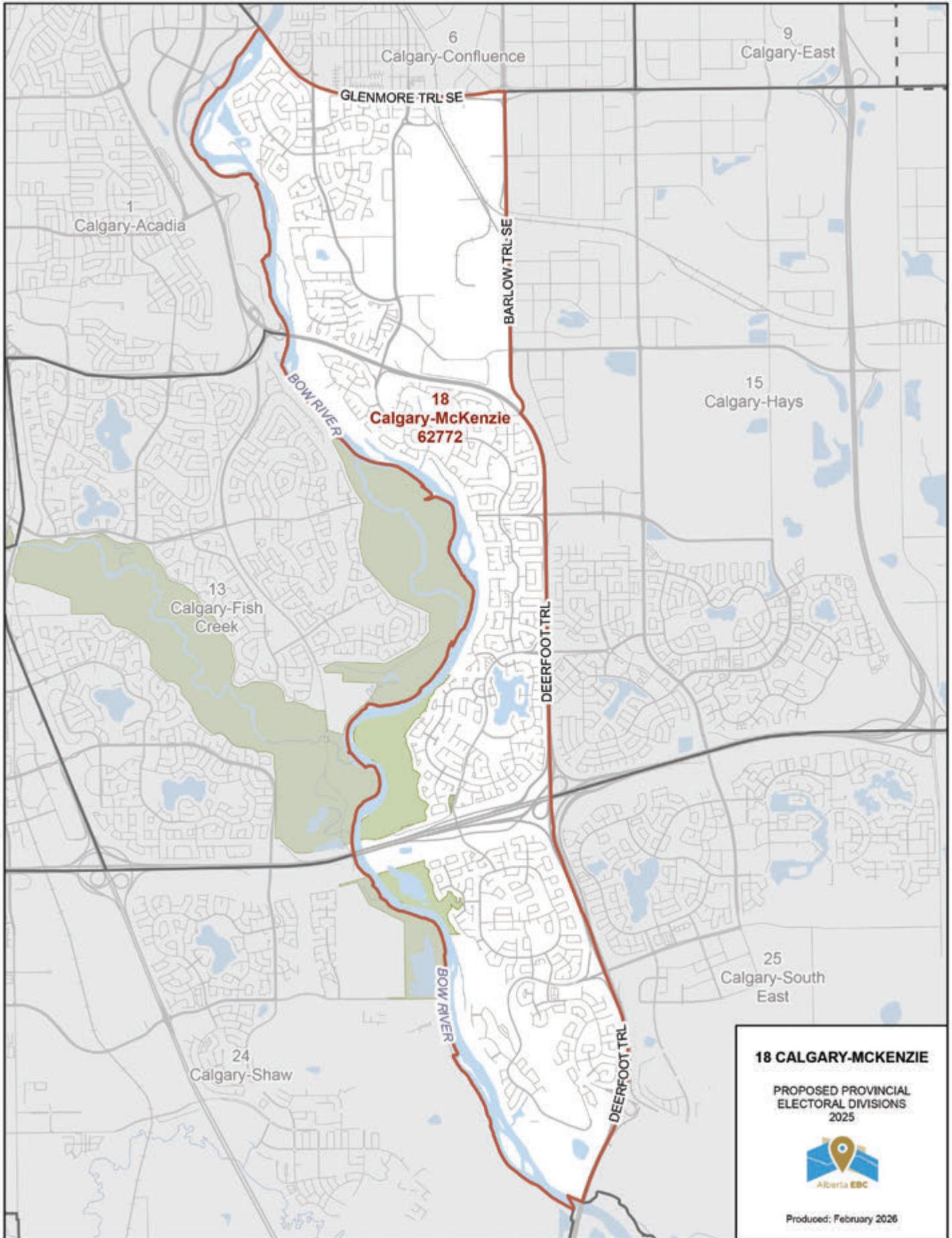
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2025

Calgary-McKenzie – ED #18

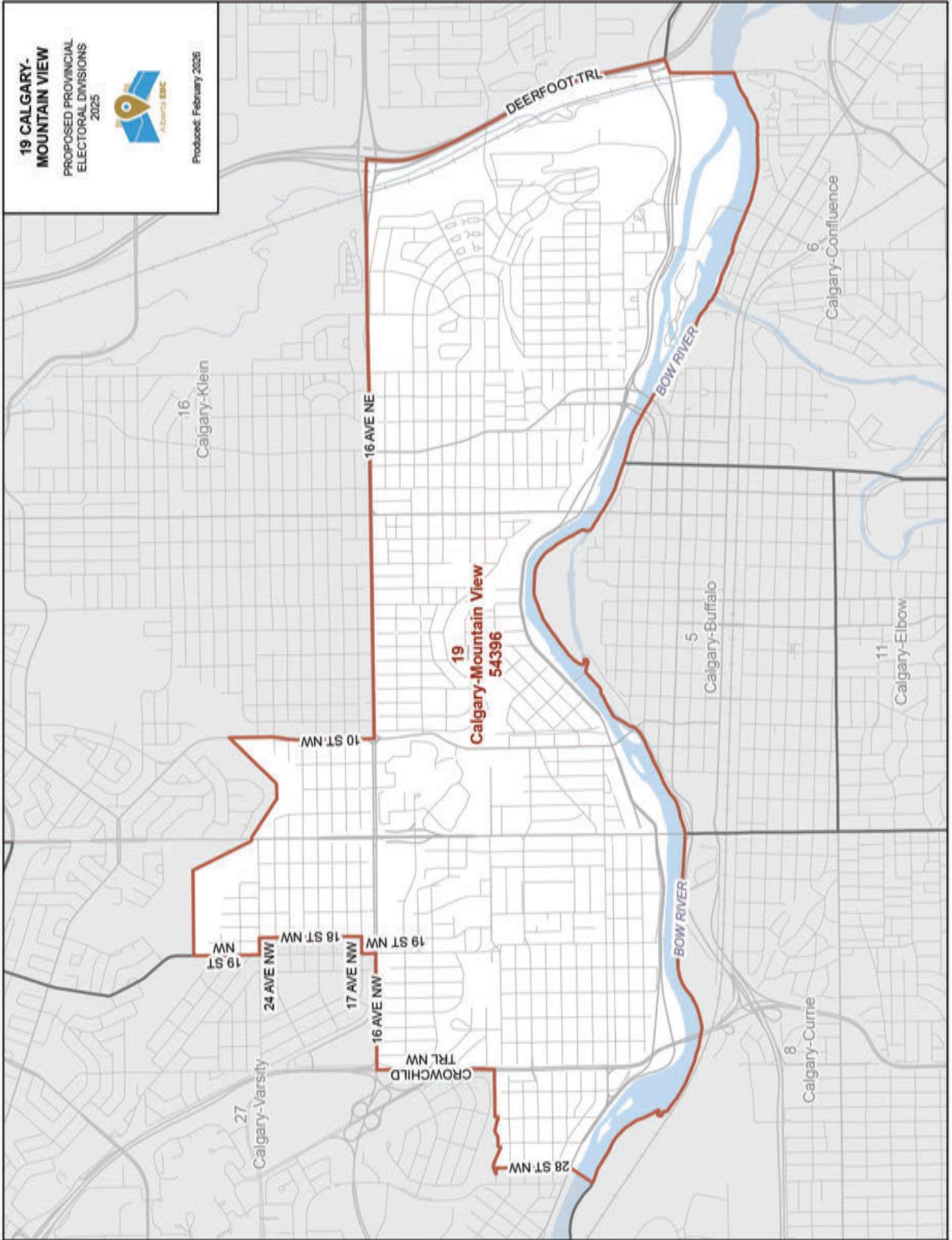
This is a new electoral division, to reflect the desire for a new electoral division in the city's south. It is a rough replacement for Calgary-Peigan, from which it takes much of its population. Its borders are easy to explain: the city limits on the south, the Deerfoot Trail on the east, Glenmore Trail SE on the north, and the Bow River on the west. Though long from a north-south perspective, these are communities in common. The higher-than-normal variance from the provincial population average is justified given the advantages of the clear borders and the lack of anticipated growth.



Calgary-Mountain View – ED #19

This recommended electoral division's boundaries are mostly unchanged. The only modest recommended changes are the exclusion of areas north of 16 Avenue, between 10 Street NW and 2 Street NW. It is recommended that these areas be moved to Calgary-Klein. Not only are residents in these areas often more likely to seek services in Calgary-Klein; this move is necessary to increase the population of Calgary-Klein, which would otherwise become unreasonably low in the context of the city.

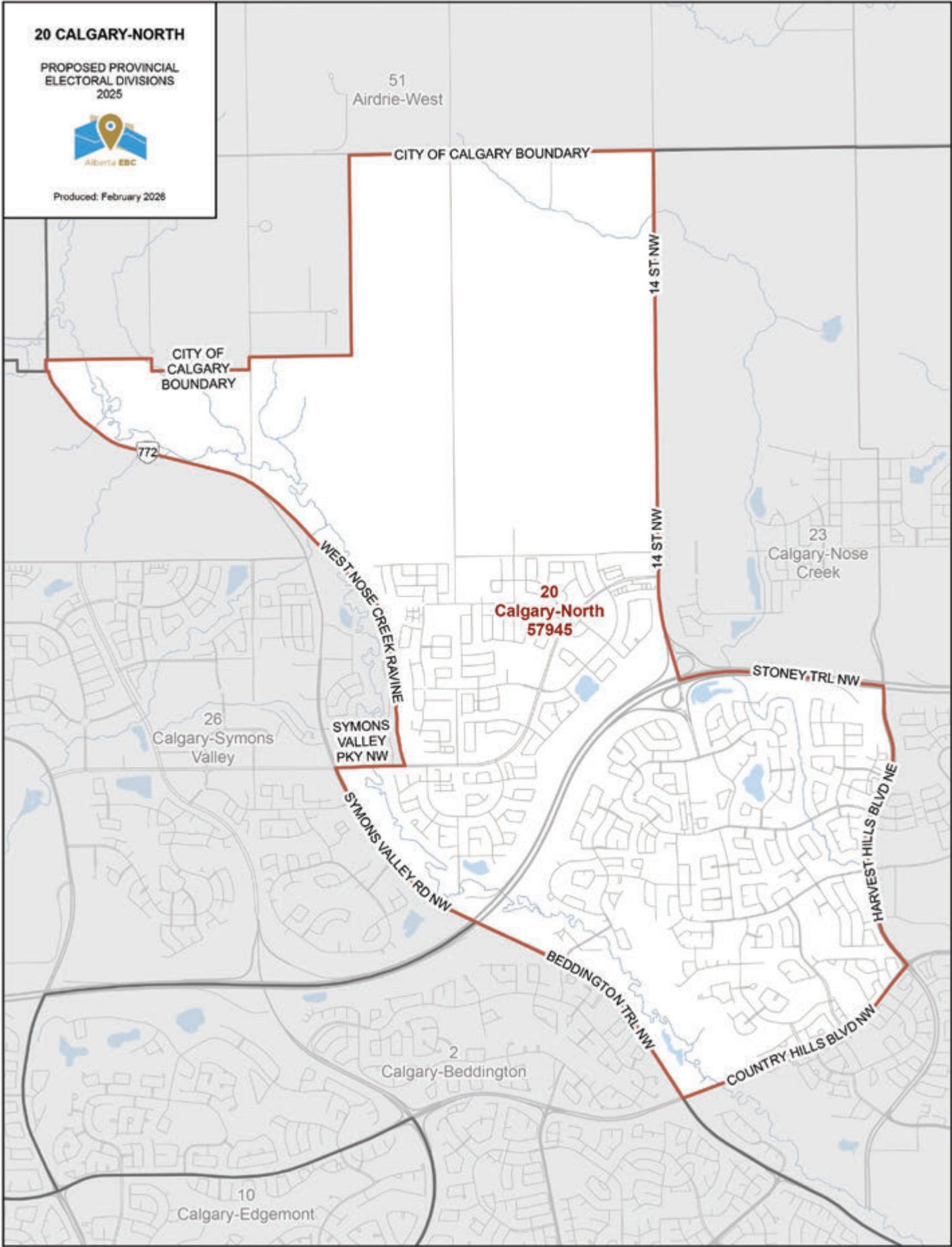
This electoral division will be a conduit for effective representation. The current boundaries provide for effective representation. The slight reduction in size will only increase that.



Calgary-North – ED #20

This proposed electoral division is modestly changed from the previous boundaries, with two exceptions. First, it is recommended that the western boundary, north of Symons Valley Parkway NW, be moved from Evanspark Boulevard NW/Panorama Road NW to Symons Valley Road NW/West Nose Creek Ravine. This has three advantages. First, it creates a clear boundary for Calgary-North. Second, it unites communities east of the geographic barrier that is the West Nose Creek Ravine. Third, it reduces the population in Calgary-Symons Valley, where significant growth is expected.

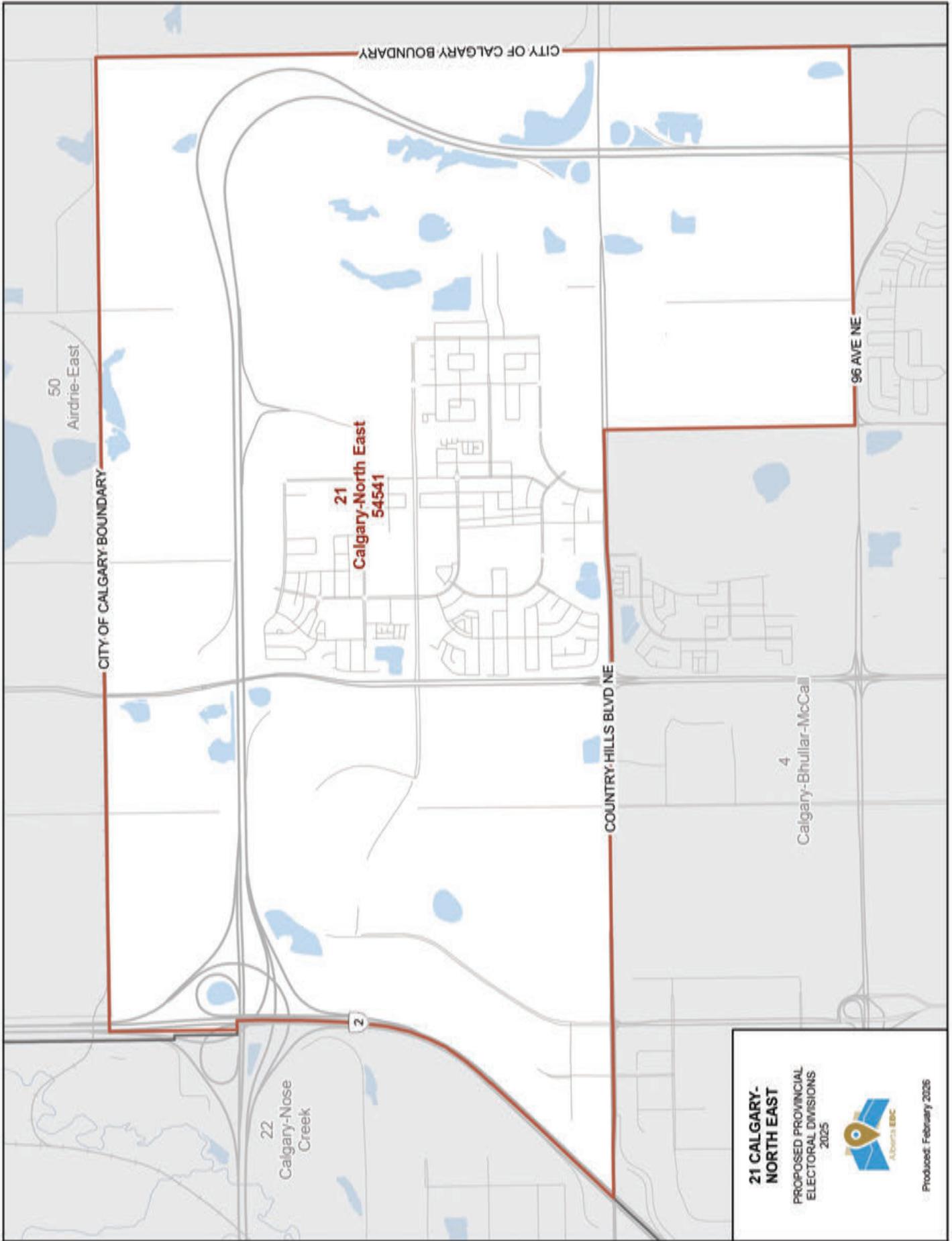
Second, to reduce Calgary-North's population in light of that change, and for further reasons noted below in the discussion of Calgary-Nose Creek, it is recommended that areas north of Stony Trail and east of 14 Street NW be moved into Calgary-Nose Creek. This also creates clearer borders and reduces Calgary-North's population, in addition to being necessary to create Calgary-Nose Creek.



Calgary-North East – ED #21

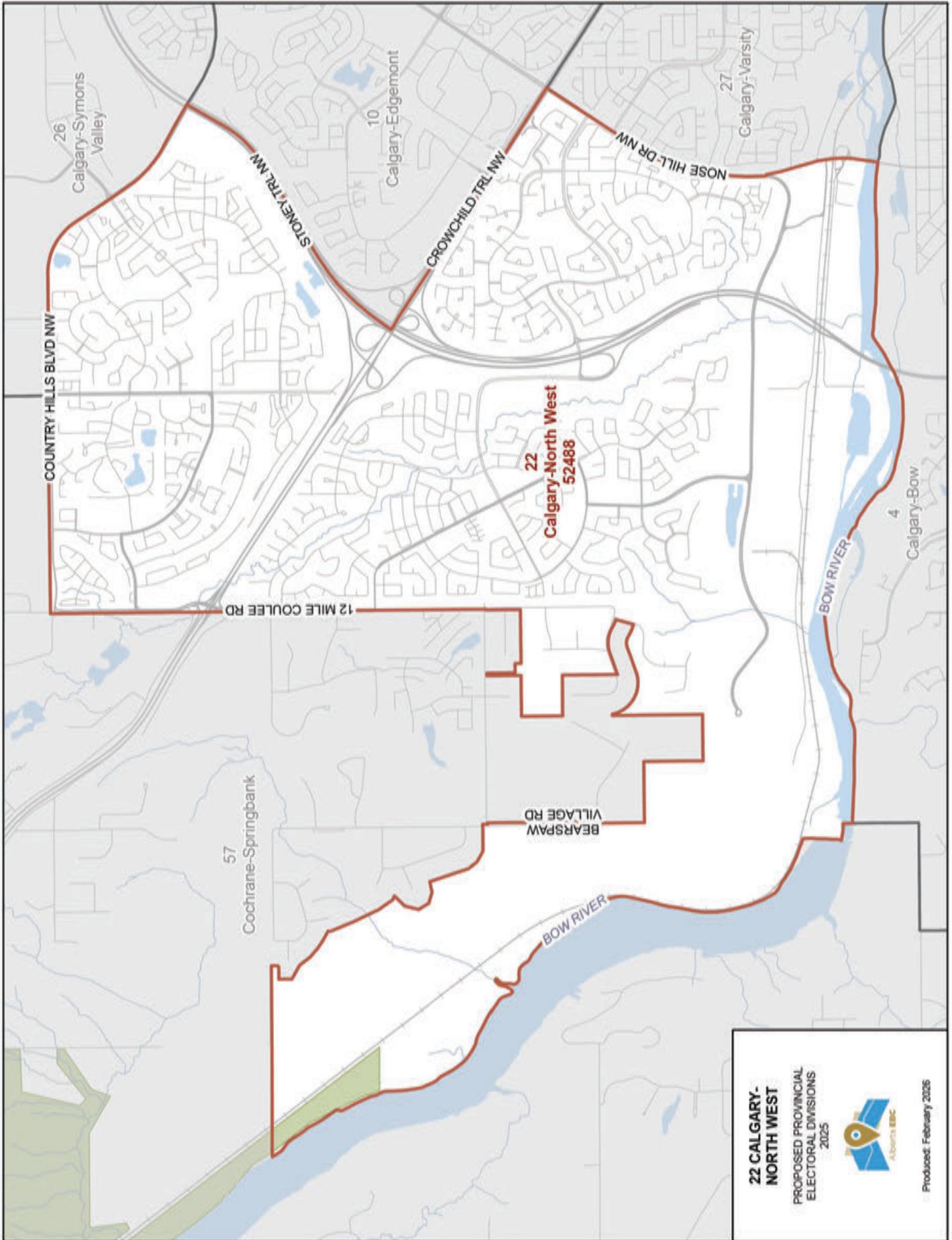
This area of the city has grown rapidly, and this is expected to continue. This requires two changes to the electoral division's boundaries. First, it is recommended that a border with Calgary-Bhullar-McCall be moved from Metis Trail NE to a straight line extending south between Country Hills Boulevard and 96 Avenue, connecting 60 Street NE, for reasons noted above in the discussion of Calgary-Bhullar-McCall. Second, all parts of the electoral division west of Deerfoot Trail are recommended to be moved to the new electoral division of Calgary-Nose Creek. The Deerfoot Trail is a major north-south corridor, and is accordingly a logical boundary.

Though these changes leave Calgary-North East's population modestly below the provincial average, this is justifiable given the expected growth in this area of Calgary.



Calgary-North West – ED #22

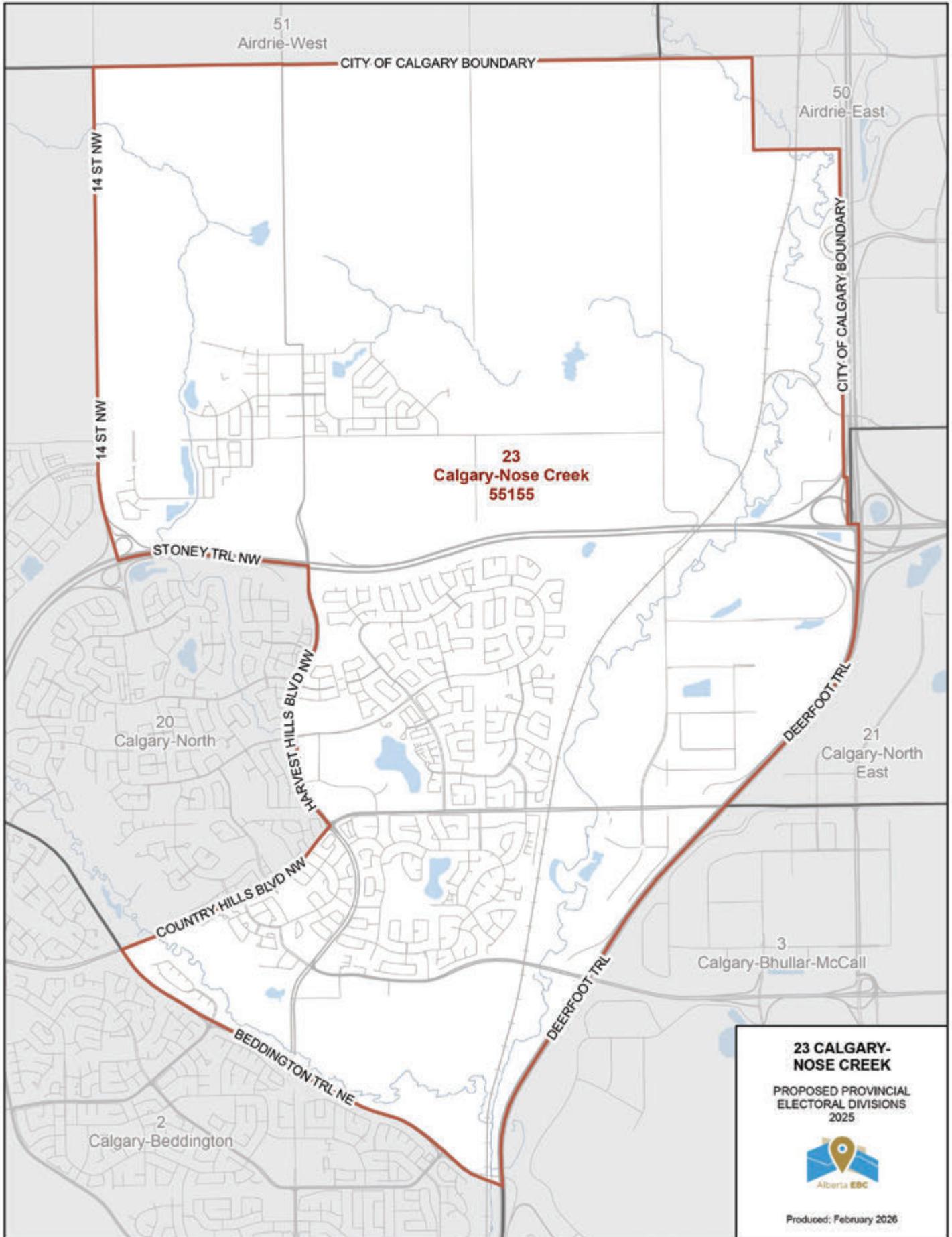
This recommended electoral division's boundaries are unchanged. This reflects anticipated population growth and the fact that this electoral division makes sense due to common transportation routes and roadways. Though the Commission gave serious consideration to moving Bearspaw into this electoral division, this is a good example of where the Commission elects to maintain the *status quo* in the absence of a compelling reason to depart from it, especially given the very modest variance from the average population and the rationales for other electoral divisions in Northwest Calgary.



Calgary-Nose Creek – ED #23

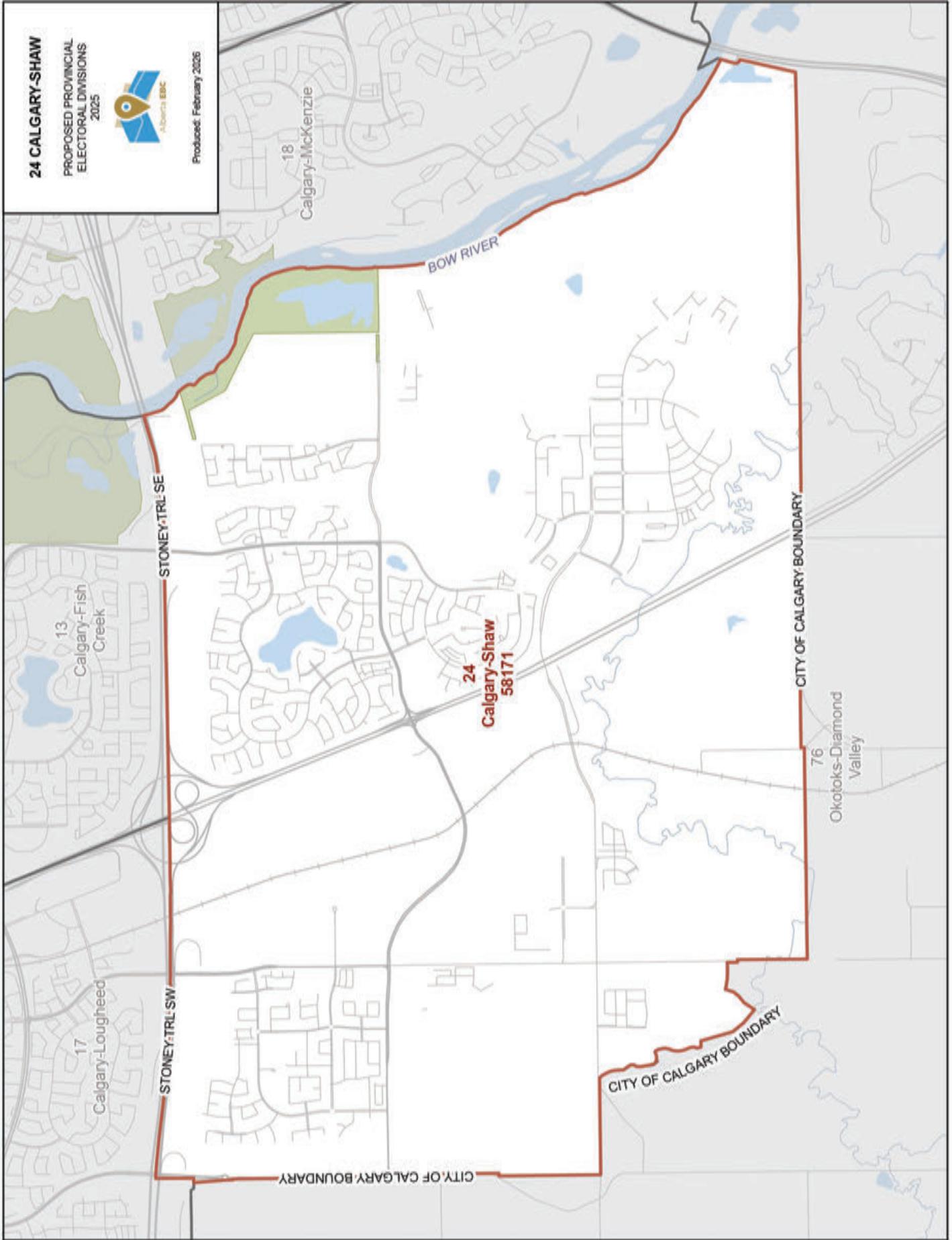
This electoral division's boundaries are overwhelmingly taken from the previous boundaries of Calgary-North East: all parts of that electoral division west of the Deerfoot Trail are proposed to be in this electoral division. It is also proposed that the portions of Calgary-Beddington north and east of Beddington Trail be moved to Calgary-Nose Creek. Not only does this modest change further equalize populations in this area of Calgary; it connects these communities to the electoral division in terms of existing transportation routes and where residents often receive services. Finally, it is recommended that areas north of Stony Trail and east of 14 Street, that were previously in Calgary-North, be moved into Calgary-Nose Creek. This connects the communities further north in Calgary-Nose Creek with neighbourhoods elsewhere in the electoral division. It further helps equalize the populations between Calgary-Nose Creek and Calgary-North. Otherwise, the population in Calgary-North may become unreasonably high.

Ultimately, this proposed electoral division has clear and easy-to-understand boundaries, linking communities with significant commonalities. The Commission thanks Ronald Yule for his recommendation regarding naming an electoral division after the Nose Creek.



Calgary-Shaw – ED #24

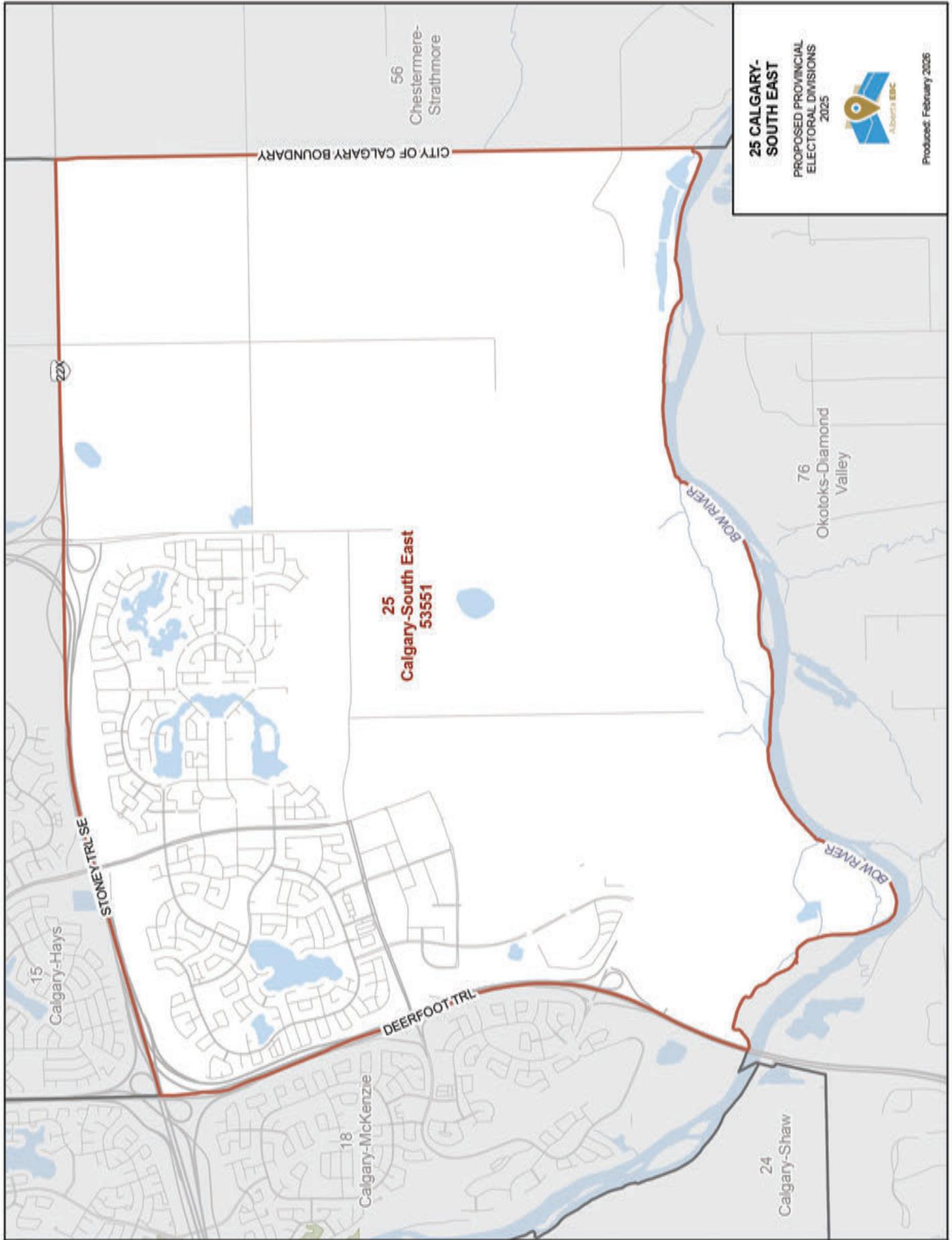
This electoral division's boundaries are clear and in accordance with several submissions: the Bow River on the east, the city limits on the south and west, and Stoney Trail/Spruce Meadows Trail on the north. The desirability of these boundaries justifies the slightly higher-than-average population. This is also very similar to the current Calgary-Shaw, but for losing the areas north of Spruce Meadows Trail, which was necessary to reduce population.



Calgary-South East – ED #25

The proposed boundaries of Calgary-South East essentially match the current boundaries, with the exception of areas north and west of Deerfoot Trail being moved to Calgary-McKenzie. It is recommended that these areas be removed from Calgary-South East for three reasons. First, it helps create Calgary-McKenzie. Second, losing this territory was necessary or else Calgary-South East's population would have been unreasonably high. Third, this makes the boundaries of Calgary-South East clear and rectangular: the city borders on the south and east, Deerfoot Trail on the west, and Stoney Trail on the north.

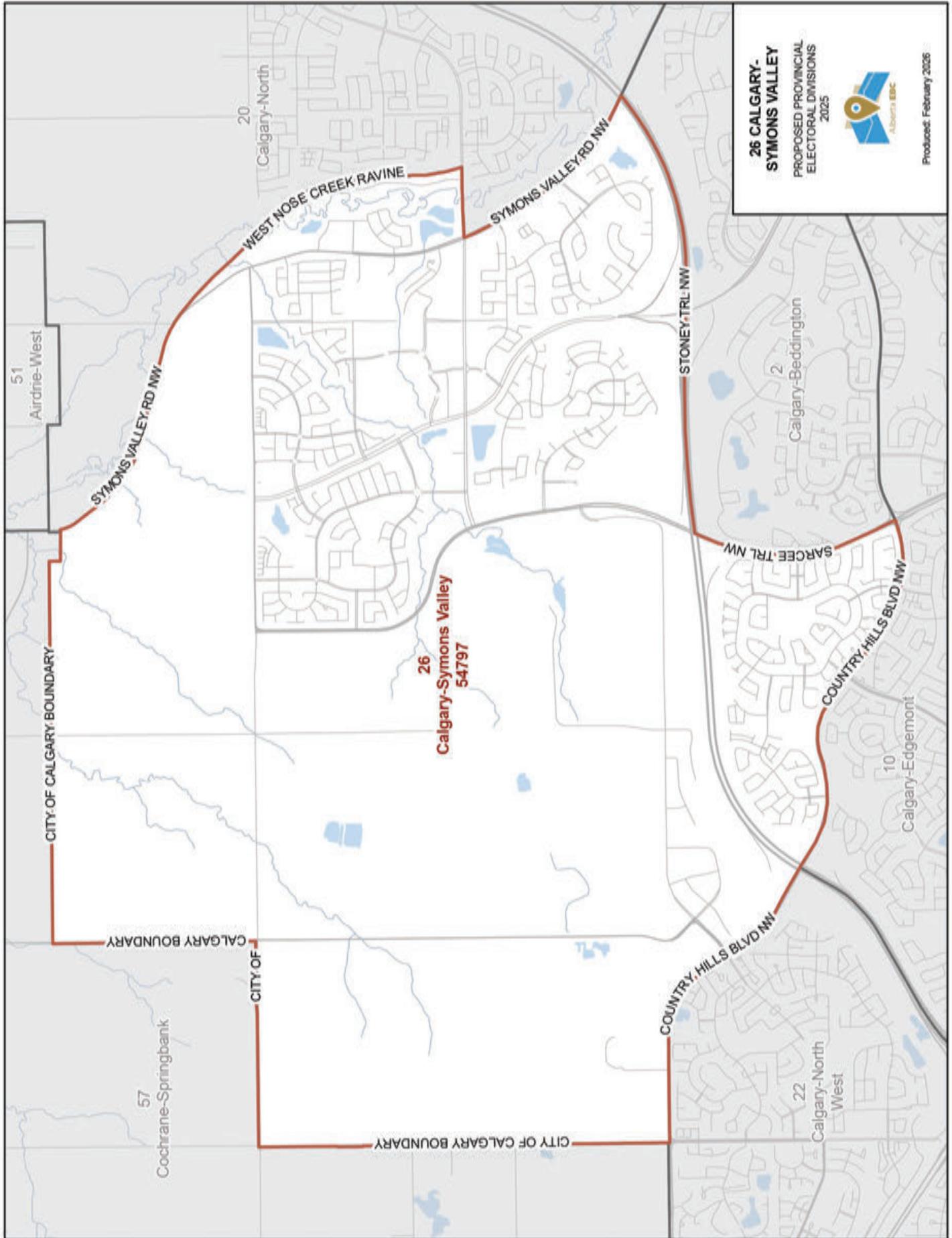
The Commission is satisfied that the proposed boundaries of Calgary-South East make for an electoral division that can be effectively represented. Essentially, they make the current Calgary-South East slightly smaller, which can only increase effective representation.



Calgary-Symons Valley – ED #26

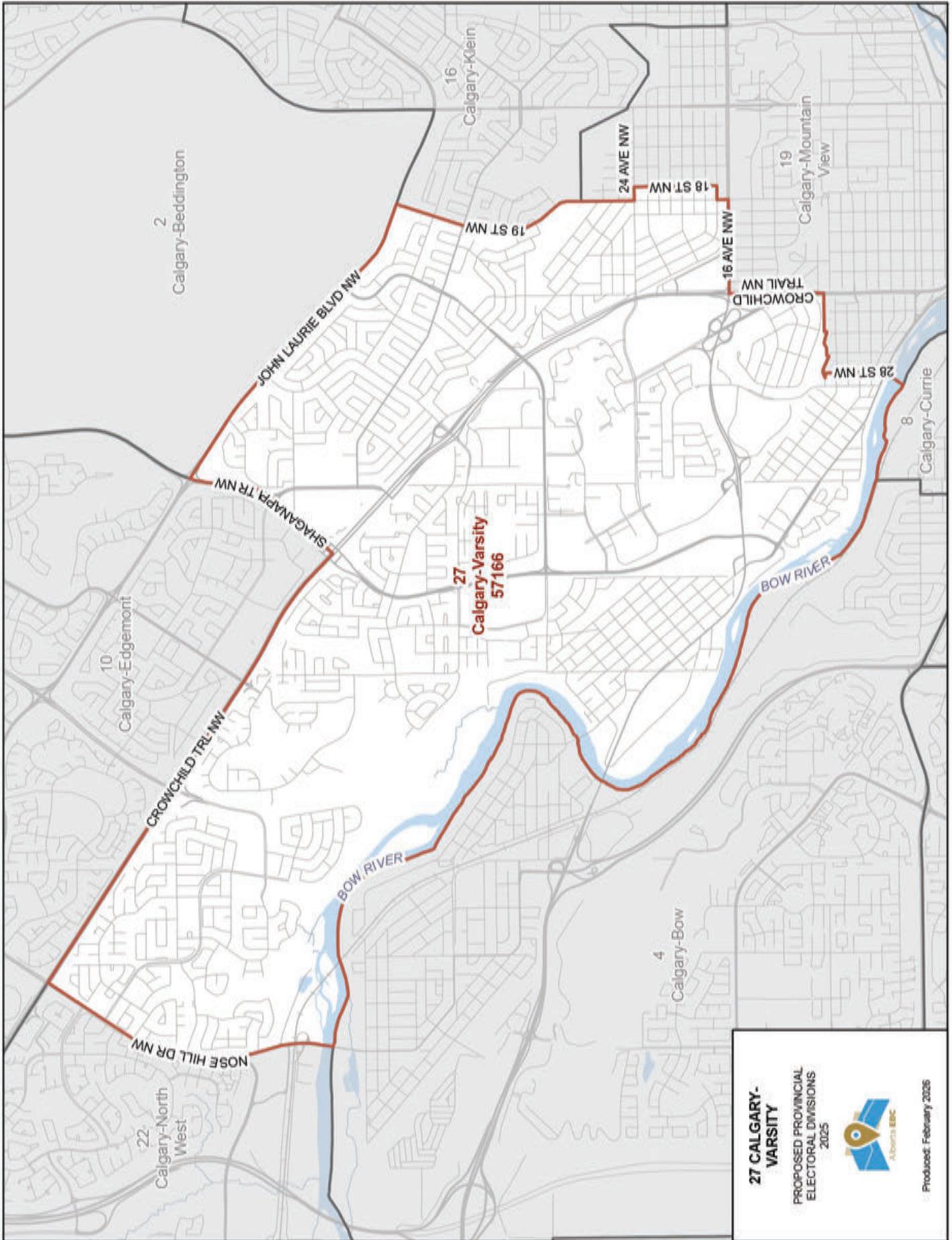
This proposed electoral division is mostly unchanged from the previous boundaries of Calgary-Foothills, with two exceptions. Both of these areas are recommended for removal given significant expected growth in Calgary-Symons Valley. First, as noted in the discussion of Calgary-North, it is recommended that the eastern boundary, north of Symons Valley Parkway, be moved from Evanspark Boulevard NW/Panorama Road NW to the West Nose Creek Ravine/Symons Valley Road NW. Second, it is recommended that areas to the south of Country Hills Boulevard NW be moved to Calgary-Edgemont. This change connects these areas to service centres within Calgary-Edgemont and makes Country Hills Boulevard NW a consistent boundary on Calgary-Edgemont's north.

Reducing the size of the electoral division will only facilitate effective representation. We propose that this electoral division be renamed "Calgary-Symons Valley" instead of Calgary-Foothills, based on local submissions, which note that the "Foothills" name is confusing, given that this electoral division does not border, much less contain territory in, Foothills County.



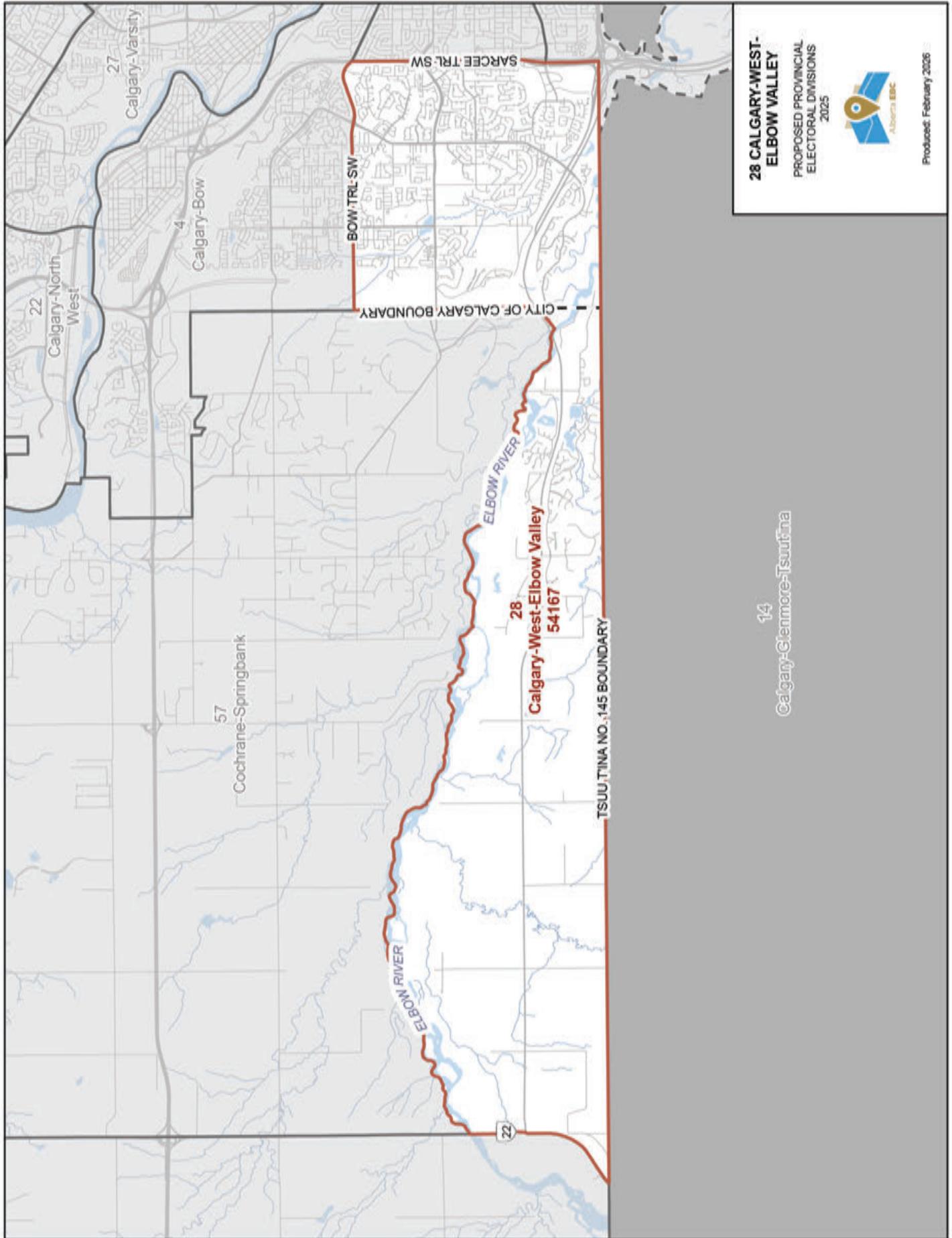
Calgary-Varsity – ED #27

This recommended electoral division's boundaries are unchanged from its current boundaries with one exception: areas north of the Bow River previously in Calgary-Bow are recommended for transfer into Calgary-Varsity. This keeps both electoral divisions closer to provincial averages in terms of population, and, in any event, it makes sense for both electoral divisions to use the river as a consistent boundary. This is discussed to a greater extent in the above description of Calgary-Bow. Moreover, this electoral division makes sense due to common transportation routes and being centred around the University of Calgary. This electoral division has clear boundaries, and it is preferable to preserve boundaries close to the *status quo*.



Calgary-West-Elbow Valley – ED #28

This has the same boundaries as the current Calgary-West, with the exception of the rural portions that have been added to it: east of Highway 22, south of the Elbow River, west of the City of Calgary boundaries, and north of Tsuut'ina Nation's northern boundary. Adding these rural portions is justified for four reasons. First, the rural portions of the electoral division are predominantly acreages in the Elbow Valley that, in terms of service centres, are linked to Calgary much more than to Canmore or Cochrane in neighbouring electoral divisions. Second, adding these rural portions brings Calgary-West-Elbow Valley's population closer to the provincial average. Third, this is an introduction to the concept of hybrid electoral divisions, which is certainly the way of the future.



14
Calgary-Clenmore-Tsuut'ina

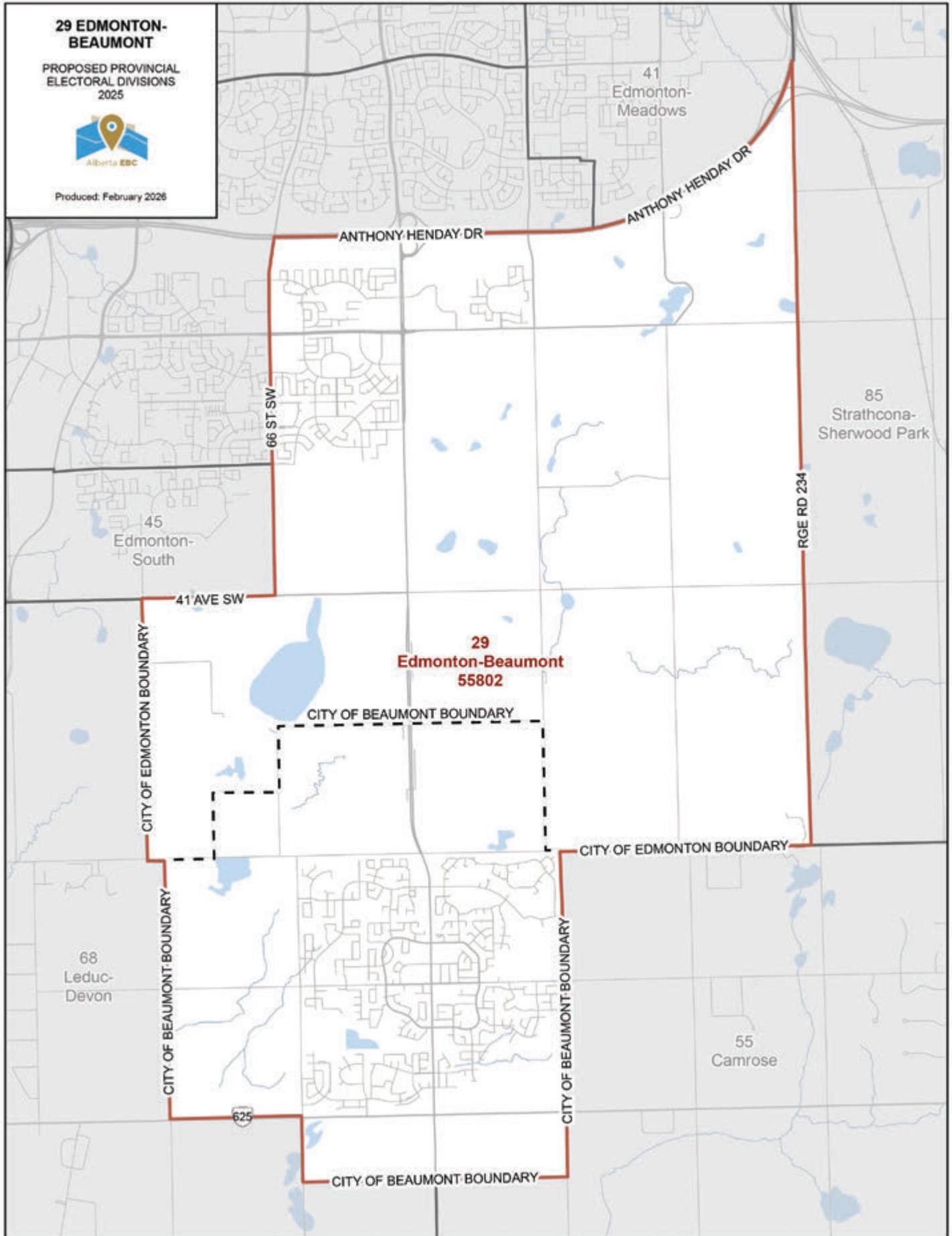
II. EDMONTON (21 ELECTORAL DIVISIONS)

Edmonton-Beaumont – ED #29

This electoral division consists of the entirety of the City of Beaumont. It also contains portions of the present Edmonton-Ellerslie: a) south of 41 Street SW, and b) south of the Anthony Henday Boulevard and east of 66 Street.

This new electoral division is the most significant hybrid electoral division the Commission proposes. It reflects the link between Beaumont and south Edmonton, and the unanimous desire not to divide Beaumont. While the Commission recognizes that there was more support for Beaumont to be united with Leduc, not only would such an electoral division have had an undesirably high population; it would have had significant cascading consequences on the rest of the province, which would have impeded effective representation.

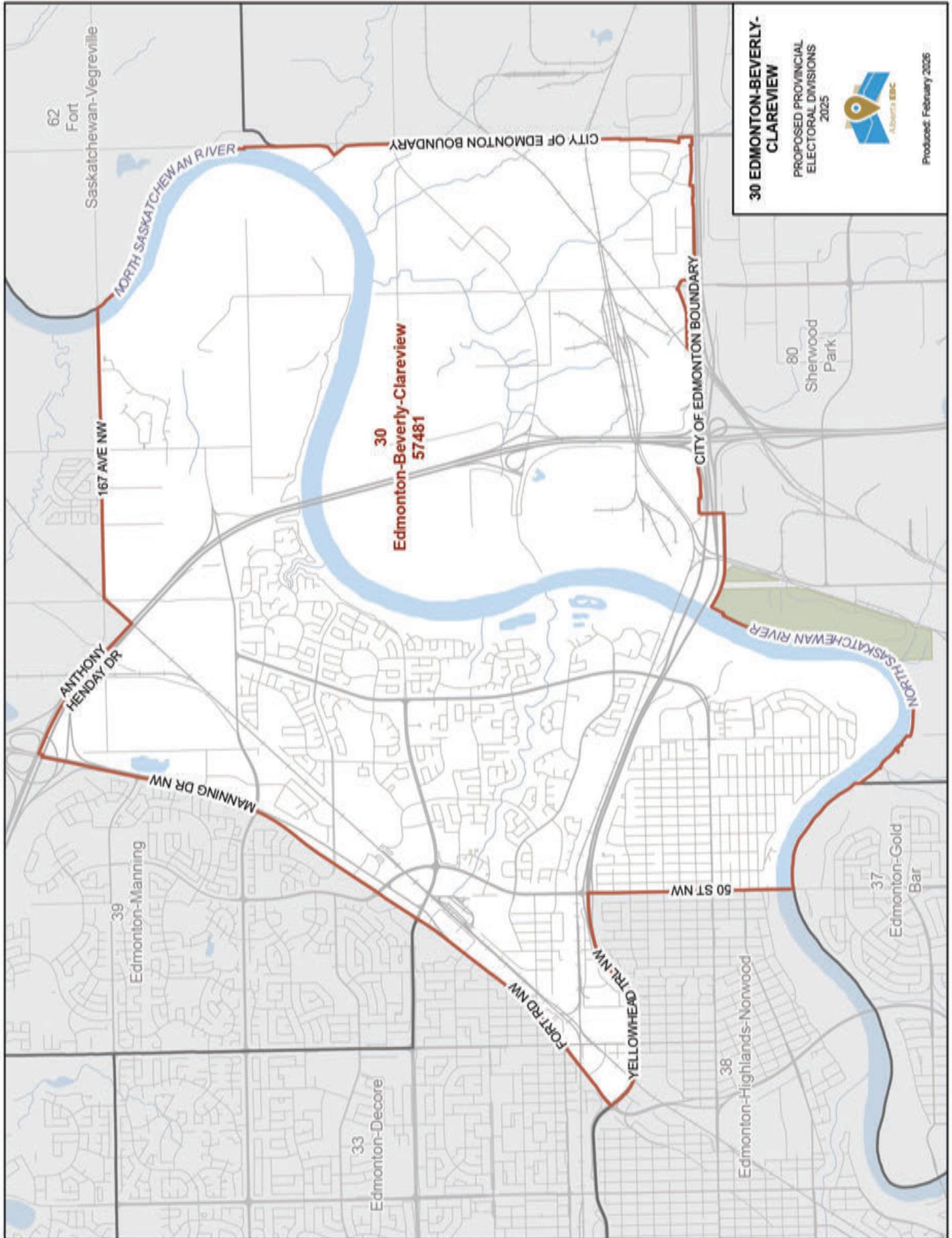
Given the link between Beaumont and south Edmonton, and this electoral division's clear borders, the Commission is confident that effective representation will follow.



Edmonton-Beverly-Clareview – ED #30

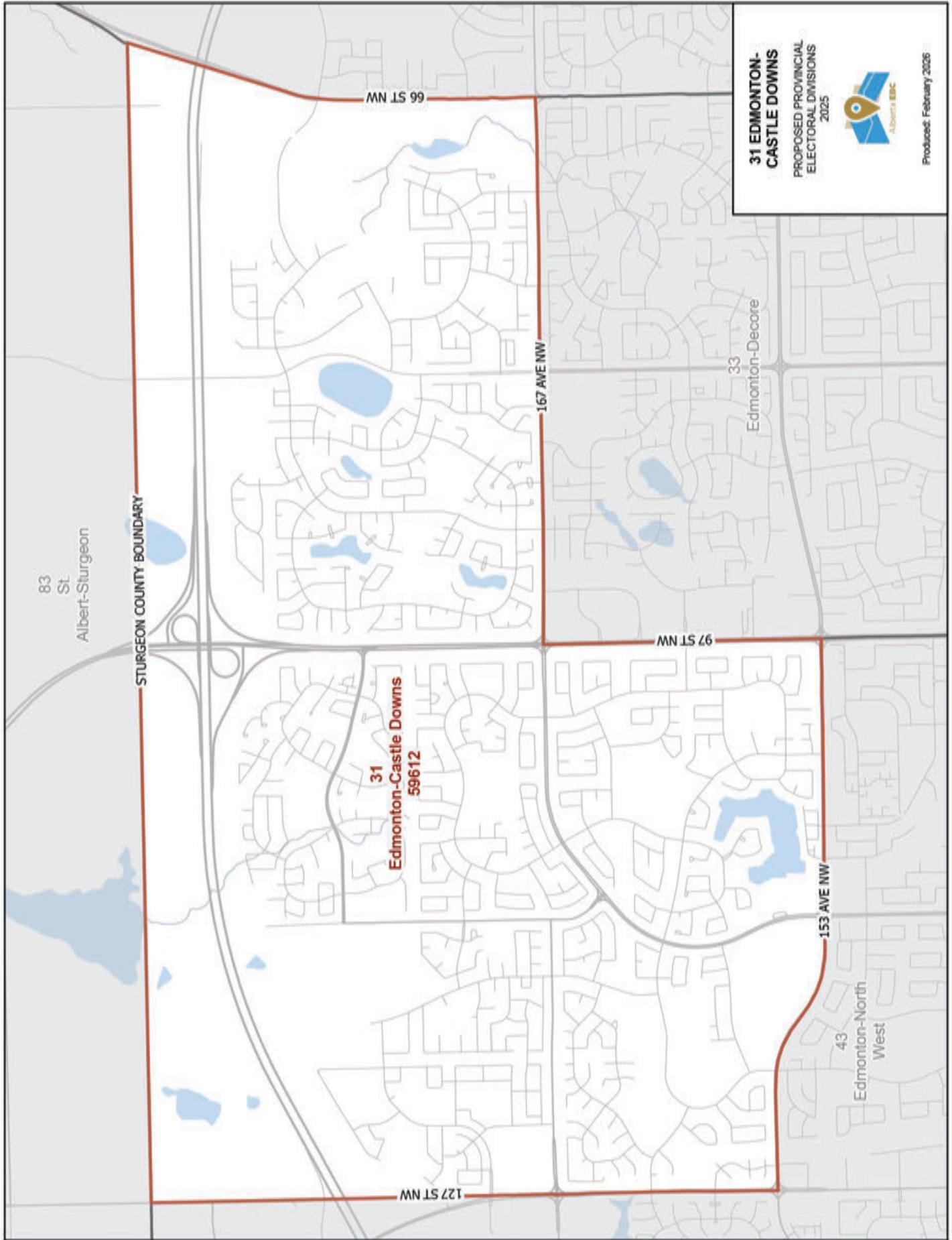
The proposed new boundaries are similar to the previous electoral division bearing the same name, which by all accounts has worked well as a single electoral division.

The electoral division has exchanged some territory with Edmonton-Decore, for reasons noted in discussion of that electoral division. Further territory is added from Edmonton-Manning, south and east of Manning Drive NW to Anthony Henday Boulevard, to the railway line, up to 167 Avenue NE. This closes the gap in population between Edmonton-Manning and Edmonton-Beverly-Clareview, which is especially warranted given the expected population growth in Edmonton-Manning. But the fundamental character of this electoral division remains intact.



Edmonton-Castle Downs – ED #31

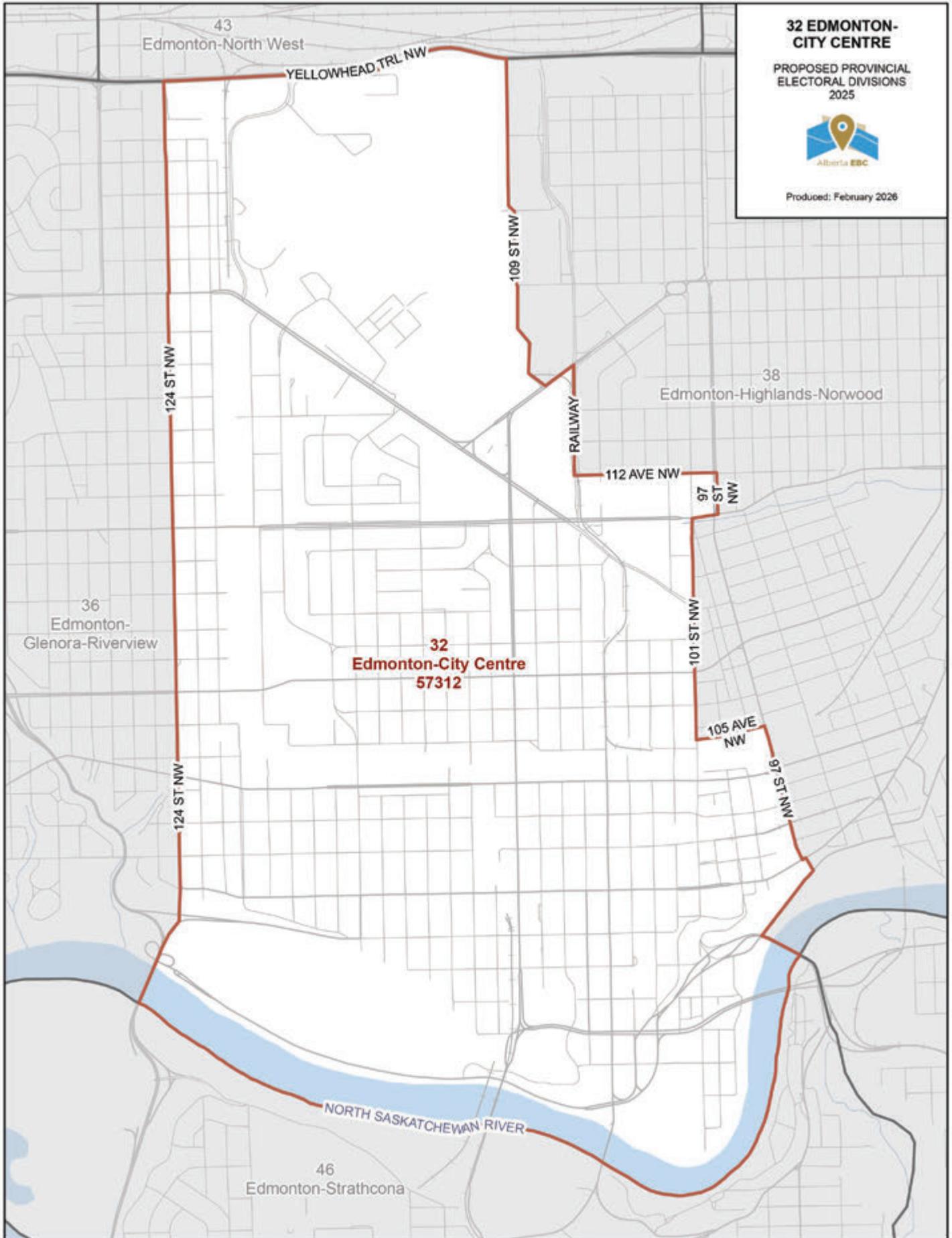
This electoral division is unchanged from the last redistricting, with borders that reflect the city's northern boundaries as well as major roadways. Constituents congress within the same service centres. This remains well within the 25% variance that is legally permitted, providing another reason to maintain the electoral division in current form.



Edmonton-City Centre – ED #32

This bears significant similarities to the current boundaries of Edmonton-City Centre. It has gained area east of 124 Street NW from Edmonton-Glenora. Not only does this make the electoral division closer to the provincial population average; it also makes the borders between Edmonton-City Centre and Edmonton-Glenora-Riverview clearer. The electoral division lost territory to Edmonton-Highlands-Norwood north of 112 Avenue NW and west of 97 Street NW but east of 109 Street NW, north of Princess Elizabeth Avenue NW, and east of the railway line. These neighbourhoods are likely to seek many services in Edmonton-Highlands-Norwood. Moreover, this transfer was necessary to keep the population of Edmonton-Highlands-Norwood closer to the provincial average.

Ultimately, this electoral division is close in population to the provincial average and remains an electoral division that is extremely close to its current boundaries. Effective representation will follow.



