# LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES 9<sup>TH</sup> ASSEMBLY, 6<sup>TH</sup> SESSION

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# Our Land Northwest Conoco Our Future



Discussion Paper

on

Political & Constitutional Development

in the

Northwest Territories

### Northwest Territories Minister for Aboriginal Rights & Constitutional Development

Since taking office in 1979, the Ninth Legislative Assembly of the Northwest Territories and its Executive Committee have devoted a considerable amount of time and effort to the issues of political and constitutional development. Much of that time and effort has been spent responding to initiatives on the part of the federal and provincial governments on such issues as the patriation of the Canadian Constitution; the development of the proposed Constitutional Act; and, political and constitutional development in the North.

The time has come for Northerners to take the initiative and present the Federal government with a well thought out and territorially-wide endorsed position paper on how northerners want political and constitutional development to proceed.

This discussion paper is the starting point in the development of such a position paper. It addresses the major issues of political and constitutional development. They are recounted here in an effort to keep you, the public, informed and involved in the complex, yet exciting process of political and constitutional change in this vast and diversified Territory.

Essentially, the paper is divided into two broad areas. The first area relates to the internal restructuring that now faces the Northwest Territories. The focus of this area is on the current situation and some suggestions with respect to the issues of division of the Northwest Territories; devolution to community and regional bodies; and regional government.

The second is concerned with the kind of authority and cosponsibility that ought to be vested in any territorial government that might be created. The focus is on the changes that could take place in the distribution of powers in respect of land, resources, services, fiscal arrangements, as well as the issue of responsible government.

The issue of Aboriginal claims is an important aspect that is intricately and necessarily connected with the issue of political and constitutional development in the NWT. The position of the Government of the Northwest Territories is clear in relation to these issues and is embodied in the principles for change that are outlined and

reflected throughout this paper. In essence, the position is that the G.N.W.T. supports an early and satisfactory settlement of aboriginal claims and that no initiative on its part should prejudice the outcome of settlement negotiations currently underway. To this end, this paper suggests that native organizations be fully involved in the process of political and constitutional development in the North.

The primary purpose of this paper is to stimulate discussion and solicit input from both the public sector and the Legislative Assembly by the end of the year. This input is necessary to the development of a GNWT Position Paper in Political and Constitutional Development. That paper will have a three-fold function:

- to serve as the Ninth Legislative Assembly's mandate for its final two years in office;
- ii) to form the basis of discussions with the Federal government on political and constitutional development in the N.W.T.; and,
- iii) to publicize nationally and gain support for the position of the N.W.T. Legislative Assembly on the manner in which political and constitutional development should proceed in the N.W.T.

It is therefore important to obtain a consensus among northerners to enable the pursuit of common goals from a position of strength and unity. To this end, I invite and encourage native groups, various community and territorial organizations, community governments and individuals to respond and comment on this paper.

Please address all correspondence and submissions to The Executive Director Aboriginal Rights and Constitutional Development Secretariat, Government of the Northwest Territories, Yellowknife, N.W.T.

One final comment in relation to the role of the Territorial government in this process is deemed necessary. It is the view of the Executive Committee that the existing Government of the Northwest Territories is a "transitional" government. Until such time as the issues of division and aboriginal claims are settled, this Government will maintain that position for the existing Northwest Territories. As indicated above, it is the hope of the Executive Committee that this paper will stimulate discussion and thinking on the fundamental issues of political and constitutional development so that a consensus on direction can be determined. In this way the transitional role can be maintained without becoming static or status quo oriented.

Through your support and input there is an opportunity to develop a strategy for political and constitutional development that truly reflects the needs and aspirations of the peoples of the North. I thank you for your interest and concern for this important and timely project.

James Walt-Shee

# Discussion Paper

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### Principles

Before dealing with any subject of the complexity and importance of this issue of political and constitutional change, it is important to develop some broad principles that will serve as the basis from which discussion on the subject can proceed. The following principles are suggested as being fundamental to political and constitutional development in the North today.

- Government decision making should rest as closely as possible with those governed.
- Every level of government in the Northwest Territories must have sufficient power, authority, and resources available vested in it to enable it to carry out its responsibilities.
- Government should be representative of and accountable to the people of the Northwest Territories.
- 4. Residents of the Northwest Territories should enjoy political rights and privileges equal to those enjoyed by other Canadians.
- 5. Residents of the Northwest Territories should assume the major responsibility for determining the constitutional framework of the Northwest Territories and the direction of political change within that broad framework.

