



Northwest
Territories Legislative Assembly

Report of the 1989/90 Electoral District Boundaries Commission Northwest Territories



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Electoral District
Boundaries Commission
Northwest Territories

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Preamble

This Commission was established under the *Electoral District Boundaries Commission Act* S.N.W.T. 1989(1), c.2 with the following statutory duties:

To review the area, boundaries, name and representation of each of the 24 existing electoral districts and submit a report containing its recommendations to the Speaker of the Legislative Assembly.

Upon the recommendation of the Commission, the Commissioner appointed Ms. Margaret Eagle as Secretary to the Commission. We acknowledge her able assistance in organizing the Commission's office and facilitating the public hearing process.

Since the Commission is required to record the representations made at public hearings, the recording services of Gabe's (Verbatim) Reporting Services Ltd. were retained. Ms. Jane Heerema, who is an accredited Court Reporter experienced in the Territorial Court and Supreme Court of the Northwest Territories, was responsible for providing the Commission with such services. We appreciate her timely preparation of authenticated transcripts of proceedings.

The Commission felt that the public should be afforded full opportunity to make oral and written representations. In accordance with Section 9(2) of the Act, the Commission gave public notice of the times and places fixed for any hearings. Notices were published in all newspapers in circulation in the Northwest Territories. The Commission appreciated the need for translation into the Dene and Inuktitut languages. Our Secretary caused posters, pamphlets and notices to be circulated by mail and broadcast by radio.

All information materials prepared by the Commission were distributed to all municipal offices, regional offices of the Government of the Northwest Territories, Chambers of Commerce,

Northwest Territories aboriginal organizations, Members of the Northwest Territories Legislative Assembly, political parties and other interest organizations.

The Commission endeavoured to hold sittings in communities whenever a request was made. However, time constraints did not permit any sittings to be held after December 23, 1989, because of the need to have the report prepared, translated and placed in the hands of the Speaker for consideration at the current sittings of the Legislative Assembly.

As a result of requests made in answer to the public notices and media announcements, the Commission held public hearings in the following communities:

Yellowknife (2)
Iqaluit
Arctic Bay
Igloolik
Inuvik
Hay River
Fort Smith
Fort Resolution
Rae
Rankin Inlet

Scheduled public hearings were not held in Holman and Sanikiluaq. However, arrangements were made to hold a hearing by conference telephone with representatives of Holman. Their representations were recorded by our Court Reporter in the same manner as court applications by conference telephone in the Supreme Court of the Northwest Territories. Holman supplemented its oral representation with a written submission.

Inclement weather prevented the Commission from attending in Sanikiluaq on the scheduled hearing date. Since time constraints did not permit a rescheduling, the community was invited to follow

the same procedure as Holman. However, their representatives declined to make a written submission or oral representations by conference telephone.

Appendix 1 is a list of those who made oral representations to the Commission.

In addition to the oral representations at the public hearings, the Commission received a number of written submissions. Appendix 2 is a list of those who responded with written submissions.

The Commission considered all relevant submissions, whether oral or written and found them helpful in the preparation of its recommendations.

The Commission's recommendations which provide for twenty-four (24) electoral districts or constituencies in the Northwest Territories are set out in Appendix 3. Reasons for our recommendations and consequent realignment of boundaries, as well as name changes, where applicable, are set out in Appendix 4.

In some provincial jurisdictions, the controlling legislation requires preparation and publication of an interim or preliminary report of proposed electoral district boundaries for consideration by the public. We observe that existing legislation in the Northwest Territories does not contemplate such a two-step process. The Legislative Assembly, in its wisdom, may wish to consider an appropriate amendment to existing legislation so that future Commissions can follow such procedure. This process would have assisted the Commission in its mandate.

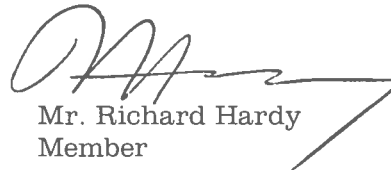
The forgoing with Appendices 1, 2, 3 and 4 constitute our Report which is respectfully submitted at Yellowknife this 22nd day of March 1990. The terms of this Report, including the formal recommendations it contains, reflect the views of the Commission as a whole.