32 EDMONTON-CITY CENTRE
PROPOSED PROVINCIAL ELECTORAL DIVISIONS 2025

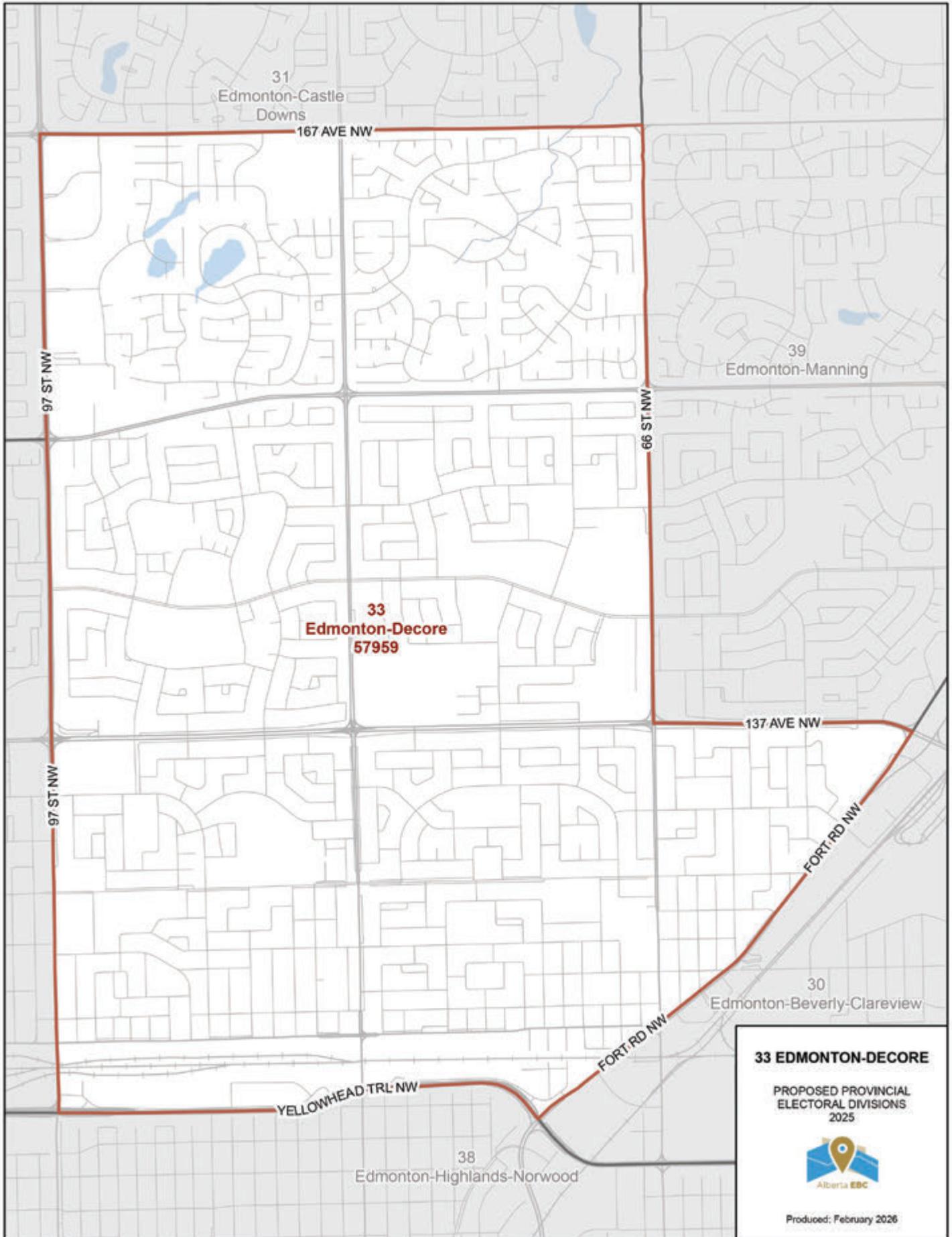


Produced: February 2026

Edmonton-Decore – ED #33

This is very similar to the current boundaries of the electoral division. However, additional territory south of 137 Avenue NW and west of Fort Road NW has been added from Edmonton-Beverly-Clareview, to reflect the fact that significant development is not expected in this electoral division, unlike the neighbouring electoral divisions of Edmonton-Manning and Edmonton-Beverly-Clareview. The additional neighbourhoods added are connected to the new proposed boundaries from an infrastructure perspective. To balance populations and make Fort Road NW a consistent boundary, areas south of Fort Road NW and east of 66 Street NW are recommended for addition to Edmonton-Beverly-Clareview from Edmonton-Decore.

The population variance from the provincial average is well within the target for effective representation, and the compact size of the electoral division decreases the logistical challenges in representing it.



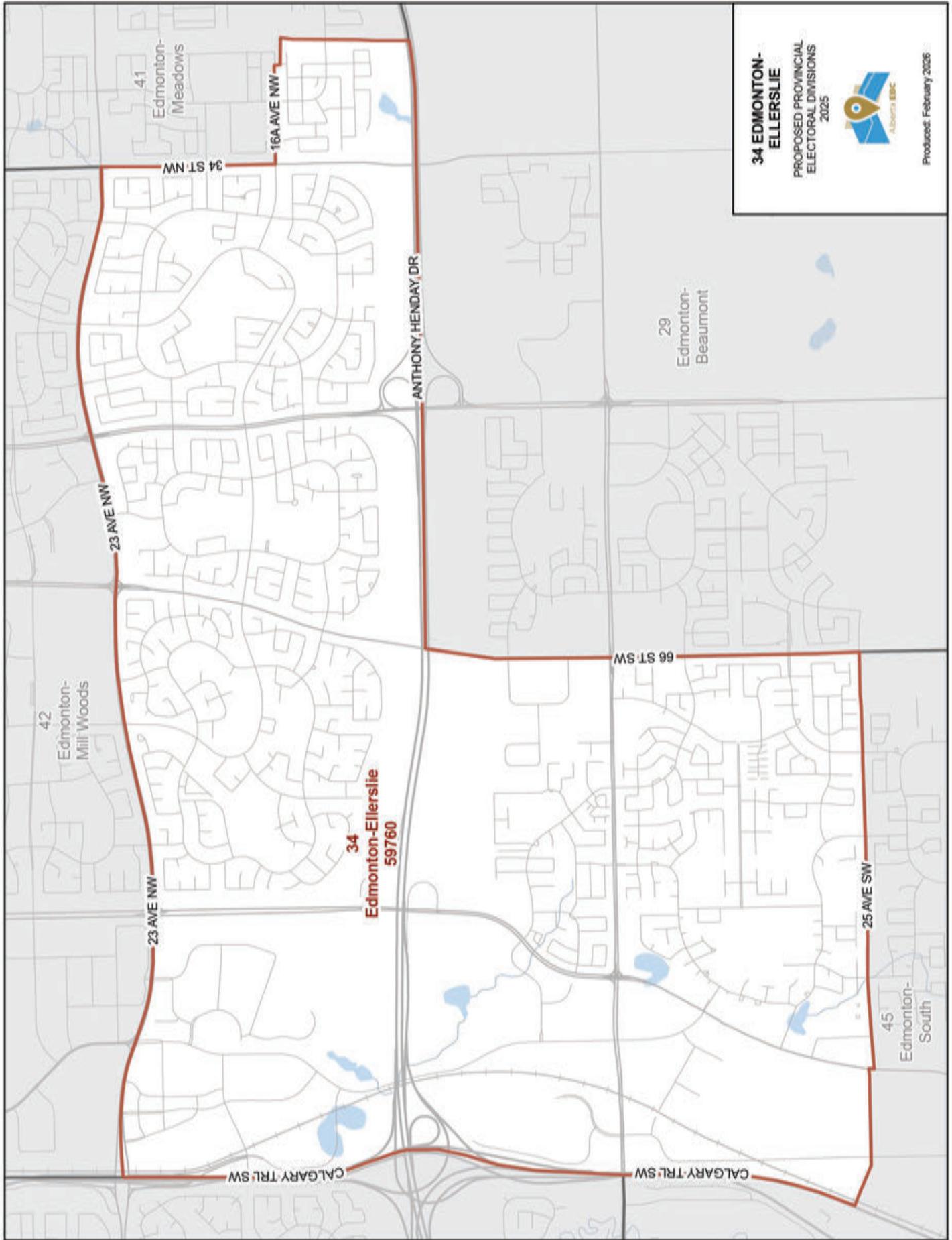
Edmonton-Ellerslie – ED #34

There are significant changes to this electoral division, to assist in the creation of the new electoral division of Edmonton-Beaumont. At its core, the new electoral division of Edmonton-Ellerslie includes areas:

- a) east of Calgary Trail SW, south of 23 Avenue NW, north of 25 Avenue SW, and west of 66 Street;
- b) north of the Anthony Henday, west of 34 Street NW, south of 23 Avenue NW, and east of 66 Street NW; and
- c) north of the Anthony Henday, east of 34 Street NW, south of 16A Avenue NW and 15 Avenue NW, and west of 17 Street NW.

The electoral division has gained territory from Edmonton-South, Edmonton-Meadows, and Edmonton-Mill Woods to balance populations and to keep communities of interest in common. It has lost significant territory to create Edmonton-Beaumont. It has also lost some area to Edmonton-Meadows and Edmonton-South to balance populations and create clearer borders in this area of Edmonton.

The electoral division's borders are a logical polygon in the south of Edmonton. Its slightly higher-than-average population is amply justifiable given its compact nature and proximity to the Legislature.



34 EDMONTON-ELLERSLIE
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



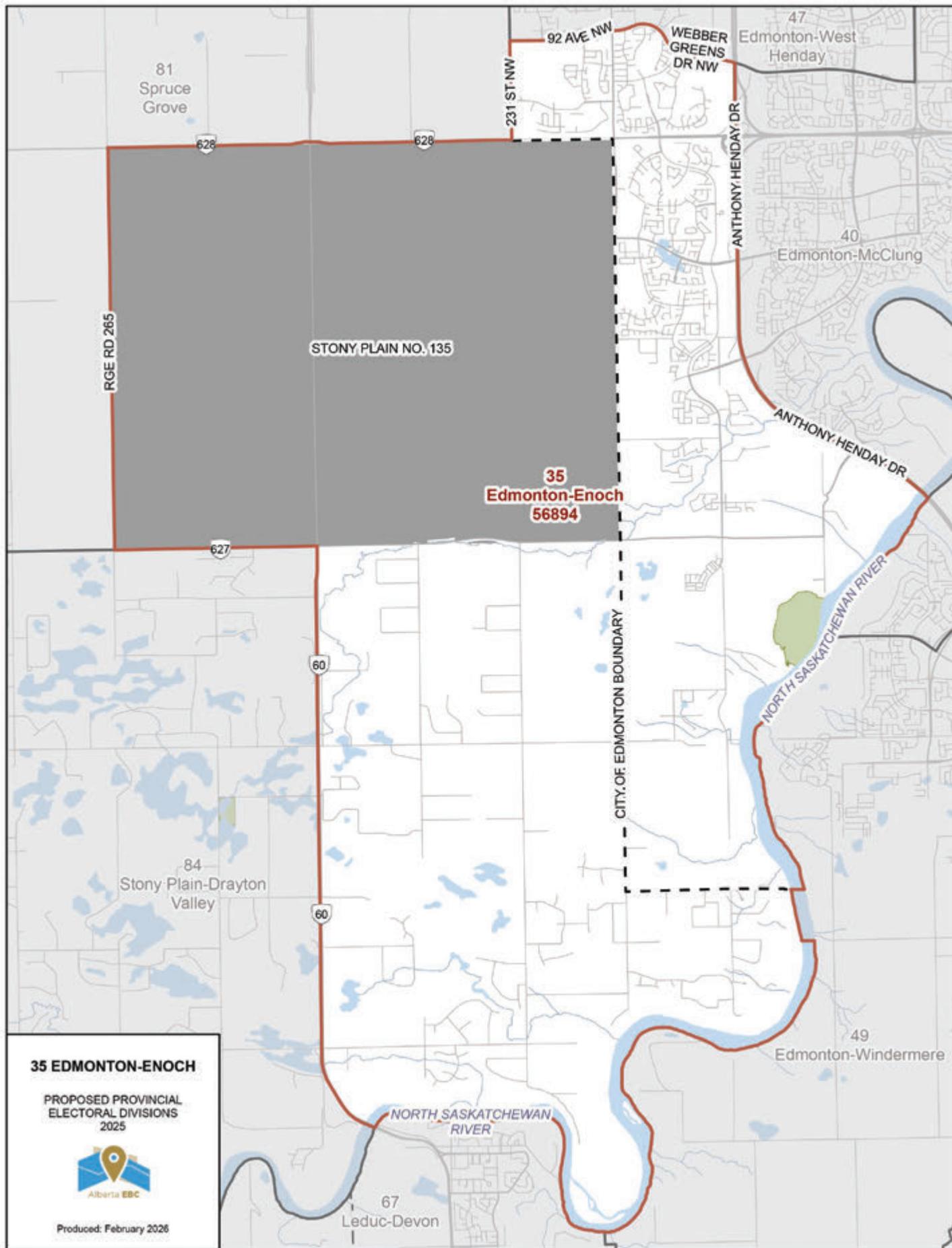
Produced: February 2026

Edmonton-Enoch – ED #35

This new electoral division takes all areas previously in Edmonton–South West north of the North Saskatchewan River, west of Anthony Henday Drive, and south of Whitemud Drive. Edmonton–Enoch has also gained areas north of Whitemud Drive NW, west of Anthony Henday Drive, and south of Webber Greens Drive NW/92 Avenue NW from Edmonton–West Henday. This creates Edmonton–Enoch and helps reduce the population in Edmonton–West Henday.

The new electoral division also includes Enoch Cree Nation. This First Nation is very integrated into the economy, culture, and infrastructure of west Edmonton. The Commission is particularly intrigued at the prospect of an Edmonton electoral division including a First Nations reserve. In the Commission’s view, this linking can create cultural understanding and recognize shared interests. This was also supported by submissions that the Commission received. Significant praise was given to this decision after release of the interim report, despite objections from the City of Edmonton itself.

Finally, Edmonton–Enoch has gained a small number of areas outside city limits but east of Highway 60 from Drayton Valley–Devon. The acreages and prospective development in this part of Alberta bear far more in common, from an economic, service, and cultural perspective, with the City of Edmonton than with Drayton Valley. This also helps balance population between the electoral divisions.



35 EDMONTON-ENOCH

PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



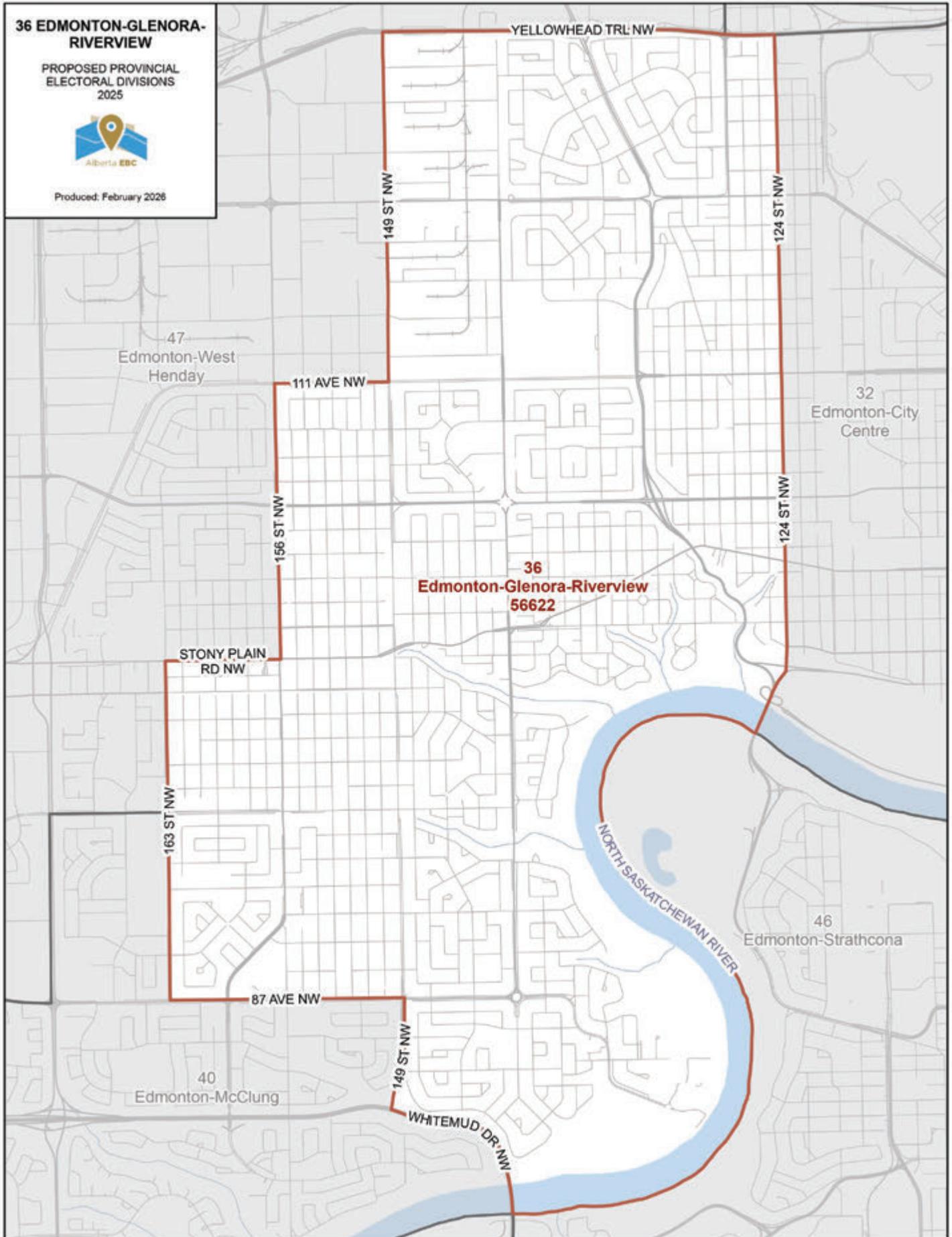
Produced: February 2026

Edmonton-Glenora-Riverview – ED #36

This electoral division takes most of the previous Edmonton-Glenora and Edmonton-Review electoral divisions, through three easily describable areas:

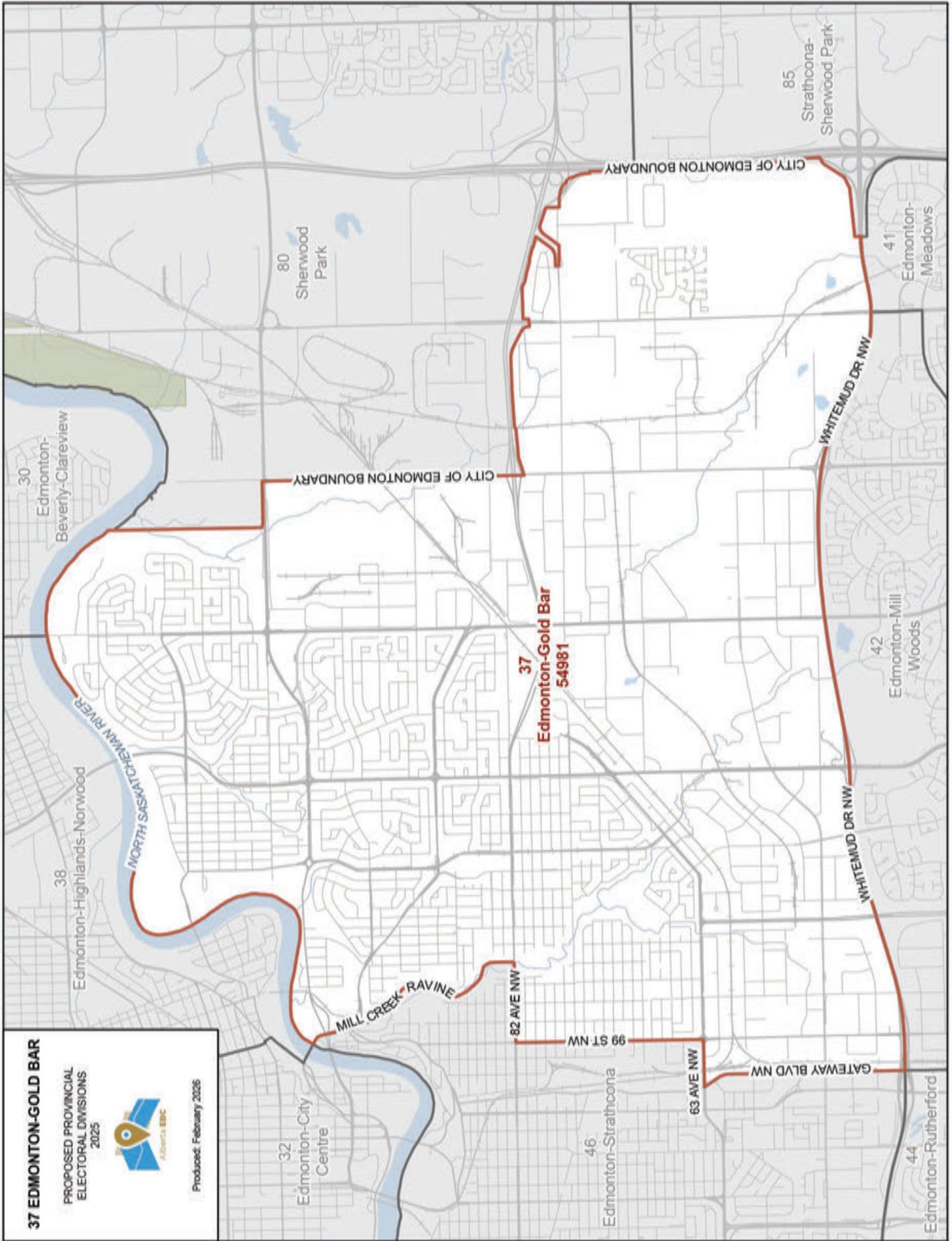
- a) areas north of Whitemud Drive NW/the North Saskatchewan River, west of Groat Road/124 Street NW, south of Yellowhead Trail NW, and east of 149 Street NW;
- b) areas south of 111 Avenue NW, east of 156 Street NW, north of 87 Avenue NW, and west of 149 Street NW; and
- c) areas east of 163 Street NW, south of Stony Plain Road NW, west of 156 Street NW, and north of 87 Avenue NW.

The electoral division is an easily traversable logical polygon near the centre of Edmonton. Its communities share infrastructure and economic interests. It can be effectively represented.



Edmonton-Gold Bar – ED #37

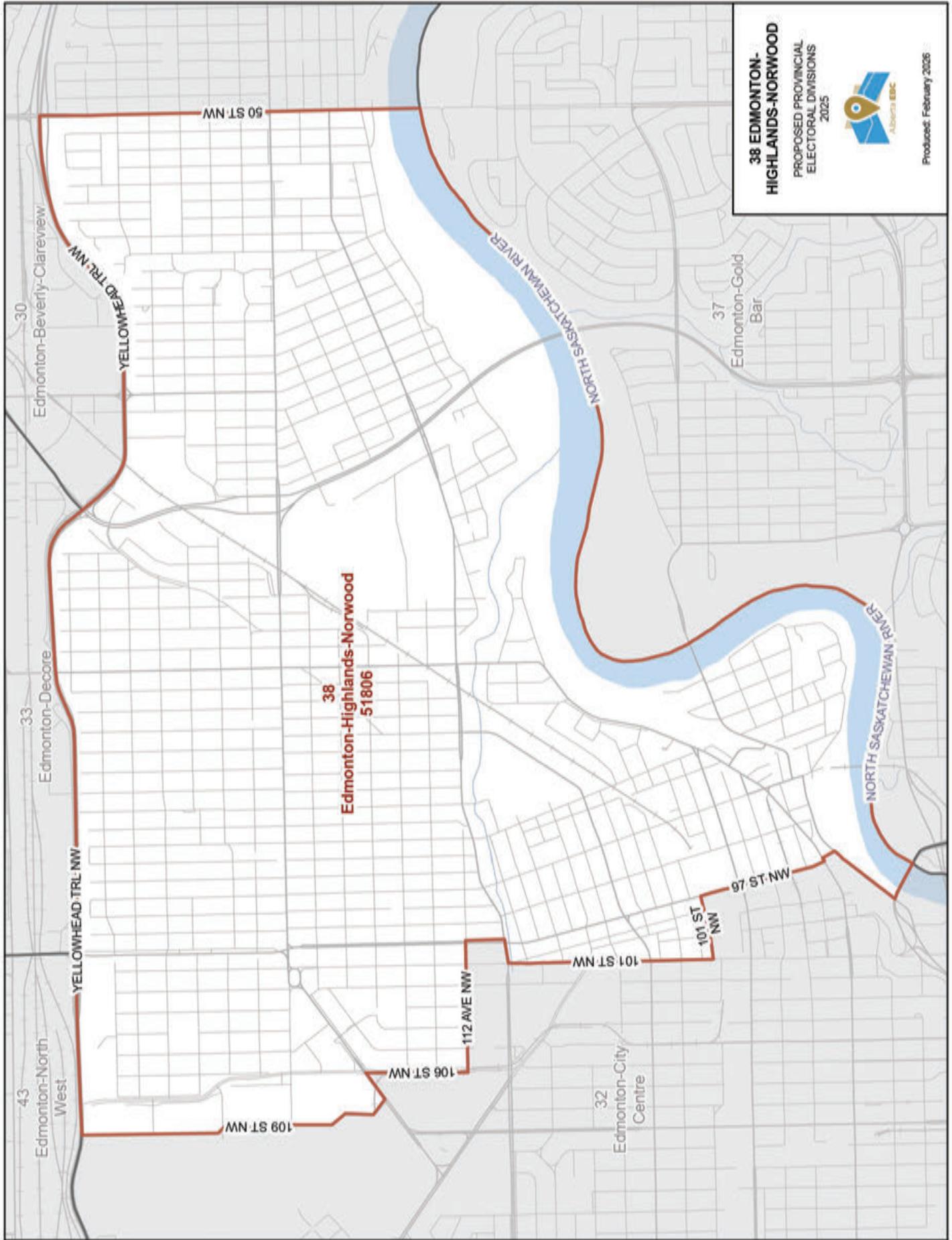
This is similar to the current boundaries of the electoral division. The only change has been the addition of the neighbourhoods of east Ritchie (east of 99 Street NW), Hazeldean, and Argyll, by adding areas east of 99 Street NW and south of Whyte Avenue from Edmonton-Strathcona. Though these areas have much in common with Edmonton-Strathcona, they also receive significant services, notably related to public health, in Edmonton-Gold Bar. Moreover, moving these areas from Edmonton-Strathcona to Edmonton-Gold Bar balances the populations between the two electoral divisions. The Commission notes that areas of Edmonton south of the North Saskatchewan River and north and east of Whitemud Drive can be almost perfectly divided to create two electoral divisions with minimal variances from provincial average population and for which effective representation is possible. The Commission therefore recommends making two such electoral divisions.



Edmonton-Highlands-Norwood – ED #38

This is very similar to the current boundaries of the electoral division, with one small recommended change. The area north of 112 Avenue NW and east of 109 Street NW, north of Princess Elizabeth Avenue NW, and east of 106 Street NW, and south of Yellowhead Trail NW, has been added to this electoral division from Edmonton-City Centre. This reflects the fact that many of the individuals who live in this area obtain services in Edmonton-Highlands-Norwood. This also increases the population of Edmonton-Highlands-Norwood compared to Edmonton-City Centre.

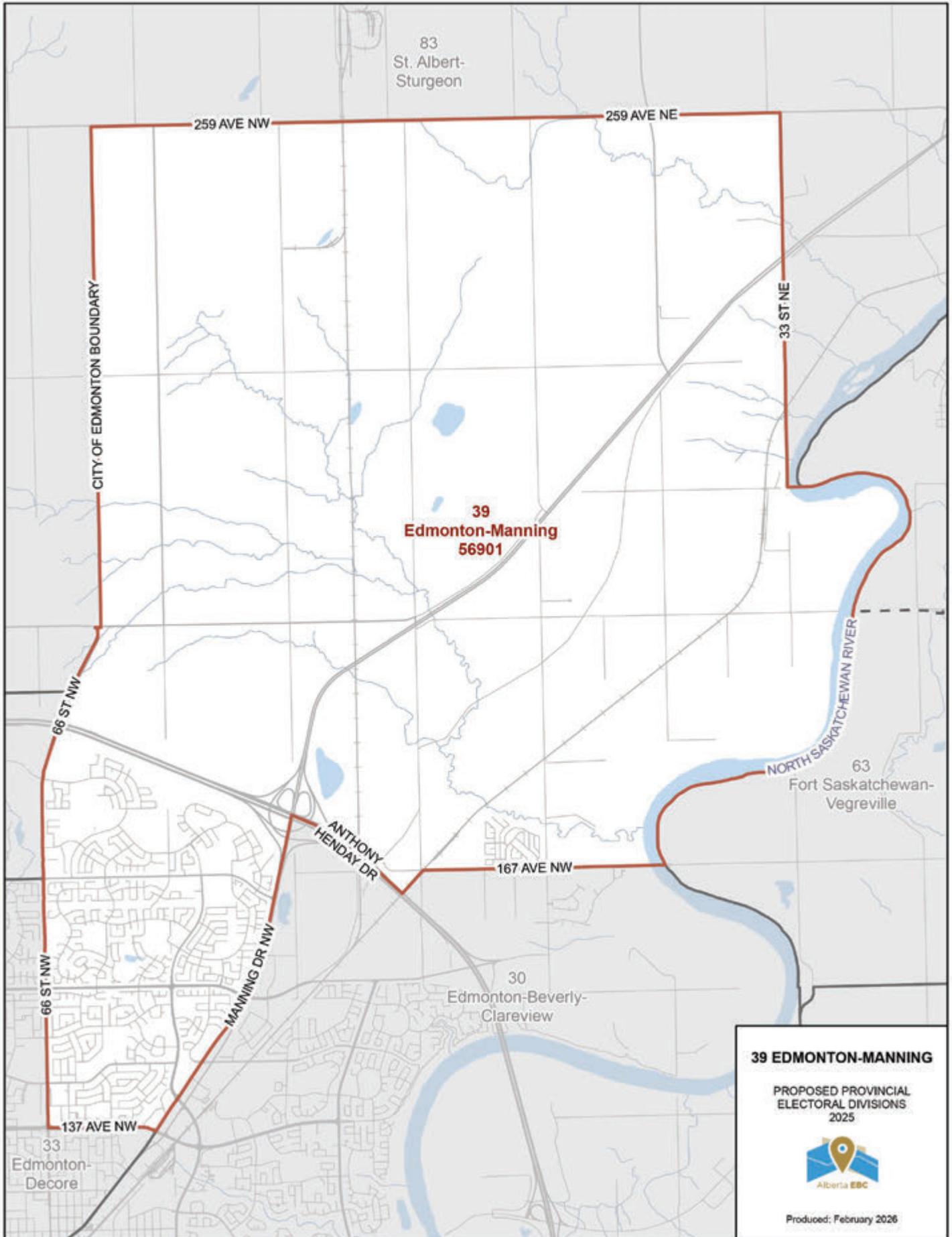
This electoral division's population remains relatively low, particularly for an urban electoral division. But given the submissions indicating contentment with the current boundaries and the fact that the Commission is content with the other proposed electoral divisions in adjacent areas of Edmonton, the Commission is recommending the continuation of the electoral division, with these modest changes. It remains well within the effective representation range.



Edmonton-Manning – ED #39

The boundaries are very similar to the previous electoral division bearing the same name, which by all accounts has worked well as a similar electoral division.

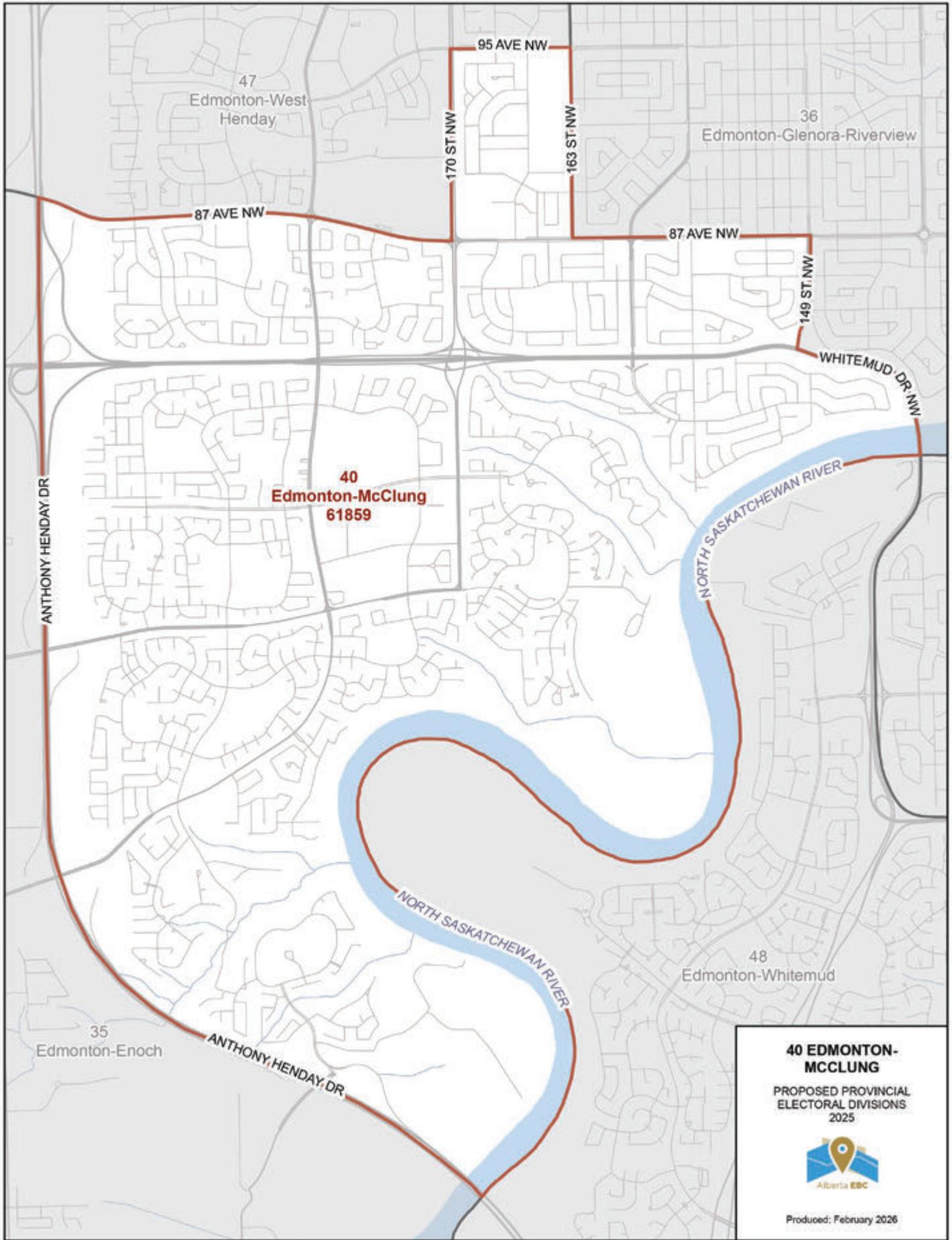
The electoral division has lost some territory south and east of Manning Drive NW to Anthony Henday Boulevard, to the railway line, up to 167 Avenue NE. This closes the gap in population between Edmonton-Manning and Edmonton-Beverly-Clareview, which is especially warranted given the expected population growth in Edmonton-Manning. The smaller size will only increase the effective representation that was already present in the electoral division.



Edmonton-McClung – ED #40

These boundaries bear significant similarities to the current boundaries of Edmonton-McClung. However, the electoral division has gained areas northeast of the Patricia Ravine from Edmonton-Riverview that are south and west of the Whitemud Drive, 149 Street SW, and 87 Avenue NW, to reduce the population of Edmonton-Glenora-Riverview. It also gained areas northeast of the Anthony Henday Drive and northwest of the North Saskatchewan River, formerly in Edmonton-South West, both because these areas naturally receive services northeast of the Anthony Henday Drive and to reflect the population increases expected in Edmonton-Windermere and the new recommended electoral division of Edmonton-Enoch. To avoid the population becoming too high in light of these changes, areas north of 87 Avenue NW, west of 170 Street NW, south of 95 Avenue NW, and east of 178 Avenue NW are recommended to be added to Edmonton-West Henday, to better reflect the balance in population between the two electoral divisions.

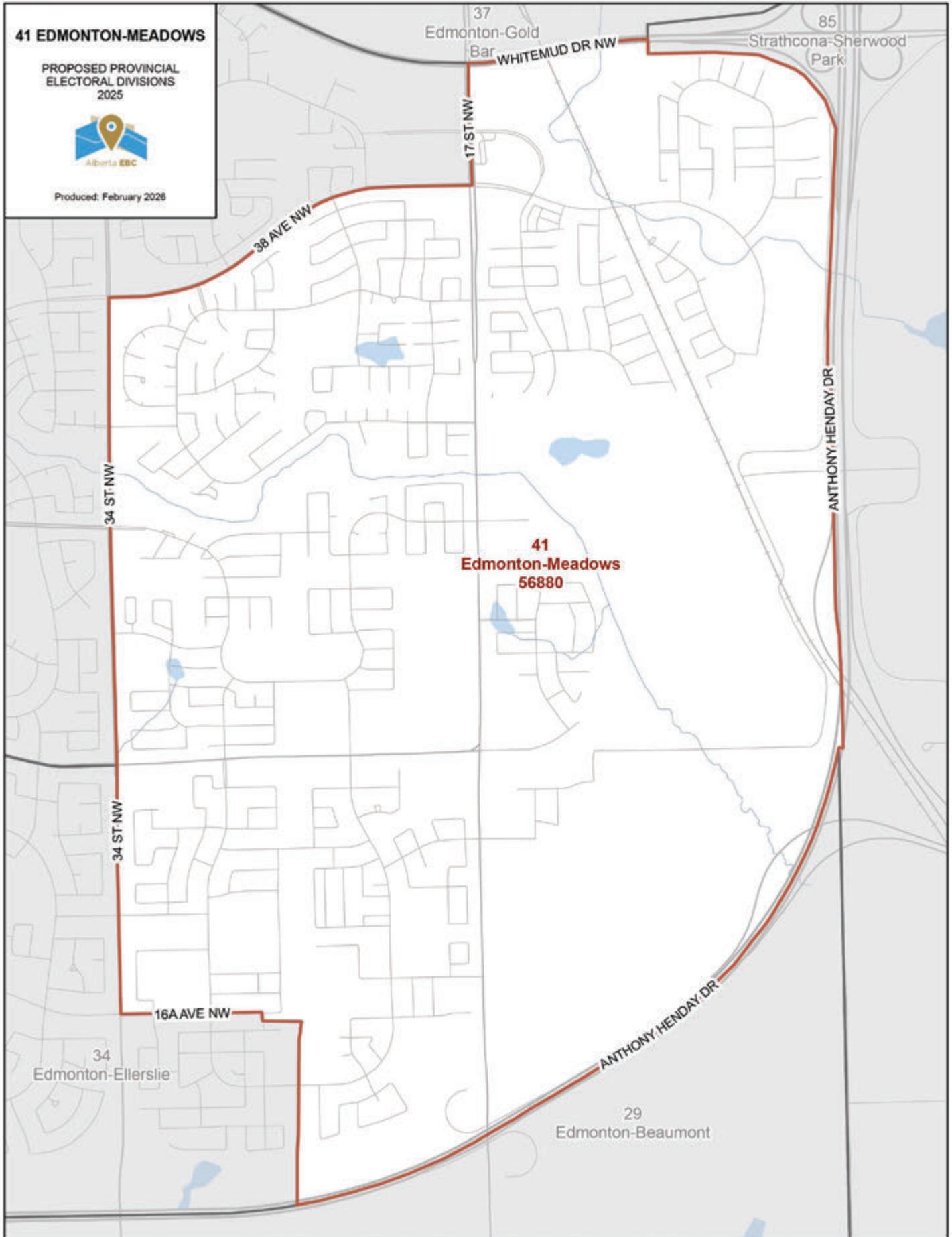
Ultimately, this electoral division has a higher-than-normal variance from the provincial average, albeit one well within the effective representation range. The communities and neighbourhoods resident within it make sense from a service perspective. It will be a vehicle for effective representation.



Edmonton-Meadows – ED #41

The eastern part of this electoral division remains the same, bordering the city limits until Anthony Henday Drive, and moving north at 17 Street NW. It is recommended that the southwestern edge of the electoral division be moved to 16A Avenue NW and 15 Avenue NW. Though gaining some territory from Edmonton-Ellerslie, this is part of the changes necessary to decrease Edmonton-Ellerslie's population and create Edmonton-Beaumont. It is recommended that all areas west of 34 Street be moved to Edmonton-Mill Woods or Edmonton-Ellerslie to balance populations. This also reflects less growth being expected in Edmonton-Mill Woods. For similar reasons, areas north of 38 Avenue NW, west of 17 Street NW, south of Whitemud Drive, and east of 34 Street NW are recommend for addition to Edmonton-Mill Woods.

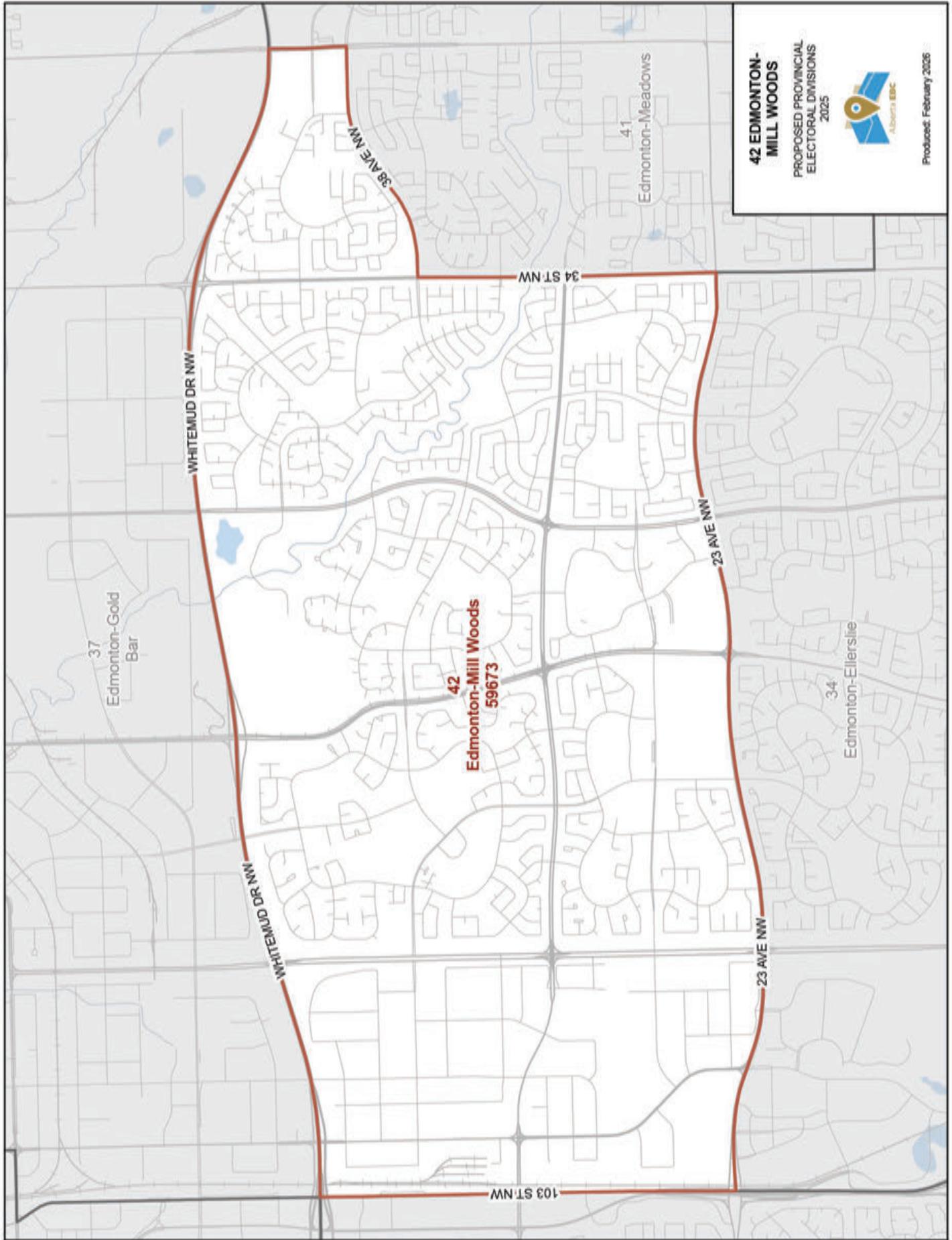
There has been rapid growth in Edmonton-Meadows. Its smaller geographic size will ensure effective representation.



Edmonton-Mill Woods – ED #42

This bears similarity to the current boundaries of the electoral division, particularly on the west (103 Street NW) and north (Whitemud Drive) sides. However, it is recommended that the southern end of the electoral division be moved further north to 23 Avenue NW while the eastern border be moved further east to 34 Street NW. It is also recommended that an area east of 34 Street NW, west of 17 Street NW, and north of 38 Avenue NW be moved into Edmonton-Mill Woods from Edmonton-Meadows. The reason for these proposed changes is to make the population closer to neighbouring electoral divisions, bearing in mind the additional electoral divisions being added to southeast Edmonton.

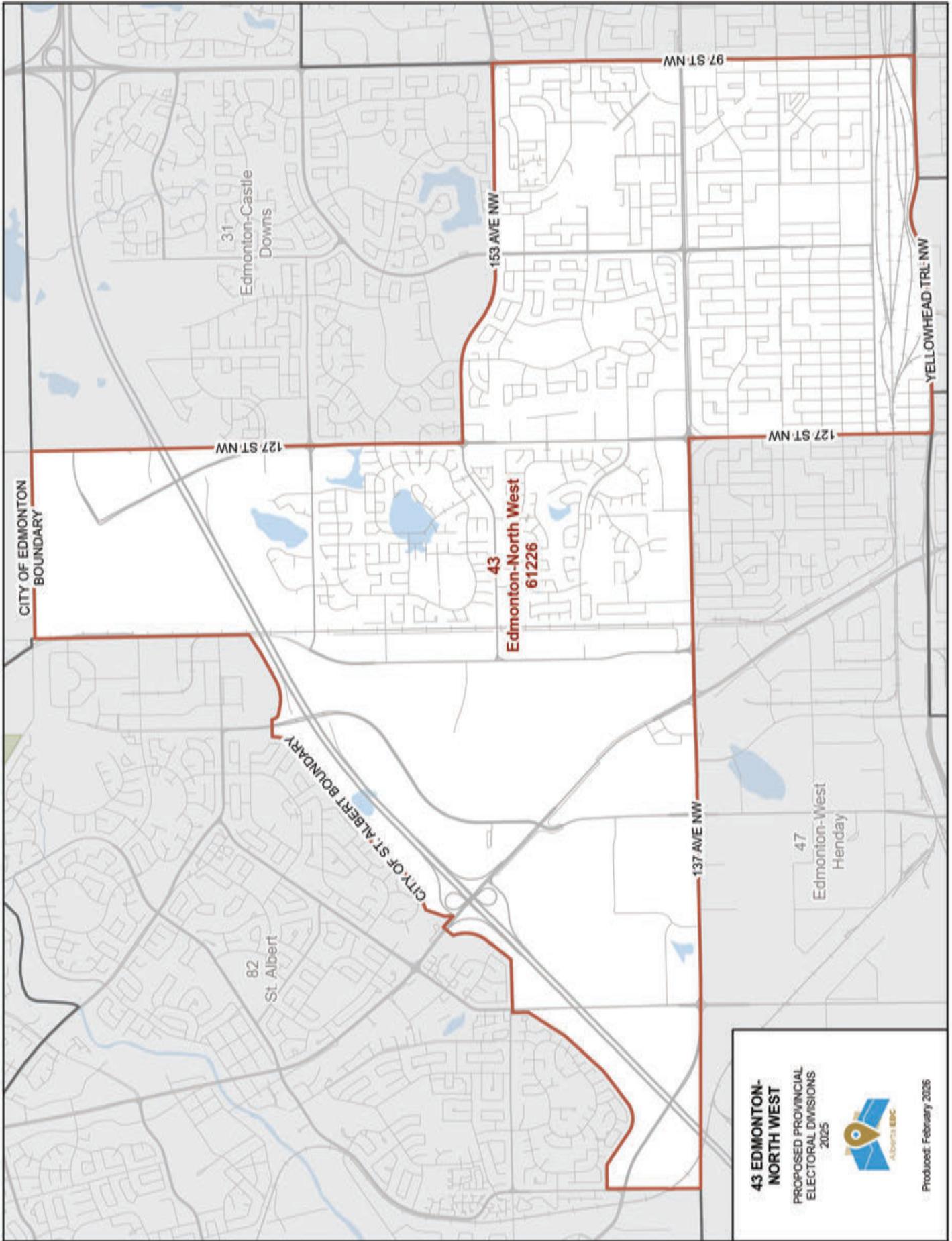
Edmonton-Mill Woods still keeps together communities of interest, major roadways, and service centres. The modestly above-average population can be justified given the communities of interest kept together, the electoral division's small geography, and the relative lack of anticipated population growth. Effective representation will continue.



Edmonton-North West – ED #43

These boundaries are very similar to the current boundaries of this electoral division, though it has gained some territory from Edmonton-West Henday, south of 132 Avenue NW, north of Yellowhead Trail, east of 127 Street NW, and west of 113A Street NW. This small change better balances the population between the two electoral divisions, recognizes that these areas bear much in common with Edmonton-North West, and makes the borders between the electoral divisions clearer.

We consider the population variance justifiable given that it remains well within the target for effective representation, and multiple submissions indicated widespread contentment with the electoral division in its current form.



43 EDMONTON-NORTH WEST
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2025

Edmonton-Rutherford – ED #44

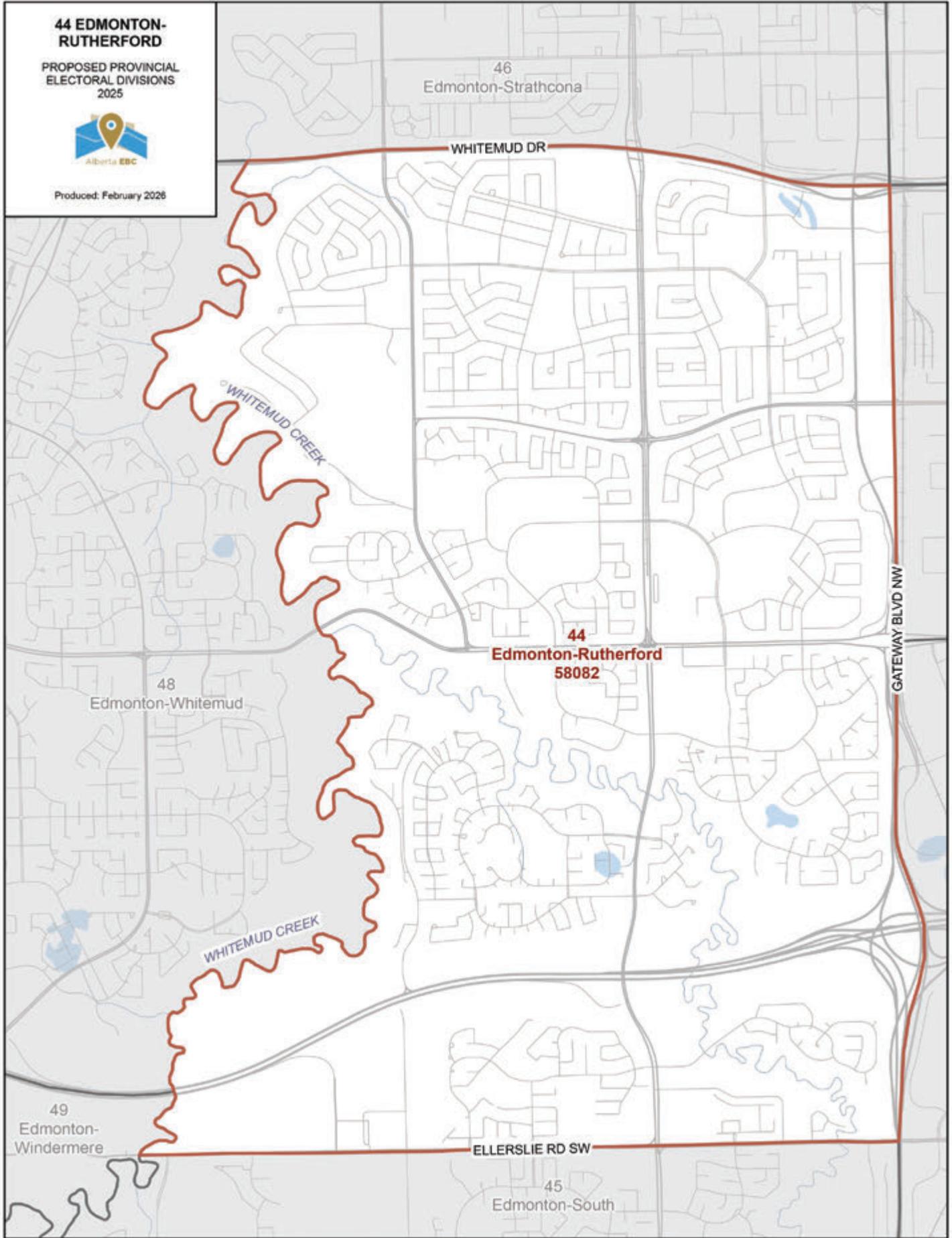
This bears significant similarity to the current boundaries of Edmonton-Rutherford. The only change is the addition of the areas north of Ellerslie Road, south of Anthony Henday Drive, west of Gateway Boulevard, and east of Whitemud Creek from Edmonton-South. This change is recommended to bring the populations of Edmonton-Rutherford and Edmonton-South closer together. The added areas, from a service perspective, could logically be placed in either electoral division. Given the preference for relative population parity within cities, the Commission recommends the change.

44 EDMONTON-RUTHERFORD

PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



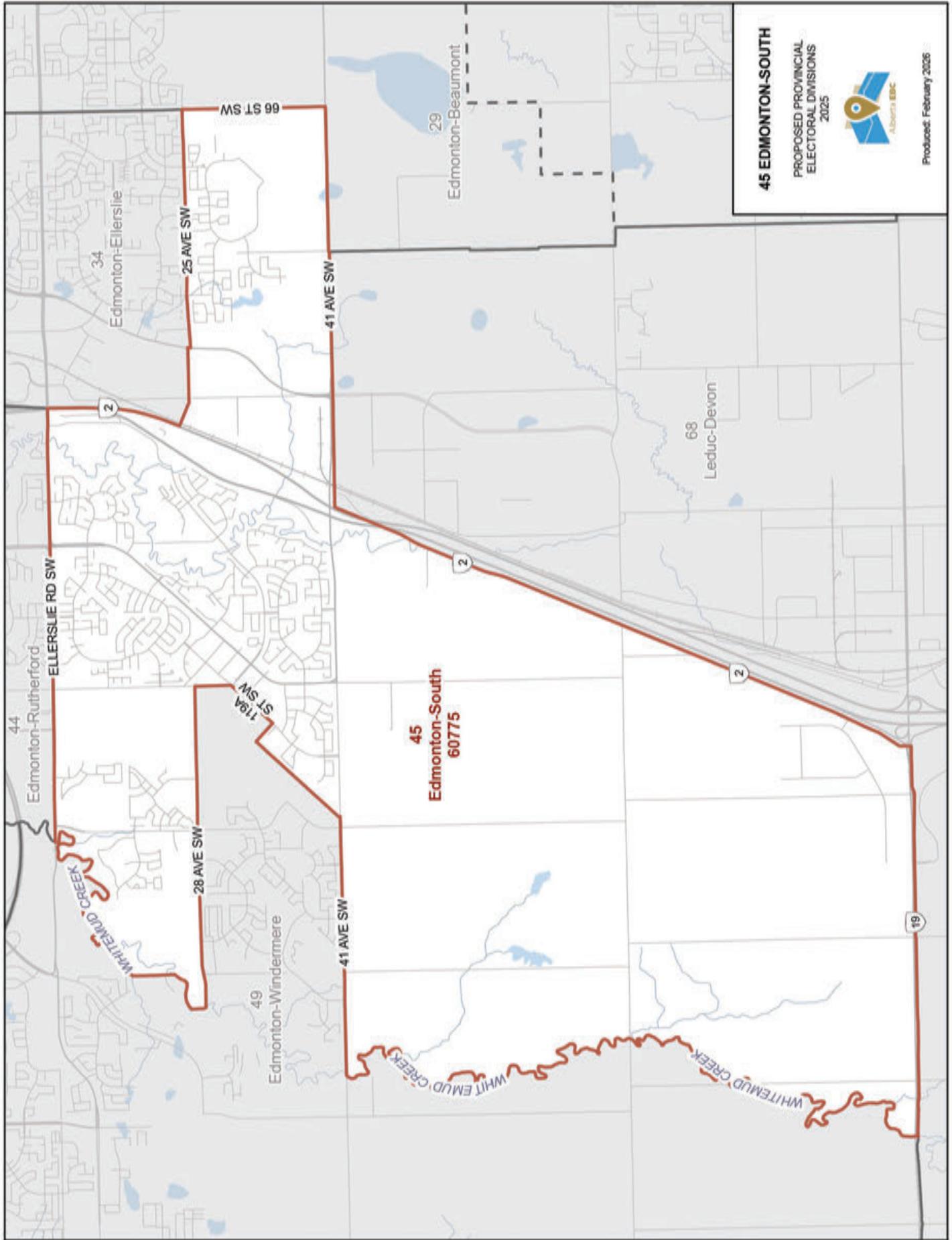
Produced: February 2026



Edmonton-South – ED #45

Though bearing significant overlap to the current boundaries of Edmonton-South, it is proposed that this electoral division lose significant territory, given its growth, with all areas north of Ellerslie Road, east of Whitemud Creek, and west of Gateway Boulevard being moved to Edmonton-Rutherford. It is recommended that areas north of Anthony Henday Drive be moved to Edmonton-Whitemud. This will help better balance the populations in the electoral divisions and create clear boundaries. Moreover, it is proposed that the Chappelle and Heritage Valley Town Centre Areas be moved to Edmonton-Windermere to reduce the population of Edmonton-South. The same is recommended for areas north and west of the Whitemud Creek but south of Anthony Henday Drive. Finally, it is recommended that many areas east of Calgary Trail be moved into Edmonton-Ellerslie, both because Calgary Trail is a more logical location for the boundary, and to reduce the population of Edmonton-South. As an exception to the last category, however, it is recommended that areas east of Calgary Trail, south of 25 Avenue SW, and north of 41 Avenue SW remain in Edmonton-South, with the eastern border moving to 66 Street SW. This adds a modest amount of territory to Edmonton-South from Edmonton-Ellerslie, balancing populations in this area of the city, and helping create Edmonton-Beaumont.

This electoral division brings together various communities in south and central Edmonton. The higher than average population is justified by communities of interest, relatively compact geography, and proximity to the Legislature. Effective representation will follow.



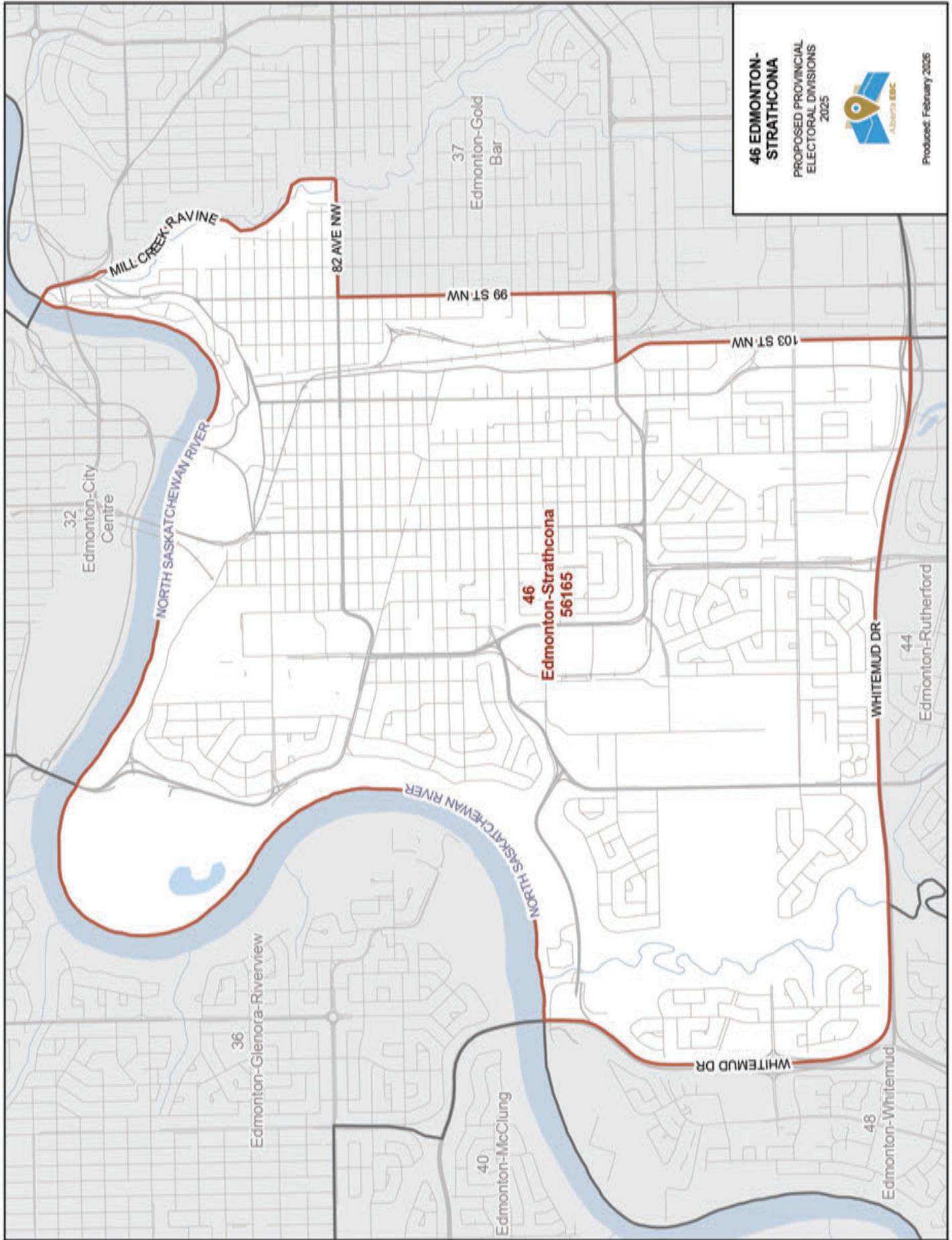
45 EDMONTON-SOUTH
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2026

Edmonton-Strathcona – ED #46

This is the current version of the electoral division, combined with all areas of Edmonton-Riverview south of the North Saskatchewan River, as well as the areas of Edmonton-Whitemud north and east of Whitemud Drive. It omits the areas south of Whyte Avenue and east of 99 Street NW, which are recommended to be moved to Edmonton-Gold Bar. In the Commission's view, this electoral division essentially keeps the University of Alberta community together, as well as neighbouring areas which are often culturally and economically linked to the university. The Commission notes that areas of Edmonton south of the North Saskatchewan River and north and east of Whitemud Drive can be almost perfectly divided to create two electoral divisions with minimal variances from provincial average population and for which effective representation is possible. The Commission therefore recommends making two such electoral divisions.



46 EDMONTON-STRATHCONA
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025

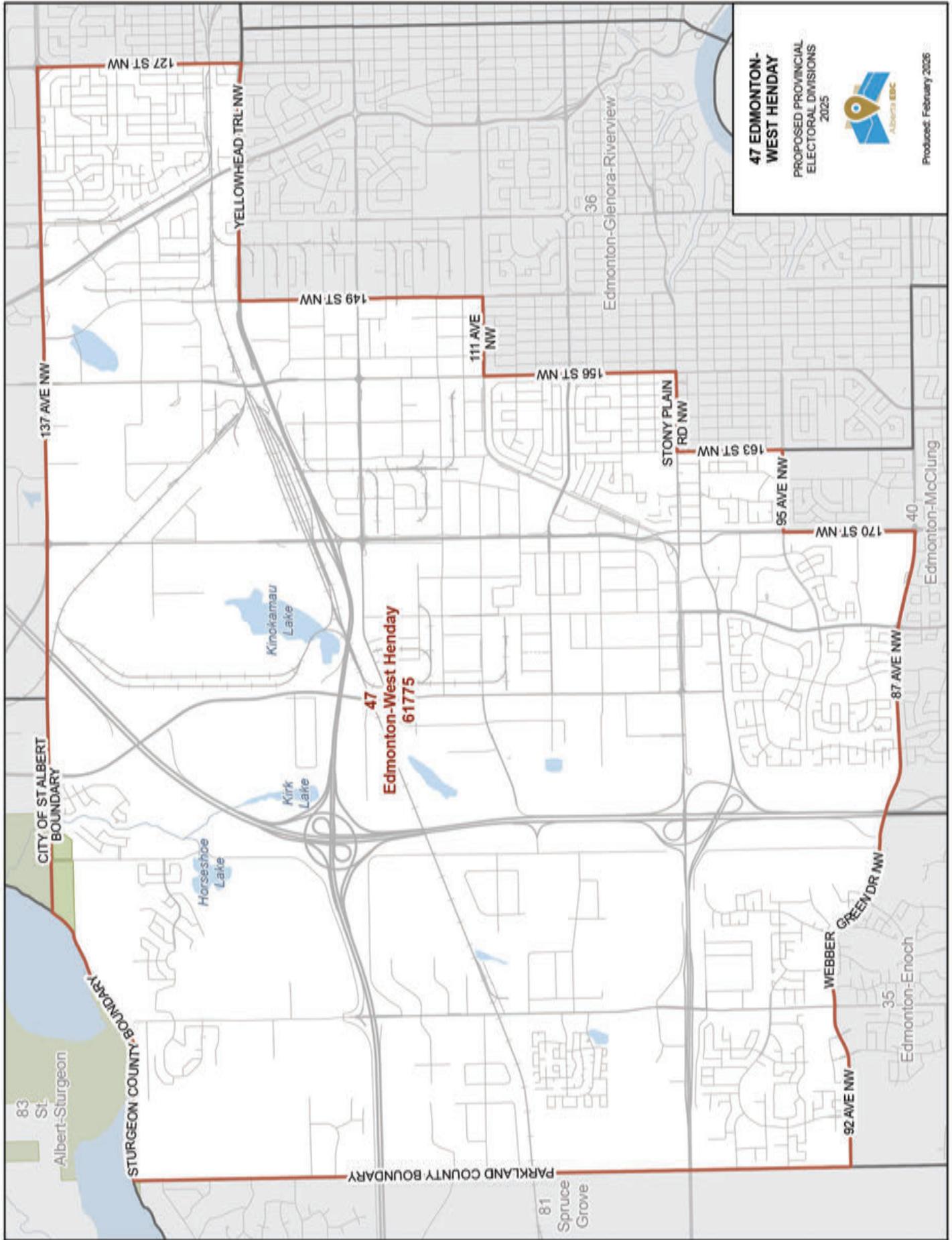


Produced: February 2026

Edmonton-West Henday – ED #47

Though bearing significant similarities to its current boundaries, this electoral division has lost territory north of Whitemud Drive NW, west of Anthony Henday Drive, and south of Webber Greens Drive NW/92 Avenue NW to Edmonton-Enoch. This creates Edmonton-Enoch and helps reduce the population in Edmonton-West Henday. Territory was also lost to Edmonton-North West south of 132 Avenue NW, east of 127 Street NW, north of Yellowhead Trail, and west of 113A Street NW, for reasons related to population balance and creating clearer boundaries.

