

Canada's Arctic and Northern Policy Framework

A shared vision of the future where Arctic and northern people are thriving, strong and safe.

Compendium of Documents

Compiled and Introduced by
P. Whitney Lackenbauer and Peter Kikkert



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Foreword

Peter Kikkert & P. Whitney Lackenbauer

This publication serves as a basic compendium of core materials related to Canada’s Arctic and Northern Policy Framework (ANPF), which was released with little fanfare by the Trudeau government on 10 September 2019. After four years of development, the document appeared on the Crown-Indigenous Relations and Northern Affairs website. It included no photos, maps, or even a downloadable pdf – just a wave of words, over 17,000 in the main chapter alone. The single infographic that accompanied the framework’s release captured its main “highlights”: that a “whole-of-government, co-development” process that created the framework involved the three territorial governments, over 25 Indigenous organizations, as well as three provincial governments. This collaborative process represents the “profound change of direction” that the Government of Canada highlights in the opening sentence of the ANPF.

The ANPF highlights many well-known issues that Northerners have identified for years, including climate change impacts, food insecurity, poverty, health inequalities, and housing shortages. It is useful in reinforcing common understandings of these problems with those most affected, reiterating the importance of these issues to the general Canadian public, and setting priorities for federal policy. The framework also points out that the government and its Indigenous and territorial partners have already acted on some of the challenges and opportunities identified during the long co-development process – particularly through innovative and unique community-based initiatives. The ANPF’s expressed objective, however, is to provide a “roadmap” to achieve the “shared vision” co-developed by the groups involved in the process.

In referring various Research Assistants to the ANPF website and a series of associated links over the past six months (or to a sundry array of saved webpages in a shared folder), we have lamented the absence of a single consolidated version of this important document. This publication intends to serve as a simple research tool for scholars (and perhaps policy-makers) interested in Canada’s Arctic policy and various official stakeholders and rightsholders whose views informed the ANPF process.

“Consultation was not enough:” Background of the ANPF

Liberal leader Justin Trudeau spent little time talking about the Arctic during the 2015 federal election campaign. His emphasis on the environment and reconciliation with Indigenous peoples, however, indicated how his government would approach northern issues. “No relationship is more important to me and to Canada than the one with Indigenous Peoples,” Trudeau highlighted in his publicly-released mandate letter to each of his Cabinet ministers in November 2015. “It is time for a renewed, nation-to-nation relationship with Indigenous Peoples, based on recognition of rights,

respect, co-operation, and partnership.”¹ In May 2016, the Government of Canada announced its unqualified support for the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), stressing that “meaningful engagement with Indigenous Peoples aims to secure their free, prior and informed consent when Canada proposes to take actions which impact them and their rights.”²

Trudeau’s focus on reconciliation framed the Joint Statement on Environment, Climate Change, and Arctic Leadership that he and President Obama released in March 2016. The two leaders articulated a shared vision for the Arctic that included close bilateral cooperation, working in partnership with Indigenous Peoples and Northerners, and science-based decision-making in conservation and economic development.³ The US-Canada Joint Arctic Leaders’ Statement issued that December prioritized “soft security” and safety issues, environmental protection and conservation, the incorporation of Indigenous science and traditional knowledge into decision-making, supporting strong communities, and building a sustainable Arctic economy. The leaders also announced a moratorium on Arctic offshore oil and gas activity (without consulting with the territorial governments or Northern Indigenous organizations about the moratorium in advance).

Prime Minister Trudeau also used the Joint Arctic Leaders’ Statement to announce his plan to “co-develop a new Arctic Policy Framework, with Northerners, Territorial and Provincial governments, and First Nations, Inuit, and Métis People” that would replace his Conservative predecessor Stephen Harper’s Northern Strategy. The Liberal government promised that a collaborative approach would ensure that the views and priorities of Arctic residents and governments would be at the “forefront of policy decisions affecting the future of the Canadian Arctic and Canada’s role in the circumpolar Arctic.” Through the framework’s co-development process Ottawa promised that it would “reorganize and reprioritize federal activities in the Arctic” and “link existing federal government initiatives.”⁴

Trudeau announced that his new framework would include an “Inuit-specific component, created in partnership with Inuit, as Inuit Nunangat [the Inuit homeland comprised of the Inuvialuit settlement region in the Northwest Territories, the entirety of Nunavut, the Nunavik region of Quebec, and the Nunatsiavut region of Newfoundland and Labrador] comprises over a third of Canada’s land mass and over half of Canada’s coast line, and as Inuit modern treaties govern the entirety of this jurisdictional space.”⁵ The government’s focus on Inuit Nunangat throughout the process represented a significant departure from the approach utilized in Harper’s Northern Strategy, which did not view the Inuit homeland as a cohesive space for policymaking and tended to examine priorities and interventions through the lens of Canada’s three northern territories. The new process reflected the Trudeau government’s distinctions-based approach that “respects the

¹ Government of Canada, “[United States-Canada Joint Arctic Leaders’ Statement, 20 December 2016.](#)”

² Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC), [Toward a new Arctic Policy Framework.](#)

³ Government of Canada, “United States-Canada Joint Arctic Leaders’ Statement, 20 December 2016.”

