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Nunavumi Nigoaoktoliginikut Titikniliogotnik Katimayiit  
Nunavut Electoral Boundaries Commission  
Commission de délimitation des circonscriptions du Nunavut

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Report of the 2011  
Nunavut Electoral Boundaries  
Commission

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## Executive Summary

After wide consultation in Nunavut via public hearings and receipt of written submissions, the Nunavut Electoral Boundaries Commission has concluded its deliberations, and contained within this Report is the Commission's proposal for the number of electoral constituencies, and the boundaries of those constituencies.

There were three main issues confronting the Commission in its deliberations:

- a) the present configuration of nineteen constituencies does not appear to respect the requirement that constituencies' populations be of similar size, nor each citizen's right to relative parity of voting power,
- b) there is widespread dissatisfaction with the configuration of the present Akulliq constituency which straddles two regions of Nunavut,
- c) there has been a pronounced increase in the population of three Nunavut communities in particular -Arviat, Igloolik, and Iqaluit.

For reasons stated in the Report, the Commission proposes that the number of constituencies be increased from nineteen to twenty two. The proposed changes can be summarized as follows:

- there are no changes to the composition of nine existing constituencies- (Baker Lake, Cambridge Bay, Hudson Bay, Kugluktuk, Pangnirtung, Quttiktuq, South Baffin, Tununiq and Uqqumiut).
- an additional constituency is provided for each of Arviat, Igloolik, and Iqaluit
- Repulse Bay and Coral Harbour will together comprise a constituency
- Kugaaruk and Taloyoak will together comprise a constituency
- Gjoa Haven by itself will constitute one constituency
- Whale Cove will be part of a new Arviat North constituency
- Chesterfield Inlet will be part of a new Rankin Inlet North constituency

The Commission's mandate also requires it to propose a name for each constituency, and to consult with municipal councils and with Nunavut's toponymist in doing so. Although the Report contains a tentative proposal for name changes, we have deferred consultation on these until our Report is made public. We will submit an addendum to our Report (solely on the topic of names) following the required consultation, hopefully within sixty days.

## Introduction

On October 22, 2010, by resolution of the Legislative Assembly, the 2011 Electoral Boundaries Commission was established. Three commissioners were appointed, the Honourable Justice J. Edward (Ted) Richard, Kirt Ejesiak and Gordon Main.

Justice Richard is a Judge of the Supreme Court of the Northwest Territories, the Court of Appeal of the Northwest Territories, the Nunavut Court of Justice, the Court of Appeal of Nunavut and the Court of Appeal of the Yukon. Justice Richard served as the Chairperson of the 1997 Nunavut Electoral Boundaries Commission. Justice Richard sat as a Member of the Legislative Assembly of the Northwest Territories from 1984-1988. Justice Richard was appointed Queen's Counsel in 1986.

Kirt Ejesiak is an Iqaluit entrepreneur and former Deputy Mayor of the community. Mr. Ejesiak received his Masters of Public Administration degree from Harvard University, which he attended as a Fulbright Scholar. Mr. Ejesiak has served as the Chief Electoral Officer for the City of Iqaluit and the Vice-Chairman of the Board of Trustees of the Nunavut Trust.

Gordon Main is a long-term resident of Arviat, Justice of the Peace and member of the Board of Directors of the Qulliq Energy Corporation. Mr. Main has served on the Arviat municipal council, the Arviat District Education Authority and the Keewatin Regional Health and Social Services Board.



(Left to right- Gordon Main, Kirt Ejesiak and Justice J.E. Richard)

Our Commission was given the responsibility to propose the boundaries of electoral constituencies in Nunavut in accordance with the provisions of s. 14-27 of the *Elections Act*. The resolution is reproduced at Appendix A to this Report.

The existing nineteen constituencies have been in place since 1999. The population of Nunavut has increased by more than 20% since 1999; however, the growth in population has not been uniform throughout Nunavut, as some communities have grown more dramatically than others.

The people of Nunavut (population 33,189) are represented in the Legislative Assembly by 19 members, or MLAs. One of the initial questions we have asked ourselves, and have also asked at the public hearings, is: how many constituencies ought there be in Nunavut, and therefore how many MLAs should represent the people in Nunavut's legislature. There is no minimum, no maximum prescribed by statute.

At present, each MLA in Nunavut's legislature represents, on average, 1750 constituents. This is the highest ratio of MLAs - to - constituents in Canada. In Canada's six smallest provinces, the range is one MLA per 5,000 - 22,000 constituents. In Yukon and NWT, the average is 2000 and 2200 respectively. If Nunavut's legislature was to expand to, say, 22 MLAs, each MLA would represent, on average, 1500 citizens.

Once a general determination is made as to the appropriate size of the legislature, say, 19 - 22 constituencies, the more difficult question becomes: how should the geographic mass of Nunavut be divided into those constituencies? This is the major challenge facing our Commission.

While there are other parts of Canada that have sparse populations, Nunavut's situation is indeed unique. The small population of Nunavut (33,189) resides in 25 separate communities, large and small, over an area that represents one fifth of Canada's land mass. Most of the communities are geographically distant from other communities in Nunavut. There are no roads between communities.

There are a number of what we would call, in the Nunavut context, medium-sized communities with populations of 1400 - 1900 citizens. Examples are Pangnirtung (1489), Cambridge Bay (1676) and Baker Lake (1950). It is reasonable that each of those medium sized communities would be represented in the legislature by its own MLA.

There are a few "larger" communities, notably Iqaluit (7054) and Rankin Inlet (2704). In a spirit of fairness, and to give all citizens of Nunavut relative equality of voting power, it is reasonable that there would be more than one MLA representing each of those communities.

And then there are the small communities, with populations ranging from 150 to 900 citizens. If it is not feasible that each small community be represented by its own MLA in the legislature (thus leading to a legislature of 40-50 MLAs) how best to ensure fair and effective

representation for these citizens in the legislature? Nunavut's geography does not provide for a uniform answer. Two or three small communities which are distant from each other but still within the same “region” of Nunavut, and which together comprise a population of 1400 - 1900 citizens, could share one MLA. Another small community that is geographically proximate (relatively) to a medium-sized, or large, community might reasonably be included in a constituency with part or all of that other community.

There are many factors which the Commission is required to consider in establishing the boundaries of constituencies within Nunavut. Some of these are set forth in s. 21 of the *Elections Act*:

- geographic and demographic considerations, including the density or rate of growth of the population of any part of Nunavut and the accessibility, size or shape of any part of Nunavut;
- the requirement that each constituency be a single contiguous area (ie., not composed of isolated areas that are separated from one another by another constituency);
- the need for the populations of the constituencies to be of similar size;
- any special community or diversity of interests of the inhabitants of any part of Nunavut;
- the means of communication among various parts of Nunavut;
- Inuit Qaujimajatuqangit;
- the Charter of Rights and Freedoms .

In making our recommendations in this Report, we have given careful consideration to all of the foregoing factors and have made our best effort to achieve an appropriate balance among these factors.

#### Relative parity of voting power

As stated, the “need for the populations of the constituencies to be of similar size” is but one of the statutory factors to be considered by the Commission in carrying out its mandate. However, there is an additional, constitutional dimension to this factor.

In Canada, there exists a constitutional guarantee of the right to vote for representation in the legislature. This guarantee is enshrined in s. 3 of the Charter of Rights and Freedoms. The Supreme Court of Canada has interpreted this guarantee as not the right to absolute equality of voting power but rather the right to “effective representation” in the legislature. The Court says

that effective representation entails two things: a) relative equality of voting power, and b) other countervailing factors, such as geography, sparse populations, etc. Various court decisions, and various provincial statutes, have recognized that the reality of an MLA representing a geographically distant, vast, sparsely populated area may justify a somewhat lower voter population in such an area that is acceptable. Other than those exceptions, it is generally recognized that constituencies should be of similar size. Most jurisdictions allow a plus/minus 25% variance for the “non-exception” constituencies. Nunavut legislation does not explicitly provide a limit on permissible variances.

An exception that we are familiar with in Nunavut is the community of Sanikiluaq (population 812) which is the sole community within the present constituency of Hudson Bay. Hudson Bay is the least populous of the present constituencies, being 54% below the average (see Appendix C). It is also the most geographically remote, the most southerly of all constituencies, and situated in the middle of Hudson Bay, more proximate to communities of Quebec than other communities of Nunavut.

Some of the provincial statutes dealing with electoral boundaries have provisions which explicitly create “exceptions” for constituencies to which the 25% variance rule does not apply. For example, the two northern constituencies in Saskatchewan are exceptions. In Quebec, Iles de la Madeleine is an exception.

We are recommending that the Hudson Bay constituency continue to be considered an exception to the “of similar size” rule, for obvious reasons. The Legislative Assembly may wish to consider whether the statute ought to explicitly recognize this exception.

