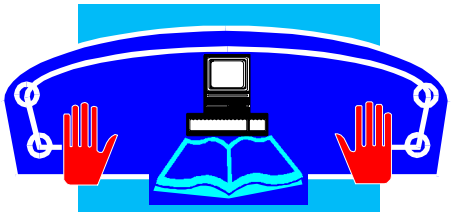

Community Government And Regionalism In The Northwest Territories

Type of Study: Policy Material/related Library

Date of Report: 1980

Author: Special Representative For Constitutional Development

Catalogue Number: 9-5-382

Working Paper

Report of the Honorable C.M. Drury Special Representative to the Prime Minister for Constitutional Development in the Northwest Territories

Community Government
and Regionalism
in the
Northwest Territories
January 1980

Number six of 8 working papers

COMMUNITY GOVERNMENT AND REGIONALISM IN THE NORTHWEST TERRITORIES

A Working Paper
Office of the Special Representative
for Constitutional Development
in the Northwest Territories
January, 1980

COMMUNITY GOVERNMENT AND REGIONALISM IN THE NWT

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COMMUNITY GOVERNMENT AND REGIONALISM IN THE NWT

This working paper outlines the structures and functions of community government and regionalism in the NWT and gives some indication of the problems and issues inherent in the current system. The paper has been prepared by staff members of the Office of the Special Representative and served as background information for the analysis, conclusions and proposals made by the Special Representative in his Report to the Prime Minister. The paper is based on research carried out by the O.S.R., studies undertaken on behalf of the O.S.R. and proposals made to the Special Representative by various groups in the NWT (See Appendices 17 and 18).

The report, Community Government and Regionalism in the NWT has been organized into three main parts. Part A provides a review of the current functioning of government at the community level together with a brief outline of the development of the current structures and responsibilities. Attention is also focused on the financing of local services in an attempt to isolate the degree of local financial discretion, as a measure of political authority and autonomy. This part concludes with a description of a number of factors unique to the Northwest Territories which were seen by the Special Representative

as being particularly important determinants on issues or problems identified by himself and others in the NWT.

Part B describes the current emerging regional character of the NWT and the regional institutions and community groupings now in various stages of development. Factors influencing the development of regionalism are detailed.

Part C outlines the issues or problems inherent in the current system which the Special Representative identified during the two years of his mandate. The issues outlined do not reflect all the issues raised with him but are an independent assessment of the main problem areas. The conclusions of the Special Representative do not form a part of this working paper but are contained in his Report to the Prime Minister.

A. COMMUNITY GOVERNMENT IN THE NWT

1. The Development of Community Government Institutions and Policies

The first formal local institutions were created in the NWT in 1899 and 1921 when Treaties 8 and 11 were signed with the Indian people of the Mackenzie Valley. Prior to the signings and the establishment of the chief and band council model of Indian government, the Dene did not have political institutions comparable to the municipal model of Southern Canada. Because no treaties were ever made with the Inuit, and because they were not brought within the framework of the Indian Act they never did develop an institutionalized system for electing leaders and taking community decisions. This is not to say that there did not exist among the Dene and Inuit peoples ways. of governing themselves at the local level prior to the introduction during the 1950's and 1960's of the municipal form of local government.

Traditionally in Dene and Inuit society the extended family was the basic unit of organization. In these semi-nomadic family groupings characteristic of both cultures, the leaders or headmen were usually the best and most respected

hunters. While no formal mechanisms existed to enforce the headmen's decisions, his leadership rested on the accepted recognition by the group of his wisdom, superior skill, and judgement in providing for the group and in acting as spokesman in dealing with other groups.

The traditional form of local decision-making involved group deliberation until a consensus was reached with the headman articulating the group decision and the group itself generally involved in the execution of the decision. Individual band members had direct access to the headman who kept in constant and direct consultation with band members. The family groupings were relatively isolated units with the result that major decisions affecting the welfare of the group were taken locally by the group without reference to other groups or higher authorities.

native people still living in small groups in the bush and on the barrens, lasted until the 1950's. It was during the 1950's that the northern fur economy collapsed and the federal government began providing health and welfare measures, as well as assisting with housing and education programs in the NWT. New government facilities were established in the settlements and native people were

encouraged to move from a life on the land into communities on a more permanent basis. At the same time, people were moving north from southern Canada. in increasing numbers, a large portion of these to help administer the new government programs. A more formalized system of community government was seen to be required.

Municipal government, derived from southern Canada, was the natural choice of southern Canadians for local government in the communities. While Yellowknife had been designated an Administrative District by the Commissioner in Council in 1939, and Hay River a Local Improvement District in 1949, it was not until 1953 that the Territorial Council passed the Municipal District Ordinance which provided the first legal framework for all municipalities.

At the same time during the 1950's, the Federal Government began sending Northern Service Officers (NSO's) into communities to educate the people in the need, skills and organizational structures required for local municipal government. Initially the officers began by appointing advisory councils to advise them on community matters. The advisory councils had no powers but were seen to be the beginning of local participation in community government. After a few years some of the advisory councils began electing their members.

In 1963 the Territorial Council amended the Municipal District Ordinance, renaming it the Municipal Ordinance. The amended ordinance provided for two levels of self-administered local government, the village and town. Below the village level all councils were advisory and did not have powers of self-government. Other municipal levels, such as development areas and local improvement districts could be designated by the Commissioner for purposes of taxation, but were not designed to foster self-government. By 1964 there were three incorporated communities, the towns of Yellowknife and Hay River and one village, Fort Smith. The remaining fifty-some communities had either advisory councils or lacked any sort of formal organization.

It was during the 1960's that two significant events occurred which reinforced the direction of the evolution of local government along the lines of the municipal model.

In 1966, the Carrothers Commission released its report on the Development of Government in the Northwest Territories which recommended an intensified program for the development of local government, the incorporation of communities and the creation of local community councils. Participation in local government was described as a means to responsible citizenship and experience in local public affairs as a precondition to

the management of public affairs at the territorial and federal levels.

While the Report stressed the importance of the decentralization of government in a territory as vast as the NWT so that local problems could be handled locally, there was limited explicit reference to the existence of the band chief and council system of government except to indicate that: "In settlements in the west which are predominantly Indian, where residents are accustomed to a form of government through elected or hereditary chiefs it should be a comparatively straightforward matter to adopt the system of the local council" (1) . No mention was made of adaptions to the municipal form of government to incorporate traditional native methods of choosing leaders or making decisions. The jurisdiction foreseen for the local level was the traditional one of municipal services. The one departure from the southern model was the suggestion that the ability of communities to raise their own revenue should not be a precondition to incorporation.

The second significant development in the 1960's was the physical transfer of the Government of the Northwest Territories from Ottawa to Yellowknife in 1967 and the

(1) Report to the Minister of Northern Affairs and National Resources, Advisory Commission on the Development of Government in the Northwest Territories (Chairman A.W. R. Carrothers) , 1966, p. 194.

progressive take-over of responsibilities by the territorial administration from the Federal Government. The Territorial Department of Local Government was formed in 1967 to assist in the implementation of Dean Carrother's recommendations. The Department revised the existing classification to include an intermediate level between advisory council and village council. In 1969 the Territorial Council passed the Hamlet Ordinance to provide for this first level of incorporation. At the same time the Municipal Ordinance was amended to provide for the addition of City status at the top end of the scale. The advisory councils in the Settlements could now, in theory, become incorporated as Hamlets and in time if their population, experience and tax base grew progress through village and town status and possibly some day become cities. The Hamlet Ordinance was repealed in 1974 and the Municipal Ordinance amended. to include Hamlets.

To implement the GNWT policy of developing local councils, the Department of Local Government field development officers and settlement managers began training community residents in the processes and skills of municipal government. Emphasis was placed on the acquisition of knowledge of the structures and functions, as well as the processes of local government, such as holding elections, conducting

meetings, establishing committees , setting budgets , handling expenditures, raising revenue, planning municipal land use, passing and implementing by-laws and so on. Local residents acting as settlement secretaries understudied the jobs of GNWT settlement managers with the objective of replacing them and becoming employees of the new hamlet councils. Since many of these GNWT employees had dual roles to perform - manage the community and at the same time train local citizens their roles as development officers often become secondary. It was not until 1972 that a formalized training program for local councillors and their staff was undertaken by the Training and Development Division of the Department of Local Government.

During the early 1970's, GNWT employees actively encouraged communities to become incorporated municipalities, initially to form hamlet councils and take over management of the day-to-day operation of the communities. The emphasis of the new Territorial Government was two-fold: the provision of community infrastructure such as municipal services and housing, and secondly, the development of administrative expertise within the communities so that the services could be managed and operated locally. The local councils were viewed, and continue to be, by many GNWT employees as agents of the Government of the NWT carrying out government programs at the community level.

The 1970's have also been a time when numerous other local government structures have formed. Numerous federal and territorial government departments have sought to have local input into the management of their programs by promoting the formation of specialized community committees liaising directly with them. Appendix 4 gives an indication of the number of these committees now in existence.

The growth of community government structures in the NWT, while a recent phenomenon, has been at a speed unprecedented in Canada. In 1966 at the time of the Carrothers Report there were a few advisory councils and four municipalities. Since that time the number of different structures designed to assist in the handling of local concerns at the community level has mushroomed. Not only are there 25 incorporated municipalities ranging from hamlet to city plus an additional 18 settlement councils, but also innumerable special purpose advisory committees, band councils and, most recently, regional councils.

In sum, while in the south, municipal political processes and institutions evolved over many years to meet the needs of the citizens, in the north, a comprehensive system of local government has been centrally planned and largely implemented in the 12-year period since the Carrothers

Report. This system has in some cases overlain the indigenous cultures and their forms of traditional leadership and local decision-making, and to some extent still remains foreign to many native people.

2. Structures and Functions of Community Government Institutions

In general, public issues at the local level are dealt with in three main forums:

Municipal Councils

Special Purpose Committees

Band Councils

Municipal Councils

The current system of local government is hierarchical with communities progressing through the system, assuming increased authority and responsibility as their populations increase, they become more capable of managing their own affairs and their revenue bases increase. The five levels or stages of government are settlement, hamlet, village, town and city. All levels, except unorganized communities and settlements, are classed as municipal and are established pursuant to the Municipal Ordinance. The following table presents a summary of local government structure by type, number, population and proportion of total NWT population:

Population Summary (Dec. 31, 1978)

Type of Community	No. of Communities	Total Population	% of NWT Total Population (46,386)
1. Unorganized		1,487	3.2
2. Settlements	26	9,451	20.4
3. Hamlets	18	11,260	24.3
4. Villages	2	3,773	8.1
5. Towns	4	10,446	22.5
6. City	1	9,981	21.5
TOTAL	51	46,398	100.0

Source: Government of the Northwest Territories

Of the total NWT population, over half live in the smaller communities, namely the 46 settlements, hamlets and villages, most of which have populations under 1000. Furthermore, the majority of the residents of these communities, a full 80%, are native peoples. Appendix 1 lists the communities in the NWT, their classifications and populations.

Settlements are the first level of organized community government in the NWT. Neither settlements nor hamlets, the second level, are required to raise any of their operating revenue through taxation. Settlement councils are not incorporated and as a consequence are not required to follow the provisions of either the Municipal Ordinance or the Societies Ordinance. In practise the Municipal Ordinance is used as a guide, although the structures adopted and procedures

followed by the councils vary considerably from settlement to settlement.

Settlement councils are primarily advisory bodies to the Government of the Northwest Territories, although in recent years more are taking on administrative functions. Municipal services in settlements are financed by the GNWT and can be operated and/or contracted by the Settlement Council. Settlement councils are not legal bodies and cannot, as a consequence, enter into legally binding contracts. Settlement employees such as the settlement secretary and the settlement maintenance personnel are GNWT public servants who may or may not be seconded to the settlement councils.

Hamlets, like villages, towns and the city are incorporated and established pursuant to the Municipal Ordinance. The Ordinance prescribes the size of councils for the communities, the proceedings to follow related to the functioning of the councils and the powers accruing to the councils. Appendix 2 outlines the various levels and their characteristics. Hamlet councils are able to enact bylaws and resolutions, hire their own staffs and enter into contracts for the provision of essential services. Hamlets, in fact, represent the main adaptation of the southern model to the

northern situation in that, although they function as incorporated municipalities, they are not required to have a property tax base. Operating budgets and priorities for capital expenditures are planned jointly by the councils and regional GNWT staff. Headquarters staff in Yellowknife have final approval of both budgets and capital expenditures . Authorities and powers of hamlet councils, like those of settlement councils relate primarily to the physical operation of the communities .

A settlement may achieve hamlet status by means of a petition sent to the Commissioner by 25 residents of the community. In the early 1970's it was the policy of the GNWT to actively encourage the movement from settlement to hamlet status. If a petition was received, the settlement automatically qualified for incorporation. The GNWT now focuses on training programs for settlement councils and staff and an evaluative process to determine whether the majority of the residents wish to and are ready to take on the additional responsibility of becoming incorporated as a hamlet. The emphasis of the process is to determine with the residents whether the concerns of the community will be met by becoming a hamlet.

The move from one stage to another at the village, town and city levels depends primarily on the community's

population and tax base. A similar evaluative and educative process to the one instituted when a change to hamlet status is requested 'also takes place. Appendix 2 details the difference between the three levels. Besides having the same legislative powers as hamlets to enact by-laws and resolutions, villages, towns and cities can buy and sell property, levy property taxes and borrow money for local improvements through raising debentures. 'In practice, villages must consult and get approval from the GNWT, particularly in the area of setting their budgets, while the towns and city set their own budgets and do not require GNWT approvals for most of their actions. The four towns and the City of Yellowknife are, as a consequence, the most autonomous forms of municipal government in the NWT .

One of the two villages, all four towns and the city, the most advanced of the urban centres, are located in the Western Arctic. Appendix 3 indicates that 63.6% of the NWT population, or 29,497 people, live in the Western Arctic below the treeline, and approximately three-quarters of these live in these six centres. In contrast, in the Eastern Arctic where 16,901 people, or 36% of the NWT population, lives, the majority (84%) lives in the small hamlets , settlements and unorganized communities. The

rest of the population lives in the one village, Frobisher Bay.

Special Purpose Committees

In addition to the elected councils in the communities, there is a vast array of special purpose committees, which have been established by the program departments of the GNWT, and directly or indirectly by the federal government, private industry or even the communities themselves. These committees are advisory in nature, liaise directly with the senior institution and deal with a wide variety of local services ranging from housing and social services to education and the protection of and use of the wildlife.

Some of the committees flow from individual pieces of legislation, others have been established informally by the two senior governments. Appendix 4 lists some of the major special purpose committees existing in the NWT which have an effect on community life.

Of the GNWT-sponsored committees the more important are the Education Advisory Committees, the Hunters' and Trappers' Associations, the Housing Associations and the various social services committees. These "core" committees are described in Appendices 5 to 9 with their structures, responsibilities and accountability outlined in detail.

In general, the committees liaise directly with the GNWT program department in either the regional or headquarters office and are not directly accountable to the community council or citizens.

The local education authorities are organized into a three-level hierarchy as defined in the Education Ordinance. The first level, the Community Education Committee, has advisory responsibilities only. The second level, the Community Education Society has advisory and some administrative functions primarily related to the operation and maintenance of the educational facilities in the community. The third level, the Board of Education, has full fiscal responsibility for the management of the education program including the operation of the facilities and the hiring of teachers and staff. (See Appendix 5.)