Honourable Justice C.F. Tallis
Chairperson



Ms. Rosemarie Kuptana
Member



Mr. Richard Hardy
Member

List of Witnesses

- Mr. Brian Lewis, MLA, Yellowknife Centre,
Yellowknife
- Mr. Tony Whitford, MLA, Yellowknife South,
Yellowknife
- Mr. Campbell West, Yellowknife
- Mayor Pat McMahon, City of Yellowknife,
Yellowknife
- Mr. John Amagoalik, President, Inuit Tapirisat
of Canada, Ottawa, Ontario
- Mr. Dennis Cunningham, Executive Director,
Baffin Region Inuit Association, Iqaluit
- Mr. P. Keyootak, President, Baffin Region Inuit
Association, Iqaluit
- Mr. Andrew J. Johnson, Iqaluit
- Mr. Dennis Patterson, MLA, Iqaluit, Iqaluit
- Mr. Abe Ookpik, Iqaluit
- Mayor Moses Koonoo, Hamlet of Arctic Bay,
Arctic Bay
- Mr. Charlie Innuaraq, Arctic Bay
- Mr. Jobie Issigaittuq, Arctic Bay
- Mr. Olayuk Nargitarvik, Arctic Bay
- Mr. David Kalluk, Arctic Bay
- Mr. Jayko Tunraq, Arctic Bay
- Mayor Thomas Kublu, Hamlet of Igloolik,
Igloolik
- Mr. Paul Haulli, Deputy Mayor of Igloolik,
Igloolik
- Mayor Paneloo Sangoya, Hamlet of Pond Inlet,
Pond Inlet
- Mayor Jopie Kaermerk, Hamlet of Hall Beach,
Hall Beach
- Mr. Lucien Ukalianuk, Council Member,
Igloolik
- Mr. John Illupalik, Igloolik
- Mr. Solomon Qanatsiaq, Igloolik
- Mr. Mike Michael, Igloolik
- Mr. Peter Awa, Igloolik
- Mr. Louie Uttak, Igloolik
- Mr. David Aqqiaruq, Igloolik
- Ms. Therese Okkumaluk, Igloolik
- Mr. David Angutiqjuaq, Council Member,
Igloolik
- Mayor John Hill, Town of Inuvik, Inuvik
- Mr. Tom Detlor, Inuvik
- Mr. Fred Lamb, Town Councillor, Hay River
- Mayor Dennis Bevington, on behalf of Ms.
Jeannie Marie-Jewell, MLA, Slave River,
Fort Smith
- Mr. Jim O'Reilly, Deninoo Community Council,
Fort Resolution
- Mr. Danny Beaulieu, Council Member, Fort
Resolution
- Chief Robert Sayine, Deninoo Community
Council, Fort Resolution

