



# Elections *AWT*

2003



Report of the Chief Electoral  
Officer on the Administration  
of the 2003 General Election





May 24, 2004

The Honourable David Krutko  
Speaker of the Legislative Assembly of the NWT  
P.O. Box 1320  
Yellowknife, NT X1A 2L9

Dear Mr. Speaker,

I have the privilege to submit, for the consideration of the Legislative Assembly, my report on the administration of the 2003 general election held Monday, November 24, 2003 in the Northwest Territories.

This report covers all aspects of the electoral process leading up to the electoral event, the issue of the Writs, the electoral process and the post election events. Changes to the Elections Act since the 1999 election have resulted in the establishment of the Register of Territorial Electors and revised special voting opportunities. These changes are detailed in the report as well as candidates' returns of election expenses, concerns raised by voters, candidates and election officials and my recommendations for future elections.

The report is submitted pursuant to section 164 of the *Elections Act* and is recommended for consideration of the 15th Legislative Assembly.

Respectfully submitted,



David M. Hamilton  
Chief Electoral Officer





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## FOREWORD



David M. Hamilton

The management of an election requires the close cooperation and teamwork of many people. These individuals must operate under a great deal of pressure to provide electors with an opportunity to vote for the candidate of their choice, with a minimum of stress, delay and inconvenience.

I would also like to extend my appreciation to the 19 returning officers and assistant returning officers, supervising deputy returning officers, deputy returning officers, poll clerks, interpreters, peace officers and enumerators. These are the hard working front line election officials that make an electoral event possible.

Finally, I would applaud the electors of the Northwest Territories who understood the importance of the electoral event, took their obligations seriously and exercised their right to vote.

David M. Hamilton  
Chief Electoral Officer

This election saw two significant changes to the election process in the Northwest Territories (NWT). This was the first general election conducted under the 28-day electoral calendar and the first time the Register of Territorial Electors (ROTE) was implemented and successfully used across the NWT.

I would like to acknowledge the abilities and dedication of Glen McLean, Deputy Chief Electoral Officer; Barb Paquin, Training and Communications Officer; Tanis Stirling, Administrative Assistant; and Leslie Goit, Finance Officer.



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## REGISTER OF TERRITORIAL ELECTORS – ROTE

The Chief Electoral Officer, in his report on the administration of the 1999 territorial general election, recommended the establishment of a permanent list of electors and the creation of an automated enumeration data entry and retrieval system. The Office of the Chief Electoral Officer used a modified version of Elections Canada's Automated Preliminary List of Electors (ECAPLE) to create the preliminary and official lists of electors for the 1999 general election. The ECAPLE system was not designed to be a permanent database for elector information and was not a user-friendly system.

The Chief Electoral Officer was aware that the Chief Electoral Officer of Alberta had just established a permanent database for elector information to be used to create their lists of electors. The Chief Electoral Officer contacted the Chief Electoral Officer of Alberta and arranged a demonstration of their permanent elector database referred to as the Alberta Register of Electors System or "AROES". Following the demonstration it was felt that AROES could be modified to meet the needs of Elections NWT. The Office of the Chief Electoral Officer of Alberta granted permission to Elections NWT to use and modify AROES and arrangements were made to meet and discuss Elections NWT's requirements with the developer of AROES.

In early May of 2001 Elections NWT met with the developer of AROES, to identify in general terms what the register should contain and to identify what changes needed to be made to AROES. In determining what type of elector information should be contained in the register, a review of what is collected by other jurisdictions was carried out. All of the jurisdictions collected the name and address of the elector, eight jurisdictions collected gender and date of birth and four jurisdictions collected telephone numbers. The Chief Electoral Officer determined Elections NWT's Register of Territorial Electors or ROTE would contain the name, address, gender, date of birth and telephone number of each eligible elector who wished to have their name entered into the register. In addition, the register would also contain information such as community residency date, school board support and ratepayer designation that could be shared with

community governments for election purposes. The gender and date of birth of an elector would be used for identification only and would not appear on the list of electors. Work on the specifications for ROTE began in September of 2001 and were completed in February of 2002. Programming, equipment purchase and server installation was completed in December 2002 with the system being completely functional by March of 2003. The Chief Electoral Officer budgeted \$75,000.00 for the development and activation of ROTE with the final cost totaling \$57,825.00. Cost savings were realized, as the Office of the Chief Electoral Officer was able to modify the Alberta system.

ROTE is a web-based application, which means that access to the system is through the internet, therefore purchase of specialized equipment was not required. Security of the system was paramount and access to the system is controlled with each authorized person given a user name and password by the systems administrator. Placing the ROTE servers under the security umbrella of the Department of Public Works and Services, Systems and Communications further enhanced security. The Chief Electoral Officer would like to thank Mr. Peter Dunn and Mr. Sheldon House of Public Works and Services for all their assistance and cooperation in making ROTE a reality and the Technology Service Centre staff for the support provided to the returning officers during the electoral event.

As indicated, access to the system is strictly controlled with returning officers and data entry personnel having access only during the electoral event. The system administrator, the Chief Electoral Officer and Deputy Chief Electoral Officer have full access while other staff members have limited access based on need.

ROTE is designed to provide elector information to be used for election purposes only. The system is made up of components that provide for data entry and correction of information, proofing reports, lists of electors by electoral district and polling division, lists of electors for community governments and Members of the Legislative Assembly, alphabetical list of electors by electoral district for use at central polls and a search mode. ROTE also produces mailing labels to allow the Chief Electoral Officer to provide confirmation cards to eligible electors whose





elector information has been entered into ROTE. Following the initial data entry 21,153 confirmation cards were mailed to eligible electors whose names were included in ROTE.

The Chief Electoral Officer, with the activation of ROTE, entered into elector information sharing agreements with Elections Canada and the community governments of Fort Simpson, Fort Smith, Hay River, Norman Wells and Yellowknife. These agreements allow for the sharing of elector information for election purposes only. All the information collected on each elector is provided to Elections Canada, who in return provides Elections NWT with the information collected on Northwest Territories electors. Elector information such as the elector's name, address and, where applicable, their ratepayer and school board designation is provided to the community government in exchange for information collected on their community electors. The Chief Electoral Officer will cease collecting information on ratepayer designation as a result of the changes to the *City, Towns and Villages Act*.

The Chief Electoral Officer has, following each general election as required by the *Jury Act*, provided a copy of the lists of electors to the Northwest Territories Sheriff's Office for the purpose of jury selection. The *Elections Act* provides that the use of elector information is restricted to election purposes only and taking into consideration that the Chief Electoral Officer has entered into an agreement with Elections Canada to share elector information for election purposes only, the provision of elector information to the Northwest Territories Sheriff's Office does not meet this criteria. Additionally, the majority of other jurisdictions do not provide access to elector information for jury selection purposes. Notwithstanding that the *Elections Act* provides an exception to the restriction, the Chief Electoral Officer is of the opinion that information collected on eligible electors should be restricted to election purposes only. Therefore, the Chief Electoral Officer will be suggesting that elector information not be provided to the Northwest Territories Sheriff's Office for jury selection purposes.

Eligible voters who missed enumeration were able to register in ROTE by completing an on-line form on the

Elections NWT website. This was the first election that this method of registering was available and approximately 130 people took advantage of the opportunity.

## **ADMINISTRATION OF THE ELECTORAL PROCESS**

### **Issue of the Writ**

The Deputy Commissioner of the Northwest Territories signed the Writs of Election on October 24, 2003 requiring the Chief Electoral Officer to issue the Writs to each returning officer on Monday, October 27, 2003. Writs provided that Monday, October 27, 2003 be the first day of the 28 day election period, nomination of candidates take place on Friday, October 31, 2003 and that polling day be Monday, November 24, 2003. Returning officers were directed to return the Writs by Monday, December 8, 2003.

This was the second time that a general election was held in November with the other being the 1983 general election, which was held on Monday, November 21. As with other elections held during the winter months there were concerns about the weather, however no weather related problems occurred.