In the NWT there exist two Boards of Education in Yellowknife, two Community Education Societies in Rae-Edzo and Eskimo Point and 43 Community Education Committees. The majority of the education authorities, therefore, function at the advisory level. To become a Community Education Society, 50 voters in the community must request the changes. To become a Board of Education, 50 voters must again request the change, the existing authority must have been a Community Education Society

for at least two years and there must be rate payers living in the community, the majority of whom favour the Board's establishment. As is common in Southern Canada, local autonomy in education matters is linked to the ability of the community to contribute towards the cost of the education services.

There are 43 Hunters' and Trappers' Associations (H.T.A. 's) which represent the interests of people who depend on hunting or trapping for all or part of their livelihood. In practical terms the membership is restricted to holders of General Hunting Licences. The associations function as consultative bodies for the GNWT Wildlife Officers with respect to the management and regulation of wildlife. During the past three years the associations were called upon for their input into the drafting of the new Wildlife Ordinance which came into effect in July 1979. Appendix 6 outlines the structures and functions of the H.T.A. 's. and indicates there is no direct reporting relationship between the associations and the community councils but rather the linkages are with officials of the GNWT Department of Natural and Cultural Affairs.

Housing Associations have been established pursuant to the Housing Corporation Ordinance in 46 of the 51 communities in the NWT. Housing Associations are usually composed

of tenants of public and low cost housing units and are responsible for the operation and maintenance of the units. The associations have both advisory and administrative responsibilities (See Appendix 7). They have not been used as a consultative group by the CMHC or the NWT Housing Corporation to ascertain the preferences of the people in housing designs or suggestions for changes and/or improvements in housing policies in the NWT. Accountability of the associations is to the NWT Housing Corporation.

Numerous social services committees exist in the communities, including, among others, Social Assistance Appeal Committees, Drug and Alcohol Committees, Juvenile Court Committees and Advisory Health Committees. The Social Assistance Appeal Committees (Appendix 8) are established pursuant to the Social Assistance Ordinance with their primary function to hear appeals from citizens with respect to social assistance and to take decisions based on an interpretation of the social assistance regulations. The committees have not functioned as policy groups passing back to the GNWT local recommendations for policy changes in the operation of the program.

The primary purpose of the Alcohol and Drug Committees is as a community delivery service of preventive measures

for drug and alcohol problems (Appendix 9). The role the committees play in determining policy at the community level - such as having prohibition, rationing or a controlled liquor outlet - varies with the strength and membership of a particular committee in a particular community. There is little if any input from the committees into policy formulation at the territorial level.

A second grouping of community-based committees exists in the NWT which have been initiated by the federal government and form a direct linkage between various community groups and the senior government. Most federal government departments which have responsibility for funding programs require formalization of groups of people into organizations as a prior condition to receiving funding. The Department of Indian Affairs and Northern Development, for example, encourages the Band Councils to form Band Economic Development Committees in order to qualify for funding designed to assist the bands in planning and managing economic development projects. The Department of the Secretary of State provides grants to groups such as the NWT Native Women's Association and the Native Communciations Society. The Department of Employment and Immigration requires a community group to have been operational for a miniumum of six months prior to applying for funds to manage Canada Works projects.

While many community improvement or service projects funded by Canada Works are administered by the community or band councils , many new groups and committees have also formed to take advantage of the program. These various federally-inspired committees represent another set of community organizations involved in the delivery of services to the residents. The majority of both the GNWT and federally-sponsored community-based committees elect their executives from their memberships under either specific legislation or the Societies Ordinance.

In settlements and hamlets there is not a community committee or elected group officially tasked with providing local input on land use or developments occurring in the surrounding areas (outside the municipal boundaries) . A number of the municipal councils have proposed a two-boundary concept whereby the municipal boundary would be retained and a larger . area of influence of the community would be defined by a second boundary. In this area of influence the councils would have a voice in any developments or exploration work proposed. To date, this concept has not been given serious consideration by the federal government. At the present time, a community may be consulted on developments but all decisions on land use regulations or the issuing of land use permits are taken by DIAND in Yellowknife or Ottawa.

On a more macro level regional advisory committees have been formed in the Beaufort Sea area and Eastern Arctic to provide communities with a mechanism for input into proposed developments and/or exploration in the areas. In addition, there are 21 GNWT Boards with members appointed by the Commissioner, involved in taking decisions that can have some effect on life in the communities. And finally, there are a number of pan-NWT Federal Government Committees such as the NWT Water Board or the Arctic Waters Advisory Committee, with appointed members, which are a part of the water and land use decision-making process. Virtually without exception, these GNWT and Federal Government Boards and Committees hold their meetings in Yellowknife or Ottawa and have an appointed membership composed of bureaucrats representing various government Departments or a combination of bureaucrats and private sector NWT residents. These committees are listed in Appendix 4, Parts C and D.

Band Councils

In addition to all of the above structures, there are 16 band councils in the Mackenzie Valley communities functioning side by side with the municipal councils and special purpose committees. Because the Inuit were not brought within the framework of the Indian Act and treaties were not signed with them, an alternative local political

institution does not exist elsewhere in the NWT. However, the chief and band council model of Indian government was established in the Mackenzie Valley in 1899 and 1921 . with the signing of Treaties 8 and 11. Four bands south of Great Slave Lake; "Hay River, Fort Resolution Snowdrift and the Fitz-Smith Band; were named by Treaty 8; the remaining 12 Bands falling under Treaty 11.

There are now approximately 8,000 registered Indians (as defined by the Indian Act) living in the communities along the Mackenzie River, comprising the sixteen bands (see Appendix 10). Each of the bands choose their band councils, consisting of a chief and from 2 to 12 councillors, according to the custom or tradition of the particular band. Some hold annual elections; some hold elections only when the majority of the band expresses dissatisfaction with the leadership; and in some bands the chieftainship is decided upon the basis of heredity.

The formal powers and authorities of band councils are derived from the Indian Act, particularly Sections 81 and 83. Virtually all the powers specifically detailed in the Indian Act relate to the concept of reserve land. Councils are empowered to pass bylaws in the following areas: health; regulation of traffic; some aspects of

policing; construction and maintenance of roads, bridges, ditches, and other local works; planning and zoning; regulation of water supply; recreation; licensing of merchants ; preservation of game; animal and weed control (Indian Act, RSC 1952, s.81).

In the NWT, there is only one reserve, the Hay River Indian Reserve, which was established by DINA in 1974 for the 273 members of the Hay River Band. The other 15 band councils co-exist in the Mackenzie Valley communities with the municipal councils and community committee structures outlined above. As a consequence there is confusion over what the role is or should be for the band councils in these communities. At the moment, they represent the views of their membership, the status Indians, to the senior governments; they are directly involved in the negotiation of their land claims through the Dene Nation and have an administrative function derived principally from the policy of DIAND of providing ongoing core funding. Using the core funds as a base to set up an administrative centre, some Band Councils have begun to manage job creation projects, alcohol prevention programs, housing construction projects for members, cultural preservation programs and economic development enterprises. Appendix 11 outlines the structure and functions of the band councils.

Since 1967 and the introduction of the municipal system, there now exist two parallel political bodies in the Indian communities. As a consequence, there is both conflict and competition between the two structures. In some of the Mackenzie Valley communities, efforts have been made at the local level to resolve the difficulties created by having both band and community councils. In three predominantly native communities, Arctic Red River, Wrigley and Fort Liard, the band council operates as the settlement council. In six others, there is an overlap of membership with a number of band councillors also serving as councillors on the community council.

In October 1978, the NWT Legislature approved the Department of Local Government paper Directions for the 1980's which recommended passage of permissive legislation which would allow community options for forming joint community councils " with some members being chosen in traditional fashion by. band councils and some members elected by the remaining citizenry of the communiti es which are not band members.

3. Financing Community Government

Most of the funding required for local services is provided by the GNWT under a system of grants and contributions to

community coun ci 1s. As well, some services are operated directly by the senior government. The system of financing local government services has largely come into place in the 12 years since the Carrothers Report with the incorporation of the communities.

The current system of local government divides the communities into tax-based and non-tax-based. The seven tax-based municipalities consist of the Villages of Fort Simpson and Frobisher Bay; the Towns of Fort Smith, Hay River, Pine Point and Inuvik; and the City of Yellowknife. The chief source of revenue for these seven are the residential, commercial and industrial property taxes. In addition, these municipalities raise revenues from the sale of business licences, community service charges, fines, and other licenses and fees. None of the tax-based municipalities have found these sources sufficient for providing levels of service comparable to those in southern Canada.

The following table indicates that, in 1978, property taxes accounted for only 27% of the total revenues of the tax based municipalities, a reflection of the relatively significant role of public housing in the NWT and the limited occurrence of property ownership. If sales of services , revenue from other local sources and grants in

lieu of taxes are included, the total percentage of revenue raised locally by the municipalities rises to 64%.

CONSOLIDATED STATEMENT OF REVENUES
OF THE
SEVEN TAX-BASED MUNICIPALITIES, NWT
December 31, 1978

Taxes	$ 3,841,669	**27.1%**
Sales of Services	1,975,648	**13.9**
Revenue from Other Local Sources	1,609,936	**11.4**
Grants in Lieu of Taxes	1,640,727	**11.6**
Unconditional Transfers	1,301,200	**9.2**
Conditional Transfers	1,700,746	**12.0**
Other Transfers	2,094,048	**14.9**
Total	$14,163,947	**100.0**

Source: GNWT Department of Local Government, 1979

The balance of revenue came through transfers from the GNWT in the form of unconditional grants of $50.00 per capita; road maintenance grants of 40% of the previous year's costs; water/sewer subsidies for truck services; town planning grants of $2,500 annually and recreation grants of $5.00 per capita; and capital grants from the GNWT to cover 50% of the cost of approved road construction projects, with the municipality's share financed through debenture borrowing; and 100% of the cost of approved water/sewer

main trunk line construction. Debentures are financed by a joint GNWT/federal government program.

In the tax-based communities, a portion of the revenue raised locally is contributed towards the costs of education. There are two school boards in the NWT, both in Yellowknife. Approximately 25% of their budgets is derived from the City of Yellowknife, sales of textbooks and rental of facilities. The remaining 75% is provided through an annual operating grant by the GNWT. The six other tax-based municipalities pay an education tax to the GNWT which in turn finances and operates the education facilities in the communities.

The other so-called soft services, besides education, in the municipalities, including ones such as social services, health care, policing and economic development incentives, are largely under the jurisdiction of the GNWT and federal government departments and are financed directly by them.

The remaining 44 communities in the NWT, namely the settlements and hamlets, are classified as non-tax-based and do not levy property taxes. Hamlets have the power to sell permits and licences and to levy fines and fees; settlements do not. The revenue raised locally by the

hamlets accounts for only a small portion of the operating costs of the councils. The following table illustrates this point by specifying the source of revenues for four hamlets .

STATEMENT OF REVENUES OF FOUR HAMLETS

March 31, 1979

	Baker Lake	Eskimo Point	Rae-Edzo	Tuktoyaktuk
Transferred from Surplus	37,908	20,045		36,083
Operating Contribution (GNWT)	510,067	566,815	364,180	394,278
Local Revenues	73,130	78,984	47,368	75,293
TOTAL REVENUE	**621,105**	**665,844**	**411,548**	**505,564**

Source: Department of Local Government, GNWT, 1979

On average, only 12% of these councils' budgets was derived from local revenues with the remainder coming from the surplus carried over from the previous year and the operating contribution from the GNWT. Local revenues were largely comprised of sale of services, licenses, rental of buildings and equipment, bank interest and small miscellaneous grants.

Settlements do not raise revenue locally and have as their main source of income an annual per capita grant of $20.00 per

resident supplied by the GNWT. This grant is to be used for discretionary community purposes, and provides the settlement council with experience in financial management. Municipal services are financed directly by the GNWT. The GNWT also funds 100% of the capital costs of municipal equipment, building and service facilities in settlements and hamlets.

The financing and operation of other community services in the hamlets and settlements, such as education, health care, social services , employment creation and housing, is carried out directly by the various departments of the senior levels of government. As indicated in the previous section, the majority of the community-based special purpose committees play an advisory role and have not been used as vehicles for community management. In any event, with the exception of the local housing associations which manage public housing in the communities, their revenues are derived totally from project grants provided by the GNWT and federal government. Approximately 20% of the budgets of housing associations is raised locally through rental payments by tenants.

It is evident that most communities raise only a small portion of the funds required to provide community services.

The property taxes have been the main source available to the tax-based municipalities and, in October 1978, it was recommended by the NWT Legislature that the property tax be extended as rapidly as possible to all NWT communities. The problem remains that homeownership in the NWT is limited due to the extensive provision of government staff housing and public housing so that there are only a few residential ratepayers in most communities. In Frobisher Bay, with a population of 2,626, for example, there are 80 ratepayers and in Tuktoyaktuk, population 746, there are 26. Th US, the residential property tax as a vehicle for raising revenue locally has limited potential.

Other sources of local revenue have been fines and business licences, municipal service payments and rental fees charged for the use of municipal equipment and facilities. While these fees could be increased and the possibility of a more general policy of user fees examined, these sources too have limited potential for increasing the revenue base.

The fact remains that projecting the future economic base of NWT communities indicates that most will be unable to establish a productive and stable tax base in the foreseeable future from which local revenues can be derived. Even assuming the communities will not experience rapid growth

and that most facilities are in place, thereby minimizing the need for heavy capital expenditures, there is likely to remain a long-term financial dependency of community councils on the senior levels of government.

As a consequence of the fiscal dependence of communities, the GNWT has major influence over local budgetary matters and the budgetary process. While Yellowknife and the towns operate relatively autonomously in the preparation and local approval of their budgets, under the Municipal Ordinance the Commissioner is required to review and approve, or not, the budgets of the villages. Nevertheless, for all tax-based communities, the portion of the budget comprised of grants in lieu of taxes, and conditional and unconditional transfers is established by the senior levels of government on an annual basis. Moreover, approval of capital financing by the GNWT of road construction and sewer lines is required on an annual basis as well as on a project-by-project basis.

In hamlets, the operating contribution is determined annually by the GNWT on the basis of data supplied by the councils. Each spring, hamlet councils submit to the GNWT a detailed document, entitled the Hamlet Contribution, outlining the program and service costs anticipated for the coming year, and the municipal revenues expected to be generated locally.

. The difference between the two, the operating contribution, is provided by the GNWT on a quarterly basis. Expenditure guidelines, provided by the Department of Local Government to the hamlets to assist them in completing their estimates of costs, indicate the GNWT level of financing for the program and service areas. The guidelines specify such things as the classification, salary levels and number of municipal employees permissible, minimum equipment rental rates to be charged, amount of legislative honorariums, number of conferences and conference participants allowed annually, and operating and maintenance costs for buildings and equipment. The Hamlet Contribution document is reviewed by the Department of Local Government at the regional and headquarters levels and approved by the Director of Local Government. After the amount of the operating contribution has been determined, hamlet councils are free to strike a budget (consisting of the operating contribution and local revenue) that reallocates between funded areas to reflect more accurately the council's expenditure priorities.

If a hamlet ends the year with a deficit, it is applied against next year's budget. . The GNWT operating contribution will not be increased to cover it. If the council manages well, 75% of the surplus is considered part of local revenue and is applied to the next year's contribution statement.

The remaining 25%, to a maximum of $25,000, is considered part of a special fund over which the hamlets have control. Several communities have used this fund to establish their own radio stations.