### I THE INTERNAL RESTRUCTURING

### 1. Introduction

A primary goal of the Government of the Northwest Territories is the development of responsive government that meets the needs and aspirations of the residents of the North; recognizes the traditions, forms and style of government of native peoples; and that promotes a greater measure of local autonomy in the development of policy and the delivery of government programs and services. The developments suggested in the following can go a long way in achieving this goal.

The division of the Northwest Territories which is a major issue with respect to political and constitutional development in the North is examined. The questions of devolution of responsibility and authority to community governments and regional bodies as well as regional government are also addressed.

### 2. Division

### a) Background

The Inuit Tapirisat of Canada (ITC) Proposal for a Nunavut Territory and the recommendations of the Unity Committee as amended by the Legislative Assembly during the Frobisher Bay Session in the Fall 1980 have to a very large extent set the scene for the future political and constitutional development of the Eastern and Northeastern part of the N.W.T.

The Nunavut proposal calls for the creation of a new territory in the Eastern and Northeastern part of the existing Northwest Territories with boundaries roughly following the tree line. The concept of Nunavut has been a consistent policy of I.T.C. since the first Aboriginal Rights claim was presented to the Federal Government in 1976. The present proposal was approved by the Annual Assembly in September 1979 at Igloolik and presented to the Federal Government shortly afterwards.

In response to a request from the Minister of Indian Affairs and Northern Development that there be a debate within the Northwest Territories Legislative Assembly on the Nunavut proposal and the larger questions of constitutional development it raised and the Assembly's own desire to address the matter in an orderly manner, a Unity Committee was established to investigate and report upon the question of political development of the Northwest Territories. The Committee submitted its report at the Fall 1980 Session in Frobisher Bay. Long and detailed debate including presentations from Inuit Tapirisat of Canada, the Dene Nation, the Metis Association of the Northwest Territories, Northwest Territories Association of Municipalities and both Members of Parliament followed and a detailed position on the question of political change was developed in the form of 10 recommendations.

The impetus for this debate was the Nunavut proposal and the recommendations clearly address the essential element of Nunavut which is the creation of a new territory. The Assembly declared its commitment in principle to a major division of the present Northwest Territories into an Eastern and Western Territory subject to the will of the people as expressed in a plebiscite. This plebiciste is scheduled for early 1982, and if the vote is affirmative, the Assembly will ask the Government of Canada to establish two territories out of the existing Northwest Territories. A committee to study the impact of division and provide information to the general public is in place and doing its job. A special constitutional development committee was created to address the question of political development in the western part of the Northwest Territories. It has yet to begin substantive work.

To date then, most of the activity relating to the restructuring of the Northwest Territories has centered around the Eastern Arctic and the Nunavut proposal. The plebiscite is planned and the Federal Government has indicated it will make a decision on the matter after the results are in.

### b) The Western Northwest Territories

The question of political development in the Western Northwest Territories has yet to be addressed in its own right. The Dene Nation is proposing a type of government which they describe as "a democratic, public government based on the political style and organization of the Dene, the aboriginal people of the area. The public government while protecting the special aboriginal rights of the Dene will protect and enhance the rights of the non-Dene. The government will have jurisdiction over a geographical area and have certain powers now exercised by either the Federal government or the Government of the Northwest Territories".

Aboriginal claims negotiations are currently underway between the Dene Nation/Metis Association and the Federal government, and the subject of political and constitutional development in the Western Northwest Territories will inevitably be discussed. As stated in the G.N.W.T. Guidelines for Aboriginal Rights Negotiations, the G.N.W.T. "supports the right of native organizations to promote change in the present system of government in the Northwest Territories, during claims negotiations, on the understanding that proposals for such changes will be submitted to the Legislative Assembly for consideration". Thus, the Aboriginal claims negotiations can be an appropriate forum to discuss the issues of political and constitutional development. However, since there are large numbers of non-Aboriginal peoples in the Western Northwest Territories, the Legislative Assembly is the appropriate forum to ensure that all groups are involved in the process of political and constitutional change. Thus, the Assembly could also serve as a forum for such other groups in the Western Northwest Territories to make proposals for change.

The Dene/Metis proposal must be treated with the same seriousness as the Nunavut proposal. A consensus is required in the Western Northwest Territories on the type of public government being proposed by this group.