Territory was also added from Edmonton-McClung north of 87 Avenue NW, west of 170 Street NW, south of 95 Avenue NW, and east of 178 Avenue NW, to better reflect the balance in population between the two electoral divisions. Further territory is recommended to be added west of 156 Street NW from Edmonton-Glenora to balance populations and create clearer borders. Finally, it is recommended that areas west of 163 Street NW, south of Stony Plain Road NW, north of 95 Avenue NW, and west of 170 Street NW be added to Edmonton-West Henday from Edmonton-Riverview. This creates clearer borders and assists in the consolidation of Edmonton-Glenora and Edmonton-Riverview. These areas are more suburban than what is often found in Edmonton-Glenora-Riverview.



Edmonton-Whitemud – ED #48

This is very similar to the current boundaries, though areas south and east of 23 Avenue NW and Rabbit Hill Road NW have been added insofar as they are west of the Whitemud Creek and north of Anthony Henday Boulevard. These areas were added both because of their connections to service centres within Edmonton-Whitemud and to decrease the population of Edmonton-South. Areas southeast of the North Saskatchewan River, southwest of Whitemud Drive, north of Windermere , and west of Terwillegar Drive NW have also been added from Edmonton-South West, to reduce the population of Edmonton-Windermere. Finally, areas north and east of Whitemud Drive have been moved to Edmonton-Strathcona to prevent this electoral division's population becoming too high.

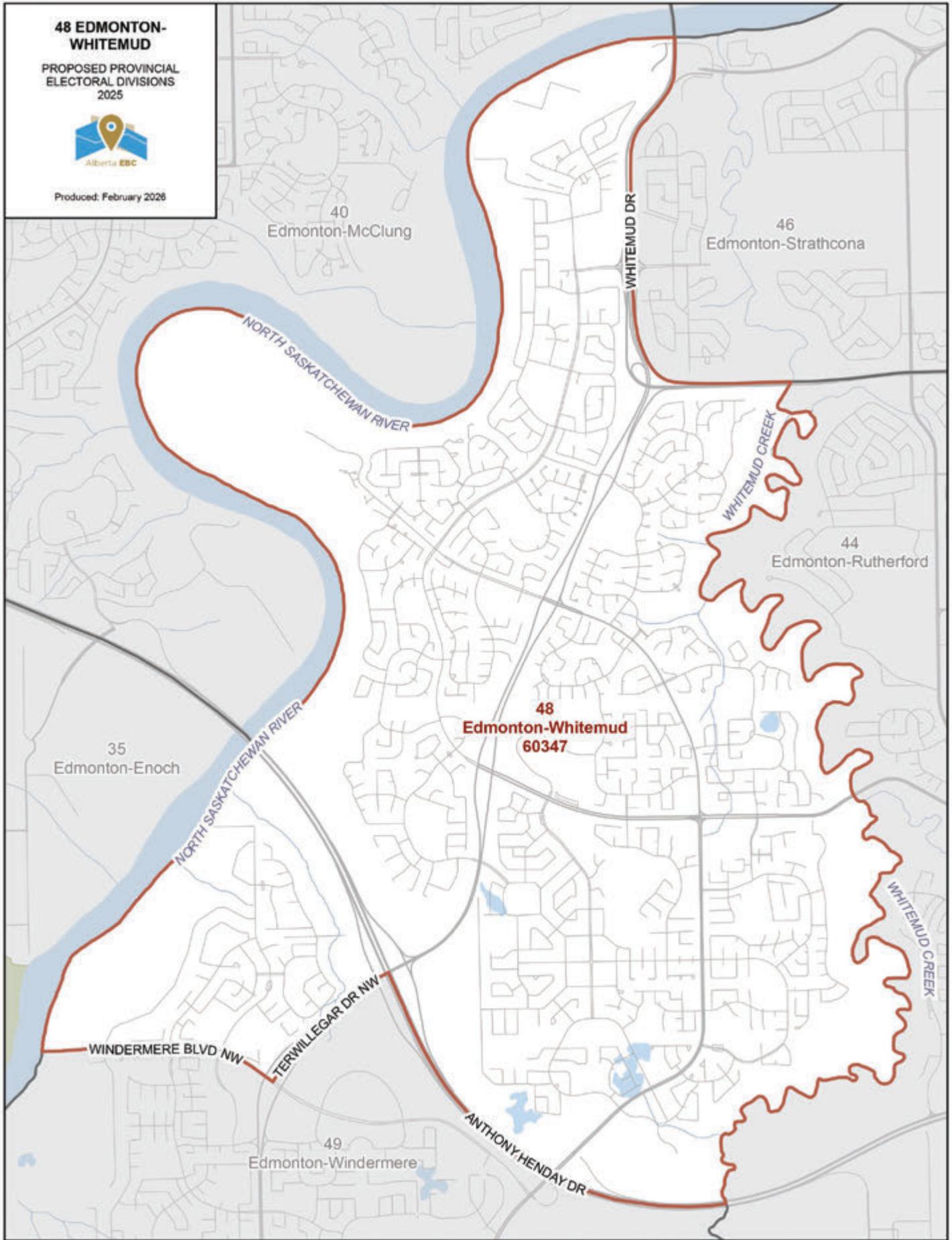
This electoral division continues to have logical borders in an area of the city that is not quite downtown, but not quite suburban either. Communities of interest have been kept in common, and the rate of growth is not expected to be great. This justifies the slightly higher-than-average population. Effective representation will follow.

**48 EDMONTON-
WHITEMUD**

PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2026



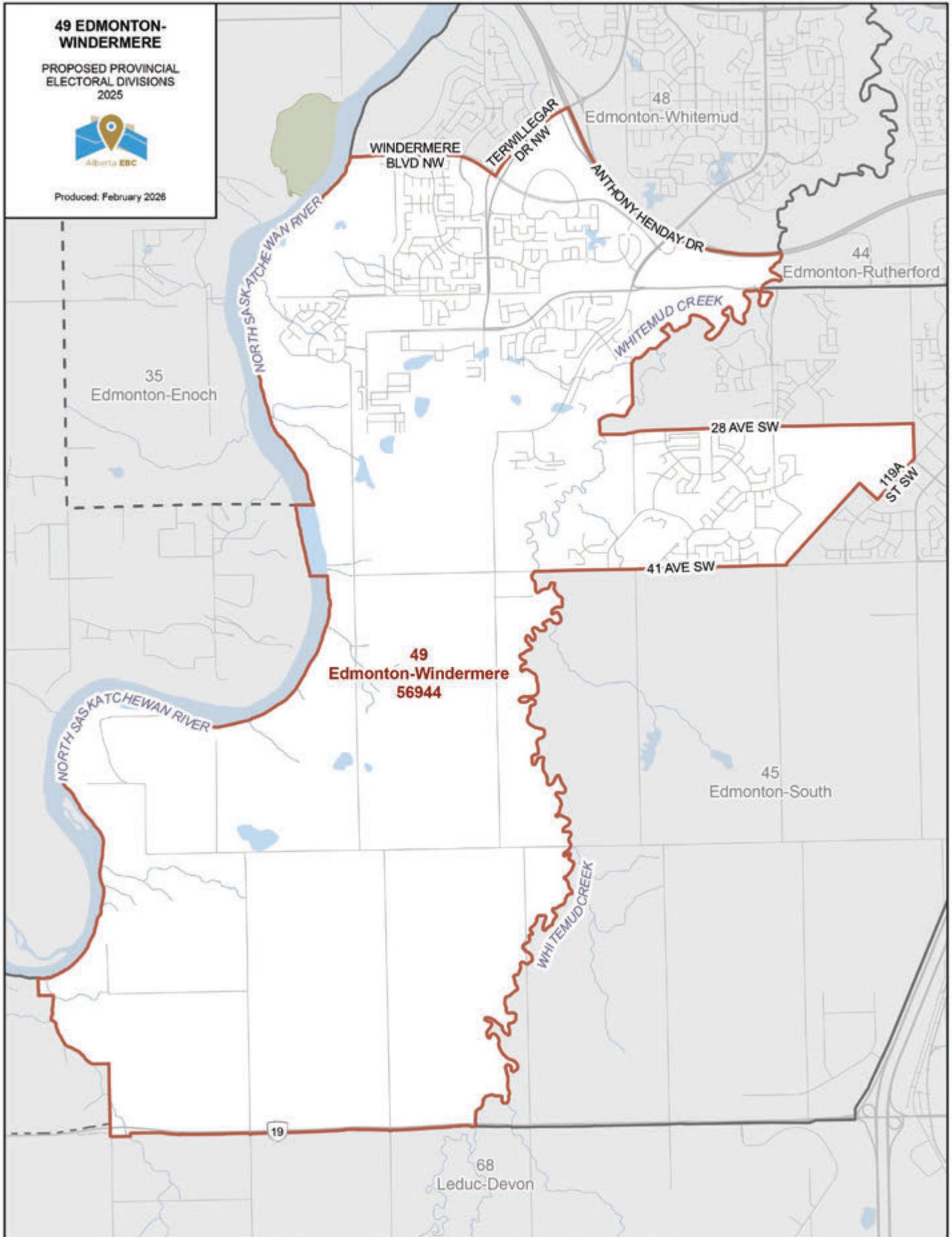
Edmonton-Windermere – ED #49

This electoral division mostly consists of:

- a) the current parts of Edmonton-South West south of the North Saskatchewan River (parts north of the river are moved to Edmonton-Enoch or Edmonton-McClung) except those areas north of Windermere Boulevard NW and west of Terwillegar Drive NW (which are moved to Edmonton-Whitemud);
- b) areas north and west of the Whitemud Creek but south of Anthony Henday Drive that are currently in Edmonton-South, to better balance populations and use Whitemud Creek as a boundary; and
- c) the Chappelle and Heritage Valley Town Centre Areas, which are moved from Edmonton-South given that they are “standalone communities” in many ways and there is otherwise significant expected growth in Edmonton-South.

This electoral division’s compact size, history as an electoral division, and proximity to the Legislature all indicative effective representation will continue.

It is recommended that this electoral division be renamed “Edmonton-Windermere” rather than “Edmonton-South West” given a desire to avoid using cardinal directions in Calgary and Edmonton, where such directions are not necessarily very informative.



III. AREAS NEAR AND AROUND CALGARY (5 ELECTORAL DIVISIONS)

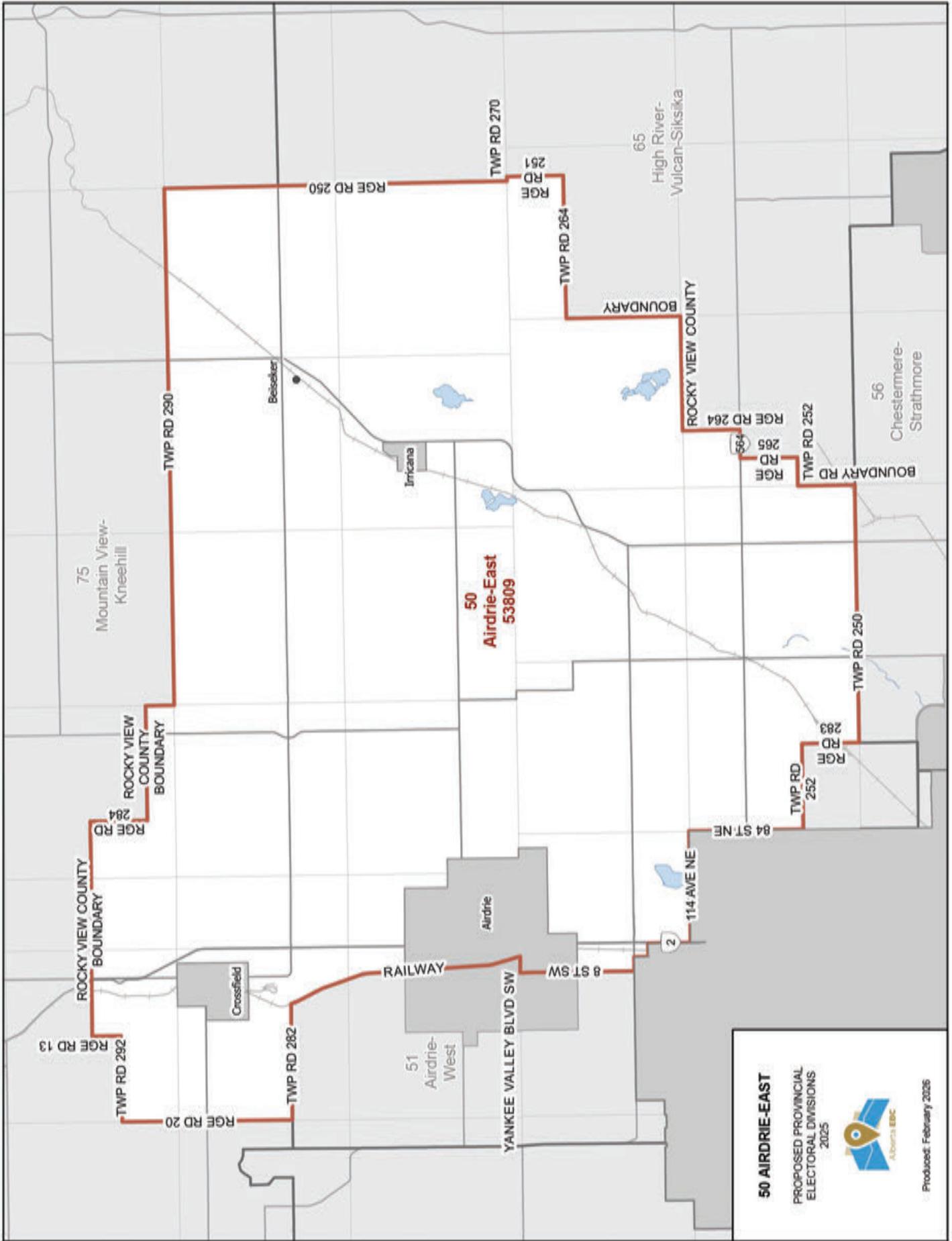
Airdrie-East – ED # 50

Though the current boundaries of the electoral division were used as a starting point to draw its new version, significant changes are recommended, losing territory to Airdrie-West and High River-Vulcan-Siksika, but gaining territory from Olds-Didsbury-Three Hills and Chestermere-Strathmore.

Essentially, it is proposed that this electoral division contain parts of Rocky View County north of Township Road 250 and east of 8 Street/Range Road 11 (from its border with Calgary) through Airdrie to Yankee Valley Boulevard, when the western border of the electoral division moves east to the railway line before proceeding north to Township Road 282, with the western border then moving west until Range Road 20. It is recommended that the electoral division nonetheless not contain the portions of Rocky View County south of Township Road 252 and west of Range Road 283 to create Calgary-Falconridge-Conrich.

These recommended boundaries include the Towns of Crossfield and Irricana, and portions of the City of Airdrie east of the border described above. This is consistent with submissions received. This division keeps communities of interest in common in Rocky View County and the rapidly expanding City of Airdrie. Effective representation will be achieved.

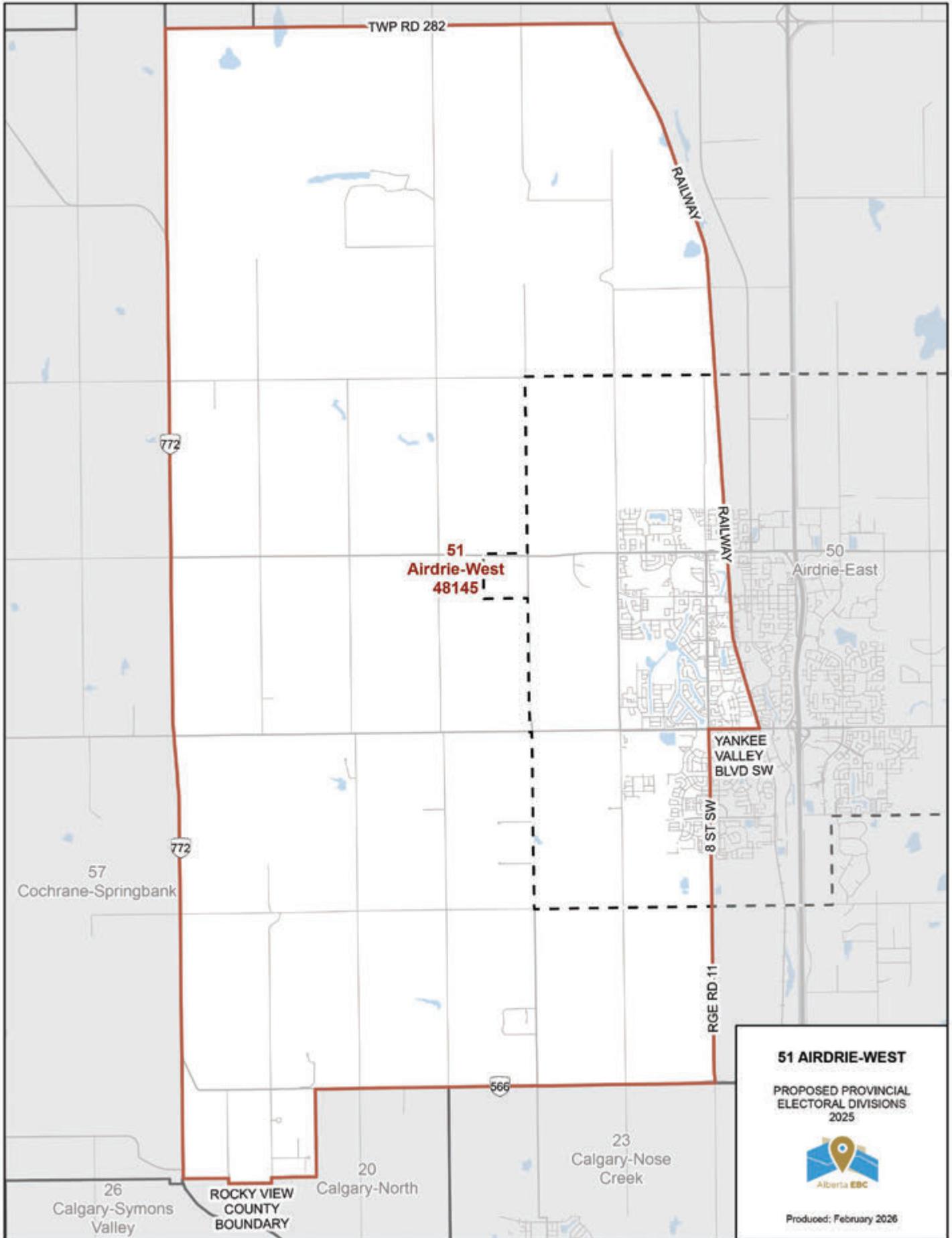
We note that this proposed division of the City of Airdrie was supported by the City of Airdrie and the Town of Crossfield. This is further evidence of the tenability and indeed the benefits of hybrid electoral divisions.



Airdrie-West – ED # 51

This is essentially a “new” electoral division, drawn from portions of the current Airdrie-Cochrane and Airdrie-East. It is proposed that its borders be Township Road 282 on the north and the City of Calgary’s northern limits on the south. It is recommended that Range Road 21/Highway 772 be the border on the west. On the east, it is recommended that the border be the railway line from the north until Yankee Valley Boulevard, at which point the border juts west until 8 Street, and then proceeds due south.

Essentially, consistent with submissions, this electoral division aims to represent the west side of the rapidly growing City of Airdrie, along with surrounding areas in Rocky View County. It brings together communities of interest that can be effectively represented. Though its population may seem unusually low for an urban electoral division, that is justified on the basis that population growth in this area of the province is expected to continue rapidly. We thank the City of Airdrie for its thoughtful and reasonable recommendations, which we were able to adopt.



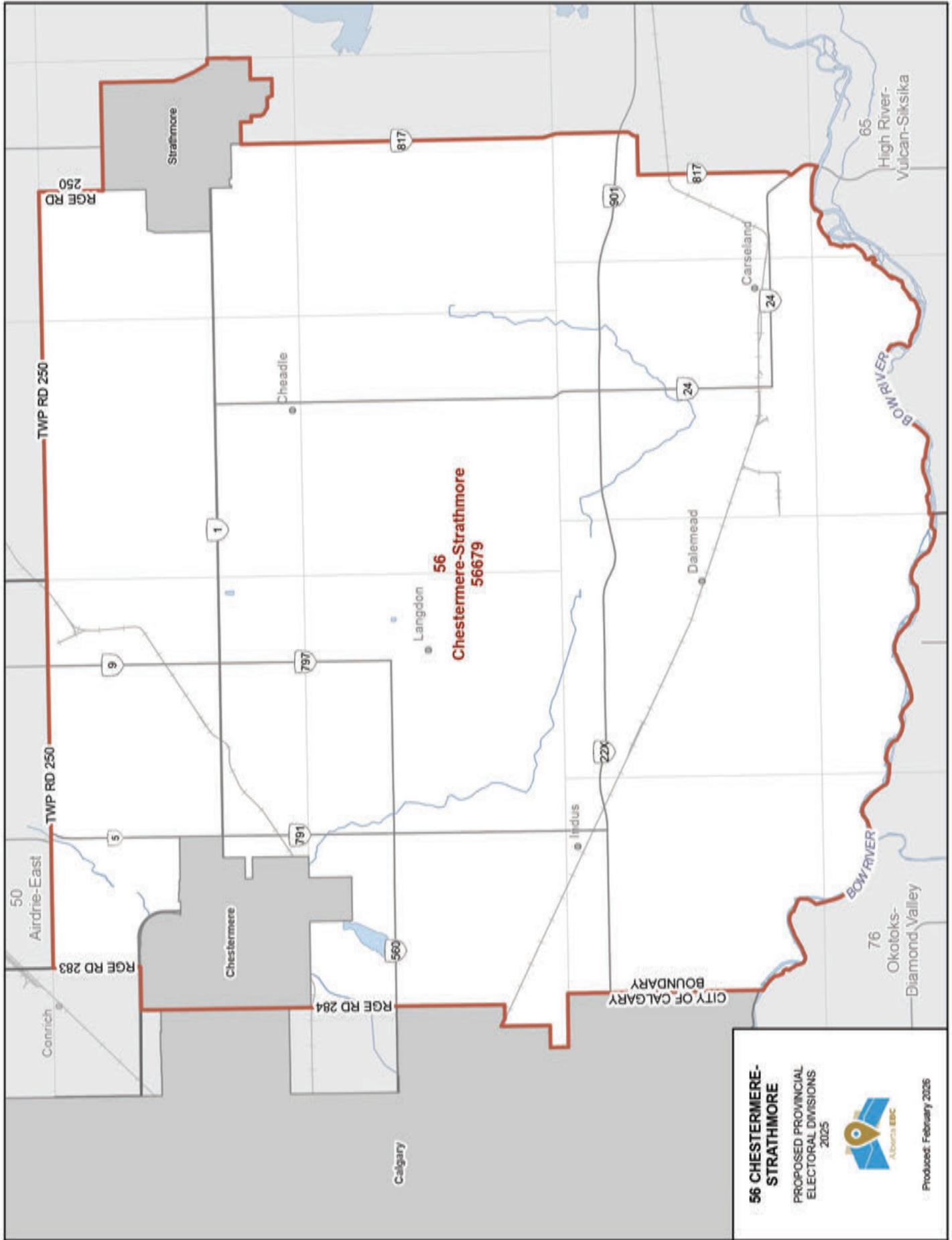
Chestermere-Strathmore – ED # 56

Though partially based on the current boundaries of Chestermere-Strathmore, given growth near Calgary, notable changes are recommended to this electoral division. Its geography is becoming more compact, given territory gained by Airdrie-East to create another electoral division between Airdrie and Cochrane. Other areas are gained by High River-Vulcan-Siksika, Calgary-East, and Calgary-Falconridge-Conrich to avoid this electoral division becoming unreasonably large from a population perspective, and to create electoral divisions around Calgary that combine communities of interest.

It should be underscored that the Commission expects these recommended changes to facilitate effective representation, by concentrating the electoral division on portions of two counties near Calgary. Notably, this recommended electoral division is to include:

- a) Portions of Rocky View County south of Township Road 250, including the City of Chestermere, but excluding the communities of Conrich, Prince of Peace, and Janet, which are recommended for inclusion in Calgary-Falconridge-Conrich or Calgary-East, for reasons noted in the discussion of those electoral divisions;
- b) Portions of Wheatland County south of Township Road 250 and west of: 1) Highway 817, if south of the Town of Strathmore, or 2) Range Road 250, if north of the Town of Strathmore; and
- c) The Town of Strathmore.

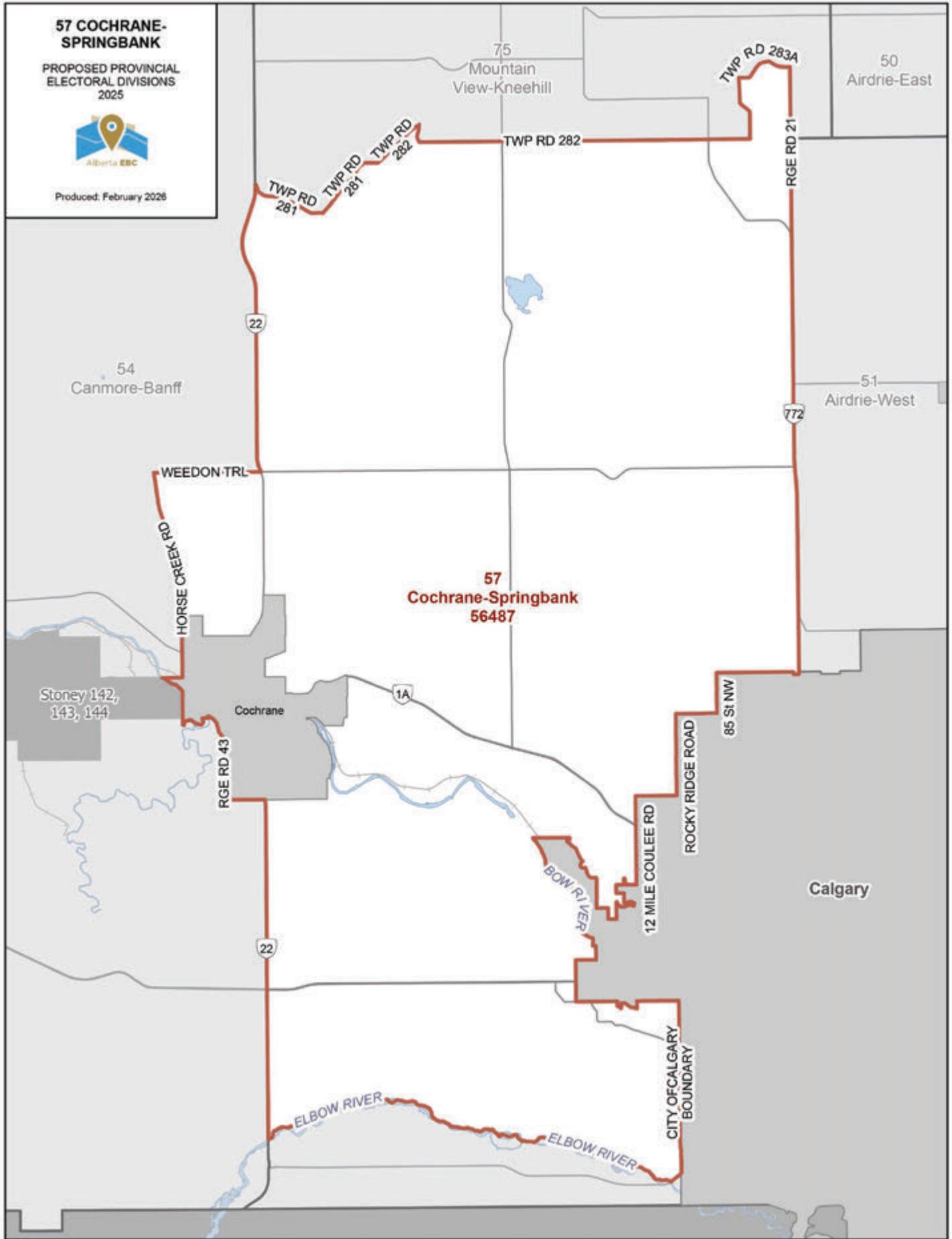
This proposed electoral division takes the current Chestermere-Strathmore and makes it smaller and more compact in light of population growth. Effective representation has occurred in the current boundaries and will only increase. Unlike in the interim report, we propose including the community of Carseland in this electoral division, in light of submissions underscoring the link between Carseland and Strathmore.



Cochrane-Springbank – ED # 57

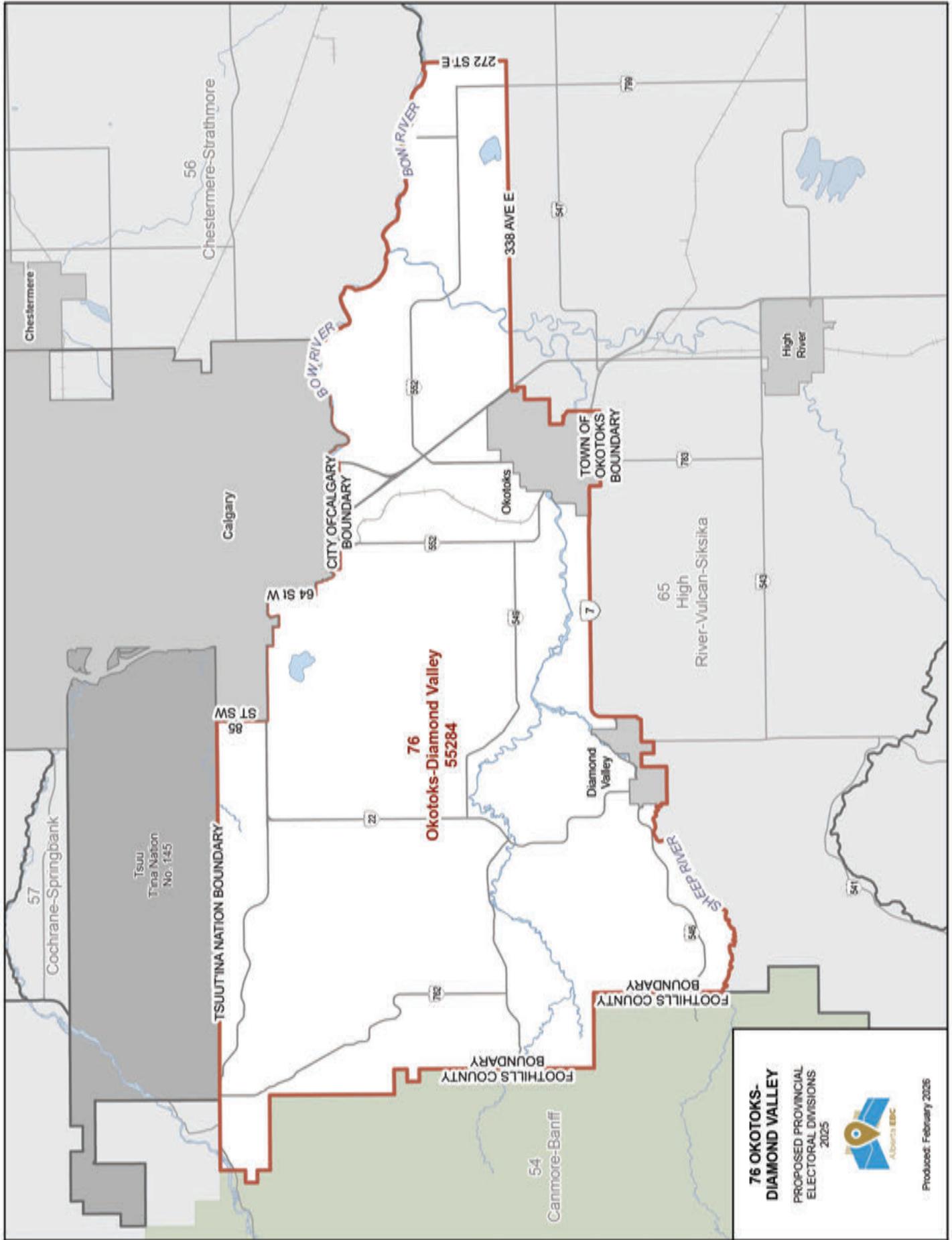
This electoral division is largely based on the current Airdrie-Cochrane. To reflect the exceptional population growth and new electoral division in Airdrie, however, the eastern boundary is proposed to be Range Road 21/Highway 772. To increase the population given the loss of these eastern portions of the electoral division, it is recommended that areas south of Cochrane, east of Highway 22, and north of the Elbow River be moved to Cochrane-Springbank from Banff-Kananaskis. These areas are more suburban and more likely to receive services and have more in common with Cochrane-Springbank than the unique newly redrawn Canmore-Banff.

This electoral division, similar to what was advocated for by certain submissions, will result in effective representation with a manageable geography and communities of interest in areas adjacent to Calgary.



Okotoks-Diamond Valley – ED # 76

This is the successor electoral division of Highwood, though we recommend this name change to reflect the two largest municipalities, especially given the confusion over the location of “Highwood” for those in different parts of the province. Compared to Highwood, this electoral division has gained adjacent portions of Foothills County from Banff-Kananaskis, to reflect that these areas bear more in common, from an infrastructure and culture perspective, with Okotoks-Diamond Valley. It has lost areas to High River-Vulcan-Siksika that are: a) south of the Sheep River (if west of Diamond Valley), Highway 7 (if between Diamond Valley and Okotoks), and 338 Avenue East (if east of Okotoks); and b) east of 272 Street East. This creates an electoral division in Foothills County south of Calgary that shares infrastructure and communities in common. This electoral division was proposed, in a slightly modified format, as option B in the interim report, and was vastly preferred to Calgary-Okotoks in public submissions.



76 OKOTOKS-DIAMOND VALLEY
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2025

IV. AREAS NEAR AND AROUND EDMONTON (7 ELECTORAL DIVISIONS)

Fort Saskatchewan-Vegreville – ED # 62

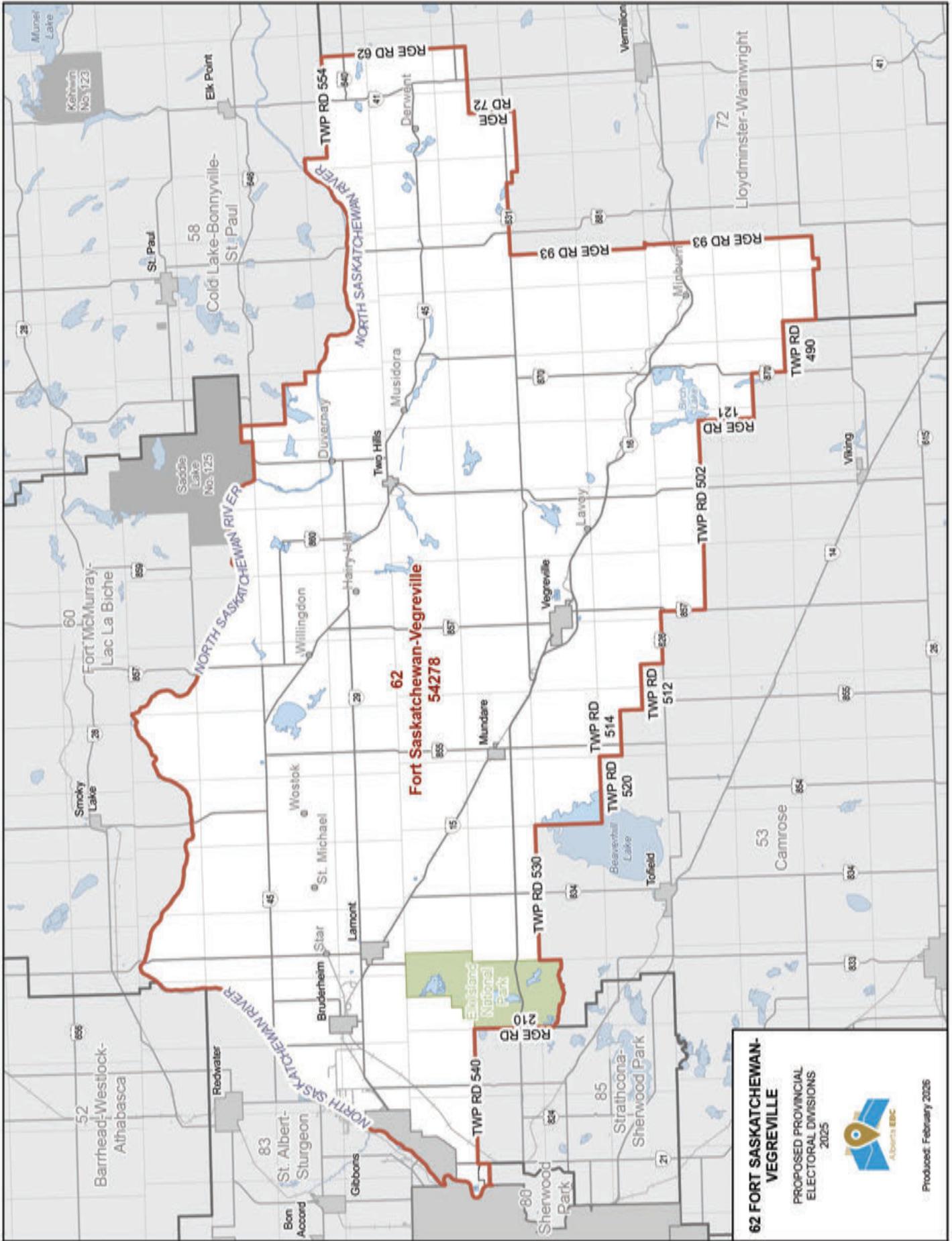
The proposed boundaries of Fort Saskatchewan-Vegreville are very similar to the current boundaries of this electoral division. Three modest changes are recommended.

First, it is recommended that portions of the County of Minburn east of Range Road 93 be moved to Lloydminster-Wainwright. This helps balance the population between the two electoral divisions. Moreover, despite living in the County of Minburn, residents are likelier to receive services from Vermilion than Vegreville. We are using Range Road 93 as the border to prevent dividing communities.

Second, it is recommended that areas of Strathcona County south of Township Road 535 and west of Highway 21 be added to Sherwood Park. This modest change reflects that growth in this area will use Sherwood Park as a service centre rather than Fort Saskatchewan.

Third, it is recommended that areas in Strathcona County east of Highway 21 and south of Township Road 540 be moved from Fort Saskatchewan-Vegreville to Strathcona-Sherwood Park. This helps close the gap in population between Fort Saskatchewan-Vegreville and Strathcona-Sherwood Park. It also reflects the fact that these developing communities are likelier to seek services in Strathcona County and Sherwood Park.

In sum, this proposed electoral division brings together Fort Saskatchewan, parts of Strathcona County, and the Counties of Minburn, Two Hills, and Lamont to form a suburban and rural electoral division. This electoral division, consisting of a city and several rural areas, illustrates the necessity of hybrid electoral divisions and the fact that they are not new.



Leduc-Devon – ED # 67

This electoral division is concentrated on Leduc County. It consists of portions of Leduc County west of Highway 2 and south of the City of Leduc, as well as portions west of Highway 814 and north of Highway 623. It also contains the City of Leduc and the Towns of Devon, Calmar, and Thorsby. This brings together communities of interest in Leduc County in a manageable geographical range. Effective representation will follow.

The Commission acknowledges that most presentations received preferred a configuration where Leduc and Beaumont are in the same electoral division. However, that would result in an electoral division that would be by far the most populous in the province. Placing Beaumont together with Edmonton, while areas in Leduc County west of Highway 2 enter an electoral division with Leduc, enables us to achieve effective representation for all Albertans while removing only two electoral divisions from rural Alberta.

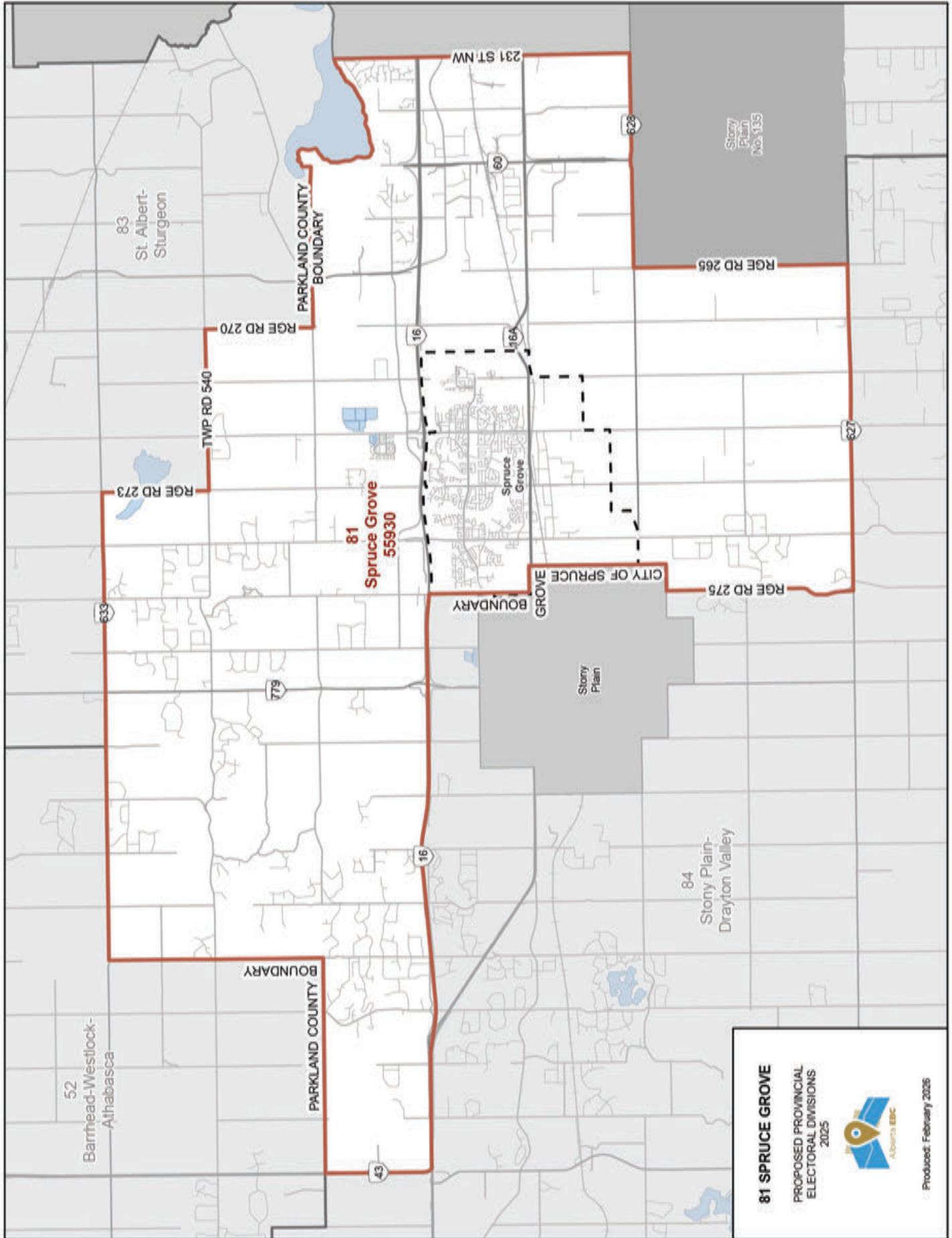
Sherwood Park – ED # 80

This is largely based on the current boundaries of Sherwood Park. Two modest changes are recommended. The first is adding areas of Strathcona County south of Township Road 535 and west of Highway 21 from Fort Saskatchewan-Vegreville. This modest change can help close the population gap between Sherwood Park and Fort Saskatchewan-Vegreville, and reflects that growth in this area will use Sherwood Park as a service centre rather than Fort Saskatchewan. The second is adding all areas west of Range Road 231 and north of a straight line connecting Range Road 231 to the border with the City of Edmonton, travelling in part alongside the southernmost point of the urban service area of Sherwood Park, from Strathcona-Sherwood Park. This creates clearer boundaries and recognizes the link that these areas have with Sherwood Park. Effective representation will follow in this electoral division, which unites the western portions of this large hamlet adjacent to Edmonton.

Spruce Grove – ED # 81

This electoral division concentrates on the City of Spruce Grove, all of which is contained herein. It also contains areas of Parkland County east of Range Road 275 and north of Highway 627, as well as those areas east of Highway 43 and north of Yellowhead Highway.

In sum, this electoral division reflects the interests of a small city and neighbouring areas in the bordering county. The current MLA for Spruce Grove–Stony Plain, acknowledged the current boundaries necessitated dividing Spruce Grove and Stony Plain. He also expressed contentment with the interim boundaries, from which these final boundaries only moderately deviate. The changes to this electoral division also facilitate the removal of Lac Ste. Anne–Parkland, which the Commission reluctantly considers necessary given that the *Act* only expanded the size of the Legislature to 89 electoral divisions.



81 SPRUCE GROVE
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025

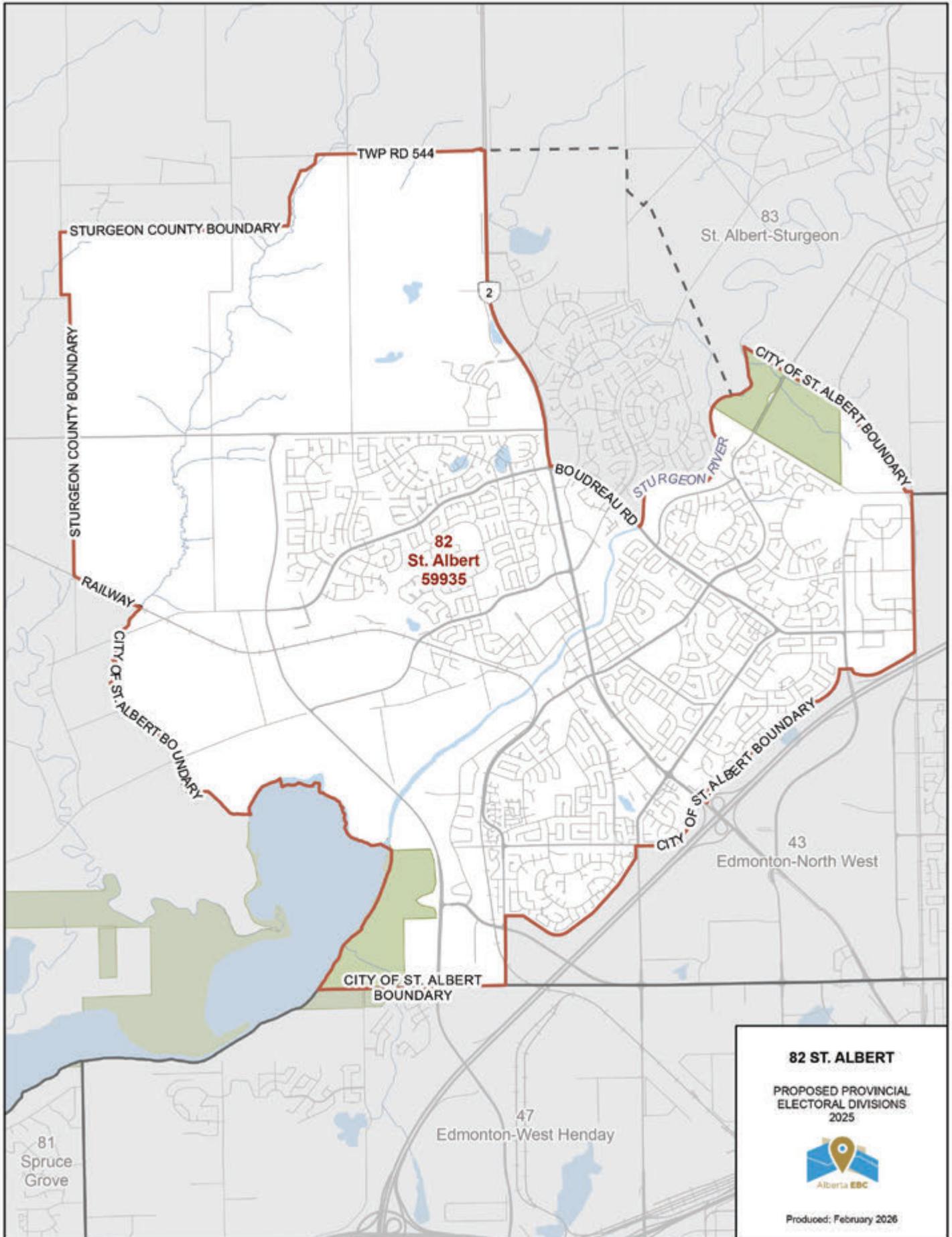


Produced: February 2025

St. Albert – ED # 82

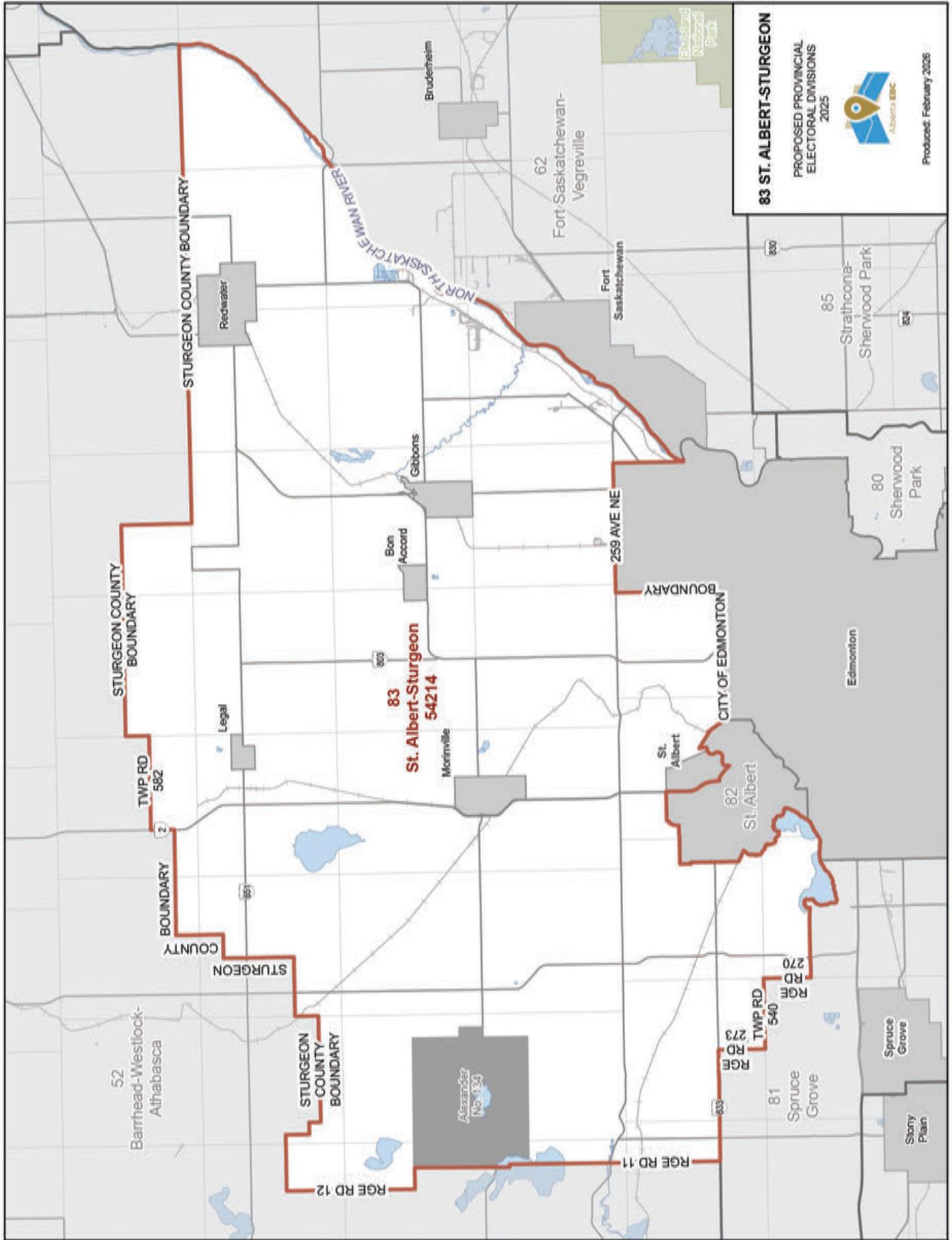
This electoral division consists of the entirety of the current division of this name, as well as portions of the City of St. Albert south of the Sturgeon River that are presently in Morinville–St. Albert. These areas are included to bring more of the city together in a single electoral division, and allow St. Albert–Sturgeon to absorb parts of Sturgeon County from Lac Ste. Anne–Parkland. It is also recommended that this electoral division absorb a small area from Lac Ste. Anne–Parkland given its annexation by the City of St. Albert.

In sum, this electoral division reflects the interests of a small city. Effective representation will certainly follow. To the extent that the higher-than-average population requires justification, the compact nature of the electoral division, its proximity to the Legislature, and the relative lack of growth potential compared to St. Albert–Sturgeon provide that justification.



St. Albert-Sturgeon – ED # 83

This electoral division is based upon the current boundaries of Morinville-St. Albert, with two significant changes. First, all portions of the City of St. Albert south of the Sturgeon River are recommended to be moved to St. Albert. Second, to compensate for the foregoing, all parts of Sturgeon County presently in Lac Ste. Anne-Parkland are recommended for inclusion in this electoral division. These changes unite all of Sturgeon County, and enable the elimination of Lac Ste. Anne-Parkland, which the Commission considers necessary given that the *Act* only permitted us to propose boundaries for 89 electoral divisions. Effective representation will follow for this electoral division.



83 ST. ALBERT-STURGEON
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025

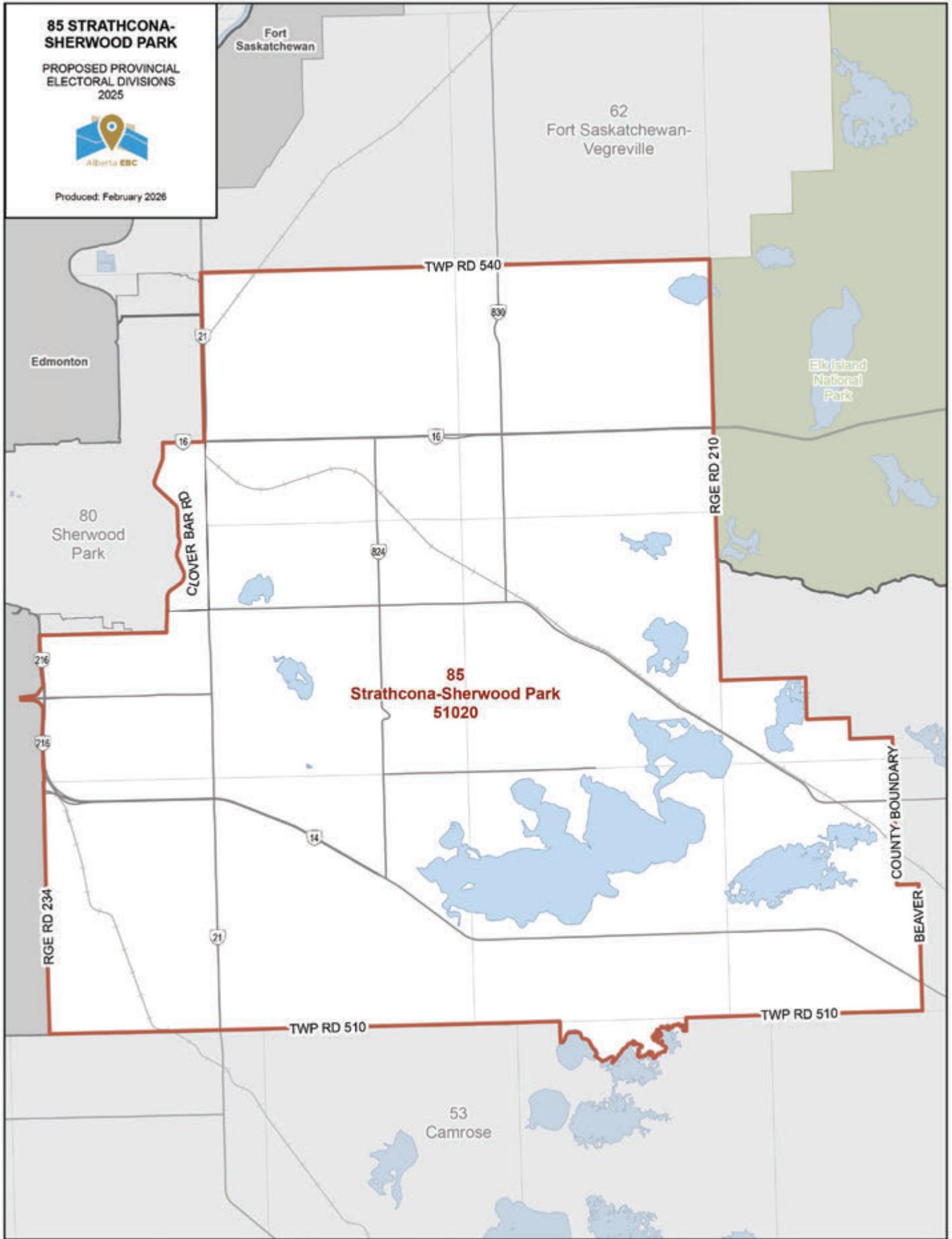


Produced: February 2026

Strathcona-Sherwood Park – ED # 85

This is very similar to the current electoral division, with two exceptions. First, all areas west of Range Road 231 and north of a straight line connecting Range Road 231 to the border with the City of Edmonton, travelling in part alongside the southernmost point of the urban service area of Sherwood Park, are added to Sherwood Park. This creates a clearer boundary, and reflects the link between these areas and western Sherwood Park. Second, it is recommended that all areas in Strathcona County east of Highway 21 and south of Township Road 540 be added to this electoral division from Fort Saskatchewan-Vegreville. This equalizes populations and reflects the fact that developing communities in this area have more in common, from a culture and infrastructure perspective, with Strathcona-Sherwood Park than Fort Saskatchewan-Vegreville.

STRATHCONA-SHERWOOD PARK – ED # 85



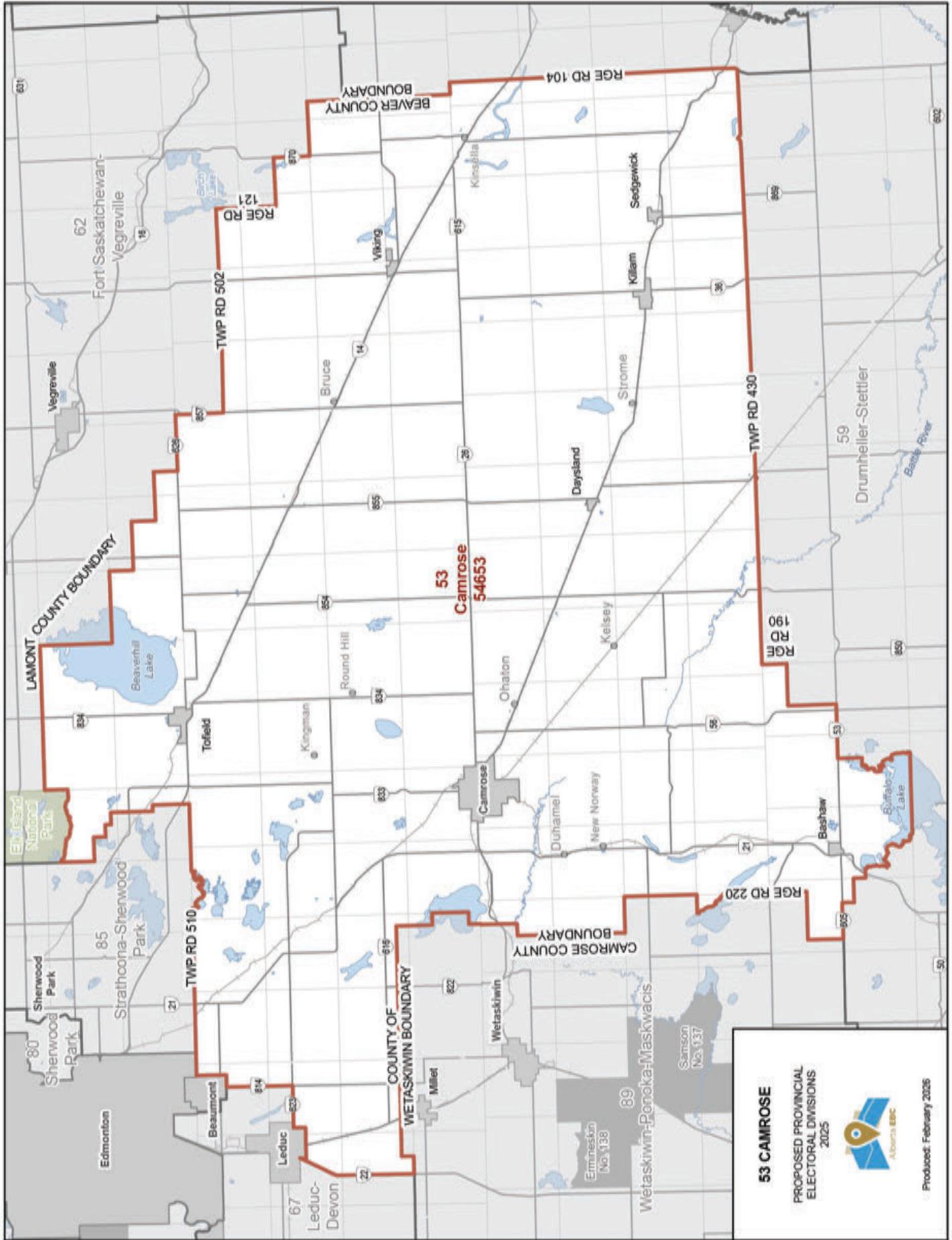
V. CENTRAL ALBERTA (12 ELECTORAL DIVISIONS)

Camrose – ED # 53

This bears significant similarities to the current boundaries of this electoral division, though material changes are recommended. First, it is recommended that portions of Flagstaff County east of Range Road 104 and south of Township Road 430 be moved to Drumheller-Stettler or Lloydminster-Wainwright. These areas are far from the City of Camrose and receive services in centres such as Castor, Stettler, or Wainwright. Moving them increases the populations of Drumheller-Stettler and Lloydminster-Wainwright.

Second, it is recommended that all portions of Beaver and Camrose Counties in Maskwacis-Wetaskiwin, as well as portions of Leduc County in Maskwacis-Wetaskiwin east of Highway 814 and north of Highway 623/Township Road 504, and east of Highway 2 even if south of Highway 623 (but excluding all of the cities of Beaumont and Leduc), be moved to Camrose. The changes unite Beaver and Camrose Counties. This was supported by many submissions. Many of the portions of Leduc County recommended for inclusion also would use the City of Camrose as a service centre. The changes also increase this electoral division's population and reduce the populations of Wetaskiwin-Ponoka-Maskwacis, which would otherwise be too high.

In sum, this electoral division brings together Camrose County, Beaver County, almost all of Flagstaff County, portions of Leduc County with a connection to Camrose, and all constituent municipalities. These areas bear significant commonalities in rural, central-east Alberta. This electoral division will enable effective representation.



Canmore-Banff – ED # 54

This is based on the current boundaries of Banff-Kananaskis, with changes falling into three macro-level categories.

The first aims to bring in a small portion of Foothills County south of the Highwood River and west of the Stimson Creek from Livingstone-Macleod. This increases this electoral division's population, reduces that of Livingstone-Macleod, and brings Eden Valley 216 Indian Reserve into this electoral division, which connects it with the rest of the Stoney Nakoda Nation, also in Canmore-Banff.

Second, it is recommended that several changes occur closer to Calgary, both to reduce this electoral division's population, and facilitate other changes occurring in electoral divisions that border Calgary, such that:

- a) Areas south of Cochrane, east of Highway 22, and north of the Elbow River be moved from Banff-Kananaskis to Cochrane-Springbank, as these areas bear more in common with the Calgary-adjacent electoral division that is Cochrane-Springbank;
- b) Areas south of the Elbow River, north of the Tsuut'ina First Nation boundary, and east of Highway 22 be moved to Calgary-West-Elbow Valley (see also the discussion of Calgary-West-Elbow Valley);
- c) Tsuut'ina First Nation be moved to Calgary-Glenmore-Tsuut'ina, to recognize the link between Tsuut'ina and Calgary; and
- d) Portions of Foothills County presently in Banff-Kananaskis be moved to Okotoks-Diamond Valley, as they bear more in common with the Calgary-adjacent electoral division that is Okotoks-Diamond Valley.