Settlements do not formally participate in the budgeting process for settlement expenditures. Instead, each GNWT department operating in the settlement prepares its own budget item for the particular settlement. In some cases, the regional office disburses the funds on behalf of the settlement; in other cases, settlements operate their municipal services under contract to the GNWT, or are part of the process of contracting for the services to be undertaken by local entrepreneurs.

Two additional components of the system of financing local services are the direct funding and operation by the GNWT of virtually all the soft services, and the provision by the senior governments of an array of special purpose grants and contributions to various groups in the communities. The budgetary process, ordering of priorities and all financial decisions concerning the social, cultural and education programs are internal to the GNWT with the result that neither community councils nor any of the special purpose committees are responsible fiscally for the major government

services in the communities. This is most evident in the smaller communities where the total of the GNWT program departments' community budget exceeds considerably funds under community management. Comprehensive statistics are not available but an indication is given by comparing the hamlet budget for Baker Lake for 1978/79 of $621,105, with the salary expenditures alone made by the GNWT for territorial public servants employed in Baker Lake which totalled $749,594. If other operational expenditures and program costs were included in the GNWT program costs this would increase the latter figure substantially.

Community groups are also the recipients of considerable discretionary grants and contributions made by the senior levels of government. In this context, the federal agencies, particularly the Canada Employment and Immigration Commission (CEIC), play the dominant role, but the GNWT also makes substantial grants to community organizations such as outpost camps and co-operatives or individual hunters and trappers. Most striking again is the size of the grants relative to the budget of the community councils. Appendix 16 illustrates this point. As can be seen in Rae-Edzo, for example, the grants and contributions from the selected federal and GNWT agencies totalled $564,282, while the Hamlet operating Contribution was half that amount. The majority of these grants and contributions are

made to community organizations and individuals and not to the community councils.

4. Factors Influencing Community Government in the NWT

In the Northwest Territories, the importance of the local level of government is of greater magnitude than elsewhere in Canada because of the cultural diversity and the vast distances between communities. As indicated earlier, community government comprises the broad range of structures from city to settlement. There exist major distinctions between the southern municipal style model of the city and town, and the village, hamlet and settlement, which are more unique to the NWT. The uniqueness stems from their smallness, rural nature, native citizenry, lifestyle of the majority of the inhabitants and relative newness of the municipal structure. This Working Paper deals largely with community government in the villages, hamlets and settlements and in particular focuses upon the hamlet, since it is the first level of incorporation, as the base unit for the extension of local authority and autonomy.

The current operation of community government in the villages, hamlets and settlements, and any future directions it might

take are influenced by a number of factors, the combination of which provide an institutional setting unique to the NWT. Some of the factors seen by the Special Representative as the more important determinants on the operation of local government include the population, size and distribution of the communities, their ethnic composition, the relative newness of the structures and inexperience of residents in the formal government processes, the local revenue potential versus the cost of maintaining the communities and the impact of future land claims settlements.

First, outside of Yellowknife and the four towns in the Western Arctic, the population of the NWT lives in rural, isolated conditions. From Appendix 1, it can be seen that with the exception of Frobisher Bay and Rae-Edzo, the 46 remaining communities have populations under 1,000. These communities are widely scattered down the Mackenzie Valley and around the Arctic coast and Baffin Island with hundreds of miles separating them from each other and from Yellowknife, the seat of territorial government.

Population projections do not indicate a substantial alteration of this pattern. Despite some mobility in the NWT and a move towards the larger urban centres in search of wage employment, the projected limitations on employment opportunities together with the cultural values of

native people with respect to land and land-based activities indicate a continuation of this pattern of the community as the base unit for social and political organization. Consequently, it is reasonable to predict a continuation of a scattered, rural population distribution. The influx of population as a result of exploration and development will not substantially alter the pattern. One or more new communities may be added or suburbs may be temporarily created but the basic political infrastructure of the relatively small, isolated community can be expected to remain.

Second, perhaps the strongest determinant on the future course of community government is the ethnic composition of the communities. The majority of the native people in the NWT live in the villages, hamlets and settlements. In 1978, approximately 80% of the residents of these 46 communities were native peoples. Appendix 12 gives the ethnicity by community and by GNWT Region for 1978 and clearly indicates this fact.

It is in the smaller communities that socio-economic conditions are most consistent with a modified traditional lifestyle. The maintenance of language and a way of life close to the land are most propitious. Communications

within the communities are for the most part in the indigenous languages. The lives of many native people in the communities continue to be centered around the land and the seasons. Many communities empty in the spring for trapping, in the winter months for hunting and in the summer for fishing. People's concerns and local priority interests are the wildlife, use of the land and the social, educational and health needs of the family unit. Resource, land and wildlife management and an integrated approach to social family problems will continue to take absolute precedence for native people, and precedence over the operation and maintenance of municipal services.

Third, communities in the NWT are a relatively recent phenomena, and, in fact, are still viewed by some as temporary homes, extensions of their camps. It was not until the 1950's that many native people moved into the smaller communities on a more permanent basis to take advantage of the housing, schools, and health facilities provided by the government. Many communities continue to be primarily government service centres, as opposed to meaningful socio-political entities. The newness of the communities and the fact that external forces provided the primary impetus for their formation means a different degree of socio-cultural investment on behalf of the residents in the socio-political processes of the community.

In terms of formal local government structures, while there were advisory councils in some communities in the 1960's, the first hamlet to be incorporated was Tuktoyaktuk in 1970. All 25 hamlets and the two villages have been incorporated in the last nine years, many as recently as this year (See Appendix 1) . These are the first formal local government structures in which many residents have participated. Training in procedures and municipal administration has been provided by the GNWT Department of Local Government since 1967, although it was not until 1972 that the Training and Development Division was formed explicitly to provide experienced trainers to council employees and councillors. Within the general education system, civics programs focusing on the three levels of government were not introduced into the curriculum until the fall of 1978. And finally, there have been few if any informational and training workshops offered to community residents in general to help raise the general knowledge level with respect to the roles and responsibilities of individuals and the various levels of government. The ones which have been held have usually been associated with an application for incorporation or change in status from hamlet to village.

Both the communities and the local government structures are very new and there is as a consequence a real limit to

the number of residents in any one community with both an interest and commitment, plus experience in dealing with local affairs in a formalized manner. Secondly, the majority of the training provided has been aimed at increasing the competence of the councillors and staff in municipal administration and only very recently have attempts been made to provide civics education to school children and adults .

Fourth, with possibly a few exceptions, it is unlikely that communities in the NWT will ever be able to generate stable revenue sources. Communities are small; there are great distances between them; the climate is harsh and there is a distinct lack of not only job opportunities but aslo revenue raising potential.

These same factors which work against increasing the revenue potential of the communities creates extreme cost burdens for the provision of services for residents. The cost of housing, education and municipal services are all considerably higher in the NWT than in the rest of Canada. It is unlikely that the current relationship between revenue potential and the cost of maintenance of the communities will alter substantially in the future. The fiscal burden of the communities on the senior levels of government as outlined in detail earlier in the paper will continue.

On the other hand, financial limitations are a reality to the communities. In the past, government had as an objective the provision of a standard of services to all communities in the NWT that would be comparable to elsewhere in Canada. Because of the low levels of local income, the governments, in reaching this objective over the past 20 years, have consistently provided a wide range of services (housing, fuel subsidies , municipal services, etc.) to the communities with little or no financial contribution from the residents. This has created not only the unhealthy dependence of people on government, but also the commonly held view of many northerners of government being a source of limitless funding and the provider of all services required by an individual.

And finally, a factor which will undoubtedly have a significant effect on the development of community government is the settlement of land claims. An element of the settlements will be the creation of private structures with authorities operating at the local level. In the COPE model, for example, non-profit community corporations are planned as one part of the organization designed to manage the settlement benefits. While COPE intends to continue to recognize the community councils in the Western Arctic Region, it proposes that operating and capital grants would be provided by the Western Arctic

Regional Municipality and linkages between the GNWT and the settlements and hamlets redirected.

The existence of private and public authorities and monies serving a limited population will require careful institutional co-ordination within the community and adjustments to GNWT and federal government policies concerning management of programs within the communities.

B. REGIONALISM AND REGIONAL STRUCTURES IN THE NWT

1. Regionalism

Since 1967 both formal and informal expressions of regionalism based on community of interest have emerged in the NWT. This phenomena has been prompted by the development of regional transportation and communication links within the NWT and between the NWT and Southern Canada, the establishment of GNWT regional offices, regionally identified federal administrative districts and regionally based special purpose committees established by senior governments, industry and non-governmental agencies. Regionalism has also been prompted by the emergence of communities of interest based on language and cultural affinities, and by geographic and economic similarities.

There are major geographic differences between areas north and south of the treeline. The treeline may be seen as a natural cultural boundary; the Indians and Metis of the Northwest Territories have traditionally occupied the forested areas below the treeline, whereas Inuit have occupied the tundra, and especially the coastal areas, north of the treeline. Both groups have occupied the Mackenzie Delta. More recently, non-native concentrations of popul-

ation have developed in the north, particularly in the Mackenzie Valley and Delta, usually dependent on non-renewable resource development and government for employment.

Native northerners have strong senses of group identities based on ethnicity and language. In the area north of the treeline, Inuit speak a variety of dialects, all of which, however, are part of the Inupiat family of Eskimo languages. They share a common culture, traditionally based on the harvesting of land and sea animals and fish; a few isolated groups did not rely on sea resources. Below the treeline, Indians in the Northwest Territories relied traditionally on the hunting and trapping of land animals, and on fishing in rivers and lakes. Linguistically, most spoke languages which were members of the Athapaskan family of languages.

Existing transportation routes both by air and sea, reinforce concepts of regionalism. The Eastern Artic, Baffin and Keewatin, are supplied, by sea, from Montreal; by air the Baffin Region is supplied largely from Montreal, the Keewatin from Winnipeg. The Central Artic and the Mackenzie Delta communities are supplied by barge via the Mackenzie River; by air both regions are supplied from Edmonton. The Upper Mackenzie areas are supplied by a combination of barge,

highway from Edmonton, and mainline or third-class air carriers carrying supplies originating in Edmonton. Within regions, small airlines serve to supply communities not situated on mainline routes,

GNWT administrative jurisdictions have been determined in recognition of natural geographic factors and, in part, existing transportation routes. The establishment by the GNWT of regional administrative offices and a decentralization of certain functions to those offices have stimulated perceptions of regional identity. This is less so in some regions, such as the Ft. Smith Region which includes communities along the Mackenzie Valley and on the Artic Coast and is most pronounced in the Baffin and Keewatin Regions which have more homogeneous populations.

Program departments within the GNWT's regional administration have sponsored regional conferences of representatives of the special purpose committees described earlier such as the Hunters and Trappers Associations and the Community Education Advisory Committees. The GNWT has also sponsored regular regional conferences of community leaders and community council employees which have provided forums for the expression of common concerns and the exchange of ideas and information of regional application.

2. Regional Structures

Regional identification has thus encouraged largely rural communities to seek objectives collectively that are unattainable individually because of their small population bases and remote location. This community of interest has given rise to the NWT native associations - in particular the regionally organized Inuit associations of COPE in the western Arctic, the Kitikmeot Association in the central Arctic, the Baffin Inuit Association and the Keewatin Inuit Association. The Dene Nation and Metis Association are both based in the Mackenzie Valley.

Formalized public regional structures are in the initial stages of development, and to date have taken the form of the Baffin Regional Council, Central Arctic Area Council and the recently planned South Mackenzie Area Council. These regional councils have been formed by the communities to take advantage of the potential political benefits resulting from collective action. None of the councils has yet been delegated territorial or community financial or program authorities. As councils, and in particular the Baffin Regional Council, they have both advised and lobbied senior levels of government for improvements or changes in existing programs and policies.

The direction of their future development is uncertain, as is the extent to which they may ultimately vary in structure, function and process within the different regions of the NWT. The Western Arctic Region Municipality, whose formation is recommended by COPE, envisages a full regional government. The Baffin Regional Council has thus far proposed a less comprehensive administrative function and. has selected the areas of education health and social services for regionally-based regulation and administration.

Appendix 19 describes more fully the two public regional councils, the Baffin Regional Council and Central Arctic Area Council which are in existence and the regional structures being proposed by COPE, the Western Artic Regional Municipality (WARM).

Factors Influencing Regionalism

The basis for natural regional political units in the Northwest Territories should be community of interest.

Factors generally considered relevant to the definition of community of interest and to the promotion of regionalism are:

- concentration of population
- common geography and economic activity
- common language and shared cultural values
- rationalized transportation and communication infrastructure
- community-based political and administrative infrastructure
- presence of regionally-based structures, loosely organized and resulting from a combination of common interests described above
- geographically proximate administration of the more senior levels of government

All are to varying degrees present in the NWT.

(a) Factors Enhancing Regionalism

(i) Common Geography

There are major geographic differences between areas north and south of the treeline. The treeline may be seen as a natural cultural boundary; the Indians and Metis of the Northwest Territories have traditionally occupied the forested areas below the treeline, whereas Inuit have occupied the tundra, and especially the coastal areas, north of the treeline. Both groups have occupied the Mackenzie Delta. More recently, non-native concentrations of population have developed in the north, particularly in the Mackenzie Valley and Delta, usually dependent on non-renewable resource development and government for employment.

(ii) Common Culture and-Language

Native northerners have strong senses of group identities based on ethnicity and language. In the area north of the treeline, Inuit speak a variety of dialects, all of which, however, are part of the Inupiat family of Eskimo languages. They share a common culture, traditionally based on the harvesting of land and sea mammals and fish; a few isolated groups did not rely on sea resources. Below the treeline, Indians in the Northwest Territories relied traditionally on the hunting and trapping of land

animals, and on fishing in rivers and lakes. Linguistically, most spoke languages which were members of the Athapaskan family of languages.

(iii) Existing Transportation Routes

Existing transportation routes, both by air and sea, reinforce concepts of regionalism. The Eastern Arctic, Baffin and Keewatin, are supplied, by sea, from Montreal; by air the Baffin Region is supplied largely from Montreal, the Keewatin from Winnipeg. The Central Arctic and the Mackenzie Delta communities are supplied by barge via the Mackenzie River; by air both regions are supplied from Edmonton. The Upper Mackenzie areas are supplied by a combination of barge, highway from Edmonton, and mainline or third-class air carriers carrying supplies originating in Edmonton. Within regions, small airlines serve to supply communities not situated on mainline routes.

(iv) Regional Administration of the Government of the Northwest Territories

GNWT administrative jurisdictions have been determined in recognition of natural geographic factors and, in

part, existing transportation routes. The establishment by the GNWT of regional administrative offices and a decentralization of certain functions to those offices have stimulated perceptions of regional identity. The flexibility of administration, in the regions, has added to this; as an example, in the Baffin Region, the responsiveness of the executive and of program superintendents to Baffin Regional Council has led to the emergence of de facto public accountability of the territorial government's regional office to regional council.

(v) Regional Structures - Administrative

Program departments within the GNWT's regional administration have sponsored regional conferences of representatives of community groups such as Hunters and Trappers Associations, Recreation Committees, Alcohol and Drug" Committees, Social Assistance Appeal Committees, and Community Education Advisory Committees. The Territorial Government has also sponsored regular regional conferences of community leaders, and workshops for community secretaries; these have provided forums for the expression of common concerns and the exchange of ideas and information of regional application.