A basic assumption that should be clearly understood is that any public government that might be created out of the existing Northwest Territories must not prejudice or infringe upon the rights and freedoms granted in aboriginal claims settlements. This is important since it is conceivable that there may be only one Western Territory in which Dene, Metis and Inuit rights stemming from claims settlements must be protected. Such rights must have the protection of law through the enactment of legislation establishing aboriginal claim settlements. In addition, the ethnically-based institutions established to administer claim settlements must interface with the public institutions. How this is to be achieved is clearly a subject for discussion during aboriginal claims negotiations.

# c) A Process for Affecting Change

There are many ideas in the North today on the kind of political and constitutional change that should take place in the Northwest Territories. It is necessary, therefore, that a process is in place to ensure the co-ordination of these ideas that may be put forward by the various aboriginal claimant groups as well as other organizations and groups throughout the Territories. Currently, a broadening of aboriginal claims negotiations is being sought to include discussions on political and constitutional change. Any process for affecting change that may be developed should reflect this and include the forum of aboriginal claims negotiations as an integral part of the process. It is suggested, therefore, that the Executive Committee begin work on developing such a process in direct cosultation with all parties concerned.

In any process that may evolve, the following assumptions are suggested as being fundamental to the successful achievement of a northern consensus:

- native associations should participate fully in the process of political and constitutional change in the N.W.T.
- rights and freedoms granted in aboriginal claims settlements should be protected in law.
- the GNWT will ensure that all peoples of the N.W.T. are properly represented at aboriginal claims negotiations when the subject of political and constitutional change is being discussed.
- the transfer of greater authority and responsibility from the Federal to the existing Territorial Government should continue only if the native claimant groups are fully involved in the process for transfer and a consensus reached; and,
- the length of residency required for voting in any political and constitutional development process is an issue that can be addressed during discussion to reach a consensus on change.

# 3. Devolution and Regional Government

### a) Introduction

The current policies of devolution and regional government require to be put in perspective. The Legislative Assembly is committed to the devolution of government programs and services to regional and community government bodies. It is also supportive of initiatives from communities of a geopolitical region that have common goals and objectives to develop some form of a regional government. These policies should not be construed as an attempt to offer an alternate to division of the Northwest Territories or to circumvent the development of new territories that reflect more the forms, style and traditions of the native peoples of the North. In principle they are sound and commendable initiatives on the part of the "transitional" territorial government. Thus, no matter what the outcome is in respect of division and the development of a Nunavut and a Western territory(ies) they are policies that can be adopted and implemented in accordance with the style, forms and traditions that the peoples of the North feel appropriate to adopt.

### b) Devolution

The following is an outline of the current GNWT policies and the principles that they are based on with respect to devolution to community and regional bodies.

# i) <u>Devolution to Community Governments</u>

Devolution to community governments is defined as "the passing of political authority, responsibility and resources for the delivery of government programs and services from the G.N.W.T. to community government." In this case "authority" does not include legislative authority.

Devolution to community government will be supported and encouraged by the G.N.W.T. in a manner that will provide for:

- maximum local decision-making with respect to the way in which programs are delivered;
- the turning over of resources to the community for the delivery of programs;
- the delivery of programs by community employees;
- community choice with respect to the programs to be devolved;
- community choice with respect to the role assumed by the community council for coordination of the delivery of programs and services within the community; and
- community accountability for program responsibilities that they require.

# ii) Devolution to Regional Bodies

"Regional devolution" is defined as "the passing of political authority, responsibility and resources for the delivery of government programs and services from the G.N.W.T. to a regional level of government." A "Regional Government Body" is defined as "an incorporated body which represents all residents within a defined jurisdiction and to which the G.N.W.T. has agreed to devolve program responsibilities."

The following are the principles proposed that would underpin the devolution of responsibility and authority to a regional body.

- All communities should have the opportunity to assume authority and responsibility from the Territorial Government for a broad range of programs and services and have a high degree of local flexibility in how the program is delivered in the community.
- Where several communities have common interests and goals and wish to collectively influence legislation and policy and participate in priorizing programs and projects among these communities, regional organizations such as the Baffin Regional Council should be encouraged and supported.
- Where programs affect several communities and cannot be devolved to each community, regional bodies should be able to have program responsibility and authority devolved to them.