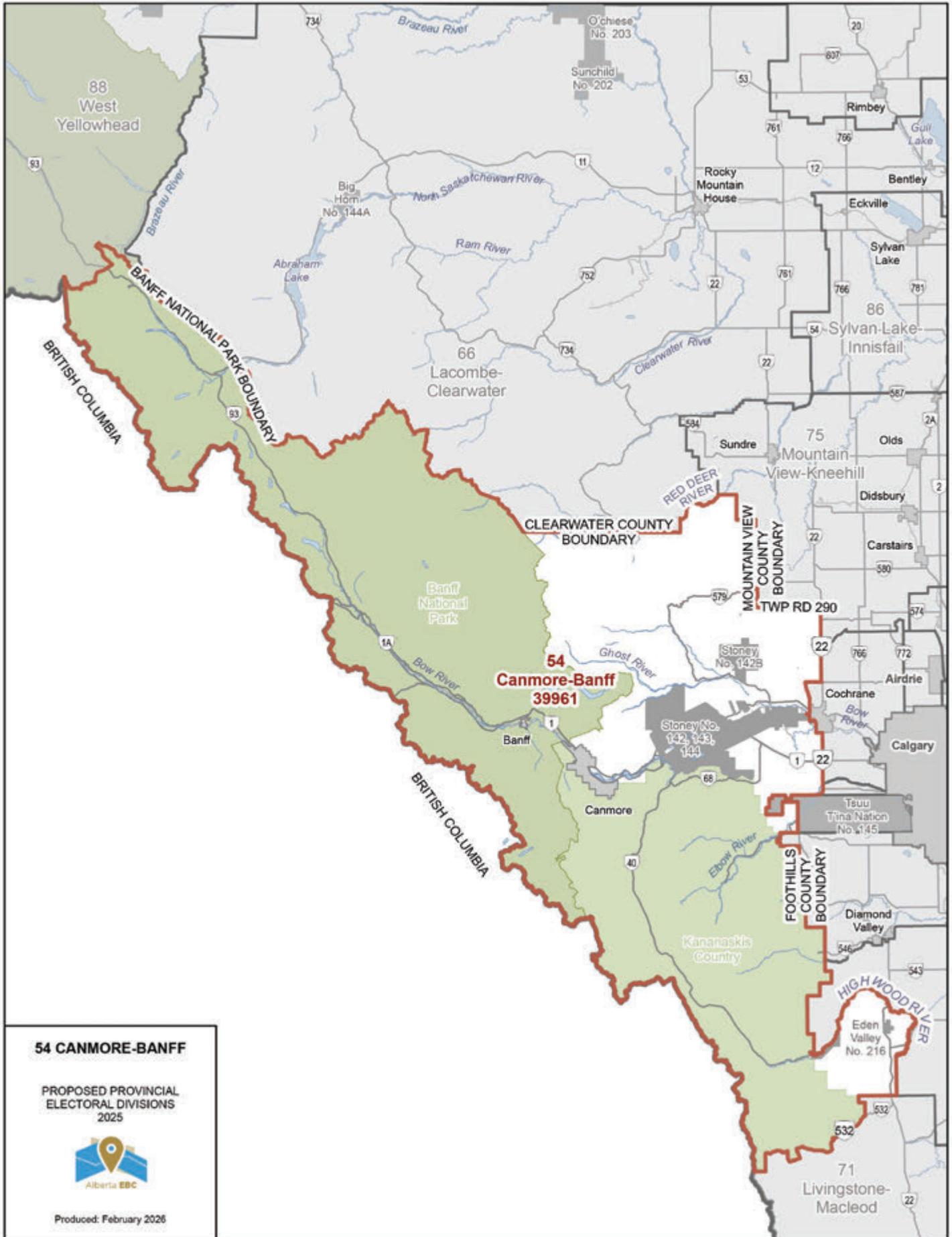
Third, it is recommended that portions of the MD of Bighorn currently in Rimbey-Rocky Mountain House-Sundre be added to this electoral division, to increase its population and unite all of the MD of Bighorn.

The Commission has elected to give the electoral division s. 15(2) status given the high Indigenous population, distance from the Legislature, and the two towns at its heart not neatly fitting in with adjacent areas from a communities of interest perspective. The residents, even those located outside the national park, are largely industry dependent on Banff National Park, giving the electoral division a common interest. Multiple reserves are also in this electoral division.

We recognize that Jasper also fits in with this electoral division for these reasons. That is why it was included in this electoral division in the interim report. However, for reasons noted above, the Commission is persuaded that the logistics of Banff and Jasper being in the same electoral division are not feasible. Jasper's residents receive their services from the provincial government in Hinton or Edmonton, not Banff or Canmore. Moreover, Jasper and Banff are separated by hundreds of kilometres with no inhabitants between them (apart from the modest population in Lake Louise), and a road that is impassable for several months of the year. Accordingly, the Commission declines to place Jasper in this electoral division, but, in recognition of the communities of interest, gives the electoral division s. 15(2) status. Effective representation will follow.

Submissions that asked for Canmore to be placed in an electoral division with Crowsnest Pass and Banff to be an electoral division with Rocky Mountain House were clear mischief-making. The fact that many people who made these submissions advocating for the separation of Banff and Canmore insisted that Jasper needed to be in the same electoral division with Hinton underscored that these submissions were not made in good faith. Banff and Canmore clearly need to be in the same electoral division.

We propose that this electoral division be renamed Canmore-Banff, in recognition of the two largest municipalities.



54 CANMORE-BANFF

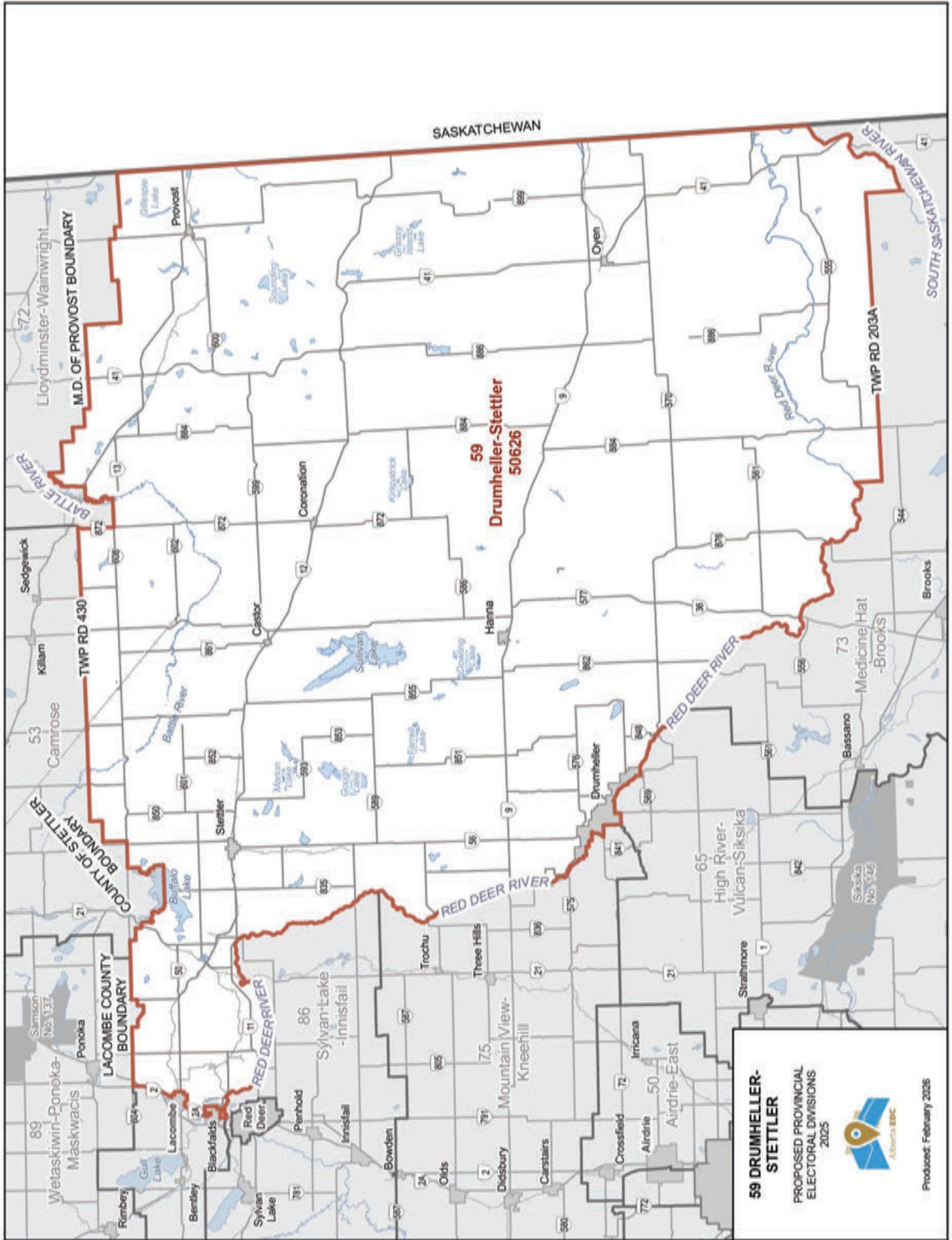
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2026

Drumheller-Stettler – ED # 59

Two significant changes to this electoral division are proposed from the last redistribution. First, portions of the County of Flagstaff south of Township Road 430 are recommended for inclusion from Camrose. (Areas northeast of Township Road 420 and Highway 872 are an exception to this, as they are recommended for inclusion in Lloydminster-Wainwright.) These areas bear significant commonalities with Stettler and Castor. They also increase this electoral division's low population, and allow Camrose to take portions of Leduc County. Second, portions of Lacombe County east of Highways 2 and 2A (though excluding all of the City of Lacombe and the Town of Blackfalds) are recommended for inclusion from Lacombe-Ponoka. These changes also increase the population of this electoral division, and facilitate the removal of an electoral division from the rural central of the province—which the Commission considers a reluctant necessity given the constraints the *Act* places on us. The Commission is also satisfied that both Drumheller-Stettler and Lacombe-Clearwater unite unique areas of the province immediately east and west of the Highway 2 corridor with portions of Lacombe County in a symmetrical manner.



Lacombe-Clearwater – ED # 66

The current electoral divisions of Lacombe-Ponoka and Rimbey-Rocky Mountain House-Sundre form the basis of this electoral division, but significant changes have been made, reflecting the reluctant recommendation that an electoral division be removed from rural Central Alberta. First, it is recommended that all portions of Ponoka County be moved to Wetaskiwin-Ponoka-Maskwacis, with the exception of those areas immediately north of Gull Lake, which are proposed to remain in Lacombe-Clearwater.

To compensate for this, it is recommended that all portions of Lacombe County presently in Rimbey-Rocky Mountain House-Sundre be moved to this electoral division, along with all portions of Lacombe County west of Highways 2 and 2A, including the City of Lacombe and Town of Blackfalds. An exception is areas south of Township Road 400 and west of Range Road 10. These areas are recommended for inclusion in Sylvan Lake-Innisfail, to balance populations and keep all of the communities close to and integrated with Sylvan Lake in a single electoral division.

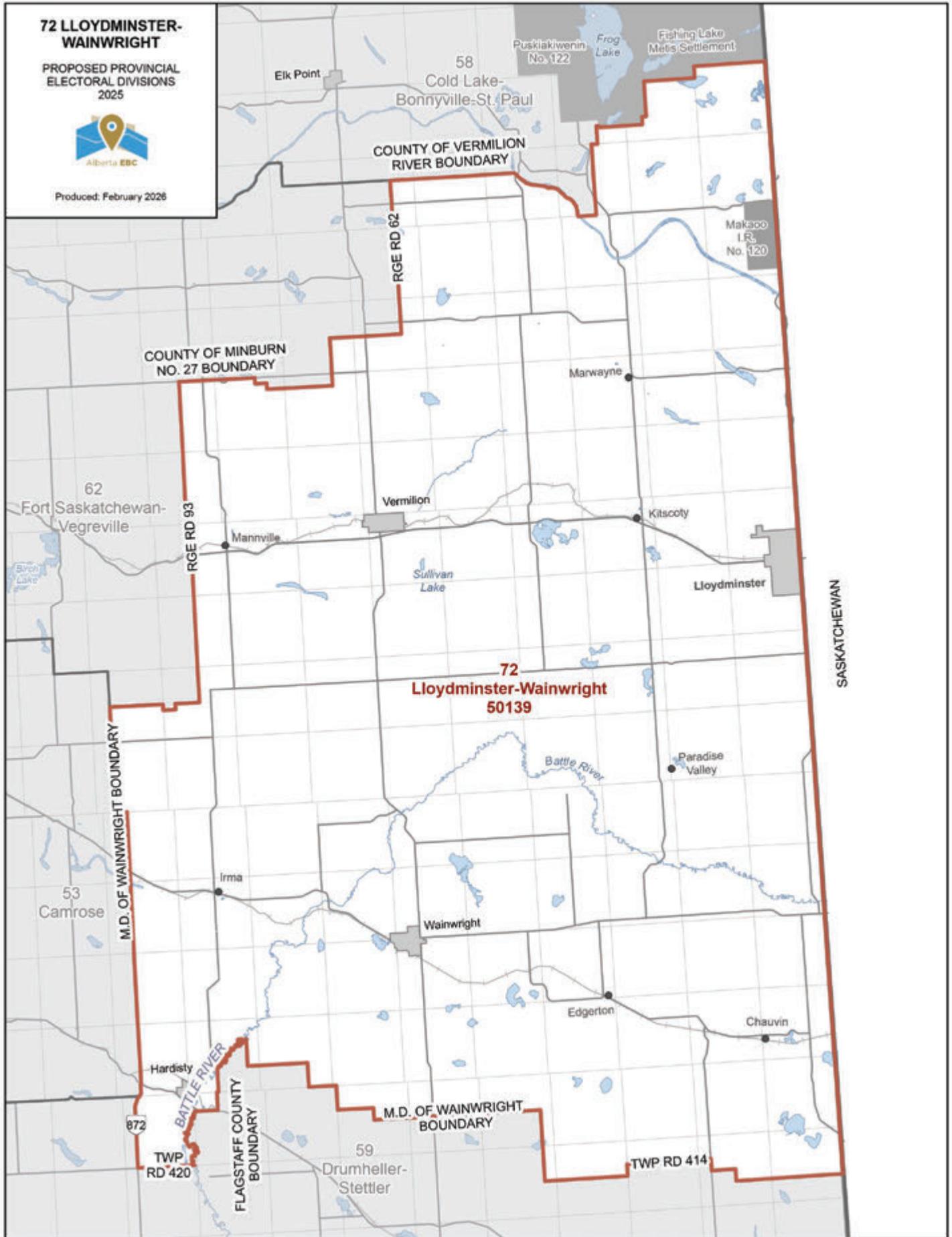
It is further recommended that all of Clearwater County, including the Town of Rocky Mountain House, be included in this electoral division. This balances the populations of the electoral divisions in the Highway 2 corridor. Moreover, it responds to submissions that Clearwater County is a unique area of the province that fits in neatly with neither the mountain parks to its west nor the rural agricultural communities to its east. While creating a s. 15(2) division for Clearwater County, perhaps also including Sundre, was considered by the Commission, it was not feasible with only 89 electoral divisions.

The Commission is satisfied that effective representation will follow in this electoral division, which unites Clearwater County and adjacent areas in two counties that have previously also shared representation with Clearwater County. The Commission is also satisfied that both Drumheller-Stettler and Lacombe-Clearwater unite unique areas of the province immediately east and west of the Highway 2 corridor with portions of Lacombe County in a symmetrical manner.

Lloydminster-Wainwright – ED # 72

The borders of this proposed electoral division are very similar to its current borders. There are two proposed changes of note. The first is to add portions of the County of Minburn east of Range Road 93 from Fort Saskatchewan-Vegreville. This helps balance the population between the two electoral divisions, and was suggested by submissions. Moreover, despite living in the County of Minburn, residents are likelier to receive services from Vermilion than Vegreville. Second, it is recommended that areas in Flagstaff County northeast of Township Road 420 and Highway 872, including the Town of Hardisty, be added to Lloydminster-Wainwright from Camrose. Not only do these areas receive many services in Wainwright, they increase this electoral division's low population.

Though somewhat lower than the average population, this remains well within statutory and constitutional limits. Its lower than average population is justified given the rural nature of the electoral division. It logically brings together the Counties of Lloydminster and Wainwright, including all constituent towns, and adjacent portions of the County of Minburn and Flagstaff County. Effective representation will continue. Consistent with the Commission's naming practices, it is recommended that this electoral division be renamed "Lloydminster-Wainwright."



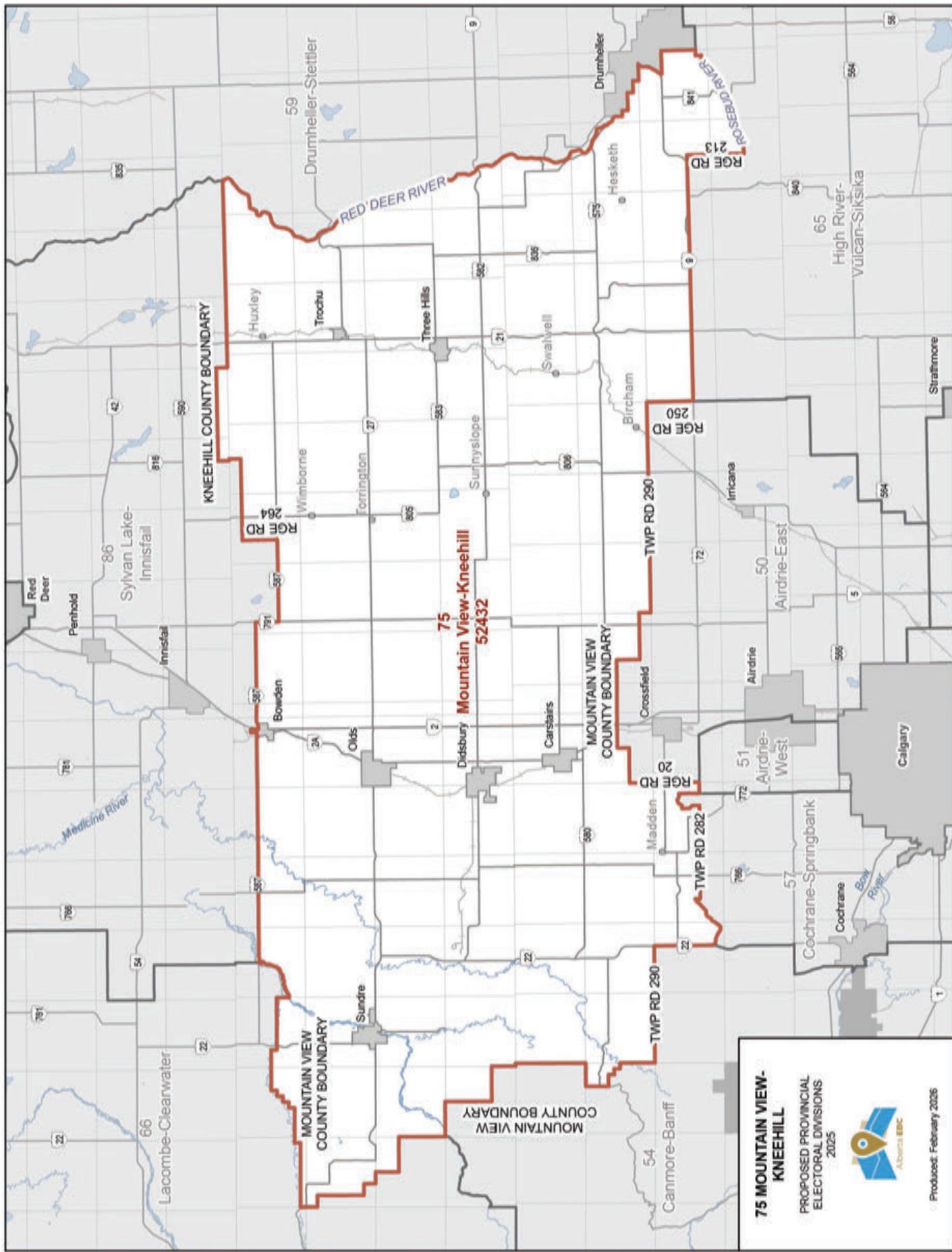
Mountain View-Kneehill – ED # 75

This electoral division has been significantly changed from the current Olds-Didsbury-Three-Hills, as it has lost territory in its South and East to Airdrie-East (most portions of Rocky View County in Olds-Didsbury-Three Hills, to create an additional electoral division in Airdrie) and High River-Vulcan-Siksika (specifically, all parts of Wheatland County). These changes are further explained in the discussions of High River-Vulcan-Siksika and Airdrie-East but also enable additional changes to Mountain View-Kneehill that will facilitate effective representation.

Two areas are recommended to be added to the electoral division. First, it is recommended that portions of Mountain View County that were previously in Rimbey-Rocky Mountain House-Sundre be moved to Mountain View-Kneehill. Not only does this unite all of Mountain View County; it enables the merger of Lacombe-Ponoka and Rimbey-Rocky Mountain House-Sundre, which the Commission reluctantly concludes is necessary. Second, it is recommended that portions of Red Deer County west of Highway 791 but south of Highway 587, though including all of the Town of Bowden, be included in this electoral division. This balances populations with Sylvan Lake-Innisfail, and reflects Bowden being very much “in between” Olds and Innisfail, such that it could be placed in either electoral division.

In sum, Mountain View-Kneehill brings together the entirety of two counties (Mountain View and Kneehill), a discrete connected portion of Red Deer County, and a small part of Rocky View County previously in Olds-Didsbury-Three Hills. The modest population variance is justified given the rural nature of the electoral division. Effective representation will continue.

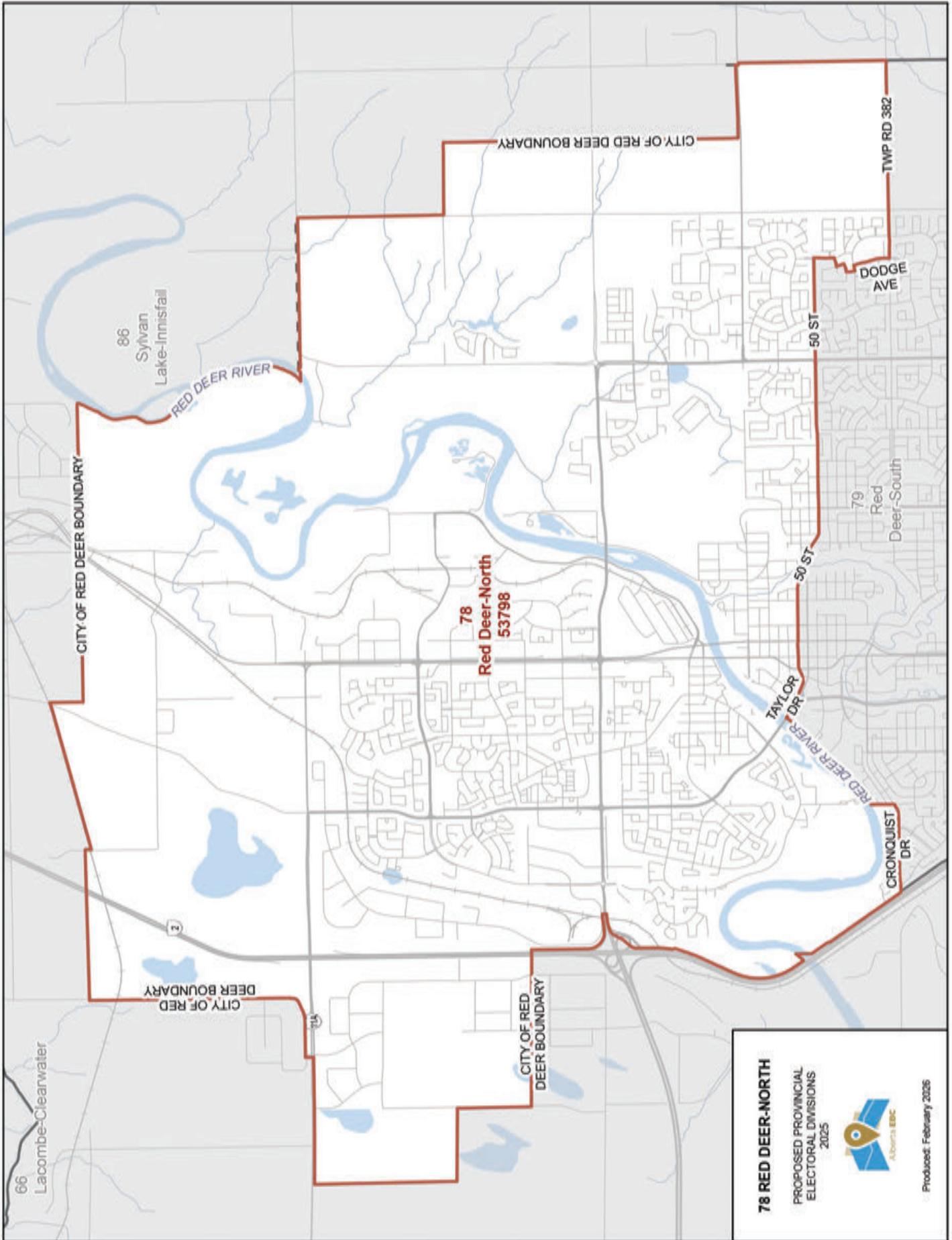
Given that four towns previously in electoral divisions’ names were placed in this constituency (Olds, Didsbury, Three Hills, and Sundre), it is recommended that this electoral division be renamed Mountain View-Kneehill. This acknowledges the counties which form the heart of the electoral division and makes the name more concise. Moreover, even parts of the electoral division that are not in the two counties are in the “view” of the Rocky Mountains.



Red Deer-North – ED # 78

It is recommended that this electoral division's boundaries be essentially unchanged since the last distribution. This helps keep the City of Red Deer neatly divided between two electoral divisions, and the dividing line within Red Deer is clear and is satisfactory in light of a lack of submissions for change. Effective representation will continue.

A small amount of territory has been moved to Red Deer-North from Innisfail-Sylvan Lake to reflect the annexation of this territory by the City of Red Deer.



78 RED DEER-NORTH

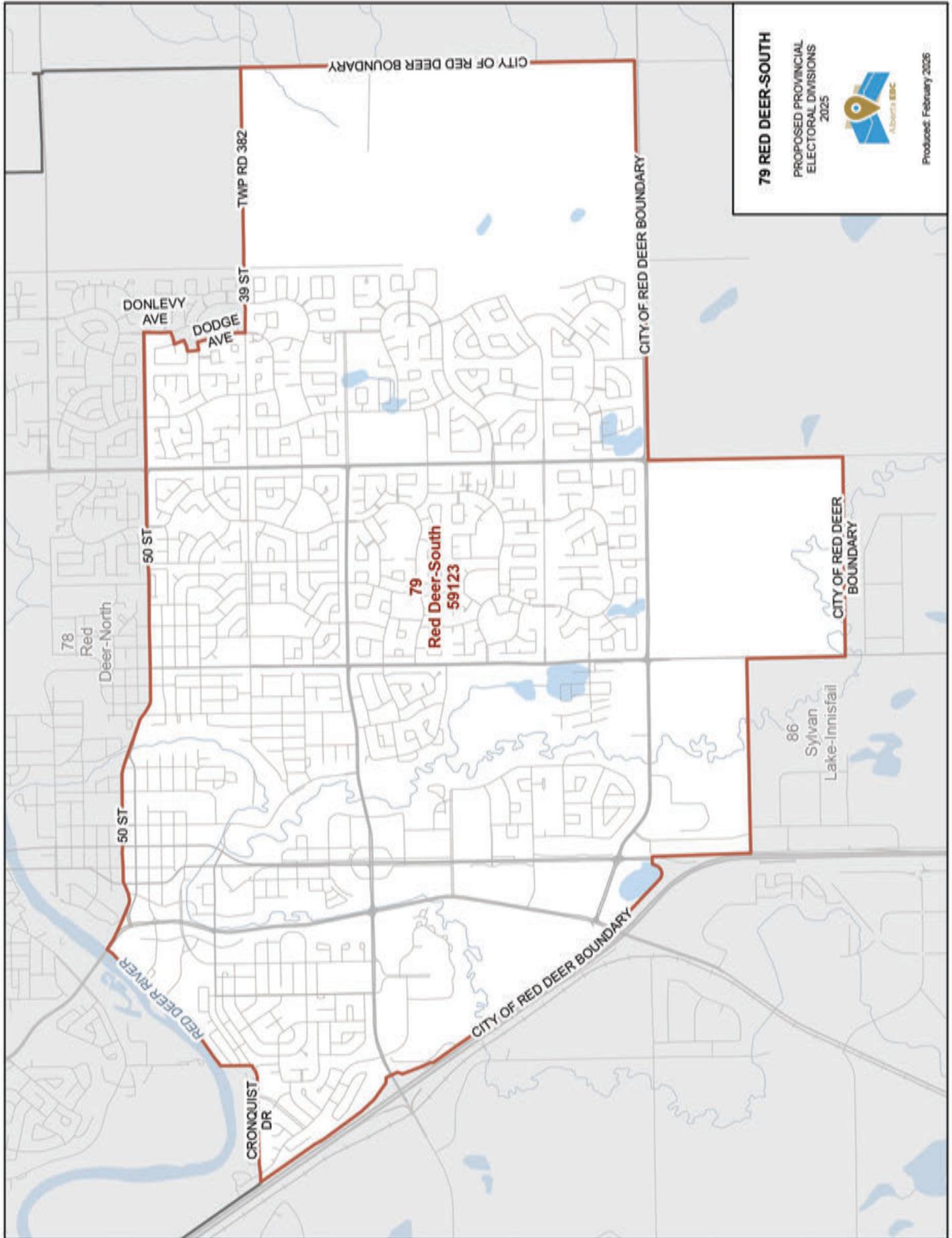
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2025

Red Deer-South – ED # 79

It is recommended that this electoral division's borders be unchanged. Though moderately above the provincial average, this is well within statutory and constitutional limits. Keeping this electoral division unchanged keeps the City of Red Deer neatly divided between two electoral divisions, and the dividing line within Red Deer is clear and satisfactory in light of a lack of submissions for change. Effective representation will continue.



79 RED DEER-SOUTH

PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2026

Stony Plain-Drayton Valley – ED # 84

This electoral division bears similarity to the present Drayton Valley-Devon, with several changes.

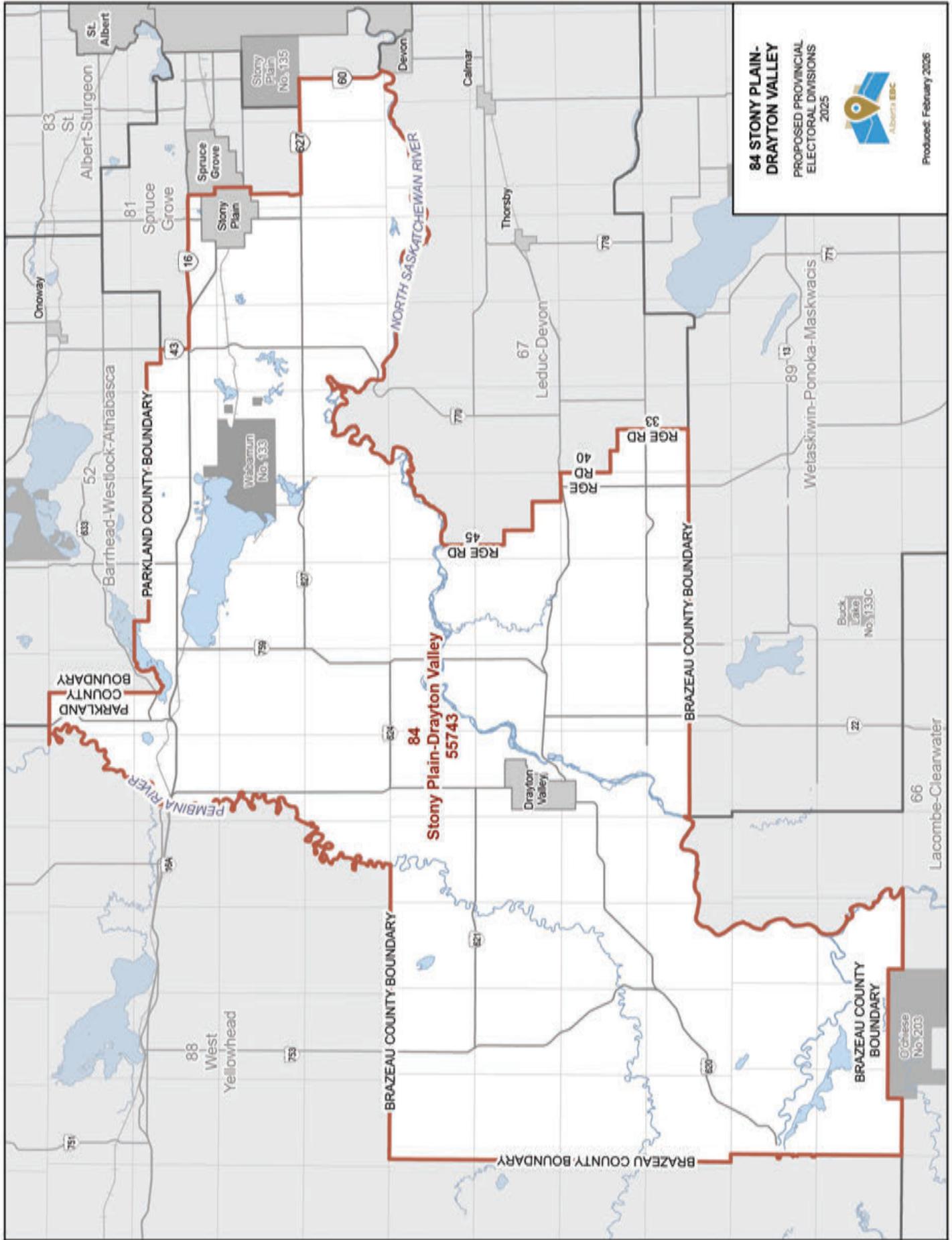
First, it is recommended that the Town of Stony Plain be moved into the electoral division from Spruce Grove-Stony Plain. Spruce Grove and areas immediately surrounding it warrant an electoral division of their own. Though the relationship between Stony Plain and Drayton Valley is not obvious, in the given circumstances, this division will yield effective representation for Alberta. As part of the creation of Spruce Grove, it is recommended that areas of Parkland County presently in Drayton Valley-Devon be moved to Spruce Grove that are east of Range Road 275 and north of Highway 627.

Second, it is recommended that Enoch Cree Nation and areas of Parkland County south of Enoch Cree Nation, east of Highway 60, and north of the North Saskatchewan River be moved into the new electoral division of Edmonton-Enoch. This balances population in this area, reflects these communities' link to the City of Edmonton, and enables the creation of the new electoral division of Edmonton-Enoch.

Third, it is recommended that all other areas in Parkland County be moved to this electoral division from Lac Ste. Anne-Parkland in light of the Commission's reluctant conclusion that Lac Ste. Anne-Parkland be removed given the constraints placed on us by the Act. An exception are areas north of the Yellowhead Trail and east of Highway 43, which are recommended for inclusion in Spruce Grove.

Finally, it is recommended that all areas of Leduc County, as well as the constituent municipalities, presently in Drayton Valley-Devon, be moved to Leduc-Devon. This balances population, unites western Leduc County, and is a collateral consequence of both: a) the challenge of having Leduc and Beaumont in the same electoral division; and b) the elimination of an electoral division from the rural central regions of the province.

In sum, the proposed electoral division of Stony Plain-Drayton Valley brings together Brazeau County, most of Parkland County, and the towns of Stony Plain and Drayton Valley. These are numerous communities of interest southwest of Edmonton. It is similar, if notably different, from the present Drayton Valley-Devon. Effective representation will continue.



Sylvan Lake-Innisfail – ED # 86

This electoral division is largely based on the current electoral division of Innisfail-Sylvan Lake, but four changes have been made.

First, and most consequentially, it is recommended that most portions of Red Deer County presently in Rimbey-Rocky Mountain House-Sundre be moved to Sylvan Lake-Innisfail. This enables the merger of Lacombe-Ponoka and Rimbey-Rocky Mountain House-Sundre and unites the vast majority of Red Deer County (excluding the City of Red Deer) in a single electoral division.

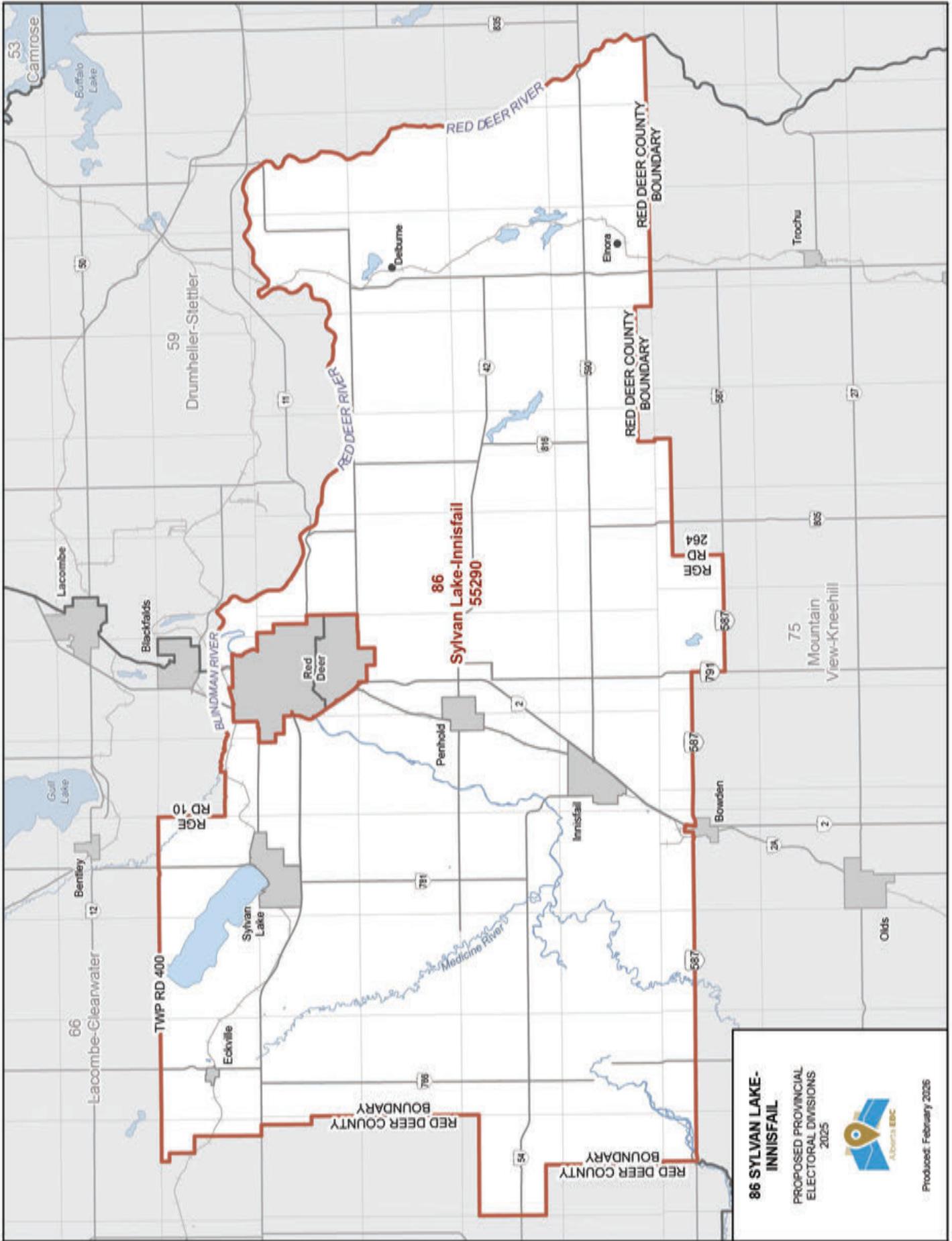
Second, it is recommended that areas in Red Deer County west of Highway 791 but south of Highway 587, though including all of the Town of Bowden, be included in Mountain View-Kneehill. This balances populations between Mountain View-Kneehill and Sylvan Lake-Innisfail, and reflects Bowden being very much “in between” Olds and Innisfail, such that it could be placed in either electoral division. This is also a qualified exception to the first change insofar as some of these areas were previously in Rimbey-Rocky Mountain House-Sundre.

Third, areas in Lacombe County north of Sylvan Lake, south of Township Road 400 (also known as Rainy Creek Road), and east of Range Road 10 are also recommended for inclusion from Rimbey-Rocky Mountain House-Sundre. These areas are not in Red Deer County but are very connected to the Town of Sylvan Lake, and effective representation warrants them being included in this electoral division. This also balances populations with Lacombe-Clearwater.

Fourth, a small amount of territory has been moved to Red Deer-North to reflect the annexation of this territory by the City of Red Deer.

In sum, this electoral division unites most of the County of Red Deer and connected areas north of Sylvan Lake in a single electoral division, with a population that will certainly lead to effective representation.

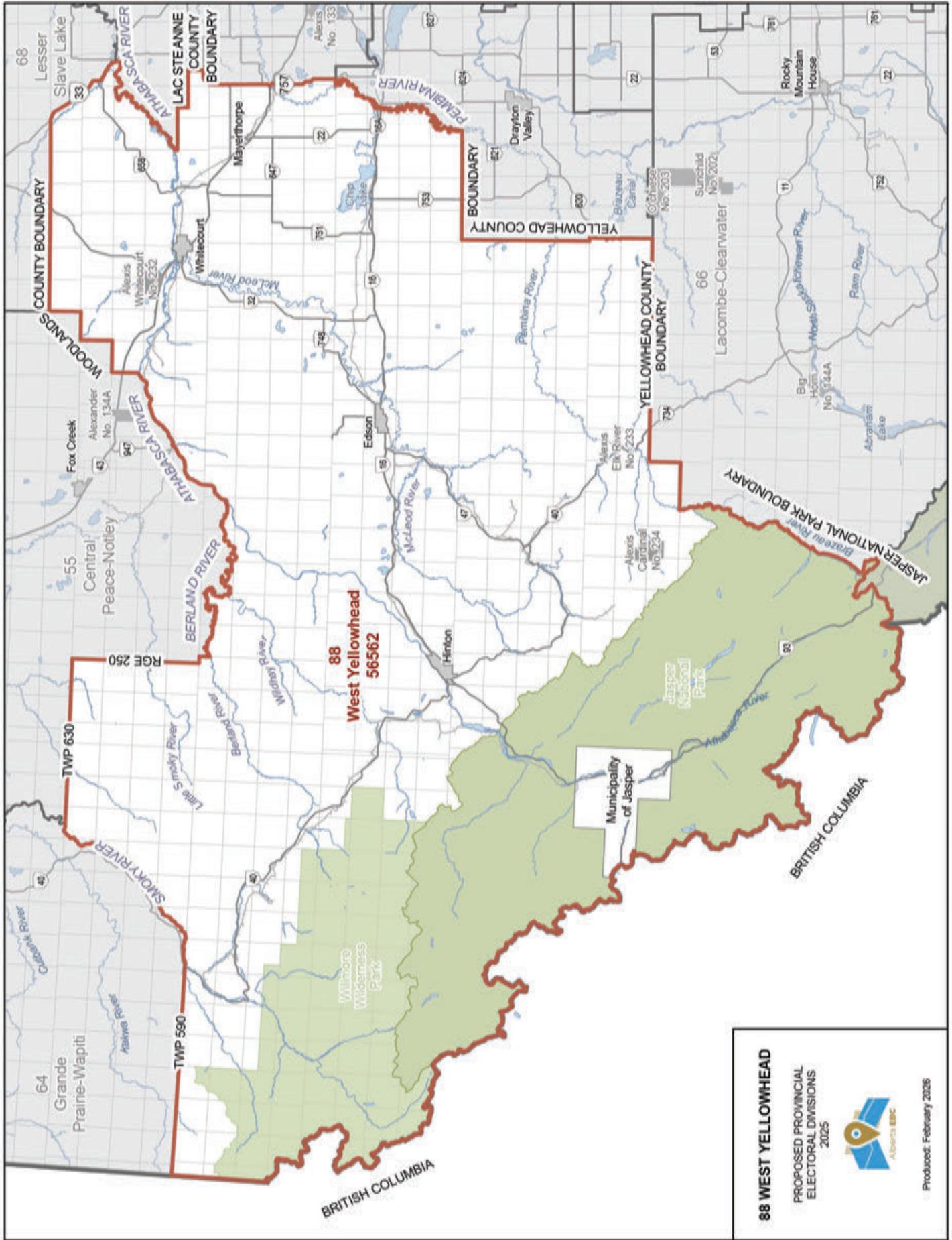
It is recommended that this electoral division be named Sylvan Lake-Innisfail, to reflect Sylvan Lake’s status as the larger municipality.



West Yellowhead – ED # 88

This bears significant similarities to the current version of the electoral division, though areas have been added. All areas of Yellowhead County not presently in the electoral division are recommended for inclusion, as are all portions of Lac Ste. Anne County generally west of Highway 757 and Highway 18, and portions of Woodlands County southwest of Highway 33. This is necessary to increase this electoral division's population, and help facilitate the removal of Lac Ste. Anne-Parkland, which the Commission reluctantly considers necessary given the constraints placed on us by the Act.

Effective representation will result from these borders, which essentially build on the current West Yellowhead, but unite a county that had previously been divided. The municipalities of Grande Cache, Jasper, Hinton, Edson, Whitecourt, and Mayerthorpe are connected via major roads. Though the population is large for such a rural division, that is justifiable considering the communities of interest and the submissions requesting that Jasper remain in this electoral division. The Commission found these submissions persuasive, as discussed elsewhere in this report, but a consequence is a relatively high population.



88 WEST YELLOWHEAD
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2025

Wetaskiwin-Ponoka-Maskwacis – ED # 89

This electoral division consists of the entirety of the Wetaskiwin and Ponoka Counties, including all cities and towns therein, with the exception of the portions of Ponoka County on the north half of Gull Lake. These are recommended for inclusion in Lacombe-Clearwater, to unite the entirety of the Gull Lake community.

This electoral division has taken portions of Wetaskiwin and Ponoka Counties from Lacombe-Ponoka and Rimbey-Rocky Mountain House-Sundre. These changes unite the counties, balance populations, and enable the merger of Rimbey-Rocky Mountain House-Sundre and Lacombe-Ponoka—which the Commission reluctantly considers necessary given the limits imposed on us by the Act.

Compared to the current Maskwacis-Wetaskiwin, the electoral division has lost:

- a) Portions of Beaver and Camrose Counties, which are recommended for inclusion in Camrose to unite the counties; and
- b) Portions of Leduc County, which are divided between Leduc-Devon, and Camrose, to balance populations in this area of the province.

This electoral division lends itself to effective representation. By bringing together two counties that are adjacent to each other on the Highway 2 corridor in rural Alberta, the MLA will be able to represent common interests and clear borders.

VI. NORTH (9 ELECTORAL DIVISIONS)

Barrhead-Westlock-Athabasca – ED # 52

Significant changes have occurred compared to the current boundaries of the electoral division of Athabasca-Barrhead-Westlock, as a consequence of the removal of Lac Ste. Anne-Parkland.

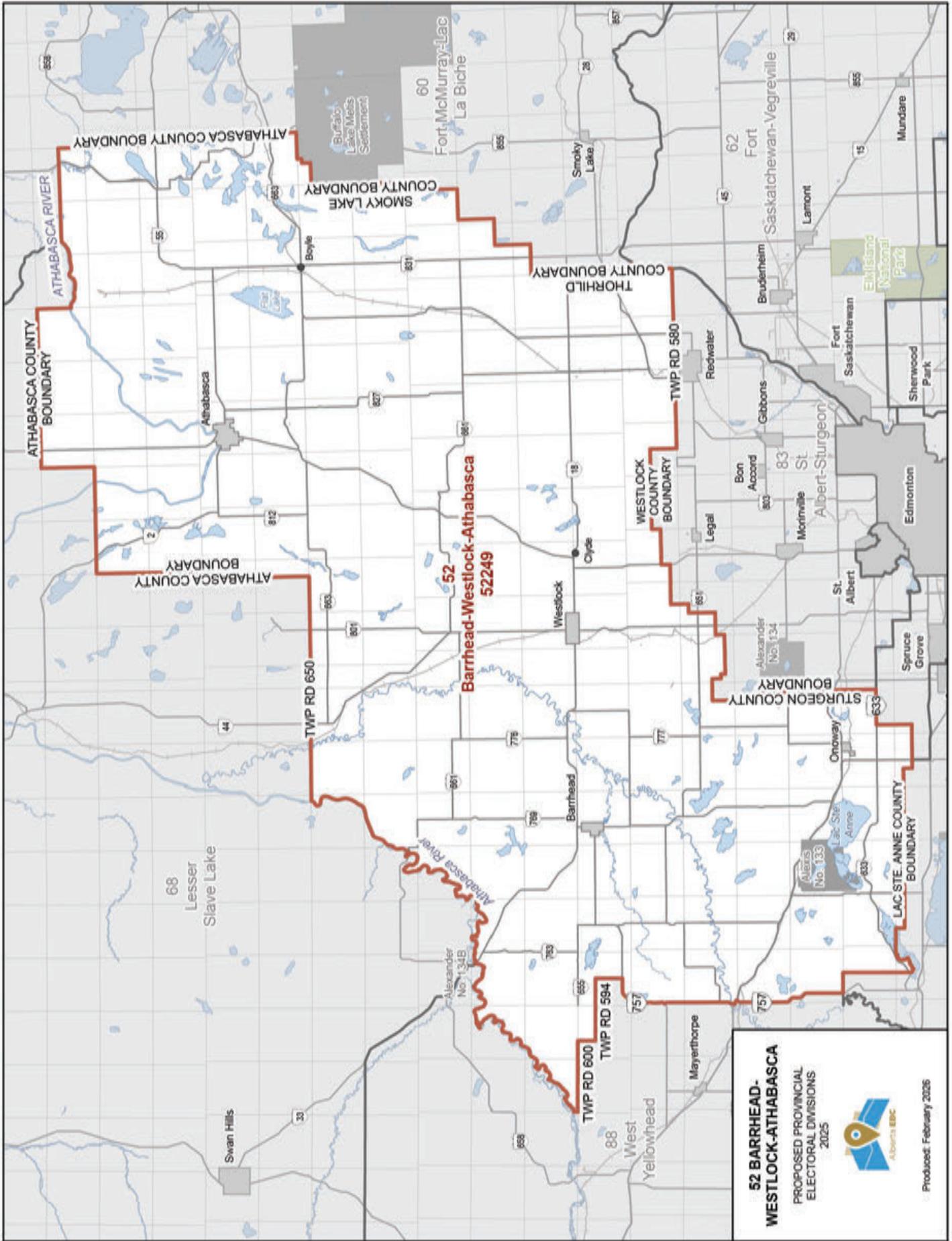
First, it is recommended that portions of the County of St. Paul presently in Athabasca-Barrhead-Westlock be moved to Bonnyville-Cold Lake-St. Paul.

Second, to reflect other territory that must be added to this electoral division, it is recommended that portions of Big Lakes County and Woodlands County presently in Athabasca-Barrhead-Westlock be moved to Lesser Slave Lake and West Yellowhead. This unites Big Lakes County, preserves Lesser Slave Lake, whose removal was the subject of criticism after the interim report, and reflects Woodlands County's desire to have two MLAs.

To compensate for this, and to enable the removal of Lac Ste. Anne-Parkland (which the Commission regrets but considers necessary given that only 89 electoral divisions have been assigned to the Legislature by the Act), the Commission recommends that portions of Westlock County previously in Lac Ste. Anne-Parkland be moved to Barrhead-Westlock-Athabasca, along with all portions of Lac Ste. Anne County generally east of Highway 757 and Highway 18. This unites all of Westlock County.

Finally, it is recommended that all of Smoky Lake County be moved to Fort McMurray-Lac La Biche, to prevent the population of Barrhead-Westlock-Athabasca from becoming too high.

Though this electoral district is slightly lower than average in population, this is justified given its geography. Effective representation will follow.

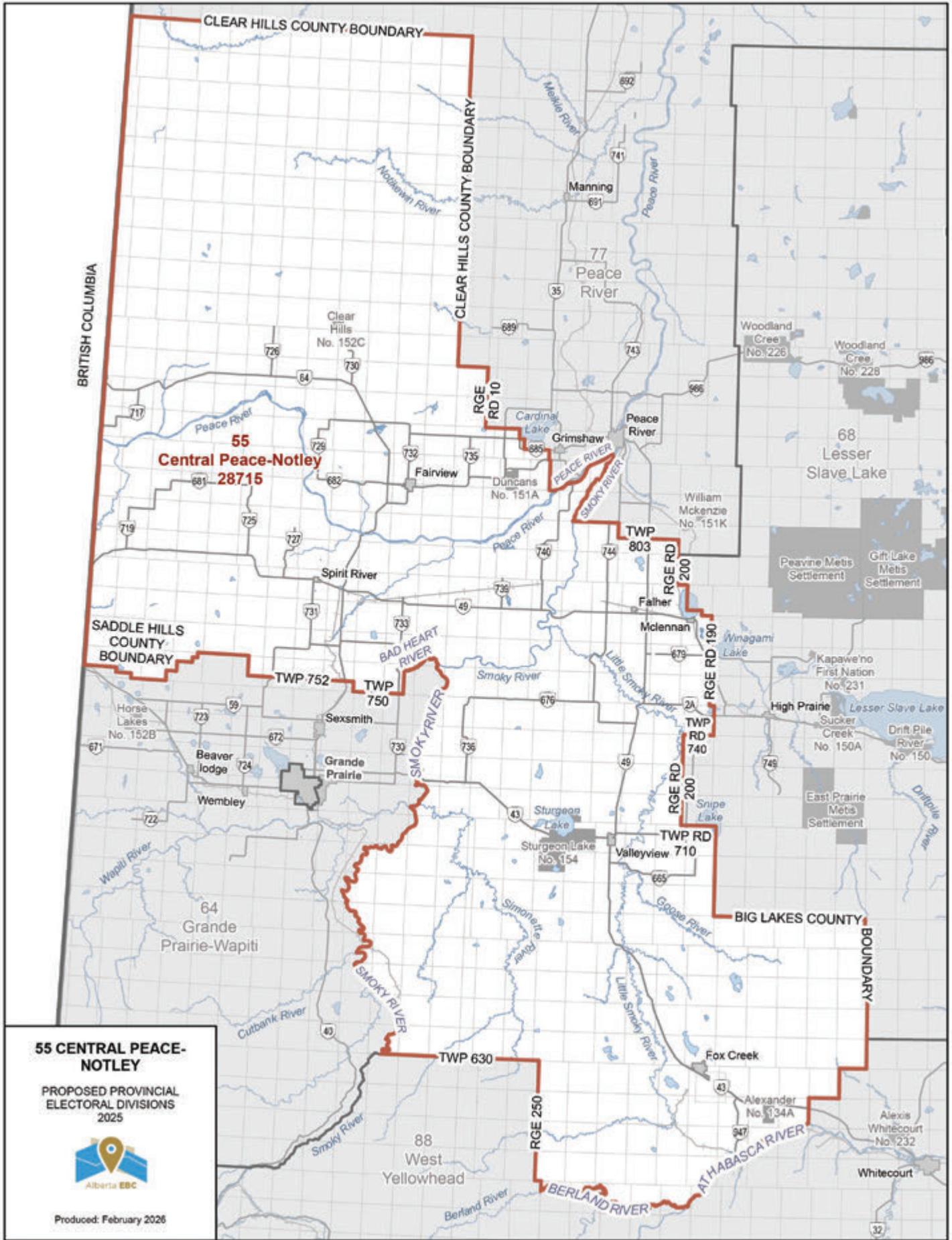


Central Peace-Notley – ED # 55

These boundaries are unchanged since the last redistribution. This is one of three ridings with a variance greater than 25% from the provincial average, but this is nonetheless permitted as all five criteria permitting such a variance prescribed by s. 15(2) of the *Act* are present in the case of this electoral division:

- 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 8,000 people;
- d) the area of the proposed electoral division contains an Indian reserve or a Metis settlement; and
- e) the proposed electoral division has a portion of its boundary coterminous with a boundary of the Province of Alberta.

The fact that all five criteria are present, when only three need to present to justify creation of a s. 15(2) electoral division, indicates the difficulty of representing this electoral division. Public submissions in both rounds of hearings underscored the difficulty of representing this electoral division and requests were made to preserve the *status quo*. As noted above, in marginal cases such as this one, our preference is to preserve the *status quo*, especially given the strong objections in the interim report to removing an electoral division from Northern Alberta, despite the low populations.



Cold Lake-Bonnyville-St. Paul – ED # 58

This bears significant similarities to the current electoral division of Bonnyville–Cold Lake–St. Paul, with discrete exceptions. Specifically, it is recommended that all portions of the County of St. Paul presently in Athabasca–Barrhead–Westlock be moved to Bonnyville–Cold Lake–St. Paul. This unites most of the County of St. Paul in the same electoral division. Second, it is recommended that Saddle Lake Cree Nation be moved to Fort McMurray–Lac La Biche, for reasons of population balance given the high population in this geographically large electoral division.

These changes unite almost all of the County of St. Paul in a single electoral division. This brings together communities of interest more clearly. The change regarding Saddle Lake Cree Nation prevents an overcorrection from a population perspective resulting from the first proposed change.

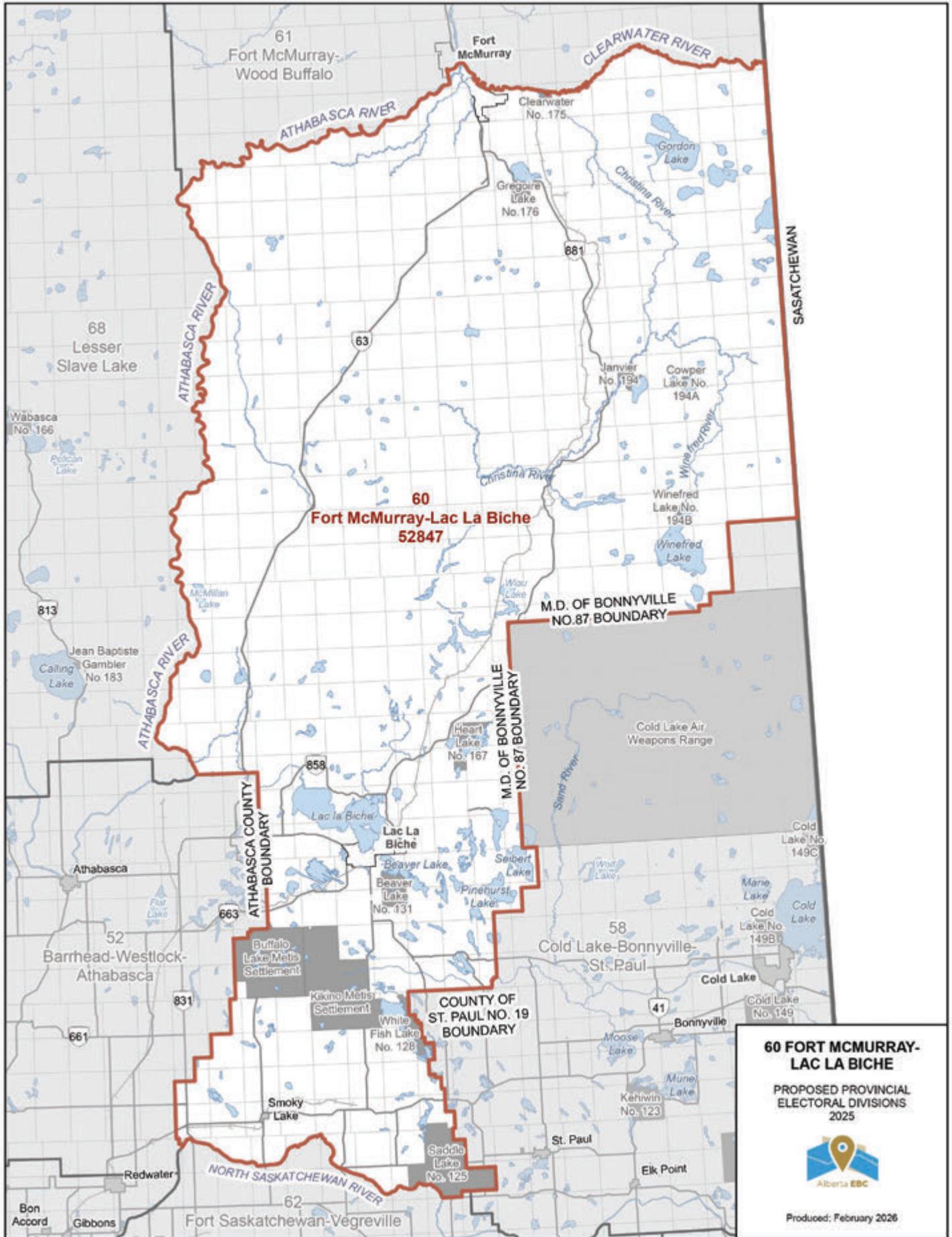
Ultimately, as a result of these changes, the boundaries of this electoral division are clear: the County of St. Paul and the municipalities within it; the MD of Bonnyville and the municipalities within it, including the City of Cold Lake (making this a hybrid electoral division); and I.C. 349 Cold Lake Air Weapons Range. While the population of the electoral division is slightly higher than ideal for a rural electoral division of this geographic size, the Commission is of the view that the variance from the provincial average is so modest, and the recommended boundaries are justifiable for other reasons, that the electoral division will clearly be a vehicle for effective representation.

We acknowledge that due to shadow populations of temporary workers such as members of the military and/or those who work in the oil industry, the electoral division serves over 75,000 persons. This reflects the vast industry in this electoral division, and its importance to Alberta’s economy. While not without sympathy to this concern of representation without taxation, we do not have enough data about these matters to be certain of their impact. In any event, while this certainly complicates the ability to effectively represent the electoral division, the Commission is satisfied that its proposed boundaries make sense and can facilitate effective representation.

Consistent with our naming practices, we propose that “Cold Lake” appear first in this electoral division’s name, reflecting its status as the largest municipality.

Fort McMurray-Lac La Biche – ED # 60

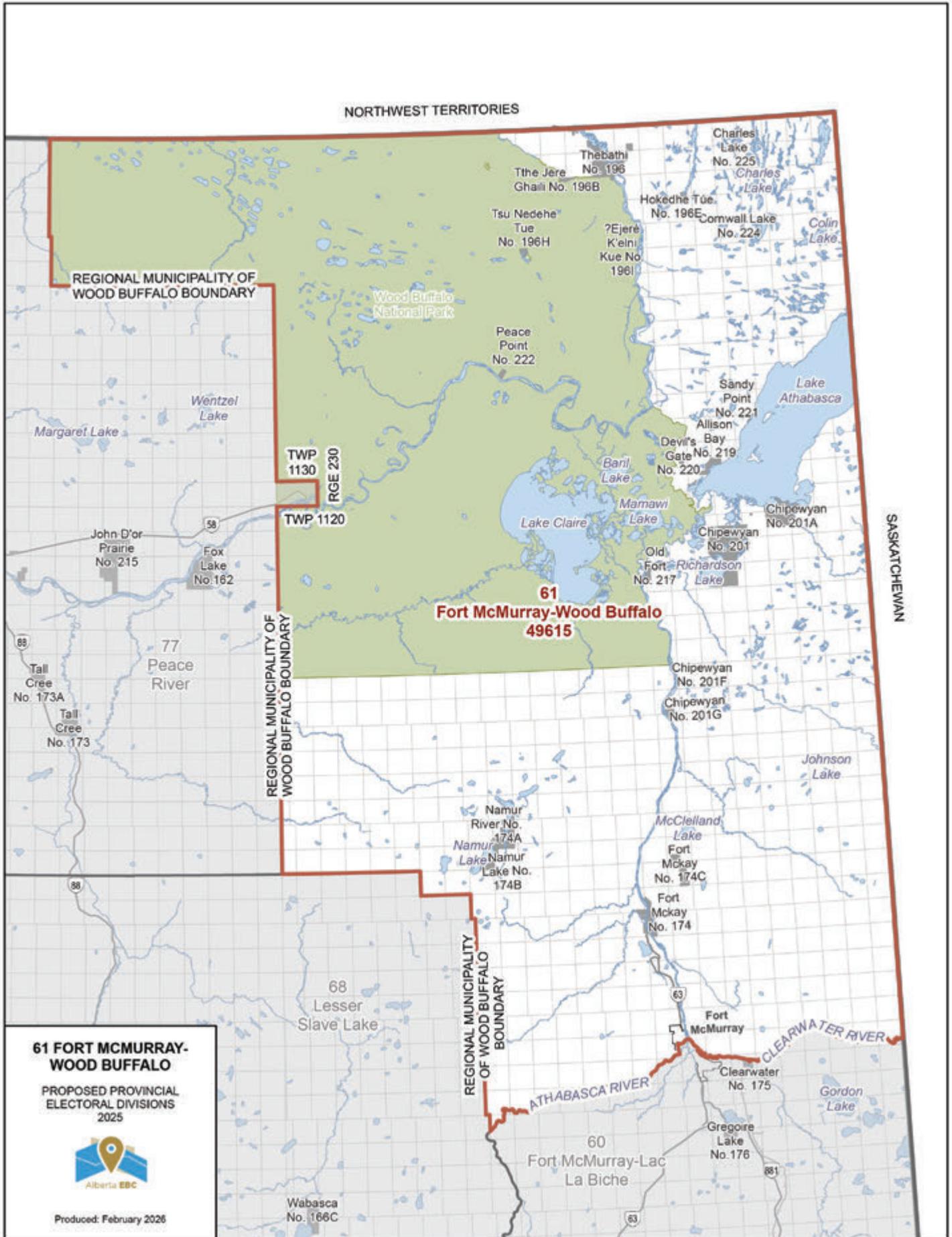
Two changes are recommended to this electoral division from the last redistribution. First, all of Smoky Lake County and all of Saddle Lake Cree Nation are recommended to be moved into this electoral division from Athabasca-Barrhead-Westlock and Bonnyville-Cold Lake-St. Paul respectively. This connects infrastructure in this area of the province, prevents Barrhead-Westlock-Athabasca and Cold Lake-Bonnyville-St. Paul from becoming too large, and enables the removal of Lac Ste. Anne-Parkland. Second, to prevent an excessive population based on the foregoing change, it is recommended that the westernmost neighbourhoods north of the Athabasca River within Fort McMurray—notably, the communities of Martin Ridge Estates and Wood Buffalo Estates—be moved to Fort McMurray-Wood Buffalo. These communities bear much in common with the communities north of the Athabasca River within Fort McMurray-Wood Buffalo. Effective representation will follow for this electoral division.



Fort McMurray-Wood Buffalo – ED # 61

One change is recommended to this electoral division from the last redistribution. Specifically, it is recommended that the westernmost neighbourhoods north of the Athabasca River within Fort McMurray-Lac La Biche—notably, the communities of Martin Ridge Estates and Wood Buffalo Estates—be moved to Fort McMurray-Wood Buffalo. These communities bear much in common with the communities north of the Athabasca River within Fort McMurray-Wood Buffalo. The changes also help reduce the population of Fort McMurray-Lac La Biche given changes elsewhere in the north of the province.

Effective representation will follow for this electoral division. The slightly below average population is justified given the geographically large area that the MLA must represent, its distance from the legislature, the high Indigenous population, and the close to unanimous submissions that there should be no attempt to have an entirely urban electoral division for Fort McMurray.