Mr. Cecil Lafferty, Fort Resolution

Mr. Lloyd Cardinal, Fort Resolution

Mr. Tommy Beaulieu, Fort Resolution

Mr. Bill Norin, Fort Resolution

Mr. Norris Beaulieu, Fort Resolution

Mr. Henry Zoe, MLA, Rae-Lac La Martre, Rae

Mr. Eddie Koyin'a, Mayor of Rae and Chairman
of the Dogrib Tribal Council, Rae

Chief Joe Rabesca, Rae Band Council, Rae

Sub-Chief Johnny Nitsiza, Lac La Martre Band,
Lac La Martre

Mr. Dan Marion, Hamlet Councillor, Hamlet of
Rae-Edzo, Rae

Mr. Joe Migwi, Hamlet Councillor, Hamlet of
Rae-Edzo, Rae

Mr. Peter Ernerk, MLA, Aivilik, Rankin Inlet

Mayor Jackie Nakoolak, Hamlet of Coral
Harbour, Coral Harbour

Mr. Ray Mercer, President, Keewatin Chamber
of Commerce, Rankin Inlet

Mrs. Marie Ernerk, Rankin Inlet

Mr. Michael Ballantyne, MLA, Yellowknife
North, Yellowknife

Mr. Dave Jepson, President, Yellowknife
Chamber of Commerce, Yellowknife

Mr. John Vertes, Vice-President, Yellowknife
Chamber of Commerce, Yellowknife

Mr. Bruce McLaughlin, MLA, Pine Point,
Yellowknife

Mr. Sandy Holmes, President, Ingraham Trail
Association, Yellowknife

Mr. Bernie Little, Yellowknife

Mayor Isaac Aleekuk, Hamlet of Holman,
Holman

Mr. Kane Tologanak, Deputy Mayor of Holman,
Holman

List of Written Submissions

Mr. Brian Lewis, MLA, Yellowknife Centre,
Yellowknife

Mr. Tony Whitford, MLA, Yellowknife South,
Yellowknife

Mayor Pat McMahon, City of Yellowknife,
Yellowknife

Mr. Campbell West, Yellowknife

Mr. John Amagoalik, President, Inuit Tapirisat
of Canada, Ottawa, Ontario

Mr. Pauloosie Keyootak, President, Baffin
Region Inuit Association, Iqaluit

Mr. Dennis Patterson, MLA, Iqaluit, Iqaluit

Mr. Andrew J. Johnson, Iqaluit

Mr. John Illupalik, Igloolik

Iqaluit Chamber of Commerce

Mayor John Hill, Town of Inuvik

Hamlet of Holman

Town of Hay River

Ms. Jeannie Marie-Jewell, MLA, Slave River,
Fort Smith

Mr. Henry Zoe, MLA, Rae-Lac La Martre

Yellowknife Chamber of Commerce

Mr. Sam Gargan, MLA, Deh Cho, Fort
Providence

Hamlet Council of Rankin Inlet

Mr. Peter Kritaqqilluk, Speaker, Keewatin
Regional Council

Hamlet Council of the Hamlet of Chesterfield
Inlet

Hay River Chamber of Commerce

Mr. Evano Aggark, Arviat

Mr. Kerry Parks, Yellowknife



Mr. Sandy Holmes, President, Ingraham Trail
Association, Yellowknife

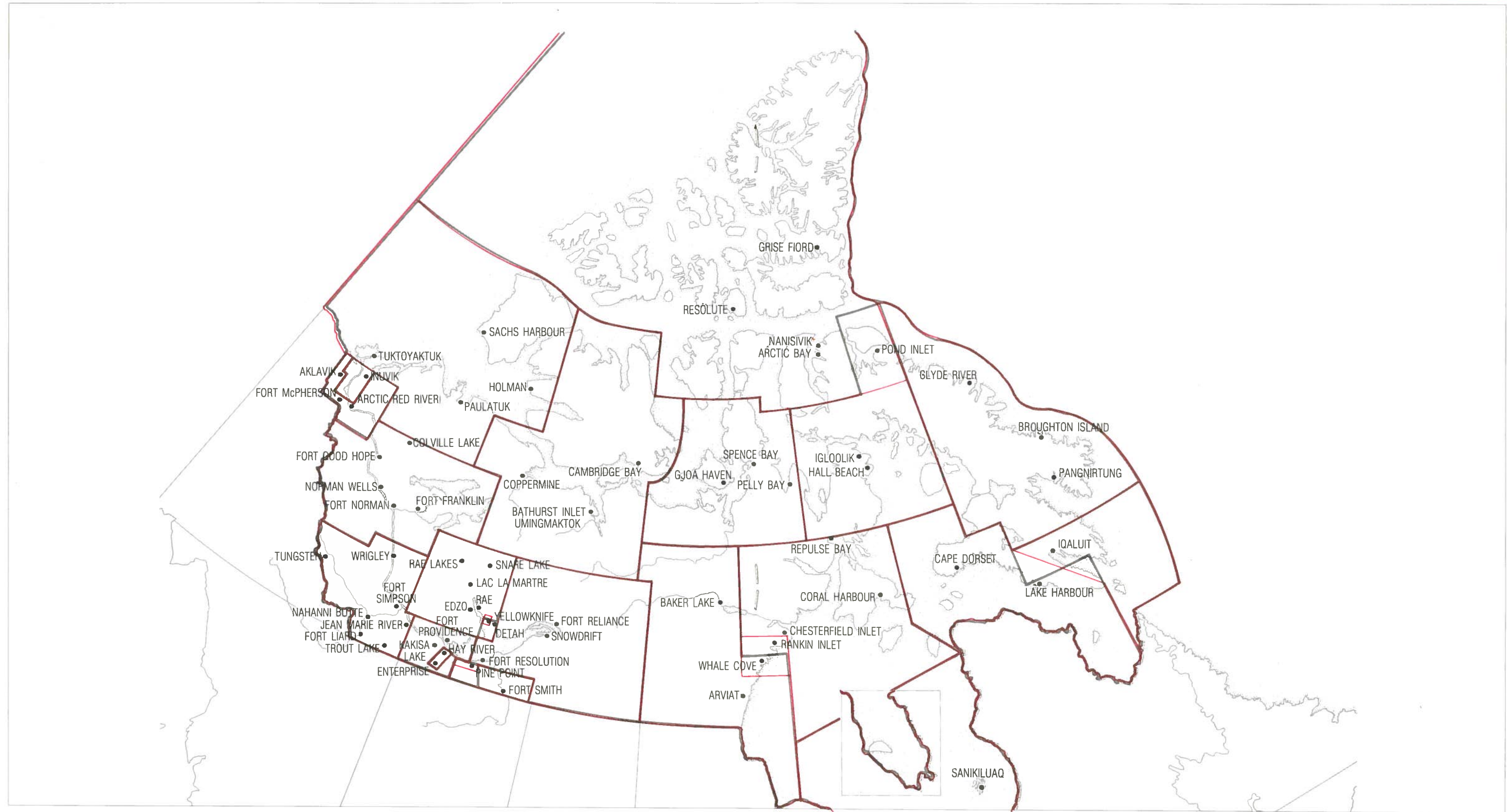
Mr. Bruce McLaughlin, MLA, Pine Point,
Yellowknife