(vi) Regional Structures - Political

In some regions, regionalism, expressed through regional political structures, has evolved from the regular regional conferences of community leaders mentioned above; elsewhere, it has developed as an independent recognition of the need for a forum in which to address regional issues. To date, regional political structures in the Northwest Territories are Baffin Regional Council, Central Arctic Area Council and South Mackenzie Area Council. The existence of regional political structures, based on community of interest, enhances the expression and development of regionalism.

(vii) Recognition and Support of Regional Political Structures

Although the Territorial Council's position on regionalism has been inconsistent, the recognition it has recently given the Baffin Regional Council may be a reflection Of changing attitudes toward regionalism, as an approach to the resolution of common issues and concerns.

At present there is no legislation addressing regional political structures in the Northwest Territories. This absence of any prescription imposing a model for the expression of regionalism has allowed each region to

develop its own structure in its own way, and to address items of interest and concern defined by itself rather than by an external authority.

Those members of the Territorial Council representing constituencies in the Baffin Region have recognized the potential strengths of the Baffin Regional Council and supported it by their attendance at its sessions and by verbally defending it in the legislature. Their membership as ex-officio members is guaranteed in its constitution, and they provide an important link between the regional council and the Territorial Council.

The communities of the Baffin Region have supported the regional council through attendance of community representatives at council sessions.

In some regions, the GNWT has provided administrative and financial support to regional councils and to special-purpose committees reporting to regional councils.

Native organizations and claims structures do not necessarily conflict in purpose with regional political structures. In the Baffin Region, the Baffin Region Inuit

Association has understood the different purposes of the two pressure groups, and the two organizations have striven for early resolution of potential conflicts in interests deriving from their respective mandates. The constitution of Baffin Regional Council grants the President of the Baffin Region Inuit Association a seat on the council as an ex-officio member.

(viii) Native Organization and Comprehensive Claims

Separate native organizations have developed in the Northwest Territories to represent Inuit, Inuvialuit, Dene and Metis.

North of the treeline, Inuit organizations have developed regionally within the framework of a parent organization, in units which generally coincide with the administrative regions of the GNWT. As a result, the comprehensive claims of Inuit Tapirisat of Canada are being researched and negotiated on a regional basis in the Keewatin, Baffin and Central Arctic regions. In the Western Arctic Region, the land rights Agreement-in-Principle of the Committee for Original Peoples' Entitlement describes the community of interest of participant communities and the ethnic homogeneity of the Inuvialuit; the resulting authorities and

management structures may strengthen concepts of regionalism. Dene and Metis claims may, similarly, both represent and foster attitudes of regional identity in the Mackenzie Valley.

An important factor in the claims process of the Inuit and Dene is the desire for political autonomy through the establishment of political units which serve the native people. ITC proposes the establishment of a Nunavut government in that part of the NWT north of the treeline; COPE, representing the Inuvialuit, sees the Western Arctic Region as being one region in an eventual Nunavut territory. The Dene envisage the establishment of a Dene nation as a province in the Mackenzie Valley.

(b) Factors Constraining Regionalism

(i) Population and Distance

The total population of the NWT is very small in relation to the size of the territory. Approximately 46,000 people live in an area one-third the size of the nation. They are scattered throughout the NWT in twenty-five incorporated communities, eighteen settlements and numerous

outpost camps. Distances between communities are, therefore, large, and most communities, except those near Great Slave Lake, are dependent on air and marine transportation, rather than highways. These facts make it difficult for residents of communities in most of the NWT to meet with the people of neighboring communities, and constrain the expression of natural communities of interest.

(ii) Lack of Correspondence of Regional Boundaries

Departments and agencies of the federal and territorial governments maintain many and varied administrative and management regions, districts or zones in the NWT. In addition, in recent years, native people of the NWT have organized separate native organizations to represent Dene, Metis, Inuit and Inuvialuit, and to negotiate their respective claims. The boundaries of many of these federal, territorial and native jurisdictions do not correspond. Under Issues and Problems, a detailed example outlines a number of federal and territorial jurisdictions in the Western Arctic and compares them with the area represented as the Western Arctic Region by COPE.

A result of this overlap of boundaries is confusion and administrative inconvenience at the community level. An

inordinate number of administrative linkages are required to facilitate the workings of these diverse jurisdictions, and communities find their efforts fragmented as they are pulled, by external factors, in different directions for different purposes.

(iii) Political Awareness and Understanding

Earlier it has been stated that both the communities and the community government structures in the NWT are very new, resulting in a limit, in the communities, to the number of residents with an interest in and commitment to local government and experience in dealing with local matters in a formalized manner. Concepts of government are in many cases alien to most residents of small communities. Regionalism, and the emerging regional councils, provides an even more complex process for the consideration of community interests collectively. Political inexperience affects the way in which, at the regional level, public regional structures have developed and will continue to develop.

(iv) Economic Viability

With the exception of traditional non-renewable resource harvesting, economic activity in most small communities centres on the provision of government services and on

limited industries within communities. There is at present no developed rationale to any region as a whole, and there is, therefore, little opportunity at present to achieve economic benefits through the collectivity of a regional structure that cannot be achieved individually on a community basis.

(v) Competition between Communities

Competition between settlements and hamlets within regions is minimal because the budgets of most settlements and hamlets are not dependent on a tax base. However, in some regions, and particularly in the Mackenzie Valley, there is serious competition between tax-based municipalities to attract and retain industries to increase or maintain their tax bases. This externally-imposed factor serves to constrain the expression of whatever natural community of interest may exist in a region.

Community of interest, regionally-based, may not be a universal phenomenon in the NWT, or may be over-ridden by external factors, creating competition between communities which limit the manner and extent of its expression.

(vi) Absence of Legislation Addressing Regional Councils

The absence of legislation addressing regional councils has

been mentioned earlier as a factor which up to the present may have enhanced regionalism in that it may have assisted a more flexible expression of regionalism and the resulting variety of public structures without compulsory adherence to an imposed GNWT model. Nevertheless, the absence of formal GNWT support as a function of legislation and policy may ultimately be constraining on the development of formalized regionalism and on the GNWT'S responsiveness to local and regional peculiarities and requirements.

(vii) Responsible Government

The Eighth NWT Council has focussed on conditions for responsible government and eventual provincehood based on a Westminister model of government with a single legislature and executive centred in Yellowknife. It has devoted some attention to strengthening government at the local level, but has expressed deep concern over the emergence of regionalism. The Council has felt that regional government and regional political and administrative structures are incompatible with the Westminister model of government. The centralization of decision-making inherent in the Council's approach and the failure to give adequate recognition to emerging regionalism are not conducive to the devolution of significant authority to local levels of government, or to the easy expression of regional interests.

C. ISSUES AND PROBLEMS RELATED TO COMMUNITY GOVERNMENT AND REGIONALISM IN THE N.W.T.

This section delineates the major issues and problems related to community government and regionalism in the NWT which have been identified by the Special Representative and raised by others in the course of his consultations. They are ones which the Special Representative feels are critical to the functioning of good government in the communities. The first section considers the issues related to community government while the latter half focuses on those related to regionalism.

1. Issues Related to Community Government

The local community councils and committees, as well as the native organizations, are voicing frustration with their levels of responsibility. Local government structures are seen by many as incomplete, inappropriate and in many cases imported southern models. Dissatisfaction has been expressed to the Special Representative by native associations, municipal councils, individual citizens and various community organizations over

various community organizations over the degree of centralization of authority in the bureaucracies in Yellowknife and Ottawa. Government policies and programs have been represented as being inflexible and unresponsive to local initiatives, needs and differences. Within this general framework of opinion, a number of specific issues related to the current structures and fuctions of community government institutions in the NWT have come into focus. These include the following:

a) current local jurisdictional areas
b) structures and processes of community government
c) financial arrangements
d) level of awareness and understanding
e) alienation and intergovernmental relations

a) Current Local Jurisdictional Areas

The current jurisdictional areas of municipal councils relate primarily to the physical operation or provision of hard services and include services such as water, sewer, garbage, road maintenance, zoning and community planning. The soft services, namely social and cultural matters, education and land management are largely excluded from the local process of decison-making, although

many residents of the smaller communities consider the latter services critical to their lives but ones over which they have little influence.

In particular, land-based cultural values and the local focus on hunting, trapping and fishing generate an intense concern with land use decisions in the vicinity of these communities. This concern is reflected in the local interest in decisions affecting the economic base of the area, particularly as they relate to environmental or employment conditions; in decisions on municipal jurisdictions, for example, with respect to gravel supply or the water shed; in decisions affecting local access to surface land, water and renewable resources for traditional native pursuits.

A number of issues relating to the jurisdictions and responsibilities of local councils emerge, including the nature and appropriateness of local responsibilities? the relationship between local responsibilities and local population size and the question of the role of the community in decision-making on matters in the area surrounding the community. The linking of level of decision-making to population size and revenue potential in the Municipal Ordinance makes it difficult for the

smaller communities who may wish to assume more responsibility. At the settlement and hamlet level, it is unlikely their population base and revenue potential will ever be such to permit communities to qualify for more autonomy. Furthermore, as a community achieves a certain municipal status it must assume a set package of responsibilities for the hard services. There is no provision for gradual assumption or a re-ordering of priorities in terms of responsibilities a council may wish to assume over time. Even more critical is the fact that local councils have little if any formal authority with respect to services and programs of a cultural, social, recreational or educational nature. In addition they have no instrument by which they can exert their influence over land use in the area beyond the municipal boundary.

b) Structures and Processes of Community Government

In addition to the elected councils in the communities, there is a vast array of special purpose committees, which have been established by the program departments of the GNWT, and directly or indirectly by the federal government, private industry or even the communities themselves. These committees are advisory in nature, liaise directly with

the senior institution and deal with a wide variety of local services ranging from housing and social services. to education and protection and use of the wildlife. The existence of the special purpose committees has tended to create special interest groups outside the control of the elected council and has consequently resulted in a lack of co-ordination between the various activities, a reduction in the authority of the local elected representatives and in public accountability, and caused the decision-making process to be complex and fragmented.

Besides diminishing the role and legitimacy of the community council, the major issue relating to the special purpose committees is that as vehicles for local management, they have very limited authority over program areas and are as a consequence unable to resolve local problems. Committees such as the Education Advisory Committees and the Hunters'and Trappers* Associations which were described earlier advise the GNWT, administer GNWT programs, but, most important, reflect the priorities, needs and structures of the senior government and not those of the community. Authority in the community has been diffused by the establishment of these many government-sponsored committees and boards and by the parallel structures of band and

community councils in the Mackenzie Valley.

Added to this structural diffusion is the fact that the Municipal Ordinance, as well as the other relevant ordinances such as the Education Ordinance, provides a uniformity of approach which is unable to respond to the different needs, cultural characteristics and traditions which characterize the communities and different regions. The composition and meetings of councils, electoral procedures, timing of elections and exact authorities of each type of municipal council and a number of special purpose committees is prescribed in legislations. The inflexible nature of the present system is a serious defect which precludes local institutions developing more local autonomy with respect to procedures and processes which reflect the distinctiveness of the culture of those they are designed to serve.

Another issue which relates to the legislation as well as to the general procedures and process of government within the community in the complexity of the system. The procedures again are uniform through the NWT and in addition are elaborate, cumbersome and time-consuming and often are be designed to meet the requirements of the senior government rather than to facilitate local activities or fit in with traditional practices.

The organization and functioning of community governments in the NWT presents a confused array of bureaucratic structures, causing frustration and a sense of powerlessness. The fragmentation of issues among the various structures and the complexity of the system not only overburden and confuse the small population, but make extremely difficult an integrated approach to dealing with community problems.

c) Financial Arrangements

The present system of financing local services - namely, conditional and unconditional grants being made to the tax-based municipalities, operating contributions, GNWT capital expenditures made on behalf of the hamlets, direct GNWT-financed soft community services, and a large range of special purpose grants made to numerous community groups has evolved in an ad hoc manner, on a program by program basis, since 1967. A number of problems are inherent in the system. The grants in whatever form they are given are always subject to the senior level of government determining the importance of such grants within their own priorities. Changes from year to year in the amounts of grants make it difficult for the community governments, not only in terms of the amount of funds available but in terms of

their ability to budget intelligently and to project potential income in future years. As well, at the hamlet level, there is no statutory basis for the operating contribution with the result that the GNWT could at its own discretion change all or part of the amount and the process each year.

Another major consequence of the current system are the serious limitations imposed on the community level of government to set local priorities and to determine the nature and level of service delivery in the communities. Direct management of soft services by the GNWT means that community councils are precluded from participating in the decisions affecting those services. The discretionary grants made to community groups are again outside the local decision-making process and moreover help to erode the community councils' authority by supporting competing structures. And finally the bulk of all the grants and contributions are "ear-marked" by the senior levels and given for special purposes. This detracts from what should be one of the chief benefits of this tier of government the autonomy of community governments to determine their own priorities.

The present system promotes a high level of GNWT involvement in the budgetary process and does not encourage the development of a local competence in fiscal management. Because most community councils are not responsible for raising of revenues through local taxes or taking the initiative in obtaining GNWT financial support, or for the allocation of most public funds spent in their communities, they tend to play an advocacy role for local interests in dealing with the territorial government, and not to act as bodies accountable to the electorate for reconciling local and territorial expenditure interests with available resources. As much of the negotiation between the local and territorial levels is undertaken by officials and not by elected representatives, this budget determination becomes an administrative and not a political process. This result is of special concern at the hamlet level where the council should be in the formative phase of developing an understanding of the obligations and responsibilities of its functions as a government.

The level of overall community council revenues is ultimately established by the GNWT which annually approves the level of residual GNWT financial support. The

initiative in establishing revenue levels is taken entirely by the GNWT for the hamlets and settlements. It is true that after the budget is struck, community governments have control over the allocation of these resources among items. This is well appreciated by the city and towns which operate relatively autonomously in the preparation and approval of their budgets, and perhaps also by the villages which, while they must submit their budgets to the Department of Local Government for review and to the Commissioner for approval, nonetheless maintain some autonomy as tax-based communities. However, it is questionable how many hamlets fully appreciate that, while most of their budget comes from the GNWT, there is no restriction on their reallocating resources among budget items and in fact it is their responsibility to do so.

As a result of the fiscal dependency of the local councils on the senior governments and the current financial arrangements for the funding of local services, serious limitations are imposed on the communities with respect to decision-making and accountability. Major expenditure decisions are made outside the authority of the local council by either the GNWT or federal government with the result that there can exist limited if any political accountability at the local level. Furthermore the

financial arrangements are characterized by unpredictability and are designed to meet the requirements of the senior level of government.

d) Level of Awareness and Understanding

Generally speaking, government, its structures and levels of responsibilities are not well understood by the majority of community residents. This lack of understanding and confusion is caused in large part by the complexity of the system and the brief period of government in the communities in its current form and structure. Exacerbating the level of understanding is the limited access by the communities to the senior governments in their own languages and the differences between an oral tradition and a written way of doing things. At the moment there exist inadequate translations and distribution of information on government policies, regulations and administrative guidelines. And, finally, the limited developmental assistance in civic education provided to the community at large or through the school system, until recently has tended to mean that knowledge of the system has been restricted to community councillors and employees.

e) Alienation and Intergovernmental Relations

A major issue within the general context of constitutional development is that of alienation from the existing political systems. Alienation is a function of a number of factors, including a highly centralized government with relatively inflexible administrative procedures, the large distances the communities are from Yellowknife, the delivery of government programs in English as opposed to native languages and the general complex operations of a large bureaucracy. Existing local government structures are criticized by native associations because they are not indigenous to the native people, do not incorporate traditional decision-making practices, utilize complicated and cumbersome procedures, and do not resolve or handle problems that are considered priority issues to native people. The associations say that native participation is minimal in the local structures and as a consequence they are not useful institutions for representing their interests.