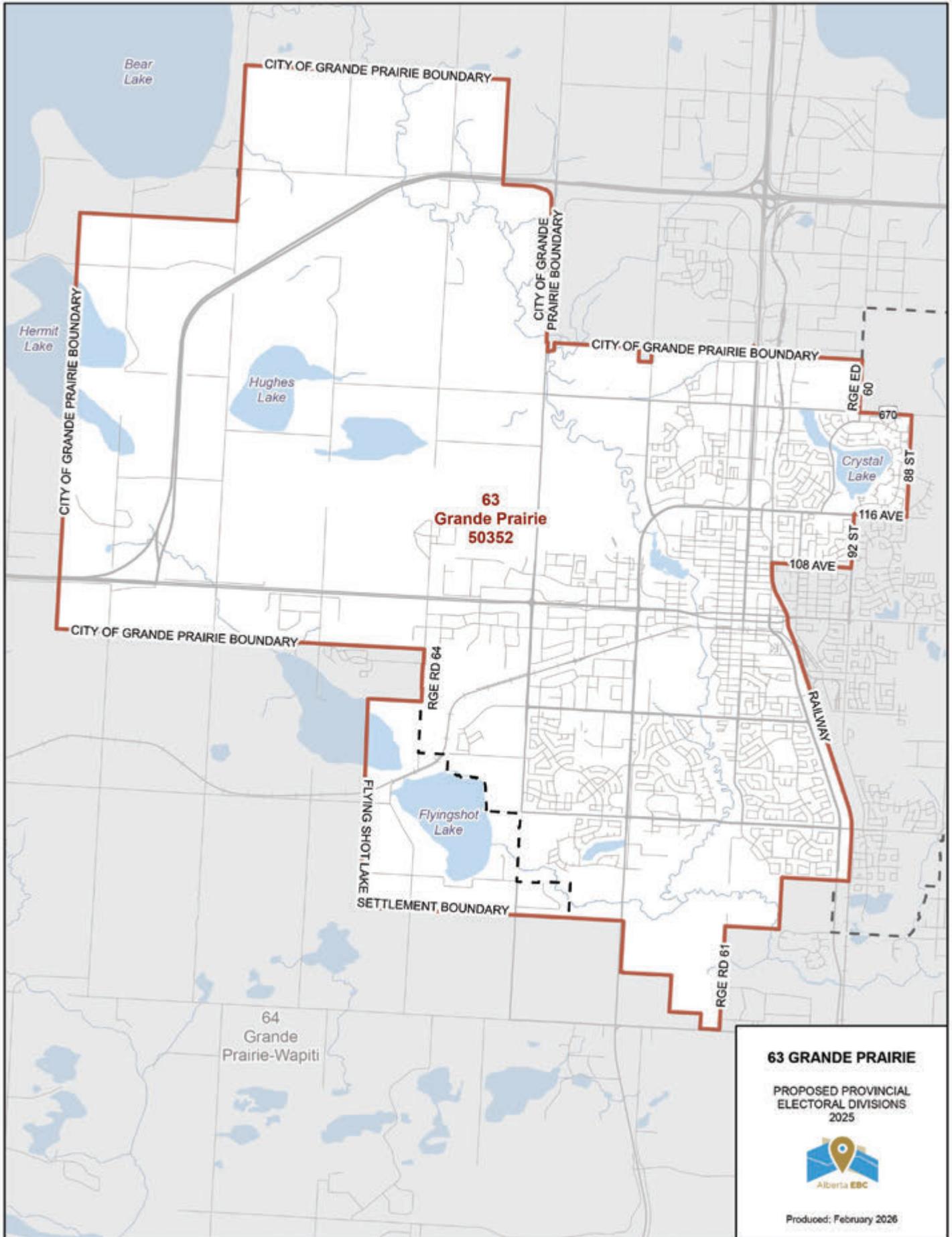
61 FORT MCMURRAY-WOOD BUFFALO
 PROPOSED PROVINCIAL ELECTORAL DIVISIONS 2025



Produced: February 2026

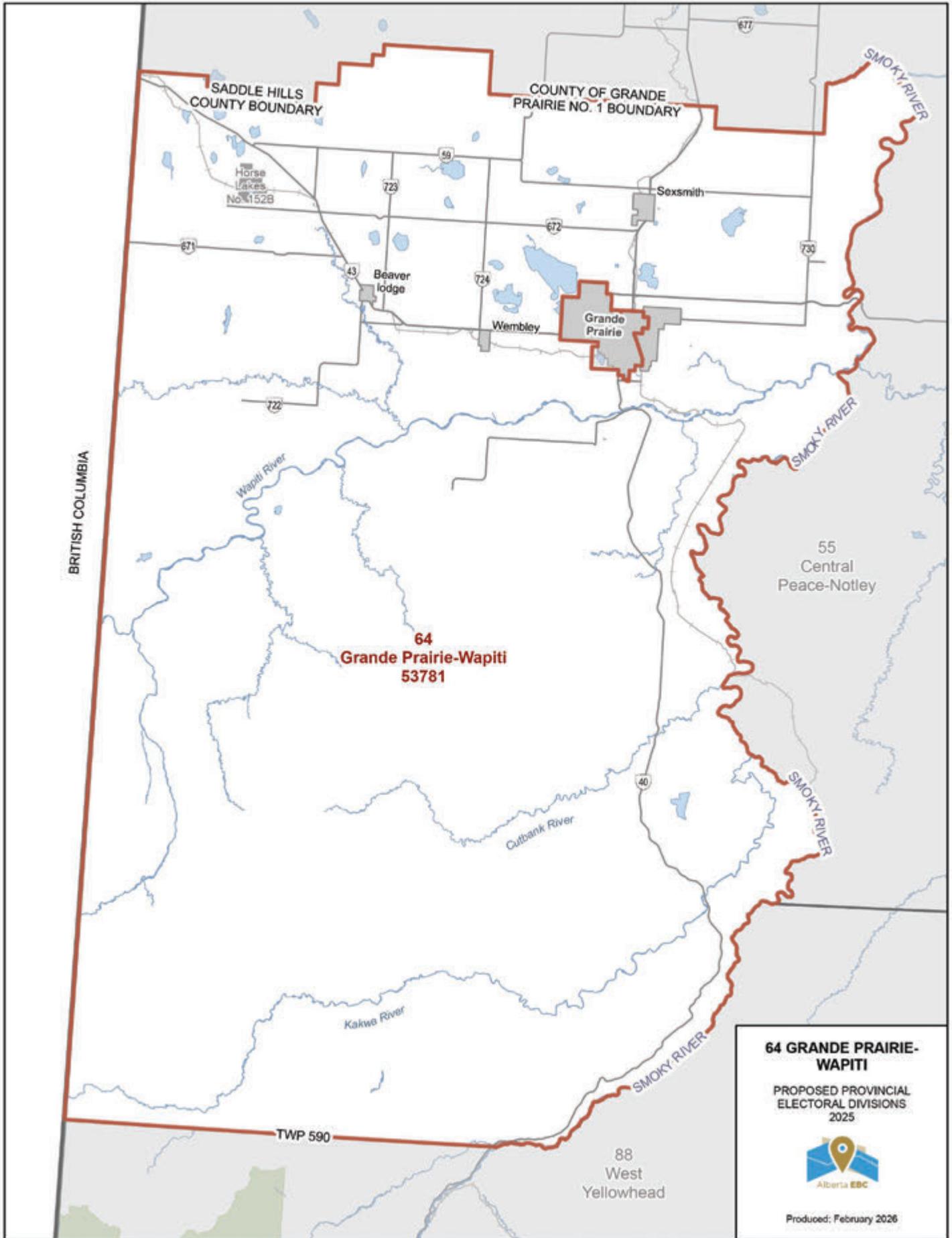
Grande Prairie – ED # 63

These are exactly the same boundaries as the present boundaries of Grande Prairie, with one exception: the border in the City of Grande Prairie between Grande Prairie and Grande Prairie-Wapiti has been moved from Resources Road to the railway line south of 88 Avenue. This reflects the fact that the railway line is a more logical border. Though moderately below the provincial average population, this electoral division remains well within statutory and constitutional requirements. Moreover, the vast distance from the Legislature, and the fact that the electoral division logically works in its current format, all warrant essentially preserving the *status quo* as an appropriate way to achieve effective representation.



Grande Prairie-Wapiti – ED # 64

These are exactly the same boundaries as the present boundaries of Grande Prairie-Wapiti, with one exception: the border in the City of Grande Prairie between Grande Prairie and Grande Prairie-Wapiti has been moved from Resources Road to the railway line south of 88 Avenue. This reflects the fact that the railway line is a more logical border. The vast distance from the Legislature, and the fact that the electoral division logically works in its current format warrant essentially preserving the *status quo* as an appropriate way to achieve effective representation.



Lesser Slave Lake – ED # 68

This is one of three ridings with a variance greater than 25% from the provincial average, but this is nonetheless permitted as four of five criteria permitting such a variance prescribed by s. 15(2) of the *Act* are present in the case of this electoral division:

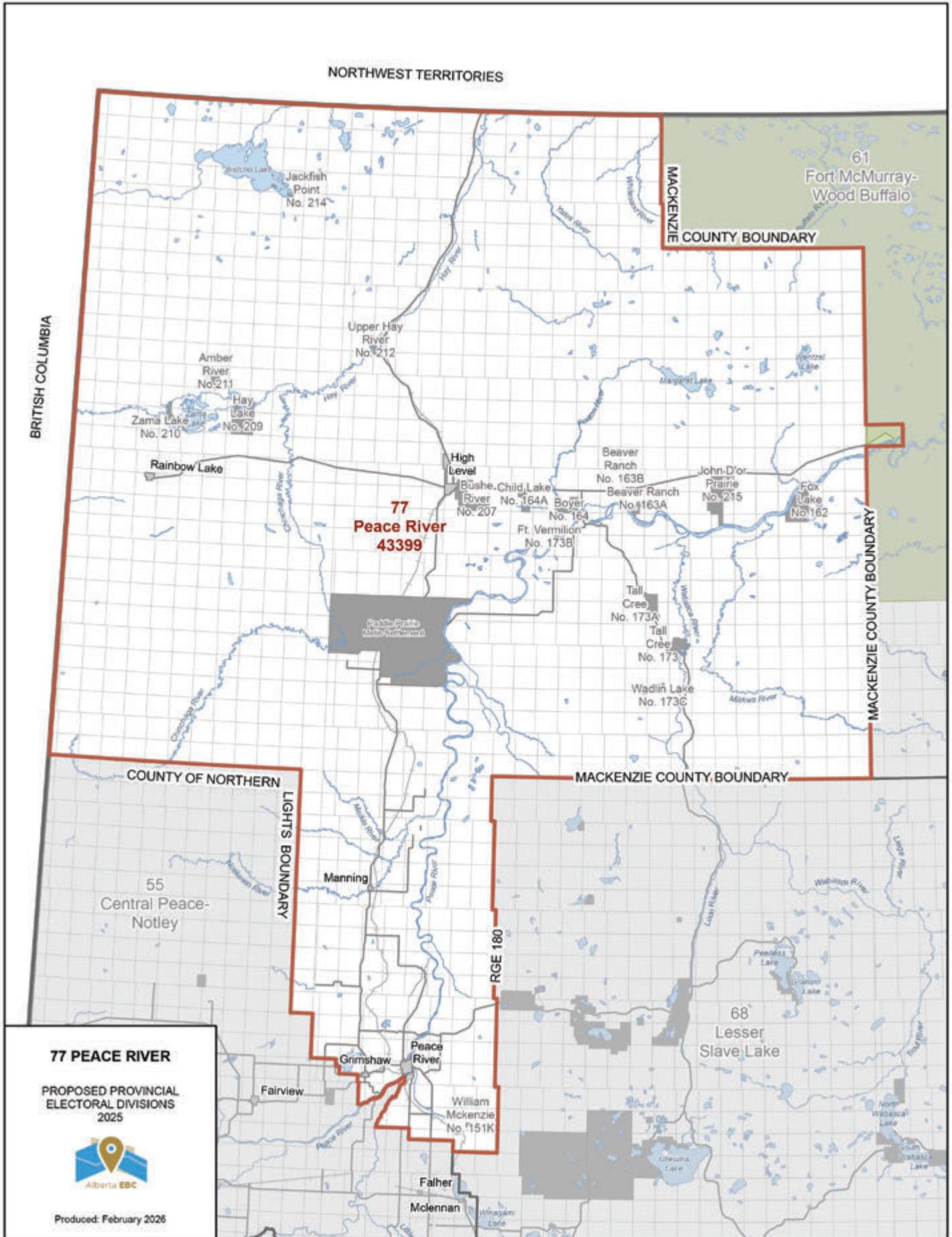
- a) the area of the proposed electoral division exceeds 20 000 square kilometres or the total surveyed area of the proposed electoral division exceeds 15 000 square kilometres;
- b) the distance from the Legislature Building in Edmonton to the nearest boundary of the proposed electoral division by the most direct highway route is more than 150 kilometres;
- c) there is no town in the proposed electoral division that has a population exceeding 8,000 people;
- d) the area of the proposed electoral division contains an Indian reserve or a Metis settlement[.]

To even reach a threshold of less than 50% of the variance from the provincial average, it was necessary to move all of Big Lakes County, including the Town of Swan Hills, into the electoral division. This was supported by multiple submissions. We also recommend moving the portions of Woodlands County northeast of Highway 33 to this electoral division, to increase Lesser Slave Lake's population, reflect Woodlands County's desire to have two MLAs, and in recognition of the infrastructure connection between Swan Hills and this part of Woodlands County.

Maintaining this electoral division in (close to) its current form is justifiable, given the difficulty in representing such a vast area, and the unique interests of Indigenous Albertans, who make up the majority of this electoral division. Effective representation will follow.

Peace River – ED # 77

These boundaries are unchanged since the last redistribution. The electoral division has worked well as a vehicle for effective representation, and that will continue. The degree of negative population variance is supported by the geographically large area that the MLA must represent, as well as the submissions from residents that the electoral division is particularly difficult to represent. Though not a s. 15(2) electoral division, all five statutory criteria to be a s. 15(2) electoral division are present in the case of this electoral division, further justifying its negative variance from the provincial average. Moreover, new farmland, and plans to create more, near La Crete indicate that this area of the province has growth potential. This is an example where, “other things were equal,” warranting maintenance of the *status quo*, especially after the negative reaction to our interim report’s proposal to remove an electoral division from Northern Alberta.



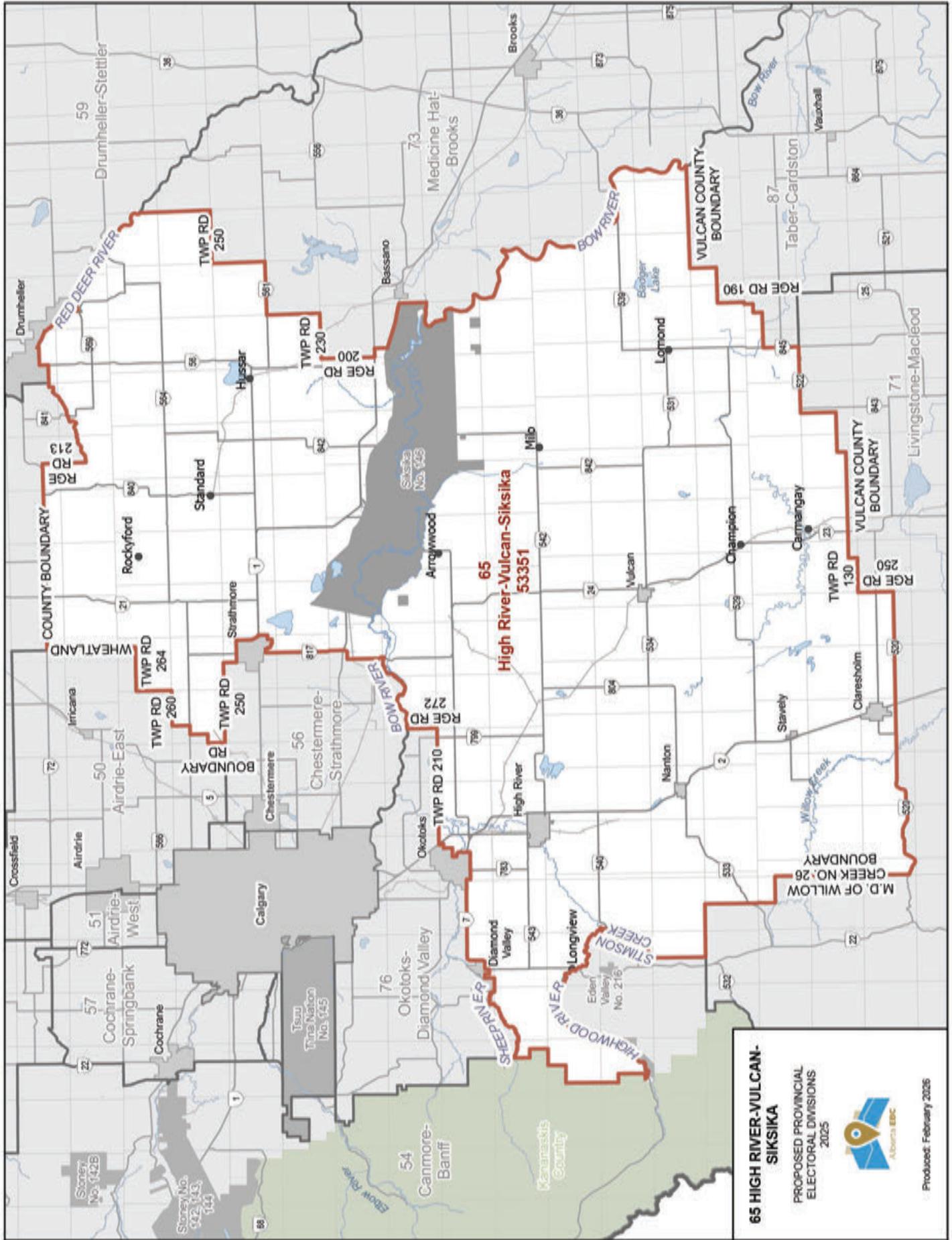
VII. SOUTH (7 ELECTORAL DIVISIONS)

High River-Vulcan-Siksika – ED # 65

This electoral division is largely the successor to Cardston-Siksika. The large changes are the consequence of the cumulation of changes to other electoral divisions described elsewhere, as well as the undesirable boundaries of Cardston-Siksika. The electoral division can be effectively represented, bringing together communities of interest, largely through:

- a) The entirety of Vulcan County and constituent municipalities;
- b) Portions of Wheatland County east of Highway 817, if south of the Town of Strathmore, or Range Road 250, if north of the Town of Strathmore, as well as all portions of Wheatland County north of Township Road 250;
- c) Foothills County and constituent municipalities south of the border with Okotoks-Diamond Valley, excluding areas south of the Highwood River and west of Stimson Creek, notably including Eden Valley 216 Indian Reserve, which are recommended for inclusion in Canmore-Banff; and
- d) Areas of the Municipal District of Willow Creek north of Highway 520, including the Towns of Nanton, Stavely, and Claresholm.

This electoral division essentially unites rural areas south and east of Calgary in a logical “L” shape. While residents would occasionally go to Calgary for services, these communities are certainly rural and not suburban or even bedroom communities. Uniting these counties underscores the communities of interest being kept together.



65 HIGH RIVER-VULCAN-SIKSIKA

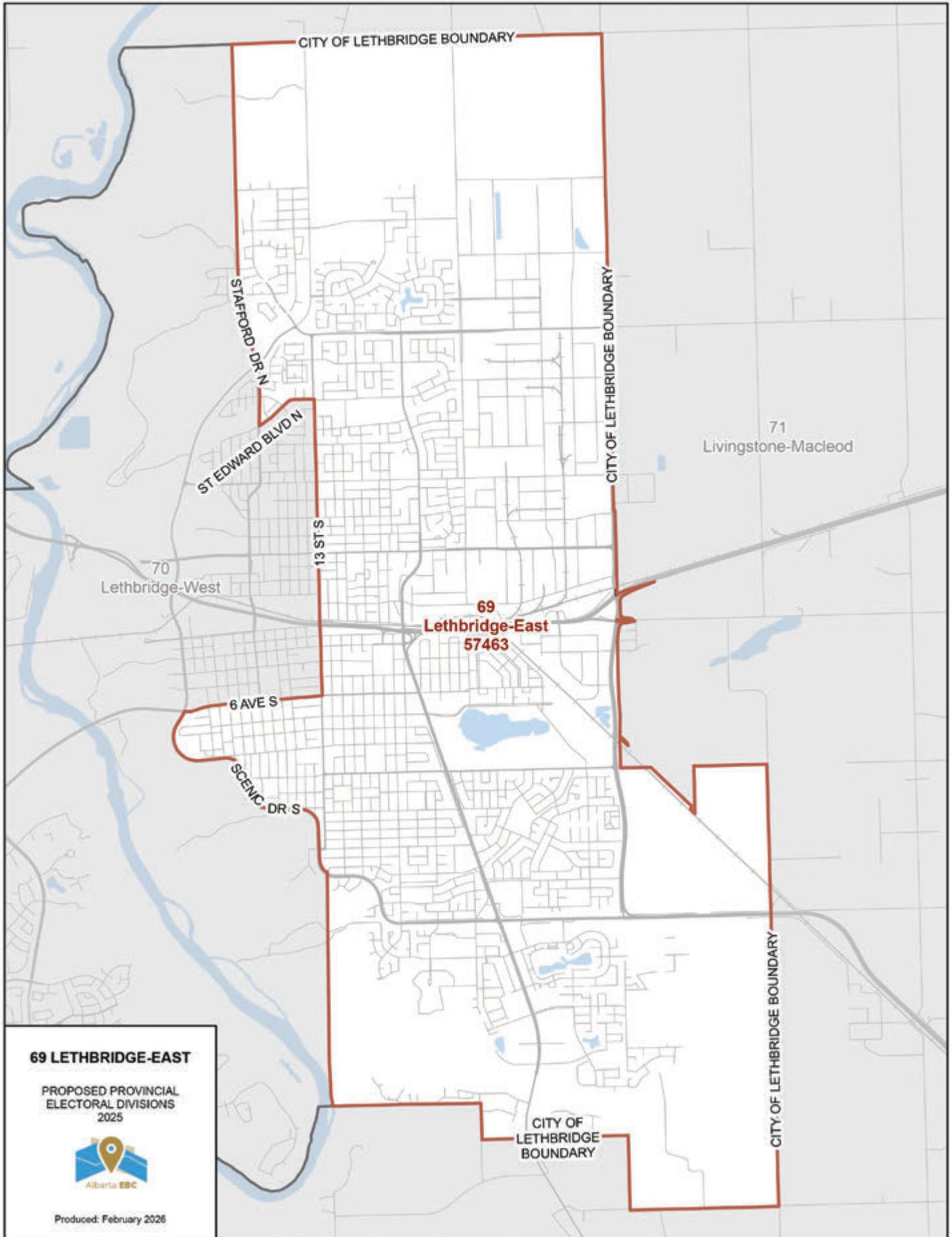
PROPOSED PROVINCIAL ELECTORAL DIVISIONS 2025



Produced: February 2025

Lethbridge-East – ED # 69

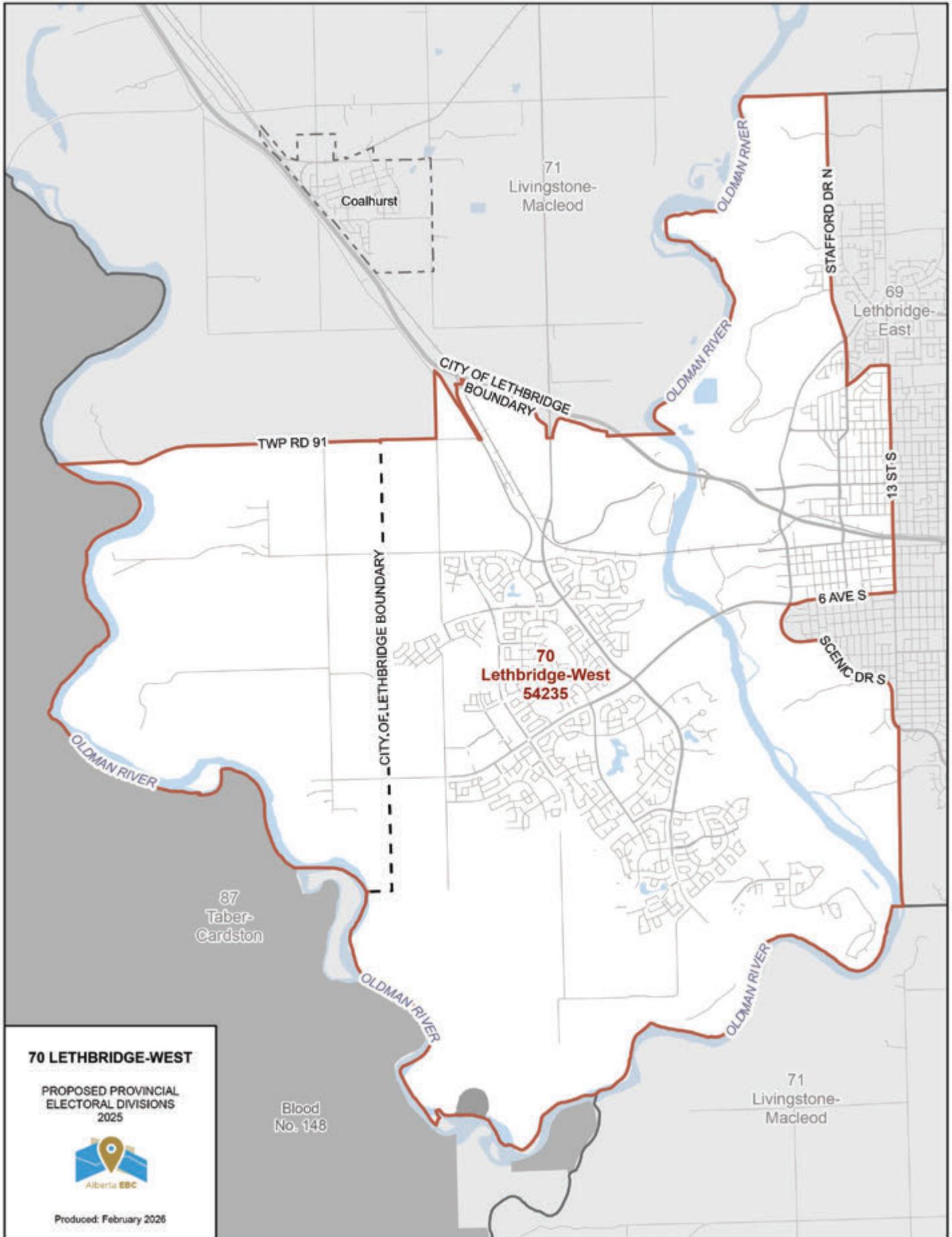
This electoral division is slightly changed from its current boundaries. These changes accorded with the understanding that the electoral division has not seen population growth to the same extent as Lethbridge-West, and that Lethbridge-West will see more development and corresponding population growth in the future. The border—largely 13 Street—within Lethbridge makes sense, as noted in submissions. The necessary change to the 13 Street South border is an inclusion of the area south and east of Whoop Up Drive/6 Avenue and east of Scenic Drive and the line extending in a southerly direction at the intersection of Scenic Drive and 18 Avenue South to the southern boundary of the city.



Lethbridge-West – ED # 70

This electoral division is slightly changed from its current boundaries. As noted above, this accorded with the disparate population growth that has occurred in Lethbridge-West and the anticipated disparate future population growth. The border—largely 13 Street—within Lethbridge makes sense, as noted in submissions. The necessary change to the 13 Street South border is an exclusion of the area south and east of Whoop Up Drive/6 Avenue and east of Scenic Drive and the line extending in a southerly direction at the intersection of Scenic Drive and 18 Avenue South to the southern boundary of the city. The proposed boundaries provide for the anticipated future population growth.

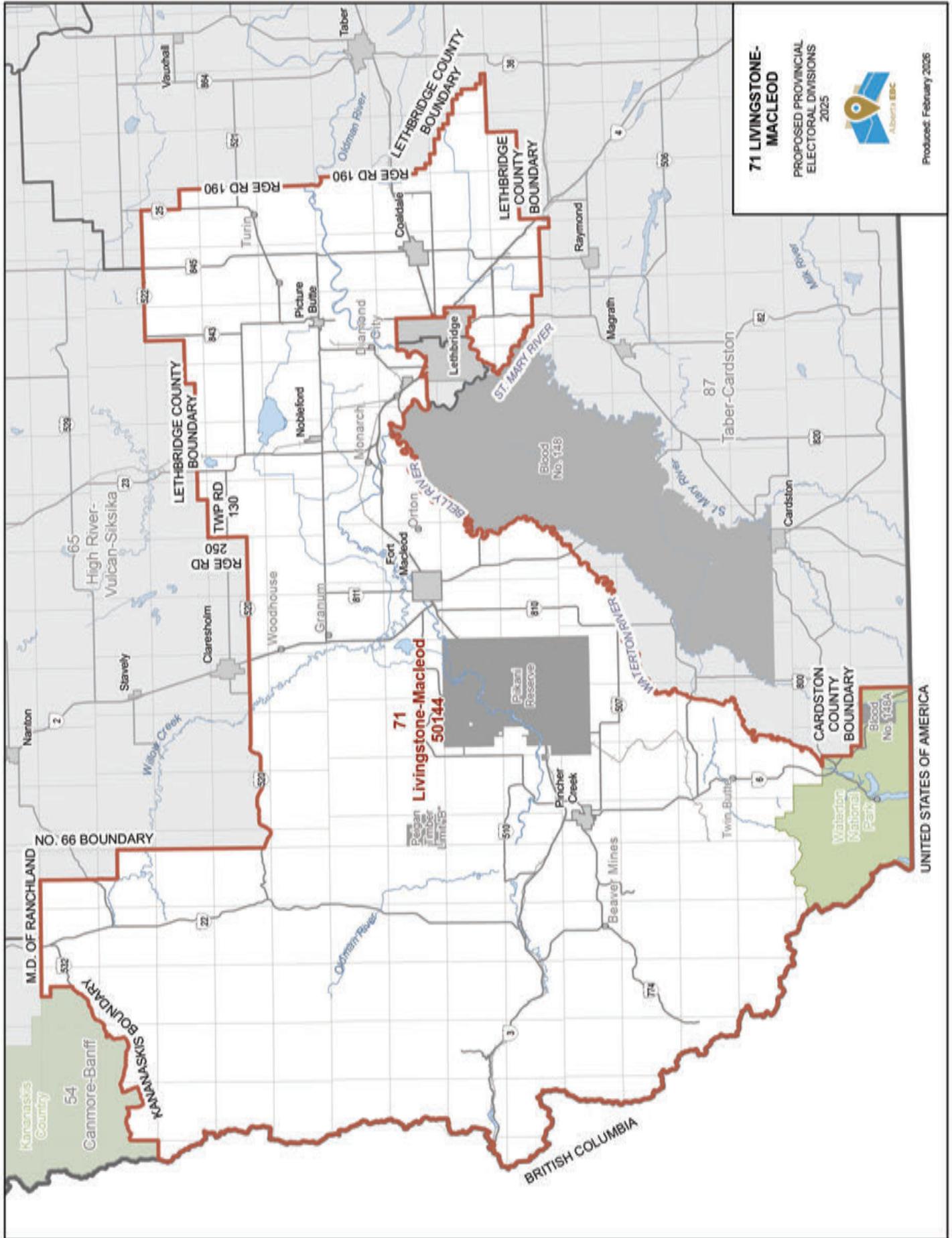
It is also recommended that a small portion of Lethbridge County be added to this electoral division in accordance with the map below, concentrating on areas west of the city, south of Township Road 91, and north and east of the Oldman River. As multiple submissions, including one advocating for this change by the current MLA, noted, these residents of Lethbridge County cannot travel anywhere else in Livingstone-Macleod without going through Lethbridge-West, where they receive almost all of their services. Including this area in Lethbridge-West is accordingly logical.



Livingstone-Macleod – ED # 71

While this bears significant similarities to its current boundaries, two major changes are recommended. The first is that Lethbridge County (excluding the City of Lethbridge, and a small portion of Lethbridge County described for inclusion in Lethbridge-West) be added to the electoral division in light of the reconfiguration of Cardston-Siksika into High River-Vulcan-Siksika. The second, to reduce population and considering changes made in areas adjacent to Calgary, is to exclude all parts of Foothills County that had previously been in the electoral division, as well as parts of the Municipal District of Willow Creek north of Highway 520. These areas are recommended for inclusion in High River-Vulcan-Siksika, but for small portions recommended for inclusion in Canmore-Banff and Okotoks-Diamond Valley.

By and large, these new boundaries facilitate effective representation by bringing together almost all of Lethbridge County, much of the Municipal District of Willow Creek, all of the Municipal Districts of Pincher Creek and Ranchland, as well as Waterton Lakes National Park and the Municipality of Crowsnest Pass. These are communities of interest in rural Southern Alberta and can be effectively represented. While the population is below the provincial average, the vast geography and distance from the Legislature justifies the variance.



Produced: February 2026

Medicine Hat-Brooks – ED # 73

This is very similar to the current electoral division, with a small exception: it is recommended that the community of Veinerville be moved from this electoral division to Medicine Hat-Cypress, to reflect its being in Cypress County, and to balance populations.

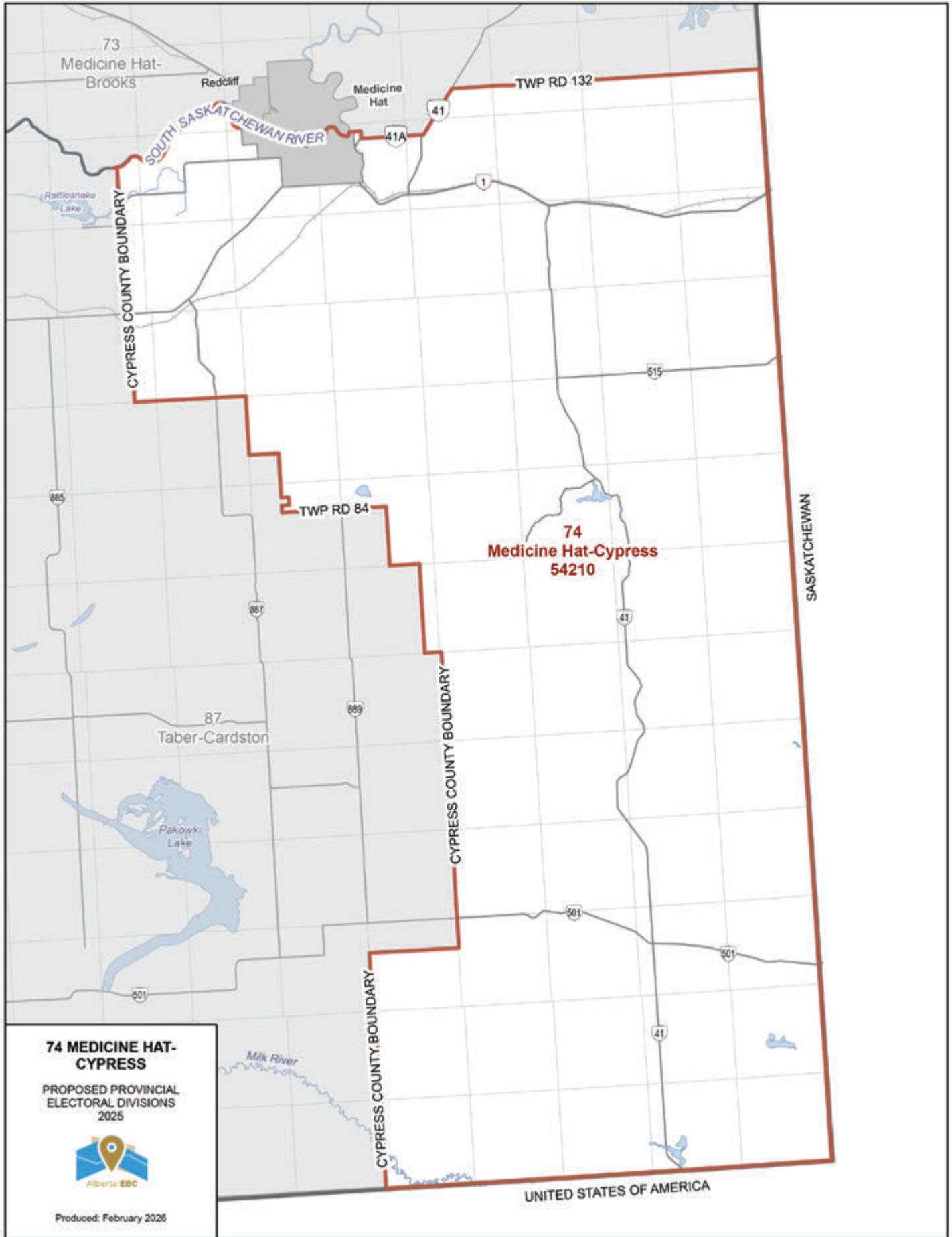
This electoral division has worked as a vehicle for effective representation, and that will continue. We recognize that there was clearly a coordinated campaign to have an urban-only Medicine Hat electoral division. While we appreciate the concerns underlying this campaign, this would have significantly disrupted the *status quo* and communities of interest not only in Medicine Hat but throughout the rural south. Accordingly, we are electing to preserve the *status quo*. We are similarly recommending that the boundaries within Medicine Hat remain the same. Though making the South Saskatchewan River the border also makes sense as a geographic boundary, it would have resulted in population discrepancies. In the case of a margin call, we have elected to preserve the *status quo*. We have no doubt that effective representation will continue for this electoral division. We propose that this electoral division be renamed Medicine Hat-Brooks, as every other large city in Alberta has its name at the beginning of an electoral division. Medicine Hat warrants the same treatment. As well, our naming tradition is to start with the larger municipality in the name.

Medicine Hat-Cypress – ED # 74

This represents minor changes from the last redistricting. All of the County of Forty Mile is recommended for inclusion in Taber-Cardston while portions of Cypress County previously in Taber-Warner are recommended for inclusion in Medicine Hat-Cypress. Following county boundaries will also result in populations that are very close in number in the southeast of the province. Given the closeness to the provincial average and the preference, in case of ambiguity, to preserve close to the *status quo*, we elected to preserve close to the *status quo*, which, submissions informed us, facilitates effective representation. For similar reasons of county continuity (as well as population balance), we elected to move the community of Veinerville to this electoral division from Medicine Hat-Brooks.

Significant submissions suggested that the County of Forty Mile be placed in this electoral division so as to make the county closer to its major service centre, Medicine Hat. The problem with this submission was that it would make the electoral division much larger from a population perspective. Moreover, it would have made Taber-Cardston much smaller, with a population variance that, while legal from a constitutional law perspective, would still have been more difficult to justify. While both would have remained within the effective representation range, in the face of mixed signals regarding whether to move the County of Forty Mile, we opted to continue with the *status quo*. The Commission did consider making the South Saskatchewan River a consistent border between Medicine Hat-Cypress and Medicine Hat-Brooks. This would have resulted in Medicine Hat-Cypress having a slightly higher population and Medicine Hat-Brooks having a slightly lower population. Despite the advantages of the clear border, and the relatively modest change to population, the Commission elected to preserve the *status quo*. We have rejected the suggestion to have an urban-only Medicine Hat electoral division, for reasons noted in the discussion of Medicine Hat-Brooks.

We propose that this electoral division be renamed Medicine Hat-Cypress, as every other large city in Alberta has its name at the beginning of an electoral division. Medicine Hat warrants the same treatment. As well, our naming tradition is to start with the larger municipality in the name.



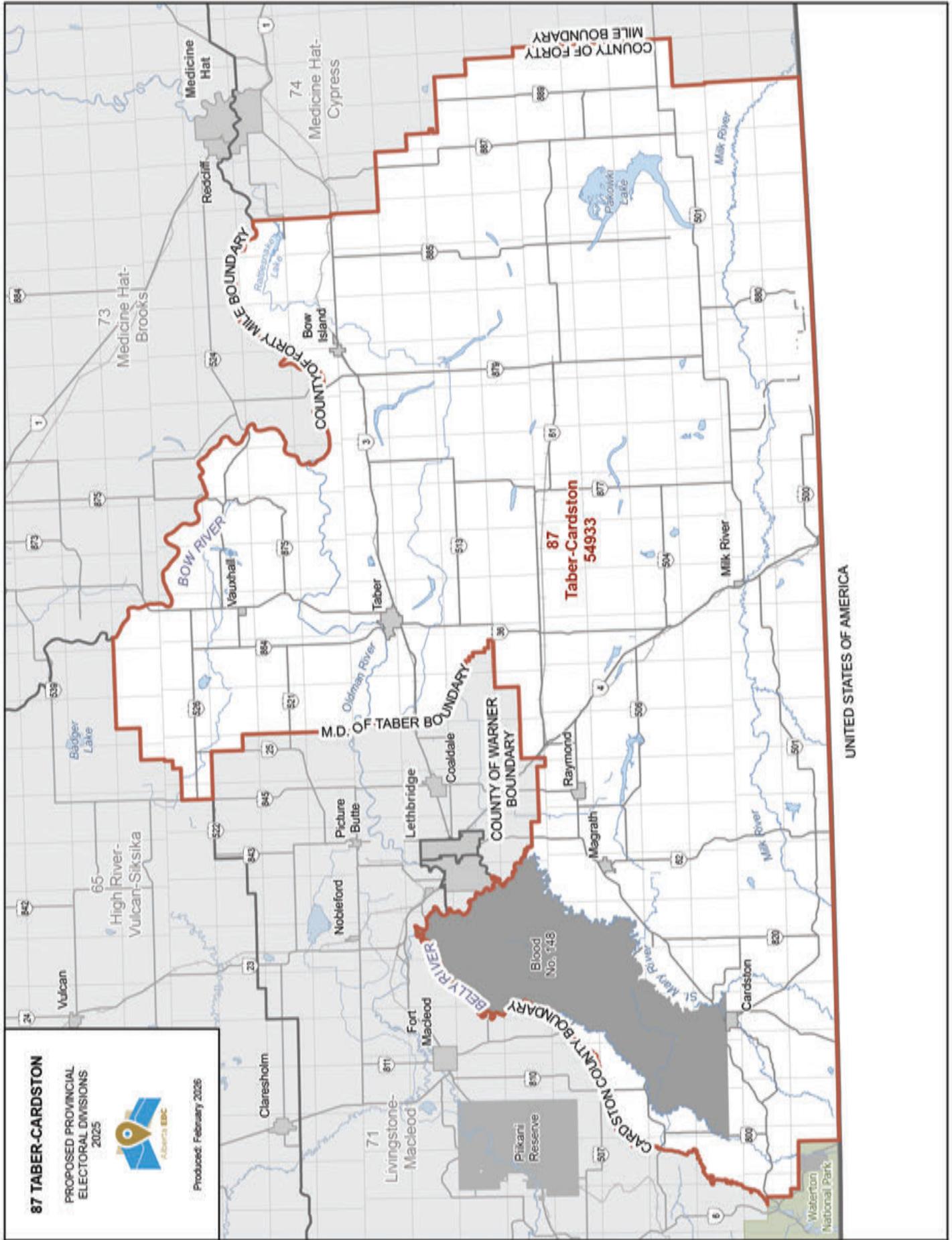
Taber-Cardston – ED # 87

This electoral division has undergone significant changes from the current boundaries of Taber-Warner and Cardston-Siksika, to reflect changes in the distribution of population of Southern Alberta. Most notably, it is recommended that all of Cardston County, and its towns of Cardston and Magrath, be joined to the electoral division. The fact that there was a previous version of Cardston-Taber-Warner underscores to the Commission that this electoral division contains communities of interest that can be effectively represented. History proves that this configuration can provide effective representation.

To slightly reduce the population and keep communities of interest in common, it is nonetheless recommended that portions of Lethbridge County that had been in Taber-Warner be moved to Livingstone-Macleod. This keeps Lethbridge County in a single electoral division (save for a small portion added to Lethbridge-West). In a similar vein, portions of the MD of Taber, which were previously not in Taber-Warner, are recommended for inclusion in Taber-Cardston, to better balance population and use municipal boundaries to create clear lines.

In the vein of uniting municipal boundaries, the Commission has elected to include all of the County of Forty Mile in Taber-Cardston. This also balances populations and creates clear boundaries.

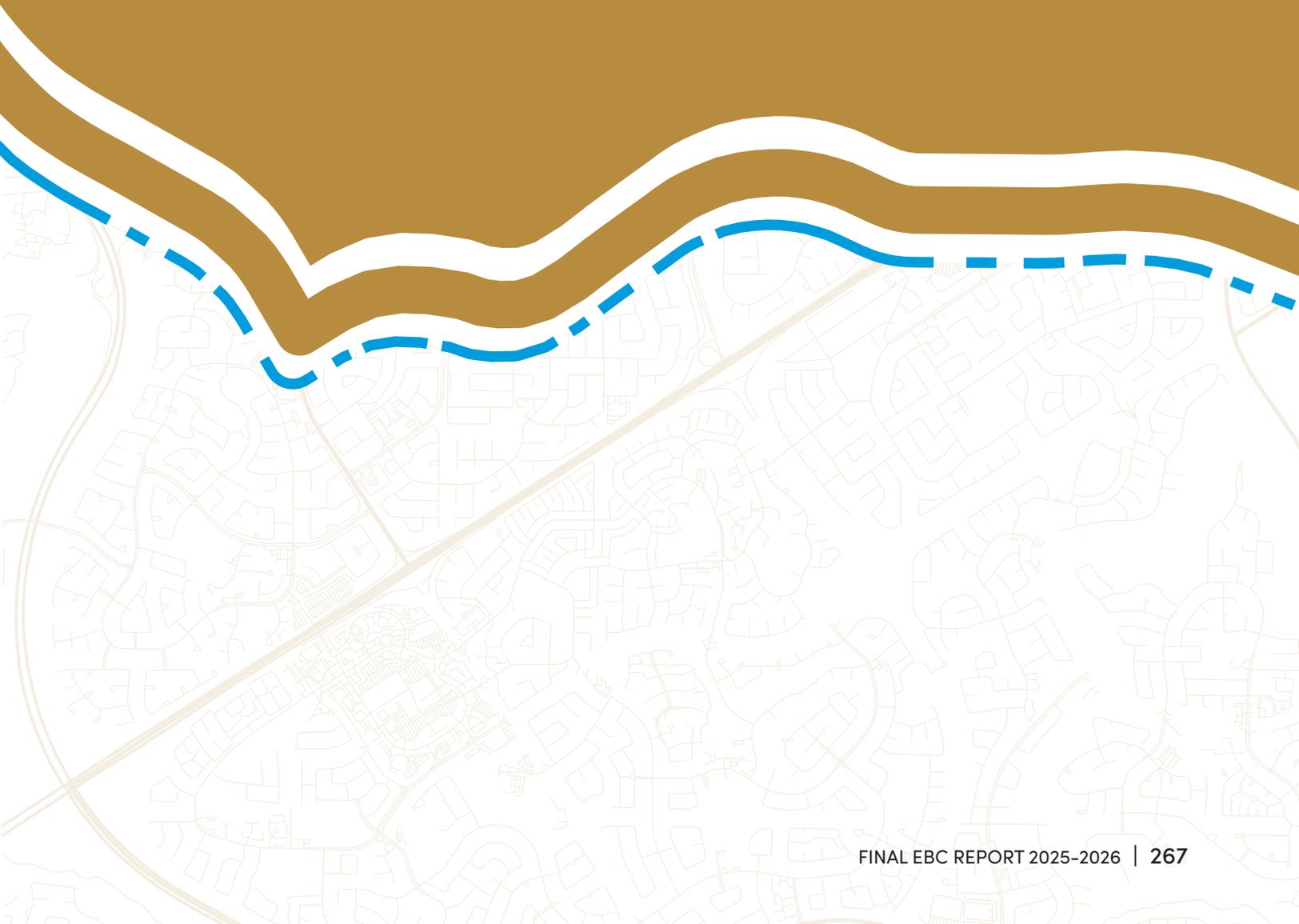
In sum, this electoral division contains the entirety of four counties/municipal districts and their constituent municipalities, which have been paired in a previous electoral division, to create an electoral division with a population within four persons of the provincial average. The Commission is confident that effective representation will be facilitated by this electoral division.



UNITED STATES OF AMERICA

APPENDIX C:

Definition and List of Hybrid Electoral Divisions



Definition and List of Hybrid Electoral Divisions

Definition of hybrid electoral division

An electoral division that contains:

- a) (part of) one of Alberta’s cities (Airdrie, Beaumont, Brooks, Calgary, Camrose, Chestermere, Cold Lake, Edmonton, Fort McMurray, Fort Saskatchewan, Grande Prairie, Lacombe, Leduc, Lethbridge, Lloydminster, Medicine Hat, Red Deer, Spruce Grove, St. Albert, Wetaskiwin); and
- b) a portion of a municipality or county outside a city.

The following chart illustrates hybrid electoral divisions:

Current Hybrid Electoral Divisions	Proposed Hybrid Electoral Divisions
1. Airdrie–Cochrane	1. Airdrie–West
2. Airdrie–East	2. Airdrie–East
3. Fort McMurray–Lac La Biche	3. Fort McMurray–Lac La Biche
4. Fort McMurray–Wood Buffalo	4. Fort McMurray–Wood Buffalo
5. Brooks–Medicine Hat	5. Medicine Hat–Brooks
6. Cypress–Medicine Hat	6. Medicine Hat–Cypress
7. Leduc–Beaumont	7. Leduc–Devon
8. Fort Saskatchewan–Vegreville	8. Fort Saskatchewan–Vegreville
9. Grande Prairie–Wapiti	9. Grande Prairie–Wapiti
10. Lacombe–Ponoka	10. Lacombe–Clearwater
11. Vermilion–Lloydminster–Wainwright	11. Lloydminster–Wainwright
12. Morinville–St. Albert	12. St. Albert–Sturgeon
13. Chestermere–Strathmore	13. Chestermere–Strathmore
14. Camrose	14. Camrose
15. Bonnyville–Cold Lake–St. Paul	15. Cold Lake–Bonnyville–St. Paul
16. Spruce Grove–Stony Plain	16. Spruce Grove
17. Maskwacis–Wetaskiwin	17. Wetaskiwin–Ponoka–Maskwacis
18. Grande Prairie	18. Grande Prairie
19. Strathcona–Sherwood Park	19. Strathcona–Sherwood Park
	20. Sherwood Park
	21. Edmonton–Beaumont
	22. Calgary–East
	23. Calgary–Falconridge–Conrich
	24. Calgary–Glenmore–Tsuut’ina
	25. Calgary–West–Elbow Valley
	26. Edmonton–Enoch
	27. Lethbridge–West

It should be noted that:

1. The electoral divisions in **green** are divisions where the cities are large enough that they do not **have** to share territory outside their city (at least to the extent that they do).
2. Spruce Grove–Stony Plain is in **red** because it was an unusual outlier. The present electoral division includes the entirety of the City of Spruce Grove, the Town of Stony Plain, and nothing else. It does not include any truly “rural” areas. It meets the letter of our definition, but arguably not the spirit.
3. The electoral divisions appear beside their successor electoral divisions on the chart for ease of comparison.
4. Although Strathcona–Sherwood Park and Sherwood Park are not *technically* hybrids, as Sherwood Park is a hamlet, Sherwood Park is *analogous to* a city, given its significant size. Therefore, we have counted it as a hybrid for the purposes of this report.
5. Edmonton–Beaumont is also not *technically* a hybrid because it only contains territory within cities, but we nonetheless include it in this list, because it links a small city and a very large city.

History and Principles for Creating Hybrids

Like many terms in the field of election law and in the sub-discipline of electoral boundaries, hybrid constituencies lack a clear and precise definition. The term was first introduced as a concept in the mid-1980s and given judicial sanction in the early 1990s. Hybrids are a third tool available, supported by the Court of Appeal, for redistributing electoral boundaries notwithstanding distaste for them in some quarters. Only recently has the Alberta Legislature made hybrids available on a province-wide basis. This evolution reflects a change in both urban and rural culture and the social and living trends of Albertans.

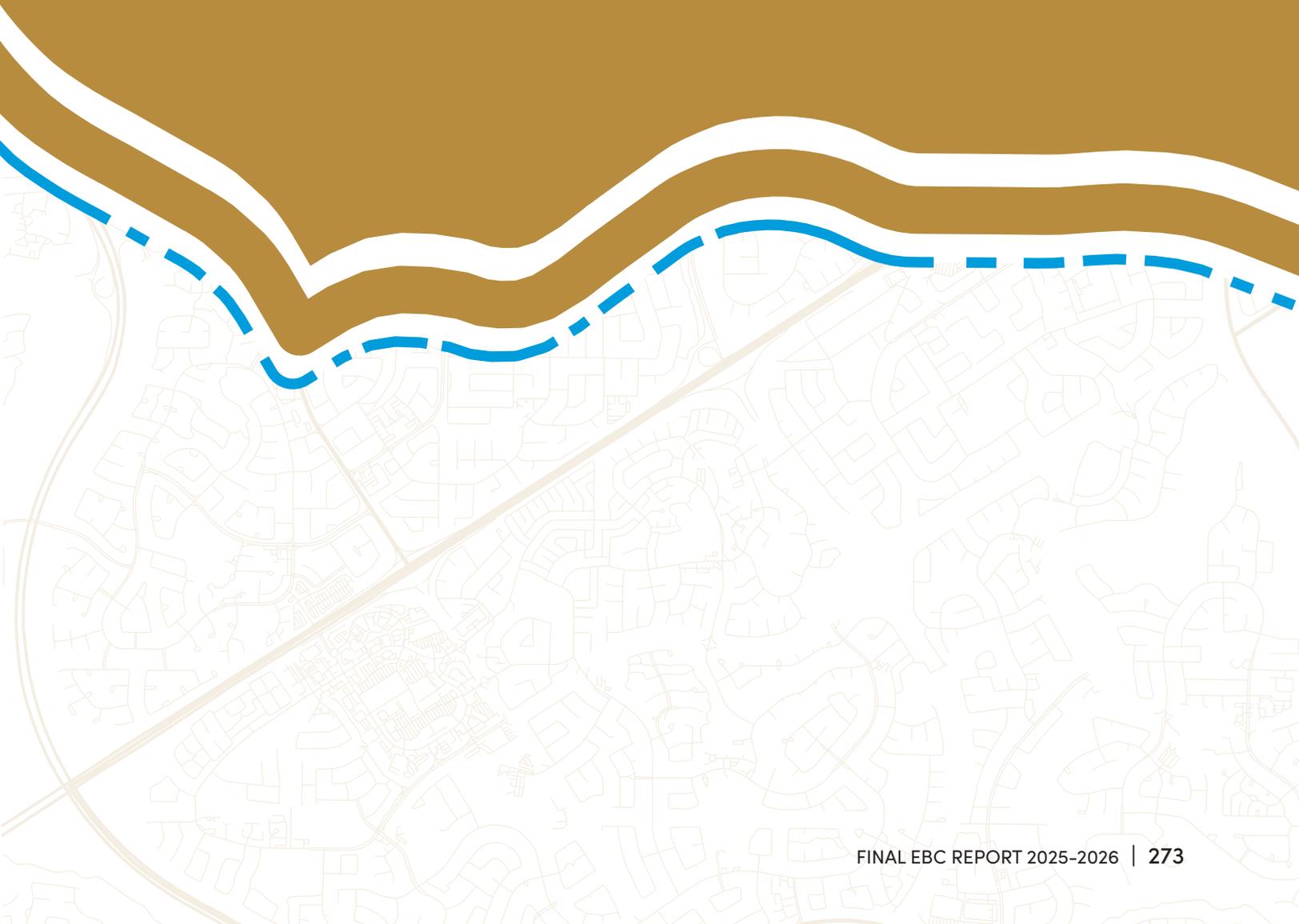
This Commission has considered hybrids in a more in-depth manner than any previous Electoral Boundaries Commission. As a result, this Commission has developed certain principles we have applied when determining where hybrids should be used:

1. For some time, hybrids have been a necessity for smaller cities and towns to achieve effective representation.
2. As population per electoral divisions increased, it has become untenable for smaller cities to remain intact as a single electoral division. For example, in the early 1990s the cities of Red Deer and Medicine Hat were too large for one electoral division and not large enough for two urban-only electoral divisions. Consequently, hybrid electoral divisions were used in those cities.
3. A form of blended electoral division which contained all or part of a smaller or mid-size city along with a surrounding rural municipality became commonplace in the 1990s and early 2000s. The population numbers and geography along with the need to maintain relative voter parity forced this transition.
4. Currently, high population growth in the major cities along with a change in the *Act* has made the option of hybrids available and necessary province-wide.
5. The province-wide evolution of hybrids has resulted in the City of Red Deer being the only urban centre that does not have a hybrid electoral division (although this Commission minimally used the hybrid model for one constituency in Lethbridge).
6. Extending hybrids to the major cities must be done carefully and may be particularly appropriate when:
 - a) Infrastructure such as shared water or sewer exists, similarly built areas are in place (i.e. density and style of housing), and where transportation routes predominantly or exclusively require non-urban residents to travel through the city;

- b) Indigenous reserves that are immediately adjacent to large cities, especially where there is evidence of travel and substantive interactions in both directions, including band members living off-reserve in adjacent communities, Indigenous and non-Indigenous housing developments on-reserve, recreation, shopping, and other interactions. This should be supported by direct input from the Indigenous communities themselves.
7. The factors noted above are to be used as guidelines rather than definite characteristics for each hybrid constituency. Communities of interest may supersede these factors. Similarly, the need to ensure effective representation for all Albertans may necessitate at times that a hybrid be used purely to satisfy the numerical challenge across the province that a Commission faces.

APPENDIX D:

History of Alberta Electoral Boundaries Commissions



History of Alberta Electoral Boundaries Commissions

BY THE HONOURABLE JUSTICE DALLAS K. MILLER, CHAIR

The Canadian Context

Until the middle of the 20th century, Canadian Legislatures – both federal and provincial – handled all reapportionment of their electoral boundaries.

At the federal level, all-party parliamentary committees were eventually tasked with drawing new electoral maps after each decennial census. In the 1950s and 1960s, due to a series of minority governments in Ottawa, a set of redistricting principles began to emerge. These principles provided a check on the governing party and gave a voice to opposition and minority parties. These principles included:

- county and municipal lines would be used where possible;
- seats of party leaders would be left untouched;
- new electoral divisions would be placed in areas of greatest population growth;
- urban ridings would contain more residents than rural ridings (often by a factor of two to one); and
- where practical, ridings would be drawn according to population.

In the 1950s and 1960s, the task of redistribution of boundaries was taken out of the hands of Legislatures and given to independent commissions. Manitoba took the lead in 1955, establishing a commission that comprised the Chief Justice of Manitoba, the Chief Electoral Officer of the province, and the President of the University of Manitoba. The enabling legislation instructed the Commission to draw boundaries considering:

- communities of interest;
- means of communication and transportation; and
- natural features of the province.

The Commission was also instructed to distinguish between urban and rural ridings, with urban districts to contain *seven* voters for every *four* rural voters. This provision was amended in 1968 to allow for a permitted variation of +25% to -25% of the average voting population in each riding.

In the 1960s, independent commissions were established by Parliament for federal electoral districts within each province. Manitoba was a model for the federal Parliament. The politics of minority governments helped pave the way for these independent commissions. The government of Prime Minister John Diefenbaker had promised an independent electoral commission to deal with boundaries if his government was re-elected in 1962. After the election his government had proposed a resolution for an independent commission and presented a bill at first reading. Parliament dissolved and the bill died. While Diefenbaker won re-election in 1962, his government lasted only months before losing the 1963 election and was replaced by a minority government led by Prime Minister Lester B. Pearson.

A nonpartisan consensus for election reform was established by the minority Pearson government in passing the *Electoral Boundaries Readjustment Act* of 1964. Following the Manitoba model, the federal Act did not require strict voter parity or “one person, one vote” but allowed ridings to vary by +25% to -25% of the average. Unlike the Manitoba law, Ottawa’s Act did not distinguish between urban and rural ridings. The independent commissions established for each province by the federal law were instructed to consider the following factors:

- geography;
- demographics;
- community interests;
- social and economic concerns; and
- municipal boundaries and other similar factors.

The federal model of 1964, along with the Manitoba example, influenced all Canadian provinces to establish similar independent Electoral Boundaries Commissions. The success of the independent commissions at the

federal level and provincial level has made them a permanent fixture on the Canadian political scene.

The history of democratic rights in Canada no doubt laid the groundwork for constitutionally entrenched rights in s. 3 of the *Charter of Rights and Freedoms*:

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.

Alberta's History

Given the historic Canadian context of independent commissions drawing electoral boundaries, it is appropriate to look specifically at Alberta's history.

1960

A provincial election held on June 18, 1959, resulted in a massive majority government for the governing Social Credit Party. They won 61 of the 65 seats. In March 1960, the Legislative Assembly passed a resolution appointing a committee to consider electoral boundaries. The Committee, chaired by Frederick Colborne, MLA, included four other government MLAs, plus the only Progressive Conservative MLA and the only Liberal MLA. The Committee Members represented constituencies from across the province and recommended a new constituency be created in each of the cities of Edmonton and Calgary. It also recommended the elimination of four rural constituencies in central and southern Alberta. These recommendations resulted in the unusual net reduction of electoral divisions in the Legislature from 65 to 63. The general election of 1963 was conducted on 63 electoral division boundaries, and it appears that the electoral divisions were expanded to 65 for the 1967 general election.

1968 - 1969

On April 5, 1968, the Legislative Assembly adopted a resolution appointing a special committee of the Legislature, once again headed by Frederick Colborne, MLA, and including five other Social Credit Government MLAs, two Progressive Conservative MLAs, and one Liberal MLA. The Committee studied the process of all other provinces (except for Newfoundland) and the Federal Government in terms of electoral boundary changes. Later in April, this Committee recommended expanding the number of ridings from 65 to 75 and adjusting boundaries to reflect the increase of Alberta's population.

Most significantly, this Committee recommended the future establishment of an "independent commission" to be chaired by a Judge of the Supreme Court of Alberta (or District Court), the Chief Electoral Officer, two government members and two opposition members, and an "independent citizen" appointed by the Speaker, with the concurrence of the Premier and the Leader of the Opposition. This recommendation is the origin of Alberta's current independent Electoral Boundaries Commission. The enumerated voters of the most recent general election were to be the basis for the population in drawing new boundaries. This Committee tabled its report in the Legislative Assembly in April 1969.

1969 - 1970 ELECTORAL BOUNDARIES COMMISSION REPORT

In May 1969, an *Act to Facilitate the Redistribution of Seats in the Legislative Assembly* was passed. The *Electoral Boundaries Commission Act*, became the first of its kind in Alberta. The members of the Commission established pursuant to this Act are the same as were suggested by the 1968 Legislative Committee, with the addition of the Clerk of the Executive Council.

The independent Electoral Boundaries Commission was appointed in January 1969 prior to the passage of the legislation. The seven-person Commission was chaired by His Honour Judge Samuel Lieberman (District Court of Alberta). The remaining members of the Commission consisted of two government MLAs, two MLAs from the opposition, the Clerk of the Executive Council, and an Albertan jointly nominated by the Premier and the Leader of the Opposition.

Part 2 of the *Act* included redistribution rules and instructed the Commission to divide the province into 75 electoral divisions. There were to be two kinds of divisions: urban electoral divisions and rural electoral divisions. Section 13 of the *Act* is as follows:

13.(1) The Commission shall establish one or more proposed electoral divisions in each of the following urban municipalities only:

Calgary	Lethbridge
Camrose	Medicine Hat
Drumheller	Red Deer
Edmonton	St. Albert
Grande Prairie	Wetaskiwin

(2) The number of proposed urban electoral divisions shall be determined by dividing the total voter population of the existing urban electoral divisions by a figure 25 per cent above the average voter population of all the existing electoral divisions, both urban and rural.

(3) The voter population of the community of Sherwood Park shall be included as part of the total voter population of the existing urban electoral divisions for the purposes of subsection (2).

Public hearings held by the Commission after the release of its interim report took place in Edmonton (Legislative Building) and Calgary (J.J. Bowlen Building). All other public hearings in the cities listed in s. 13(1) were held at the local courthouse. An interim report was released on November 21, 1969, and the final report on January 27, 1970.

The Commission wrestled with the proper interpretation of s. 13(2) of the *Act* and interviewed the Chairman of the previous Legislative Committee that recommended the *Act*. In its report the Commission determined the following:

Section 13(2) of the *Act* was exhaustively studied by the Commission and it was unanimously agreed that this Section did not accurately reflect the intention of the Committee on Redistribution Procedure or of the Legislature in that it could be applied in the manner that would result in the apportionment of the 75 electoral divisions provided for in Section 12 of the *Act* into 33 urban electoral divisions and 42 rural electoral divisions.

Rejecting that interpretation of the *Act*, the Commission recommended 38 urban electoral divisions and 37 rural electoral divisions. The size of the electoral divisions could range from 25% above the average voter population to 25% below that average.

In determining the area to be included in an electoral division, the Commission was to consider the following factors pursuant to s. 21 of the *Act*:

- a) the community or diversity of interests of the population;
- b) the means of communication between the various parts thereof;
- c) the physical features thereof;
- d) the sparsity or density of the population; and
- e) all other similar relevant factors.

1975 - 1976 ELECTORAL BOUNDARIES COMMISSION

In July 1975, a seven-person Commission was appointed, and it was again chaired by The Honourable Justice Samuel Lieberman (now a Justice of the Supreme Court of Alberta). Part way through the Commission's term, Justice Lieberman requested to be relieved of his responsibilities, and he was replaced by The Honourable Judge Tevie H. Miller (District Court of Alberta). The rest of the Commission consisted of two government MLAs, two opposition MLAs, the Clerk of the Legislative Assembly, and an Albertan jointly nominated by the Premier and Leader of the Opposition.

The Commission was directed to add four more electoral divisions, increasing the size of the Legislature from 75 to 79 members. Also, the legislation directed that Calgary receive three additional electoral divisions and Edmonton receive two additional electoral divisions. Areas outside the two major cities were to be reduced by one electoral division. The proposed new electoral map was drawn up by the Commission and included in their interim report of April 1976 without the benefit of public hearings. The public was invited to comment on the interim report.

The final report of the Commission was issued in November 1976. The total “voter” population of Alberta used by this Commission was 994,158. The average voter population in the urban electoral divisions was approximately twice the size of the average rural electoral division. Once again, the Commission applied the variance of +25% and -25% of the average voter population in each electoral division.

1981 STANDING COMMITTEE PRIVILEGES AND ELECTIONS, STANDING ORDERS AND PRINTING

A special resolution was passed by the Legislative Assembly in 1981 to deal with the anomaly of growth in the City of Calgary, resulting in single family and multi-family residences being built on the boundary lines dividing electoral divisions in the City of Calgary. The Committee recommended to the Legislative Assembly that the legislation be changed to provide authority to the Chief Electoral Officer to determine, after consultation with returning officers in the electoral divisions, the electoral division in which the voters in the residence shall cast their vote.