There were concerns raised by candidates and electors with respect to the length of the electoral period in the 1999 general election. The Chief Electoral Officer reviewed the 45-day event calendar and determined that all key events could be achieved within a 28-day time frame. The period of electoral events in other Canadian jurisdictions range from 21 days to 45 days. The introduction of a shortened time frame reduced periods of inactivity within the calendar but placed a greater emphasis on pre-planning to ensure that each step within the electoral process was successfully carried out. Taking into consideration that the electoral event was reduced by 17 days no major problems were encountered and no complaints were received regarding the length of the event.



## Residency

To be able to vote in the territorial election, electors had to be Canadian citizens, 18 years of age or over on or before polling day, a resident in the Northwest Territories since November 24, 2002 and resident in the electoral district in which they wished to vote.

The *Elections Act* was amended to allow eligible electors to vote in the electoral district or polling division in which they lived on the day they voted, regardless that their name was on the list of electors for another electoral district or polling division. The elector was required to complete an oath of elector and to provide their former address. In previous elections, if an elector failed to have their name added to the list of electors for their new electoral district or polling division they were required to vote in the electoral district or polling division in which their name appeared.

## Enumeration

Enumeration took place throughout the Northwest Territories during the period May 26, 2003 and June 6, 2003. Those eligible electors not enumerated were advised that they could contact Elections NWT up to June 20, 2003 to have their names added to the Register. A total of 21,153 electors were enumerated in 33 communities. Data entry of elector information into Elections NWT's Register of Territorial Electors (ROTE) was completed in late July.

A total of 104 enumerators were hired to complete the enumeration in 95 polling divisions. The cost of completing the enumeration, including training of returning officers and enumerators, totaled \$82,520.32. The average cost of enumeration on a per elector basis was \$3.90.

The 2003 enumeration was the last territorial wide enumeration to be conducted in the Northwest Territories. The Register of Territorial Electors will be maintained by receiving elector information through revisions and swear-ins during the election process, information received from Elections Canada, government agencies and municipal and aboriginal governments, confirmation of elector information and voluntary information provided by electors.

## Revision

The *Elections Act* was amended since the last election to provide that the preliminary list would only be available in the office of the returning officer or with the individual in other communities who was appointed by the returning officer to accept revision information. Preliminary lists of electors for each electoral district were produced by ROTE and provided to returning officers prior to the issue of the Writ. The preliminary list of electors is no longer posted in public places.

Revisions to the preliminary list of electors took place between Monday, October 27, 2003 and 5:00 p.m. on Friday, October 31, 2003. The revision process resulted in a net increase 321 eligible electors and a total of 21,474 electors appearing on the official list of electors.

## Nominations

Nominations for the 2003 general election opened on Monday, October 27, 2003 and closed at 2:00 p.m. on October 31, 2003. Prospective candidates had five days to file nomination papers with the returning officer for the electoral district in which they wished to seek election.

A total of 59 persons filed nominations by the 2:00 p.m. deadline, with one candidate, in the electoral district of Great Slave, withdrawing prior to the 5:00 p.m. deadline. The candidates in the electoral districts of Hay River North, Inuvik Boot Lake, Mackenzie Delta, Weledeh and Yellowknife South were all acclaimed. As a result 5,367 registered eligible electors were not able to participate in the 2003 general election. One of the ways that ROTE is updated is by adding or amending elector information as provided by electors who are sworn-in prior to voting. With five acclamations the Office of the Chief Electoral Officer lost the opportunity to update the register in those five electoral districts.

Acclamations in the Northwest Territories are not uncommon. Since the election of the first fully elected Legislative Assembly in 1975 a total of 15 candidates have been acclaimed. In 1975, 1979, 1995 and 1999 one candidate in each election was acclaimed. In 1983 two candidates were acclaimed, three were acclaimed in 1987 and in the general election of 1991 six candidates were acclaimed.



## Ballots

In previous elections, the Chief Electoral Officer provided ballots that contained the name of the candidates in alphabetical order. To assist the electors in casting their ballots a photo placard was posted in the polling station. It contained the pictures of those candidates who wished to have their picture placed on it. A majority of the candidates took advantage of the opportunity to have their picture placed on the placard.



The photo placard proved to be very useful in assisting those electors who could not, for whatever reason, read the language on the ballot. The majority of the complaints received, with respect to the photo placard, were where it was posted in the polling station. Electors complained that the placard was not always posted close to the polling booth, therefore making it difficult to distinguish the candidates.

Following the 1999 general election, the Chief Electoral Officer recommended that the actual ballot contain a picture of the candidate opposite their name. The new ballot was introduced at the 2003 general election and proved to be very popular. Of the 58 candidates who sought election to the Legislative Assembly, 55 provided a picture for the ballot.

The use of a picture ballot, at the 2003 Northwest Territories general election, was the first time ever that a ballot of this type was used at a territorial election and has yet to be used at a federal or provincial election.

## Advance Poll

The *Elections Act* was amended to provide that only communities that had a population of 500 or more and did not have a resident returning officer were entitled to an advance poll. Advance polls were held November 13, 2003 between the hours of 12 noon and 8:00 p.m. in

Deline and Fort Liard where 43 eligible electors turned out to mark their ballot. The advance poll in Fort Good Hope did not open until 2:00 p.m. however 6 eligible electors voted. With an increase in voting opportunities, especially being able to vote up to ten days at the office of the returning officer, advance polls continue to have a declining voter turnout.

The *Elections Act* provides that a returning officer may, on the request of the community and with the approval of the Chief Electoral Officer, establish an advance poll in a community having less than 500 people. There were no requests received to establish advance polls in any of these communities.

## Inmate Voting

An amendment to the *Elections Act* provided that polls would no longer be conducted in the NWT correctional institutes. Eligible electors incarcerated in the Yellowknife Correctional Centre, Hay River Correctional Centre and the Territorial Women's Correctional Centre were eligible to vote by special ballot.

## Special Voting Opportunities



An elector votes in the office of the returning officer.

Special voting opportunities included voting in the office of the returning officer, by special ballot and by special mobile poll. A total of 1,541 eligible electors took advantage of these special voting opportunities with 1,202 voting in the office of the returning officer, 229 voting by special ballot and 110 voting by special mobile





poll. Overall the special voting opportunities were well received by the electorate.

Voting in the office of the returning officer was held from Wednesday, November 12 to Saturday, November 22, 2003. The opportunity to vote on two consecutive Saturdays from 10:00 a.m. until 4:00 p.m. was also available for the first time at a territorial election. Voting by special ballot began on Monday, October 27 and ended at 4:00 p.m. on Saturday, November 22, 2003. Special mobile polls were held during the week of November 17 to November 20, 2003.

The Chief Electoral Officer will review the procedures for voting by special ballot. While elector participation in voting by special ballot increased substantially with 229 in 2003 as compared with 92 in 1999, complaints were again received about the length of time it takes to receive a ballot through the use of regular mail service. Although the assigning of special ballot distribution to the returning officers was well received, a review of how those ballots are sent to electors outside the Northwest Territories needs to be undertaken.

## Polling Day



A central poll on election day.

The acclamation of the candidates in Hay River North, Inuvik Boot Lake, Mackenzie Delta, Weledeh and Yellowknife South reduced the number of polls on polling day from 95 to 74 spread over 29 communities. Polling

day was Monday November 24, 2003 with polls opening across the territories at 9:00 a.m. and closing at 8:00 p.m. The total elector turn out, over the election period, was 68.54%.

During the review of the Chief Electoral Officer's report on the administration of the 1999 general election, it was suggested that electors be given a way to peacefully offer a sign of protest on polling day. In previous elections in Canada persons have been known to destroy their ballot, take their ballot out of the polling station and in some instances have eaten their ballot. The Legislative Assembly amended the *Elections Act* to give voters the opportunity to decline their ballot. During the electoral event nine electors choose to decline their ballot and not vote.

## Swearing-in of Eligible Electors

The *Elections Act* provides that a person who is eligible to vote, but whose name does not appear on the list of electors in the polling division in which they reside, may vote upon the completion of an oath of elector. In total 1,618 eligible electors were sworn-in prior to voting.