# c) Regional Government

### i) Background

In view of the diversity manifest in the different forms of regional government that are emerging, (Bafffin Regional Council and a Western Arctic Regional Municipality), the Government of the Northwest Territories has not felt it appropriate to take it upon itself to develop a model of regional government suitable for all regions in the Northwest Territories. Instead, it has developed a number of basic principles upon which regional government may evolve and develop, thus allowing for regional variations according to local conditions, needs and aspirations.

### ii) Principles

- It is the position of the Territorial Government not to promote regional government but, rather, to respond to requests from the community level to participate in the development of such an entity.
- Any regional entity shall derive its power from the Legislative Assembly.
- Regional structures should develop based on the common interest of communities as expressed through their community governments.

- The main point of contact of this Government in the development of a regional entity will be the local community governments.
- In choosing regional government representatives, all recidents within the region shall have the right to vote and run for office (subject to age and residency requirements).
- Regional government bodies, as public institutions, must make services available on an equitable basis to all residents.
- In determining regional government boundaries, aboriginal claimant groups must be involved in that process to ensure that their aboriginal claims are not prejudiced.

It is suggested, therefore, that permissive policies and legislation be developed that will permit the Territorial Government to respond positively to requests for new forms of public administration from the various communities of the Northwest Territories

# II THE DIVISION OF PEDERAL-TERRITORIAL POWERS

### a) Introduction

The Government of the Northwest Territories is seeking to change the existing division of powers between the federal and territorial government. The manner in which the issue of division is resolved will be a major factor in this development. Aboriginal claims and the manner in which they are settled will also have a major bearing on this aspect of political and constitutional development of the Territories. As a government that is representative of all the major groups in the Territories, the G.N.W.T. has a responsibility to provide direction in the area of political and constitutional development. The Government has chosen to fulfill this mandate by consulting directly with the various communities, organizations, groups and individuals throughout the Territories to establish the type and extent of autonomy this northland should have, whether as one or more than one territory, with a flexibility to accommodate the shape and form aboriginal claim settlements may take.

It can be argued that substantially changing the division of powers between the territorial and federal governments before the issues of division and aboriginal claims have been settled is premature and may frustrate or prejudice these current ongoing developments. In terms of aboriginal claim settlements, the principles for pursuing a change in the division of federal and territorial powers outlined on page 10 make it clear that any suggested change in the division of powers should not prejudice in any way these settlement negotiations. To this end, native claimant groups must be fully involved in any process developed to plan for and implement such changes and that a consensus on change be reached first. With respect to the issue of division, a principle that underpins the transfer of greater authority and responsibility to the existing Territorial Government clearly indicates that any such authority and responsibility that may be transferred before a division occurs should automatically be vested in a new territory or territories. Further, it can be argued that it may be easier to negotiate the transfer of greater authority and responsibility as one territory than for each individual new territory that may be created to act on its own. New territories are likely to be preoccupied with internal organization and restructuring and not able to devote much time to pursuing greater autonomy from the Federal government.

Nevertheless, a guiding principle governing this matter of the division of federal and territorial powers should be that no change occur without a consensus first being reached between the GNWT and the various native claimant groups.

### b) Background

This section provides an indication of the limitations placed on the authority and responsibility of the existing G.N.W.T. In the sections that follow is an outline of the changes to the existing division of powers that could be pursued once a consensus is reached on what is appropriate for transfer now or in the future.

A cursory comparison of Section 13 of the N.W.T. Act and Section 92 of the B.N.A. Act appears to show few differences in legislative authority between the Territories and the Provinces. However, this is misleading. The preface to Section 13 of the N.W.T. Act greatly inhibits the authority and autonomy of the Legislative Assembly of the N.W.T. The preface states that all legislation enacted by the Legislative Assembly is "subject to this Act (N.W.T. Act) and any other Act of the Parliament of Canada." Therefore, if the Parliament of Canada wishes to enact legislation in any of the areas granted under Section 13 of the N.W.T. Act, it could do so quite readily and such legislation would have precedence over legislation in the same field enacted by the Legislative Assembly of the N.W.T.

A further fundamental limitation on the powers of the Legislative Assembly is that the Assembly may not amend the Constitution of the Territories (The N.W.T. Act).

There are other more specific limitations placed on the N.W.T. Legislative Assembly's authority to legislate, however the above mentioned limitations are fundamental.