1983 - 1984 ELECTORAL BOUNDARIES COMMISSION

In December 1983, a seven-person Commission was appointed and led by The Honourable Justice Russell A. Dixon (Court of Queen’s Bench of Alberta). The Commission consisted of two government MLAs, two opposition MLAs, a joint nominee of the Premier and the Leader of the Opposition, and the Chief Electoral Officer of Alberta. The legislation governing the Commission provided for five new urban ridings and one less rural riding, resulting in an overall expansion of an additional four electoral divisions. The new total of 83 electoral divisions was divided between 42 urban divisions – in Calgary, Edmonton, Red Deer, Lethbridge, Sherwood Park, St. Albert, and Medicine Hat – and 41 rural divisions. The calculations made by this Commission were based on the total “voter population” of 1,435,752, and again the variance from the average voter population in each electoral division was - 25% to +25%. Guidelines for creating electoral divisions included common community or diversity of interests, means of communication, physical features, sparsity or density of population, and other similar or relevant factors to be taken into consideration. The Commission made recommendations to the Legislature outside of its mandate but based on strong public input:

- The Legislature must justify the added costs of increasing the number of electoral divisions to 83 from 79 in light of the comparative representation of other Provinces such as British Columbia, Ontario, and Quebec.
- The need for further study of the urban-rural mix and the need to make electoral boundaries co-terminus with County and Municipal District boundaries wherever possible in the context of making voter representation under Part 2 of the legislation more equitable.
- A new classification of urban-rural electoral division be recognized in the legislation. This recommendation of hybrid or blended urban-rural electoral divisions was new in Alberta.

The Commission issued an interim report in July 1984 without public hearings. The final report of the Commission was submitted to the Speaker of the Legislature in October 1984. Both reports were unanimous. The general provincial elections of 1986 and 1989 were conducted based on the boundaries recommended by the Dixon Electoral Boundaries Commission.

1989 - 1990 ALBERTA’S SELECT SPECIAL COMMITTEE ON ELECTORAL BOUNDARIES

In August 1989, the Legislative Assembly passed a motion to appoint a Select Special Committee. The Committee’s purpose was to review the electoral boundary process and recommend an updated basis for the effective representation of Albertans. The seven-person Committee consisted of four government MLAs

and three opposition MLAs. Two of the MLAs were from Calgary, two from Edmonton, one from southern Alberta, one from central Alberta, and one from northern Alberta.

The purpose of the Committee was to study and make recommendations regarding the *Electoral Boundaries Act*, including the composition of any future commission and the manner in which commissions carried out their responsibilities. The Committee was also asked to review the implications of the *Canadian Charter of Rights and Freedoms*, recent court cases, legislation and practices of other jurisdictions, and make recommendations on how Alberta should draw its electoral boundaries. Finally, the Committee was tasked with considering geography and demographic changes on boundary revisions and how those revisions impact the work of Members of the Legislative Assembly.

The Committee began its meetings in August 1989 and received presentations from various experts and consultants, including lawyers, political scientists, previous EBC Chairmen and members. The Chief Electoral Officer also joined the Committee in an advisory capacity. The Committee held 39 public meetings in 30 locations around the province between November 1989 and March 1990.

The Committee sought input from other provinces and travelled to Winnipeg, Regina, and Victoria to hear from MLAs, Chief Electoral Officers, and judges who chaired Electoral Boundaries Commissions. Comparative data from all 10 provinces and two territories and the Federal Government was gathered and reviewed. The question whether drawing boundaries for electoral divisions should be based on enumerated voters or total population was studied. Types of Electoral Boundaries Commissions and the makeup of those commissions from other jurisdictions was also studied. Guidelines for other provinces' commissions along with exceptions and the need for special ridings, particularly in the North, were examined. Finally, population averages per electoral division were examined. The Committee took its work very seriously and acknowledged the need for a constitutionally sound boundary distribution and demographically responsible plan. The Committee was faced with two competing arguments in the submissions received and the presentations made at public hearings. One side maintained that boundary redistribution should be based on the principle of "one person, one vote"; the other favoured a wide degree of variance from one electoral division to another based on a variety of factors. The Committee characterized the issue in the same way as Chief Justice McLachlin (as she then was) did in *Dixon v Attorney General of British Columbia*, [1989] 4 WWR 393 (BC SC) at 402: "Is the equality of voting power absolute or relative? If it is not absolute, what limits are there on deviation from parity of voting power?"

It must be kept in mind that the Committee was operating in a legal context before the Supreme Court of Canada issued its decision in *Reference re: Provincial Electoral Boundaries (Saskatchewan)* in June 1991 (also known as *AG Sask v Carter*). The Committee was of the view that recognizing the right to vote, found in s. 3 of the *Charter*, should be understood in the historic Canadian context. The development of Canadian democratic rights must include the history, tradition, and underlying democratic philosophy of Canadian society. The Committee rejected the American policy of "one person, one vote" as antithetical to Canadian history, geography, and practice and not appropriate for Alberta. This coincided with the decision of Chief Justice McLachlin in *Dixon*: "It would be simplistic and wrong to infer, without more, that the Canadian concept of democracy dictates the [American] result. It is vital to recognize that it is Canadian, not American, constitutional history, values and philosophy which must guide this Court . . . It would do our own Constitution a disservice to simply allow the American debate to define the issue for us, all the while ignoring the truly fundamental structural differences between the two Constitutions." (*Dixon v. AG of BC* pp 408-409).

The Committee therefore concluded that it was in fact the right of the Legislature to allow for deviation or variance (like other provinces and the Federal Government) of +25% and -25% of the average. In addition, based on examples of other provinces, there were legitimate instances such as the Far North, where geography and topography justified ridings up to 50% below the average. "The direction then is clear", concluded the Committee. "A Legislature can determine . . . variance." In this, the Committee again defers to Chief Justice McLachlin:

In recognizing the rights of provincial legislatures on setting these considerations *Dixon* is clear that it is 'not the role of the Courts to decide which factors and considerations are to be applied to each individual riding . . . this task is within the responsibilities of the Legislature.'

At the same time, the Committee insisted at page 59 that: "Limits must be clearly stated and reasons for variance must also be stated. This protects districts from having their voting power eroded to unconstitutional limits such as B.C.'s previous system which allowed variances of up 150%."

The Committee tabled its report in the Legislature in November 1990. A new *Electoral Boundaries Commission Act* was passed in December 1990 based on the recommendations of this report. The new *Act* provided authority to the Electoral Boundaries Commission to create what has come to be known as “blended” or “hybrid” electoral divisions. This new category had been the subject of a recommendation in the 1984 Final EBC report of Justice Russell A. Dixon. In other words, parts of the cities of Red Deer and Medicine Hat not included in a single municipal electoral division could be joined with part of one or more other municipalities which are rural.

As well, this Committee settled on using total *population* as the basis rather than *enumerated voters* for representation.

REFERENCE RE: ORDER IN COUNCIL O.C. 91/91 IN RESPECT OF THE ELECTORAL BOUNDARIES COMMISSION ACT, 1991 ABCA 317

Wanting to ensure the constitutional validity of the proposed electoral divisions in the legislation, the Alberta Government in February 1991 referred the matter to the Alberta Court of Appeal, asking if the manner in which the boundaries and areas of electoral divisions as proposed and established under the new *Act* was consistent with *Canadian Charter of Rights and Freedoms*. The specific questions asked of the Court are as follows:

- a) Is the manner in which the boundaries and the areas of electoral divisions are proposed and established under the *Electoral Boundaries Commission Act* (c. E-4.01, Statutes of Alberta, 1990), inconsistent with the *Canadian Charter of Rights and Freedoms*; and
- b) If so, in what particulars and to what extent?

A five-member panel of the Court of Appeal headed by The Honourable Mr. Justice Lieberman delayed argument on this case until after the Supreme Court of Canada decided the *Reference re Provincial Electoral Boundaries (Saskatchewan) Reference*. That case was argued before the Supreme Court of Canada in late April and decided in early June of 1991. Justice Lieberman was the most senior Justice of the panel and had earlier led the first two Electoral Boundaries Commissions for Alberta. Argument at the Alberta Court of Appeal occurred on September 30, 1991 and the Court’s decision on November 21, 1991 answered many of the questions raised by those who objected to the government’s proposed legislation. The Court of Appeal provided something of a running commentary on the legislation leading to its conclusion of constitutional validity. In this regard several paragraphs are worth noting:

- [23] We answer in general terms that the manner in which boundaries and areas are proposed and established under the Act seems not to offend s. 3 of the Charter in the sense that the general scheme of the Act is of the sort approved by the Supreme Court of Canada in *Carter*. For the reasons already noted, we can go little further in this case.
- [24] We agree with Alberta that the Commission structure and its procedures raise no issue under s. 3 of the Charter, and we offer no further comment about them.
- [26] We also accept as reasonable the rule in s. 17 that permits, in five per cent of the districts, a 50 per cent deviation. 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. We think the statutory criteria fairly identify those areas. We note that the five per cent rule will potentially produce four “special” districts for the next election. Nobody came forward to say it was too little or too much, and we infer that it is reasonable. We cannot comment further without the aid of a demographic study.
- [27] **A special feature of the legislation is what has been called the “hybrid” divisions, the five electoral districts required to be part rural and part urban. The urban areas are specifically named. We are told that they were selected for having some “semi-urban” parts, by which is meant small holdings used partly for residential and partly commercial purposes. Areas like this can indeed be found both in urban and rural municipalities, and it might well be that a careful selection would produce a new community of interest. We accept this as reasonable. We think that most people when they talk about “rural” areas have in mind farming areas,**

where the bulk of the population, both urban and rural, have a great community of interest: they either work the land or serve those that do. We accept that some non-urban areas today are not like that, and a division of all Alberta into rural and urban tends to be simplistic. And so we accept the reasonableness of “hybrid” areas, but offer no comment about specific areas.
[Emphasis added]

- [28] We are bound also to say that a rule permitting a 25 per cent deviation does not offend the Charter as an “undue” intrusion upon voter parity. See Carter p. 19-20. That case does not, however, mandate the use of that or any deviation in a case where it is not needed. [. . .]
- [32] We do accept that some deviations are inevitable because of the geography and demography of Alberta. The province is physically large; its huge natural barriers, whether mountains, rivers, lakes or muskeg, create natural and necessary boundaries; the pattern of settlement created natural ethnic boundaries; and populations in predominately farming regions are declining. Indeed, we have already approved the setting aside of four (of the 40) for the most underpopulated and remote areas. And, when the Commission chooses precise boundaries, no doubt other cases of disparity will arise in order to create “understandable and clear” boundaries. The question remains how we know now that these precise extra numbers are necessary.

The proposed legislation reviewed by the Court of Appeal more fully defined hybrid electoral divisions as multi-municipality ridings in s. 15 of the *Electoral Boundaries Commission Act*. Ultimately, the Alberta Court of Appeal answered the Reference question that the proposed legislation recommended by the Select Special Committee on Electoral Boundaries did not offend the *Canadian Charter of Rights and Freedoms*.

1991 - 1992 ELECTORAL BOUNDARIES COMMISSION REPORT

In January 1991 the government appointed a five-person Commission chaired by The Honourable Justice Charles G. Virtue (Court of Queen’s Bench of Alberta), two members nominated by the government, one member nominated by the Official Opposition, and the Chief Electoral Officer. In May 1991 the Commission asked for an extension of their mandate to await the Supreme Court’s decision *Reference re Provincial Electoral Boundaries (Saskatchewan) Reference*. The Legislature extended the time for the Commission’s interim report from September 1991 to on or before December 31, 1991. Chairman Justice Virtue resigned in June 1991 and was replaced by Assistant Chief Judge Clare Liden (Provincial Court of Alberta). An interim report was issued in December 1991, and the final report was issued in May 1992.

No public hearings were held prior to the interim report. The Commission was instructed to draw boundaries for 83 electoral divisions of which 43 were to be single municipality electoral divisions, including 19 in Calgary, 17 in Edmonton, two in Lethbridge, one in each of Medicine Hat, Red Deer, St. Albert, Fort McMurray, and Strathcona/Sherwood Park. The remaining 40 electoral divisions were to be multi-municipality electoral divisions, five of which had to include portions of the cities of Red Deer, Medicine Hat, St. Albert, and two in Grande Prairie, which could incorporate areas of a neighbouring rural municipality, and therefore be called blended. The other 35 electoral divisions could consist of more than one municipality. Relevant considerations in creating electoral divisions included adherence to the *Canadian Charter of Rights and Freedoms*, sparsity and density of population, common community interests, geographic and road systems, and the need for understandable and clear boundaries. Population was used by the Commission as the basis for redistribution rather than enumerated voters, and the population of individual ridings could range from as high as 25% above the average population and 25% below. The population of Alberta for the purposes of this Commission was 2,554,779, with an electoral division average of 30,780 and allowing for a target range for effective representation of 23,085 to 38,475.

The function of the Commission was to make proposals to the Legislative Assembly as to the area, boundaries, and names of electoral divisions in Alberta. The final report of the Commission resulted in five different reports, one from each member! No majority report was possible. Reasons for the fractious Commission began with problems relative to accurate determination of Alberta’s population and evolved to differing perspectives on implementing the term “effective representation” from the recent Supreme Court of Canada decision in *Reference re: Provincial Electoral Boundaries (AG of Saskatchewan v. Carter) 1991*. Public response strongly opposed hybrid electoral divisions on the boundaries of Calgary and Edmonton.

Five disparate reports could not be appropriately used by the Legislature as the basis for new legislation revising electoral boundaries. Accordingly, the Legislature established a further Select Special Committee in July 1992.

1992 ALBERTA'S SELECT SPECIAL COMMITTEE ON ELECTORAL BOUNDARIES

The Committee was structured similarly to the 1989/1990 Committee, but the Official Opposition refused to participate. That left four government members chaired by Bob Bogle MLA to complete a report recommending electoral division boundary changes. The Committee reported to the Speaker in November 1992 and indicated that the proposed electoral map should be referred to the Alberta Court of Appeal to ensure compliance with the *Charter of Rights and Freedoms*. The population of Alberta used by this Committee was from the 1991 Federal Census (including Indian Reserves and Settlements) and totalled 2,554,779. The 83 electoral divisions consisted of 20 single municipality electoral divisions in Calgary, 18 in Edmonton, two in Lethbridge, one in each of Fort McMurray, Medicine Hat, St. Albert, and Sherwood Park. The remaining 39 electoral divisions consisted of multi-municipality electoral divisions, many of which had the potential to be hybrids with mid-sized cities and surrounding municipalities. The Committee also recommended that four of the 39 electoral divisions outside of the cities be considered as "Special Consideration Electoral Divisions" that met at least three of five criteria in the legislation, which is now codified in s. 15(2) of the current *Electoral Boundaries Commission Act*.

The Government by way of Order in Council 215/93 referred the Committee's recommended legislation outlining electoral boundaries to the Alberta Court of Appeal pursuant to *Judicature Act*, R.S.A. 1980, c. J-1.

REFERENCE RE: ELECTORAL DIVISIONS STATUTES AMENDMENT ACT, 1993 (ALBERTA)

The Reference questions to the Court of Appeal were as follows:

- a) Do the boundaries of the electoral divisions established in Part 3 of the *Electoral Divisions Statutes Amendment Act*, 1993 infringe or deny rights or freedoms guaranteed by the *Canadian Charter of Rights and Freedoms*?
- b) If so, in what particulars?
- c) If so, is such infringement or denial justified by Section 1 of the *Canadian Charter of Rights and Freedoms*?

The Court stated on October 24, 1994 that there were only three possible solutions to address the disparity between urban voters and rural voters:

1. mixing rural and urban voters in electoral divisions of equal size;
2. more seats in the Legislature overall; or
3. fewer non-urban seats.

The electoral map forwarded by the Committee and referred to by the Court removed the prospect of more electoral divisions under the first option, the proposed concept of hybrid or blended ridings. The Legislature did not add more seats, therefore making the second option impossible. This left the only option being the third, the reduction in rural seats. The Court said that popular democratic opposition to the first two options would not avoid eventual Court-mandated *Charter* compliance. In acknowledging that the one option of more hybrid ridings was taken off the table by the Legislature because of the public opposition, the Court responded as follows:

[62] The Chairman added that "The first priority would be to respect existing constituency boundaries, if possible." This is, of course, a simple way to assuage the concern of some voters. [. . .]

[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 a 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 results 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.

Recognizing that increasing the number of electoral divisions also faces public opposition, the Legislature declined to utilize that option. The Court of Appeal then acknowledged that with two of the options they had originally listed gone, the only option therefore was to approve more rural seats being eliminated. While recognizing the need for judicial restraint the Court opined:

[72] The third, and last, is a reduction in the number of non-urban electoral divisions. But that raises the natural and understandable reluctance of voters in the less populous ridings to accept the “massive surgery” that would be needed to create equity in the absence of an increase in seats. But, if one spurns this solution, none remains.

[73] The people of Alberta must understand that this last is the only solution unless they soften their attitude towards the other two. We re-affirm that popular opposition to “massive surgery” is not a reason to ignore the breach of the right to effective representation by widespread and significant imbalance in voting power.

The Court, again bearing in mind the virtue of judicial restraint, concluded that the government proposal did not rise to the level of *Charter* condemnation. The Court did recognize “that a gradual and steady” change was needed in the evolving practice of amending electoral boundaries in Alberta. The Court countered that unpopularity of options is not a valid factor in assessing whether electoral boundaries are constitutionally valid under the *Charter of Rights and Freedoms*.

1995 - 1996 ALBERTA ELECTORAL BOUNDARIES COMMISSION

This Commission was established in June 1995 with Chief Judge Edward Wachowich (Provincial Court of Alberta) as Chairman and the Speaker of the Legislature appointing two members nominated by the government and two members nominated by the Official Opposition. Leading up to the interim report, the Commission travelled to 17 communities to hear public presentations over a period of 11 days. After its interim report, the Commission travelled to seven locations and heard public presentations over a period of seven days. This was the first Commission which conducted public hearings before its initial report.

The Commission issued a unanimous report to the Speaker relating to the existing 83 electoral divisions. The Commission added one electoral division to Edmonton and one to Calgary and removed two electoral divisions from the rural areas. The Commission also created two s. 15(2) electoral divisions with populations below 25% of the provincial average.

The population of Alberta used by the Commission was 2,554,779, and a range of population per electoral division was from 23,085 to 38,475 based on an average of 30,780.

The Commission highlighted the need for “gradual and steady” change as stated by the Alberta Court of Appeal. This Commission, because it was the fourth attempt to redistribute boundaries in the province within six years, recognized the public’s impatience with the expense and time expended on this task. The Commission fully examined the meaning of effective representation as it relates to functions of the Members of the Legislative Assembly and effective representation from the perspective of regional and community interests within the province. It acknowledged that facilitating effective representation as it relates to regional and community interests in a unicameral Legislative Assembly is a daunting challenge. That challenge warranted something of a dilution of voter parity in a rapidly evolving province.

2002 - 2003 ALBERTA ELECTORAL BOUNDARIES COMMISSION

The Commission was established in March 2002, and the Alberta Ethics Commissioner Robert C. Clark was appointed as Chairman. The legislation had been amended to allow the chair to be selected from a list of several occupations in addition to that of a judge of any court in Alberta. The Speaker of the Legislature

appointed four other Commissioners, being two representatives from the government and two representatives from the opposition. The Commission held a series of public hearings across the province in May and June of 2002 and issued its interim report in September of that year. The Commission briefed itself thoroughly on the legal aspects of effective representation and introduced the “provincial quotient” or the average population and then emphasized that the allowable range for standard electoral divisions would be +25% or -25% of that quotient. In wrestling with the concept of effective representation, the Commission opined that rural ridings are much harder to serve because of the difficulty in transportation and communication and that rural voters make greater demands on their elected representatives. Further, geographic boundaries such as rivers and municipal boundaries form natural community dividing lines. A citizen’s vote should not be unduly diluted. It is a practical fact that effective representation cannot adhere strictly to voter parity as absolute voter parity is impossible. This Commission issued its final report in February 2003. They were required to draw boundaries for 83 electoral divisions, and they were to have 41 electoral divisions in the two major cities, Calgary (23) and Edmonton (18), 22 electoral divisions in smaller urbanized locations, 19 rural electoral divisions, and one special electoral division under s. 15 of the *Act*. Of the electoral divisions outside of Calgary and Edmonton, 14 were multi-municipality or hybrid ridings.

This Commission referenced the fast-growing nature of Alberta’s population and stated that by 2030 Alberta’s population was expected to be at 4 million people, which has turned out to be a significant underestimate!

This Commission’s report was not unanimous. There was one dissenting report which emphasized the need for near-absolute voter parity being the paramount consideration and wanting electoral divisions more like the American model.

2009 - 2010 ELECTORAL BOUNDARIES COMMISSION

Established in July 2009, this five-member Commission was chaired by Chief Judge Ernest Walter (Provincial Court of Alberta). The Commission was given a task of redrawing the boundaries for 87 electoral divisions, up from 83. This Commission relied on the 2006 Census for Alberta, which revealed a population of 3,290,350. The electoral division average was therefore 41,888, with an allowable range from 30,660 to 51,100. This Commission summarized the principles of effective representation as follows:

1. Relative parity of voting power.
2. The tradition in Canada of effective representation and not absolute parity as in the United States.
3. The process of achieving effective representation may involve diluting the political force of some votes but not unduly and not without reason, for 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.

In discussing these important principles, the Commission emphasized the challenge of balancing these interests. It is delicate and involves an in-depth examination of the social history, geography, and demography of communities and the province.

The Commission concluded that the 87 electoral divisions should be divided by Calgary receiving 25; Edmonton, 19; and the rest of Alberta, 43; of which 15 were hybrid, consisting of a mid-sized city or large town surrounded by at least one municipality or county. This report was not unanimous. The minority position held that Edmonton should receive two new electoral divisions.

2016 - 2017 ELECTORAL BOUNDARIES COMMISSION

This Electoral Boundaries Commission was appointed in October 2016. Chaired by Justice Myra Bielby (Alberta Court of Appeal), the Commission had two representatives from the government and two from the opposition. The Commission issued an interim report in May 2017 and a final report in October 2017. Public hearings were held both before the interim report and the final report. This Commission had to draw boundaries for 87 electoral divisions, and the population of Alberta according to the 2016 Census was 4,071,875, providing a provincial average of 46,803 per electoral division and a target range for effective representation of between

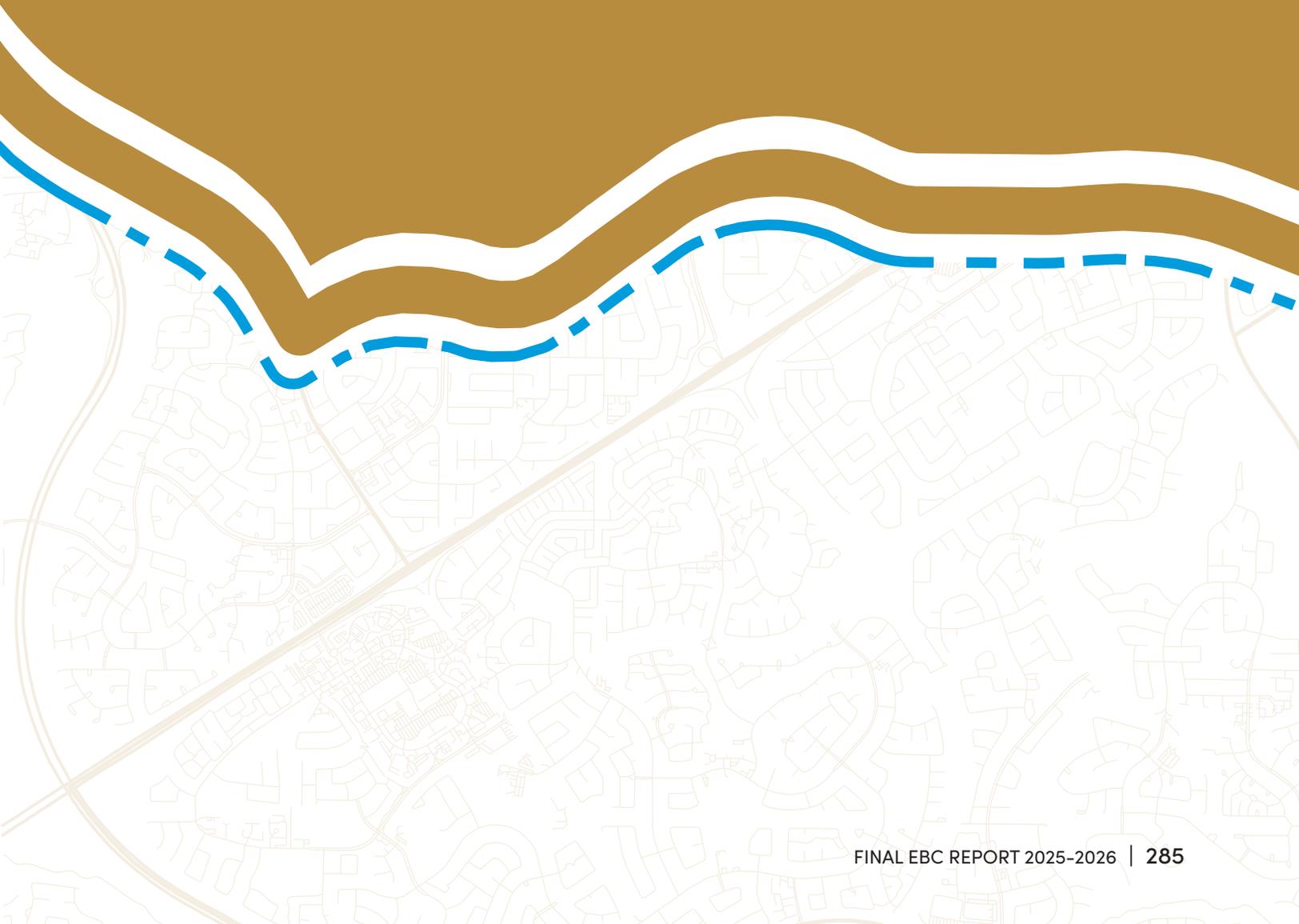
35,102 and 58,503. The Commission added one new electoral division to Calgary, one new electoral division to Edmonton, and one new electoral division on the west side of Calgary for Airdrie and Cochrane. To make room for these new electoral divisions, four divisions in northeast Alberta were collapsed into three, five in central-west Alberta were collapsed into four, and seven in the southern part of the province were collapsed into six. This Commission took great pains to avoid creating new blended ridings. It had one minority voice who was of the view that effective representation did not require such a serious reduction in rural electoral divisions.

Highlights from the History of Alberta's Electoral Boundaries Commissions

- The change from eligible voter population to total population based on the most recent decennial census occurred as a result of the Select Special Committee's report of 1990.
- Introduction of hybrid or blended electoral divisions originated with the 1985 Dixon EBC in a recommendation to the Legislature.
- The Alberta Court of Appeal in both the 1991 and 1994 References held that hybrid electoral divisions were the only plausible option to avoid taking away seats from rural Alberta in the absence of expanding the Legislature.
- The practice of public hearings in advance of the "interim report" of an Electoral Boundaries Commission began in 1995.
- The number of Alberta's electoral divisions in provincial elections from 1959 to the present changed as follows:
 - 1959: 65
 - 1963: 63
 - 1967: 65
 - 1971 and 1975: 75
 - 1979 and 1982: 79
 - 1986, 1989, 1993, 1997, 2001, 2004, and 2008: 83
 - 2012, 2015, 2019, and 2023: 87
 - 2027: 89
- There clearly has been a constant decline of rural (i.e., non-Calgary, non-Edmonton) electoral divisions over the past 70 years, and it is not without warrant. However, the province has drastically changed such that it no longer can be simply classified as "Calgary, Edmonton, and the rest of Alberta."
- The obvious change in Alberta moving away from a strict binary society of "urban vs. rural" was recognized by the Court of Appeal in 1991. That situation is intensely magnified in 2026. The Court's anticipated "gradual and steady" use of the third option (hybrid) to achieve effective representation is long past due.
- Of the eight independent Electoral Boundaries Commissions appointed by the Lieutenant Governor and the Speaker of the Legislature, five have been led by s. 96 (Federally appointed) judges, two by provincial court judges, and one by the provincial ethics commissioner.
- Albertans must constantly be reminded of the differences between the Canadian principle of *effective representation* and the very different policy choice of Americans. Neither Alberta nor any other part of Canada has ever adopted a strict, or anything close to strict, "one person, one vote" model. Effective representation is the goal.

APPENDIX E:

Minority Report and Maps



MINORITY REPORT

In accordance with our duties under the Electoral Boundaries Commission Act, RSA 2000, c. E-3 as amended (“the Act”), we recommend that changes be made to the electoral boundaries of most of Alberta’s electoral divisions and that a net of two additional electoral divisions be added.

We believe that this Report embraces all the guidance and expectations the Act places upon us in achieving practicable electoral divisions. We believe that a robust and faithful attention to all the factors enjoined upon us in the Act has been achieved in a manner which secures effective representation for all Albertans. This is the heart of our obligation as Commissioners. It led us to this Report.

In the early sections of our Report in particular, we refer to ‘the Commission’ or ‘Commissioners’ since there are places where we describe our legal obligations or our activities or where we agree with our colleagues. Nonetheless, we departed from the majority where we believe the legislative direction given to the Commission and the thoughtfulness of public submissions has not been given sufficient effect.

John Evans, K.C.

Dr. Julian Martin

Commissioners

Executive Summary

This Report’s principal recommendations can be summarized as follows:

- the two new seats, bringing us from 87 to 89, should go to Edmonton and Calgary;
- hybrid ridings should be used more regularly around cities to improve regional representation, bridge artificial urban/rural divides and to manage population shifts;
- in addition to the new seat, two additional electoral divisions include parts of Calgary to reflect the significant increase in population in the north and south as well as in Airdrie;
- six electoral divisions in the urban centre of Edmonton (Edmonton-City Centre, Edmonton-Glenora, Edmonton-Riverview, Edmonton-Strathcona, Edmonton-Gold Bar, and Edmonton-Highlands-Norwood) should be consolidated into five to reflect the fact that the rate of population growth in these areas has been below that of the metro area, and there is no justifiable reason that these electoral divisions should have populations markedly below their fast-growing neighbours;

- this freed-up Edmonton seat, the new one being added, and a new Spruce Grove division be made into three hybrid ridings in the capital region extending west and south beyond the city limits;
- 11 hybrid electoral divisions should be created in Calgary and incorporate a reservation and portions of adjacent counties and municipalities;
- 4 hybrid electoral divisions should be created in both Red Deer and Lethbridge to improve regional representation by incorporating a neighbouring reservation and surrounding counties and municipalities;
- the large rural ridings around Peace River, Lesser Slave Lake, and Rocky Mountain House be maintained to prevent rural districts from becoming geographically unmanageable;
- various other constituency boundary changes should be made, considering the Commission's obligations under the *Act*; and
- we recommend three special districts that meet the provisions of Section 15(2) of the *Act*. These electoral districts are Central Peace-Notley, Lesser Slave Lake, and Rocky Mountain House-Banff Park.

This Report has considered the following in recommending new or changed names:

- names should reflect the general geographical location of the electoral division;
- current electoral division names should be retained except where it is recommended that communities whose name in the electoral division be removed from the proposed electoral division;
- names of electoral divisions should be as concise as reasonable; and,
- electoral divisions that bear the names of multiple communities should list the community with the largest population first.

This Report contains a short Appendix, a Table of electoral districts and their populations, and four Maps (a whole of Alberta map, and maps of Calgary, Edmonton and several other cities). These maps have been developed by the excellent Elections Alberta mapping staff at our request.

I. Introduction to the Commission

The Commission was established on March 28, 2025. The Honourable Justice Dallas K. Miller was appointed by the Lieutenant Governor in Council as Chairman of the Commission. The Honourable Nathan Cooper, Speaker of the Legislative Assembly of Alberta, appointed four members of the Commission, two members nominated by the Leader of His Majesty's Loyal Opposition, and two members nominated by the government.

Those members are:

Greg Clark (Calgary)

John Evans, KC (Lethbridge)

Dr. Julian Martin (Sherwood Park)

Susan Samson (Sylvan Lake)

The Electoral Boundaries Commission Act (the "*Act*") is the legislation that authorizes the appointment of the Commission. It also provides the authority for the Commission and its function. The *Act* sets out the schedule for the Commission's public hearings leading up to what has become known as a "final report." The final report must be submitted within five months of issuance of the interim report. The Chief Electoral Officer is to provide advice, information, and assistance to the Commission pursuant to the *Act*. The *Act* also provides Redistribution Rules in Part 2 to guide the Commission. Simply put, the final report must be submitted to the Speaker by March 27, 2026.

The Commission first met in mid-April 2025. An initial half -day meeting of the Commission took place virtually via Microsoft Teams on April 16. A full-day in-person meeting took place in Edmonton on April 22. The Commission continued to meet during the public hearing process in late May and throughout June. Further virtual and in-person meetings occurred throughout the summer and fall of 2025. Written submissions with feedback on the interim report were accepted up until December 19, 2025, with virtual and in-person sessions taking place up until January 22, 2026.

Communication Plan

A public consultation communication plan was approved early in the Commission's mandate. Unlike previous commissions, the traditional "householder" or information card was not mailed to all Alberta households. This decision reflected both the high cost of province-wide mail distribution and the Commission's assessment that this form of advertising is less effective in 2025. Instead, stakeholder letters were distributed to municipal governments, school boards, Members of the Legislative Assembly, Members of Parliament, Indigenous communities, and community organizations. The communication strategy was designed to raise public awareness, build momentum for public hearings, and encourage both attendance and participation. It also invited Albertans to make written submissions through the Commission's website.

The strategy sought to maximize media relations opportunities and leverage other avenues of cost-effective promotion. A central focus of the communication plan was the use of social media to broaden reach and encourage public engagement. All communications were designed to direct the public to the Commission’s website, which served as the primary source of information regarding the Commission’s mandate, the schedule of public hearings, and the process for submitting written input.

The Commission is satisfied that advertising through social media platforms—Facebook, Instagram, X, LinkedIn, and YouTube—along with public digital billboards, provided a more efficient and cost-effective approach than mailing a traditional householder card. Inviting Albertans through these channels to visit www.abebc.ca was, in the Commission’s view, the most effective and efficient means of communication.

Opportunities for Public Input

The Commission provided Albertans with multiple avenues to submit written proposals regarding new electoral divisions, including web-based forms on the Commission’s website, email, and ordinary mail delivered to the Commission at Elections Alberta’s address. All personal information was protected in accordance with applicable privacy requirements. Written submissions were accepted between April 17 and May 23, 2025, during which time the Commission received 198 written submissions. Following the release of this Interim Report, individuals were provided with an opportunity to revise their submissions. All written submissions have been retained and are available for public viewing at www.abebc.ca. References to them in our Report cite their accession number in the database.

Pursuant to the *Electoral Boundaries Commission Act*, the Commissioners conducted a series of public hearings across Alberta in late May and throughout June 2025. In total, 28 in-person hearings were held in 16 locations, supplemented by two virtual hearings. Complete transcripts and audio recordings of the hearings, along with summaries of the written submissions received, are available at www.abebc.ca.

In addition to the information received through written submissions and public hearings, the Commissioners considered population data in its deliberations. The Commission took care to rely on the most current and verified population information available, drawing on data from Statistics Canada and the Alberta Treasury Board and Finance’s Office of Statistics and Information.

Albertans were provided with a further opportunity to submit written responses to this Interim Report between December 1 and December 19, 2025. A second series of public hearings was held from January 12 to January 22, 2026, to receive public input on the Commission’s interim recommendations. Given the time of year and the availability of concrete proposals for public consideration, the Commission made use of both virtual hearings and in-person hearings in Calgary and Edmonton. These hearings enabled the Commissioners to receive feedback prior to finalizing its recommendations and tabling the Final Report with the Speaker of the Legislative

Assembly by March 27, 2026. Information respecting the second round of public hearings was made available at www.abebc.ca. A total of 1147 written submissions were received in the second round of consultations.

For the purposes of this Report, the term “*electoral division*,” as used in the *Electoral Boundaries Commission Act* and incorporating the definitions contained in the *Election Act*, RSA 2000, c. E-1, and the *Electoral Divisions Act*, RSA 2000, c. E-4, is used interchangeably with the terms “*division*,” “*constituency*,” and “*riding*.”

II. Legal Requirements

Legal and Constitutional Framework

The Commission’s authority is derived from the *Electoral Boundaries Commission Act*, RSA 2000, c. E-3 (the *Act*), together with the principles articulated in decisions of the Supreme Court of Canada and the Alberta Court of Appeal respecting the drawing of electoral boundaries. Judicial decisions from other Canadian jurisdictions may also assist in informing the Commission’s work.

Part 2 of the *Act* sets out the redistribution rules governing the Commission’s mandate. Section 13 requires the Commission to divide Alberta into 89 proposed electoral divisions. Section 14 directs the Commission, subject to section 15, to determine the area and boundaries of those electoral divisions in a manner that ensures effective representation as guaranteed by the *Canadian Charter of Rights and Freedoms*. In doing so, the Commission may consider:

- the sparsity, density, and rate of growth of the population;
- communities of interest, including municipalities but not exclusive to municipal boundaries and regional and rural communities, Indian reserves, and Métis settlements;
- geographical features;
- the availability and means of communication and transportation between various parts of Alberta;
- the desirability of understandable and clear boundaries; and,
- any other factors the Commission considers appropriate.

Section 15(1) provides that the population of a proposed electoral division must not be more than 25% above or below the average population of all proposed electoral divisions. Section 15(2) permits, in no more than four electoral divisions, a population variance of up to 50% below the provincial average where the Commission is satisfied that at least three of the following criteria are met:

- the area of the proposed electoral division exceeds 20,000 square kilometres, or its total surveyed area exceeds 15,000 square kilometres;
- the distance from the Legislature Building in Edmonton to the nearest boundary of the proposed electoral division, by the most direct highway route, exceeds 150 kilometres;
- no town within the proposed electoral division has a population exceeding 8,000;
- the proposed electoral division contains an Indian reserve or a Métis settlement; and,
- the proposed electoral division has a portion of its boundary coterminous with the boundary of the Province of Alberta.

For the purposes of section 15(2)(c), the Municipality of Crowsnest Pass is not considered a town.

Section 3 of the *Canadian Charter of Rights and Freedoms* provides that 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.

Effective Representation and Voter Parity

Alberta has changed significantly since the previous Commission’s report in 2017, experiencing rapid population growth and notable changes in its social composition. While the principles of representative democracy remain constant, the application of those principles must respond to a province that is evolving quickly. Understanding the constitutional meaning of effective representation is therefore essential.

Many written submissions urged Commissioners to apply strictly the principle of representation by population—commonly framed as “one person, one vote.” Several submissions of this kind focused on electoral divisions such as Lesser Slave Lake and Central Peace–Notley, whose populations are approximately half of the provincial average. A representative submission stated that electoral seats should be based on equal population per seat regardless of geographical challenges.

This approach reflects the model adopted in the United States, where the Supreme Court has held that near-absolute voter parity is constitutionally required. That jurisprudence has resulted in electoral maps that frequently divide communities and produce boundaries with highly irregular geography. Canada has consciously rejected this approach. Neither Parliament nor any provincial legislature has ever adopted the principle of population parity as the exclusive or overriding standard for electoral redistribution.

Canadian constitutional law instead centres on the concept of effective representation. In 1991, the Supreme Court of Canada expressly held that absolute parity is both impossible and, in some cases, undesirable. The Nova Scotia Court of Appeal has likewise concluded that legislation mandating overly strict voter parity may itself offend section 3 of the *Charter*. Overemphasizing voter parity is therefore neither required nor permitted under Canadian law.

Alberta, like all provinces, has historically permitted population variances to achieve effective representation. The 25% variance permitted by the *Act*, and the 50% variance allowed for up to four electoral divisions in exceptional circumstances, aligns with Canadian practice. Although Alberta’s average constituency population—54,929—is among the highest in the country, it remains consistent with constitutional norms.

Variances among provinces arise for many legitimate reasons. Northern and remote regions across Canada often prioritize effective representation for Indigenous communities. Other provinces recognize distinct linguistic, cultural, or geographic realities. All provinces accept that rural electoral divisions may, on average, have smaller populations than urban ones due to the practical challenges of representation.

Neither Canadian law, nor custom, then, permits voter parity to be pursued to the exclusion of all other considerations.

Jurisprudence on Effective Representation

The Supreme Court of Canada’s decision in *Reference re Provincial Electoral Boundaries (Saskatchewan)* (1991) remains the leading authority on the interpretation of section 3 of the *Canadian Charter of Rights and Freedoms*. The Court held that the purpose of the right to vote is not “equality of voting power per se,” but rather “effective representation.” While the Court emphasized that “relative parity of voting power” is a central consideration, it made clear that it is “not the sole consideration.” As summarized in the New Brunswick Commission’s Legal Opinion, “effective representation” also encompasses “considerations of geography, demography, and ‘communities of interest.’”¹ The Court further recognized that factors such as community history, minority representation, and the practical realities of access and communication may justify deviations from strict voter parity where they contribute to more meaningful and effective representation.

Subsequent decisions of the Alberta Court of Appeal have affirmed this approach, recognizing that achieving effective representation requires balancing competing considerations and that legislatures and independent commissions are owed deference in carrying out this task. The courts have also recognized that hybrid—or blended—electoral divisions combining urban and rural areas may be a reasonable and constitutionally permissible means of achieving effective representation. Such electoral divisions are now common in Alberta and may become more prevalent as population growth continues.

Rural and Urban Representation

The courts have consistently acknowledged that representing rural electoral divisions presents distinct challenges, including vast geography, limited transportation infrastructure, and heightened

¹ Government of New Brunswick, Electoral Boundaries and Representation Commission, *Appendix D – Legal Opinion Executive Summary* (Fredericton: Government of New Brunswick, 2023).

demands on elected representatives. At the same time, urban representatives face their own challenges, including linguistic diversity, social service pressures, and housing-related issues. Effective representation must account for these differing realities.

Population is an objectively measurable factor and an important starting point. However, it is only one of several criteria mandated by the *Act*. Other considerations—such as communities of interest, transportation routes, geography, and clarity of boundaries—require judgment and discretion. Deviations from the provincial average population must be explained, but in a province as vast as Alberta they are required for effective representation.

The Commission's Approach

As explained in section III, Alberta's estimated total population of 4,888,723 means the average population per electoral division is 54,929. The 25% rule yields an effective representation range of 41,198 to 68,662.

The Commissioners reviewed all written submissions; considered all oral submissions made at public hearings; assessed options for allocating two additional electoral divisions in response to population growth; considered consequential boundary changes to neighbouring electoral divisions; evaluated the impact of further reductions to rural representation; and applied the criteria set out in Part 2 of the *Act*.

Commissioners also considered submissions regarding so-called “shadow populations” in certain northern and rural electoral divisions—individuals who reside elsewhere but receive services within those divisions. While such populations do not affect provincial population totals, they may increase the workload of elected representatives and are relevant to assessing effective representation.

Representative Democracy

Effective representation must be understood within the broader context of representative government. Canada is a representative democracy, not a system of direct democracy. Citizens elect representatives to govern on their behalf and hold them accountable through regular elections. This system balances order, efficiency, and meaningful participation. Effective representation, rather than strict mathematical parity, best serves the values of dignity, equality, cultural recognition, and democratic participation that underlie a free and democratic society.

III. Sources of Population Information

Determining the population of Alberta for the purposes of electoral redistribution is a critically important matter and one that has been contentious in past redistributions. Section 12 of the *Electoral Boundaries Commission Act* sets out how the Commission must determine Alberta's population:

12(1) For the purposes of this Part, the population of Alberta is to be determined by the Commission in accordance with this section.

(2) In this section, “decennial census” means 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.

(3) Subject to subsections (4) and (5), the Commission is to use: (a) the population information provided in the decennial census; and (b) information respecting the population on Indian reserves not included in the decennial census, as provided by the Department of Indian Affairs and Northern Development (Canada).

(4) If there is a province-wide census that is more recent than the decennial census and from which the population of all proposed electoral divisions is available, the Commission is to use: (a) the population information provided in the province-wide census; and (b) information respecting the population on Indian reserves not included in the province-wide census, as provided by the Department of Indian Affairs and Northern Development (Canada).

(5) The Commission may, as it considers appropriate, use more recent information respecting the population of all or any part of Alberta in conjunction with the information referred to in subsections (3) or (4).

The *Constitution Act, 1867* requires a national census every ten years (a “decennial census”). The term “decennial census” in the Act refers to this national census. The most recent decennial census was conducted in 2021, with results released in February 2022. As of the issuance of this interim report, those data are more than four years old.

Given Alberta's rapid population growth, reliance on the 2021 decennial census alone would not provide an accurate or reliable foundation for electoral redistribution. The Act expressly authorizes—and, in the Commission's view, requires—the use of more recent population information where available, including province-wide census data or other reliable population estimates respecting all or any part of Alberta. In all cases, the Commission is obliged to include populations on Indian reserves not captured in the federal census.

Limitations of the 2021 Census

On Census Day in 2021, Alberta's population was recorded as 4,262,635. By January 1, 2025, Alberta's population was estimated at 4,960,097—an increase of nearly 700,000 people. This growth was not evenly distributed across the province. The cities of Edmonton and Calgary together accounted for more than three-quarters of Alberta's population growth between 2021 and 2024, while 166 of Alberta's 423 municipalities experienced minimal growth or population decline.

As a result, reliance solely on the 2021 census would materially misstate both the size and geographic distribution of Alberta's population. Although data collection for the 2026 census will occur in May 2026, results will not be available until February 2027—well after this Report is due.

Use of Provincial Population Estimates

The Office of Statistics and Information (OSI) is Alberta's official statistical agency, responsible for the collection, analysis, and dissemination of provincial data under the *Office of Statistics and Information Act*. OSI regularly produces population estimates and projections that are widely relied upon for provincial budgeting, planning, funding formulas, and fiscal updates.

The Commission's timetable requires the use of the most accurate population information available leading up to October 2025. In the absence of new federal census data, the Commission concludes that the 2021 census figures, updated and supplemented by OSI population estimates produced by Alberta Treasury Board, represent the best available population data.

Because boundary drawing requires population figures at a high level of geographic granularity, OSI produced population estimates at the dissemination area (DA) level. Alberta contains 6,203 dissemination areas, each fully nested within municipalities, census divisions, and ultimately the province. To ensure accuracy and consistency, DA estimates were required to align with population estimates at higher geographic levels.

Statistics Canada produces provincial and census division population estimates, while OSI produces annual municipal (census subdivision) estimates. Consistency across all geographic levels requires that estimates be available for the same reference period. The most recent such estimates are mid-year (July 1) 2024 estimates. Mid-year population is a standard demographic measure representing the average population over a calendar year. Sub-provincial estimates for July 1, 2025 will not be released until February 2026 and are therefore unavailable for the Commission's work.

Estimation Methodology

To estimate mid-year 2024 populations at the dissemination area level, OSI used a combination of administrative data and statistical modelling. Changes in the Alberta Health Care Insurance Plan registry served as a primary indicator of population change, particularly migration, which has been the dominant driver of demographic growth since 2021.

Dissemination area estimates were modelled to ensure consistency with municipal estimates. Municipal estimates were produced using administrative sources including Alberta Health records, vital statistics (births and deaths), driver's licence data, and Canada Child Benefit files. These municipal estimates were then modelled to align with census division and provincial estimates produced by Statistics Canada, drawing on personal income tax files from the Canada Revenue Agency, Canada Child Benefit data, and Immigration, Refugees and Citizenship Canada records.

The 2021 census recorded Alberta's population at 4,262,635. The most recent population estimate verified by OSI places Alberta's population at 4,888,723—approximately 15% higher than the census count.

Implications for Electoral Redistribution

The Commission is required to divide Alberta into 89 electoral divisions. Based on the updated population estimate of 4,888,723, the average population per electoral division is 54,929—an increase of 8,232 residents compared to the 2017 redistribution.

This figure represents absolute voter parity; however, neither the Constitution nor binding jurisprudence expect strict parity. The realities of Alberta's geography, population distribution, and communities of interest make exact parity unattainable. The constitutional objective is effective representation.

The statutory population variance range—25% above or below the provincial average—results in an acceptable range of 41,198 to 68,662 residents per electoral division. Courts have held this range to be consistent with section 3 of the *Canadian Charter of Rights and Freedoms*. Departures from parity must, however, be justified. Where significant variances are recommended, this Report explains the rationale for doing so.

Historically, Electoral Boundaries Commissions have faced challenges in identifying appropriate population figures. In this redistribution, the Commission benefited from the expertise and guidance of OSI staff, including the Manager of Demography, the Director of Demography and Economic Analysis, and the Chief Statistician. Commissioners were provided with a detailed explanation of how provincial population estimates are developed, validated, and integrated with federal census data.

IV. Jurisdiction of the Electoral Boundaries Commission

The Commissioners have been encouraged by the strong public response received through written submissions and by the individuals and organizations that took the time to appear and present at public hearings held across the province. It is clear to the Commission that Albertans take effective representation in the Legislative Assembly very seriously. This engagement reflects positively on the health of democracy in Alberta.

At the same time, the Commission must be mindful of its legislative mandate and must clearly communicate both its role and its limitations to the public and to those who participated in the consultation process. A number of submissions raised matters that fall outside the Commission's authority under the Act. These included, among others:

- suggestions that the number of electoral divisions differ from the 89 prescribed by the Act;
- proposals to elect Members of the Legislative Assembly through proportional representation;
- requests to redraw municipal or federal electoral boundaries;
- submissions proposing electoral divisions with populations exceeding 25 per cent above the provincial average (for example, proposals to make the City of Medicine Hat a single electoral division);
- requests that the Commission delay its work until after the release of the 2026 census data;
- recommendations relating to campaign finance laws;
- suggestions concerning voter identification requirements or voting locations;
- proposals that the Commission send a message to the federal government by adopting a “one person, one vote” approach to force changes to federal electoral boundaries; and,
- suggestions that computer programs be used to update electoral boundaries more frequently than the redistribution cycle established by legislation.

Many of these recommendations may merit consideration in other forums and could, if pursued, contribute to improvements in representative democracy in Alberta. However, the Commission's role is limited to the responsibilities assigned to it under the Act and to making recommendations to the Speaker of the Legislative Assembly. Matters beyond that scope are more appropriately directed to Members of the Legislative Assembly or to legislative committees.

The Commission's mandate is set out in Part 2 — Redistribution Rules of the Act. Both implicitly, through population change, and explicitly, through the requirement to increase the number of electoral divisions, the Act makes clear that changes to existing boundaries are required.

Accordingly, submissions recommending that no changes be made to Alberta’s electoral boundaries could not be adopted.

Section 12 of the Act requires the Commission to determine the population of Alberta for the purposes of redistribution. That task has been completed. The Commission’s next responsibility is to apportion the province into 89 electoral divisions, an increase from the current 87. This work is governed primarily by section 15(1) of the Act, as informed by relevant judicial authorities.

In undertaking this work, the Commission must consider a range of factors. Section 14 of the Act identifies specific considerations, along with a discretionary provision allowing the Commission to consider any other factors it considers appropriate. After determining the number and general configuration of the 89 electoral divisions, the Commission must compare the population of each division to the provincial average population of 54,929. This establishes a target population range of between 41,198 and 68,662. The Act imposes limits on population variance, and jurisprudence, including the Carter decision, confirms the importance of population parity as a guide.

The Commission must then determine the precise boundaries of each electoral division. In doing so, section 14 of the Act permits consideration of the following factors:

- sparsity, density, and rates of population growth;
- communities of interest, including municipalities, but not exclusive to municipal boundaries, regional and rural communities, Indian reserves, and Métis settlements;
- geographical features;
- the availability and means of communication and transportation between various parts of Alberta; and
- the desirability of clear and understandable boundaries.

In addition, the Commission may recommend up to four “section 15(2)” electoral divisions with populations up to 50 per cent below the provincial average.

The Commission is also mindful of Alberta’s rapid population growth. Alberta is currently the only province experiencing significant population increases driven by interprovincial migration, alongside substantial international immigration. While anticipated population growth is not expressly listed as a factor in the Act, it may appropriately be considered under section 14(f).

In explaining its recommendations, this Report will refer to specific submissions where appropriate. The fact that not every submission is explicitly cited in this report does not diminish the fact that all submissions—both written and oral—were carefully reviewed and considered. However, it is neither possible nor appropriate to implement every recommendation, particularly where submissions conflict with one another.

Similarly, while this Report has considered all the factors set out in section 14 of the Act, not every factor is relevant to every electoral division, and therefore not all are explicitly addressed in every instance.

V. Public Hearings and Submissions

From May 29 to June 19, the Commission held 26 public hearings in communities across Alberta, including Pincher Creek, Lethbridge, Edmonton (six hearings), Calgary (six hearings), and centres throughout central, southern, and northern Alberta. Several hearings exceeded three hours in duration. In the course of its work, the Commission travelled more than 8,000 kilometres. After the Interim Report was issued, the Commission received and reviewed a total of 1,147 written submissions, including submissions received during an additional intake period in December 2025. All written submissions are available for public review on the Commission’s website.

The Commission also conducted virtual public hearings, including hearings held in January 2026. With the conclusion of these hearings, all opportunities for public input—written, in-person, and virtual—have now closed.

The Commission received a broad and diverse range of submissions from Albertans across the province. This extensive public input materially assisted the Commission in understanding communities of interest, regional circumstances, and representational challenges, and significantly informed the Commission’s deliberations and recommendations.

VI. Major Themes in Public Submissions and Presentations

Submissions to the Commission reflected a wide range of topics. There was significant overlap between those topics and the statutory and constitutional requirements the Commissioners are required to consider.

1. Hybrid Electoral Divisions

The Alberta Court of Appeal has recognized that, as Alberta’s population becomes increasingly concentrated in the two largest urban centres, there are only a few realistic structural responses available: expand the size of the Legislature, shift seats from rural Alberta into the cities, or design hybrid electoral divisions that intentionally link urban/suburban communities with their adjacent rural service areas. In that context, hybrid constituencies are not a novelty or a compromise; they are a practical and principled tool for maintaining effective representation province-wide, consistent with the Supreme Court of Canada’s direction that representation is not reducible to voter parity alone, but must also account for communities of interest, geography, and the realities of access and communication.

Alberta is urban and rural. Our rivers flow from mountain to forest to city to prairie. Many Albertans identify with more than one part of that chain, whether its family, work, or recreation that draws us back and forth. Inevitably, though, there are tensions and pressures between them. We elect provincial representatives to manage this. Having MLAs directly representing both our cities as well as the adjoining rural communities means there are not only rural and urban advocates in the Legislature, but also MLAs whose constituencies reflect Alberta as a whole.

While some submissions opposed hybrids on the view that urban and rural communities have different representative needs, or that splitting a municipality could weaken a unified local voice (e.g., objections to dividing Beaumont), the consultation record also contains a clear and persuasive pro-hybrid case: that regional communities function together, and boundaries should reflect those lived patterns rather than rigid municipal lines. For example, submissions supporting hybrid approaches emphasized that “communities of interest” are frequently organized around shared schools, sports, transportation corridors, commuting patterns, and service centres that cross municipal borders. One submission, relying directly on the Commission’s own reasoning in the Interim Report, describes hybrids as “certainly the way of the future,” precisely because they unite interdependent urban-edge and rural-acreage communities into a single representative mandate. Similarly, Lethbridge County’s submission expressly frames hybrid divisions as a constructive way to reduce rural–urban friction and better align representation with how residents live and access services.

Adding ridings to a municipality does not divide it; rather, it multiplies the number of representatives advocating for it.

Crucially, hybrids are not theoretical in Alberta - they are proven and familiar. Alberta has long relied on mixed constituencies in regional hubs where a city and its surrounding rural area form a single economic and service ecosystem. Fort McMurray and Grande Prairie are frequently treated in the submissions as precisely these kinds of regional anchors—places whose effective representation depends on understanding the two-way relationships among municipalities, Indigenous communities, industry, and surrounding rural areas. Medicine Hat, likewise, functions as a service hub for its region, and the consultation record explicitly debates how best to design boundaries that reflect (rather than ignore) these regional realities.

This approach is also consistent with Canadian practice more broadly. Across Canada, boundary design routinely produces (and relies on) districts that blend urban and rural components because that is often the only workable way to respect communities of interest while keeping populations within allowable variances. Even in other redistribution processes, “hybrid urban-rural” ridings are treated as a recognizable and used design option rather than an outlier. British Columbia’s current electoral boundaries set through its own commission process likewise reflect a system where districts are defined around coherent geographic and regional communities, not rigid municipal containers.

Hybrid constituencies are not only a good reflection of Alberta, but also the best available instrument for preserving rural and suburban representation in the face of sustained urban growth. They avoid the false choice between (a) underrepresenting Calgary and Edmonton, and (b) creating ever-larger purely rural districts that become geographically unmanageable. Instead, hybrids deliberately connect fast-growing edge communities and their rural neighbours into districts that share transportation networks, labour markets, health and education services, and regional economic priorities—exactly the kinds of factors the Commission is mandated to weigh when drawing boundaries.

2. Hybrid Electoral Divisions — Calgary and Edmonton

Historically, Alberta’s legislation limited the use of hybrid electoral divisions by effectively excluding areas within Calgary and Edmonton. Recent amendments to the Act have removed this constraint, expressly enabling the Commission to blend areas inside and outside municipal boundaries. This change is particularly consequential for the Greater Metropolitan Area of Calgary and the Edmonton Capital Region, where the most sustained population growth is occurring at the urban periphery rather than in established inner-city neighbourhoods.

Submissions addressing Calgary and Edmonton consistently highlighted that communities at the metropolitan edge function as part of integrated regional systems. Residents of surrounding municipalities rely on the core cities for employment, specialized health care, post-secondary education, and major transportation networks, while urban centres depend on adjacent municipalities for housing supply, labour force participation, and economic expansion. Several submissions cautioned that treating municipal boundaries as fixed electoral lines risks fragmenting these shared regional interests and producing divisions that do not reflect lived patterns of movement, service use, and economic activity.

While some participants expressed concern that hybrid divisions could combine dissimilar communities, those concerns were most acute in relation to established inner-city neighbourhoods. By contrast, the submissions draw a clear distinction between inner-city areas and fast-growing peri-urban zones, where municipal boundaries are relatively recent and governance structures lag behind regional integration. In these edge areas, hybrid electoral divisions were described as a more accurate reflection of community identity than strictly urban or strictly rural configurations.

For both the Greater Metropolitan Area of Calgary and the Edmonton Capital Region, hybrid constituencies provide the Commission with a practical mechanism to accommodate growth without triggering outcomes that submissions broadly opposed elsewhere in the consultation record—namely, the erosion of rural representation or a substantial expansion in the size of the Legislative Assembly. By anchoring electoral divisions in regional communities of interest rather than rigid municipal lines, hybrids allow population growth to be absorbed in a manner that preserves balanced representation across the province.

In this context, the amended legislation does not merely permit hybrid divisions in Calgary and Edmonton; it equips the Commission to respond to metropolitan growth in a way that aligns electoral boundaries with the functional realities of Alberta’s two largest regional economies.

3. *Voter Parity*

Many submissions underscored the principle of representation by population and stressed that significant departures from voter parity should be approached with caution. At the same time, a substantial number of participants recognized that strict numerical equality is neither attainable nor necessarily desirable in all circumstances. These submissions emphasized that the $\pm 25\%$ variance permitted under the *Electoral Boundaries Commission Act* is not an exception to be avoided, but a critical tool intended to support effective representation where rigid adherence to population averages would undermine it.

Several submissions argued that the judicious use of this statutory variance is essential to ensuring that electoral divisions remain workable, coherent, and meaningfully representative of the communities they encompass. Participants noted that geographic size, growth patterns, communities of interest, and the practical realities of representation all justify measured departures from the provincial average. In this context, the $\pm 25\%$ range was viewed not as a tolerance to be minimized, but as a deliberate mechanism that allows the Commission to balance numerical parity with the lived realities of representation across Alberta.

Several submissions also encouraged the Commission to consider the distinction between total population and the number of actual electors within an electoral division. These submissions observed that some areas—particularly those with younger populations, transient residents, or institutional populations—may have high overall population counts but comparatively lower numbers of eligible or active voters. Conversely, other regions may have fewer residents overall but a higher proportion of electors. Participants cautioned that an overly rigid reliance on population totals alone risks obscuring these differences and may, in some cases, produce inequitable representational outcomes.

In this regard, one presenter emphasized that “*effective representation means parity of voting power, not simply equal population,*” arguing that a purely population-based approach can, in practice, dilute the relative influence of voters in certain communities if elector distribution is not also considered.² We were warned as well that boundary configurations which ignore these dynamics risk creating substantial imbalances in voting power, noting that such outcomes can result in situations where “a suburban Calgary voter would carry nearly half the voting power of a voter in the north or inner-city Calgary.”³ These perspectives reinforced the view expressed by many participants that the statutory variance should be applied thoughtfully, with attention not

² Art Matsui, oral presentation to the Alberta Electoral Boundaries Commission, Calgary public hearing (Morning Session, Day 2), January 13, 2026. See EBC Public Hearings, pp. EB-519 – EB-522.

³ Ibid.

only to population figures, but also to elector composition and the practical effect of boundaries on representational equity.

4. Rural Concerns

Representatives of, and residents in, rural communities generally focused on different challenges to effective representation. They emphasized that technology is not a substitute for an MLA's physical presence at community events such as summer barbecues, local rodeos, or high school graduations. In many parts of rural Alberta, reliable high-speed internet and telephone access remain inconsistent.

Rural MLAs must spend significantly more time travelling to attend events than their urban counterparts. Unlike urban MLAs in Calgary or Edmonton, rural MLAs cannot readily rely on neighbouring MLAs to attend events in their absence.

Rural MLAs also represent all Indian reserves and Métis settlements within their jurisdictions. Representing these communities is an important constitutional responsibility that is not currently shared by urban MLAs.

More broadly, many submissions expressed concern that Calgary and Edmonton dominate Alberta's political landscape, creating a risk that rural voices—widely viewed as foundational to Alberta's economy—will be diminished if additional electoral divisions are removed from rural Alberta. Agriculture and agri-business in southern Alberta, forestry, oil and agriculture in northern Alberta, and natural gas and alpine tourism in western Alberta were frequently cited as examples of industries underpinning the province's prosperity. These submissions argued that effective representation justifies lower average populations in rural electoral divisions than in urban ones.

5. Urban Concerns

Urban MLAs and their constituents noted that representing urban areas presents its own distinct challenges, particularly in addressing diverse populations and supporting rapidly expanding infrastructure needs. Edmonton-Meadows MLA Jasvir Deol articulated these concerns clearly, describing the demographic complexity of his constituency and the operational demands placed on his office.

He emphasized the importance of preserving cultural ties and community cohesion, noting rapid population growth, a young median age, and significant linguistic diversity. To serve this population effectively, his office employs multilingual staff, uses ethnic media, and adopts tailored outreach strategies.

Urban submissions also highlighted pressing needs related to education infrastructure, culturally appropriate health care, and immigration support. In addition, some urban areas face acute challenges related to crime and homelessness that may arise with greater intensity than elsewhere in the province.

6. Northern Concerns

Concerns expressed in rural Alberta were amplified in northern regions. In northern electoral divisions, it can take hours to travel from Edmonton and several additional hours to move between communities within a single division. MLAs and constituents in areas such as Peace River, Grande Prairie, and Slave Lake emphasized the sheer geographic scale of northern divisions and the resulting difficulty of effective representation.

Despite populations well below the provincial average, many northern residents felt they already lacked adequate representation. Air travel is often unavailable or impractical, surfaced east-west roads are limited, and rivers frequently impede travel, contributing to elongated north-south divisions. These challenges are compounded by significant shadow populations in several northern regions.

7. Communities of Interest, Geographical Features, and Roads

Many submissions addressed communities of interest, ranging from service delivery patterns outside major cities to intra-urban service use. Views varied considerably. For example, submissions both supported and opposed the proposition that Brooks, Bassano, and Medicine Hat constitute a single community of interest, illustrating that communities of interest, while important, cannot be determinative. Geographical features—particularly rivers—frequently provided logical boundary markers. County boundaries, which intersect municipal and rural interests, were also commonly cited as useful indicators of communities of interest. Transportation infrastructure, particularly road connectivity, was repeatedly emphasized. Given Albertans' reliance on driving, ensuring that electoral divisions are internally connected by major roads was widely viewed as sensible and practical.

8. Maintenance of the Status Quo

The Commission received numerous submissions expressing satisfaction with existing electoral boundaries. Constituents and MLAs noted that current configurations often support effective representation, even where divisions are geographically large or densely populated. The Commission takes such submissions seriously. Familiarity and historical continuity are relevant considerations, as recognized by the Supreme Court of Canada. However, preference for the status quo can only be given significant weight where other factors are reasonably equal. The Act clearly anticipates boundary changes, and some disruption is unavoidable.

Three electoral divisions are recommended to remain unchanged; many other adjustments are modest.

VII. Reasons for this Report's Recommendations

This Report has considered all statutory criteria and public submissions in formulating its recommendations. Five particularly significant rationales are outlined below.

1. *Representation by Population*

Population is a useful starting point for assessing effective representation because it can be evaluated objectively. The Report has complied with the statutory requirement that all non-section 15(2) electoral divisions fall within 25% of the provincial average population.

2. *Rural and Northern Concerns*

We heard repeatedly that rural representation presents unique challenges. Travel distances, multiple municipalities and school boards, and older constituent demographics all place additional demands on rural MLAs. These realities justify, in most cases, lower populations in rural electoral divisions. Technology can mitigate but not eliminate these challenges, particularly in northern Alberta.

3. *Hybrid Electoral Divisions*

Alberta's population has become increasingly urban. Previous commissions addressed this trend primarily by consolidating rural divisions and expanding urban ones. While the Commission has proposed shifting some electoral divisions from outlying areas to include parts of Edmonton and Calgary, expanding the use of hybrid ridings allows for the preservation of effective representation in more remote areas while at the same time accommodating the disproportionate increase of population in our two largest cities.

We heard skepticism expressed about hybrid divisions but conclude they are necessary to respond to demographic change, reduce polarization, and reflect Alberta's increasingly interconnected urban-rural landscape. Hybrid divisions are already common throughout the province and at the federal level, and experience demonstrates that effective representation can readily be achieved within them.

4. *Projected Growth*

The Commission considered anticipated population growth patterns, recognizing that growth rates vary significantly across regions. It is difficult to be confident about anticipated growth in any given area, especially the timing and the intensity.

5. *Balancing the Factors*

There is no single correct way to balance or weigh the relevant factors. Reasonable disagreement is inevitable. We believe that the proposed 89 electoral divisions strike a reasonable balance among competing considerations and ensure effective representation for Albertans.

VIII. Process in Drawing the Boundaries

The work of the Commission is to create a province-wide electoral blueprint. Not all the rooms are the same size, but the proposed foundation is solid. This is necessary for the house of democracy we call Alberta.