There was an unusually high number of electors (225) sworn-in during the electoral event in the electoral district of Inuvik Twin Lakes, which resulted in a reported voter turnout of 152.5 percent. This abnormally high percentage can be attributed to a less than anticipated enumeration success rate. However, being able to swear-in eligible electors at the polls allowed Elections NWT to amend ROTE in order to reflect a more accurate elector information base for the electoral district of Inuvik Twin Lakes.

An eligible elector, who completes an oath of elector, has the opportunity to request that their name not be registered in ROTE. A total of 118 eligible electors declared they did not wish to have their names registered.

## Financial Administration

All financial obligations were processed through the Legislative Assembly with payroll processed by the Compensation Services of the Financial Management Board Secretariat. Although returning officers and assistant returning officers were paid on a timely basis, short-term workers such as deputy returning officers





and poll clerks experienced some delays in payment. Unfortunately the payroll system is not set up to deal with a large number of short-term payments. The Chief Electoral Officer wishes to express his appreciation to the staff of the Legislative Assembly and FMBS for their assistance and cooperation in processing payments to suppliers and election staff.

## **Voter Education and Information**

Voter education and information is an important part of any electoral event. A public information campaign was developed and carried out from well before the pre-election period until after election day. All pamphlets and brochures were printed in French and English with an offer in the other official languages of the Northwest Territories for translation on request.

Ten months prior to election day a newspaper insert was included in all Northwest Territories newspapers. The insert provided information on changes to the *Elections Act*, the Register of Territorial Electors, methods of voting, an election period calendar and a message from the Chief Electoral Officer.

Prior to enumeration a brochure "Get on the Voters List" was mailed to every household in the Northwest Territories. As well, one-minute public service announcements were shown on CBC and the Aboriginal Peoples Television Network (APTN) in Chipewyan, Dogrib, English, French, Inuvialuktun and South Slavey. Posters, in the same six languages, were also distributed throughout the Northwest Territories. Radio public service announcements were broadcast in the six languages and advertisements were placed on community cable channels where available. During enumeration, the brochure "A Guide to Voters" was delivered to each household.

Television public service announcements on special voting opportunities were produced in Chipewyan, Dogrib, English, French, Inuvialuktun and South Slavey and were shown on CBC and APTN. Radio public service announcements were also played on the Native Communications Society radio station CKLB-FM in all six languages, on CBC radio in English and in French on Radio Taïga.

"A Guide for Prospective Candidates" was available from the beginning of the pre-election period, six months prior to election day. Advertisements regarding the pre-election period were placed in all Northwest Territories newspapers and a public service announcement was run on CBC.

During the election period brochures titled "A Guide to Special Voting Opportunities", "A Guide to Student Voting in the NWT", "A Guide for a Candidate's Agent at a Poll" and "Your Contributions to Election Campaigns" were made available to the general public, voters and candidates. As well, a poster titled "Your Vote Counts", was printed in Chipewyan, Dogrib, English, French, Inuvialuktun and South Slavey and distributed to returning officers for posting. The poster included a calendar with important election dates.

Advertisements were placed in all Northwest Territories newspapers containing information on returning officers, office locations and contact numbers, candidates and special voting opportunities.

All publications included information on how to contact the Elections NWT office by mail, telephone, fax, e-mail, website and in person. The Elections NWT website contained the information from the brochures and was a popular source of information for the general public, voters, candidates and media. During the month of November the website averaged 199 visits per day. As well, numerous e-mail inquiries were received and answered.

Elections NWT assisted the NWT Literacy Council in producing an interactive article for their web-based newspaper "The Northern Edge". The article, aimed at adult learners, demonstrated voting procedures and explained the electoral process in plain language. The Literacy Council is to be commended for this fine piece of work, which garnered media attention and was well received by the returning officers.







## Election Results



Results are posted in the Great Hall of the Legislative Assembly.

As was the case in the previous territorial elections of 1995 and 1999, CBC Television, CBC Radio, CJCD Radio and other media gathered in the Great Hall of the Legislative Assembly to broadcast the unofficial poll-by-poll results of 2003 general election to the citizens of the Northwest Territories. Through the facilities of CBC Newsworld all of Canada was able to observe the results of the election of the 15th Legislative Assembly of the Northwest Territories.

For the first time in territorial election history, up to the minute results were made available on the Elections NWT website.



CBC TV provides live coverage of election night results.

## COMPLAINTS, CONCERNS AND INVESTIGATIONS

### Investigations by the Chief Electoral Officer

During any election the Office of the Chief Electoral Officer receives numerous questions, concerns, and complaints with the process, actions of candidates, official agents, campaign workers, election officials and media. The Office of the Chief Electoral Officer takes concerns raised seriously. Wherever possible, every effort is made by the staff at Elections NWT to address the concerns in a timely manner. Those who raise concerns must be assured that the process is fair and impartial and that they can be satisfied their concerns are being addressed. A summary of the complaints and concerns on the election process is included at the end of this section.

When written complaints are received the Chief Electoral Officer makes every effort to deal with them as quickly as possible to ensure that any infraction can be remedied if it is not serious enough for a full investigation. However, when a complaint cannot be addressed without a full investigation, the Chief Electoral Officer has the authority to undertake such an investigation.

Section 230 of the *Elections Act* provides that where the Chief Electoral Officer has reasonable cause to believe that an election officer, candidate, official agent, voter or any other person may have committed an offence under the Act the Chief Electoral Officer shall make an inquiry into the circumstances. If after making an inquiry it appears that a prosecution should be taken, the Chief Electoral Officer shall commence and carry out the prosecution.

The *Elections Act* also provides that the Chief Electoral Officer may, for the purpose of carrying on an inquiry or prosecution, engage the services of counsel, experts and other persons to provide assistance to the Chief Electoral Officer.

The Chief Electoral Officer received two written complaints that in the opinion of the Chief Electoral Officer warranted further investigation. The Chief





Electoral Officer, pursuant to the authority granted by section 230 of the *Elections Act*, authorized the undertaking of an investigation into the allegations. An investigator was commissioned to carry out the investigations in the Electoral Districts of North Slave and Inuvik Twin Lakes.

The Chief Electoral Officer also commissioned a contract with a legal firm to review the written investigative reports and to provide legal advice with respect to carrying out any prosecution arising out of the individual investigations.

### **Investigation – Inuvik Twin Lakes**

The Office of the Chief Electoral Officer received a written complaint dated November 26, 2003 with respect to allegations that a candidate may have committed an offence under subsection 212 of the *Elections Act*.

#### **Subsection 212 reads as follows:**

"212. (1) Every person who corruptly, by himself or herself or through another person, during an election, directly or indirectly offers, procures or provides or promises to procure or provide money, valuable consideration, office, employment, food or drink to induce a person to vote or refrain from voting, and every person who corruptly accepts or receives any such money, valuable consideration, office, employment, food or drink, is guilty of an offence."

The Chief Electoral Officer met with the investigator on November 28, 2003 to review the allegations and to establish the dates on which the investigation would take place and the date on which the investigator would submit his written investigative report to the Chief Electoral Officer.

The investigation into the allegations in the Electoral District of Inuvik Twin Lakes took place in Inuvik on December 1 and 2, 2003. The investigator arranged to interview seven persons who had knowledge or were thought to have knowledge of the allegations and was able to speak to six individuals with the seventh individual refusing to cooperate.

The investigator submitted his written report to the Chief Electoral Officer on December 19, 2003. The Chief Electoral Officer reviewed the report and agreed with the investigator that no independent corroborative evidence existed to support the allegation of wrong doing as described by subsection 212 (1) of the *Elections Act*. The Chief Electoral Officer advised the complainant on January 14, 2004 that no further action would be taken regarding this complaint and the file was closed.

The total cost of the investigation was \$ 10,579.90.