Mayor Jackie Nakoolak, Hamlet Council of
Coral Harbour

Mayor P. Kattuk, Hamlet of Sanikiluaq

Schedule "A"
 Existing and Proposed Electoral Districts
 Northwest Territories
 March 1990

Existing electoral boundaries 
 Proposed electoral boundaries 



Recommendations

The Commission recommends that the number of electoral districts for the Northwest Territories remain at twenty-four (24) as shown on the map forming part of this Appendix (Schedule "A"). We propose that the electoral districts be named and described as follows:

1. **High Arctic:** the boundary located at 82° 00' W longitude and 74° 15' N latitude changes to 73° 00' W longitude and 71° 15' N latitude. Refer to Schedule "B".
2. **Nunakput:** no change.
3. **Inuvik:** no change.
4. **Mackenzie Delta:** no change.
5. **Sahtu:** no change.
6. **Nahendeh:** no change.



Schedule "B"
Proposed Electoral Districts for
Amittuq and High Arctic
Northwest Territories
March 1990



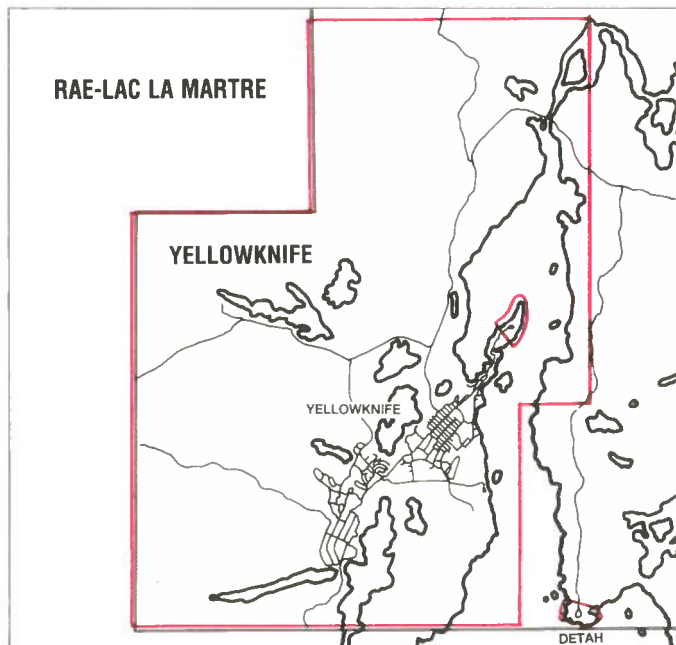
Schedule "C"
Proposed Electoral Districts for
Deh Cho, Thebacha and TuNEde
Northwest Territories
March 1990

7. Deh Cho: the northeastern boundary at 60° 30' N latitude and 115° 15' W longitude extend in a northerly direction to approximately 60° 40' N latitude. Refer to Schedule "C".

8. Hay River: no change.

9. Thebacha¹: to expand its western boundary at 61° 00' N latitude and approximately 113° 46' W longitude to include that area from 60° 40' N latitude and 115° 00' W longitude, following and including the northern boundary of the Wood Buffalo National Park. Refer to Schedule "C".

10. Tu NEde: to expand its southwest boundary at 61° 00' N latitude to include the area from 115° 15' W longitude and approximately 60° 40' N latitude to approximately 113° 26' W longitude, following the northern boundary of the Wood Buffalo National Park. Refer to Schedule "C".