1. Macro-level Decisions

In responding to Alberta’s evolving population distribution, the Report adopted a deliberate regional approach grounded in the principle of effective representation. Rather than framing redistribution as a transfer of seats into or out of municipalities, this Report focused on how electoral divisions could be designed to reflect functional communities of interest while preserving rural and regional voices across the province.

Central to this approach was the strategic use of hybrid electoral divisions. As Alberta’s population becomes increasingly concentrated in and around its major urban centres, the Alberta Court of Appeal has recognized that hybrid constituencies—those that intentionally link urban or suburban communities with their adjacent rural or regional service areas—are a practical and principled response.

Within the greater metropolitan area of Calgary, this Report proposes 11 hybrid electoral divisions. These divisions are designed to integrate fast-growing suburban and edge-of-city communities with adjacent rural and regional areas that share transportation networks, labour markets, public services, and economic linkages. This structure allows population growth to be absorbed without fragmenting regional interests or placing undue pressure on purely rural electoral divisions by making them significantly larger.

	Current Electoral Division	Recommended Electoral Division
1	Calgary-Foothills	Calgary-Foothills-Airdrie West
2	Calgary-Cross	Calgary-Cross
3	Calgary-Peigan	Calgary-Peigan-Chestermere
4	Calgary-Hays	Calgary-Hays
5	Calgary-South East	Calgary-South East
6	Calgary-West	Calgary-West-TsuiT'ina
7	Calgary-Bow	Calgary-Bow-Springbank
8	Calgary-North West	Calgary-North West-Bearspaw
9	Airdrie-Cochrane	Calgary-Nolan Hill-Cochrane
10	New	Calgary-De Winton
11	New	Calgary-Airdrie

Similarly, within the Edmonton Capital Region, this Report creates three new hybrid electoral divisions. These constituencies reflect the integrated nature of the region, where surrounding municipalities and rural areas rely on Edmonton as a primary service and employment hub, while the city itself depends on the surrounding region for housing growth, workforce participation, and economic development. Hybrid divisions in this region recognize these reciprocal relationships and align electoral boundaries with lived regional realities.

	Current Electoral Division	Recommended Electoral Division
1	Spruce Grove-Stony Plain	Edmonton-Spruce Grove
2	New	Edmonton-Enoch-Devon
3	New	Edmonton-Beaumont

Beyond the two largest metropolitan areas, this Report adopts a hub-and-spoke model for Red Deer and Lethbridge. In each case, the city functions as a regional anchor for surrounding rural communities, providing higher-order services, employment opportunities, and transportation connections. Designing electoral divisions around these regional hubs allows urban and rural communities that function together to be represented together, while avoiding the creation of excessively large or fragmented rural constituencies. It also gives these vital mid-sized cities additional MLAs to represent them.

	Current Electoral Division	Recommended Electoral Division
1	Lethbridge-West	Lethbridge – Fort MacLeod-Crowsnest Pass
2	Lethbridge-East	Lethbridge - Little Bow
3	Cardston-Siksika	Lethbridge - Cardston
4	Taber-Warner	Lethbridge - Taber-Warner
5	Lacombe-Ponoka	Red Deer - Lacombe
6	Red Deer-North	Red Deer - Blackfalds
7	Red Deer-South	Red Deer - Sylvan Lake
8	Innisfail-Sylvan Lake	Red Deer - Innisfail

Existing hybrid constituencies are preserved in regions where this model has long been understood as essential to effective representation, including Medicine Hat, Grande Prairie, Fort McMurray. Submissions consistently described these centres as regional ecosystems in which urban municipalities, surrounding rural areas, Indigenous communities, and industry are deeply interconnected. Maintaining hybrid representation in these regions reflects both Alberta’s historical practice and the consultation record. It also enhances effective representation by reducing the geographic size of the rural boundaries in those regions.

In implementing this approach, we observe the statutory requirement that electoral divisions fall within $\pm 25\%$ of the provincial average population and we relied on section 15(2) exemptions when justified by geography, remoteness, or distinct communities of interest—particularly in rural and

northern regions. Together, these tools allow population growth to be managed without eroding rural representation or compromising the ability of Members of the Legislative Assembly to effectively serve their constituents.

Taken as a whole, this Report's use of hybrid electoral divisions represents a balanced and forward-looking response to Alberta's demographic realities. By structuring representation around regional systems—rather than rigid municipal boundaries—we better preserve rural and suburban voices, accommodate growth in metropolitan areas, and advance the constitutional objective of effective representation for all Albertans.

The introduction of hybrid electoral divisions had a ripple effect across the province, but the alternative would have reshaped the province-wide map far more. While our Report remains committed to preserving rural constituencies and ensuring that rural voices continue to be effectively represented, it was inevitable that some constituencies would look different because of these interconnected decisions. A clear example is Livingstone–Macleod. Lethbridge's growth required it to draw in a substantial portion of Livingstone–Macleod, while the creation of hybrid constituencies associated with Calgary absorbed another significant share. Taken together, these changes made it no longer feasible to maintain Livingstone–Macleod in its previous form. The resulting adjustment combined the northern portion of Livingstone–Macleod with Banff–Canmore in the reshaped Canmore-Kananaskis riding, reflecting the cascading impact of hybrid boundaries and the reality that decisions in high-growth regions necessarily influence the configuration of surrounding rural electoral divisions.

The same logic applies to the decision to merge Edmonton–Riverview with Edmonton–Glenora (shifting its large southside portion to Edmonton–Strathcona). While the Commission was mindful of preserving established inner-city communities and their voices, population shifts outward in Edmonton made this adjustment necessary. Inner-city neighbourhoods have experienced stagnant or declining population, while growth has accelerated on the city's outer edges. To accommodate this growth without expanding the overall number of Edmonton-area electoral divisions beyond what population warrants, boundaries in the core could not remain unchanged. As a result, Edmonton–Glenora and the larger portion of Edmonton–Riverview north of the river were merged to rebalance representation and allow for new or expanded electoral divisions in higher-growth areas. This decision reflects the same province-wide, interconnected redistribution dynamic seen elsewhere: growth at the periphery of Alberta's cities inevitably requires consolidation in areas where population has not kept pace.

2. Greater Metropolitan area of Calgary

This Report approached Metro Calgary not as a collection of discrete municipal units, but as a single, integrated metropolitan region. Population growth patterns, commuting flows, housing development, and shared economic and social ties extend well beyond the City of Calgary's municipal boundary. In this context, rigid adherence to municipal lines would have produced electoral divisions that were increasingly unbalanced, both demographically and representationally. We have therefore adopted a metropolitan-wide lens, treating the Calgary region as a whole and prioritizing effective representation over formal boundaries.

Hybrid Electoral Divisions as the Primary Tool

The defining feature of this Report's Calgary redistribution is the creation of 11 hybrid electoral divisions that blend urban and peri-urban areas. As explained above, these hybrid constituencies are valuable as representative tools in themselves, but also a pragmatic response to sustained and uneven growth, particularly in the north and south of the metropolitan area. Hybrids allow the accommodation of rapid suburban expansion while avoiding the unnecessary elimination of existing seats elsewhere in the province. They also reflect the lived reality of residents whose daily lives span city neighbourhoods and adjacent communities.

Population Growth and Cascading Effects

Calgary's growth has not been uniform. The most significant increases have occurred on the metropolitan edges, while some established areas have experienced slower growth or relative stability. Introducing 11 hybrid constituencies and responding to this growth inevitably produced cascading boundary effects across the region. No single adjustment could be made in isolation: changes in the north and south reverberated through central and western portions of the metropolitan area. These cascades were managed deliberately, with the goal of minimizing disruption while achieving acceptable population variances across all affected divisions.

Airdrie-Cochrane Realignment

One of the most consequential adjustments was the reconfiguration of the Cochrane and Airdrie area into Calgary-Cochrane and Calgary-Foothills–Airdrie West. This change reflects the functional integration of Airdrie and northern Calgary, as well as Cochrane and Calgary's northwestern edge. Several northern electoral divisions were rebalanced by merging growth areas with these adjacent communities, ensuring that population pressures were relieved without fragmenting coherent regions of interest. This approach acknowledges that growth in these areas is peri-urban in character rather than purely rural or urban.

Electors as well as Population

While population parity remains a central statutory consideration, this Report also examined actual elector counts when distributing electoral divisions in the Calgary region. Several rapidly growing

areas exhibit exceptionally low elector-to-population ratios due to age profiles, recent migration, or transient populations. Relying exclusively on raw population figures in such cases would risk creating divisions that appear balanced on paper but are disproportionately large in terms of representational workload. Considering both population and electors allowed a better alignment of constituency size with the practical demands placed on Members of the Legislative Assembly. Elector/population proportions are a minor and subsidiary measure, but this helps explain why a few urban districts are recommended to have higher populations.

The Commission's task under section 14 of the Electoral Boundaries Commission Act is to secure effective representation, not mechanical parity of total population. In northeast Calgary—including Calgary-McCall-Bhullar, Calgary-North East, and Calgary-Falconridge—the share of residents who are eligible electors is significantly lower than the provincial norm because of younger age structures and large newcomer communities. If these constituencies were held to the provincial average population, their MLAs would represent markedly fewer electors than colleagues elsewhere, effectively overweighting votes cast in NE Calgary. Allowing these divisions to sit above the provincial average population, within the existing ± 25 per cent variance, is a principled way to bring their elector counts closer to the provincial norm and thereby enhance voter parity province-wide. This approach aligns with the New Brunswick Electoral Boundaries and Representation Act, R.S.N.B. 2014, c.106, under which the 2022–2023 Electoral Boundaries and Representation Commission was expressly authorized to depart by up to 15 per cent, and in extraordinary circumstances 25 per cent, from an elector-based quotient in order to reconcile voter parity with communities of interest, geography, rural representation, and the effective representation of linguistic minorities. Alberta's existing ± 25 per cent variance serves a similar function and can legitimately be applied here to recognize North East Calgary's distinct demographic reality while maintaining compliance with section 3 of the Charter.

Preserving Seats While Managing Growth

Where possible, we sought to preserve existing seats and established patterns of representation. However, the scale of growth in the Calgary metropolitan area made some change unavoidable. The creation of 11 hybrid constituencies, combined with rapid population increases, required adjustments that reshaped boundaries across the region. These decisions were guided by the principle that preserving effective representation in a high-growth metropolitan area ultimately strengthens representation across the province.

Ignoring Municipal Boundaries in Service of Effective Representation

A consistent theme in the Calgary redistribution was the deliberate decision to look beyond municipal boundaries. Municipal lines, while administratively important, do not always reflect communities of interest or population realities in a fast-growing metropolitan region. By prioritizing shared infrastructure, commuting patterns, and regional identity, this Report was able to craft boundaries that better reflect how residents live and interact within the greater Calgary area.

Summary

In Calgary, the boundary strategy is defined by a metropolitan approach, extensive use of hybrid constituencies, and a balanced consideration of population and electors. Faced with significant growth in the north and south, we concluded that hybrid electoral divisions—applied across the metropolitan region and unconstrained by municipal boundaries—offered the most effective and durable solution. While these choices necessarily produced cascading changes, they represent our best effort to ensure fair, effective, and sustainable representation for Calgary and its surrounding communities in the proposed redistribution.

3. Edmonton-Capital Region

An obvious decision was made that Edmonton would have an additional electoral division. One of the most striking effects of the population growth pattern within Edmonton has been the relative overrepresentation of the urban core compared to the Edmonton new suburbs and as compared to provincial and City averages: six electoral divisions in the urban core all had populations below the provincial mean, in some case by more than 10% (Edmonton City Centre, Edmonton-Highlands-Norwood, Edmonton Gold Bar, Edmonton Strathcona, Edmonton-Riverview, and Edmonton-Glenora). These electoral divisions are growing at slower rates than more suburban areas of Edmonton. No compelling reason could be found to explain away this distinctive fact. These divisions can be traversed easily by motor vehicle, bicycle, public transit, or even on foot. This Report removes an electoral division from the urban core with a consequent rebalancing of the remaining division populations through minor boundary adjustments. This enabled the creation of *two*, not just one, new divisions to add to the fastest growing parts of the city: one in the Southeast and the other in the Southwest. It was further decided to include Enoch Cree Nation, parts of Parkland County and the town of Devon in this Southwest division, considering the many links between Devon, the Enoch Cree Nation and Edmonton. Adjustments to Edmonton West Henday, arising particularly from respecting the value of keeping all parts of the large Lewis Estates neighborhoods together in a single electoral division, led to Edmonton West Henday shedding some far northwestern areas outside the Anthony Henday freeway (Hwy 216) to the new Spruce Grove electoral division in order that a reasonable population level be the result in Edmonton West Henday.

Adjustments to north Edmonton were modest. The divisions in this area were coherent aggregations of known communities. Minor changes have been recommended to balance the populations differences that exist between adjacent divisions (for example, Edmonton-Manning and Edmonton-Beverly-Clareview).

The south of Edmonton has experienced very rapid population growth over the past decade. For example, Edmonton South-West has grown from 45,901 to over 78,000. Our recommendation to

place two new divisions in this area of the city has led to a considerable redesign of southern and south-eastern electoral divisions, especially south of the Anthony Henday freeway.

Ultimately, we are of the view that the recommended electoral divisions of Edmonton all work together as a vehicle for effective representation. These divisions are well within the target range for effective representation and justifiable for reasons noted above, in accordance with the *Carter* decision and binding Alberta Court of Appeal decisions.

The region around Edmonton is clearly integrated into the city to the extent that it is common to speak of Metro Edmonton. This area of largely suburban communities has been experiencing gradual steady growth. Some adjustments to the boundaries of these divisions were needed and resulted in collateral effects on electoral divisions further away from Edmonton.

The most notable changes are the development of three hybrid divisions associated with Edmonton. The Edmonton Enoch-Devon electoral division and the Edmonton Spruce-Grove electoral division have been mentioned above. The third is the proposed Edmonton-Beaumont division. The latter is the result of the loud disinclination to split Beaumont (as proposed in our Interim Report) let alone to split it between the Leduc division and the Strathcona County division. The 50 Street corridor is, however, a primary link for work, recreation, and shopping in southeast Edmonton and the electoral division is designed to accommodate the communities of interest.

Other adjustments to the current Leduc division are minor but its proposed eastern boundary takes in areas in the west of Leduc County that had been assigned to the Camrose division. St Albert adds a small portion from its hybrid neighbour St Albert-Sturgeon, which itself adds some western lands from Lac Ste. Anne-Parkland division in acknowledgement of the growth of population adjacent to Morinville. Sherwood Park is largely unchanged, with a small addition along the southern boundary and two areas either side of the Yellowhead Hwy. Its population will be just above the provincial average.

4. Southern Alberta

Southern Alberta presents a distinct regional context within Alberta, shaped by long travel distances, strong urban–rural integration, and shared economic and service corridors. In developing the recommended boundaries, this Report sought to balance population parity, effective representation, and respect for established communities of interest, while avoiding unnecessary disruption to electoral divisions.

Submissions consistently emphasized that southern Alberta does not operate as a series of isolated municipalities. Instead, it functions as an interconnected and integrated regional system anchored by major service centres, most notably Lethbridge and Medicine Hat. Residents routinely cross municipal and county boundaries for employment, education, healthcare, agriculture, recreation, and commerce. This Report therefore placed significant weight on patterns of daily human movement, economic integration, and shared social infrastructure, consistent with the Act’s direction to consider communities of interest and geography and “any other factors the

Commission considers appropriate.”

At the same time, submissions cautioned against creating overly large or misaligned electoral divisions that would reduce MLA accessibility or combine communities with fundamentally different priorities. Where population variance and submission evidence permitted, stability and continuity are favoured; where representation pressures were evident, targeted structural change was pursued.

Regional Approach and Boundary Design

A guiding principle of the work in southern Alberta was that different sub-regions require different representational solutions. Rather than applying a uniform and formulaic model across the south, each area was assessed based on population trends, geographic scale, service orientation, and submission evidence.

This resulted in:

- targeted structural change in the Lethbridge region, where population growth and expanding regional centrality have outpaced existing representation; and
- deliberate preservation in the Medicine Hat region, where existing boundaries already function as effective hybrid divisions and population parity has largely been achieved.

This approach ensures that innovation is applied where necessary, while effective arrangements are retained where they are already delivering fair and effective representation.

Lethbridge Region: Four Hybrid Electoral Divisions

Under sections 12–15 of the Electoral Boundaries Commission Act, the Commission must ensure effective representation using the best available population data, within the 89-seat cap, and with due regard to communities of interest, geography, transportation, and other relevant factors. In southern Alberta, those statutory criteria clearly support dividing the City of Lethbridge into four urban–rural hybrid electoral divisions. The Commission’s 2025–26 Interim Report and our subsequent Minority Report recognize hybrid constituencies as a principled and constitutionally accepted tool for reconciling rapid metropolitan growth with the preservation of rural representation, and specifically contemplate multiple hybrids anchored on regional hubs. Lethbridge is the urban anchor of Alberta’s largest integrated agri-food corridor, encompassing more than 4 million acres of farmland, over 900,000 irrigated acres, upwards of 4,400 farms, 65 or more specialty crops, and roughly 11,000 businesses, generating in the order of \$8 billion in annual GDP and serving a regional population of approximately 342,000 people. More than 20,700 people commute into Lethbridge each day, increasing its daytime population by roughly 25 per cent; labour markets, transportation networks, and service usage patterns demonstrate that the functional community of interest already extends well beyond the municipal boundary.

Provincial capital planning and regional governance practices confirm this de facto reality. Successive governments have routed major regional investments through Lethbridge—such as the expansion and modernization of Chinook Regional Hospital, the Agri-food Hub and Trade Centre, the University of Lethbridge’s Rural Medical Education Training Centre, and water-treatment upgrades—precisely because the city is already treated as the institutional, economic, and infrastructural anchor for southern Alberta. The City participates in regional waste, recycling, utilities, fire/rescue, disaster response, economic development, and physician-recruitment partnerships with surrounding municipalities, operating in practice as a regional authority whose responsibilities and service footprint extend far beyond city limits. Creating four Lethbridge-anchored hybrid divisions is therefore not an experiment but a formalization of existing conditions that the Province itself has established and relied upon. All four divisions can be drawn comfortably within the ± 25 per cent variance permitted by section 15(1), while producing MLAs whose mandates align with the real economic, social, and infrastructural communities of interest contemplated by section 14 of the Act.

Submissions strongly supported increased representation for Lethbridge, citing its population growth, regional role, and distance from the Legislature. We have concluded that maintaining only two Lethbridge-centred MLAs no longer provides effective representation for either the city or the surrounding region.

Accordingly, this Report recommends four hybrid electoral divisions anchored in Lethbridge: Lethbridge–Cardston; Lethbridge–Fort Macleod–Crownsnest Pass; Lethbridge–Little Bow; and Lethbridge–Taber–Warner.

These divisions reflect the lived reality described in submissions: Lethbridge functions as the primary hub for employment, healthcare, post-secondary education, agri-food processing, and specialized services across southern Alberta. Residents frequently live in one community and work, study, or access services in another, making strict urban–rural separation increasingly artificial.

This Report intentionally oriented these ridings outward from Lethbridge toward communities with clear daily connections, while avoiding configurations that would create geographically expansive districts or diminish effective representation by combining communities of interest with dissimilar priorities. This hybrid model improves MLA accessibility, reduces rural–urban polarization, and supports and enhances coordinated regional advocacy.

Medicine Hat Region: An Established and Effective Hybrid Model

Within the same southern Alberta framework, a different conclusion was reached for the Medicine Hat region. Unlike Lethbridge, the Medicine Hat area already operates as an effective hybrid

representative model, with the city and surrounding communities integrated within existing electoral divisions in a manner that reflects service patterns, economic linkages, and daily electorate movement.

Both Medicine Hat–area electoral divisions are among those closest to the provincial population average, indicating that representational balance has largely been achieved. Submissions did not identify systemic barriers to effective representation, and residents demonstrated strong familiarity with and attachment to existing arrangements.

The Commission considered potential technical refinements, including using the South Saskatchewan River as a consistent boundary between Medicine Hat divisions. While this option offered geographic clarity, the Commission concluded that the marginal benefit did not outweigh the value of continuity, administrative simplicity, and stability—principles emphasized throughout the southern Alberta submissions.

Alignment with county boundaries was also maintained where practicable, reflecting long-standing administrative and service relationships. Consistent with province-wide naming conventions, the Commission determined that electoral division names in the Medicine Hat region should place the larger urban centre first.

In this context, the Commission concluded that preserving the existing Medicine Hat configuration best supports effective representation, while complementing the structural changes undertaken elsewhere in southern Alberta.

Foothills and Mountain Region

In the foothills and mountain region, this Report adopted an approach consistent with the broader southern Alberta rationale but tailored to distinct geographic and economic conditions. The recommended Canmore-Kananaskis electoral division maintains cohesion among the foothills-mountain-oriented communities with shared priorities related to tourism, recreation, environmental stewardship, and transportation.

This configuration reflects strong submission support, respects geography, maintains population balance, and avoids unnecessary disruption.

5. Central Alberta

In establishing the final electoral boundaries for Central Alberta, this Report applied the statutory principles of effective representation, communities of interest, manageable geography, and relative population parity, while also carefully considering the value of stability and continuity where existing boundaries continue to function well.

Red Deer as the Regional Anchor

A dominant theme across submissions was that Central Alberta operates as an integrated regional system centred on the City of Red Deer. Residents from surrounding towns and rural municipalities consistently identified Red Deer as their primary destination for employment, post-secondary education, health care, retail, specialized services and cultural and recreational activities. Many submissions highlighted the representational challenges that arise when rural populations are separated from the urban centre where much of their daily life occurs (submissions 4, 66, 80, 154, 155, 267). Residents frequently live in one community and work, study, or access services in another, making strict urban–rural separation increasingly artificial.

This Report concluded that separating Red Deer from its surrounding region would not reflect these realities and would undermine effective representation. As a result, this Report adopted a hybrid approach, allowing Red Deer to be internally divided while remaining externally connected to the rural and small-town communities that depend on it.

The same statutory framework under sections 12–15 of the Electoral Boundaries Commission Act supports the establishment of four hybrid electoral divisions anchored on the City of Red Deer. The Commission’s Interim Report and this Report already adopt a “hub-and-spoke” approach in central Alberta, recognizing Red Deer as the principal service and transportation hub for Red Deer County, the Highway 2 corridor, and the Highway 21 corridor to the east. Economic activity, health and education services, commuting patterns, and transportation networks all demonstrate that urban Red Deer and its surrounding rural communities form a single, interdependent region of interest. The proposed four-seat model of Red Deer—Lacombe, Red Deer—Blackfalds, Red Deer—Sylvan Lake, and Red Deer—Innisfail uses major roads and existing service patterns to create clear, understandable boundaries that reflect how residents actually live, work, and access services, consistent with section 14. Each of these hybrids can be kept within the province-wide variance band of 41,198 to 68,662 residents, satisfying section 15(1) while avoiding both over-loaded city divisions and unsustainably large rural constituencies.

Four Red Deer-anchored hybrids also give practical effect to the jurisprudential and policy direction the Commission has already embraced in its Interim Report. The Commission’s own analysis of hybrid divisions stressed that they are neither novel nor incidental, but a “practical and principled” mechanism to bridge urban–rural divides and ensure that MLAs represent constituencies reflecting Alberta’s full social and economic mosaic. In the Red Deer region, where corridor communities depend on the city for employment, health care, education, and commerce, four hybrid divisions will produce representatives whose mandates naturally encompass city, town, and countryside. This approach respects the 89-seat cap, adheres to the statutory variance rules, and most importantly, delivers the effective representation that section 3 of the Charter and section 14 of the Act require, by aligning electoral boundaries with the actual communities of interest and regional systems that already exist in central Alberta.

This Report intentionally oriented these ridings outward from Red Deer toward communities with clear daily connections, while avoiding configurations that would create geographically expansive districts or diminish effective representation by combining communities of interest with dissimilar priorities. This hybrid model improves MLA accessibility, reduces rural–urban polarization, and supports and enhances coordinated regional advocacy.

Transportation Corridors and Functional Communities

Submissions repeatedly emphasized that transportation corridors, rather than municipal boundaries alone, best reflect how Central Albertans interact. Highways 2, 11, 20, and 21 were identified as the principal routes shaping commuting patterns, service delivery, school attendance, agricultural supply chains, and recreational travel (submissions 154, 217, 241, 353).

This Report therefore used these corridors as organizing features for the Central Alberta map, ensuring that communities linked by shared economic and social activity remain together and that electoral divisions remain geographically coherent and accessible.

Four Hybrid Red Deer Electoral Divisions

Based on the evidence before it, this Report determined that four hybrid electoral divisions anchored in Red Deer best satisfy the principles of effective representation.

Submissions strongly opposed configurations that combined Lacombe with Rocky Mountain House, describing those areas as economically, geographically, and culturally distinct (submissions 4, 65, 66, 67, 68, 71, 73, 80, 96, 97, 154, 155, 267). Contributors emphasized Lacombe’s integration with the Highway 2 and Highway 11 corridors and its close relationship with Red Deer.

Similarly, numerous submissions argued that lake communities around Sylvan and Gull Lakes form a cohesive region tied together by Highway 20, shared recreational economies, and overlapping school and sports networks (submissions 265, 267, 353, 557). These submissions supported keeping lake communities together and connected to Wetaskiwin, Lacombe and western Red Deer County.

Submissions relating to Innisfail, Delburne, Elnora, Trochu, and surrounding rural areas consistently highlighted long-standing social, economic, and educational ties along the Highway 2 and Highway 21 corridors, including shared agricultural services, rail infrastructure, and school catchments (submissions 154, 217, 241, 403, 654, 656).

Across the Highway 2 corridor, participants noted that separating rural residents from nearby urban centres creates barriers to effective representation, particularly where residents commute daily into Red Deer for work, education, and community life (submissions 209, 265, 557).

Taken together, these submissions supported a model in which Red Deer is divided internally but remains regionally connected, ensuring that surrounding communities are not placed in electoral divisions centred on distant or dissimilar regions.

Preserving Existing Boundaries Where Possible

While significant restructuring was required in the Red Deer region to reflect population growth and functional communities, this Report also recognized the importance of preserving existing boundaries where submissions demonstrated that current configurations continue to provide effective representation in accordance with the Act.

In several parts of Central Alberta, including Drumheller–Stettler, Camrose, and Lloydminster–Wainwright, submissions supported maintaining existing boundaries or applying only minor adjustments. Contributors emphasized the strength of established communities of interest, long-standing service and transportation linkages, and the benefits of continuity for constituents and elected representatives.

In these areas, this Report determined that substantial boundary changes were neither necessary nor desirable. Maintaining largely unchanged boundaries respects local identity, keeps already large ridings manageable for one representative, and upholds the principle that redistribution should not impose change where existing electoral divisions continue to function effectively.

Distinction of Foothills from Prairie-Based Regions

Submissions also underscored that not all parts of Central Alberta share the same regional dynamics. In particular, the Olds–Didsbury–Three Hills area was consistently described as a cohesive agrarian prairie-based region with strong internal social, economic, and intermunicipal ties, and limited connection to foothills or suburban regions west of Highway 22 (submissions 120, 142, 161, 209, 358, 506). This Report accepted this distinction and retained this electoral division largely intact, making only modest adjustments to address population balance while preserving long-standing regional relationships.

6. Northern Alberta

In reviewing proposed electoral boundaries in Northern Alberta, Commissioners heard a consistent and unequivocal message: effective representation in the North is constrained by geography in ways that cannot be resolved through consolidation alone. Northern communities face vast distances, limited infrastructure, and reduced access to services, all of which already limit engagement with elected representatives. Submissions repeatedly cautioned that further reducing the number of northern ridings, or significantly enlarging them, would weaken democratic access and diminish northern voices at the Legislature. As one submission noted, “The North already has disadvantages... and now you are proposing a loss of voice also” (Christina Rose, Submission 859).

Guided by this evidence, this Report prioritizes preserving functional northern ridings and applied the population flexibility permitted under Section 15(2) to balance voter parity with the constitutional requirement for effective representation.

Restoring the Lesser Slave Lake Electoral Division

No issue generated stronger support than the restoration of the Lesser Slave Lake electoral division, which the interim Report had eliminated. At least 56 submissions emphasized that the region constitutes a coherent community of interest. Residents consistently warned that absorption into larger ridings would dilute local priorities and render meaningful representation impractical.

Submissions highlighted both community identity and operational feasibility. Kaila Hettesheimer (Submission 34) cautioned that Slave Lake’s “unique regional needs and priorities” would be overlooked in a larger riding, while Megan Romaniuk (Submission 39) stressed that removing the seat would be “detrimental” to a region with a strong workforce and a significant Indigenous population. Others focused on the practical limits of representation in northern Alberta. Valerie and Lloyd Marshall (Submission 563) noted that while the former Lesser Slave Lake riding was geographically large, it was navigable by road and allowed for sustained engagement, whereas proposed alternatives would require extensive air travel and limit in-person representation.

To address population requirements without eliminating the seat, multiple submissions proposed modest boundary adjustments. Nine submissions supported adding Slave River County and the Town of Swan Hills—communities with established service, transportation, and economic ties to the region. This approach, described by Martine Carifelle (Submission 81) as reflecting “our region’s service, transportation, and cultural realities,” was also formally endorsed by the Mayor of Swan Hills (Submission 1042). We found this solution consistent with both population requirements and effective representation.

Restoring the Peace River Division

Submissions disagreed with our Interim Report about the proposed Mackenzie district. Submissions supported restoring the historic relationship between Peace River and High Level. Twelve submissions emphasized that separating these communities ignores existing regional, economic, and cultural connections and exacerbates the challenges of representation in already-large rural ridings.

Municipal leaders warned that further consolidation would disproportionately affect rural northern residents. Grimshaw Mayor Stacey Messner (Submission 103) noted that reducing rural ridings “risks diminishing their voice in the legislative process.” Others highlighted the impact on Indigenous communities. Angela Cobick (Submission 827) explained that First Nations near High Level share strong connections with surrounding northwest municipalities—connections weakened when boundaries disregard geography. Commissioners concluded that restoring a division containing both Peace River and High Level better reflects regional realities and improves the feasibility of representation.

Targeted Adjustments in Fort McMurray

Submissions regarding Fort McMurray focused on limited, technical changes rather than structural reform. Both submissions—submitted by local MLAs—proposed minor boundary adjustments to balance population between Fort McMurray–Wood Buffalo and Fort McMurray–Lac La Biche and improve boundary clarity within the urban area. This Report has accepted these proposals as consistent with its preference for minimal change where existing arrangements remain functional.

Adjusting Central Peace–Notley

Submissions addressing Central Peace–Notley consistently argued against northward expansion, noting that it would disrupt established regional cooperation among Saddle Hills County, Spirit River, and surrounding communities. Larry Davidson (Submission 122) emphasized that these municipalities collaborate closely on regional initiatives and should remain together.

Where population adjustment was required, several submissions identified Sexsmith County as a more coherent alternative. Samantha Steinke (Submission 364) described Sexsmith as “geographically aligned and connected to the existing riding,” while Spirit River Mayor Tammy Yaremko (Submission 1048) emphasized that Fairview and Fox Creek “belong where they are.” This approach does preserve northern cohesion while addressing population balance.

IX. Naming Recommendations

The Commission has the statutory authority and obligation to recommend names for electoral divisions. In exercising this authority, the Commission is of the view that geographically based names that avoid even the appearance of partisanship represent best practice and help maintain public confidence in the electoral system and in democracy more broadly. It is important that electoral division names be clear, concise, and easily understood.

As a general principle, it is appropriate for the largest municipality within an electoral division to be listed first in the division’s name. At the same time, we favour maintaining the status quo wherever possible. Accordingly, in this Report name changes are recommended only where geographic boundaries have materially changed or where clarity and consistency clearly warrant an adjustment.

Consistent with its preference to preserve existing names, this Report is not recommending changes to the names of electoral divisions currently named after deceased politicians. However, we discourage the naming of new electoral divisions after politicians. While there are many individuals who merit recognition for their contributions to Alberta, naming electoral divisions after politicians carries a risk, however subtle, of implying political endorsement. Moreover, there are a limited number of electoral divisions but many alternative ways to honour public service. Naming electoral divisions after individuals can also raise questions about why particular figures were selected.

As a limited exception to preserving the status quo, we recommend adjusting certain names to ensure consistency by placing the largest municipality first. Specifically, as noted above, it is recommended that “Medicine Hat” precede “Brooks” and “Cypress” in the names of those electoral divisions. Medicine Hat is otherwise the only Alberta city of its size that does not appear first in an electoral division name and is difficult to locate in an alphabetical listing.

For these reasons, in those hybrid ridings around hub cities where the portion of electors from the larger city may be smaller than that in another municipality, such as with Cochrane, the electoral district name is still Calgary-Cochrane.

X. Recommendations for Boundary Changes

Having explained the principles and overview of our recommendations, the remainder of this Report provides the rationale for the proposed boundaries for each of the 89 electoral divisions, listed numerically by map number. The maps are numbered in accordance with Elections Alberta’s practice: every electoral division with “Calgary” at the beginning of its name is numbered 1-29 in alphabetical order, followed by every electoral division with “Edmonton” at the beginning of its name being numbered 30-51 in alphabetical order, and finally, the remaining electoral divisions are numbered 52-89 in alphabetical order.

Greater Metropolitan Region of Calgary

The 2017 Commission created 26 electoral divisions inside Calgary. We propose to make 29 ridings in broader metro Calgary: 18 with boundaries entirely in Calgary and 11 hybrid electoral divisions that have a portion of Calgary and an adjoining area reaching past the city limit.

As explained above, these hybrid ridings enable us to address numerical challenges inherent in redistricting a large and growing province. More importantly, though, they also produce MLAs who bring a perspective that necessarily bridges the urban-rural divide that has always been a priority for our provincial representatives to manage.

Several submissions supported the use of hybrid electoral divisions in rapidly growing peri-urban regions as a practical means of maintaining voter parity, preserving communities of interest, and limiting cascading impacts on rural representation elsewhere in the province.

Calgary-Acadia

It is recommended that the boundaries of the electoral division of Calgary-Acadia be as shown on Map 1. Submissions to the Commission emphasized the importance of maintaining established communities of interest while making only those boundary adjustments necessary to improve

population parity. Consistent with this feedback, the proposed electoral division of Acadia remains largely unchanged from its current configuration.

To bring the population of the electoral division closer to the provincial average, this Report recommends the inclusion of the communities of Mayfair, Bel-Aire, and Meadowlark. These neighbourhoods share established transportation links, service patterns, and community connections with adjacent areas of Acadia, and their inclusion reflects submissions urging the Commission to favour modest, incremental adjustments over wholesale boundary changes.

To offset this population increase, the Manchester Industrial Park and the Alyth/Bonnybrook area are proposed to be transferred to Calgary-Elbow. Submissions noted that these areas are primarily industrial in character, have fewer resident electors, and align more closely with adjacent inner-city constituencies.

With these limited adjustments, the boundaries of Acadia otherwise remain substantially the same. We are satisfied that this approach achieves improved voter parity while preserving the integrity and continuity of the Acadia community, in line with the principles of effective representation repeatedly highlighted in public submissions.

Calgary-Airdrie

It is recommended that a new electoral division, Calgary–Airdrie, as shown on map 2, be created to address significant population growth in north Calgary and south Airdrie and to reflect the strong economic, community, and transportation ties between these areas.

This electoral division includes the portions of Calgary–North East located west of Deerfoot Trail, excluding the community of Harvest Hills, which is recommended for inclusion in Calgary–Beddington to better balance population levels.

Calgary–Airdrie includes the community of Coventry Hills and rapidly developing neighbourhoods north of Stoney Trail that share common infrastructure and commuting patterns with south Airdrie.

The eastern boundary follows the Queen Elizabeth II Highway. The northern boundary runs along Big Hill Springs Road, then south along Range Road 13 to Highway 566, west to 14 Street, and south along the northern edge of Calgary via Harvest Hills Boulevard.

The creation of Calgary–Airdrie responds to sustained growth pressures while uniting communities of interest within a single electoral division, improving effective representation and stabilizing population variance in the north of the Calgary metropolitan area.

Calgary-Beddington

It is recommended that the boundaries of the electoral division of Calgary-Beddington as show in Map 3, be largely preserved. All existing communities within the constituency are retained, consistent with submissions supporting the status quo and emphasizing the strength and cohesion

of established communities of interest in north Calgary. To assist in balancing population, the community of Harvest Hills is recommended for inclusion.

Submissions to the Commission highlighted that Calgary-Beddington is a mature electoral division with limited population growth and effective existing representation. The Commission agrees that, in such circumstances, stability and continuity should be prioritized where possible. A population modestly above the provincial average is therefore considered reasonable and consistent with the Act.

The ± 25 percent population variance is an important tool to support effective representation, particularly in established urban areas where significant boundary changes would be disruptive and unnecessary. The inclusion of Harvest Hills provides a modest population adjustment while respecting neighbourhood integrity and minimizing change.

Overall, the recommended boundaries preserve communities of interest, reflect public input, and achieve an appropriate balance between voter parity and effective representation.

Calgary-Bow-Springbank

It is recommended that the boundaries of the electoral division of Calgary-Bow-Springbank, as shown on Map 4, be adjusted to better reflect communities of interest, growth patterns, and effective representation in west Calgary and surrounding peri-urban areas.

The communities of Bowness and Montgomery are recommended for inclusion in Calgary-Varsity. Submissions consistently highlighted the close social, commercial, and institutional ties between these communities and Calgary-Varsity. While the Bow River is a visible geographic feature, the Commission heard that Highway 1 (16 Avenue NW) and the escarpment separating Calgary-Bow from communities to the south present a more significant barrier to interaction. Bowness and Montgomery were therefore found to be more closely connected to Calgary-Varsity than to the remainder of Calgary-Bow-Springbank.

These adjustments also respond to demographic trends. Calgary-Bow-Springbank is among the faster-growing electoral divisions in the city, particularly in its western areas. The removal of more established and relatively stable communities allows this district to better accommodate future growth while supporting long-term voter parity. The electoral division is expanded westward to include Springbank. The Commissioners heard that Springbank shares strong and enduring connections with west Calgary through transportation corridors, employment patterns, educational institutions, and community services. Including Springbank within this division aligns peri-urban residents with the urban communities to which they are most closely connected and strengthens effective representation across the region.

Calgary-Buffalo

It is recommended that the boundaries of the electoral division of Calgary-Buffalo be as shown on Map 5. Calgary-Buffalo continues to experience one of the highest population concentrations in the province. To address this, it is recommended that portions of the existing population be

redistributed to Calgary-Elbow and Calgary-Currie, both of which have available population capacity. This adjustment helps bring Calgary-Buffalo closer to an appropriate range while maintaining effective representation across adjacent inner-city electoral divisions.

Calgary-Buffalo is composed of well-established inner-city communities, including the downtown core, the Beltline, East Village, and Eau Claire. These areas are closely interconnected in terms of land use, transportation, employment, and shared community interests, and together function as a cohesive urban region. Growth in these communities is comparatively slower and more stable than in Calgary's rapidly expanding peripheral areas, which supports allowing populations above the provincial average in inner-city electoral divisions.

In addition, this area exhibits a relatively low elector-to-population ratio, reflecting a higher proportion of non-voting residents, including students, temporary residents, and multi-unit households. This further justifies a higher population threshold for Calgary-Buffalo in order to achieve equitable representation by electors, while preserving communities of interest and maintaining logical and coherent boundaries.

Calgary-Cross

It is recommended that the boundaries of the electoral division of Calgary-Cross be as shown on Map 6. This electoral division largely preserves the existing communities that make up Calgary-Cross, maintaining established neighbourhood ties and continuity of representation. A limited adjustment is recommended whereby the portion of Monterey currently within the division is transferred to Calgary-Falconridge. In exchange, the communities of Applewood and Abbeydale are added to Calgary-Cross, reflecting their closer community-of-interest alignment and transportation linkages with the remainder of the division.

The eastern boundary of Calgary-Cross is further extended to border the City of Chestermere. This change responds directly to public submissions noting the close social, economic, and transportation connections between Calgary-Cross, Conrich, and adjacent eastern areas of Calgary. Highway 1 is a defining corridor that links these communities, facilitating daily commuting, access to services, and shared commercial activity.

Taken together, these modest boundary adjustments strengthen coherence within the electoral division while respecting community identities, established travel patterns, and the feedback received through the Commission's public consultation process.

The boundaries beyond the city include Stony Trail in the west, Township RD 252 in the north Highway 291 in the East wrapping around Chestermere city limits.

Calgary-Currie

It is recommended that the boundaries of the electoral division of Calgary-Currie be as shown on Map 7. The revised electoral division remains largely consistent with the existing boundaries of Calgary-Currie, preserving the established communities of interest and overall geographic

coherence of the constituency. A modest boundary adjustment is, however, recommended to improve alignment with adjacent electoral divisions.

Specifically, the area north of Glenmore Trail between Crowchild Trail and 37 Street SW is transferred from Calgary-Elbow to Calgary-Currie. This adjustment reflects the natural east–west orientation of Glenmore Trail as a significant transportation corridor and better aligns neighbourhoods north of the corridor with the communities already contained within Calgary-Currie.

To offset this change, the portion of the community of South Calgary currently included in Calgary-Currie is transferred to Calgary-Elbow. This adjustment strengthens the internal consistency of Calgary-Elbow by consolidating South Calgary within a single electoral division and maintains population balance between the two constituencies.

Overall, these limited boundary changes preserve the core character of Calgary-Currie while enhancing clarity, community alignment, and effective representation.

Calgary-De Winton

It is recommended that the boundaries of the electoral division of Calgary-East be as shown on Map 8. This electoral division has been designed to address significant and sustained population growth in south Calgary and in the rapidly developing area immediately south of the city and north of the Town of Okotoks. Growth in this corridor has outpaced the capacity of existing electoral divisions, making the creation of a new configuration necessary to achieve voter parity and effective representation.

Calgary–De Winton combines established and emerging communities in the southern portion of the City of Calgary with adjacent peri-urban areas centred on De Winton. These areas share strong transportation links, employment patterns, and service relationships, particularly along the Highway 2 and Macleod Trail corridors. Residents in these communities routinely access employment, education, health care, and commercial services in south Calgary, reinforcing a clear community of interest.

The recommended boundaries also reflect this Report’s broader approach to the Greater Calgary Metropolitan Area, recognizing that growth and daily life extend beyond municipal boundaries. By integrating high-growth areas inside and immediately outside the city into a single electoral division, Calgary–De Winton balances population pressures while preserving effective representation for both urban and peri-urban residents.

Calgary-East

It is recommended that the boundaries of the electoral division of Calgary-East be as shown on Map 9. To address shifting populations, Calgary-East requires significant boundary adjustments. The communities of Crossroads, Albert Park, and Radisson are added to reunite the Greater Forest Lawn area as established communities which rely on the Calgary Barlow corridor and share similar challenges. Applewood and Abbeydale are transferred to Calgary-Cross to better align

communities of interest, while Erin Woods is moved to Calgary-Peigan-Chestermere to balance populations and allow for effective representation. These changes improve population balance and maintain a coherent inner-city electoral division.

Calgary-Edgemont

It is recommended that the boundaries of the electoral division of Calgary-Edgemont be as shown on Map 10. The core of the electoral division remains unchanged, continuing to centre on the well-established and closely connected communities of Edgemont and The Hamptons. These communities share strong social, commercial, and transportation links and continue to form a coherent community of interest.

However, population growth and redistribution on the edges of the city require targeted adjustments to ensure voter parity and effective representation. To that end, the communities of Dalhousie and Ranchlands are recommended to be moved to the neighbouring electoral division of Calgary-Varsity, where they share strong historical and institutional connections. To offset this change, Arbour Lake and Citadel are recommended for inclusion in Calgary-Edgemont. These communities align naturally with the revised boundaries, share common transportation corridors and amenities with Edgemont and The Hamptons, and help maintain cohesive communities of interest. This also provides room for neighbouring Calgary-Airdrie-West to absorb significant population growth.

Taken together, these changes balance population while preserving the integrity of established neighbourhood groupings, reflecting both demographic realities and the goal of effective representation across northwest Calgary.

Calgary-Elbow

It is recommended that the boundaries of the electoral division of Calgary-Elbow be as shown on Map 11. The changes to Calgary-Elbow are largely a response to the significant population pressures in the neighbouring electoral division of Calgary-Buffalo. To relieve those pressures while preserving coherent communities of interest, Calgary-Elbow is expanded eastward to include the communities of Mission, Inglewood, and Ramsay.

To offset this population increase and to improve overall voter parity, Calgary-Elbow's existing areas west of Crowchild Trail move to the electoral divisions of Calgary-Currie and Calgary-West. In addition, all areas south of 58 Avenue SW and west of the Elbow River are transferred to Calgary-Acadia, while the community of North Glenmore Park is transferred to Calgary-Glenmore. Calgary-Elbow also absorbs the industrial lands west of Macleod Trail from Calgary-Acadia.

Taken together, these adjustments keep established communities of interest intact, align residential and industrial areas more logically, and smooth population imbalances across adjacent electoral divisions. The resulting boundaries enhance effective representation while contributing to greater population equity within Calgary's inner and south-central electoral divisions.

Calgary-Falconridge

It is recommended that the boundaries of the electoral division of Calgary-Falconridge be shown as on Map 12. In Calgary-Falconridge, the riding's demographic profile is characterized by large newcomer communities and a significant cohort of children and youth, leading to a lower proportion of eligible electors compared with Alberta as a whole. If Calgary-Falconridge were held to the provincial population average, it would contain markedly fewer electors per MLA than many other districts, thereby conferring greater relative weight on each vote cast in the riding. The principle of effective representation strongly supports permitting a higher-than-average population in Calgary-Falconridge as a reasonable and principled way to bring its elector count into closer alignment with the provincial average and to give concrete effect to the core mandate of effective representation.

This approach accords with Canadian practice exemplified in New Brunswick's electoral boundaries framework, which allows controlled departures from strict quota parity where required to achieve relative voter parity and effective representation across the province. In the same way that New Brunswick accepts variances from its quotient to reflect local conditions and community of interest, Alberta can recognize the distinct demographic circumstances of Calgary-Falconridge and the broader north-east Calgary area. An above-average population in this district—carefully balanced against constituencies with lower populations elsewhere—represents a sound, principled application of allowable variance that strengthens overall voter parity, rather than undermining it, within the provincial electoral map.

Calgary-Fish Creek

It is recommended that the boundaries of the electoral division of Calgary-Fish Creek be as shown on Map 13. This electoral division remains largely unchanged from its current configuration. The Commission's objective in this area was to preserve established communities of interest in Calgary's deep south while making only those adjustments necessary to achieve improved population balance across adjacent electoral divisions.

The sole substantive change recommended is the inclusion of the community of Somerset, which is added to Calgary-Fish Creek from a neighbouring electoral division. This adjustment aligns with natural community linkages, respects existing transportation and service patterns, and assists in equalizing population levels while maintaining the overall integrity and coherence of the electoral division.

Beyond this limited modification, the boundaries of Calgary-Fish Creek continue to reflect stable, well-defined neighbourhoods with strong community ties, and no further changes are recommended.

Calgary-Foothills-Airdrie West

It is recommended that the boundaries of the electoral division of Calgary–Airdrie West be as shown on Map 14. This recommendation reflects proposed boundary changes intended to recognize the strong economic, social, and transportation integration between Calgary, Airdrie, and the rapidly developing area between them.

Submissions to the Commission consistently identified north Calgary and west Airdrie as functioning in practice as a single metropolitan region. Residents routinely cross municipal boundaries for employment, education, health care, and commercial services, supported by regional transportation corridors such as Highway 2, Veterans Boulevard, and connecting arterial roads. Many submissions cautioned that rigid adherence to municipal boundaries in this corridor risks fragmenting communities of interest in a high-growth area.

As recommended, the northern boundary would extend beyond Calgary’s municipal boundary to Highway 567, while the eastern boundary would extend to 8 Street in Airdrie, incorporating the area west of 8 Street, south of Veterans Boulevard, and north of Yankee Valley Boulevard. These changes are intended to capture the continuous pattern of development between Calgary and Airdrie and to group communities facing shared challenges related to transportation, infrastructure provision, growth management, and regional planning.

Calgary-Glenmore

It is recommended that the boundaries of the electoral division of Calgary-Glenmore be as shown on Map 15. -The boundaries of Calgary-Glenmore are largely unchanged, with the exception being the addition of North Glenmore to relieve population pressure in Calgary-Elbow. This adjustment improves voter parity while preserving community continuity. The inclusion of North Glenmore links neighbourhoods with similar characteristics and shared amenities, supporting effective representation with minimal disruption.

Calgary-Hays

It is recommended that the boundaries of the electoral division of Calgary-Hays be as shown on Map 16. The electoral division remains largely unchanged. Two targeted adjustments are recommended to support population balance and effective representation: the transfer of the community of McKenzie Lake to Calgary-Shaw, and a modest boundary extension beyond the city limits to include the area east of Stoney Trail and south of the rail line, including Ralph Klein Park. These changes improve population distribution while maintaining communities of interest and logical geographic boundaries.

Calgary-Klein

It is recommended that the boundaries of the electoral division of Calgary-Klein be as shown on Map 17. Calgary-Klein remains largely consistent with its existing boundaries, preserving the core communities that define the electoral division.

Modest adjustments are recommended to improve population balance and community coherence. The communities of Crossroads and Radisson Heights/Albert Park are transferred to Calgary-East, respecting the functional boundary created by Highway 2 and aligning communities that share common transportation corridors and urban characteristics.

To further address population balance, Mount Pleasant is transferred from Calgary-Mountain View into Calgary-Klein. In addition, the communities of Charleswood and Brentwood are united with Collingwood, re-establishing the Triwood communities within a single electoral division. This change reflects long-standing social, institutional, and community ties and enhances effective representation.

Calgary-Lougheed

It is recommended that the boundaries of the electoral division of Calgary-Lougheed be as shown on Map 18. The electoral division remains largely consistent with its existing configuration, with limited adjustments to address population balance and community coherence.

The primary change is the inclusion of the community of Shawnessy, transferred from Calgary-Shaw. In addition, all areas west and south of Stoney Trail are transferred to the new electoral division of Calgary-Okotoks-De Winton. These targeted adjustments preserve established and well-connected communities of interest while supporting effective representation and accommodating growth patterns in the southern metropolitan area.

Calgary- McCall-Bhullar

It is recommended that the boundaries of the electoral division of Calgary-McCall-Bhullar be shown as on Map 19. Calgary-McCall-Bhullar also exemplifies why the Commission must focus on effective representation rather than rigid numerical equality. Like its neighbouring constituencies in the city's north-east, Calgary-McCall-Bhullar has a large concentration of young families and recent immigrants, which depresses the proportion of residents who are eligible to vote relative to the provincial average. Imposing a strict requirement that this riding match the provincial population average would therefore leave it with fewer electors per MLA than many other constituencies, giving disproportionate weight to each individual ballot cast in the riding. Allowing Calgary-McCall-Bhullar to exceed the provincial average population within reasonable bounds is a principled measure to align its elector count more closely with the provincial norm and to give effect to the constitutional guarantee of meaningful, effective representation.

Again, this is consistent with the approach reflected in New Brunswick's electoral boundaries regime, which explicitly permits measured departures from the provincial quotient when needed to secure reasonable relative voter parity and improve effective representation at the provincial scale. By analogy, just as New Brunswick recognizes geography and community of interest as grounds for variance, Alberta can appropriately acknowledge Calgary-McCall-Bhullar's demographic reality—its younger age structure, its concentration of newcomers, and its lower elector-to-population ratio. A slightly higher-than-average population in this division, offset by

smaller populations in other constituencies, is therefore a defensible and principled application of variance that improves, rather than distorts, overall voter parity.

Calgary-Mountain View

It is recommended that the boundaries of the electoral division of Calgary-Mountain View be as shown on Map 20. Calgary-Mountain View remains largely unchanged, with targeted adjustments made to achieve population parity and better reflect communities of interest.

Specifically, the communities currently within Calgary-Varsity that are located south of 16th Avenue NW and west of Crowchild Trail are incorporated into Calgary-Mountain View, recognizing their strong geographic, social, and urban connections with adjacent neighbourhoods.

Mount Pleasant is transferred to Calgary-Klein, while the realignment overall unites core communities with similar characteristics within Calgary-Mountain View, supporting effective representation and balanced population levels.

Calgary-Nolan Hill- Cochrane

It is recommended that the boundaries of the Calgary-Cochrane electoral division be as shown on map 21, resulting in a population within the acceptable variance of the provincial average. This configuration responds to sustained growth in northwest Calgary and along the Highway 1A and Highway 22 corridors, while recognizing the established social and economic integration between these communities and the Town of Cochrane.

The proposed division links the northwest Calgary neighbourhoods of Nolan Hill, Sage Hill, and surrounding developing areas with Cochrane and adjacent lands that share transportation, employment, recreation, and service networks. Submissions to the Commission emphasized that communities on Calgary's northern and western fringe are "directly connected to Calgary by major roads" and that their development patterns and daily movement reflect a shared community of interest across municipal boundaries. That logic applies equally along the Calgary-Cochrane corridor, where residents move fluidly between jurisdictions for work, education, health care, and commerce.

By pairing northwest Calgary growth with Cochrane, rather than dispersing these areas into larger or less cohesive rural constituencies, this recommendation preserves coherent representation and respects real-world community ties. The result is a practical hybrid electoral division that balances voter parity with the principle of effective representation and the preservation of genuine communities of interest.

Calgary-North

It is recommended that the boundaries of the electoral division of Calgary- be as shown on Map 22. Calgary North has experienced significant population growth, requiring the redistribution of neighbourhoods to Calgary-Airdrie West and the new electoral division of Calgary-Airdrie South.

Accordingly, the boundaries of Calgary North are maintained, except for communities located north of 144th Avenue, which are transferred to adjacent electoral divisions to better balance populations and ensure effective representation.

Calgary-Northeast

It is recommended that the boundaries of the electoral division of Calgary-Northeast be as shown on Map 23. The Calgary-North East constituency's population is notably younger and includes a high proportion of newcomer families, which in turn means that the share of residents who are eligible electors is significantly lower than the provincial norm. If Calgary-North East were constrained to the provincial population average, it would return substantially fewer electors per MLA than many other Alberta ridings, thereby overweighting the individual votes cast in this compact urban riding. The Commission's mandate to secure effective representation rather than mechanical population equality has particular weight in this electoral district. In accordance with the principle of effective representation densifying the population of Calgary-North East to carry a modestly higher total population is a principled way to keep its elector count closer to the provincial average and therefore to better satisfy the constitutional standard of effective representation as outlined above.

Calgary-North West-Bearspaw

It is recommended that the boundaries of the electoral division of Calgary- North West-Bearspaw be as shown on Map 24. The existing boundaries of Calgary-North West are largely preserved, with the addition of the inclusion of Bearspaw and the commercial area of Royal Vista. This adjustment reflects submissions to the Commission highlighting the strong economic, transportation, and community ties between these areas, particularly their shared commercial corridors and commuter patterns.

The revised boundaries extend beyond the City of Calgary to Woodland Road in the west, 144th Avenue in the north, and Symons Valley Road in the east. These changes better align the electoral division with established communities of interest, recognize the functional integration of adjacent suburban and commercial areas, and support effective representation by grouping closely connected regions within a single constituency.

Calgary-Peigan-Chestermere

It is recommended that the boundaries of the electoral division of Calgary-Peigan-Chestermere be as shown on Map 25. The realignment consolidates the remaining portions of Dover with the Greater Forest Lawn area, uniting all Greater Forest Lawn communities within a single constituency and strengthening community cohesion. At the same time, Erin Woods is included in Calgary-Peigan-Chestermere, and the boundary is extended beyond the city to incorporate the southern portions of Chestermere. These changes reflect the growing social, economic, and transportation connections between east Calgary and Chestermere.

Overall, this configuration responds directly to submissions emphasizing the effectiveness of hybrid constituencies in rapidly growing metropolitan regions, while improving community alignment and supporting effective representation.

Calgary-South

It is recommended that the boundaries of the electoral division of Calgary-Shaw be as shown on Map 26. To address significant population growth in south Calgary and the creation of the new electoral division of Calgary-De Winton, the existing Calgary-Shaw area is rebalanced among neighbouring constituencies. The current Calgary-Shaw area is redistributed between Calgary-Lougheed, Calgary-De Winton, and the proposed Calgary-South.

As part of this reconfiguration, the community of Somerset is transferred to Calgary-Fish Creek, while Shawnessy is transferred to Calgary-Lougheed. Areas west of Highway 2A, along with portions of Walden and Legacy, are transferred to Calgary-Okotoks-De Winton, reflecting shared growth patterns and community connections in the south metropolitan area.

To offset these changes and maintain population parity, Calgary-South incorporates McKenzie Lake from Calgary-Hays and Cranston from Calgary-South East. These adjustments preserve communities of interest while ensuring effective representation in a rapidly growing area of the city.

Calgary-South East

It is recommended that the boundaries of the electoral division of Calgary-South East be as shown on Map 27. Calgary-South East has experienced significant population growth and is projected to continue growing.

To help manage this growth and improve population balance, the community of Cranston is transferred to Calgary-South. This adjustment reflects established community connections and supports effective representation as growth continues in the area.

Consistent with this Report's broader use of hybrid constituencies, and to better reflect the social and economic connectivity of communities south of Calgary, the boundaries of Calgary-South East are extended beyond the city limits. The eastern boundary follows the Bow River to Range Road 270, providing a clear and logical boundary while recognizing regional ties.

Calgary-Varsity

It is recommended that the boundaries of the electoral division of Calgary-Varsity be as shown on Map 28. Calgary-Varsity is configured to unite the communities north of Highway 1, east of Nose Hill Drive, and south of John Laurie Boulevard, reflecting clear geographic coherence and shared community interests.

To better align communities of interest, the communities of Brentwood and Charleswood are transferred to Calgary-Klein, reuniting the Triwood communities

Bowness and Montgomery are brought together within Calgary-Varsity in response to submissions emphasizing their strong historical and community ties. While the Bow River lies between them, evidence suggests it is a lesser barrier to interaction than Highway 1, which more clearly delineates communities and travel patterns. This configuration better reflects lived connections and supports effective representation.

Calgary-West-Tsuut'ina

It is recommended that the boundaries of the electoral division of Calgary-West–Tsuut'ina be as shown on Map 29. Calgary-West–Tsuut'ina has boundary changes that are intended to better reflect communities of interest and align with the Legislature's direction to create hybrid constituencies where appropriate.

The inclusion of the Elbow Valley area reflects submissions emphasizing strong social and economic connections between west Calgary and adjacent communities. Similarly, the inclusion of the Tsuut'ina Nation recognizes its well-established economic, employment, and transportation ties with west Calgary, supporting effective representation within a hybrid electoral division.

To improve population equity among neighbouring constituencies, it is further recommended that the community of Strathcona be transferred to Calgary-Bow-Springbank.

Edmonton Capital Region

The City of Edmonton has 20 electoral divisions. We propose 21 ridings for Edmonton: 18 with boundaries entirely in Edmonton and 3 hybrid electoral divisions that have a portion of Edmonton and an adjoining area reaching past the city limit.

Edmonton-Beaumont

It is recommended that the boundaries of this electoral division be as shown on Map 30. This is the fourth of the Edmonton south eastern electoral divisions and the newest one. It is distinguished from adjacent divisions by its relatively lower population and by the inclusion of the town of Beaumont. As discussed above (Chapter VIII), many letters decried the Interim Report's proposal to split the town into two adjacent electoral divisions. The overwhelming preference was to keep Beaumont whole, the effect of which opinion is that because it is too large a population to remain within the Leduc electoral division, it must be attached elsewhere. The reasonable conclusion was to acknowledge the strong linkages to south-eastern Edmonton as evidenced by the heavy traffic on 50 Street and the growing residential development along it between southeastern Edmonton and Beaumont. There exists precedent for this linkage in several iterations of the federal electoral division in this general area.

Edmonton-Beverly-Clareview

It is recommended that the boundaries of this division be as shown on Map 31. The northwestern boundary has been moved westward from the railway line to the Manning Drive (Hwy 15) south

of Anthony Henday Drive. This was the effect of the Commission's opinion that the adjacent division, Edmonton-Manning, has the likelihood of greater growth in the coming years. The area also shed a small area to Edmonton-Decore but added a large tract outside the Anthony Henday Drive and south of 167 Avenue.

Edmonton-Castle-Downs

It is recommended that the boundaries of this division be as shown on Map 32. The electoral division is unchanged since the last Commission's recommendations. The population is well within the tolerances for effective representation. This accords with the submission of MLA Nicole Goehring that the boundaries should remain unchanged.

Edmonton-City Centre

It is recommended that the boundaries of this division be as shown on Map 33. It has gained the neighbourhoods of Prince Rupert and Blatchford from Edmonton-Glenora as the border now runs along 124 Street. It has lost Spruce Avenue and Westwood to boost the electors in Edmonton-Highlands-Norwood, which was too lightly populated for an urban core division.

Edmonton-Decore

It is recommended that this electoral division be as shown on Map 34.

This is very similar to the current boundaries of the division. An area south of 137 Avenue NW and west of the railway line has been added from Edmonton-Beverly-Clareview, reflecting our view that significant new development is not expected in this division, unlike in the adjacent divisions of Edmonton-Manning and Edmonton-Beverly-Clareview. This shifted area had been isolated from the rest of Edmonton-Beverly-Clareview by the rail line.

Edmonton-Elleslie

It is recommended that the boundaries of this electoral division be as shown on Map 35. There are significant changes to this division resulting from the need to accommodate the rapid growth in south-east Edmonton. The proposed boundaries are 23 Avenue on the north, turning southward onto 34 Street, east again on 16A Avenue, then to the Anthony Henday Drive (Hwy 216) and south on 66 Street before turning west and having the Gateway Boulevard as its western boundary. It no longer crosses Gateway Boulevard. The neighborhoods of this division are well known, most are established, and the design of the division provides for coherent, understandable and effective representation.

Edmonton Enoch-Devon

It is recommended that the boundaries of this electoral division be as shown on Map 36. This division takes in much of the area in the current Edmonton Southwest north of the North Saskatchewan River, and includes the town of Devon, the area to the east to the western boundary at Range Road 272, and thence Hwy 628/Whitemud Drive eastward to Anthony Henday Drive, thus including the Enoch Cree First Nation lands. The new division excludes the Lewis Estates neighborhoods which are included in the Edmonton-West Henday division as discussed below.

The inclusion of the Enoch Cree First Nation is a new departure and one that is seen as a positive and inclusive action. The Enoch Cree area is linked to Edmonton by strong economic and cultural ties, not least by the attractions and employment available at its expanding casino and entertainment complex.

Edmonton-Glenora-Riverview

It is recommended that the boundaries of this division be as shown on Map 37. As discussed earlier, the need to combine two urban core divisions resulted in the significant redesign for this new division, with several areas redistributed. Neighbourhoods east of 124 Street go to Edmonton-City Centre in Edmonton West Henday absorbs Mayfield, Britannia-Youngstown, and Glenwood west of 163 Street.

From the former Riverview riding, all the area south of the North Saskatchewan River goes to Edmonton Strathcona, uniting the university district. Edmonton-McClung absorbs the five neighbourhoods along the Whitemud from Quesnell Heights to Elmwood. The amalgamation remains an easily traversed urban core division in character. Its communities are now more uniformly west central and share infrastructure interests.

Edmonton-Gold Bar

It is recommended that the boundaries of this electoral division be as shown on Map 38. This is quite similar to its current boundaries, respecting the North Saskatchewan River on its north, the eastern boundary of the City, the Whitemud Freeway on the south and on its west, the Mill Creek Ravine and then the 99 Street corridor. The neighborhoods of Ritchie, Hazeldean, and Argyll have been added from Edmonton-Strathcona because it took on new areas in the west, and because this electoral division, like Edmonton-Highlands-Norwood, has been experiencing relatively slow growth.

Edmonton-Highlands-Norwood

It is recommended that the boundaries of this division be as shown on Map 39. This division is part of the slowest growing area in Edmonton and several additions (discussed above) from the Edmonton City Centre riding were needed to bring the population up. The effect is a coherent set of recognizable and historical communities and therefore the Commission recommends these boundaries despite the relatively modest population.

Edmonton-Manning

It is recommended that the boundaries of the electoral district be as shown on Map 40. Adjustments have been made to the current boundaries to reduce its population and these adjustments have been mentioned in the discussions above of Edmonton-Beverly-Clareview and Edmonton-Decore. The division is more compact and the Commission believes future growth will be in the area south-east of Manning Drive (Hwy 15) outside the Anthony Henday Drive. There is “headroom” for population growth in this area of the riding.

Edmonton-McClung

It is recommended that the boundaries of this division be as shown on Map 41. These boundaries bear significant similarities to the current boundaries of Edmonton-McClung in the north and west. However, it has added areas along the Whitemud from Edmonton-Riverview south of 87 Avenue. It has also grown to the southwest by adding Cameron Heights, Wedgewood Heights, and Jamieson Place. The Anthony Henday Drive forms the division's west and south-western boundary and the North Saskatchewan River forms its eastern and south-eastern boundary. The division is unlikely to grow at the rate of the past. Its communities are well-established and form a coherent whole.

Edmonton-Meadows

It is recommended that the boundaries of this electoral division be as shown on Map 42. The eastern boundary is the City boundary at Anthony Henday Drive and the northern boundary is Whitemud Drive until turning south at 17 Street, then west along 33 Avenue, then turning south along 34 Street, then east on 16A Avenue and dropping down south thereafter along the pedestrian corridor to Anthony Henday Drive which forms the southeastern boundary. These changes are the effect of accommodating the rapid growth of population in south-eastern Edmonton generally while keeping this electoral division with some headroom for growth. It is a compact set of communities with understandable boundaries.

Edmonton-Mill Woods

It is recommended that the boundaries of this electoral division be as shown on Map 43. This division is comprised of mature and long-recognised neighborhoods. It is bounded by Gateway Boulevard on the west, by 23 Avenue on the south, by 34 Street on the east and then turning northeast along 33 Avenue until 17th Street and then meeting Whitemud Drive which forms the northern boundary heading west to Gateway Boulevard. We anticipate a slower rate of growth than in other divisions in Edmonton south-east.

Edmonton-Northwest

It is recommended that the boundaries of this electoral division be as shown on Map 44. These boundaries are very similar to those of the current division, excepting the Calder neighbourhood that has been included from Edmonton-West Henday for reasons of population balancing and for the similarities and historical linkages of this area with the adjoining parts of southern Edmonton-North West. Several submissions and presenters felt the division has a community coherence and should not be altered in any significant way. Its population is already fairly high. As the current MLA, David Eggen, remarked: "Although it's a bit of a funny shape, there's a certain coherence to Edmonton-North West".