The Legislative Assembly of the N.W.T. is further limited in its autonomy as a legislative body by its dependence on the Federal government for funding. In simple terms, the Territorial Government has to develop its expenditure budget first, then calculate its estimated revenues, subtract one from the other and the deficit is financed by the federal government subject to negotiations at the Intergovernmental Committee (I.G.C.) level and, until this current fiscal year, to federal growth guidelines. This is the opposite of what takes place in the provinces.

Regardless of the form and style of territory(ies) that may develop out of the existing NWT it is suggested that each would seek to achieve the following broad goals in order to wrest more power and autonomy from the federal government:

i) the development of responsible government where the executive arm is accountable and responsible to the legislative arm of government;

ii) the development of provincial-type responsibility and authority;

and,

iii) the development of new fiscal arrangements with the Federal government to increase the financial autonomy of the N.W.T. Legislative Assembly e.g., resource revenue sharing and formulabased funding.

What follows then are some suggested principles for changes to the existing division of powers and an outline of the type of changes that can be effected to achieve the above goals.

### c) Principles

- (i) Adequate resources must accompany any transfer of authority and responsibility.
- (ii) Government in the north should enjoy legislative authorities equal to those of governments in other regions in Canada.
- (iii) The Legislative Assembly of the Northwest Territories is recognized as the legislative authority for the existing Northwest Territorial geopolitical structure.
- (iv) Any responsibility and authority transferred to a territorial government in the existing Northwest Territories should be automatically transferred to all other territories that may be created out of the existing Northwest Territories.
  - (v) The transfer of greater authority and responsibility must not prejudice the development of a Nunavut or other such territory.
- (vi) In the negotiation of any transfer of authority or responsibility to the N.W.T., native claimant groups concerned should be involved to ensure that claims settlements are not in substance prejudiced.
- (vii) The specific conditions of transfer must be clearly spelled out by both levels of government.

### d) Responsible Government

The issue of responsible government in the Northwest Territories is a fundamental one.

The Minister of Indian Affairs and Northern Development has indicated that responsible government can be a reality in the Territories by 1985. It is the view of the Executive Committee, however, that responsible government could very quickly be a reality by amendment to the N.W.T.

Act. It is suggested that any amendments deemed necessary should proceed only after the issue of division of the N.W.T. is settled. In that way, any new territory or territories would have direct input into the drafting of new Federal legislation creating them. Thus, there would be an opportunity to outline in the new or revised legislation the type and style of government and its institutions that would be most appropriate for that particular territory.

However, until there is greater fiscal autonomy from the Federal government and until legislative authority is elevated to a level enjoyed by the various provinces, any territorial government would remain severely limited in its ability to operate as a responsible government.

# e) The Development toward Provincial-Type Responsibility and Authority

The various provinces of this country have authority and responsibility for certain aspects of Land, Resources and various Public Services not currently enjoyed by the Territorial government. The following is not an exhaustive listing of the responsibilities and authority suggested for transfer to the N.W.T. but they are considered the main ones.

### i) Land

It is unlikely that full ownership of the land within the N.W.T. will be turned over to the Territorial government or governments within the foreseeable future. The prairie provinces of Alberta and Saskatchewan initially entered the Federal system without full ownership and control of their lands. The Federal Parliament is not bound to give new provinces ownership of the lands within its boundaries, however, there is precedence in the case of the above noted provinces for this to occur over time. While full ownership of crown lands is a goal to be sought by any territory created out of the existing N.W.T. a change in ownership should not occur until aboriginal claims and the issue of division are satisfactorily settled. In the interim the following is suggested as appropriate responsibility for any territory that may be developed.

The administration of non-municipal lands and the administration of the <u>Territorial Lands Act</u>, Land Use Regulations, Land Lease Regulations and Quarry Regulations; also the Federal programs of Legal Survey, Land Use Planning and Waste Clear-up and responsibility for policy development in the above noted areas over time.

### ii) Resources

The major issue relating to non-renewable resources in the Northwest Territories is who should control and own them. The issue of resources raises the same type of questions as ownership of the land. The two issues are very much linked together. Ownership of the land is of little use if the control and ownership of the resources they contain is withheld. As is the case with land, ownership of resources should not be changed until such time as the issues of aboriginal claims and division of the NWT are settled. In the interim the following course of action is suggested.