Schedule "D"

Proposed Electoral Districts for North Slave and Yellowknife Northwest Territories
March 1990

11. North Slave²: its boundary is expanded to include Lot 500, located on Latham Island in Yellowknife, Detah and the lakes adjacent to the Ingraham Trail. Refer to Schedule "D".

12. Yellowknife North: see Schedule "D" and "E" for reference.

13. Yellowknife Centre: refer to Schedule "F" for boundaries.

14. Yellowknife South: refer to Schedule "G" for boundaries.

15. Yellowknife Frame Lake: new district; refer to Schedule "F" for proposed boundaries.

16. Kitikmeot West: no change.

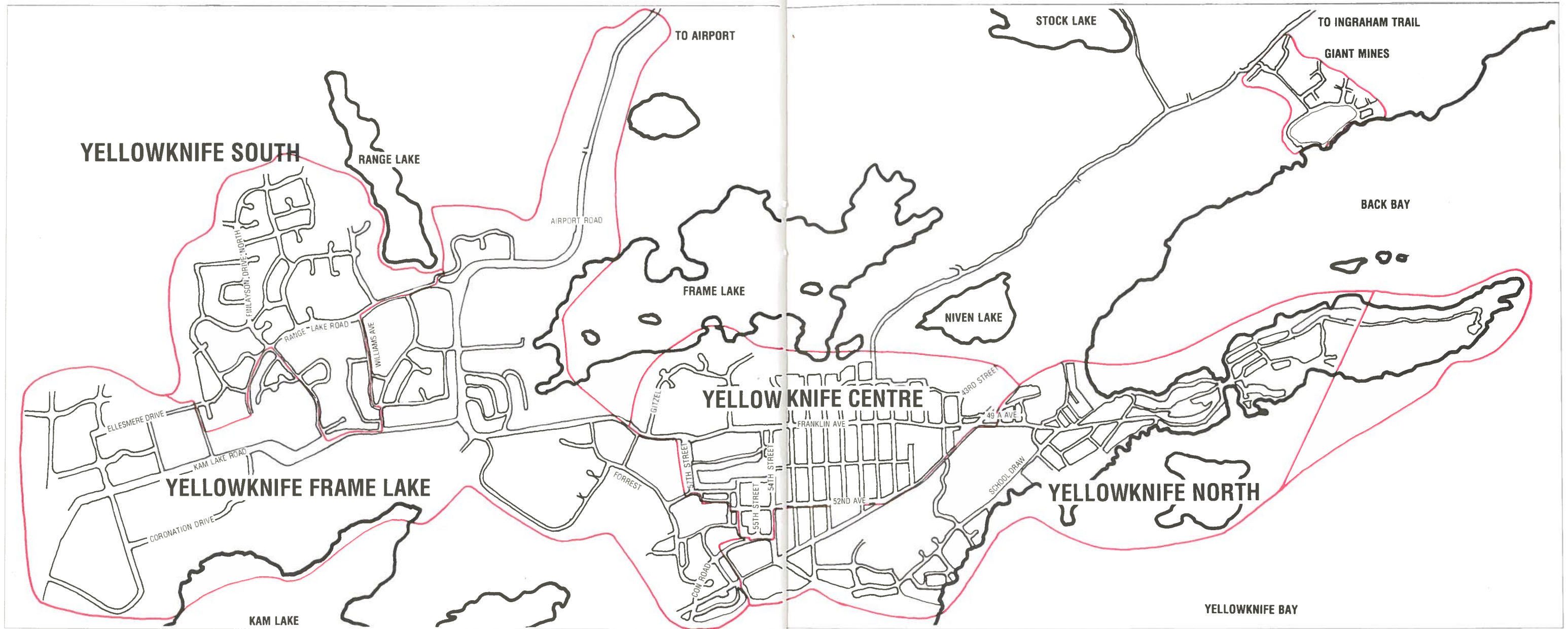
17. Natilikmiot: no change.



Schedule "H"

Proposed Electoral Districts for Kivallivik, Aivilik and Keewatin Central Northwest Territories
March 1990

18. Kivallivik: no change, with the exception of its eastern boundary at 62° 30' N latitude which changes to 61° 70' N latitude and 93° 10' W longitude to 90° 00' W longitude. Refer to Schedule "H" for proposed changes.