### Fulfilling our Mandate

Early in our mandate we communicated with all municipal councils and SAO's to ascertain whether the community wished us to schedule a public hearing in their community. We sought a response by November 30, 2010, in order that we might schedule our series of public hearings in the first three months of 2011. Not all communities sought a public hearing. A few communities were too late in their request, as we had already established our schedule. We recognize that there were municipal elections in the communities in December 2010 and that some new councils may have been otherwise pre-occupied during this transition period.

In December 2010, the Commission set up an office in Rankin Inlet out of the Elections Nunavut headquarters. Our toll free line, fax number and email were set up in a timely manner. The Commission's website was launched in early December ([www.nunavutboundaries.ca](http://www.nunavutboundaries.ca)). The website included information about the members, the Commission's mandate, public hearings schedule (see Appendix D), questionnaire (see Appendix E) and contact information, all of which was available in Nunavut's four official languages. Updates were made available online throughout the duration of the Commission's work.

The first working meeting was held in Rankin Inlet on the week of December 13, where the Commission set the schedule for public hearings (see Appendix D). Once the schedule was set, an ad was placed in the January 7<sup>th</sup> edition of Nunavut News and Nunatsiaq News. The communities that requested the Commission hold a public hearing were as follows: Iqaluit, Qikiqtarjuaq, Kimmirut, Whale Cove, Arviat, Repulse Bay, Taloyoak, Igloolik and Hall Beach.

In the weeks prior to each of the public hearings, posters were distributed to hamlet offices and placed around the community. In each community, information on the public hearing as well as contact information for the Commission was broadcast on local radio. See Appendix F for a summary of public notices and advertising.

In each community, efforts were made to visit High Schools and Arctic Colleges. Appendix G includes the names of schools we were able to give presentations to.

We consulted with Sandy Kusugak in her capacity as Chief Electoral Officer for Elections Nunavut. Elections Nunavut has provided ongoing assistance with mapping as well as providing information on the number of voters in each constituency.

### Public Hearings

We held public hearings in nine communities, at the request of those communities. With one exception, these public hearings were well-attended. There were some common themes in the many submissions heard by us in these public hearings:



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- in constituencies where an MLA is shared between two communities, people in the smaller of the two communities feel they are not served well by an MLA whose origin is in the “other” community, or in the larger of the two communities - the message was “we want our own MLA”. The perception, if not the reality, is that the MLA does not fairly represent both communities, i.e., that his/her loyalty is to his/her home community.

- an MLA who is elected and then becomes a Minister - thus taking on more Nunavut - wide responsibilities - has less time to devote to the concerns that are specific to his/her own constituency and to his/her own constituents.

- some people in a smaller community, e.g. Whale Cove, while realizing that their community is too small to justify having its own MLA but must share an MLA with

another community, would prefer to be combined with another small community rather than be annexed to, or swallowed up in, a large community. It was expressed that small communities share similar concerns, concerns not understood by larger communities.

- the difficulty for an MLA representing two communities is exacerbated when there is no direct air transportation link between the two communities. The obvious glaring example is the present constituency of Akulliq, comprised of the community of Repulse Bay in the Kivalliq region and the community of Kugaaruk in the Kitikmeot region. We were told that for the MLA to commute between these two communities requires 2-3 days travel through Yellowknife and thousands of dollars. There is also a lack of direct flights between communities within Uqqumiut constituency and South Baffin constituency. It is felt that this lack of direct flights between communities within a constituency adversely affects the MLA's ability to represent his/her constituents effectively.

- in communities which have experienced a higher increase in population in recent years, e.g. Arviat, Igloolik, Iqaluit, there is a desire for an additional MLA.

There were also submissions made to us at the public hearings which were specific to the community:

- in Repulse Bay (population 855) many people expressed the view that if their community is to share an MLA with another community, the preference is to share that MLA with another community within the Kivalliq region, i.e., Coral Harbour, rather than with a community in the Kitikmeot region.

- in Kimmirut, some presenters addressed a much discussed proposal which would see Kimmirut combined with Apex to form a new constituency. The majority view expressed to us was a preference to remain in a constituency shared with Cape Dorset (i.e., the present constituency of South Baffin), for the simple reason that the issues facing Kimmirut are similar to those facing other small communities such as Cape Dorset, issues that might be lost among the concerns of a larger community such as Iqaluit/Apex.

- in Taloyoak (population 895), while most speakers' first preference was for "our own MLA", there were many who stated that if they were to share an MLA with another Kitikmeot community, it ought to be Kugaaruk (population 736) rather than Gjoa Haven (population 1184).

- in Igloolik, while there seemed to be a consensus among the speakers that Igloolik ought to have two MLAs, there was no consensus on where the boundary ought to be between the two new constituencies.

- in Igloolik, one speaker questioned why, on the current map setting the boundaries of constituencies, a large Baffin Island peninsula northwest of Igloolik (uninhabited) is excluded from the Amittuq constituency and included instead in the Akulliq constituency.



(Consultations in Qikiqtarjuaq- January 12, 2011)

See list of presenters in Appendix H.

### Written Submissions

In our public notices, at our public hearings, on our website, and in informational pamphlets distributed, we invited written submissions from the public up to March 31, 2011.

In the written submissions received, there were some common views as expressed in person at the public hearings, as summarized above. Some of the additional comments included:

- although there were submissions advocating for additional MLAs there were also those who expressed the view “there are enough MLAs”.
- there was a specific submission that the community of Chesterfield Inlet ought to be combined with Rankin Inlet rather than Coral Harbour, on account of the many family ties between Chesterfield Inlet and Rankin Inlet.
- there were submissions from Coral Harbour both in favor of the status quo of the Nanulik constituency and also in favor of combining Coral Harbour and Repulse Bay.

- there was a concern expressed regarding the increased cost to the taxpayer of adding more MLAs to the Legislative Assembly.

See Appendix I for a list of written submission entries.

### Options Considered by the Commission

We received valuable input from the public during the community hearings and in the written submissions received. It is recognized that there are competing factors in the determination of the issues confronting the Commission, and that there are legitimate disagreements as to the importance of one factor over others. We also recognize that the Commission is not able to satisfy everyone's sincerely held views. People will continue to disagree on some of these issues; that continuing debate is as much a part of our democratic process as is the Commission's carrying out of its responsibilities in accordance with the Legislative Assembly resolution and the law.

Our Commission considered several options in its deliberations. We did not have much difficulty with respect to the notion of continuing to have an individual MLA representing solely each of the “medium-sized” communities, as described earlier in this Report. Indeed, we were not surprised that we did not receive much input from most of these communities, as we interpret that as a position favoring the status quo for those communities/constituencies. Accordingly, the challenges confronting the Commission focused on the “small” communities and the “large” communities.

In an early communication from the City of Iqaluit to the Commission, the notion was raised of having two or more MLAs “elected at large” within a large community, rather than the present system of dividing the large community into two or more geographic constituencies each of which elects its own MLA. This concept was not pursued, and the Commission has not considered its merits. In any event, it is our view that any such proposed change is not within our mandate, as we note that s. 3(2) of the *Legislative Assembly and Executive Council Act* requires that there be one MLA elected to represent each constituency in Nunavut. Also, we note that we were not requested to consider such a change in the Legislative Assembly resolution which established our Commission.

The main issues confronting the Commission could be summarized as follows:

- (i) the present configuration of nineteen constituencies does not appear to comply with every citizen's Charter guarantee of effective representation in the legislature, in particular relative parity of voting power.

- (ii) there is much dissatisfaction with the present configuration of the Akulliq constituency which straddles two regions of Nunavut.
- (iii) there has been a pronounced increase in the population of three Nunavut communities in particular - Arviat, Igloolik and Iqaluit.

We address each of these issues in turn.

The status quo:

At first glance, one could say that the present size of the legislature is adequate and appropriate - 19 MLAs in the legislature representing 33,000 citizens of Nunavut. However, a closer examination reveals anomalies - in particular the varying number of constituents represented by each of those MLAs.

As discussed earlier in this Report, one of the factors we are required to consider is “the need for the population of the constituencies to be of similar size”. And, as stated, there exists the related constitutional notion of relative equality of voting power. When we have considered compliance with this requirement, in our assessment of the status quo and also the several other options we have reviewed, we have used population statistics as at July 1, 2010, as published by the Nunavut Bureau of Statistics. It is our understanding that these are the Bureau's estimated population for each community, using as a base the actual data from the 2006 national census, and updated annually. It is our view that, in fairness and for consistency, we must use one set of statistics in our calculations, rather than individual statistical tables that may be provided by municipalities or individuals.

We use the term “constituency population quotient” or “CPQ” in this Report to describe the average population per constituency and in calculating the variances from that average.