### **Investigation – North Slave**

The Chief Electoral Officer received a written complaint dated November 30th, 2003 with respect to allegations that a candidate may have committed offences under sections 212 and 219 of the *Elections Act*; that the returning officer failed to act in a fair and impartial manner and that the procedures for the special mobile poll were not followed.

#### **Subsection 212 (1) reads as follows:**

"212. (1) Every person who corruptly, by himself or herself or through another person, during an election, directly or indirectly offers, procures or provides or promises to procure or provide money, valuable consideration, office, employment, food or drink to induce a person to vote or refrain from voting, and every person who corruptly accepts or receives any such money, valuable consideration, office, employment, food or drink, is guilty of an offence."

#### **Section 219 reads as follows:**

"219. Every printed advertisement, placard, poster or any other document having reference to an election shall bear the name and address of the sponsor or official, as the case may be, and every person printing, publishing or distributing or causing to be printed, published or distributed any document, unless it bears that name and address, is guilty of an offence and, if that person is a candidate or the official agent of the candidate, that person is guilty of an offence that is an illegal practice."





The Chief Electoral Officer met with the investigator on December 4, 2003 to review the allegations and to establish the dates on which the investigation would take place and the date on which the investigator would submit his written investigative report to the Chief Electoral Officer.

The investigator visited the North Slave electoral district and conducted interviews with a number of individuals who had knowledge or were thought to have knowledge of the matters under investigation. The investigator conducted interviews with 14 individuals from the communities of Rae-Edzo and Wha Ti between December 5, 2003 and January 14, 2004.

The investigator submitted his written report to the Chief Electoral Officer on January 26, 2004. The Chief Electoral Officer reviewed the report and agreed with the investigator that:

1. No independent corroborative evidence existed to support the allegation of wrongdoing as described by subsection 212 (1) of the *Elections Act*.
2. Appropriate action was initially taken by the returning officer upon receipt of the complaint, pursuant to section 219. However during discussions between the staff at Elections NWT and the specific candidate, regarding the campaign signs, there appeared to be a breakdown in communication that caused the use of the three campaign signs in question.
3. The conduct of the returning officer revealed no wrongdoing. No evidence was gathered that would indicate that the returning officer contravened or refused to comply with any provision of the *Elections Act*.
4. There was no evidence to support that any breach of the procedures for the special mobile poll were in fact intentionally committed by anyone. Any mistakes that may have been made had no effect on the validity of votes cast by the electors.

The Chief Electoral Officer indicated that in order to avoid a reoccurrence in future elections improved instructions will be developed and provided to candidates with respect to campaign signage and the procedures relating to the operation of special mobile polls will be reviewed with a view to ensuring that better instructions are available.

The Chief Electoral Officer advised the complainant on March 22, 2004 that no further action would be taken regarding these complaints and the file was closed.

The total cost of the investigation was \$ 18,696.98.

Concerns may be raised regarding the spending of approximately \$30,000 on two investigations. However, the Chief Electoral Officer is of the view that residents of the Northwest Territories must have confidence that complaints filed are taken seriously and thoroughly investigated. Confidentiality of the identity of the complainant as well as the person who is the subject of the complaint is also important. As with previous elections the Chief Electoral Officer was under pressure to release details of the complaint while the investigation was underway. The requested information was not released, as the Chief Electoral Officer believed the release of information could jeopardize the investigation. Further, the Chief Electoral Officer holds confident all complaints unless there is sufficient evidence to initiate prosecution. This practice encourages people to come forward with complaints and protects the privacy of individuals against whom unsubstantiated complaints are made.







## SUMMARY OF COMPLAINTS AND CONCERNS ON THE ELECTION PROCESS

### SUBJECT

### NATURE OF COMPLAINT OR CONCERN

#### Homeless Voters

A campaign worker advised the Chief Electoral Officer that a homeless person was not allowed to vote in the office of the returning officer because he could not provide an address to prove his residency in the electoral district.

The Chief Electoral Officer clarified that homeless electors need only provide advice as to where they reside in the evening hours and to provide a form of identification to support who they are.

The homeless voter who was originally denied the opportunity to vote was provided another opportunity to vote.

#### Voting in the Office of the Returning Officer

A candidate questioned why the voting in the office of the returning officer was extended to 4:00 p.m. on Saturday, the second day before polling day, while the *Elections Act* at subsection 86(4) provides that the voting ceases at 2:00 p.m.

The Chief Electoral Officer determined that in order to reflect consistency in provision of this voting opportunity throughout the electoral event that the Saturday voting should be extended to 4:00 p.m.

#### Person Unable to Vote

Two eligible electors, whose names appeared on the list of electors, were unable to vote because they resided in an isolated area. Because of freeze up the electors were unable to leave their place of residence, to get to the nearest community to vote. They were also unable to vote by special ballot or by special mobile poll.

#### Voting in the Office of the Returning Officer

A candidate sought direction on whether they may encourage eligible electors, who are not on the list of electors, to vote at the office of the returning officer instead of being sworn-in and voting on polling day.

Voting in the office of the returning officer is available to any person who is an eligible elector and resides in the electoral district on the day they vote. Those eligible electors who are not on the list of electors may vote at the office of the returning officer by completing an Oath of Elector and providing satisfactory identification.

#### Who Can Contribute

A candidate made inquiries regarding who may contribute to a campaign.

A candidate suggested that contributions be allowed from sole proprietorships or small businesses that are not corporations.

The *Elections Act* provides that an individual, living in the Northwest Territories and a corporation doing business in the Northwest Territories may contribute up to \$1500.00.





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**SUBJECT****NATURE OF COMPLAINT OR CONCERN**

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**Campaign Signs**

The Chief Electoral Officer received numerous complaints regarding campaign signs. The complaints ranged from the location of the signs to the failure of the candidate to ensure that his or her sign included the name of the official agent or sponsor.

A resident suggested to the Chief Electoral Officer that campaign signs be totally banned or at the very least not allowed to be posted on public property. The individual felt that campaign signs clutter the environment, require constant work to maintain and become a case of who can create the biggest sign. It was also suggested that if the use of signs were to be continued that they be used only during the 28-day election period and not erected until the Writ of Election is issued.

A candidate suggested that there should be a minimum distance for signage near a polling station, regardless if it is off the property associated with the polling station.

**Pre-Election Expenses**

Many prospective candidates made inquiries with respect to expenditure of funds prior to the issue of the Writ.

The *Elections Act* provides for a six-month pre-election period, in which a prospective candidate may incur expenses in preparing for a future election. The only restriction is that a prospective candidate may not accept donations from individuals or corporations during this period.

**Campaign Manager**

The *Elections Act* provides that each candidate must appoint a person to act as his or her official agent. The Act also prohibits certain persons, including persons who are employees as defined by the NWT Public Services, from acting as official agent. Some candidates appointed campaign managers, in addition to their official agents, which raised concerns with respect to public servants assisting a candidate in this regard. The Chief Electoral Officer clarified that the *Elections Act* provides only a definition of an official agent, the specific responsibilities of that position and the appointment restrictions.

**Acclamation**

Inquiries were made with respect to the process followed after the acclamation of a candidate. The questions asked dealt with campaigning, receipt of contributions and expenditure of monies.

The Chief Electoral Officer advised that once a candidate is acclaimed the election in that particular electoral district is ended and all election activity ceases. No additional expenses may be incurred after the date the candidate is declared elected. However, as with all other candidates, a candidate elected by acclamation shall have 60 days following polling day to submit his or her return of election expenses and contributions and 30 days after polling day to return all official receipts books issued. If the candidate has a campaign deficit, he or she may collect contributions during the 60 days following polling day to the extent necessary to eliminate the debt.





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**SUBJECT****NATURE OF COMPLAINT OR CONCERN**

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**Access to Apartment Buildings**

A candidate expressed concern that it was difficult at times to access apartment buildings. In some cases landlords refused direct access to each individual resident's door but preferred that the candidate buzz each tenant from the lobby. The candidate felt that this was not adequate. The candidate recommended that the *Elections Act* be amended to provide that candidates shall be permitted access to each resident's door and not just the building in which they reside.