Schedule "E"
 Proposed Electoral District of
 Yellowknife North
 Northwest Territories
 March 1990

Schedule "F"
 Proposed Electoral Districts of
 Yellowknife Centre and Yellowknife Frame Lake
 Northwest Territories
 March 1990

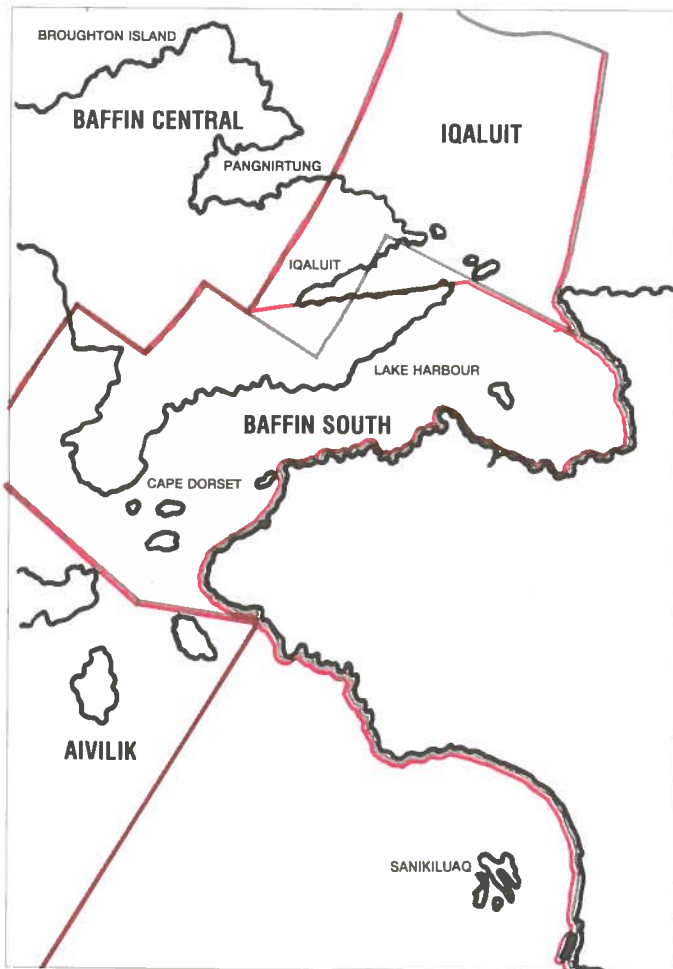
Schedule "G"
 Proposed Electoral District of
 Yellowknife South
 Northwest Territories
 March 1990

19. Aivilik: remains the same, with the exception of its southwestern boundary at 93° 10' W longitude and 62° 30' N latitude which changes to 93° 10' W longitude and approximately 63° 00' N latitude to 90° 00' W longitude. Please refer to Schedule "H" for recommended boundaries.

20. Keewatin Central: recommended new district; to consist of the area from 93° 10' W longitude and approximately 63° 10' N latitude to 90° 00' W longitude and 61° 70' N latitude, consisting of the communities of Rankin Inlet and Whale Cove. Refer to Schedule "H".

21. Amittuq: the proposed boundary is that of 87° 00' W longitude and 71° 15' N latitude to 73° 00' W longitude and 67° 00' N latitude. Refer to Schedule "B".

22. Baffin Central: no change.



Schedule "I"

Proposed Electoral Districts for Baffin South and Iqaluit Northwest Territories March 1990

23. Baffin South: to expand its boundaries to include the geographical area of the electoral district of Hudson Bay and to extend the boundary at 63° 00' W latitude and 70° 00' N longitude in an easterly direction and the boundary at 63° 00' W latitude and 65° 30' N longitude in an easterly direction. Refer to Schedule "I" for proposed changes.

24. Iqaluit: minor changes; refer to Schedule "I" for recommended changes.

¹ We recommend that the request to change the name of the existing electoral district of Slave River to Thebacha be adopted.

² We recommend that the requests made to change the name of the existing electoral district of Rae-Lac La Martre to North Slave be adopted.