A factor contributing to alienation has been the role given community councils by the senior levels of government. Both the federal and territorial governments view the institutions of local government as administrative

extensions of the senior levels. The local councils and committees are treated, by and large, as agents for the delivery of a number of territorially - or federally Prescribed programs and services. The structures created within the communities, the linkages established between the levels of government, and the types of interaction and communication flowing between the levels have been almost exclusively designed by the senior levels to meet their particular objectives and priorities. Such an approach because it lacks a local focus, is counter-productive to the development of a strong autonomous local level of government and to local participation. It not only does not permit the local institutions to handle the important priorities, but it also predetermines the solution for problems as viewed by Yellowknife or Ottawa. Tne view that the local institution is not useful to the community, has been imposed and is foreign is reinforced by the attitudes and treatment of the community structures by the senior levels. It does not appear to native peoples that increased local authority is a realistic goal within the existing system.

2. Issues Related to Regionalism

The emergence of regionalism in the NWT has given and is giving rise tc more formal expessions through an increasing variety of political and administrative structures organized on a regional basis. Emerging regional structures and their current and future functions have implications for both the community and territorial levels of government. A number of issues associated with the development of formalized regionalism include the following:

a) regional councils and the local order of government
b) regional councils and the GNWT
c) regional boundaries
d) regional government

a) Regional Councils and the Local Order of Government

Proponents of regionalism question whether the small concentrations of populations in the NWT can ultimately support locally the level of decision-mkaing authority desired by community residents. They argue that education and social programs and other local services require larger populations for their efficient administration and that many communities

may never achieve the levels of authority which present or proposed legislation allows.

A regional council, receiving its mandate from a voluntary collectivization of the authorities of its member communities might have authority regionally over specified programs such as education, health and social services, and wild-life management, and certain regional services for which inadequate provision is presently made, such as regional planning. Thus, authority vested in a regional body by the communities may be an alternative to full political and administrative authority at the local level.

By way of example, it may be that many of the smaller communities will not be able to command locally the human resources to achieve the level of local control over management permitted by the present Education Ordinance, or indeed proposed by the department in its report, Direction for the 1980 's. In the department's report are outlined plans for the establishment of regional/area education societies. A regional/area education society, as planned by the administration, would comprise one member from each community in a region defined for that purpose, and would perform such functions as administering the operations and maintenance

budgets of schools, ordering supplies, hiring the secretary-treasurer, and hiring the superintendant. Community education advisory committees would remain in the communities as advisory bodies.

The critical point to be made about the current proposals of the Department of Education is that the regional committees would come into existence as an administrative extension and convenience for the territorial administration rather than as a result of a voluntary delegation of authority upward from the community level. The creation of regional councils and special purpose committees from the top down carries the risk that real authority will never be exercised by the communities themselves. It also risks introducing to an already over-administered population still one more administrative level between t!!e community and the GNWT and Council.

A regional structure, on the other hand, which forms as a result of a collective decision of the communities in the region and has a delegated specific authority from its membership would represent its members interests and in fact be accountable to them. The regional councils which currently exist have formed as a result of a voluntary

" membership and have determined their own roles, whether advisory, or of an advocacy, administrative or regulatory nature.

A related issue is how effective local representation of communities on a public regional council is best ensured. Options are that the regional council should comprise representatives either elected directly by communities, or chosen by the councils of the communities. The constitution of Baffin Regional Council states that the members of the regional council will be the chairmen or mayors of the communities, but allows for substitutes to attend in their stead. A serious problem experienced by this council has been the lack of continuity in the composition of its membership.

b) Regional Councils and the GNWT

To date, there is no territorial legislation or formalized policy respecting regional councils and their functions. The previous Council and the administration expressed fears that regional bodies would weaken community government and the role of the territorial councillors and provide opportunities for intergovernmental conflict. It is a result of this

concern that there is no legislation and no policies regulating the operation of regional councils, providing for their support, or authorizing communities to delegate some of their authority to the regional level.

The absence of prescriptive legislation and policy addressing regionalism and regional councils may have enhanced the variety of ways in which regionalism has expressed itself in the NWT; at the same time, it has constrained the development of regional councils because of the consequent lack of support provided for them. There has been inconsistency in the stance of the Territorial Council towards regionalism, and discrepancy between its various positions and the actual practice of the GNWT administration. In the absence of policy, financial, administrative and moral support for regional councils has been a function of administrative practice which varies from region to region. In the Baffin Region, the administration has responded to initiatives taken by Baffin Regional Council by providing support which hs facilitated the council's pursuit of its objectives.

Much of the concern of the territorial legislature and administration results from a misunderstanding of the manner in which regional councils have to date derived

their mandates. While the Territorial Council reiterates that it will not devolve authority to regional councils or regional governments, it fails to recognize that such a method of a regional council achieving responsibilities has not been suggested, the suggestion being rather that authority be devolved directly from the territorial level to the local level, thereby strengthening the local level of government, and, at the same time, allowing it the option of delegating some of its authorities upward to a regional council.

c) Regional Boundaries

Federal and territorial administrative regions and management zones overlap and do not all correspond to the natural and cultural regions of the NWT. Furthermore, the settlement of native claims will create a different set of regional boundaries, those defined by native associations. There are at present a large number of administrative and management zones in the NWT, and there is considerable overlap in boundaries among them. Regions may presently be defined on the basis of the present territorial administrative regions, territorial electoral districts, transportation routes and communication facilities, economic development pressures, settlement patterns, land

claims areas based on traditional land use, or the criteria of common language and culture.

As an example, the proposed Western Arctic Region as defined in the Agreement-in-Principle between the Committee for Original Peoples' Entitlement and the Government of Canada, includes the communities of Aklavik, Holman Island, Inuvik, Paulatuk, Sachs Harbour and Tuktoyaktuk. All of these communities are located in the Government of the Northwest Territories' Inuvik administrative region, with the exception of Holman Island which is administered as part of the Fort Smith Region. The Department of Indian Affairs and Northern Development's Northern Water Administration area includes all of the Western Arctic Region and Victoria Island, yet the Northwest Territories' Water Board places the Mackenzie Delta with the Mackenzie Valley in Management Area 3, Tuktoyaktuk and Paulatuk in Area 7 which extends east as far as Igloolik, and Sachs Harbour and Holman Island with all of the High Arctic islands in Area 4. Transport Canada maintains different administrative regions for air and for marine transportation. For air transportation, Transport Canada includes the six communities proposed as part of the Western Arctic Region, plus Cambridge Bay, Coppermine and the entire Mackenzie Valley in its Western Region,

which includes as well the Yukon and much of Alberta and British Columbia, reaching south to the American border. For marine transportation, the Western Region is subdivided into three districts; the Hay River District, in which the Western Arctic Region communities are located, includes the Arctic west of Boothia Peninsula and the Mackenzie and Athabasca River systems. The federal Post Office department is organized into three districts; the Western Arctic Region is included in the Alberta District, as are the Mackenzie Valley and Arctic Coast. National Health and Welfare has an Inuvik Zone which includes Inuvik, Aklavik, Sachs Harbour, Tuktoyaktuk and Paulatuk, but Holman Island is part of the Mackenzie Zone administered from Yellowknife. For RCMP purposes, the same five communities comprise the Inuvik sub-division; Holman Island, with the Central Arctic, Keewatin and Mackenzie Valley, is in the Yellowknife sub-division. The Department of Communications' Central Region includes all of the NWT except Baffin Island and the islands in Hudson Bay.

In the region used as an example above, the Committee for Original Peoples' Entitlement assumes that, following the Land Rights Settlement, there will be an integrated approach within the Western Arctic Region to management of game resources, of land and non-renewable resources,

and of programs and services provided for Inuvialuit, through interaction between the private Inuvialuit corporations and the public institutions of government. Yet effective interaction between the various levels of government and the private regionally-based economic corporations to be established as a result of an eventual Inuvialuit Land Rights Settlement will be difficult, given the current plethora of administrative regions as defined by the various departments and agencies of the two senior levels of government.

Similarly, in other parts of the NWT, other administrative regions, as defined by the GNWT and by various agencies of the federal government, are incompatible with natural socio-economic areas or with de-facto regions as defined by native associations. A prime example is the Fort Smith Region as defined by the GNWT, which seeks to administer a culturally heterogeneous territory stretching from latitude 60° North, well below the treeline, to the Northwest Passage.

d) Regional Government

The prospect of regional government has been developed in the COPE proposal for the Western Arctic Regional Municipality (WARY). This proposal contemplates a comprehensive

redistribution of legislative and administrative authorities and their transfer from the federal and territorial levels of government ot the communities. While no existing regional council has advanced the proposal for comprehensive regional government, it is not inconceivable that such a development may occur in the future.

The issue perceived by the Special Representative respecting regional government is the origin and derivation of the authority delegated to a regional structure. As mentioned previously, top-down delegation of authority results in a regional structure which is the political and administrative creation of the GNWT, as is currently the case with regional special purpose committees, whereas authority emanating from the communities to a regional structure ensures that the regional structure is the creature and servant of its constituent communities.

This method of delegating authority is consistent with the manner in which authorities have, to date, been delegated from the community level of government to regional councils. Authorities enjoyed at the local level have been voluntarily collectivized at the regional level. Should regional councils evolve into regional governments through assuming responsibilities, delegated from their

constituent communities , sufficient to make their authorities comprehensive, regional government may be said to exist. There may be a consequent increase in administration. The Special Representative is concerned that the establishment of public regional structures does not result in a large and unnecessary increase in bureaucracy in a territory in which the predominance of government is already overwhelming.

e) Circumpolar Comparisons

Regionalism as a function of ethnic homogeneity and native organization and claims in a northern context is not, of course, a phenomenon unique to the Northwest Territories. For purposes of comparison with other jurisdictions in the circumpolar north, the formalization of regionalism in Alaska, Northern Quebec and Greenland is more advanced and perhaps instructive.

In both Northern Quebec and Alaska initial encounters with the concept of regionalism came about with the rise of regional native associations in the late 1960's.

The Alaska Native Claims Settlement Act of 1971 established twelve regional corporations incorporated under state law as profit-making buisness corporations, with boundaries

established along the boundaries of the regional native associations formed during the 1960's as expressions of community of interest. The Alaska Native Claim Settlement Act has, therefore, served to strengthen existing regional identifications. The function of the regional business corporations, to implement the provisions of the native claims settlement as regards compensations and land, to which surface and sub-surface rights were transferred, is distinct from that of the former native associations, which have continued to function as non-profit corporations participating in the administration of programs such as health, education, housing and employment assistance, usually thorugh formally-established regional authorities in these areas. The administration of both state and federal programs affecting natives has been decentralized to the regional or local levels.

In Northern Quebec, the James Bay agreement embraces both the Cree and the Inuit, and contains different provisions for each.

The Cree Regional Authority, which grew out of the Grand Council of the Crees, is a private non-profit corporation which administers the compensation aspect of the agreement for the Cree through a branch department, the Board of Compensation. Under the Cree Regional Authority,

regional boards have been established in areas such as education, health and social services, and hunting and trapping. Surface title for certain categories of land has been transferred to Cree bands and municipal corporations. The James Bay Regional Zone Council and the James Bay Municipality also function as public institutions representing all citizens.

In the Inuit-occupied area of Northern Quebec, the vehicle established to implement the agreement is a regional government which provides for a senior municipal level of control over all municipalities within the region. The Kativik Regional Government, unlike the *Cree* Regional Authority is a public institution with authority to pass both ordinances and bylaws, and responsibility for regional service delivery in the areas of local government, transportation, communications, justice, health and social services, education, economic development, resource and land use management. Regional boards are established, to implement service delivery in these areas. Title for certain lands has been transferred to municipal corporations. The Kativik Regional Government has no administrative arm comparable to the Cree Regional Authority's Board of Compensation to administer the compensation aspect of the

of the agreement; rather a separate private corporation, the Makivik Corporation, has been established for this purpose.

In Greenland, municipalities are, in reality, municipal districts with councils responsible for the major community and the outposts in each district; boundaries of these municipalities developed, however, as a result of historic factors rather than from community of interest.

It is instructive to consider Greenland as a whole a more-or-less homogeneous region within the Danish Kingdom. Recently, Greenland has achieved the status of Home Rule, a degree of self-determination, involving devolution of some authorities and decentralization of administration from Denmark to the Greenland Provincial Council. This recognizes the cultural homogeneity of the Greenland population and its distinctiveness from the population of European Denmark, its unique language and economic circumstances, and its distance, both physical and psychological, from Denmark. The Provincial Council, as the vehicle for effecting Home Rule, is a public structure, in which however, by virtue of the demography of Greenland, all members are native Greenlanders.

APPENDIX 1

COMMUNITIES IN THE NORTHWEST TERRITORIES, 1978

I. Population Summary (Dec. 31, 1978)

Type of Community	No. of Communities	Total Population	% of NWT Total Population (46,386)
1. Unorganized		1,487	3.2
2. Settlements	26	9,451	20.4
3. Hamlets	18	11,260	24.3
4. Villages	2	3,773	8.1
5. Towns	4	10,446	22.5
6. City	1	9,981	21.5
TOTAL	51	46,398	**100.0**

II. Detailed Community List

1. Unorganized Communities

Name	Count Dec. 31/77	Estimate Dec. 31/78
Bathurst Inlet	28	29
Bay Chimo (incl. Hope Bay)	66	66
Colville Lake	73	73
De tah	161	162
Jean Marie River	49	48
Kakisa Lake	40	40
Nahanni Butte	96	94
Nanisivik	264	273
Paradise Gardens	57	58
Port Radium	132	152
Reliance	9	9
Trout Lake	61	60
Tungsten	325	423
TOTAL	1,361	1,487

2. Settlements (26)

Arctic Red River	**119**	111
Broughton Island	**348**	**329**
Cambridge Bay	**859**	**853**
Cape Dorset	**684**	**693**
Chesterfield Inlet	**256**	**291**
Coppermine	**801**	**803**
Enterprise	**40**	**40**

...2

(2)

Name	Count Dec. 31/77	Estimate Dec. 31/78
Fort Good Hope	446	446
*Fort Liard	325	327
Fort McPherson	790	813
Fort Norman	290	329
Fort Providence	566	556
Fort Resolution	519	521
Gjoa Haven	454	464
Grise Fiord	95	99
Holman Island	306	328
Lac La Martre	224	225
Lake Harbour	268	301
Norman Wells	330	352
Paulatuk	160	163
Rae Lakes	171	172
Resolute Bay	181	167
Sachs Harbour	173	177
Snowdrift	258	262
Spence Bay	464	454
Wrigley	174	175
TOTAL	**9,301**	9,451

3. Hamlets (18)

	In Order of Becoming a Hamlet Date		
Tuktoyaktuk	April 1, 1970	**746**	760
Rae/Edzo	April 1, 1971	**1,239**	1,269
Coral Harbour	April 1, 1972	**423**	414
Fort Franklin	April 1, 1972	**463**	512
Pangnirtung	April 1, 1972	**872**	878
Pelly Bay	April 1, 1972	**258**	287
Aklavik	Jan. 1, 1974	**797**	761
Pond Inlet	April 1, 1975	**620**	649
Rankin Inlet	April 19, 1975	**987**	978
Igloolik	April 1, 1976	**737**	753
Sanikiluaq	April 20, 1976	**320**	326
Arctic Bay	July 1, 1976	**414**	403
Whale Cove	July 1, 1976	**182**	201
Baker Lake	April 1, 1977	**1,021**	1,007
Eskimo Point	Dec. 1, 1977	**891**	960
Hall Beach	April 1, 1978	**349**	396
Repulse Bay	July 1, 1978	**296**	295
Clyde River	July 1, 1978	**412**	411
TOTAL		**11,027**	11,260

4. Villages (2)	In Order of Becoming a Village		
Fort Simpson	Jan. 1, 1973	**1,103** (1)	**1,080**
Frobisher Bay	April 1, 1974	**2,626**	**2,693**
TOTAL		**3,729**	**3,773**

	Name	(3) In Order of Becoming a Town Date	Count Dec. 31/77	Estimate Dec. 31/78
5.	Towns (4)			
	Hay River	July 18, 1963	**3,531 (1)**	**3,398**
	Fort Smith	Oct. 1, 1966	**2,434 (1)**	**2,347**
	Inuvik	Jan. 1, 1970	**3,127 (1)**	**2,938**
	Pine Point	April 1, 1974	**1,878**	**1,763**
	TOTAL		**10,970**	10,446
6.	**Cities (1)**			
	Yellowknife	Jan. 1, 1970	**9,987 (1)**	**9,981**

* Department of Local Government only counts 25 Settlements, as they do not include Fort Liard

(1) Persons in "Unorganized Area" included in population

Source: Government of the Northwest Territories Dec. 31, 1978

APPENDIX

MUNICIPAL GOVERNMENT IN THE N.W.T.