Section 68.1 of the *Elections Act* provides that the owner, manager, or operator of a building housing two or more residences shall, upon the production of proper identification, and between the hours of 9:00 a.m. and 8:00 p.m. permit a candidate access to those residences.

The Chief Electoral Officer reviewed the matter and determined that access was not denied.

**Radio Broadcast**

A candidate requested that the Chief Electoral Officer obtain a copy of a radio interview between the candidate's opponent and a radio announcer. The candidate did not directly hear the interview and was denied a copy of the interview by the radio station. The candidate was unable to determine if section 222 was violated.

The Chief Electoral Officer determined that he was not in a position to compel the radio station to provide the candidate with a copy of the interview. The Chief Electoral Officer recommended that the candidate seek other ways to obtain a copy of the interview.

**Soliciting Donations**

A number of government employees received letters, addressed to their government workplace, soliciting donations. Government managers felt that this action may be a breach of the *Elections Act*.

The Chief Electoral Officer reviewed the matter and concluded that there is nothing in the *Elections Act* that would prevent a candidate for soliciting funds in this manner.

**Workshops for Candidates**

A candidate suggested that Elections NWT hold workshops for prospective candidates on election procedures and how to run an election campaign.

The Chief Electoral Officer determined that the holding of workshops for prospective candidates is not within the mandate or budget of Elections NWT.





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**SUBJECT****NATURE OF COMPLAINT OR CONCERN**

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**Candidate Photographs**

Several media outlets requested copies of the photographs submitted by candidates.

The Chief Electoral Officer determined that the photographs are for ballot purposes only.

**Voters Lists**

Several prospective candidates and other individuals requested copies of the voters lists prior to the start of the election period.

Voters lists are only provided to candidates for the electoral district in which they are running after they file their nomination papers. The lists are for campaign purposes only and are not to be shared with anyone else. The lists are to be returned to Elections NWT after the election.

**Mine Site Voting**

A candidate felt that polling stations should be set up at the diamond mines for rotational workers.

The Chief Electoral Officer determined that mine workers had ample opportunity to vote by special ballot or in the office of the returning officer. In future elections information about special voting opportunities could be made available to the mines for their employees.





## RETURNING OFFICERS

### Appointments

One returning officer was appointed for each of the 19 electoral districts in the Northwest Territories. Of the 19 returning officers, 18 were women and 10 had previous experience as returning officers in a territorial election. All appointments were published in the Northwest Territories Gazette with the appointments being for one year following polling day.



Returning officers and their assistants attend the final training session.

<b>ELECTORAL DISTRICT</b>	<b>LOCATION</b>	<b>RETURNING OFFICER</b>
Deh Cho	Fort Providence	Phoebe Parent
Frame Lake	Yellowknife	Penny Kocik
Great Slave	Yellowknife	Allan Falconer
Hay River North	Hay River	Tessie Gonzales
Hay River South	Hay River	Selena Pukanich
Inuvik Boot Lake	Inuvik	Elizabeth Hansen
Inuvik Twin Lakes	Inuvik	Juanita Bourque
Kam Lake	Yellowknife	Gladys Eggenberger
Mackenzie Delta	Fort McPherson	Elizabeth Wright
Nahendeh	Fort Simpson	Rita Cazon
North Slave	Rae	Harriet Koyina
Nunakput	Tuktoyaktuk	Molly Nogasak
Range Lake	Yellowknife	Lynda Comerford
Sahtu	Norman Wells	Melonie Dyck
Thebacha	Fort Smith	Anna Hodgkins
Tu Nedhe	Fort Resolution	Gloria Balsillie
Weledeh	Yellowknife	Pam Dunbar
Yellowknife Centre	Yellowknife	June Van Dine-Arden
Yellowknife South	Yellowknife	Sandra Arberry





## Training Sessions

Three training sessions were held in Yellowknife for the returning officers. On January 21 and 22, 2003 a training session was held to give an overview of the election process, the Register of Territorial Electors (ROTE) and changes made to the *Elections Act* since the last election in 1999.

On April 24 and 25, 2003, the returning officers met again for a training workshop on enumeration, a review of the polling division boundaries and to experience a hands-on presentation of ROTE.

Returning officers and their assistant returning officers came to Yellowknife on September 25 and 26, 2003 for a final, in-depth training session on all aspects of the electoral event including nominations, voting opportunities, polling day operations and post-election duties.

For the first time Elections NWT produced training videos for election day staff. Two 17-minute videos were made. One was for larger communities that have several polling stations in one place with a central poll supervisor and a registration desk. The other video was for small communities with one to four polling stations and no poll supervisor or registration desk. The videos were produced in the North and local amateur actors were hired. The two videos illustrated room set-up, voting situations that staff might encounter, the responsibilities of candidates' agents and the counting of the ballots.

Election day staff in communities where there is no resident returning officer are usually trained by telephone as it is too costly to bring them to a central location. The ability to send the videos to the deputy returning officers and poll clerks greatly enhanced the training capabilities. The videos were well received by returning officers and polling day staff.

During the September training session the NWT Literacy Council presented their newly developed web-based interactive newspaper article "The Northern Edge". Returning officers found the article to be a valuable tool in voter education for people with low literacy levels.

## Recommendations by Returning Officers

At the end of each electoral event, returning officers have an opportunity to make comments to the Chief Electoral Officer on the electoral process or the electoral event itself. A number of returning officers submitted comments, many of which were administrative in nature. Some of the more general comments included:

- Ensure that mine rotation employees are aware of voting options.
- Change the operational hours on Saturdays to include a lunch break or change the hours from 12 noon to 4:00 p.m.
- If the deputy returning officer and/or poll clerk know the elector completing an Oath of Elector, the elector should not need to present proof of identity.
- Electors did not appear to be aware that they could decline their ballot.
- To make the special ballot provision work better prepaid/return courier or express post should be used. Regular mail service was inadequate.
- Many positive comments were received about the centralized location of the returning officers in Yellowknife.
- Training video was well received by the deputy returning officers and poll clerks.

## INSTRUCTIONS ISSUED BY THE CHIEF ELECTORAL OFFICER

In the course of a general election there are events that unfold that require the intervention of the Chief Electoral Officer. Section 5 of the *Elections Act* provides that the Chief Electoral Officer may take action to the extent considered necessary to meet the needs of the situation if he is of the opinion that by reason of a mistake, miscalculation, emergency or unusual or unforeseen circumstance, any of the provisions of the Act do not address the particular situation.





The Chief Electoral Officer is required to issue instructions should it become necessary that he must take action to address a specific event. However, section 5 does not allow the Chief Electoral Officer to amend the provisions of the *Elections Act* with respect to extending the close of nominations nor for a vote to be cast before or after the hours fixed in the Act.

In the course of administering the 2003 general election, the Chief Electoral Officer was required to issue the following instructions to returning officers pursuant to section 5 of the *Elections Act*.

#### **Candidates' Agents**

All returning officers were instructed that candidates' agents could not attend their office on a daily basis to observe voting. Returning officers were to provide, to candidates, the names of electors who voted at the office of the returning officer.

#### **Persons who voted by Special Voting Opportunities**

All returning officers were instructed to provide, to the candidates, the names of electors who voted by special ballot and or special mobile poll.

#### **Appointment of Supervising Deputy Returning Officer**

The returning officer for Inuvik Twin Lakes was authorized to appoint a supervising deputy returning officer for the central poll place in Inuvik Twin Lake notwithstanding that there were only 3 polling places. Authorization was given because the returning officer anticipated a large number of eligible electors would need to be sworn-in at the central poll.

#### **Advance Poll – Fort Good Hope**

The returning officer for Sahtu advised that the advance poll held in Fort Good Hope did not open at 12 noon as required by the Act but at 2:00 p.m. The returning officer requested that the close of the polls be extended for voting. Section 89 of the *Elections Act*, provides that an advance poll shall be open between the hours of 12 noon and 8:00 p.m. on Thursday the 11th day before polling day and shall not be open at any other time. The Chief Electoral Officer issued an instruction confirming that the poll be closed at 8:00 pm as provided by the *Elections Act*.