- The Executive Committee be instructed to begin an indepth and comprehensive study into the ways and means of effectively and efficiently contolling the development and exploitation of non-renewable resources (oil, gas, minerals) within the Territories and in the waters surrounding the Territories to ensure maximum benefits to all peoples of the N.W.T.

The following suggestions regarding responsibility and authority that ought to be vested in any territory pertain to various other resources including renewable resources. Some of the areas outlined may be appropriate for transfer now to the existing N.W.T.

- Water The administration in the N.W.T. of the <u>Northern Inland Waters</u>
  Act and regulations, the <u>Arctic Waters Pollution Prevention Act</u> and
  regulations, all aspects of the Federal Program of Water Management, as
  well as the same policy influences as suggested for lands.
- Forests The administration of Territorial Timber Regulations and the Forest Protection Ordinance including the Federal process of Forest Management, Fire Pre-Suppression and Fire Suppression.
  - Initially, a policy advisory capacity in these above noted areas and responsibility for policy development at a later date.
  - Eventually, management under Territorial legislation as well as control over the fiscal regime.
  - Full ownership of this resource is seen as an ultimate goal.
- <u>Fisheries</u> The administration of Inland and Offshore Fisheries (the enforcement function).
  - The Federal management be moved north but remain under the Federal Department of Fisheries and Oceans.
  - The management functions of Inland and Offshore Fisheries, Anadromous Fish and Marine Mammals would be an ultimate goal.

National Parks - Following the transfer of lands and resources to a territorial government(s), the Federal Government should negotiate arrangements with it for the transfer of lands required for future national parks as it does with the provinces.

### iii) Services

The following constitutes the areas relating to government services to program departments and to the general public that may be appropriate for a territorial government to take over. In this section too there are some areas that may be appropriate for transfer now to the G.N.W.T.

Justice - In the absence of a separate Attorney-General for the N.W.T., the consolidation of all justice functions within a territorial government with a direct communication and, in the case of prosecutions, the establishment of a reporting link between the Federal Attorney-General and a territorial Justice Minister and Department should prove to be a significant advantage. At a point where responsible government is a reality, a territory would have its own Attorney-General.

<u>Labour Relations</u> - This whole area can be transferred. However, labour relations is a complex field, and practitioners in the subject must necessarily be highly skilled and trained. Thus, a phased in transfer of responsibility is essential if it is to be a success.

Human Rights - The existing Fair Practices Ordinance needs to be extensively amended including an amendment to the <u>Canadian Human Rights</u>
Act so that it would not apply to the <u>Territories</u>. An appeal board which would hear appeals from decisions of the person responsible for the administration of the Fair Practices Ordinance is suggested.

Housing - Block Funding and Building Code should be transferred. (This subject is currently under discussion between the N.W.T. Housing Corporation and C.M.H.C.)

Economic Development - Responsibility and authority in the following areas:

- The Eskimo Loan Fund and the Indian Economic Development Fund
- Arts and Crafts development and marketing
- Employment job creation
- Training on the Job North of 60

Airports - Block 0&M funding for the Airports Program. (This is currently being negotiated with Transport Canada.)

- Transfer of Title on all Airport Buildings and Mobile Equipment and sole responsibility for replacement and upgrading capital facilities.
- Increased involvement in priorizing Capital plans; involvement at all stages of project design as well as project management of airport construction projects.

Education - The authority, responsibility and resources for the following areas should be transferred:

- Vocational training section
- Cultural and Linguistics section
- Northern social research division

<u>Health</u> - Hospital facilities - authority over and responsibility for the facilities at Frobisher Bay, Inuvik, Fort Simpson and Rae-Edzo. These facilities could be transferred over the next few years.

 Nursing Stations - there are some 40 odd nursing stations throughout the N.W.T. for which responsibility and authority should be transferred over a period of a few years.

- The Public Health and Environmental Health programs.

<u>Power Utilities</u> - There are two options available to the Territorial government at this stage with respect to dealing with the issue of power utilities. One is a regulatory approach to dealing with NCPC while the other would involve pursuing public ownership with the creation of a Territorial Power Corporation. In any event it is suggested that consideration be given to providing greater powers to the existing Public Utilities Board.

Research & Technical Support - All research and technical support activity directed toward territorial program areas should be transferred e.g., Social Services, Health, Resource Development. A number of other northern-oriented federal research activities would be more effective if geographically transferred to the territories, while remaining under federal control.

<u>Land Titles</u> - The transfer of jurisdiction for land titles registration from the Federal government and the creation of a Territorial Land Titles Ordinance.