At Appendix C we set out the populations of each present constituency as at July 1, 2010. It should be noted that the population figures assigned in Appendix C to the three Iqaluit constituencies and the two Rankin Inlet constituencies are theoretical only. We do not have any accurate data on how the community population is distributed within each of those two communities. We are aware, from the most recent voters list on file with Elections Nunavut, that there are more registered voters in Iqaluit East than in each of the other two Iqaluit constituencies, and more registered voters in Rankin Inlet South than in Rankin Inlet North.

For reasons stated earlier, we consider the Hudson Bay constituency an exception, and we have excluded that constituency from the calculation of CPQ. In Appendix C, CPQ is 1799.

It will be seen in Appendix C that there are presently seven constituencies out of nineteen that vary from the CPQ by more than 25%. The widest variance is between Quttiktuq (-35%) and

Amittuq (+35%), for a total variance of 70%. The widest variance is probably larger, as Iqaluit East's variance is in fact probably greater than +35%.

#### The Akulliq Constituency:

At present, the communities of Kugaaruk and Repulse Bay comprise the Akulliq constituency. Kugaaruk is considered to be part of the Kitikmeot region whereas Repulse Bay is considered to be part of the Kivalliq region. There is widespread dissatisfaction with this situation. Regional organizations, in particular the Kitikmeot Inuit Association and the Kitikmeot Mayors Forum, have expressed the view that each of Kugaaruk and Repulse Bay ought to be “paired” with a community in its respective region. There is no direct air transportation link between Kugaaruk and Repulse Bay, as stated earlier in this Report.

At the public hearing which was held in Repulse Bay, there was virtual unanimity that the people of Repulse Bay ought to be represented in the legislature by a person from the Kivalliq region, if not from the Repulse Bay community itself.

We have noted from the contents of the Report of the 1997 Electoral Boundaries Commission that there was a quite different public sentiment expressed at that time on this issue (see p. 7 of the 1997 Report). That Commission recommended the first set of electoral boundaries for the new territory of Nunavut. According to the 1997 Report, the strong cultural and historic links between Kugaaruk and Repulse Bay was deemed to be an overriding factor, as against the (then) grouping of communities within administrative regions of the former Northwest Territories, and as against the (then) absence of any direct air transportation route between these two communities.

Today, in the year 2011, there is still no direct air link between the two communities. And, contrary to what some may have anticipated with the creation of the Nunavut territory in 1999, the concept of regions within Nunavut thrives. Municipalities belong to regional municipal organizations. Inuit participate in the activities of Regional Inuit Associations. There exists a separate economic development corporation for each region.

While acknowledging the existence of different views at the time of the 1997 Report, we are satisfied that the views expressed to us during the currency of our mandate more accurately reflect the views of today's citizens. We conclude that it is more appropriate that each of Kugaaruk (population 736) and Repulse Bay (population 855) ought to be paired with another community within its own region.

We considered a few different options in realigning the affected communities within Kivalliq and Kitikmeot regions. Factors relevant to our decision included Inuit Qaujimagatuqangit (IQ), transportation links, geography and sizes of community populations.

One of the submissions made to us, and considered by us, was to combine the community of Repulse Bay with the two smaller Kivalliq communities of Whale Cove and Chesterfield Inlet. While the combined numbers (total population of the 3 communities would be 1633) made sense, we are concerned about the geographic distances between these 3 communities. Also, such a combination would likely offend the “contiguous” requirement of s. 21(2)(a) of the *Elections Act*.

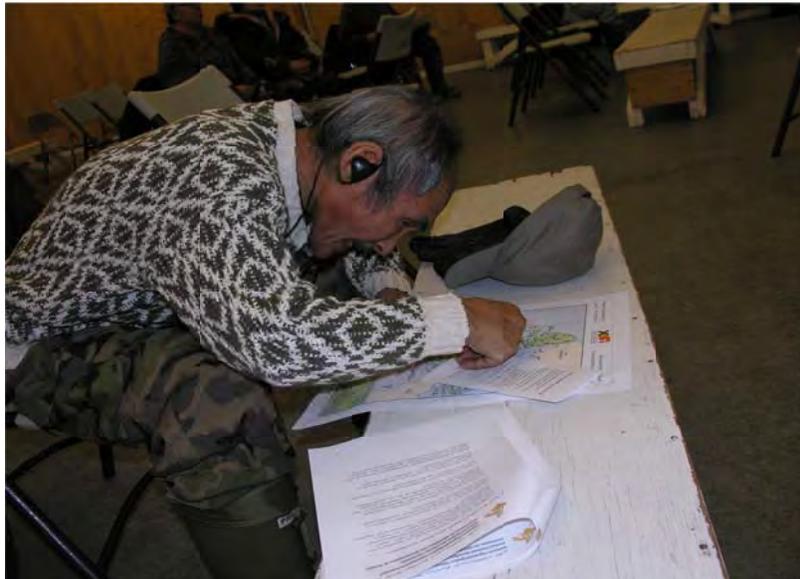
For each option considered by us in realigning the affected communities of Kivalliq and Kitikmeot regions, we calculated the CPQ and variances from CPQ, and then compared the options.

#### Population increases in Arviat, Igloodik and Iqaluit:

As can be seen in Appendix C, the largest variances on the higher side of the CPQ result from the increase in population in these three communities in particular since 1999. After much deliberation we have concluded that the only way to alleviate the unacceptable wide total variances shown in Appendix C is to add an additional constituency in each of these areas, resulting in a lower CPQ.

In our view, it is not reasonable to add one or two constituencies in each of these growth areas and not all three.

With that determination of adding three (or more) MLAs, we then prepared a series of options as to how each new constituency might be assigned to the three growth areas, and/or combined with nearby communities. When considered together with the options for re-aligning the Akulliq communities, the result was many possible permutations and combinations. For each option, we again calculated the new CPQ and the variances from CPQ, and then compared the options.



(Consultations in Taloyoak- March 1, 2011)

## The Commission's Proposal and Reasons

We have concluded that it is necessary to add three new constituencies (but not more than three) to provide for effective representation in the Legislative Assembly of Nunavut. As to the size of the legislature, in our view there are two options - the present size of 19 MLAs, or a new total of 22 MLAs. The present configuration of 19 constituencies is unacceptable. There are simply too many wide variances from the CPQ and a resulting inequality of voting power among Nunavut's citizens. There are no other reasonable re-configurations of the nineteen constituencies which would result in a better set of variances, given Nunavut's geography and sparse population distributed among 25 communities of different sizes.

Having determined that there ought to be 22 constituencies, we then considered various options for the composition of each constituency, i.e., which communities ought to be combined with other communities. Our deliberations on each option included a calculation of CPQ, and variances from CPQ. Taking into account all factors, we have selected what we find to be the most appropriate option.

Our proposal, then, is that there be 22 constituencies within Nunavut, each electing an MLA to represent it in the Legislative Assembly. Our proposal can be summarized as follows:

- there are no changes to the composition of nine constituencies (Baker Lake, Cambridge Bay, Hudson Bay, Kugluktuk, Pangnirtung, Quttiktuq, South Baffin, Tununiq and Uqqumiut).
- an additional constituency is provided for each of Arviat, Igloolik and Iqaluit.
- Repulse Bay and Coral Harbour will together comprise a constituency.
- Kugaaruk and Taloyoak will together comprise a constituency.
- Gjoa Haven by itself will constitute one constituency.
- Whale Cove will be part of a new Arviat North constituency.
- Chesterfield Inlet will be part of a new Rankin Inlet North constituency.

Our proposal addresses the main issues identified earlier in this Report.

Appendix J lists the 22 constituencies, their respective populations, a calculation of CPQ, and the variances from CPQ. Only one constituency, Baker Lake, has a variance factor greater than 25%, and just barely. The widest variance is between Baker Lake (+26%) and Quttiktuq (-24%) for a total variance of 50%. This is a substantial improvement over the status quo as shown in Appendix C.

Our proposal resolves the anomaly of Akulliq constituency overlapping two different regions of Nunavut. The new combination of communities within Kitikmeot and Kivalliq constituencies provides for better transportation links within a constituency, and takes into account geographic considerations, communications (including political, economic and social communications within regions), IQ, and community/diversity of interests of citizens of Nunavut's regions.

As others before us have done, we have taken Inuit Qaujimajatuqangit into account in developing our proposal for the composition of constituencies, and in the drawing of boundaries, as discussed later in this Report and in the naming of the constituencies, also discussed later in this Report.

Our proposal takes into account the actual population growth experienced in the faster growing communities. We have not engaged in speculation regarding possible future population growth in areas of Nunavut - whether on account of mega resource projects or otherwise. We are confident that actual growth beyond 2011 can be addressed by a future Boundaries Commission, ideally no sooner than 10 years from now.