#### **Assistant Returning Officer – Range Lake**

The returning officer for Range Lake became ill and was unable to perform her duties on polling day. Pursuant to the *Elections Act*, the assistant returning officer assumed the returning officer's duties. Section 18 (2) of the *Elections Act* provides that a new assistant returning officer must be appointed and must be an eligible elector from the electoral district for which they are to act. The returning officer advised that no eligible elector could be identified and requested authorization to appoint an assistant returning officer from outside the electoral district. The Chief Electoral Officer, pursuant to section 5 (c), authorized the appointment of the returning officer from Yellowknife South to act as the assistant returning officer for Range Lake.

#### **Authority to Retrieve Elector Information**

The Office of the Chief Electoral Officer maintains elector information in the Register of Territorial Electors. Elector data is gathered through enumeration and confirmation of electors, agreements with other agencies, volunteer registrations and from eligible electors completing elector oaths at the time that they vote.

The Deputy Chief Electoral Officer was authorized to retrieve all Oaths of Electors from the ballot boxes in order to update the Register of Territorial Electors.

#### **CANDIDATES' RETURNS OF ELECTION EXPENSES AND CONTRIBUTIONS**

An important part of any election is the requirement for candidates and official agents to report all contributions and to account for all expenditures.

Section 179 of the *Elections Act* requires that an official agent must file, on behalf of their candidate, a return respecting election expenses and contributions within sixty days following polling day.

The *Elections Act* also provides that an official agent, other than the official agent for an elected candidate, may apply to the Chief Electoral Officer for an extension of time for filing.





Subsection 185(2) of the *Elections Act* provides that every candidate and official agent who, without excuse authorized by the Act, contravenes or fails to comply with section 179 is guilty of an offence that is an illegal practice. Should a candidate and/or official agent be found guilty, section 228 provides that they shall not, during a five-year period after the date of being convicted:

- a) be elected to the Legislative Assembly;
- b) sit as a member of the Legislative Assembly;
- c) vote at any election; and
- d) hold any office to which the Commissioner or the Legislative Assembly has the power to nominate.

At the time of printing of this report the Office of the Chief Electoral Officer had audited and accepted 52 returns respecting election expenses and contributions, one return is under review and three candidates had additional extensions granted. Their returns of election expenses and contributions remain outstanding. Two candidates and their official agents failed to file returns respecting election expenses and contributions and did not request an extension to file. This matter is under investigation by the Chief Electoral Officer. All 19 elected candidates submitted their returns within the 60-day time limit.

As in previous elections, there are a number of candidates and their official agents who failed to file their election returns within the 60-day time frame provided. These candidates and agents are then provided extensions to file but inevitably also fail to file within the additional time. This failure to file results in the staff of the Chief Electoral Officer having to pursue these individuals in order for them to comply with their statutory obligations under the *Elections Act*. The provisions in the *Elections Act* about enforcement are unclear and need to be reviewed. The Chief Electoral Officer is concerned that authority needs to be granted to immediately impose a penalty on a candidate and the official agent who fail to file their election return within the extended time frame provided.

The Chief Electoral Officer advised the Clerk of the Legislative Assembly on January 26, 2004 of the official agents and candidates who filed their returns respecting elections expenses and contributions, those who requested extensions and those who failed to file. The Chief Electoral Officer will provide further advice to the Clerk with respect to the filing of returns by the official agents and candidates who requested extensions.

The Chief Electoral Officer published a summary by electoral district of the returns in newspapers circulating in the electoral district of the candidates. The complete returns and declarations are retained for six months and upon written request may be inspected and photocopied.





## SUMMARY OF CANDIDATES' RETURNS OF ELECTION EXPENSES AND CONTRIBUTIONS

ELECTORAL DISTRICTS	CONTRIBUTIONS RECEIVED	EXPENSES	UNPAID	TOTAL EXPENSES
Deh Cho	11,589.99	11,783.77	-	11,783.77
Frame Lake	30,787.00	30,787.00	-	30,787.00
Great Slave	16,156.13	14,013.17	-	14,013.17
Hay River North	8,280.00	7,550.00	-	7,550.00
Hay River South (2)	30,055.90	34,681.90	-	34,681.90
Inuvik Boot Lake	Nil	Nil	-	Nil
Inuvik Twin Lakes (1)	9,725.00	9,710.78	-	9,710.78
Kam Lake	49,480.79	51,707.47	-	51,707.47
Mackenzie Delta	1,962.00	2,132.95	-	2,132.95
Nahendeh (1)	37,855.51	40,292.29	1100.00	41,392.29
North Slave (1)	14,577.87	14,756.48	-	14,756.48
Nunakput	4,448.56	7,233.61	-	7,233.61
Range Lake	23,522.84	23,528.36	-	23,528.36
Sahtu	22,512.00	31,497.85	-	31,497.85
Thebacha	9,027.26	7,272.25	-	7,272.25
Tu Nedhe (2)	21,095.99	24,873.78	-	24,873.78
Weledeh	16,314.75	11,562.67	-	11,562.67
Yellowknife Centre	82,280.64	113,404.56	-	113,404.56
Yellowknife South	7,967.89	7,958.69	-	7,958.69
<b>TOTAL</b>	<b>\$ 397,640.12</b>	<b>\$ 444,747.58</b>	<b>\$ 1100.00</b>	<b>\$ 445,847.58</b>

(1) Return under review  
(2) Candidate failed to file



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## RECOMMENDATIONS OF THE CHIEF ELECTORAL OFFICER

The *Elections Act* permits the Chief Electoral Officer to make recommendations for amendments that are desirable to improve the administration of the Act. In this regard the Chief Electoral Officer wishes to make the following recommendations.

### Permanent Election Day

The date for the holding of a general election in the Northwest Territories is determined to be four years from the return of the Writs from the last general election. Therefore, the term of the 15th Legislative Assembly expires on December 8, 2007 with the general election of the 16th Legislative Assembly occurring after that date. Conducting elections across the NWT in the winter is not popular with electors, candidates or election officials. The current cycle of holding elections in the early winter conflicts with elections in municipalities across the NWT. This causes confusion among the voters as there are elections going on at the same time for Mayors, Councillors and MLAs.

The *Northwest Territories Act* is outdated and does not permit the Legislative Assembly to dissolve and call a general election without a request to and approval of the Governor in Council (Federal Cabinet). To avoid a winter election, previous Legislatures have dissolved early. However, the problem has arisen that unless a Legislature cuts short its term significantly, to break the cycle, elections will always be held in mid or late winter. Elections for the Legislative Assembly have occurred four times in the month of October, twice in the month of November and once in the month of December with the 1975 general election being held in March.

The *Elections Act* was amended in 1997 to establish a pre-election period to provide prospective candidates with an opportunity to begin preparation for a general election. This pre-election period begins six months prior to the date on which the Chief Electoral Officer issues the Writ of election. The pre-election commencement date is not known until such time as the Legislative Assembly

determines the date for the general election. If a permanent election date is chosen, the Chief Electoral Officer will recommend reducing the pre-election period from six months to three months.

The establishment of a permanent election day will provide Elections NWT the opportunity to begin its preparation and dissemination of electoral information at an established time for each general election. Further, the general electorate will have full knowledge of the date on which a general election would be held. A permanent election date will ensure that all prospective candidates have equal opportunity to prepare for a general election.

### Recommendation:

*That the Elections Act be amended to provide that the first Monday in October be the permanent election day in the Northwest Territories.*

### Comprehensive Review of the *Elections Act*

The current *Elections Act* was first assented to in 1988 and has subsequently been amended in 1988, 1991, 1995, 1997, 1998, 2002 and finally in 2003. During the conduct of any election there are a number of non-substantive technical amendments that need to be made to ensure consistency and compliance. The Chief Electoral Officer believes that the Act needs to be streamlined to provide for easy reference and understanding.