### f) Fiscal Arrangements

The Government of the Northwest Territories is limited in its autonomy as a governing body by its dependence on funding levels recommended at an administrative level in the Federal Government. Current arrangements provide for the Territorial Government to substantiate its expenditure levels and deduct projected revenues to arrive at a net transfer payment. Projected expenditures are subjected to a detailed substantiation review at the administrative level within D.I.A.N.D. and as well by Treasury Board Secretariat.

These arrangements do not facilitate financial planning nor do they provide for political flexibility and accountability as would be provided for under a form of formula financing.

It is suggested that these are matters that should continue to be pursued by the existing G.N.W.T.

- Formula Based Financing - Since the G.N.W.T. fiscal dependence on the Federal government is so large, it is not realistic at this time to seek a similar financial arrangement the Federal government has with the provinces. Instead, the G.N.W.T. has proposed Formula Based Financing to determine the Federal grant to the G.N.W.T.

- Resource Revenue Sharing - Within the Federal system, the revenues relating to ownership are collected and identified. These revenues are not directly related to a specific expenditure but accrue to the consolidated revenue fund. Normally, these revenues would accrue to a province as owner of the land and should be considered as a revenue of the Territories. In view of this, it is suggested that a new category be established within the Territories' revenues which would be classified as "Resource Royalities" or Grant-in-Lieu of Resource Ownership. This should not increase the amount paid out by the Federal Government because the deficit grant would be offset by the resource revenue.

# g) The Process for Change

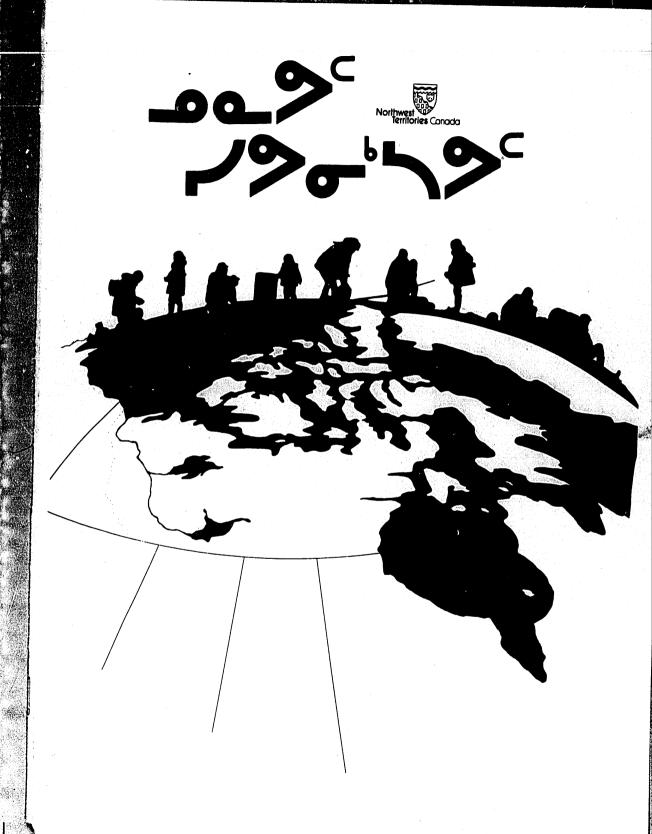
It is all very well to outline what requires changing but such an exercise will achieve nothing unless a process for change is developed. In recognition of this, the following suggestions are put forward as the basis of a process to change the current status of territorial-type governments.

### i) Planning and Strategy

- In keeping with the principles for political and constitutional development, native claimant groups be fully involved in all processes of change and that the extent of the involvement of all concerned parties be discussed between the G.N.W.T. Executive Committee and the various native claimant groups.
- Upon the settlement of the issue of division, the territorial government(s), in conjunction with native claimant groups, begin negotiations with the Federal Government to develop new or amend existing federal legislation (N.W.T. Act) to ensure that the concept of responsible government is entrenched and that the style and form of government and its institutions reflects the culture and traditions of the people of the north.
- Develop a detailed strategy plan for the implementation of the suggestions as outlined in the section of this paper dealing with Land, Resources and Services. The Executive Committee, in conjunction with native claimant groups would co-ordinate the development of this strategy plan and recommend which areas can be transferred to the existing G.N.W.T. and what should await the settlement of aboriginal claims and the issue of dividing the N.W.T.
- The work currently undertaken by the Financial Management Secretariat in developing and negotiating new fiscal arrangements with the Federal government should continue.