September, 1979

BASIC ORGANIZATIONAL CRITERIA	COUNCIL	BUDGET	REVENUE	EMPLOYEES	CAPITAL	AREAS OF RESPONSIBILITY
CITY: Population exceeds 6,000 and taxable assessment of $3,000. per capita.	Mayor and eight Alfermen	Sets own budget	Villages, Towns and Cities get grants from the NWT Gov't. -Per Capita Grants -Road Maintenance Grants -Water Delivery Subsidy -Grant in lieu of taxes (taxes paid on buildings owned by the Gov't.) -Capital Grants of 50% of approval on sidewalk and road construction. Also Property taxes, community service charge, fines, licenses, fees, and permits.	Has its own employees according to local needs.	It can finance capital projects by selling debentures. Receives matching grants of 50% for roads and sidewalk construction.	Towns and Cities do not need Territorial Government approval for most of their actions. Approval is required for such things as Capital Borrowing, Land Use Regulations, etc. The Municipal Ordinance is designed to give increasing ability to act, as a community increases its status.
TOWNS: Population exceeds 1,000 and has a taxable land assessment of $2,500 per capita.	Mayor and eight Councillors	Sets own budget		Same as City.	Same as City.	
VILLAGES: Population of 500 and raising or about to raise revenue by land taxes. Development process.	Mayor and seven Councillors	Sets own budget; requires Commissioner approval.		Same as City.	Same as City.	Villages and Hamlets must consult with the Territorial Government and obtain approval for some of their actions, e.g. the disposal of land and the establishment of tax levies.
HAMLETS: Petition of 25 residents begins process of education and development prior to Commissioner's approval.	Mayor and seven Councillors	Sets own budget within guidelines established by the Territorial Government.	Operating contribution, community service charge, permits, licenses, fines and fees.	Has its own employees in accordance with budget guidelines.	In form of projects carried out by Region or Yellowknife.	
SETTLEMENTS: Not incorporated. Council formed on local desire and negotiations with the Department of Local Government.	6-8 Councillors one of whom is elected chairman by the others.	Budget is agreed between Region and the community.	Funds for services provided or contracted by Settlement.	Settlement Secretary paid by the GNWT but works for Council. Other employees according to services pro-	In form of projects carried out by the Region or Yellowknife.	A Settlement Council has no legal powers, but many communities have advanced to the point where they operate or contract community services on an annual basis. The Council is always consulted, can conduct community projects, e.g. employment programs, and

APPENDIX 3

N.W.T. POPULATION DISTRIBUTION BY REGION*

Region	No. of Centres	Pop. Total	%Age Eastern Arctic Total	%Age N.W.T. Total (46,200)
Eastern Arctic:				
A. Unorganized Comm.		368	2.2	.8
B. Settlements	13	5,122	30.3	11.0
C. Hamlets	15	8,718	51.6	18.8
D. Village, Town, City	1	2,693	15.9	5.8
TOTAL	29	16,901	100.0	36.4
Western Arctic:			%Age Western Arctic Total	
A. Unorganized Comm.		1,119	3.8	2.4
B. Settlements	13	4,329	14.7	9.3
C. Hamlets	3	2,542	8.6	5.5
D. Village, Town, City	6	21,507	72.9	46.4
TOTAL	22	29,497	100.0	63.6

SOURCE: Compiled from statistics from the:

Statistics Division, Planning & Program Evaluation
Government of the Northwest Territories
December 31, 1978

* Regional Divisions defined by the treeline; Eastern Arctic above the treeline;
Western Arctic below the treeline.

APPENDIX 4

MAJOR SPECIAL PURPOSE COMMITTEES AND BOARDS

IN THE NORTHWEST TERRITORIES

A. Community Based Committees

(1) Local Education Authorities
   (1) Community Education Committees-in most communities
   (2) Community Education Society in Rae/Edzo and Eskimo Point
   (3) Board of Education - Separate and Public School Boards in Yellowknife, N.W.T.

(2) Social Assistance Appeal Committee

(3) Hunters and Trappers Association

(4) Housing Associations

(5) Alcohol and Drug Committees

(6) Economic Advisory Committees (related to GNWT economic development projects)

(7) Recreation Committees

(8) Advisory Health Committees

(9) Radio Committees

(10) Juvenile Court Committees

B. Regional Committees

(1) Beaufort Sea Advisory Committee

(2) Eastern Arctic Marine Environmental Studies Advisory Board

(3) Hire North Committee

(4) Training and Employment Advisory Committee, Nanisivik

C. G.N.W.T. Sponsored Boards and Committees

(1) Apprenticeship and Tradesmen's Qualification Board

(2) Commissioner's Awards Committee

(3) Eskimo Loan Fund Advisory Board

(4) Game Advisory Council

(5) Great Slave Lake Fishermen's Loan Fund Advisory Board

(6) Higher Education Advisory Board

(2)

(7) Highway Transport Board
(8) Justice and Corrections Advisory Committee
(9) Labour Standards Board
(10) Legal Aid Committee
(11) N.W.T. Liquor Licensing Board
(12) Museum Advisory Committee
(13) N.W.T. Alcohol & Drug Co-ordinating Council
(14) Northwest Territories Heritage Council
(15) N.W.T. Housing Corporation
(16) N.W.T. Public Utilities Board
(17) Science Advisory Board of the Northwest Territories
(18) Small Business Loans and Guarantees Board
(19) Social Assistance Appeal Board
(20) Territorial Hospital Insurance Services Board
(21) Workers' Compensation Board

D. Federal Government Sponsored Committees

(1) Arctic Waters Advisory Committee - AWAC
(2) Technical Advisory Committee to the N.W.T. Water Board
(3) Land Use Advisory Committee
(4) Federal/Territorial Lands Advisory Committee
(5) Mackenzie River Basin Study
(6) Tripartite Committee on Toxic Wastes
(7) Hydro Metric Cost-Sharing Agreement
(8) Arsenic Committee
(9) Regional Ocean Dumping Advisory Committee - RODAC
(10) N.W.T. Standing Committee on Resource Management
(11) Government/Industry Offshore Drilling Fluid Disposal Working Group
(12) Great Slave Lake Advisory Committee

(13) Aquatic Resource Utilization Review Committee

(14) Federal/Territorial Program Advisory Committee

(15) Nutrition and Resource Harvest Research for N.W.T.

(16) D.F.E. Regional Biocide Committee

(17) D.F.E. Regional Mining Committee

(18) D.F.E. Regional Transportation Committee

(19) D.F.E. Regional Dredging Committee

(20) Arctic Environment Steering Committee

(21) D.F.E. Regional Hydro-Power Committee

APPENDIX 5

LOCAL EDUCATION AUTHORITIES

A. COMMUNITY EDUCATION COMMITTEES

DEFINITION: There are 43 Community Education Committees consisting of between 5 and 9 elected members. The term of office is 2 years.

LEGISLATIVE BASIS: The Education Ordinance passed in 1977 states that every community in the N. W. T. where there is at least one school shall be an education district (Section 7 (1) and that in each district there shall be a local education authority. Sections 8 to 17 of the Ordinance define the Community Education Committee, the first level in the hierarchy of local education authorities.

RESPONSIBILITIES:

Advisory:

(1) Advise the Superintendent *on* all education programs, including special adult, and vocational education programs.

(2) Review proposals for the construction of *new* education facilities and advise the Superintendent of its approval or disapproval.

(3) Advise on the appointment of staff for student residences, and on the needs for new staff members including principals.

(4) Advise the Superintendent of the special wishes of the residents with respect" to opening and closing dates for schools and education programs within a range of 5 school years and length specified by the Department of Education.

(5) Organize, with the assistance and co-operation of the Superintendent, principals and teaching personnel, special programs which may include material from the culture and life style of the local people.

There are *no* paid employees.

FISCAL BASIS: None

ACCOUNTABILITY : There is no direct accountability prescribed by the legislation to either the GNWT or the community council although an elected councillor is a member of the committee for the first year only.

B. COMMUNITY EDUCATION SOCIETIES

DEFINITION: There are 2 Community Education Societies in the N. W. T.: Rae Edzo and Eskimo Point. Societies have between 5-9 elected members whose term of office is two years. Societies have paid employees, one of which is a Secretary-Treasurer.

LEGISLATIVE BASIS: Under the Education Ordinance, the Executive Member for Education of the GNWT Executive Committee may designate a Community Education Society as the local education authority when 50 voters of an education district request the Community Education Committee become a Society (Sections 18 (1) and (2)).

The Rae Edzo Education Society was incorporated as a Society under the Societies Ordinance in 1971 and has the authority to hire teachers. The Eskimo Point Education Society became a Society in 1978 under the Education Ordinance and does not have this authority.

RESPONSIBILITIES:

Advisory:

(1) Review education program plans submitted by the principals and advise the Superintendent.

(2) Review and advise on all plans for construction of new education facilities.

(3) Advise the Superintendent of the special wishes of the residents with respect to the opening and closing of school.

(4) Advise on and organize the establishment of special programs which may include material from the culture and lifestyles of the local people.

Administrative:

(1) Prepare an annual budget proposal for the education district.

(2) Supervise the expenditure of the sum of money annually appropriated for that society for the operation of education programs - but not including the salaries of principals, teaching personnel and non-professional staff.

(3) Have custody and safekeeping of all education facilities in the education district.

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(2)

The Society acts as an agent of the Executive Member in the appointment of principals, teaching personnel and non-professional staff to the education programs but these staff remain employees of the public service of the GNWT.

FISCAL BASIS: The annual budget is appropriated for the Society through the Department of Education, GNWT.

ACCOUNTABILITY : The Society is accountable financially to the GNWT and must have an annual audit performed. A general meeting must be held annually where the Society reports to the voters on education programs and activities. The Society must also keep available to the Superintendent a record of all proceedings of the Society or any special committee it may appoint.

C. BOARD OF EDUCATION

DEFINITION: A Board of Education is a body corporate consisting of 7 members elected or appointed in accordance with the Education Ordinance. There are two Boards of Education in the N. W. T. both in Yellowknife: The Yellowknife Separate School Board and the Yellowknife Public School Board.

LEGISLATIVE BASIS: A Board of Education may be designated as the local education authority when a petition signed by 50 voters of an education district having an Education Society for at least two years is submitted to the Executive Member. Designation also depends upon the majority of the ratepayers of a community favouring its establishment (Sections 25 and 26) .

RESPONSIBILITIES :

Advisory:
(1) Review education program plans submitted by the principals and advise the Superintendent.
(2) Advise the Executive Member of the opinion of the Board with respect to opening and closing dates.

Administrative:
(1) Prepare annual estimates of revenue and expenditures for the operation and maintenance for the education programs and for the provision of all capital items.
(2) Supervise and be responsible for the expenditure of all moneys appropriated for the education programs.
(3) Provide, maintain and furnish school buildings.
(4) Recruit and appoint principals, teaching personnel and other staff for the education programs.

Employees: Boards of' Education employ a secretary and treasurer as well as principals, teaching personnel and other staff required.

FISCAL BASIS: A Board has the power to assess and tax all property within the education district (Section 39) . A Board may raise money through debenture borrowing (Sections 40-46 incl.). A Board receives annual appropriations from the Dept. of Education, GNWT.

ACCOUNTABILITY : The books and accounts are audited annually and presented at an annual meeting. The Board is accountable to the ratepayers and to the GNWT for funds appropriated and raised through taxes or borrowing.

APPENDIX 6

HUNTERS' AND TRAPPERS' ASSOCIATIONS

DEFINITION: There are 43 Hunters and Trappers Associations which are voluntary associations whose members are usually "those people in the area who depend on the harvesting of renewable resources for all or part of their livelihood, i.e. anyone eligible to hold a General Hunting Licence."

LEGISLATIVE BASIS: Hunters and "Trappers Associations are incorporated bodies with by-laws and constitutions pursuant to the Societies Ordinance.

RESPONSIBILITIES :

Advisory:

(1) Hunters and Trappers Associations advise individual hunters and trappers and their members about quotas., seasons, proposed legislation, etc.

(2) Hunters and Trappers Associations are the consultative body used by the local Fish and Wildlife 'Officers to obtain local information and opinion on such matters as proposed changes in the wildlife ordinance, season, etc. The Associations are also usually consulted by the senior governments and industry on proposed development or exploration work in the area.

Administrative:

(1) Hunters and Trappers Associations distribute polar bear and musk oxen hunting tags in their respective communities.

(2) The Associations order traps and other gear for their members.

(3) There are no paid employees.

FISCAL BASIS: Hunters and Trappers Associations receive a $2,000 annual grant from the GNWT.

ACCOUNTABILITY :

(1) There is no accountability of the Hunters and Trappers Associations either to the community councils or to the GNWT except for the distribution of tags.

(2) Hunters and Trappers Associations are required to submit an annual financial statement and minutes of their annual general meeting to the Registrar of Societies.

APPENDIX 7

HOUSING ASSOCIATIONS

DEFINITION: There are 46 Housing Associations in the N. W. T. which are usually composed of tenants of public and low cost housing built by the N. W. T. Housing Corporation. Housing Association memberships are not limited to tenants of public housing.

LEGISLATIVE BASIS: Housing Associations are established pursuant to Section 48 of the N. W. T. Housing Corporation Ordinance which states that: "The Commissioner may vest in a housing association such powers, functions and duties as he deems necessary to operate, manage and maintain any housing unit or housing project under an agreement entered into pursuant to this Ordinance." The corporate objectives of the N. W. T. Housing include "to actively support housing associations/authorities as viable, local organizations responsible to the Corporation for the administration and maintenance of housing. Housing Associations are formed on the basis of local interest and with the encouragement and support of the Corporation. The Associations incorporate under the Societies Ordinance.

RESPONSIBILITIES :

Advisory: They advise the Housing Corporation with regard to problems encountered with a particular type of housing, maintenance, personnel, or supply of materiel.