Population Estimates as of June 1989 by Proposed Revised Electoral Districts

Electoral District	Community	Estimated Population
Aivilik	Repulse Bay	465
	Chesterfield Inlet	316
	Coral Harbour	537
Amittuq	Hall Beach	485
	Igloolik	937
Baffin Central	Broughton Island	473
	Clyde River	498
	Pangnirtung	1,087
Baffin South	Lake Harbour	350
	Cape Dorset	967
	Sanikiluaq	488
Deh Cho	Fort Providence	590
	Kakisa	28
	Hay River Reserve	181
Hay River	Hay River	2,885
	Enterprise	58
	Paradise Gardens	42

Electoral District	Community	Estimated Population	Electoral District	Community	Estimated Population
High Arctic		1,998	North Slave		2,530
	Pond Inlet	909		Rae-Edzo	1,431
	Arctic Bay	554		Lac La Martre	434
	Grise Fiord	52		Rae Lakes	221
	Resolute	164		Snare Lakes	126
	Nanisivik	319		Detah	136
				Lot 500 ¹	182
Inuvik		2,773	Nunakput		1,701
Iqaluit		3,126		Holman	335
Keewatin Central		1,670		Paulatuk	251
	Rankin Inlet	1,440		Sachs Harbour	145
	Whale Cove	230		Tuktoyaktuk	970
Kitikmeot West		2,090	Sahtu		2,028
	Bathurst Inlet	16		Colville Lake	52
	Cambridge Bay	1,065		Fort Franklin	520
	Coppermine	945		Fort Good Hope	589
	Bay Chimo	64		Fort Norman	365
				Norman Wells	502
Kivallivik		2,402	Thebacha		2,526
	Arviat	1,321		Fort Smith	2,512
	Baker Lake	1,081		Salt River (Plains)	14
Mackenzie Delta		1,586	Tu NEde		749
	Aklavik	762		Fort Reliance	11
	Arctic Red River	114		Fort Resolution	498
	Fort McPherson	710		Snowdrift	256
				Pine Point	0
Nahendeh		1,798	Yellowknife Centre²		3,336
	Wrigley	170	Yellowknife Frame Lake³		3,343
	Fort Liard	415	Yellowknife North⁴		3,341
	Fort Simpson	1,000	Yellowknife South⁵		3,366
	Jean Marie River	67			
	Nahanni Butte	88			
	Trout Lake	58			
Natilikmeot		1,651			
	Spence Bay	564			
	Pelly Bay	345			
	Gjoa Haven	742			

¹ Statistics obtained from the City of Yellowknife Census '89 Final Report.

² Ibid.

³ Ibid.

⁴ Ibid.

⁵ Ibid.

Reasons

The Commission recognizes that the drawing of constituency or electoral district boundaries for the effective representation of people in the Legislative Assembly is a difficult task. Many of the people appearing before us stressed the unique nature of this vast territory and discussed the special circumstances that are well known to all members of the Commission.

Although the Northwest Territories has a land mass of approximately 3,379,683 square kilometres, it has a population of about 52,300. Within this vast region, there are many different cultures and people. There are communication and transportation problems that do not exist in many southern regions. There are ongoing discussions with respect to the creation of two separate territories as well as sensitive land claims negotiations that may create boundaries or division lines for the “east” and “west”. This became clear from the competing positions advanced at the public hearings and in the written submissions. We found no simple solution to our task given the special factors and circumstances that must be weighed and considered in this jurisdiction.

The statutory directions to this Commission in Section 10 of the Act read:

“The Commission, in preparing a report, shall take into consideration:

(a) geographic and demographic considerations, including the sparsity, density or rate of growth of the population of any part of the Territories and the accessibility, size or shape of any part of the Territories;

(b) any special community or diversity of interests of the inhabitants of any part of the Territories;

(c) the means of communication among various parts of the Territories;

(d) the maximum number of members of the Legislative Assembly authorized by the *Northwest Territories Act* (Canada); and

(e) *any other similar and relevant factors that the Commission considers appropriate. (Our emphasis.) (S.N.W.T. 1989(1), c.2)”*

As an initial matter we observe that this legislation does not establish a constituency population quotient for legislative seats. This differs from federal legislation respecting constituency boundaries and the legislation of a majority of the provinces that provides for the establishment of a constituency quotient from which there may be a variance (e.g. +/- 25%) with greater deviation if extraordinary circumstances exist.

Although the existing legislation of the Northwest Territories does not focus on voter “parity”, we have considered the principle of representation by population when weighing other relevant considerations. Section 3 of the Canadian Charter of Rights and Freedoms is relevant - if deviation from the principle of voter equality becomes too large, then one’s vote may be debased to the point where it cannot be justified by special circumstances and considerations.

With the above background we address the following issues that emerged from the submissions to us.