We recognize and acknowledge that there are increased costs associated with our proposal for an increase of 3 MLAs to the present complement in the legislature. We have taken these increased costs into consideration in our deliberations. We are advised by the Clerk's office that the additional incremental O & M costs of adding one MLA is approximately \$300,000.00 per annum. One time capital costs of new offices, equipment, renovations including a major renovation to the chamber to accommodate 3 additional MLAs is estimated at \$1,000,000.00. This is a substantial additional expenditure of public funds consequent upon our proposal. In the context of the legislature's overall budget, and the budget of the Government of Nunavut as a whole, these additional costs, in our view, are justified by these other considerations discussed above.

The reader will note two of the three new constituencies are within the Qikiqtani region of Nunavut. Using the commonly accepted grouping of Nunavut's 25 communities into the three regions, the present distribution of 19 constituencies is Qikiqtani - 10, Kivalliq - 5 ½ and Kitikmeot - 3 ½. With the addition of three constituencies in our proposal, the new distribution becomes Qikiqtani - 12, Kivalliq - 6 and Kitikmeot - 4. This simply reflects the reality of population growth in the last fifteen years. In general terms Qikiqtani's population has grown by 5,000, Kivalliq by 2,500 and Kitikmeot by 1,500.

### Names of Constituencies

Our mandate requires us to propose a name for each constituency. We are to do so in accordance with Inuit Qaujimajatuqangit and we are also to consult with any affected municipal council and with the toponymist for Nunavut.

We have had some initial discussions regarding names of constituencies.

We are not proposing any name changes to the nine constituencies listed in Appendix J as Baker Lake, Cambridge Bay, Kugluktuk, Pangnirtung, Quttiktuq, South Baffin, Tununig, Uqqumiut and Hudson bay.

With respect to the remaining constituencies, we are considering the appropriate name for each; however, we have decided to defer our consultation with municipal councils and the toponymist until after our Report is public.

Accordingly, we set out our proposal (tentative) for names of the 22 constituencies at Appendix K, in all four languages. Those names in the English column marked with an asterisk (\*) are tentative only. We will consult with the affected municipal councils and the toponymist after this Report is made public, and will provide a “post-consultation” addendum to this Report (solely on the topic of names), hopefully within sixty days.

For Arviat, Igloolik and Rankin Inlet, which will have two constituencies within their respective communities, our tentative proposal is to simply add the descriptor “North” and “South” in each case, for simplicity and for consistency. In our view such names are readily understood by the local residents.

Iqaluit will have four constituencies. The use of “compass-point” descriptors is more problematic and cumbersome. Our tentative, perhaps innovative, proposal is to use the names of four renowned and respected elders from Iqaluit’s past - Ipellie, Nakasuk, Joamie and Okpik. We look forward to receiving the views of representatives of Iqaluit on this proposal.

### Maps and Descriptions of Boundaries

For each of the 22 constituencies, we provide a map of the boundaries of the constituency at Appendix L. For purposes of this Report, the “tentative” name assigned to the constituency appears on that constituency's map.

The description of the boundaries of each constituency appears below.

We attach a proviso to these maps and boundaries, in particular for the constituencies within the communities of Arviat, Igloolik, Rankin Inlet and Iqaluit. As discussed earlier in this Report, we have strived to create constituencies with populations of similar sizes. The Commission does not have any accurate data on the distribution of the reported population of these 4 communities within the community. We do have data from Elections Nunavut regarding the number of registered voters in each existing constituency. We also have from Elections Nunavut detailed maps of these 4 communities, showing the location of residential units in the community at the time the respective map was created. We have used these resources and made our best efforts to establish the location of the population within the community. Given these resources

and given our objective, and with the assistance of the office of the Chief Electoral Officer, we have drawn boundaries on the maps of these communities, as shown at Appendix L.

The Chief Electoral Officer (CEO) will be preparing a draft bill based on the recommendations in this Report, including maps of the boundaries and descriptions of those boundaries. It may be that, at the time of preparation of the draft bill, the CEO will have more detailed information as to the actual distribution of the population within the 4 large communities. We agree that the CEO can make minor adjustments to the boundary lines we have drawn at Appendix L for those 10 constituencies, only for the purpose of ensuring that the populations of constituencies within the community are of similar size. We are confident that the Chief Electoral Officer will satisfactorily explain any such adjustments that are necessary to the Legislative Assembly at the time of presentation of the draft bill.

Descriptions: (see Appendix L

\*Denotes tentative name change.

1. \*Aivilik: All that area shown on the map at Appendix L-2, including the communities of Repulse Bay and Coral Harbour.
2. \*Arviat North: All that area shown on the map at Appendix L-3, including the community of Whale Cove and including all that part of the community of Arviat, to the west of the line drawn on said map along Airport Road.
3. \*Arviat South: All that area shown on the map at Appendix L-4, including all that part of the community of Arviat, to the east of the line drawn on said map along Airport Road.
4. Baker Lake: All that area shown on the map at Appendix L-5, including the community of Baker Lake.
5. Cambridge Bay: All that area shown on the map at Appendix L-6, including the community of Cambridge Bay.
6. \*Gjoa Haven: All that area shown on the map at Appendix L-7, including the community of Gjoa Haven.
7. Hudson Bay: All that area shown on the map at Appendix L-8, including the community of Sanikiluaq.
8. \*Igloodik North: All that area shown on the map at Appendix L-9, including part of Igloodik to the North of the line drawn on said map. Note, boundary changed on the

Western side of the original constituency boundary to include the Baffin Island peninsula.

9. \*Igloolik South: All that area shown on the map at Appendix L-10, including part of Igloolik to the South of the line drawn on said map, and the community of Hall Beach.
10. \*Ipellie: All that area shown on the map at Appendix L-11, including that part of Iqaluit, Northwest of the line drawn on said map along Queen Elizabeth Way and part of Niaqunngusiaq. This area includes Lower Base and the Plateau Subdivisions.
11. \*Joamie: All that area shown on the map at Appendix L-12, including that part of Iqaluit, Northeast of the Ipellie boundary, along the Queen Elizabeth Way and the Western part of Abe Okpik Crescent. This area includes Happy Valley and the Road to Nowhere Subdivision.
12. Kugluktuk: All that area shown on the map at Appendix L-13, including the community of Kugluktuk.
13. \*Nakasuk: All that area shown on the map at Appendix L-14, including that part of Iqaluit, South of the line drawn on said map along Queen Elizabeth Way and Niaqunngusiaq. This area includes the Astro Hill area and runs towards the Museum and the beach near the old grave yard.
14. \*Nattilik: All that area shown the map at Appendix L-15, including the communities of Taloyoak and Kugaaruk.
15. \*Okpik: All that area shown on the map at Appendix L-16, including that part of Iqaluit, East of the Joamie boundary, along the Abe Okpik Crescent and including the area known as Apex. This area includes Tundra Valley/Crescent.
16. Pangnirtung: All that area on the map at Appendix L-17, including the community of Pangnirtung.
17. Quttiktuq: All that area on the map at Appendix L-18, including the communities of Grise Fiord, Resolute and Arctic Bay.
18. \*Rankin Inlet North: All that area shown on the map at Appendix L-19, including the community of Chesterfield Inlet and that part of Rankin Inlet, North of the line drawn on said map.
19. \*Rankin Inlet South: All that area shown on the map at Appendix L-20, including that part of Rankin Inlet, South of the line drawn on said map.

20. South Baffin: All that area shown on the map at Appendix L-21, including the communities of Cape Dorset and Kimmirut.
21. Tununiq: All of that area shown on the map at Appendix L-22, including the community of Pond Inlet.
22. Uqqumiut: All that area shown on the map at Appendix L-23, including the communities of Clyde River and Qikiqtarjuaq.

### Miscellaneous Recommendations

We add the following additional recommendations for the benefit of legislators and future electoral boundaries commissions.

#### Recent census data:

The most recent actual population statistics available to us (as opposed to estimates) was the 2006 national census. The 2011 national census is taking place as we prepare our Report, and the results of that census will probably not be available until the year 2012. In an ideal world, an electoral boundaries commission would have current population statistics available, as these are crucial to the deliberations of any electoral boundaries commission. We recommend that consideration be given to scheduling any future electoral boundaries commission at a date that is within a year or so after the publication of population statistics resulting from a national or territorial census.

#### GIS digital mapping technology:

At present, the descriptions of boundaries of the 19 existing constituencies are set out in Schedule A of the *Legislative Assembly and Executive Council Act*. These detailed written descriptions are in technical legal language, and are known as “metes and bounds” descriptions. We recommend that the legislature move from this traditional method of describing boundaries to a more modern, more comprehensible method, i.e., using GIS digital mapping technology to visually depict the boundaries of each constituency, as is done in British Columbia and other southern jurisdictions. Such a change will facilitate the task of any future electoral boundaries commission.