Edmonton-Rutherford

It is recommended that the boundaries of this electoral division be as shown on Map 45. This proposed division is similar to the current division, bounded by the Whitemud Drive on the north, the Whitemud creek on the west, and the Gateway Boulevard on the east. The alteration is found with the southern boundary, which is proposed to be Ellerslie Road. This is proposed after careful

consideration of the relatively slow-growing population of this division with that of the fast-growing division to its south, namely Edmonton South.

Edmonton-South

It is recommended that the boundaries of this electoral division be as shown on Map 46. This is a very fast-growing area, and to keep its population a reasonable size an area has been given to the Edmonton-Windermere division and another area to the Edmonton-Rutherford division. While the Edmonton-South division will continue to straddle the Gateway Boulevard, it will do so with a more southerly area adjacent to the 41 Avenue SW bridge (rather than adjacent to the Ellerslie Road bridge in the current configuration).

Edmonton-Spruce Grove

It is recommended that the boundaries of this electoral division be as shown on Map 47. The Commission determined to create a new division of Spruce Grove, separating it from the current division of Spruce Grove-Stony Plain (which becomes a part of the Drayton Valley-Stony Plain district). However, in aiming for a district population around the provincial average, it would encroach too much on the adjacent rural areas of Lac Ste. Anne-Parkland to the north. A concurrent puzzle about the burgeoning population in adjoining Edmonton-West Henday (discussed below) was solved by distributing a northwestern part of Edmonton West Henday to the new division of Spruce Grove. The result is a reasonable hybrid still anchored in Spruce Grove.

Edmonton-Strathcona

It is recommended that the boundaries of this electoral division be as shown on Map 48. This current district of Edmonton Strathcona was slow growing. The proposed district is formed by including the portion of current Edmonton-Riverview that lies south of the North Saskatchewan River, the inclusion of the Brookside neighborhood of current Edmonton-Whitemud, and the exclusion of the eastern neighborhoods of Ritchie, Hazeldean, and Argyll (to Edmonton Gold Bar). The proposed boundaries are the North Saskatchewan River on the east and north, the Mill Creek ravine and 99th Street corridor on the east, the Whitemud Drive on the south and southwest. It is a coherent and well-linked set of neighbourhoods all within the orbit of the University of Alberta, the University Hospital complex and the Whyte Avenue shopping and entertainment district.

Edmonton-West Henday

It is recommended that the boundaries of the electoral division be as shown on Map 49. The new design of this division has figured in the description of several divisions above. It is proposed to include the whole Lewis Estates area into a riding otherwise entirely east of the Anthony Henday Drive, to include an area (from current Edmonton Glenora) bounded by Mayfield Rd, Stony Plain Rd and 156 Street, and to exclude the northwestern area west of the Anthony Henday Drive as well as Calder which moves to Edmonton-North West. This is a sprawling electoral district with residential areas separated by a wide central area of warehouses and commercial enterprises. The aim is to bring various residential neighborhoods into a closer and more coherent alignment.

Edmonton-Whitemud

It is recommended that the boundaries of this electoral district be as shown on Map 50. The proposed electoral division includes McTaggart and Magrath (currently in Edmonton South) and for population purposes adds the section of Windermere north of Windermere Boulevard. It excludes the neighborhood of Brookside north-east of Whitemud Drive (included within Edmonton-Strathcona). This division has a strong western boundary (the North Saskatchewan River and a strong eastern boundary (Whitemud Creek). It is a mature, largely suburban, set of communities without significant undeveloped land and the division is not expected to grow notably in the next few years.

Edmonton-Windermere

It is recommended that the boundaries of this electoral division be as shown on Map 51. This division mostly consists of the parts of the current Edmonton-South West south of the North Saskatchewan River, while parts north of the Anthony Henday Drive (and a portion of Windermere north of Windermere Boulevard) are distributed to Edmonton-Whitemud. This division adds a portion east of the Whitemud Creek also. The rapid suburban development both experienced and expected in this division will continue to be compact and the communities will be closely interlinked.

Rest of Alberta

Airdrie East.

It is recommended that the boundaries of the electoral division of Calgary Airdrie-East be as shown on Map 52. While the current boundaries were used as a starting point, minor changes are recommended. In general terms, it is proposed that this electoral division include parts of Rocky View County south of Township Road 272 and east the QE2 (from its border with Calgary), extending to highway 21 in the East and north of Highway 564. It would also include sections East of Irricana and Beisker and south of Highway 9.

Within Airdrie city limits the boundaries change to exclude the area south of Yankee Valley Blvd and East of the QE2 which will be moved to the new Electoral Division of Calgary-Airdrie South. In addition, the area south of Veterans Blvd and east of 8 St SW will be moved to Calgary-Airdrie West.

Barrhead-Westlock- Athabasca

It is recommended that the boundaries of the electoral division of Barrhead-Westlock-Athabasca be as shown on Map 53. While the current boundaries were used as a starting point, minor changes are recommended.

Barrhead–Westlock–Athabasca would receive the Buffalo Lake and Kikino Métis Settlements and the Whitefish Lake Reserve from Fort McMurray–Lac La Biche, adding approximately 2,100

residents. These communities are located within Smoky Lake County, most of which is already included in the division.

This adjustment helps offset the population transferred north to Lesser Slave Lake. The proposed boundaries also avoid placing additional population pressure on Cold Lake-Bonnyville–St. Paul, which is expected to experience future growth.

Camrose

It is recommended that the boundaries of this electoral division be as shown on Map 54. Three changes are proposed for this slow-growing division, each of which are on the western and northwestern area of the current division. First, it is proposed to move the division's western boundary to be that of the Camrose County (running generally north-south just west of Bittern Lake). Second, in the northwestern area, to use the Hwy 21 as a boundary while thereby returning a Leduc County portion to the Leduc electoral division. Thirdly, to move to Strathcona-Sherwood Park, for purposes of rebalancing population, an area in the northwest of Beaver County that includes Tofield.

Canmore-Kananaskis

It is recommended that the boundaries of the Canmore-Kananaskis electoral division be as shown on Map 55. The proposed electoral division reflects consistent feedback from municipalities and private citizens emphasizing the strong economic, geographic, and community connections linking Canmore, Banff, and the southern mountain region. Submissions underscored the importance of maintaining Banff and Canmore within the same electoral district, as well as recognizing the close relationship between Canmore and Kananaskis Country to the south. These communities share tourism-based economies, transportation corridors, recreational infrastructure, and service patterns that naturally bind them together.

The recommended configuration follows Highway 22 south of Highway 1, incorporating other mountain-oriented communities such as Diamond Valley and Longview, and extending east to Highway 2 to include similarly connected communities such as Nanton. By aligning the riding along established transportation corridors and shared economic regions, this structure strengthens effective representation for communities whose identities and interests are shaped by the mountain and foothills landscape.

Under this recommendation, the electoral division would include the Town of Banff; and include portions of Banff National Park south of the Banff townsite; the Town of Canmore; the Kananaskis Improvement District; the Town of Diamond Valley; portions of Foothills County west of Highway 22; the Village of Longview; Eden Valley No. 216; Ranchland No. 66; portions of Willow Creek No. 26 west of Highway 2 and north of Highway 527; and the Town of Nanton.

Cold Lake-Bonnyville–St. Paul

It is recommended that the boundaries of the Cold Lake-Bonnyville -St. Paul-electoral division be as shown on map 56. It comprises the entirety of the M.D. of Bonnyville, the Cold Lake Air Weapons Range, and the County of St. Paul excepting a small piece of the latter, which, being

south of the North Saskatchewan River, is added to the proposed Lloydminster-Wainwright division. The Saddle Lake Cree Nation is added to the Athabasca-Barrhead-Westlock division for reasons of population balance. This division contains many First Nations lands and Metis Settlements. The economy of this hybrid district is robust, with a very strong energy sector and the Canadian Airforce hub at Cold Lake.

The proposed district maintains the existing configuration of Cold Lake– Bonnyville–St. Paul, with no major additions from the County of St. Paul. The region is expected to grow due to planned changes at CFB Cold Lake.

Central Peace-Notley

It is recommended that the boundaries of the Central Peace-Notley electoral division be as shown on map 57. Central Peace–Notley would transfer its northernmost areas to Peace River while receiving the portion of Peace River south of Township Road 822. The division would also gain population from Grande Prairie–Wapiti in the area east of Sexsmith and north of Highway 43.

This configuration of Central Peace–Notley meets all five criteria under section 15(2), including geographic size, distance from Edmonton, absence of large towns, the presence of Indigenous communities, and a boundary with another province. The proposed boundaries are intended to maintain the division as a special-case electoral division and to support effective representation across a large and sparsely populated region. The presence of Central Peace-Notley as a section 15(2) electoral district allows the other northern Alberta electoral districts to reflect the principle of effective representation.

Chestermere–Strathmore

It is recommended that the boundaries of the Chestermere-Strathmore electoral division be as shown on map 58 with only minor adjustments to the western boundary with Calgary to reflect projected population growth. Submissions consistently supported preserving established communities of interest and maintaining stability where boundaries are functioning effectively. The evidence demonstrates that Chestermere, Strathmore, and the surrounding rural areas are closely linked through shared transportation corridors, economic and agricultural networks, and established regional service patterns.

Projected growth in Chestermere can be accommodated through targeted boundary refinements rather than a structural redesign of the electoral division. To address growth pressures and strengthen logical community alignments, it is recommended that the area north of Highway 1 and east of Highway 791 be incorporated into a hybrid configuration with Calgary. Similarly, the area south of Chestermere Boulevard and west of Rainbow Road should be aligned with Calgary-Peigan-Chestermere. These adjustments allow for population balancing within Calgary-Chestermere, while recognizing the increasingly integrated community of interest between Chestermere and east Calgary.

Overall, this approach preserves the integrity of the existing Chestermere–Strathmore division, respects established rural and agricultural connections, and it applies measured refinements only where necessary to address growth and effective representation.

Drumheller–Stettler

It is recommended that the boundaries of the electoral division of Drumheller–Stettler be as shown on Map 59. This electoral division in southeastern Alberta remains in a familiar shape with one significant adjustment recommended: namely that Siksika 146 be included adjusting the south-west boundaries to extend beyond Highway 1 in the south and include Gleichen, Bartstow, and Stobart in the west, with western boundary of highway 21 up to AB 575 which then connects back to the Red Deer River.

This electoral division has an unusually low population compared to other rural electoral divisions in southern Alberta. By adding this additional population this electoral division is well within the acceptable population range.

Fort McMurray–Lac La Biche

It is recommended that the boundaries of the electoral division of Fort McMurray–Lac La Biche be as shown on Map 60. Fort McMurray–Lac La Biche would receive four neighbourhoods north of the Athabasca River—Cornerbrook, Woodland, Castle Ridge, and Timberline—from Fort McMurray–Wood Buffalo. To balance this increase, the division would transfer the Buffalo Lake and Kikino Métis Settlements and the Whitefish Lake Reserve to Barrhead–Westlock–Athabasca. Fort McMurray–Lac La Biche would retain several indigenous communities within the electoral district.

These adjustments create a clearer boundary between the two Fort McMurray divisions. The submission notes that the proposed boundaries align more closely with municipal structures and community patterns within the Regional Municipality of Wood Buffalo and Lac La Biche County.

Fort McMurray–Wood Buffalo

It is recommended that the boundaries of the electoral division of Fort McMurray–Wood Buffalo be as shown on Map 61. Fort McMurray–Wood Buffalo would transfer four neighbourhoods north of the Athabasca River to Fort McMurray–Lac La Biche, slightly reducing its population. This reduction is appropriate given the division’s representational challenges, which include serving remote communities such as Fort Chipewyan, where access is limited to charter flights or seasonal ice roads.

The proposed boundaries maintain the division’s geographic integrity while ensuring that the MLA can effectively represent both the urban centre of Fort McMurray and the remote communities to the north. The submission notes that the division continues to reflect established community patterns within the Regional Municipality of Wood Buffalo.

Fort Saskatchewan-Vegreville

It is recommended that the boundaries of this electoral division be as shown on Map 62. The proposed boundaries remain very similar to the existing electoral division, with two modest adjustments.

The first change transfers a small portion of the County of Minburn east of Highway 881 to the electoral division of Vermilion–Lloydminster–Wainwright, reflecting the fact that residents in this area are more closely oriented to Vermilion for services.

The second change moves the area south of Township Road 540, east of the North Saskatchewan River, north of Highway 16, and west of Elk Island National Park to neighbouring divisions. Lands west of Range Road 222 are transferred to Sherwood Park, while lands east of Range Road 222 are transferred to Strathcona–Sherwood Park. This adjustment supports population rebalancing and reflects the service and commuting patterns of residents, many of whom rely on Sherwood Park, Ardrossan, and Fort Saskatchewan.

Overall, this electoral division continues to encompass urban, industrial, suburban, acreage, and agricultural areas. It represents a clear example of a hybrid constituency and underscores the ongoing importance of hybrid divisions as part of the Commission’s approach to effective representation.

Grande Prairie

It is recommended that the boundaries of the electoral division of Grande Prairie be as shown on Map 63. These are the same boundaries as the current Grande Prairie electoral division. Although moderately below the provincial average, this population remains within statutory and constitutional requirements. The distance from the Legislature and the continued coherence of the electoral division support preserving the status quo as an appropriate vehicle for effective representation.

Grande Prairie–Wapiti

It is recommended that the boundaries of the electoral division of Grande Prairie–Wapiti be as shown on Map 64. Grande Prairie–Wapiti would transfer a portion of its northeastern area—east of Sexsmith and north of Highway 43—to Central Peace–Notley, reducing Grande Prairie Wapiti’s population by approximately 1,400 residents. The division would retain a population of approximately 52,000, remaining within the allowable variance. The division functions effectively under the proposed boundaries.

Highwood

It is recommended that the boundaries of the Highwood electoral division be as shown on map 65. This proposed division is a reconfiguration of the current Highwood division, which is divided among three divisions to respond to sustained population growth and concerns raised in submissions about effective representation in this region. The westernmost portion is transferred to the new Canmore-Kananaskis division, reflecting shared foothill’s geography and common

economic and recreational interests. A second portion, including De Winton and areas bordering Calgary west of Highway 2 is added to the new Calgary-De Winton division. There is a strong connection with Calgary here, particularly commuting patterns, service delivery and growth-related pressures along the city's southern edge. The balance of the current Highwood division is at the core of the new division. Submissions emphasized the strong linkages between Okotoks and High River, citing shared economic activity, health, education and social services, transportation corridors and regional planning. The boundaries of the proposed Highwood division are defined to reinforce these connections and to provide clarity and stability. Its boundaries follow recognized natural features and transportation corridors.

Lac Ste. Anne–Parkland

It is recommended that the boundaries of the electoral division of Lac Ste. Anne–Parkland be as shown on Map 66. This proposal is largely based on the current electoral division, with several notable adjustments: a portion in the northeast goes to St. Albert-Sturgeon, a portion west of Hwy 33 is added from the current division of Athabasca-Barrhead-Westlock, a new portion including Chip Lake on the west is added, while a portion in the east goes the proposed Edmonton Spruce-Grove.

Leduc

It is recommended that the boundaries of this electoral division be as shown on Map 67. Several changes are proposed to the former Leduc–Beaumont electoral division. Most notably, the City of Beaumont is transferred to Edmonton–South East–Beaumont. This change necessitates a rebalancing of the population of the Leduc electoral division through adjustments to its boundaries with adjacent divisions.

Population balance is achieved by extending the eastern boundary to Highway 21 within Leduc County and by adding the Town of Millet and surrounding areas. These adjustments maintain geographic coherence and reflect shared rural and agricultural characteristics, including small farms and acreages to the south and east of the City of Leduc.

The City of Leduc continues to experience suburban growth, particularly westward along Highway 39, while the Nisku industrial and warehousing area and the businesses associated with the Edmonton International Airport remain strong economic drivers. Given these trends, the electoral division is expected to experience continued population growth, supporting effective representation over the life of the boundaries.

Lesser Slave Lake

It is recommended that the boundaries of this electoral division be as shown on Map 68. We are retaining the Lesser Slave Lake electoral division and expanding it to incorporate the remaining population of Big Lakes County, the County of Lesser Slave River, and a portion of Woodlands County near Fort Assiniboine. These additions increase the division's population, bringing it comfortably above the threshold required for a special-case division under section 15(2). The proposed configuration maintains the longstanding character of the electoral division, which

includes multiple Indigenous reserves and Métis settlements and covers a large geographic area with significant travel distances between communities.

Under the proposed boundaries, the electoral division would consolidate Northern Sunrise County and the MD of Opportunity, the entirety of the MD of Lesser Slave River, nearly all of Big Lakes County, and the towns of Swan Hills and Fort Assiniboine. The division continues to meet several section 15(2) criteria, including geographic size, distance from Edmonton, absence of large towns, and the presence of Indigenous communities.

The proposed adjustments are intended to support effective representation in a region characterized by sparse population, limited transportation infrastructure, and distinct communities of interest.

Lethbridge-Cardston

It is recommended that the boundaries of the Lethbridge-Cardston electoral division be as shown on Map 69. Submissions consistently emphasize that Lethbridge and the communities to its southwest and south, including the Treaty No. 7 Blood Tribe (Kainai) Reserve, share deep economic, social, and cultural ties that support a hybrid urban–rural electoral division. The Supreme Court in *Carter* and the Alberta references held that effective representation sometimes requires creating districts that deliberately encompass different but interdependent communities, so their shared issues are addressed together. For Kainai and Lethbridge, those shared issues include health access, addictions and shelter policy, economic development, transportation, and youth education—none of which stop at the reserve boundary. An MLA representing both Blood Tribe and Lethbridge South-West is better positioned to advocate solutions that work for the whole system rather than juggling competing mandates across separate ridings. Lethbridge functions as the primary service, employment, education, and healthcare centre for Cardston-area communities, the Crowsnest Pass, the foothills region, and Blood Tribe members, who routinely rely on the city for post-secondary education, hospital and specialist care, retail, and administrative services. The City of Lethbridge and the Kainai/Blood Tribe have formalized these relationships through a Memorandum of Respect, Understanding and Partnership focused on health and wellness, economic development and employment, community planning, and shared emergency response, underscoring Lethbridge’s role as the principal urban hub for the Blood Reserve and neighbouring communities in practice as well as principle.

Multiple submissions argued that southern Alberta operates as an interconnected regional system rather than discrete rural and urban silos, with residents of the Blood Reserve, Cardston-area communities, and the Crowsnest Pass routinely living in one community and working, studying, worshipping, shopping, or accessing services in another, with Lethbridge serving as the regional hub (Submissions 1, 42, 365, 438, 696, 729, 818). Strong opposition was expressed to aligning foothills and mountain communities northward toward Kananaskis, on the basis that Blood Tribe members, Cardston-area communities, the Crowsnest Pass, and the foothills are oriented south and east toward Lethbridge economically and socially, not north (Submissions 42, 365, 542, 781, 808).

A westward or northward realignment would create geographically expansive ridings that dilute representation and combine communities with fundamentally different priorities, while a Lethbridge–South West–Cardston hybrid configuration respects long-standing regional and Treaty-based relationships, supports effective MLA accessibility, and reflects the shared economic corridor, Indigenous–municipal partnerships, and daily human movement patterns that bind together southwest Lethbridge, the Blood Tribe,⁴ and Cardston-area communities.

Lethbridge-Fort Macleod-Crowsnest Pass

It is recommended that the boundaries of the Lethbridge–Fort Macleod electoral division be as shown on Map 70. Submissions strongly support the creation of a hybrid riding linking northwest Lethbridge with Fort Macleod and surrounding communities, reflecting shared economic, agricultural, and service-based relationships. Lethbridge is consistently identified as the principal centre for employment, healthcare, post-secondary education, and specialized services for northwest and foothills communities (Submissions 365, 438, 729, 818).

Southern Alberta’s agri-food corridor was frequently cited as a unifying community of interest. Submissions describe the region as an integrated economic zone, anchored by Lethbridge, where irrigated agriculture, food processing, research, transportation infrastructure, and labour markets cross municipal boundaries daily (Submissions 14, 440, 552, 774, 891).

Respondents emphasized that hybrid ridings reduce rural-urban polarization and improve understanding of shared challenges, particularly around water management, infrastructure investment, labour shortages, and economic diversification (Submissions 42, 696). Aligning Fort Macleod northward or westward into expansive prairie-only or mountain-focused districts was viewed as misaligned with lived regional reality and detrimental to effective representation. This electoral division reflects geography, communities of interest, and patterns of human movement, while maintaining reasonable geographic scale and MLA accessibility.

Lethbridge-Little Bow

It is recommended that the boundaries of the Lethbridge-Little Bow electoral division be as shown on Map 71. Written submissions repeatedly supported increased representation for Lethbridge through the creation of four hybrid seats that extend into surrounding bedroom communities and agricultural municipalities. Lethbridge’s population growth, regional role, and distance from

⁴ <https://lethbridgenewsnow.com/2021/05/20/city-approves-partnership-of-understanding-with-kainai-blood-tribe/>
https://ppl-ai-file-upload.s3.amazonaws.com/web/direct-files/collection_5807f924-427b-4878-8a90-07019c503717/3062e084-0904-431c-b036-b7630be9aac7/Cameron-Mills.pptx
<https://bloodtribe.org/blood-tribe-economic-development/>

Edmonton justify additional MLAs without reducing representation elsewhere in southern Alberta (Submissions 1, 529, 537, 658, 774, 1019, 1063).

The northeast corridor reflects strong daily movement between Lethbridge and communities within the Little Bow region, particularly for employment, education, healthcare, and commercial services. Submissions note that families increasingly reside outside the city while remaining economically and socially dependent on Lethbridge, making a hybrid district the most effective model for representation (Submissions 1, 438, 729, 857).

Respondents cautioned against creating overly large or misaligned rural districts that weaken accessibility and combine communities with divergent priorities. A northeast-oriented hybrid riding preserves regional cohesion while avoiding unnecessary geographic expansion (Submissions 42, 542, 676, 696). This configuration strengthens representation for both urban and rural residents by recognizing shared regional realities rather than artificial separations.

Lethbridge-Taber-Warner

It is recommended that the boundaries of the Lethbridge–Taber–Warner electoral division be as shown on Map 72. Submissions highlight the southeast corridor as a core component of southern Alberta’s agri-food economy, with Lethbridge functioning as the anchor for processing, research, transportation, and labour markets. Communities such as Taber and Warner share strong economic and service-based ties with southeast Lethbridge, forming a coherent community of interest (Submissions 14, 440, 552, 774, 888, 891).

Several submissions emphasized that Taber and surrounding communities view Lethbridge as their primary urban centre, describing it as “a larger version of ourselves” rather than a distant or disconnected city (Submission 937). These ties support a hybrid configuration that reflects economic integration and shared regional priorities, particularly in agriculture, water infrastructure, and workforce development.

Respondents cautioned that separating these communities into distant or oversized ridings would dilute representation and reduce MLA effectiveness. A southeast hybrid seat maintains geographic logic, respects existing service patterns, and supports coordinated regional advocacy (Submissions 42, 529, 658, 676). This electoral division reinforces the agri-food corridor, enhances effective representation, and aligns electoral boundaries with how communities in southern Alberta function.

Lloydminster-Wainwright

It is recommended that the boundaries of this electoral division be as shown on Map 73. This recommendation reflects the Commission’s emphasis on communities of interest and effective representation. The electoral division unites communities with strong social, economic, and service connections, including the regional hub of Lloydminster and the surrounding rural

municipalities centered on Vermilion and Wainwright. These communities are linked by established transportation corridors and shared regional institutions, forming a coherent and easily understood constituency. A small parcel abutting the North Saskatchewan River has been added from the County of St Paul for boundary coherence.

Maintaining the status quo is also justified on population grounds. The division falls well within the Commission's acceptable variance range from the provincial average, eliminating the need for boundary adjustments to achieve population parity. In the absence of population pressure, stability promotes continuity in representation and minimizes unnecessary disruption to established community relationships.

Submissions to the Commission and regional hearing discussions supported retaining the existing boundaries, noting that the division is functioning effectively and that changes would not meaningfully improve representation. In a redistribution where significant growth elsewhere requires substantial adjustments, keeping Lloydminster-Wainwright largely unchanged allows boundary changes to be focused where they are most needed, while preserving a strong and well-defined rural-urban division.

Medicine Hat-Brooks

It is recommended that the boundaries of the Medicine Hat-Brooks electoral division be as shown on map 74. -We note that this electoral division's population is very close to the provincial average. For reasons similar to Medicine Hat-Cypress, we propose that this electoral division be renamed Medicine Hat-Brooks, as every other city of over 50,000 people in Alberta has its name at the beginning of an electoral division. Medicine Hat warrants the same treatment as the larger municipality in the electoral district.

The Commission did consider making the South Saskatchewan River a consistent border between Medicine Hat-Cypress and Medicine Hat-Brooks. This would have resulted in Medicine Hat-Cypress having a slightly higher population and Medicine Hat-Brooks having a slightly lower population. Despite the advantages of the clear border, and the relatively modest change to population, we elected to preserve the status quo.

Medicine Hat-Cypress

It is recommended that the boundaries of the electoral division of Medicine Hat-Cypress be as shown on Map 75. This represents minor changes from the last redistricting and follows the good practice of aligning with county boundaries, specifically those of Cypress and Forty Mile. All of County of Forty Mile is recommended for inclusion in Cardston-Taber-Warner while all of Cypress County is recommended for inclusion in Medicine Hat-Cypress. Following county boundaries will also result in populations that are very close in number in the southeast of the province. Given the closeness to the provincial average and the preference, in case of ambiguity, to preserve close to the status quo, we elected to preserve close to the status quo, which, submissions informed us,

facilitates effective representation. This accorded with submissions, such as those of MLA Justin Wright.

Significant submissions, including from former MLAs Bob Wanner and Rob Renner, supported placing the County of Forty Mile within this electoral division to better align it with its primary service centre, Medicine Hat. We were persuaded that this change would improve effective representation by reflecting established economic, health, and transportation linkages. Although this adjustment increases the population of the electoral division, the resulting variance remains within the limits contemplated by the Act. The corresponding reduction in the population of Cardston-Taber-Warner also remains justifiable given its geographic size and rural character. On balance, the Commission concluded that incorporating the County of Forty Mile better reflects communities of interest and recommends this change rather than maintaining the status quo.

We propose that this electoral division be renamed Medicine Hat-Cypress, as every other large city in Alberta has its name at the beginning of an electoral division. Medicine Hat warrants the same treatment. As well, our naming tradition is to start with the larger municipality in the name.

The Commission did consider making the South Saskatchewan River a consistent border between Medicine Hat-Cypress and Medicine Hat-Brooks. This would have resulted in Medicine Hat-Cypress having a slightly higher population and Medicine Hat-Brooks having a slightly lower population. Despite the advantages of the clear border, and the relatively modest change to population, this Report elected to preserve the status quo.

Olds-Three Hills-Didsbury

It is recommended that the boundaries of the Olds-Didsbury-Three Hills electoral division be as shown on Map 76. This report recommends extending the boundaries of the existing Olds-Didsbury-Three Hills south to include more portions of Rocky View County. The revised boundaries keep established communities of interest together along the Highway 2 corridor between Red Deer and Airdrie, including Olds, Carstairs, and Crossfield. The recommended boundaries extend the division's southern boundary to include additional rural population in Rocky View County that was previously included in Airdrie-Cochrane and Airdrie-East electoral divisions. The electoral division maintains Highway 22 as a western boundary, responding to feedback from the public about the fundamental distinction between communities of interest and effective representation on either side of that transportation corridor. The revised boundaries exclude the Village of Cremona, which is added to Rocky Mountain House-Sundre.

The recommendation would see the constituency contain: the portion of Mountain View County located east of Highway 22 (including Olds, Didsbury, and Carstairs); Kneehill County (including Three Hills, Trochu, Carbon, Acme, and Linden); portions of Rocky View County west of Highway 22 and north of Highway 567 (including Crossfield, Irricana, and Beiseker).

Peace River

It is recommended that the boundaries of the Peace River electoral division be as shown on Map 77. The proposed Peace River electoral division would incorporate the portion of the 2017 Central Peace–Notley division located north of the farmed area along the Peace River, extending to the Dunvegan Bridge and following Highways 2 and 684. Peace River would, in turn, transfer the equivalent area south of Township Road 822 (Harmon Valley Road) to Central Peace–Notley, resulting in a net neutral population impact for these set of changes. These adjustments improve the geographic coherence of the division and avoid the representational challenges identified in the interim report’s proposed configuration. In particular, the proposed boundaries ensure that major communities within the division can be accessed without requiring the MLA to travel outside the division.

Red Deer -Blackfalds

It is recommended that the boundaries of the Red Deer-Blackfalds electoral division be as shown on Map 78. The Red Deer Blackfalds electoral division follows major transportation corridors that naturally divide Red Deer and the surrounding rural communities. By using Highway 11 and Highway 2A as boundaries, residents of communities to the east of Red Deer, such as Clive and Alix, remain connected to the regional hub of the City of Red Deer and with similar communities along the Highway 21 corridor. This electoral division also maintains economic ties in the region, with the agricultural services hub in Red Deer remaining with the agricultural communities beyond city limits. Similarly, major employers like the chemical plant in Joffre remain connected to the residential communities east of Highway 2.

The recommendation would see the constituency contain portions of the City of Red Deer located east of Highway 2 and north of Highway 11, Lacombe County located east of Highway 2 and north of Highway 11, the villages of Clive and Alix; the part of Blackfalds east of Hwy 2, and portions of Ponoka County south of Highway 53 and east of Highway 2.

Red Deer–Innisfail

It is recommended that the boundaries of the Red Deer Southeast electoral division be as shown on Map 79. The Red Deer Innisfail electoral division creates a hybrid riding connecting residents of the City of Red Deer with residents of eastern Red Deer County who use the City of Red Deer as a regional hub for provincial services, business, and their social lives. The electoral division is responsive to feedback about the Highway 21 corridor communities, such as Delburne and Elnora, and the importance of keeping them together for effective representation. The electoral division also extends into the northeast corner of Kneehill County to ensure Trochu is included with other Highway 21 corridor communities, while also being connected to the City of Red Deer as the regional hub for services.

The recommendation would see the electoral division contain portions of the City of Red Deer located east of Highway 2 and south of Highway 11, portions of Red Deer County (including

Delburne and Elnora), the town of Innisfail; and portions of Red Deer County south of Highway 27 (to ensure Trochu and Torrington are included).

Red Deer- Lacombe

It is recommended that the boundaries of the electoral division be as shown on Map 80. Red Deer-Lacombe maintains the Highway 11 economic corridor that extends from the City of Red Deer west to the Lacombe County western boundary. The electoral division encompasses Lacombe County communities of Eckville and Bentley, as well as the City of Lacombe and Town of Blackfalds, and portions of the City of Red Deer. These communities are tied together by the Highway 11 economic corridor, and these have a greater focus on industrial development in both the City of Red Deer and other regional communities. The electoral boundary also contains both Gull Lake and Sylvan Lake, two important water bodies that support tourism in central Alberta and that contain small communities and summer villages.

The recommendation would see the electoral division contain portions of Lacombe County located north of Highway 11 and west of Highway 2 (including Eckville, Bentley, Parkland Beach, Sunbreaker Cove, Birchcliff, and Half Moon Bay), the City of Lacombe, the part of the Town of Blackfalds west of Hwy 2, and portions of the City of Red Deer located north of Highway 11 and west of Highway 2.

Red Deer -Sylvan Lake

It is recommended that the boundaries of the Red Deer-Sylvan Lake electoral division be as shown on Map 81. The riding encompasses communities located in the Highway 2 corridor and connects them to the southwest portion of the City of Red Deer. The Commission heard frequently about the challenges of electoral divisions that represent a rural population but do not represent the urban community where they work, go to school, and gather at community events. By placing rural populations in the same electoral division as urban communities in the Hwy 2 corridor, it is possible to achieve effective representation and overcome challenges with dividing communities of interest that existed in previous electoral divisions. The recommendation would see the electoral division contain portions of the City of Red Deer west of Highway 2 and south of Highway 11, portions of Red Deer County south of Highway 11 and west of Highway 2 (including Penhold, Bowden and Spruce View) and the Town of Sylvan Lake.

Rocky Mountain House-Banff Park

It is recommended that the boundaries of the Rocky Mountain House-Banff Park electoral division be as shown on Map 82. We propose this electoral district receive an exemption under section 15(2) of the Electoral Boundaries Commission Act. Section 15(2) identifies that an electoral division must meet at least three of five criteria to be afforded an exemption under this section. The Rocky Mountain House-Banff Park electoral division meets these legislative requirements, and the geographic size, location on a provincial border, and small communities contained within this electoral division makes it an appropriate use for the exemption.

This proposed electoral division is considerably different from the Interim Report, which had dissolved the existing electoral division of Rimbey-Rocky Mountain House-Sundre and redistributed its population between four constituencies. Commissioners then heard significant feedback from municipal leaders and private citizens in west central Alberta, highlighting several challenges to the proposed dissolution of Rimbey-Rocky Mountain House-Sundre. These themes included: the north-south character of economic corridors in the region along Highway 22; the unique nature of Rocky Mountain House being the only town in Clearwater County and acting as a hub for the entire surrounding population; the implications of dividing regional Indian reserves from the nearest economic hub; and the historical precedent of portions of Banff National Park being included in a west central Alberta electoral division.

Our recommended boundaries in this Report respond to near-unanimous feedback from private citizens and municipal leaders in Clearwater County and Rocky Mountain House to keep the entirety of Clearwater County within a single constituency. Boundaries also reflect numerous submissions from across central Alberta about communities of interest in the region being naturally aligned along north-south economic corridors of Highway 22, Highway 2, and Highway 21. The proposed electoral division boundaries will keep interconnected communities together along Highway 22 and create a western-oriented riding encompassing the foothills and mountains, extending to the British Columbia provincial border in Banff National Park north of the Town of Banff and Lake Minnewanka. Finally, Stoney Nakoda Indian reserves are added to the constituency and form the southern boundary. This allows Stoney Nakoda 142, 142B, 143, and 144 to be included in the same electoral division as the Big Horn reserve, which was supported by several submissions, while responding to concerns by the Big Horn reserve about being divided from the rest of the Highway 11 corridor.

The recommendation would see the constituency contain nearly the entirety of Clearwater County, including the Town of Rocky Mountain House, the First Nation reserves of Big Horn No. 144A, O'Chiese No. 203, Stoney nos. 142, 143, 144, Stoney No. 142B and Sunchild No. 202, the portion of Rocky View County west of Highway 22 and portions of Banff National Park north of the Town of Banff and north of Hwy 1, the western portion of Mountain View County, including the Town of Sundre and the Village of Cremona and Municipal District of Bighorn no.8.

Sherwood Park

It is recommended that the boundaries of this electoral division be as shown on Map 83. The proposed boundaries largely reflect the existing electoral district, with three modest additions intended to address population levels in this slow-growing division.

The first addition, transferred from the Fort Saskatchewan–Vegreville division, includes the area north of Highway 16 to Township Road 540 and the North Saskatchewan River, extending east to Range Road 222, south to Highway 16, and west to Clover Bar Road. This area contains current and imminent residential suburban development and represents a natural area of growth.

The second addition, from Strathcona–Sherwood Park, consists of a small residential area bounded by Clover Bar Road on the west, Highway 16 on the north, and residential pathways on the east and south, returning to Clover Bar Road. This also includes an adjacent parcel extending south via a residential park pathway to Lakeland Drive and east to Clover Bar Road. These neighbourhoods are oriented toward the commercial, health, and service hubs along Emerald Drive.

The third addition, also from Strathcona–Sherwood Park, lies immediately south of the urban service area boundary of the hamlet of Sherwood Park. Bounded by Clover Bar Road (Range Road 231) to the east, extending west to Anthony Henday Drive, and north to Highway 630 (Wye Road), this area includes new apartment construction and small acreages. Residents in this area rely on Sherwood Park for shopping, banking, and essential services. Taken together, these adjustments modestly increase population while respecting communities of interest and recognizing that the social and economic connections of the hamlet extend beyond its administrative boundary.

St. Albert

It is recommended that the boundaries of this electoral division be as shown on Map 84. The division remains largely unchanged from its current configuration, with the addition of an adjacent area presently within the St. Albert–Sturgeon hybrid division. This adjustment reflects the relatively slow population growth in the City of St. Albert and the need to rebalance populations between neighbouring divisions, while maintaining the city’s cohesive nature.

St. Albert-Sturgeon

It is recommended that the boundaries of this electoral division be as shown on Map 85. Changes from the current electoral division occur in the west and southwest. These include the addition of lands east of Highway 2, transferred from Lac Ste. Anne–Parkland, to incorporate the northern and northwestern areas of Sturgeon County, excluding the Alexander No. 134 lands. A portion of the division within the City of St. Albert is transferred to the St. Albert electoral division.

The electoral division continues to function as a hybrid constituency. However, residential growth pressures are expected to be concentrated primarily in and around Morinville, rather than within the City of St. Albert, supporting the proposed configuration for effective representation.

Stony Plain-Drayton Valley

It is recommended that the boundaries of the Stony Plain-Drayton Valley electoral division be as shown on Map 86. This is a considerable change from the current district of Drayton Valley-Devon and the consequence of rebalancing of population and communities prompted by the separation of Spruce Grove from its current district of Spruce Grove-Stony Plain and the movement of Devon into a new Edmonton Enoch-Devon division. The new division has two medium-sized urban centres, a few smaller ones and a very large element of productive farming lands. It is proposed to add a southwestern area by adding the Buck Lake region west of Hwy 20 (namely, the far western

part of Wetaskiwin County) and a small area just further west again, bounded by the North Saskatchewan River, which is a small northern extension of Clearwater County.

Strathcona-Sherwood Park

It is recommended that the boundaries of this electoral district be as shown on Map 87. This electoral division is currently a hybrid, comprising residential neighborhoods west of Hwy 21 and east of Clover Bar Road, and elsewhere being largely “county estates” or small acreages. It has a slow growth rate. Moreover, two parcels have been given to the Sherwood Park division (see above) so it was helpful to add two parcels into the Strathcona-Sherwood Park division. These are a block to the southeast that includes Tofield (from the Camrose division) and a block north of Hwy 16 adjacent to the parcel proposed for Sherwood Park, namely, running north along Range Road 222, then east along Township Road 540 to the Elk Island National Park boundary and thence south to Hwy 16. These additions balance the population delivered to Sherwood Park. It is likely that some residential growth will occur around the hamlet of Ardrossan.

West Yellowhead

It is recommended that the boundaries of the West Yellowhead electoral division be as shown on Map 88. This division is characterized by the expansive geography of this electoral division, which includes the entirety of Jasper National Park, as well as several large provincial parks and protected areas such as Willmore Wilderness Park.

The recommendation varies from the interim report by returning the Town of Jasper and Jasper National Park in the West Yellowhead electoral division. This decision was made based on the significant number of submissions that were put forward by residents of Jasper, Hinton and other residents of Yellowhead County, which highlighted the communities of interest and economic inter-connection between Jasper and other Highway 16 communities like Hinton and Edson.

The recommendation would see the constituency contain the southern portion of the Municipal District of Greenview No. 16 (containing Grande Cache and nearby settlements), Jasper National Park, the municipality of Jasper, Yellowhead County (except for a small area east of Highway 22 that remains in Lac Ste. Anne-Parkland to allow Evansburg and Entwistle to be in the same constituency) and the south western half of Woodlands County which contains the Town of Whitecourt.

Wetaskiwin-Ponoka-Maskwacis

It is recommended that the boundaries of the Wetaskiwin-Ponoka-Maskwacis electoral division be as shown on Map 89. This recommendation responds to shifting population patterns and growth pressures around nearby urban centres, while preserving effective representation for rural communities. The proposed configuration merges the former Maskwacis-Wetaskiwin electoral division with the northern portions of Lacombe-Ponoka and the far eastern part of Rimbey-Rocky Mountain House-Sundre, creating a constituency that better balances population equity while maintaining strong rural and Indigenous representation. The eastern boundary is shifted to the

western boundary of Camrose County, the small area including Millet is transferred to the proposed Leduc division, and a far western area west of Hwy 20 is transferred to the proposed Stony Plain-Drayton Valley division.

The revised boundaries reflect well-established communities of interest anchored by shared transportation corridors and service patterns. Submissions to the Commission emphasized the close economic, social, and service relationships linking Ponoka, Rimbey, and communities surrounding Wetaskiwin, particularly along Highway 53 and the Highway 2 and 2A corridors. These routes support daily commuting, agricultural and commercial activity, and access to regional health, education, and retail services, reinforcing the functional coherence of the proposed constituency.

Submissions further stressed the importance of maintaining rural cohesion and avoiding fragmentation of agricultural and Indigenous communities. The inclusion of Maskwacis alongside neighbouring rural areas recognizes longstanding social and cultural ties, while uniting Ponoka with adjacent rural municipalities reflects shared local governance interests and regional collaboration. Overall, the proposed boundaries support effective representation by aligning the electoral division with real-world patterns of movement, service use, and community identity, consistent with the objectives of the Commission.

Appendix

Further Remarks on the Minority Report

In the early sections of our Report in particular, we refer to “the Commission” or “the Commissioners”. Nonetheless, as our introductory remarks had implied, we respectfully departed from our colleagues where we believe the legislative direction given to the Commission and the thoughtfulness of public submissions have not been given sufficient effect. This is certainly evident with the issue of population parity and with the use of hybrids.

The Act neither requires nor expects numerical parity. It expressly authorizes electoral district variances of up to plus or minus 25 percent from the provincial average population to ensure effective representation. That flexibility is not incidental; it is not a benign allowance for errors in mapmaking; it is a deliberate instruction. It reflects the Legislature’s recognition that geography, community history, minority representation, and communities of interest must inform the drawing of boundaries alongside reasonable parity of populations in the electoral districts.

Throughout the hearing process, we heard substantial and consistent testimony supporting the use of hybrid constituencies to link urban, suburban, and adjacent rural communities with shared economic, transportation, and social ties. Hybrid divisions are not new in Alberta. They are a principled and practical response to Alberta’s growth patterns, particularly in regions where urban expansion and rural service areas are deeply interconnected. In our view, our colleagues did not adequately incorporate this fact. Their approach tends to privilege population parity and a rural/urban divide over functional community linkages and the lived realities described repeatedly in submissions.

We are concerned as well by the Majority’s inclination to delete or mangle rural electoral divisions and, in effect, reduce effective rural representation. The submissions and presentations offered to the Commissioners were clear and compelling. Rural residents, municipalities, and community organizations consistently stressed the importance of preserving rural voices in the Legislature. They described vast geographic areas, limited infrastructure, long travel distances, and unique economic and social challenges that require focused and accessible representation.

The Majority’s approach dampens the effective voice of these regions in a manner that, in our opinion, does not reflect the flexibility envisioned by the Act. The permissible plus or minus 25 percent variance prevents just such an erosion of effective representation in regions where geography and community identity justify variance from population equality. To decline to use that range, particularly in rural Alberta, diminishes one of the Act’s central safeguards.

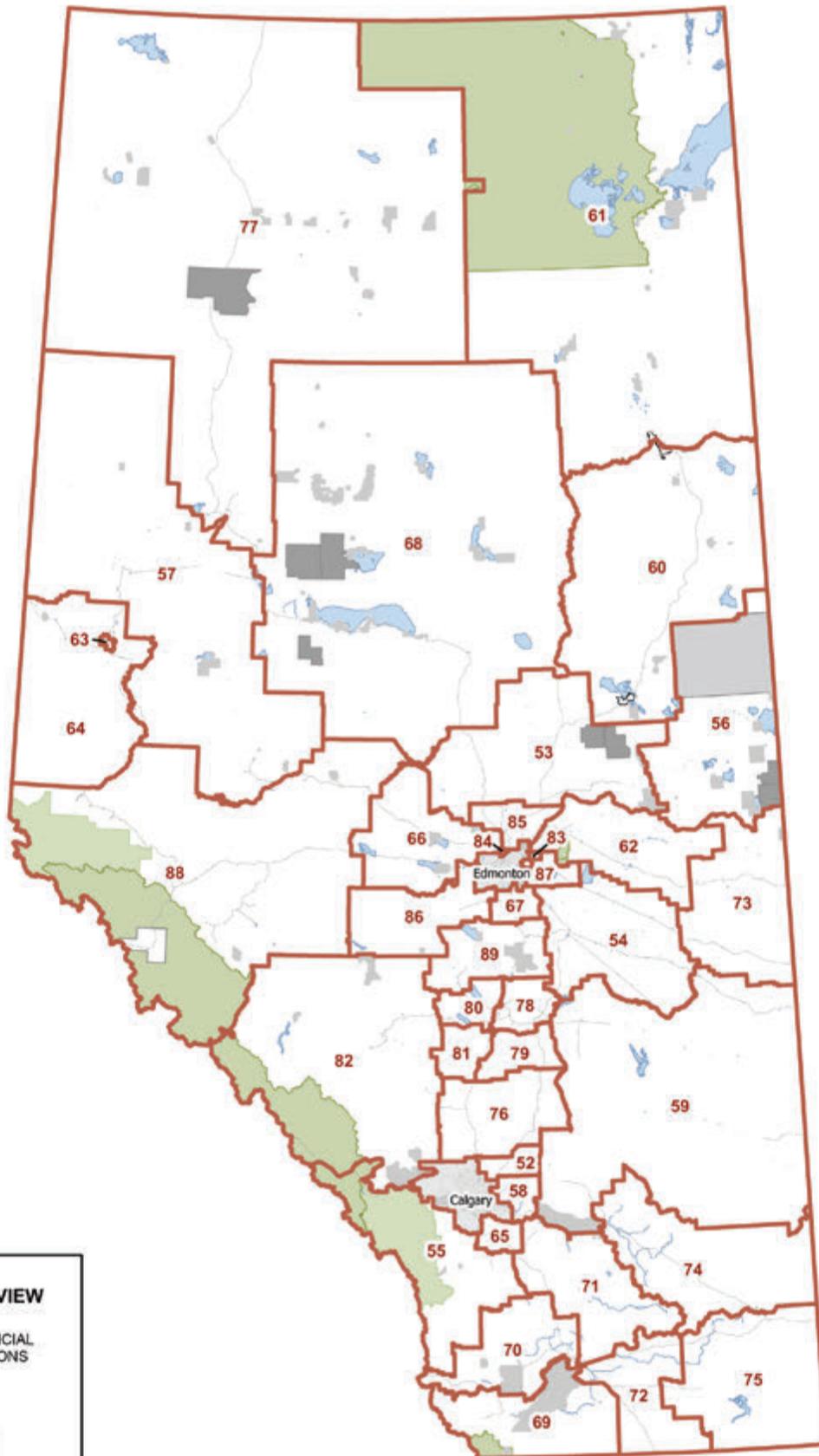
We heard clearly and repeatedly that rural representation matters. It is not merely a question of numbers; it is a question of access, voice, and practical governability. Electoral divisions that span immense territories with dispersed populations require manageable boundaries if Members are to serve constituents effectively. The Majority’s insistence on eliminating and amalgamating certain rural divisions weakens effective representation -- and effective representation, after all, is the explicit expectation of Canadian case law and our Act.

TABLE

89 Electoral Districts with Populations

1. Calgary-Acadia	53,346
2. Calgary-Airdrie	58,820
3. Calgary-Beddington	61,320
4. Calgary-Bow-Springbank	55,560
5. Calgary-Buffalo	66,801
6. Calgary-Cross	63,064
7. Calgary-Currie	60,141
8. Calgary-De Winton	47,732
9. Calgary-East	57,107
10. Calgary-Edgemont	56,584
11. Calgary-Elbow	59,034
12. Calgary-Falconridge	63,986
13. Calgary-Fish Creek	57,894
14. Calgary-Foothills-Airdrie West	58,436
15. Calgary-Glenmore	53,096
16. Calgary-Hays	52,395
17. Calgary-Klein	61,817
18. Calgary-Lougheed	56,122
19. Calgary-McCall-Bhullar	66,474
20. Calgary-Mountain View	62,634
21. Calgary-Nolan Hill-Cochrane	56,282
22. Calgary-North	56,981
23. Calgary-North East	68,145
24. Calgary-North West-Bearspaw	57,246
25. Calgary-Peigan-Chestermere	52,639
26. Calgary-South	55,134
27. Calgary-South East	54,045
28. Calgary-Varsity	64,982
29. Calgary-West-Tsuut'ina	57,827
30. Edmonton-Beaumont	55,802
31. Edmonton-Beverly-Clareview	57,481
32. Edmonton-Castledowns	59,612
33. Edmonton-City Centre	57,312
34. Edmonton-Decore	57,959
35. Edmonton-Ellerslie	59,760
36. Edmonton-Enoch-Devon	55,043
37. Edmonton-Glenora-Riverview	59,708
38. Edmonton-Gold Bar	54,981
39. Edmonton-Highlands-Norwood	51,806
40. Edmonton-Manning	56,901
41. Edmonton-McClung	61,859
42. Edmonton-Meadows	56,880
43. Edmonton-Mill Woods	59,673
44. Edmonton-North West	61,226

45. Edmonton-Rutherford	58,082
46. Edmonton-South	60,775
47. Edmonton-Spruce Grove	59,524
48. Edmonton-Strathcona	56,165
49. Edmonton-West Henday	62,510
50. Edmonton-Whitemud	60,347
51. Edmonton-Windermere	56,944
52. Airdrie East	50,797
53. Barrhead-Westlock-Athabasca	46,892
54. Camrose	48,536
55. Canmore-Kananaskis	49,542
56. Cold Lake-Bonnyville-St. Paul	55,713
57. Central Peace-Notley	30,446
58. Chestermere-Strathmore	52,982
59. Drumheller-Stettler	51,370
60. Fort McMurray-Lac La Biche	44,719
61. Fort McMurray-Wood Buffalo	46,721
62. Fort Saskatchewan-Vegreville	54,274
63. Grande Prairie	50,352
64. Grande Prairie-Wapiti	52,041
65. Highwood	54,375
66. Lac Ste. Anne-Parkland	47,017
67. Leduc	52,328
68. Lesser Slave Lake	30,011
69. Lethbridge-Cardston	51,831
70. Lethbridge-Fort MacLeod-Crowsnest Pass	54,564
71. Lethbridge-Little Bow	56,212
72. Lethbridge-Taber-Warner	60,906
73. Lloydminster-Wainwright	49,365
74. Medicine Hat-Brooks	54,898
75. Medicine Hat-Cypress	60,690
76. Olds-Three Hills-Didsbury	49,436
77. Peace River	43,408
78. Red Deer-Blackfalds	52,827
79. Red Deer-Innisfail	52,961
80. Red Deer-Lacombe	56,180
81. Red Deer-Sylvan Lake	52,454
82. Rocky Mountain House-Banff Park	38,298
83. Sherwood Park	55,311
84. St. Albert	54,589
85. St. Albert-Sturgeon	52,334
86. Stony Plain-Drayton Valley	48,032
87. Sherwood Park-Strathcona	51,826
88. West Yellowhead	49,766
89. Wetaskawin-Ponoka-Maskwacis	48,775

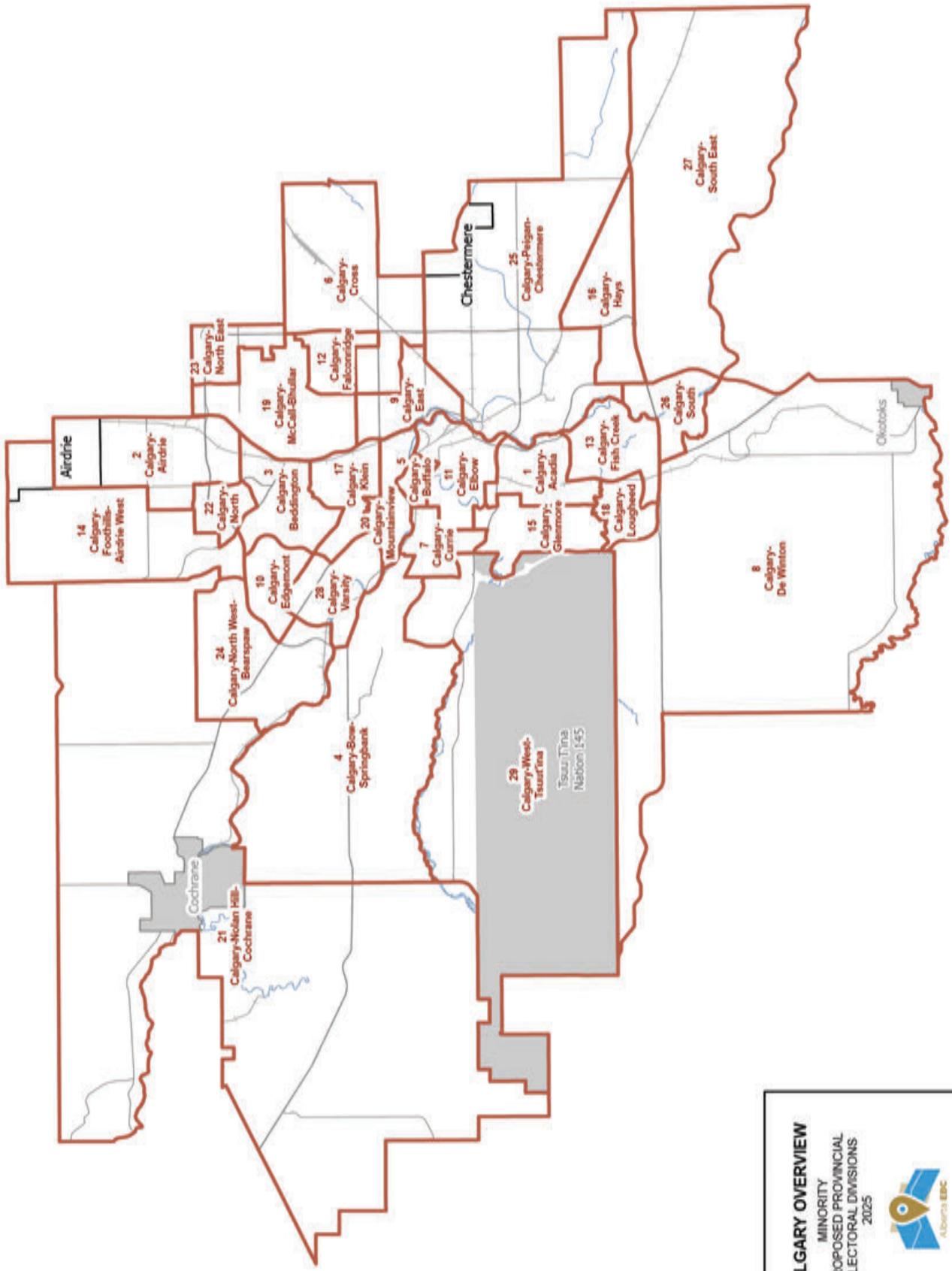


ALBERTA OVERVIEW

MINORITY
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



Produced: February 2026



CALGARY OVERVIEW
 MINORITY
 PROPOSED PROVINCIAL
 ELECTORAL DIVISIONS
 2025



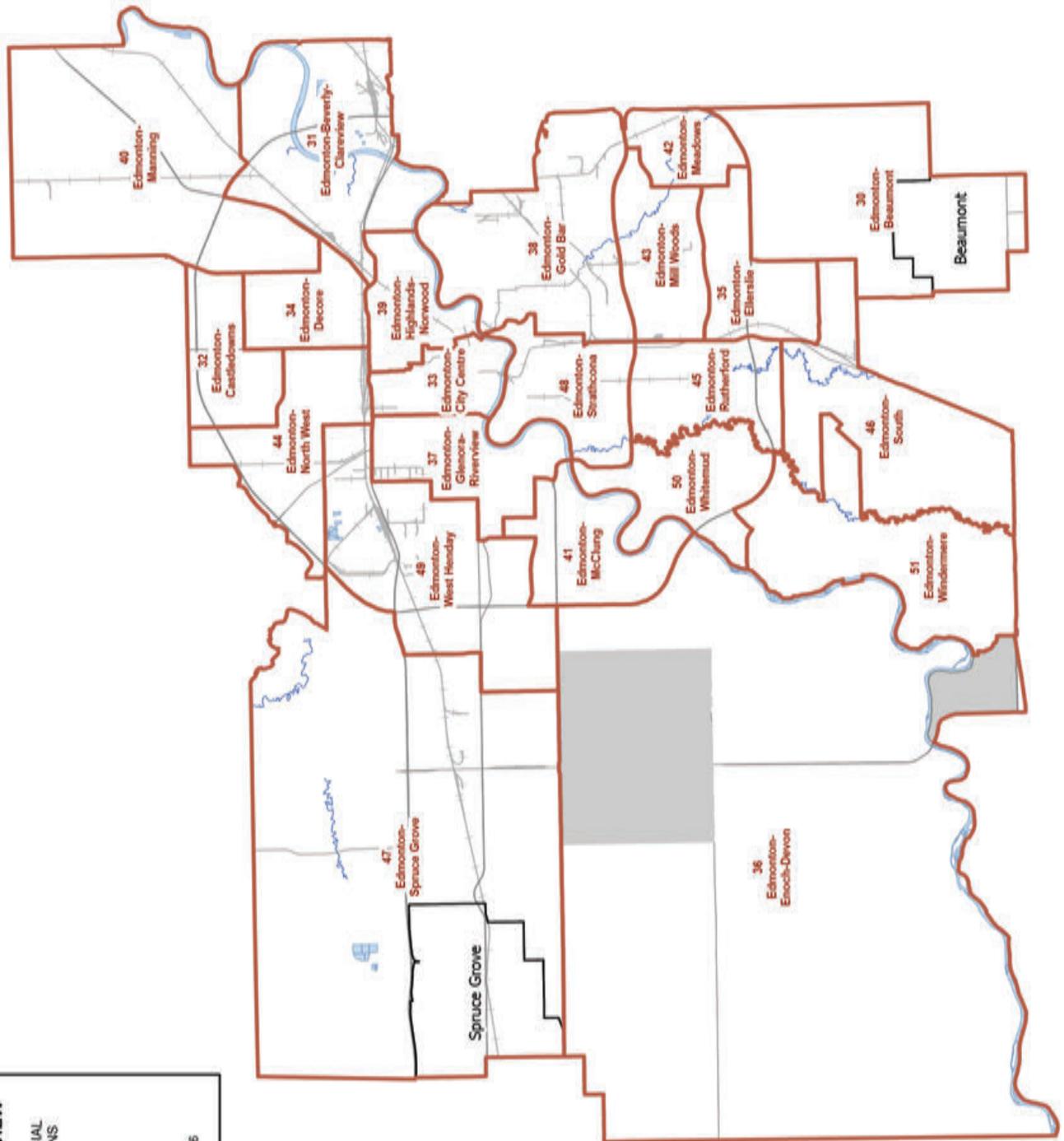
Produced: February 2025

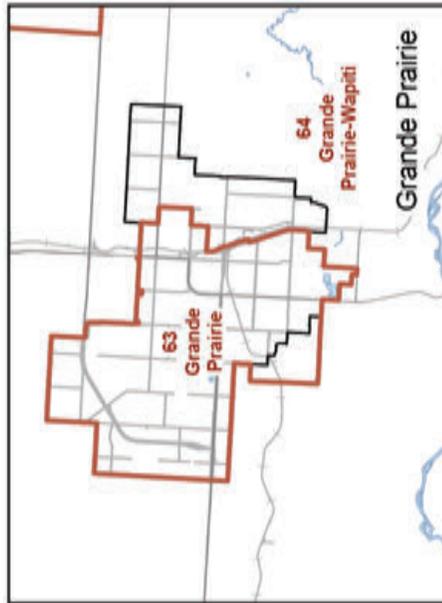
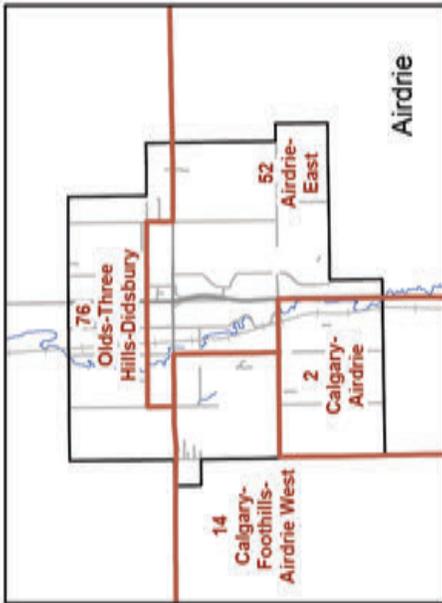
EDMONTON OVERVIEW

MINORITY
PROPOSED PROVINCIAL
ELECTORAL DIVISIONS
2025



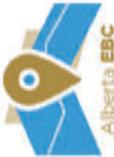
Produced: February 2025



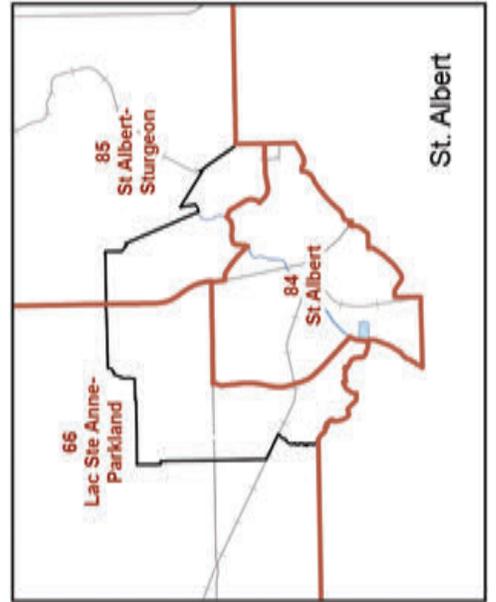
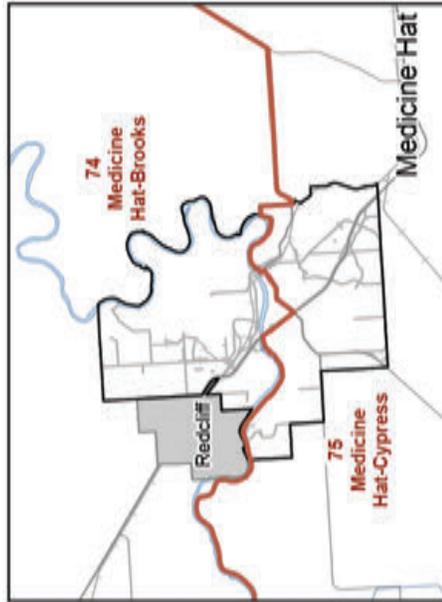
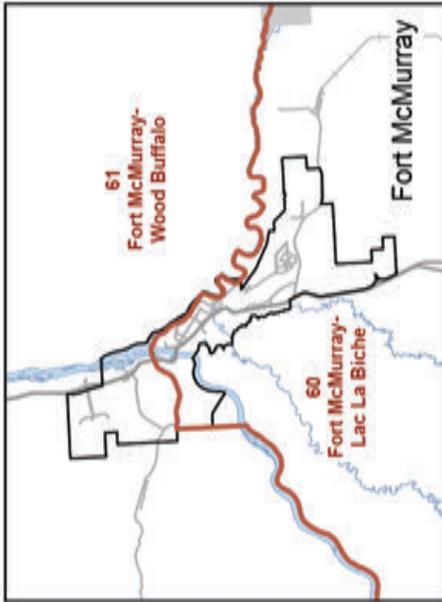
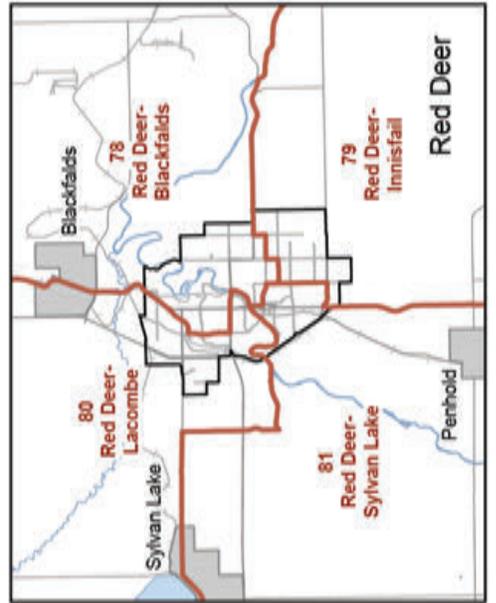
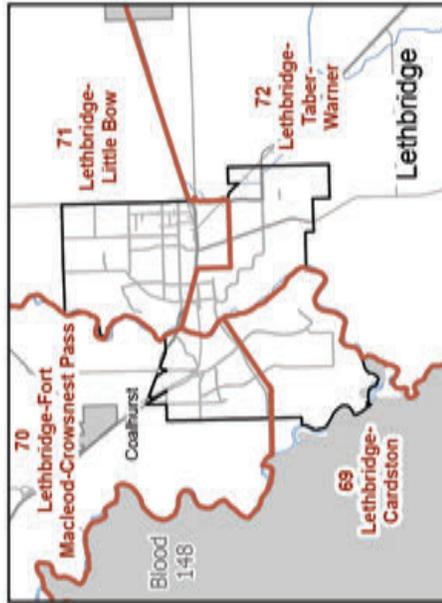
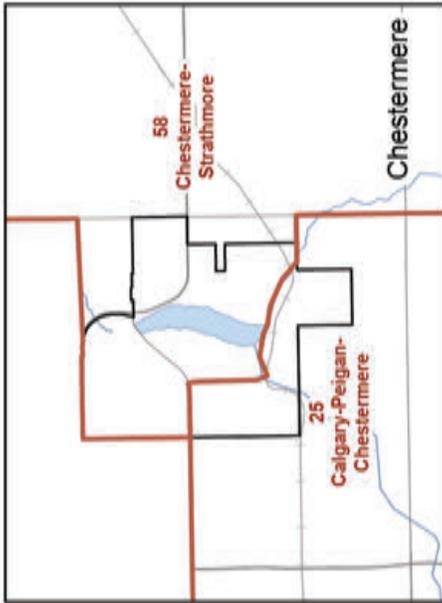


CITY OVERVIEWS

MINORITY PROPOSED PROVINCIAL ELECTORAL DIVISIONS 2025



Produced: February 2026



2025-2026 Alberta Electoral Boundaries Commission



An independent body established
under Alberta legislation

ISBN: 978-1-988620-35-0