1. Number of Electoral Districts

We recommend retention of 24 electoral districts. Although existing legislation permits an increase to 25 or a decrease from the existing 24, we conclude that the status quo should be maintained at this critical time in the political history of the Northwest Territories. The Legislative Assembly does not operate under a party system of representative government. There are 13 members from the “West” and 11 members from the “East”. We give effect to the persuasive

submissions advanced in favour of maintaining this balance.

We were invited to consider establishment of members at large but conclude that such membership in the Legislative Assembly is not provided for in existing legislation. Since this is beyond our mandate, we make no further comment.

2. Pine Point

With closure of the mine and Town of Pine Point this electoral district must be eliminated.

3. Consequences of the Elimination of the Pine Point Electoral District

As a result of the elimination of the Pine Point district, it will be necessary to reallocate the geographical area that it covered. Public hearings to deal with this matter were held in Hay River, Fort Resolution and Fort Smith. Additionally, the Members for Pine Point, Slave River and Deh Cho made written submissions.

Having considered all of the views put forward, we recommend that the boundaries of Tu NEdE be expanded westerly to 115° 15' longitude and southerly to the northerly boundary of Wood Buffalo National Park; the boundaries of Deh Cho, for that area lying between 115° 15' longitude and 115° longitude, be expanded northerly to the boundary of Wood Buffalo National Park; and the remainder of the district be incorporated into Slave River.

4. Yellowknife City

We conclude that Yellowknife City should receive an additional seat. Although any increase in representation for Yellowknife City was resisted by some citizens, we find that Yellowknife is under-represented with only three members in the Legislative Assembly. In placing additional emphasis on the principle of representation by population, we observe that an increase to four seats will not disturb the balance that was stressed by so many speakers including elected members. Although this increase to 4 seats does not give full effect to voter equality advanced by citizens seeking 5 seats for Yellowknife, we are satisfied that 4 members will give effective representation to the citizens of Yellowknife at this stage in the political history of the Territories.

Each of the proposed Yellowknife electoral districts effects a more equitable representation based on the population of each district.

We have realigned the electoral district of North Slave (formerly Rae-Lac La Martre) to include the geographical area occupied by residents of Detah, Lot 500 and Ingraham Trail area. The majority of these residents share community of interests including many of the attributes of a rural constituency.

5. High Arctic and Amittuq

The boundary of High Arctic electoral district is extended to include Pond Inlet because of their common socio-economic ties with Arctic Bay. As a consequence of this realignment, the electoral boundaries of Amittuq will now essentially embrace the communities of Igloolik and Hall Beach. Our recommendation gives effect to the submissions put forward by representatives of Arctic Bay, Igloolik, Pond Inlet and Hall Beach.

6. Keewatin Central

We recommend that Kivallivik and Aivilik electoral districts be realigned to create three electoral districts with the third named Keewatin Central. This conclusion gives effect to the submission by Rankin Inlet Hamlet Council, Keewatin Regional Council, Chesterfield Inlet Hamlet Council, Coral Harbour Hamlet Council and individual submissions.

7. Hudson Bay and Baffin South

We recommend that Hudson Bay and Baffin South be amalgamated into one electoral district - Baffin South. We observe that the existing district of Hudson Bay has a population of only 457 with approximately 227 eligible voters. Disparity in voting power on the basis of special circumstances has its limits and in the light of current jurisprudence the existence of a separate electoral district for Hudson Bay can no longer be justified. Given the required emphasis that must be placed on population base, this factor is not outweighed by the special problems of travel and communication.

Sanikiluaq community is generally serviced out of government offices in Iqaluit. It is a member of the Baffin Region Inuit Association. Effective representation for this small community may require additional funding for the member of Baffin South but this matter can be addressed by the Legislative Assembly. We have no doubt that areas of other electoral districts are in similar straits. And finally, we observe that amalgamation of Hudson Bay with Baffin South maintains the balance between east and west because of our

recommendation creating three electoral districts in the geographical area encompassed by the electoral districts of Kivallivik and Aivilik.

8. Iqaluit

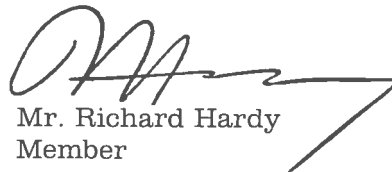
We recommend minor changes to the boundary of this constituency to embrace certain camps and areas presently in Baffin South but which are closely linked with Iqaluit. These changes were proposed by the member of Iqaluit in consultation with the member for Baffin South.



Honourable Justice C.F. Tallis
Chairperson



Ms. Rosemarie Kuptana
Member



Mr. Richard Hardy
Member