#### Dual-community constituencies:

Earlier in this document we reported a common complaint that we received from people in communities who were represented in the legislature by an incumbent MLA whose residence or origin was in the “other” community in the constituency. We sensed that these were strongly held views, the message being “our MLA is favoring one community over another community”, or “our MLA is not providing fair and equal representation to all of his/her constituents”. In our view current and future MLAs ought to be mindful of this real concern. We recommend that consideration be given, by MLAs as a group, to what steps or protocols could be put in place to

ensure that all voices are heard and generally to address this very real sense that these communities feel that they are not represented in the legislature.

Consultation regarding name changes:

In future, there may again be a re-configuration of one or more constituencies in Nunavut, and a resulting consideration of a possible change in the name of a new constituency. We recommend that the statutory requirement for the Commission to consult with municipal councils or others be amended to allow the Commission to carry out its consultation after the Commission's main recommendations on boundaries are made public.

## Acknowledgments

We would like to acknowledge the work of Elections Nunavut, specifically Chief Electoral Officer Sandy Kusugak and her staff Hilarie Makpah and Jocelyn Merritt and legal counsel Patrick Orr.

We would like to thank all Nunavummiut who provided their opinions at the public hearings and through written submissions.

We couldn't have done our job without our talented interpreter-translators during our public hearings and in preparing documentation for informational purposes. Specifically Hilarie Makpah and Fabienne Theytaz of Rankin Inlet, Emily Angulalik of Cambridge Bay, Mikle Langenhan of Yellowknife.

From our public hearings; Innirvik Support Services in Iqaluit; Jeannie Arreak-Kullualik, Elisapee Ikkidluak, Etienne Denis and technicians; Jeremiah Veevee and Tommy Kullualik, Rosemary Metuq and Martha Newkingnak of Qikiqtarjuaq, Akeego Ikkidluak and Saqiqtak Tamela of Kimmirut, Eva Voisey of Whale Cove, Thomas Suluk of Arviat, Jean Kusugak of Igloolik (in Repulse Bay), Abraham Qammaniq of Hall Beach, Joseph Quqqiaq of Taloyoak and Micha Arreak and Sarah Arnatsiaq of Igloolik.



(love)

We are grateful for the teachers who welcomed us into their classrooms throughout our journey, in the communities of Qikiqtarjuaq, Kimmirut, Whale Cove, Arviat, Repulse Bay and Igloolik.

The members of the Commission pay special tribute to our Executive Director, Amey Beaton, who carried out her responsibilities in a diligent and professional manner, making the members' task much easier.

All of which is respectfully submitted.

Justice J.E. (Ted) Richard  
Kirt Ejesiak  
Gordon Main

## Appendix A- Resolution of Legislative Assembly

I MOVE, seconded by the Hon. Member for Iqaluit Centre, that an Electoral Boundaries Commission be established as of October 25, 2010;

AND FURTHER I MOVE that the Legislative Assembly recommends the appointments of the Hon. Justice J. Edward Richard, Mr. Kirt Ejesiak, and Mr. Gordon Main as members of the commission;

AND FURTHER I MOVE that the Legislative Assembly recommends the appointment of the Hon. Justice J. Edward Richard as presiding member of the commission;

AND FURTHER I MOVE that the Legislative Assembly confirms its expectation that the Electoral Boundaries Commission will examine the boundaries of all constituencies in Nunavut.

Thank you.

**Speaker:** Thank you, Mr. Elliott. The motion is in order. To the motion. Question has been called. All those in favour, raise your hand. Opposed. The motion is carried.

(Mr Elliot, Motion 028 – 3(2): Establishment of an Electoral Boundaries Commission- Nunavut Hansard 2683, Monday, October 25, 2010)

## Appendix B- Community Populations

Community	2010 Population*
Arctic Bay	757
Arviat	2,331
Baker Lake	1,950
Cambridge Bay	1,676
Cape Dorset	1,411
Chesterfield Inlet	386
Clyde River	912
Coral Harbour	861
Gjoa Haven	1,184
Grise Fiord	157
Hall Beach	721
Igloolik	1,700
Iqaluit	7,054
Kimmirut	459
Kugaaruk	736
Kugluktuk	1,458
Pangnirtung	1,489
Pond Inlet	1,484
Qikiqtarjuaq	548
Rankin Inlet	2,704
Repulse Bay	855
Resolute	257
Sanikiluaq	812
Taloyoak	895
Whale Cove	392

\* Figures from Nunavut Bureau of Statistics 2010 Estimates

## Appendix C Constituencies- Status Quo

Excludes Hudson Bay from CPQ

	Constituencies	Population	Variance
1	Akulliq (Repulse Bay-855 Kugaaruk-736)	1,591	-12%
2	Amittuq (Igloolik-1,700, Hall Beach-721)	2,421	35%
3	Arviat	2,331	30%
4	Baker Lake	1,950	8%
5	Cambridge Bay	1,676	-7%
6	Iqaluit East (Iqaluit-7,054/3)	2,351	31%
7	Iqaluit West (Iqaluit-7,054/3)	2,351	31%
8	Iqaluit Centre (Iqaluit-7,054/3)	2,351	31%
9	Kugluktuk	1,458	-19%
10	Nanulik (Coral Harbour-861, Chesterfield Inlet-386)	1,247	-31%
11	Nattilik (Gjoa Haven- 1,184, Taloyoak-895)	2,079	16%
12	Pangnirtung	1,489	-17%
13	Quttiktuq (Grise Fiord -157, Arctic Bay-757, Resolute-257)	1,171	-35%
14	Rankin Inlet North (Rankin Inlet- 2,704, Whale Cove-392)	1,548	-14%
15	Rankin Inlet South/Whale Cove (Rankin Inlet- 2,704, Whale Cove-392)	1,548	-14%
16	South Baffin (Cape Dorset-1,411, Kimmirut-459)	1,870	4%
17	Tununiq	1,484	-18%
18	Uqqumiut (Clyde River-912, Qikiqtarjuaq-548)	1,460	-19%
<b>19</b>	<b>Hudson Bay</b>	<b>812</b>	

Total Population in Nunavut- 33,189

\*According to Nunavut Bureau of Statistics 2010 Estimate

$$(33,189-812)/18= 1,799(\text{Average CPQ}) \quad 1,799$$

## **Appendix D: Public Hearings Schedule**

Iqaluit:	Tuesday, January 11, 2011, at 7:00pm – Association Des Francophone du Nunavut
Qikiqtarjuaq:	Wednesday, January 12, 2011 at 7:00pm - Avviujuq Gymnasium
Kimmirut:	Thursday, January 13, 2011 at 7:00pm – The Akavak Centre
Whale Cove:	Wednesday, January 26, 2011 at 2pm – Municipality of Whale Cove (Council Chambers)
Arviat:	Wednesday, January 26, 2011 at 7:00pm - John Ollie Complex
Repulse Bay:	Thursday, January 27, 2011 at 7:00pm - Community Hall
Taloyoak:	Tuesday, March 1, 2011 at 7:00pm – E.W. Lyall Complex
Hall Beach:	Wednesday, March 2, 2011 at 2:00pm- Arnaqjuaq School
Igloolik:	Wednesday, March 2, 2011 at 7:00pm- Community Hall



## **Appendix F- Summary of Public Notices and Advertising**

October 22, 2010- Nunavut Hansard- Motion 028-3(2) Establishment of an Electoral Boundaries Commission.

October 25, 2010- A Press Release was sent out to announce the approved motions to establish an Electoral Boundaries Commission.

November 1, 2010- A Press Release was sent out inviting communities to hold public hearings. (formal letter to all Mayors of Nunavut communities sent October 28, 2010)

December 20, 2010- A Press Release was sent out announcing the Public Hearings will begin on January 11, 2011 in Iqaluit.

January 4, 2011- NEBC's Public hearing poster was distributed to affected Baffin communities (Iqaluit, Qikiqtarjuaq and Kimmirut) and was placed on various bulletin boards via Senior Administration Officer's and local Radio.

January 7, 2011- NEBC's advertisement was published in Nunatsiaq News and Northern News Services. (Advertisement in Inuktitut, Inuinnaqtun, English and French).

January 11, 2011- Presiding Member, J.E. Richard had an in person interview with CBC Radio's Patricia Bell (Circumpolar Affairs Reporter).

January 11, 2011- Presiding Member, J.E. Richard had an on camera interview with CBC North.

January 12, 2011- Emily Ridlington with Northern News Services along with Patricia Bell from CBC Radio attended the Qikiqtarjuaq public hearing.

January 17, 2011- EBC's Public hearing poster was distributed to affected Kivalliq communities (Arviat, Whale Cove and Repulse Bay) and were placed on various bulletin board via Senior Administration Officer's and local Radio.

January 27, 2011- Selma Eccles with CBC radio attended the Repulse Bay public hearing.

February 14, 2011- EBC's Public hearing poster was distributed to affected Nunavut communities (Taloyoak, Igloolik and Hall Beach) and were placed on various bulletin boards via Senior Administration Officer's and local Radio.