The Chief Electoral Officer is also the Chief Plebiscite Officer and is responsible for the administration of the *Plebiscite Act*. The *Plebiscite Act* was first assented to in 1988 and subsequently amended in 1991 and 1995. Although the *Plebiscite Act* has not been used since 1992, the electoral process for a plebiscite is almost identical to that of the *Elections Act*. The ability of a Legislature to poll the people of the Northwest Territories on significant issues through a plebiscite or referendum is fundamental to the democratic system. The Chief Electoral Officer is suggesting that for administrative and reference purposes the *Plebiscite Act* should be repealed and replaced by including authority to hold a plebiscite or referendum as a separate section within the *Elections Act*.



**Recommendation:**

*That a comprehensive review of the Elections Act be undertaken and a new Act be presented to the Legislative Assembly for consideration.*

*That the Plebiscite Act be repealed and that the provisions for the administration of plebiscites and referendums be integrated into the new Elections Act.*

**Youth Programs**

Canada, as a whole, has witnessed a decline in the number of young voters, aged 18 to 25, who participate in the electoral process. Elections Canada and other electoral jurisdictions are undertaking programs that will educate the youth in the election process and encourage youth participation.

Although the Office of the Chief Electoral Officer does not collect data on age participation, it is important that a program be developed for use by the schools and the general public. The Chief Electoral Officer is proposing that a web-based interactive program be developed.

**Recommendation:**

*That the Chief Electoral Officer, in partnership with the Legislative Assembly and the Department of Education, Culture and Employment, develop a web-based interactive educational site and curriculum on election participation for use in schools.*

**Sharing Our Resources**

The Chief Electoral Officer in the report on the administration of the 1999 general election commented on efficiencies that could be explored for sharing of resources with other governments that conduct elections throughout the Northwest Territories. The Northwest Territories is not unique in that it has a large number of governments, groups and organizations that hold elections in some form or another in any given year. The establishment of ROTE and the agreements that are in place with a number of community governments to share elector information will allow these efficiencies.

The settlement of agreements with aboriginal governments on self-government will lead to new ways of voting in different parts of the NWT. The Chief Electoral Officer has been asked for elector information to assist the Tlicho in creating their list of electors for the first community elections in the Tlicho settlement area.

In a number of provinces, Nunavut and Yukon, the Office of the Chief Electoral Officer conducts elections, not only for their respective Legislatures, but also for municipalities and school boards. The Chief Electoral Officer is of the view that it may be time to formalize the opportunity for sharing electoral resources particularly with community governments.

**Recommendation:**

*That a review be undertaken to consider the efficiencies and sharing of resources that could occur with the Office of the Chief Electoral Officer assuming administrative responsibility for elections of community governments under the Local Authorities Elections Act.*

**WHAT IS IN THE FUTURE FOR ELECTIONS IN THE NWT?**

The end of an electoral cycle is a good time to consider, along with the recommendations that may result from the consideration of this report, what the future holds. It is an exciting time in the Northwest Territories at all levels of governance. The successful conclusion of self-government and land claim agreements with aboriginal governments will result in new ways of electing community and regional governments. No matter which government, board, agency or organization has responsibility for administering elections, the residents must have confidence in the impartial conduct of any vote. This is the test that voters will apply to any election.

The Office of the Chief Electoral Officer has in the past provided support and statistical information to Boundary Commissions that have been established. The Northwest Territories has a new *Electoral Boundaries Commission Act*, which requires the 15th Legislative Assembly to appoint a Boundaries Commission within two years from





the return of the writ. Timing will be important if any changes to the current electoral boundaries are to be made. Once the Boundaries Commission is established it has six months to undertake its work and report to the Legislative Assembly. Determining electoral boundaries is never easy. The establishment of a Boundaries Commission is a matter the Legislative Assembly may wish to consider in light of the self-government agreements. Timing will be important and should be considered well in advance of the next general election to avoid delays with implementation if changes are made.

Elections NWT will continue to review new and innovative methods that will improve voter access and increase understanding of the electoral process.





**APPENDIX I  
GENERAL ELECTION – MONDAY NOVEMBER 24TH, 2003**

**EVENT CALENDAR**

SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
	October 27 <b>WRIT IS ISSUED</b> Nominations Open Revision Begins Special Ballot Available	October 28	October 29	October 30	October 31 <b>Nominations Close 2:00 PM</b> Withdrawal by 5:00 PM Revision Period Ends At 5:00 PM	November 01
November 02	November 03	November 04	November 05	November 06	November 07	November 08
November 09	November 10 First day to apply to vote by Special Mobile Poll	November 11 <b>Remembrance Day</b>	November 12 Voting in the Office of the Returning Officer Begins	November 13 <b>Advance Polls 12 Noon to 8:00 PM</b>	November 14 Last day to apply to vote by Special Mobile Poll	November 15 Voting in the Office of the Returning Officer 10:00 am –4:00 pm
November 16	November 17 First day a Special Mobile Poll may be held	November 18	November 19	November 20 Last day a Special Mobile Poll may be held	November 21	November 22 Voting in the Office of the Returning Officer Ends at 4:00 pm. Special Ballots available until 4:00 pm
November 23	November 24 <b>POLLING DAY 9:00 AM – 8:00 PM</b> Special Ballots must be received by R.O. by 8:00 pm	<b>POST EVENT DUTIES</b> <ul style="list-style-type: none"> <li>• Conduct the Official Addition on date shown on Proclamation</li> <li>• Return of the Writ – Not sooner than 8 days following the official addition.</li> </ul>				



**APPENDIX II**  
**KEY DATES – ELECTORAL EVENT**  
**OCTOBER 27 – NOVEMBER 24, 2003**

<b>DATE</b>	<b>DAY</b>	<b>ELECTORAL EVENT</b>
October 24, 2003		Dissolution of the 14th Legislative Assembly
October 27, 2003	28	Writ of Election is Issued Proclamation is posted by returning officer Nomination are opened Revision begins Special ballots are available from returning officer
October 31, 2003	24	Nominations close at 2:00 p.m. Revision ends at 5:00 p.m. Candidate may withdraw by 5:00 p.m.
November 03, 2003	21	Notice of Grant of Poll is posted by returning officer Notice of advance poll is posted by returning officer
November 10, 2003	14	Eligible electors may apply to vote by special mobile poll
November 12, 2003	12	Voting in the office of the returning officer begins
November 13, 2003	11	Advance polls are held 12:00 noon to 8:00 p.m. in Deline, Fort Good Hope and Fort Liard
November 14, 2003	10	Applications for special mobile polls closes
November 15, 2003	09	Saturday voting in the office of the returning officer from 10:00 a.m. to 4:00 p.m.
November 17, 2003	07	First day that a special mobile poll may be held
November 20, 2003	04	Last day that a special mobile poll may be held
November 22, 2003	02	Last day to vote in the office of the returning officer Special ballots available until 4:00 p.m.
November 24, 2003	01	Polling day – 9:00 a.m. to 8:00 p.m. Special ballot must be received by the returning officer no later than 8:00 p.m.
November 24 – 29, 2003		Period for official addition by returning officers
December 02 - 07, 2003		Period for applications to a judge for a recount
December 08, 2003		Writ must be returned to Chief Electoral Officer
January 24, 2004		All candidates to file election returns



### APPENDIX III VOTES CAST BY ELECTORAL DISTRICT

Electoral District	Polling Stations	Rejected Ballots	Declined Ballots	Total Votes	Electors on List	Percentage Voting	Number Sworn	Final List ROTE
Deh Cho	6	6	1	630	794	79.35	16	809
Frame Lake	6	-	1	649	1,420	45.70	54	1,465
Great Slave	7	1	-	652	1,343	48.55	64	1,399
Hay River North	N/A	-	-	-	-	-	-	876
Hay River South	5	2	1	959	1,115	86.01	172	1,284
Inuvik Boot Lake	N/A	-	-	-	-	-	-	567
Inuvik Twin Lakes	4	1	1	543	356	152.53	225	581
Kam Lake	6	-	-	751	1,122	66.93	197	1,316
Mackenzie Delta	N/A	-	-	-	-	-	-	923
Nahendeh	10	8	-	1,058	1,500	70.53	82	1,581
North Slave	8	14	4	1,189	1,576	75.44	109	1,683
Nunakput	6	-	-	541	872	62.04	62	928
Range Lake	7	8	1	791	1,623	47.74	86	1,705
Sahtu	8	7	-	915	1,183	77.35	189	1,360
Thebacha	7	5	-	1,131	1,456	77.68	131	1,568
Tu Nedhe	3	3	-	450	481	93.56	95	526
Weledeh	N/A	-	-	-	-	-	-	1527
Yellowknife Centre	8	3	-	781	1,266	61.69	136	1,402
Yellowknife South	N/A	-	-	-	-	-	-	1,474
<b>TOTAL</b>	<b>91</b>	<b>58</b>	<b>9</b>	<b>11,040</b>	<b>16,107</b>	<b>68.54</b>	<b>1618</b>	<b>22,974</b>

\*Polling stations include advance polls in Fort Liard, Deline and Fort Good Hope and special voting opportunities

\*Of the 1618 eligible electors sworn at the polls a total of 118 choose not to be included in ROTE.