# ii) Negotiations with the Federal Government

- Negotiations for the transfer of greater authority and responsibility based on the strategy plan referred to in the above be on a government-to-government basis between the federal and territorial governments.
- The negotiations be conducted through the Privy Council Office and the Federal Minister of Justice, rather than the Department of Indian Affairs and Northern Development.



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Onstitutional Development, Government of the Northwest Territories, Yellowknife, N.W.T.

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James Wah-Shee

# ひめひしつけひと しひつしょ

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# ולערוססי שיע מכחססי אליכלסינשי

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שמי אפי ר

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# b) בפירשי סשרפע

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# b) נפרף אני אבינים בי שבתפינני

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عمد، قو امراكراك ما محمور ۱۳ کا کام کی کورو کورو کورو کی کام کی کورو ک נכני שירי סנ מני ב שבינחי לכי שם:

- غه ۱۵ کاله معدد ۲ کیله ۲۰ میل ۱۵ میل ۱۵ میله کیله کیله کیله میلی که ۱۵ میله کیله کیله کیله کیله کیله کیله کیله ∆د ۲۰۰ ;
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- ۱۹۵۰ که که که کو مهد که ۱۹۵۹ که ۱۹۵۸ که مود ۱۹۵۸ که در ۱۹۵۸ که در که

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- ΦΔΝ ጋናኮ/ L σον ισινός ΠΓΕΝς, μου ρασιο Δονοσιάς, Ναν Ωσινός αντορο Δονος .
- CLb d dab ጋ°ተረፈቱ ሀኖLbሩና ቴbትትጐጋናና, ፲ፌ፫ጋቴና ፫ ፲ፌቼዮጋጋቴልና ይጋትትቴብሹና ለታየተጠላቴጐንና ቴbትትና በቀናሥ ፲ስኮ ፲ፌ፫ጋቴልና ፈጥጋበጥና የየኮ በነና ፲ስኮ ለተበቀጠቃውነ ኒኒኒር.

# II POCD ALTO DOC LAL PALO PLANC AND DOCDATORC

# a) MrdPC

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# р) Vldhç

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# c) <u>L - ኮ C ኦ ረ ኮ ነ</u> ና

- (11) ולרף אף ספי אלי ב לאי האיים אייטר סאייטר סאייטר כסיי ולרף אטסיר ארי אייסר מאני טיר כסיי ולרף אטסיר אייסר אייסר מאני טיר מאני אייסר א
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- (vii) כבי של מלי גי פטלנ לי די עינוסטאטאטטקינ שי די של אפרטרי ולרטלנ טי אשר כאטטטערפאיין לי אל שיני אלי ארדי ער די של ארי האל ארדי ארלי האלי איי.

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CL اعام الالمحد المحالمة المحالمة والم معد برطور المار في والمراب المارة المراب المرا

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# 1) <u>oa</u>

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# 11) שפריליירותי וים פיציי שכדילי

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- ۳۰ ۱۵۵۰ ۱۵۰ ۵۰ کا که ۱۵۰ ۵۰ کا ۱۵۰ ۵۰ کا ۱۵۰ هم ۱۵۰ کا ۱۵۰ کا

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~ PPD"C"DΓ Δω1ως "BD>"\σ"

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- בפרי ש לי שלי מכחי צחר 6- 12 רצר לי שלי מרחשי מרת מחלירי.

هی کردر که در مو فاری می که در ک کردر کرد که در که که که کرد که در که

# f) Padyac dapolucoare

مهدرم رحله علم مهد به المهدات محمد به هه الله به و هه که و که به و مهداله علم و مهداله الم و مهد به مهد مهداله المهد و مهداله مهد مهداله مداله مهداله مداله مهداله مهداله مهداله مهداله مهداله مداله مداله مداله مداله مداله مداله مدا

۵ حداله ۱۹۵ کرد ۱۹۲۸ مرد مورم مورم الحله ۱۹۸ مور

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# B) AND COCE COOL

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- نام و المحادد و ۱۹۵۸ مرد و ۱۹۵۸ مرد و ۱۹۵۸ مرد ۱۹۵۸ مرد و ۱۹۵۸

# 11) alrevesta to provide allegations