February 14, 2011- Questionnaire was sent to all Nunavut communities, via Senior Administration Officers and Constituency Assistants.

March 3, 2011- Presiding member, J.E. Richard had telephone interview with Nunavut News' Jeanne Gagnon.

## Appendix G- School Presentations

Inuksuit School, Qikiqtarjuaq  
Qikiqtarjuaq Community Learning Centre, Qikiqtarjuaq  
Qaqqalik School, Kimmirut  
Kimmirut Community Learning Centre, Kimmirut  
John Arnalukjuaq School, Arviat  
Arviat Community Learning Centre, Arviat  
Inuuglak School , Whale Cove  
Tusarvik School, Repulse Bay  
Ataguttaluk School, Igloolik



## Appendix H- Presenters at Public Hearings

### Iqaluit

Jim Bell  
Patricia Bell  
Jeanne Gagnon

### Oikiqtarjuaq

Jeannie Toomasie  
Jaloo Kooneeliusie  
Stevie Audlakiak  
Gamailee Nookiguak  
Loasie Audlakiak  
Lootie Toomasi  
Harry Alookie  
Pauloosie Keyootak  
Markosie Audlakiak  
Samuel Nuqingaq  
Ina Sanguya  
Pasa Audlakiak  
Levi Nutarak  
Moiria Koonilusie  
Jaycopi Newkingak

### Kimmirut

Joe Arlooktoo  
Malikto Lyta  
Jamesie Kootoo- Mayor  
Kenoyoak Pudlat  
Mikidjuk Kolola  
Simeonie Aqpik  
Tommy Akavak  
Pipaluk  
Akulukjuk Judea  
Mark Pitseolak

### Repulse Bay

Hugh Haqpi  
Steven Mapsalak  
Simeoni Natseck  
John Tinashlu  
Quassa  
Michel Akkuardjuk  
Honore Aglukka  
Elizabeth Kidlapik  
Johnny Ivalutanar  
Chris Tungulik  
Peter Mannik  
Paula Hughson  
Solomon Malliki

### Whale Cove

George Okalik  
Guy Enuapik  
Percy Kabloona- Mayor  
Agnes P. Turner  
Manu Nattar  
Stanley Adjuk  
Elizabeth Kabloona  
Mary Jones  
Susie Amitnaaq  
Eloise Noble

### Arviat

Bob Leonard- Mayor  
David Alagalak  
Joseph Savigataaq  
Dorothy Gibbons  
Peter Alariak  
Joy Suluk  
David Aglukark  
Thomas Ubluriaq  
Henry Isluanik  
Basil Kayavenik  
Peter Shamee

## Appendix H- Presenters at Public Hearings

### **Taloyoak**

Gideon Qauqjua  
Iola Takolik  
James Saittuq  
Isaac Panigayak  
Eunice Panigayak  
James Paniloo  
Martha Quqqiaq  
John Mannilaq

### **Hall Beach**

Ammie Kipsigak  
Anne Curley  
Paul Hauilli  
Joe Piiallaq  
Kammuka

### **Igloolik**

Louis Uttak  
Lucassie Ivalu  
John Illupalik  
Solomon Allurut  
Zacharias Kunuk  
Brian Flemming

## Appendix I: Written Submission Entries

### Akulliq

Theoran Kopak, Repulse Bay

### Amittuq

Lizzie Phillip-Qanatsiaq, Hall Beach

Aimie Kipsigak, Hall Beach

Kammuka, Hall Beach

Solomon Allurut, Igloolik

Paul Quassa, Igloolik

### Arviat

Don St. John, Arviat

John Main, Arviat

Murray Ugyuk, Arviat

Susan Savikataaq, Arviat

Emil Arnalak, Arviat

Nathan Caskey, Arviat

Sherilyn Sewoee, Arviat

Joshua Owljoot, Arvia

Jonas Okotak, Arviat

Henry Shamee, Arviat

Pauline Pemik, Arviat

Andy Anowtalik, Arviat

Travis Kritaqliluk, Arvita

Simon Koomak, Arviat

Lenny Thompson, Arviat

Bernie Hannak, Arviat

Margaret Arnayuinak, Arviat

Royden Aggark, Arviat

Daniel Shewchuk, Arviat

### Iqaluit

Madeleine Cole, Iqaluit

Madeleine Redfern, Mayor of Iqaluit

### Nanulik

Cindy Ningeonan, Coral Harbour

David MacLean, Coral Harbour

### Nattilik

Joseph Aglukkaq, Gjoa Haven

Eunice Panigayak, Taloyoak

### Rankin Inlet/Whale Cove

Tommy Sammurtok, Rankin Inlet

Unknown, Whale Cove

### South Baffin

Tommy Akavak, Kimmirut

Akeego Ikkidluak, Kimmirut

### Uqqumiut

Lorna, Qikiqtarjuaq

Kayla, Qikiqtarjuaq

Nathan Kuniluisie, Qikiqtarjuaq

Jeanie, Qikiqtarjuaq

Harry Alookie, Qikiqtarjuaq

Appendix J  
Proposed Constituencies- Populations and Variances

	Constituencies	Population	Variance
1	*Aivilik (Repulse Bay-855, Coral Harbour-861)	1,716	11%
2	*Arviat North (Arviat 2,331, Whale Cove- 392)/2	1,362	-12%
3	*Arviat South (Arviat, 2,331, Whale Cove- 392)/2	1,361	-12%
4	Baker Lake	1,950	26%
5	Cambridge Bay	1,676	9%
6	*Gjoa Haven	1,184	-23%
7	*Igloolik North (Igloolik-1,700, Hall Beach-721 = 2,421/2)	1,210	-22%
8	*Igloolik South (Igloolik-1,700, Hall Beach-721 = 2,421/2)	1,211	-21%
9	*Ipellie (Iqaluit-7,054/4)	1,763	14%
10	*Joamie (Iqaluit-7,054/4)	1,763	14%
11	Kugluktuk	1,458	-5%
12	*Nakasuk (Iqaluit-7,054/4)	1,764	14%
13	*Nattilik (Kugaaruk-736 Taloyoak-895)	1,631	6%
14	*Okpik (Iqaluit 7,054/4)	1,764	14%
15	Pangnirtung	1,489	-3%
16	Quttiktuq (Grise Fiord -157, Arctic Bay-757, Resolute-257)	1,171	-24%
17	*Rankin Inlet North (Rankin Inlet- 2,704, Chesterfield Inlet -386)/2	1,545	0%
18	*Rankin Inlet South (Rankin Inlet- 2,704, Chesterfield Inlet -386)/2	1,545	0%
19	South Baffin (Cape Dorset-1,411, Kimmirut-459)	1,870	21%
20	Tununiq	1,484	-4%
21	Uqqumiut (Clyde River-912, Qikiqtarjuaq-548)	1,460	-5%
22	Hudson Bay	812	

Total Population in Nunavut- 33,189  
According to Nunavut Bureau of Statistics 2010 Estimate

$$(33,189-812)/21= 1,542 \text{ (Average CPQ)} \quad 1,542$$

\*Denotes tentative name change.