**APPENDIX IV  
VOTES CAST BY METHOD OF VOTING**

Electoral District	Voting in the Office	%	Special Ballot	%	Special Mobile Poll	%	Advance Poll	%	Polling Day	%	Total Votes
Deh Cho	13	2%	33	5%	13	2%	-	-	571	91%	630
Frame Lake	84	13%	6	1%	-	-	-	-	559	86%	649
Great Slave	93	14%	11	2%	-	-	-	-	548	84%	652
Hay River North	-	-	-	-	-	-	-	-	-	-	-
Hay River South	110	11%	19	2%	14	1%	-	-	816	85%	959
Inuvik Boot Lake	-	-	-	-	-	-	-	-	-	-	-
Inuvik Twin Lakes	118	21%	6	1%	-	-	-	-	419	77%	543
Kam Lake	51	7%	5	1%	-	-	-	-	695	92%	751
Mackenzie Delta	-	-	-	-	-	-	-	-	-	-	-
Nahendeh	151	14%	54	5%	22	2%	28	3%	803	76%	1,058
North Slave	54	5%	16	1%	15	1%	-	-	1,104	93%	1,189
Nunakput	11	2%	17	3%	-	-	-	-	513	95%	541
Range Lake	63	8%	7	1%	-	-	-	-	721	91%	791
Sahtu	29	3%	18	2%	-	-	21	2%	847	93%	915
Thebacha	248	22%	18	2%	28	2%	-	-	837	74%	1,131
Tu Nedhe	31	7%	8	2%	2	1%	-	-	409	90%	450
Weledeh	-	-	-	-	-	-	-	-	-	-	-
Yellowknife Centre	146	19%	11	1%	16	2%	-	-	608	78%	781
Yellowknife South	-	-	-	-	-	-	-	-	-	-	-
<b>TOTAL</b>	<b>1202</b>	<b>11%</b>	<b>229</b>	<b>2%</b>	<b>110</b>	<b>1%</b>	<b>49</b>	<b>.5%</b>	<b>9,450</b>	<b>85.5%</b>	<b>11,040</b>



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**APPENDIX V**  
**CHANGES TO THE LIST OF ELECTORS**  
**GENERAL ELECTION – 2003**

<b>Electoral District</b>	<b>Preliminary List</b>	<b>Revision</b>	<b>Sub-Total</b>	<b>Sworn at Polls</b>	<b>Not to be Added to List</b>	<b>Final List</b>
Deh Cho	799	-5	794	16	-1	809
Frame Lake	1,410	10	1,420	54	-9	1,465
Great Slave	1,332	11	1,343	64	-8	1,399
Hay River North	889	-13	876	-	-	876
Hay River South	1,149	-34	1,115	172	-3	1,284
Inuvik Boot Lake	561	6	567	-	-	567
Inuvik Twin Lakes	275	81	356	225	-	581
Kam Lake	1,094	28	1,122	197	-3	1,316
Mackenzie Delta	942	-19	923	-	-	923
Nahendeh	1,446	54	1,500	82	-1	1,581
North Slave	1,573	3	1,576	109	-2	1,683
Nunakput	864	8	872	62	-6	928
Range Lake	1,593	30	1,623	86	-4	1,705
Sahtu	1,132	51	1,183	189	-12	1,360
Thebacha	1,446	10	1,456	131	-19	1,568
Tu Nedhe	449	32	481	95	-50	526
Weledeh	1,503	24	1,527	-	-	1,527
Yellowknife Centre	1,223	43	1,266	136	-	1,402
Yellowknife South	1,473	1	1,474	-	-	1,474
<b>TOTAL</b>	<b>21,153</b>	<b>321</b>	<b>21,474</b>	<b>1,618</b>	<b>-118</b>	<b>22,974</b>

**APPENDIX VI  
ACTUAL AND PROJECTED COST OF THE 2003 NWT GENERAL ELECTION**

Electoral District	Salaries		Travel \$	Materials & Supplies \$	Services \$	Rentals \$	Total \$
	R.O. Fees \$	Other Fees \$					
Deh Cho	9,714.83	11,018.57	3,177.14	824.02	1,639.19	3,800.00	30,173.75
Frame Lake	8,601.83	10,893.98	-	1,371.20	2,386.35	2,275.00	25,528.36
Great Slave	8,585.00	12,568.01	-	1,360.47	2,354.88	2,016.66	26,885.02
Hay River North	5,724.43	4,882.08	2,880.83	364.39	1,063.45	1,926.00	16,841.18
Hay River South	8,748.34	8,755.38	1,005.12	969.66	1,583.28	130.00	21,191.78
Inuvik Boot Lake	5,454.90	3,882.95	1,830.31	476.46	2,646.53	-	14,291.15
Inuvik Twin Lakes	8,770.30	8,642.61	4,289.45	807.15	12,028.26	600.00	35,137.77
Kam Lake	8,533.63	11,698.28	-	1,274.60	1,663.82	1,500.00	24,670.33
Mackenzie Delta	7,238.52	3,770.17	5,296.30	273.51	1,884.60	-	18,463.10
Nahendeh	10,646.74	18,002.47	7,263.27	1,219.80	4,065.37	3,650.00	44,847.65
North Slave	7,958.34	13,413.40	5,879.29	1,031.32	20,466.32	5,400.00	54,148.67
Nunakput	9,033.36	10,345.59	3,720.63	752.13	2,672.36	6,366.00	32,890.07
Range Lake	8,647.97	12,938.34	28.00	1,490.13	1,844.95	1,650.00	26,599.39
Sahtu	9,297.43	12,954.56	2,915.88	1,137.43	2,833.44	800.00	29,938.74
Thebacha	8,335.75	11,617.33	4,443.29	964.54	2,389.04	1,900.00	29,649.95
Tu Nedhe	8,245.36	9,054.12	3,198.87	656.67	1,550.11	2,200.00	24,905.13
Weledah	5,986.39	7,051.14	-	642.49	903.85	1,666.67	16,250.54
Yellowknife Centre	7,801.42	12,920.91	50.00	1,174.82	1,804.03	2,041.67	25,792.85
Yellowknife South	5,681.74	5,793.35	125.00	618.32	887.41	1,500.00	14,605.82
<b>SUB TOTAL</b>	<b>153,006.28</b>	<b>190,203.24</b>	<b>46,103.38</b>	<b>17,409.11</b>	<b>66,667.24</b>	<b>39,422.00</b>	<b>512,811.25</b>
<b>C.E.O. OFFICE</b>	<b>186,339.93</b>	<b>-</b>	<b>-</b>	<b>16,184.28</b>	<b>169,092.29</b>	<b>-</b>	<b>371,616.50</b>
<b>TOTAL</b>	<b>339,346.21</b>	<b>190,203.24</b>	<b>46,103.38</b>	<b>33,593.39</b>	<b>235,759.53</b>	<b>39,422.00</b>	<b>884,427.75</b>