Administrative: - calculate the income of families, a prerequisite for calculating the rent.
allocate houses.
look after the maintenance.
ensure that fuel and water are delivered and garbage removed.
pay the fuel, hydro and water bills, collect the rent.
Housing Associations have paid employees.

FISCAL BASIS: The N. W. T. Housing Corporation approves and/or modifies annual budgets submitted to it by the Housing Associations. An agreement is signed between the N. W. T. Housing Corporation and the Housing Associations who agree to account financially to the Corporation.

ACCOUNTABILITY : Housing Associations submit monthly financial statements and minutes of monthly meetings to the N. W. T. Housing Corporation. An annual audit is required at year end, March 31. Housing Associations also submit financial statements and minutes of the annual general meeting to the Registrar of Societies. The Associations are not required to account to or report to the community council.

APPENDIX 8

SOCIAL ASSISTANCE APPEAL COMMITTEE

DEFINITION: There are 23 Social Assistance Appeal Committees in the N. W. T., each consisting of a Chairman and two members appointed by the Commissioner. Recommendations for membership are made by the community councils.

LEGISLATIVE/POLICY BASIS: The committees are established by the Commissioner, pursuant to Section 10 of the Social Assistance Ordinance which states that they may be established "in such places as he may designate and with such jurisdiction as he may prescribe".

RESPONSIBILITIES :

Administrative: The Committee receives appeals from citizens of the community with respect to eligibility to receive assistance and/or the amount of assistance received. The Committee is responsible for making the decision as to whether the assistance is paid or increased or neither. These decisions are reported to the Director of Social Development and can be appealed to the Social Assistance Appeal Board by either the applicant or the Director.

There are no paid employees.

FISCAL BASIS: None

ACCOUNTABILITY : The Committee is not accountable to the community council. Decisions of the Committee are reported to the Director of the Department of Social Development.

APPENDIX 9

ALCOHOL AND DRUG COMMITTEE

DEFINITION: There are 17 Alcohol and Drug Committees managing projects which include information and counseling services, drop-in centres, rehabilitation and detoxification centres. Impetus to form the Committees is from interested and concerned citizens in a community.

LEGISLATIVE/POLICY BASIS: Committees do not have a legislative basis, but form part of the program delivery of the Department of Social Development, GNWT.

Committees apply to the N.W.T. Alcohol and Drug Co-ordinating Council (ADCC) for funding. Upon receipt of a contribution, the committees are required to incorporate as a society under the Societies Ordinance.

RESPONSIBILITIES:

Advisory:
- To advise individuals with alcohol and drug problems who request assistance.
- Upon request to advise the ADCC and community council.

Administrative: To administer accountable contributions received from the ADCC.

Alcohol and Drug Committees may have paid employees depending upon the size and type of project being managed.

FISCAL BASIS: Project funding for the committees is on a quarterly basis from the Alcohol and Drug Co-ordinating Committee. Project budgets approved range from $3,000 to $100,000.

ACCOUNTABILITY : Alcohol and Drug Committees account financially on a quarterly basis to the ADCC through the Alcohol and Drugs Section of the Department of Social Development, GNWT. Prior to receiving funding, committees must receive the endorsement of the community council. After becoming operational, committees are not accountable to the community councils.

APPENDIX 10

INDIANS BANDS, N.W.T.

	Band	Population*	Band Councils (Including Chiefs)
1.	Aklavik	474	3
2.	Arctic Red River	250	5
3.	Dogrib Rae Band	1,584	13
4.	Fitz/Smith	356	6
5.	Fort Franklin	243	5
6.	Fort Good Hope	432	5
7.	Fort Liard	469	5
8.	Fort McPherson	691	5
9.	Fort Norman	220	4
10.	Fort Providence	587	8
11.	Fort Resolution	355	3
12.	Fort Simpson	689	7
13.	Hay River	279	4
14.	Snowdrift	290	3
15.	Wrigley	200	4
16.	Yellowknife "B"	600	5
	TOTAL	7,719 or 16.6% of N.W.T. Population.	

* These figures represent the total number of people in the band and not the population in the particular community. Fort Liard Band, for example, includes those members living in Ft. Liard, Nahanni Butte, Trout Lake and Ft. Simpson.

Source: Department of Indian and Northern Affairs Yellowknife, N.W.T., June, 1979 Treaty List.

APPENDIX 11

INDIAN BAND COUNCILS

DEFINITION: An Indian is defined under the Indian Act as a person who is registered as an Indian or is entitled to be registered under the Act. A Band is a body of Indians for whose use and benefit in common, lands have been set apart or for whose use and benefit in common, moneys are held by Her Majesty or who has been declared a band by the Governor in Council. A Band Council is a council which is established pursuant to Section 74 of the Act, or chosen according to the custom of the band. In the N.W.T. all 16 Band Councils are chosen by the band members according to individual customs. Procedures relating to nomination, eligibility, tenure of office and election regulations follow whatever the past customs of a particular band are. The Fort Simpson Indian Band, for example, holds an election for Chief and councillors once a year on or close to the day treaty payments are made. Nominations are made over a number of days and voting is done by secret ballot. In other bands, such as in Fort Resolution, elections are held when a petition is circulated or dissatisfaction with the present Council is voiced by the members. A band meeting is then held where nominations are made and voting by a show of hands takes place.

All Band Councils have a chief and from 2 to 12 councillors. All employ a band secretary-manager.

LEGISLATIVE BASIS: Band Councils have been established pursuant to the Indian Act. The Indian Act defines the powers of band councils under Sections 81 and 83. All of the powers relate to the ability to pass bylaws for the regulation of local matters on reserves such as regulation of traffic, construction and maintenance of roads, promotion of public health, etc. In the N.W.T. there is one reserve only, the Hay River Indian Reserve.

RESPONSIBILITIES :

Administrative: Band Councils in the N.W.T. derive most of these functions from the administrative practise of the DINA. Core funds are provided to the councils by DINA under a program designed for Southern Canada. The purpose of the core funding program is to assist bands on reserves to establish an administrative centre which is capable of taking on responsibility for the management of programs such as social assistance, housing and education being devolved by the department to the councils. The N.W.T. bands receive the core funds but are unable

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to take over management of the other programs which are run by the G.N.W.T. or municipal councils.

Band Councils also manage various employment creation programs, cultural inclusion projects, alcohol prevention programs, economic development projects, housing projects, the organization of treaty and and ceremonial events.

Representative: Band Councils represent the views of their members, the Status Indians in the N.W.T., to government and industry on issues directly affecting them such as proposed developments and land use permits. As well, they are involved in the negotiation of land claims through the Dene Nation.

Band Councils have paid employees.

FISCAL BASIS: Core funding budgets range from *$18,500* to *$45,000* per annum depending upon the size of the band membership. Other projects managed by the bands vary in size but generally are $35,000 or less.

ACCOUNTABILITY : The band councils are required to submit an audited statement of their core funds annually to DINA. It is the policy of DINA to require the Band Councils to hold one annual band meeting to present the annual statement to the membership. The Band Councils are also required to account for funds provided for other projects to the funding agencies. There is no accountability to the community councils. In practise one seat on the Settlement or Hamlet Council is reserved for the Chief of the Band Council.

APPENDIX 12

ETHNICITY BY COMMUNITY AND BY G.N.W.T. REGION

COMMUNITY	ETHNICITY						
	Indian		Inuit		Other		Total
	Number	percent	Number	Percent	Number	Percent	Number
BAFFIN REGION							
Arctic Bay	0	0.0	383	95.0	20	5.0	403
Broughton Island	0	0.0	313	95.1	16	4.9	329
Cape Dorset	0	0.0	650	93.8	43	6.2	693
Clyde River	0	0.0	382	92.9	29	7.1	411
Frobisher Bay	0	0.0	1572	58.4	1121	41.6	2693
Hall Beach	0	0.0	379	95.7	17	4.3	396
Igloolik	0	0.0	715	95.0	38	5.0	753
Lake Harbour	0	0.0	279	92.7	22	7.3	301
Nanisivik	0	0.0	34	12.5	239	87.5	273
Pangnirtung	0	0.0	789	89.9	89	10.1	878
Pond Inlet	0	0.0	596	91.8	53	8.2	649
Sanikiluaq	0	0.0	316	96.9	10	3.1	326
Residual	0	0.0	238	89.5	28	10.5	266
Regional Total	0	0.0	6646	79.4	1725	20.6	**8371**
INUVIK REGION							
Aklavik	**332**	**43.6**	**346**	45.3	85	11.1	**763**
Fort Franklin	**473**	**92.4**	**0**	0.0	39	7.6	**512**
Fort Good Hope	**355**	**79.6**	4	.9	87	19.5	**446**
Fort McPherson	**621**	**76.4**	8	1.0	184	22.6	**813**
Fort Norman	**228**	**69.3**	**0**	0.0	101	30.7	**329**
Inuvik	**196**	**6.7**	**510**	17.4	2232	76.0	**2938**
Norman Wells	**47**	**13.3**	7	2.0	298	84.7	**.352**
Tuktoyaktuk	**16**	**2.2**	**648**	86.4	86	11.4	**760**
Residual	**184**	**35.2**	**300**	57.5	38	7.3	**522**
Regional Total-1	**2452**	33.0	1833	24.6	3150	42.4	7435
Town of Inuvik Excluded -2	**2256**	50.3	**1313**	29.2	**918**	20.5	4487
KEEWATIN REGION							
Baker Lake	11	1.1	870	86.4	126	12.5	1007
Chesterfield Inlet	0	0.0	264	90.7	27	9.3	291
Coral Harbour	0	0.0	359	86.7	55	13.3	414
Eskimo Point	0	0.0	901	93.9	59	6.1	960
Rankin Inlet	0	**0.0**	707	72.3	271	27.7	978
Repulse Bay	0	**0.0**	270	91.5	25	8.5	295
Whale Cove	0	**0.0**	185	92.0	16	8.0	201
Regional Total	11	0.4	3556	85.6	579	14.0	**4146**

(continued)

COMMUNITY	ETHNICITY						
	Indian		Inuit		Other		Total
	Number	Percent	Number	Percent	Number	Percent	Number
FORT SMITH REGION							
Cambridge Bay	9	1.0	655	76.8	189	22.2	853
Coppermine	0	0.0	736	91.7	67	8.3	803
Fort Liard	310	94.8	0	0.0	17	5.2	327
Fort Providence	425	76.4	0	0.0	131	23.6	556
Fort Resolution	171	32.8	0	0.0	350	67.2	521
Fort Simpson	475	44.0	10	0.9	595	55.1	1080
Fort Smith	273	11.6	23	1.0	2051	87.4	2347
Gjoa Haven	0	0.0	431	92.9	33	7.1	464
Hay River	368	10.8	0	0.0	3030	89.2	3398
Holman Island	0	0.0	290	88.4	38	11.6	328
Lac La Martre	223	99.1	0	0.0	2	0.9	225
Pelly Bay	0	0.0	267	93.0	20	7.0	287
Pine Point	287	16.3	0	0.0	1476	83.7	1763
Rae Edzo	1158	91.3	0	0.0	111	8.7	1269
Snowdrift	238	90.8	0	0.0	24	9.2	262
Spence Bay	0	0.0	422	93.0	32	7.0	454
Tungsten	0	0.0	0	0.0	423	100.0	423
Yellowknife	946	9.5	93	0.9	8942	89.6	9981
Residual	737	66.8	94	8.5	274	24.7	1105
Regional Total-1	5620	21.3	3021	11.4	17805	67.3	26446
City of Yellowknife, Towns of Fort Smith, Hay River & Pine Point excluded-2	3746	42	2905	32.3	2306	25.7	8957
Northwest Territories Total	8083	17.5	15054	32.4	23261	50.1	46398

SOURCE :

Government of the Northwest Territories
Department of Planning and Program Evaluation
Statistics Division
December 31, 1978.

APPENDIX 13

STATEMENT OF REVENUE AND EXPENDITURE
TAX-BASED MUNICIPALITIES, N.W.T.
December 31, 1978

Function	Fort Simpson	%	Frobisher Bay	%	Fort Smith	%	Hay River	%	Pine Point	%	Inuvik	%	Yellowknife	%	Total	%
Population	1 080		2693		2347		3398		1763	•	2938		1998		24 200	
Taxable Assessment	2,731,360		5,277,420		5,746,540		22,067,340		9,609,710		10,071,350		21,624,473			
Mill Rate - General School	38.6 12.4		51.0 12.2		37 13		17 12.1		52 13		37.95 15.0		26,30,30,35,37, 13.5,13.5,13.5,13.5,15.			
Revenue																
Taxes	106,708	17.2	622,122	41.9	225,665	23.4	418,744	20.5	483,923	40.5	398,030	25.5	1,939,378	33.2	3,841,669	27.1
Grants in Lieu	259,027	19.4	279,330	4.5	180,277	18.7	123,718	6.1	89,599	7.5	341,366	21.8	505,785	8.6	1,640,727	11.6
Sale of Services	159,010	25.6	123,619	6.4	240,936	24.9	364,939	17.9	143,883	12.0	32,313	2.1	910,948	15.5	1,975,648	13.9
Revenue from own Sources	44,721	7.2	158,582	8.3	40,756	4.2	290,712	14.3	180,208	15.1	227,928	14.6	664,965	11.4	1,609,936	11.4
Unconditional Transfers	58,900	9.5	131,300	6.8	120,500	12.5	208,950	10.3	98,500	8.2	158,050	10.1	525,000	9.0	1,301,200	9.2
Conditional Transfers	77,462	12.4	866,299	44.6	45,397	4.7	229,301	11.2	40,608	3.4	173,997	11.1	272,482	4.7	1,700,746	12.0
Other Transfers	54,630	8.7	106,066	5.5	112,203	11.6	401,591	19.7	158,665	13.3	231,870	14.8	1,029,023	17.6	2,094,040	14.8
TOTAL REVENUE	622,083		1,930,887		965,734		2,038,155		1,195,980		1,563,554		5,847,581		14,163,974	
Expenditures																
General Government	158,121	25.4	206,436	11.0	191,210	18.4	286,923	13.8	155,984	15.3	464,273	32.0	928,027	14.7	2,329,304	16.5
Protective Services	10,185	2.0	121,453	6.8	56,863	5.8	62,227	3.3	37,917	3.7	77,927	5.4	574,796	9.1	941,368	6.7
Transportation Services	89,872	17.9	404,333	21.5	92,310	9.4	267,194	13.9	185,780	18.2	226,662	15.6	557,193	8.8	1,822,948	12.9
Environmental Health	114,709	22.8	764,177	40.5	224,654	22.9	407,558	21.2	119,797	11.7	89,600	6.2	1,281,062	20.4	3,011,082	21.4
Public Health	0	0	0	0	0	0	28,972	1.5	2,400	0.2	3,836	0.3	36,839	0.6	72,047	0.5
Environmental Development	0	0	0	0	4,793	0.5	23,307	1.2	0	0	0	0	9,862	0.2	37,962	0.3
Recreation & Cultural	32,898	6.5	228,341	12.1	169,826	17.5	155,960	8.1	129,414	12.7	208,829	14.4	515,685	8.1	1,459,027	10.4
Education	0	0	0	0	0	0	0	0	0	0	0	0	1,035,000	16.4	1,035,000	7.3
Fiscal Services	8,839	1.8	65,248	3.5	114,702	11.7	225,978	11.7	82,103	8.0	125,120	8.6	986,170	15.6	1,608,160	11.4
Other Transfers	64,912	12.9	11,134	0.6	15,085	1.5	174,356	9.1	149,677	14.7	21,788	1.5	386,433	6.1	823,385	5.8
Education Tax to GNWT	53,840	0.7	83,640	4.4	101,750	10.3	312,582	16.2	158,665	5.5	231,870	16.0	0	0	942,347	6.8
TOTAL EXPENDITURES	502,844		1,884,762		983,157		1,924,057		1,021,737		1,449,509		6,315,564		14,081,630	
Surplus (Deficit)	119,239		46,125		(17,423)		114,098		174,243		114,045		(467,983)		82,344	

APPENDIX 14

STATEMENT OF REVENUE & EXPENDITURE
SELECTED HAMLETS IN THE N.W.T.
YEAR ENDED MARCH 31, 1979

COMMUNITY	BAKER LAKE	ESKIMO POINT	RANKIN INLET	RAE-EDZO	
Revenue: (000's $					
Transferred from surplus	37,908	20,045	91,984	52,353	36,083
Operating Contributions	510,067	566,815	369,459	509,938	364,180	394,278
Other Revenue	73,130	78,984	132,308	110,117	47,368	75,293
TOTAL REVENUE	621,105	665,844	593,751	672,408	411,548	505.654
Expenditures: (000's $					
General Government	374,786	411,260	3°0.536	409,304	192,158	192.308
Protective Services	11,291	25,666	5.410	12,156	14,939	13.128
Transportation Services	112,248	113,863	119.921	110,193	16,842	21.882
Environmental Health Services	191,972	154,606	157.465	141,377	156,475	49.080
Public Health Services	59	11,736	77		7,484	2.089
TOTAL EXPENDITURES	690,356	717,131	583,409	673,030	387,898	378.487
	deficit $69,251	deficit $51,287	surplus $10,342	deficit $622	surplus $23,650	surplus $127,167

SOURCE: Department of Local Government
Municipal Affairs Division
September, 1979

APPENDIX 15

SALARY EXPENDITURES - G.N.W.T.