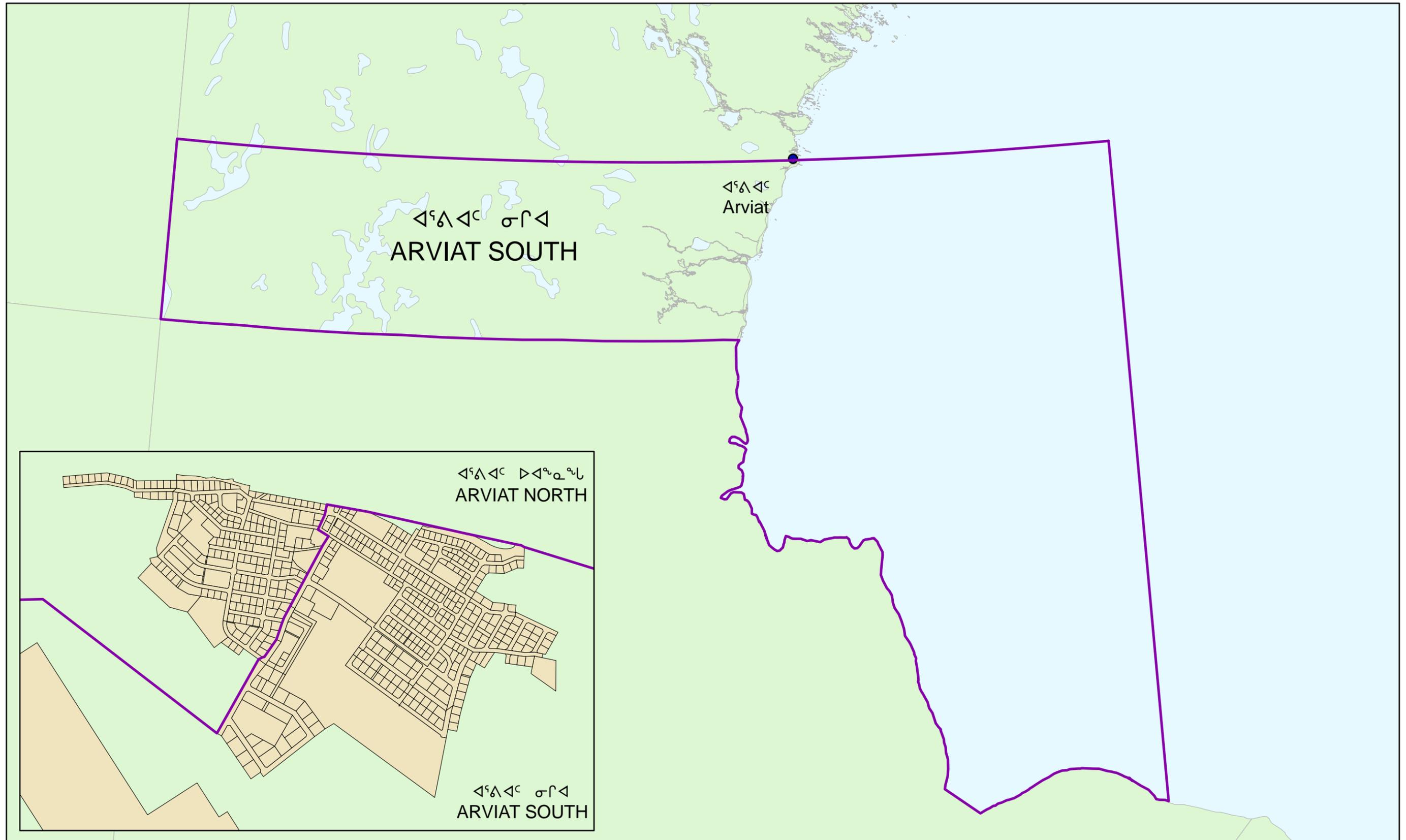






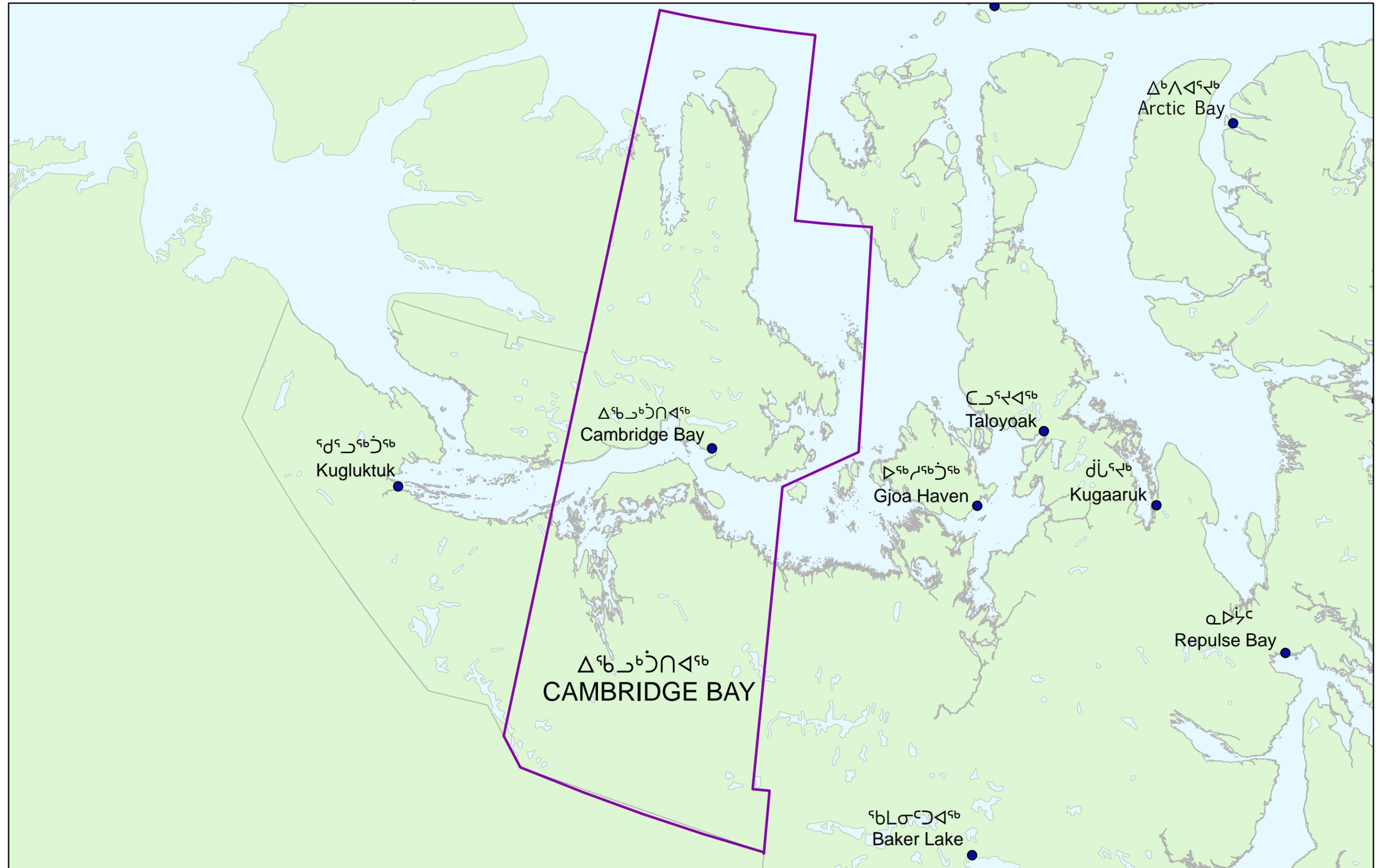
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\*ARVIAT SOUTH - Proposed Constituency





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CAMBRIDGE BAY - Proposed Constituency



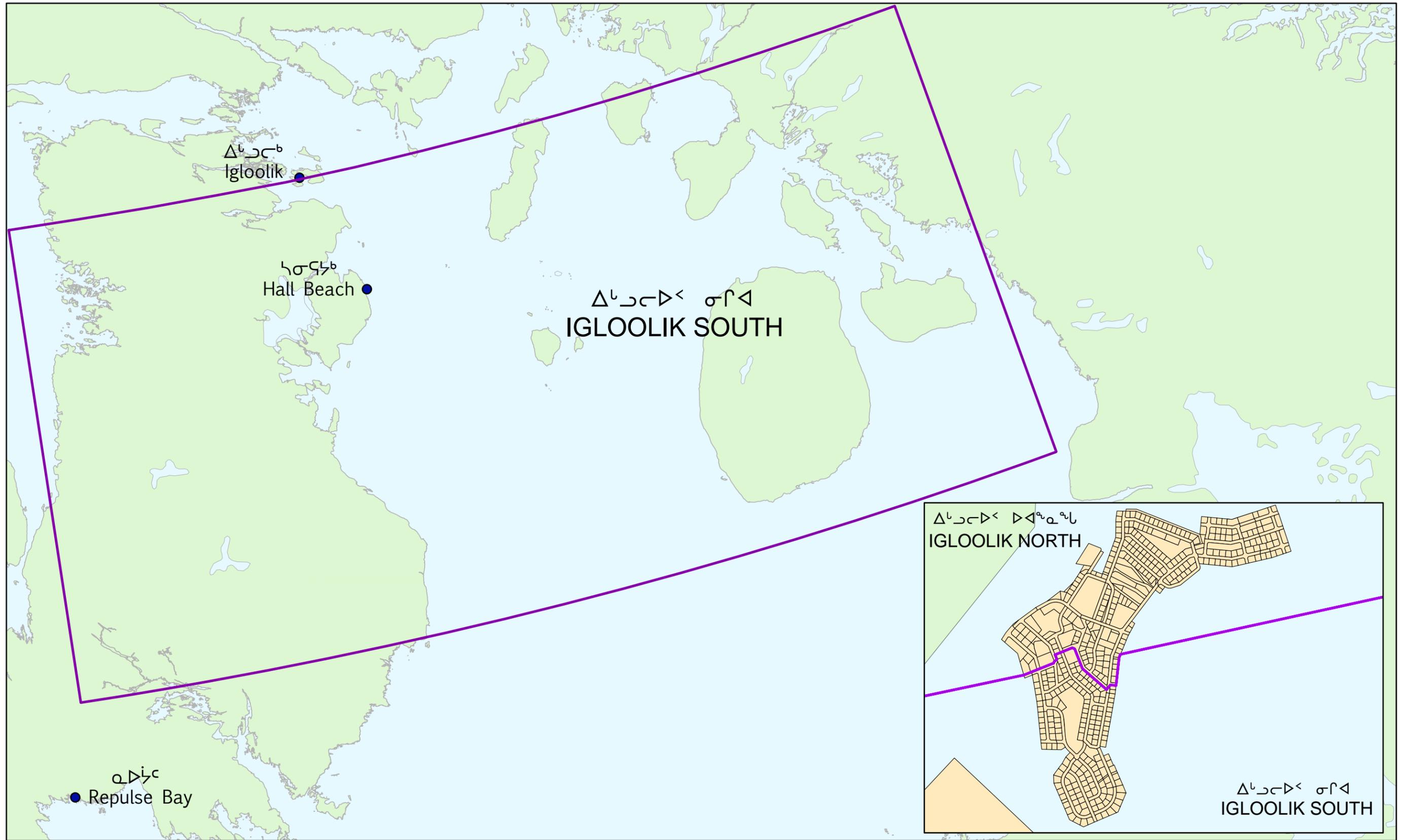






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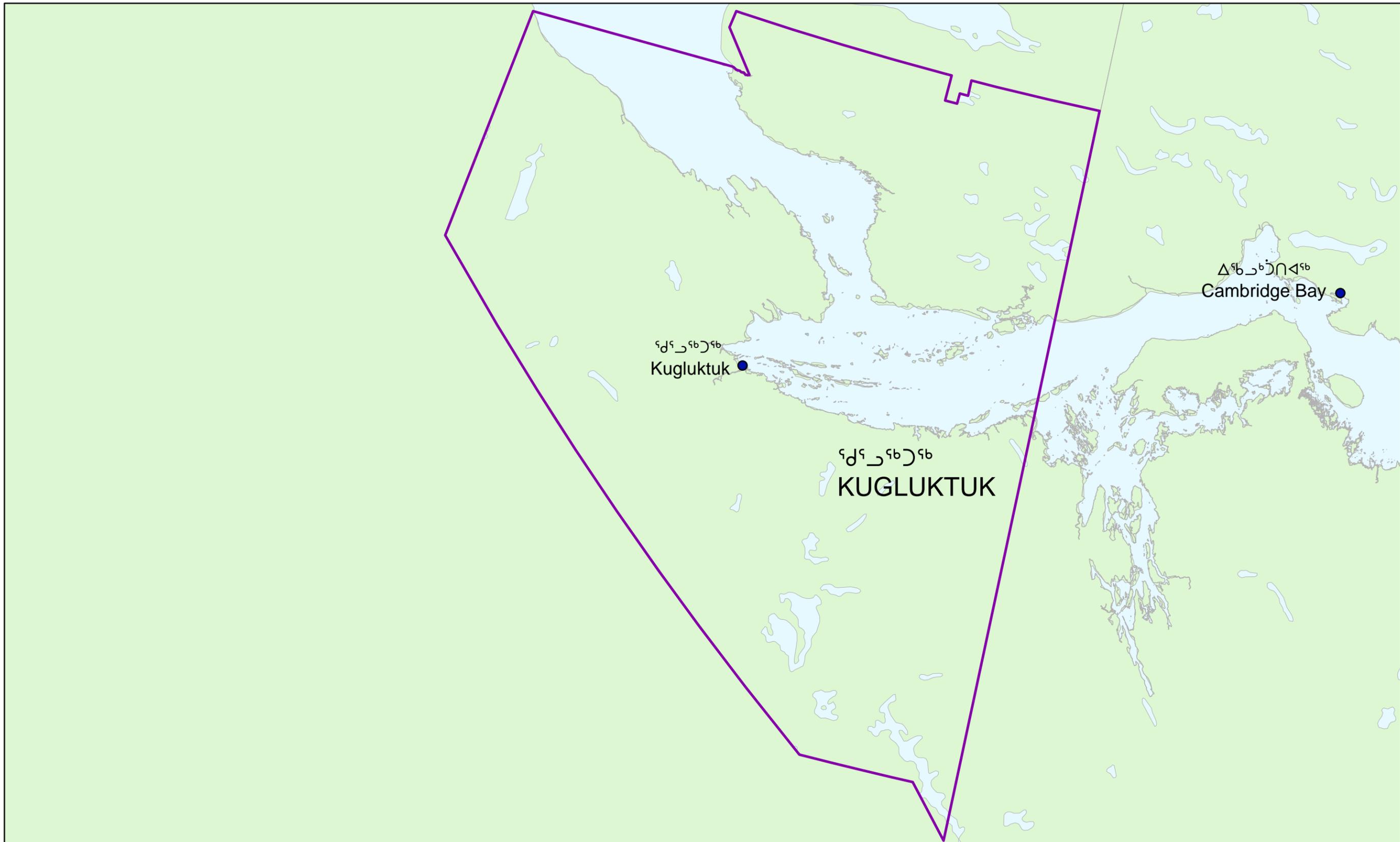
\*IGLOOLIK SOUTH - Proposed Constituency







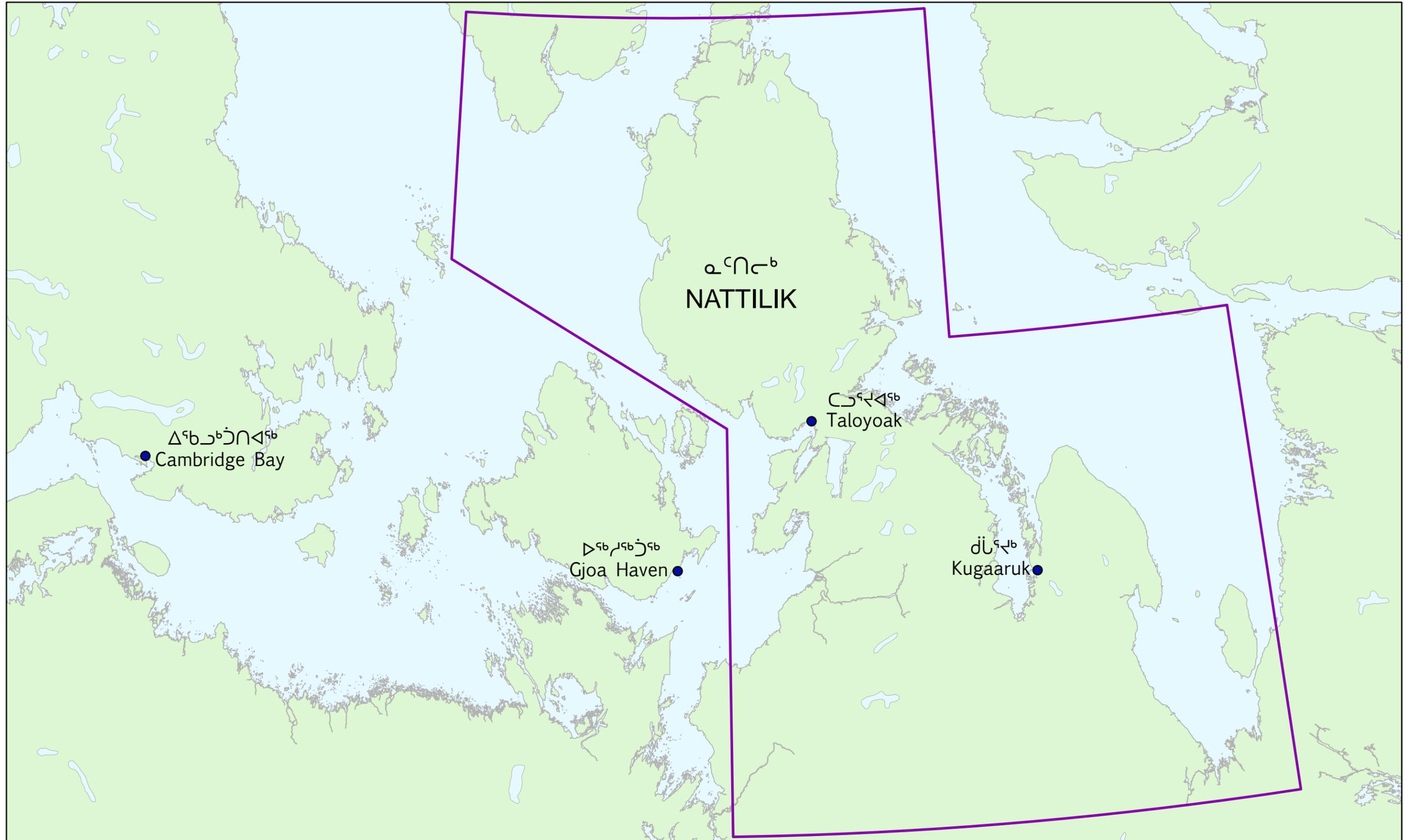
KUGLUKTUK - Proposed Constituency





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\*NATTILIK - Proposed Constituency















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TUNUNIQ - Proposed Constituency