SELECTED HAMLETS

YEAR ENDED MARCH 31, 1979 .

DEPARTMENTS	BAKER LAKE	ESKIMO POINT	PANGNIRTUNG	*RANKIN INLET	**RAE-EDZO	TUKTOYAKTUK
Executive	19,334	19,670	22,243	1,235		
Personnel						
Natural & Cultural Affairs	49,180	27,928	40,716	51.865	59,258	25.354
Local Government				14,552		
Public Works	74,335	112,481	79,694	387,699		54,607
Social Development	37,499	39,531	37,041	38,472		21,803
Finance		1,632		4,829		
Economic Development & Tourism		29,996	14,960	4.810		14,245
Education	5E3.24E	439.600	430.382	492.437		345.212
TOTAL COMMUNITY:	749.594	670,838	685,636	995,959	59,258	461,821

* NOT Regional Office

** Most Departments, e.g., Local Government, Public Works administer matters in Rae-Edzo from the Yellowknife area office.

SOURCE: Government of the Northwest Territories
Department of Finance
Report I, March 1979

SPECIAL NOTE: Prepared from unaudited financial reports.

APPENDIX 16

GRANTS AND CONTRIBUTIONS ALLOCATED TO

SELECTED N.W.T. COMMUNITIES BY AGENCY

1977-78 ACTUAL EXPENDITURES

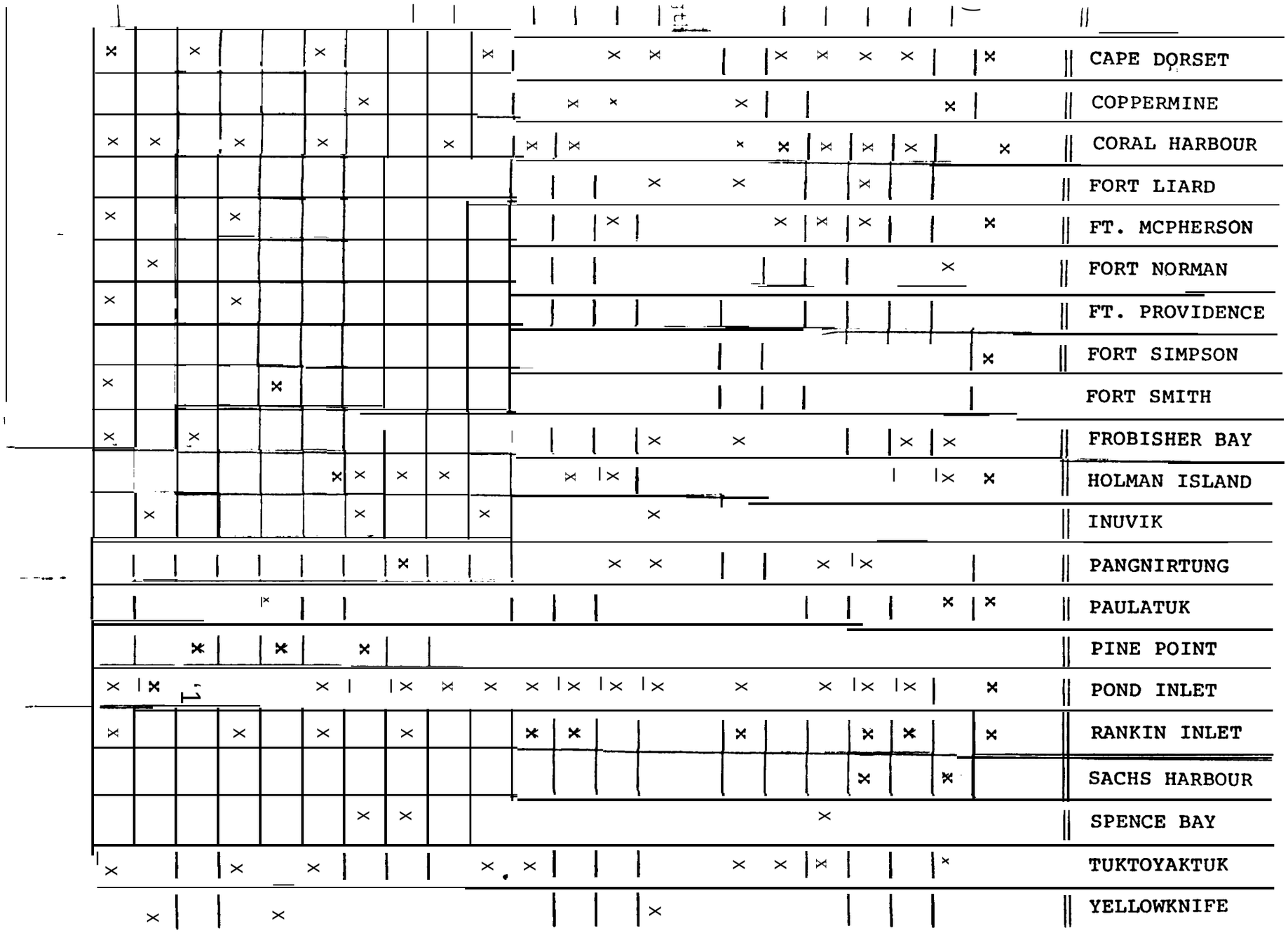
Federal Agencies	Baker Lake	Eskimo Point	Pangnirtung	Rankin Inlet	Rae-Edzo	Tuktoyaktuk
Central Mortgage & Housing Corporation					84,990	11,500
Department of Employment & Immigration	142,663	94,944	153,804	219,660	323,574	33,742
Department of Indian Affairs & Northern Development	10,000	22,020	2,000	106,153	48,600	
Department of Regional & Economic Expansion			56,050	40,000		
TOTAL	152,663	116,964	211,854	365,813	457,164	45,242
N.W.T. Agencies						
Department of Planning & Program Evaluation					10,000	
Department of the Executive				750	5,630	
Department of Information				16,500		
Department of Natural & Cultural Affairs	2,575	8,414	88,896	14,681	32,464	25,319
Department of Health & Social Services			4,600	34,330		19,000
Department of Economic Development & Tourism	26,000	5,000	53,050	16,000	59,024	31,500
TOT AL	28,57 I,	1 3,414	146,546	82,261	107,118	75,819
TOTAL 1 & 2	181,238	130,378	358,400	448,074	564,282	121,061
Hamlet Operating Contributions (from Dept. of Local Gov't)	516,160	330,422	403,667	417,400	290,500	318,300

SOURCE: Department of Planning & Program Evaluation

APPENDIX 17

PROPOSALS AND OBSERVATIONS MADE BY COMMUNITY GROUPS TO THE SPECIAL REPRESENTATIVE OR HIS STAFF DURING COMMUNITY MEETINGS

	PROPOSALS AND OBSERVATIONS
1.	Jurisdictions:
	Increased authority in education
	Discontent with education system (absenteeism, dropout, curriculum)
	Increased authority in social services
	Increased authority in wildlife management
	Increased authority in land and resources
	Increased authority in housing and interest in home ownership
2.	Increased authority for elected officials
3.	Local government structures and processes:
	Residency requirements ; decided locally, changes in residency lengt
	Community committees amalgamated
	Council procedures decided locally
	Municipal council to be principal representative body in community
4.	General public civic education required
5.	Greater flexibility in GNWT procedures and regulations
6.	GNWT procedures and regulations too complex
7.	Changes in financial processes required
8.	Improvements in communications (translations) (consultations)
9.	Current jurisdictions and processes satisfactory
10.	More local hiring by GNWT and federal government
11.	Interest in regional public institutions
12.	Overwhelming presence of bureaucracy
13.	Employment and economic opportunities


CAPE DORSET
COPPERMINE
CORAL HARBOUR
FORT LIARD
FT. MCPHERSON
FORT NORMAN
FT. PROVIDENCE
FORT SIMPSON
FORT SMITH
FROBISHER BAY
HOLMAN ISLAND
INUVIK
PANGNIRTUNG
PAULATUK
PINE POINT
POND INLET
RANKIN INLET
SACHS HARBOUR
SPENCE BAY
TUKTOYAKTUK
YELLOWKNIFE

APPENDIX 18
PROPOSALS CONTAINED IN WRITTEN BRIEFS MADE IN RESPONSE TO THE SPECIAL REPRESENTATIVE

PROPOSALS

1.	Jurisdictions
	Increased local authority in education
	Increased local authority in social services
	Increased local authority in wildlife management
	Increased local authority in land and resources
	Increased local authority in housing
2.	Increased authority for local elected officials
3.	Local Government Structures & Processes
	Residency requirements; decided locally, changes *in* residency leng
	Community committees amalgamated
	Community committees report to/liaise with municipal council
	Council procedures decided locally
	Local option for inclusion of Band Council in municipal council desirable
	Ward systems be a local option
	Council to be prime body in the community
	Local government to continue as a priority and to be further developed and strengthened
4.	Public civic education required (especially re: role & function of local government)
5.	Greater flexibility in GNWT legislation, regulations, & policy & procedures (especially Municipal Ordinance)
6.	G.N.W.T. Legislation and regulations too complex
7.	Changes in financing of local government required (not big enough tax base, lack of viable economic base, more local fiscal responsibility)
8.	Communications requires improvement (translations inadequate, improved consultations)
9.	Current jurisdiction & process satisfactory
10.	Land claims should be settled
11.	Regional institutions should be supported
12.	Economic & business opportunities minimal
13.	Secret ballot is necessary - could be a variation

		X		x		x	x	X	X					x			X			x				Brief
		X				X		X				x	X	X	X	X	X							Town of Pine Point Brief
		X			X	X							X		X	X				x				N. W.T. Association of Municipalities Conference
		X			X	X		X	X	X	X		X	X	X									Position of the N.W.T. Legislative Assembly on Constitutional Development in the N.W.T.
										X		X								x				Administrative Action in Relation to Constitutional Development in the N.W.T.
						X		X		X	X		X	X	X		X							G.N.W.T. Dept. of Local Government "Directions for the 1980's".

APPENDIX 19

STRUCTURES AND FUNCTIONS OF NWT REGIONAL COUNCILS

A. THE BAFFIN REGIONAL COUNCIL

The Baffin Regional Council came into being in Pangnirtung in April 1977. Each of the settlements, hamlets and villages in the Baffin Region is represented by an elected member of their community council. In addition to these 14 members, the four members of the Northwest Territories Council Assembly whose constituencies are in the Baffin region, and the member for Keewatin who represents Sanikiluaq sit in council with the community representatives but do not have voting powers. The Council meets twice a year, has an office in Frobisher Bay and has a full time G.N.W.T. employee under secondment. Funding is provided by the G.N.W.T. through the Regional Office in Frobisher Bay.

During its initial meetings in September 1977 and March 1978, the Baffin Regional Council's main focus was on items of general and specific interest related to what happens within the members communities boundaries. The present role of the Council is advisory, with representation being made by it to the N.W.T. Council and G.N.W.T. Regional Office for action on community problems. The objectives of the council for its future role include advising on the improvement of government service, on the priorities of government programs and on changes in territorial legislation. The Council has also indicated that it sees itself in the future as a body empowered to negotiate with G.N.W.T. on the regional O & M budget and the acquisition of capital equipment, buildings and facilities, and as an agent for decentralized functions from the G.N.W.T. What format, mechanisms , or structures these additional administrative . or legislative functions would take has not yet been specified.

B. THE CENTRAL ARCTIC AREA COUNCIL

Representatives of the Central Arctic community councils of Spence Bay, Gjoa Haven, Cambridge Bay, Holman Island, Coppermine and Pelly Bay have met a number of times over the past few years to discuss common problems. In January 1978 the concept of formalizing these conferences by establishing a regional council was discussed and rejected for the time being. Instead delegates decided to meet on a regular basis, twice a year, and to form a Follow-Up Committee of three members who would ensure action was taken on the resolutions passed during the conferences. A number of issues were discussed and resolutions passed related to improvements in municipal and transportation services, health, changes in the education program and the desire for input into the planning of the regional capital budget. The Follow-Up Committee was tasked with bringing the Council's concerns to the attention of either the appropriate government agency or the Northwest Territories Council. At the present time, the Role of the Central Arctic Area Council is primarily as a lobby group pressing on behalf of its members for improvements to services or increases to the local of government funding.

C. WESTERN ARCTIC REGIONAL MUNICIPALITY (WARM)

In the proposals of the Committee for Original People's Entitlement (COPE) the Inuvialuit have proposed the establishment of a Western Arctic Regional Municipality (WARM) within whose borders are located Paulatuk, Holman Island, Sachs Harbour, Tuktoyaktuk and Aklavik. The proposals for WARM include an elected legislature with legislative jurisdiction (replacing those of the Northwest Territories Council) over game management, education, economic development and police service. Persons 18 years of age and over, and who have resided in the Western Arctic Region (as defined by COPE) for at least five years, will eligible to vote and to run for office in the WARM.

It is planned that the WARM legislature will delegate administrative, management and regulatory functions for its wildlife responsibilities to a Game Council at the regional level. The Game Council whose membership is comprised of representatives from community hunters and trappers committees will in turn delegate certain responsibilities to these local community committees. A second proposed structure, the Natural Resources Research Board, will be assigned advisory planning and research functions related to wildlife. Land use and conservation of the wildlife will be handled by two additional structures, a Land Use Planning Commission and a Land Use Applications and Review Committee.

Secondary structures and delegation of the administrative and advisory functions related to the other three areas of WARM's jurisdiction, education, economic development and police service have not been developed in detail.