⁴ CIRNAC, “[Shared Arctic Leadership Model Engagement, 2016-2017.](#)”

⁵ Governments of Northwest Territories, Nunavut, and Yukon, [Pan-Territorial Vision for Sustainable Development](#), August 2017.

unique rights, interests and circumstances of Inuit, First Nations and Métis peoples” as well as the Inuit Nunangat Declaration on Inuit-Crown Partnership – a “bilateral partnership” to act on shared priorities. The adoption of Inuit Nunangat as a central policy framework also reflects the vision articulated a half-century ago by Inuit leaders at the July 1970 Coppermine Conference and by Inuit Tapirisat of Canada (now Inuit Tapiriit Kanatami) when it was created in 1971.⁶

In August 2016, the federal government appointed longstanding Inuit leader Mary Simon as special representative to Minister of Indigenous and Northern Affairs Carolyn Bennett, reflecting an important step in the Trudeau government’s commitment to co-develop its Northern policy with Indigenous peoples. Simon’s 2016 *Interim Report on the Shared Arctic Leadership Model* (reproduced as appendix C) highlighted that a “long history of visions, action plans, strategies and initiatives being devised ‘for the North’ and not ‘with the North.’” She explained that closing the basic gaps between what exists in the Arctic and what other Canadians take for granted should form the core of the government’s new policy. The *Pan-Territorial Vision*, released by the territorial governments in 2017, reiterated these governments’ priorities and stressed the importance of resource development, economic diversification, innovation, and infrastructure to build stronger regional economies.

The long co-development phase of the ANPF adopted a whole-of-government approach involving a wide array of departments and agencies in the region, the territorial governments, Quebec, Manitoba, and Newfoundland and Labrador. Regional roundtables, public submissions, and other face-to-face engagement initiatives solicited the input of Indigenous groups and other stakeholders. This new approach to policymaking stressed that “consultation was not enough” and strived to involve stakeholders “in the drafting of the document” to place “the future into the hands of the people who live there.”⁷

“A Shared Vision”: The framework

The main chapter of the ANPF lays out the issues, challenges, and opportunities facing Canada’s Arctic and northern regions and indicates the federal government’s primary goals and objectives. It details the impacts of climate change, particularly as it affects social and cultural norms, ways of knowing, and on-the-land activities. It also highlights the broad spectrum of socio-economic challenges facing the North, ranging from lack of economic opportunity, to mental health challenges, to food insecurity, and gaps in infrastructure, health care, education, skills development, and income equality across the region. The framework notes the opportunities and challenges that stem from the North’s youthful population, particularly in Nunavut where the

⁶ Elaine Anselmi, “Federal government promises more info on harvesters grant this winter,” *Nunatsiaq News*, 23 August 2019, <https://nunatsiaq.com/stories/article/federal-government-promises-more-info-on-harvesters-grant-this-winter/>.

⁷ See P. Whitney Lackenbauer, “Canada’s Emerging Arctic and Northern Policy Framework: Confirming a Longstanding Northern Strategy,” in *Breaking the Ice Curtain? Russia, Canada, and Arctic Security in a Changing Circumpolar World*, eds. P. Whitney Lackenbauer and Suzanne Lalonde (Calgary: Canadian Global Affairs Institute, 2019), 13-42.

median age is just over 26. In its effort to link existing federal initiatives to the ANPF, examples of how the government is already addressing some of these issues in collaboration with its Indigenous and territorial partners are scattered throughout the document.

The ANPF's first and primary goal is to create conditions so that "Canadian Arctic and northern Indigenous peoples are resilient and healthy." This priority animates the entire document. To achieve this, the ANPF pledges to end poverty, eradicate hunger, reduce suicides, close the gap on education outcomes, provide greater access to skills developments, adopt culturally appropriate approaches to justice issues, and eliminate the housing crisis in the North. As examples of action already taken, the document notes the government's ongoing efforts to "support better, more relevant and accessible education," funding and skills training for community-led food production projects, updates to Nutrition North, and its investment in new addictions treatment facilities in Nunavut and Nunavik. This patchwork of government initiatives has not impressed critics who lament that the framework fails to elucidate a coherent strategy or to establish clear metrics to address the dismal socio-economic and health indicators related to Canada's North. The document even fails to expand on relatively low-hanging fruit, such as the Harvesters Support Grant (an update to the Nutrition North program that the federal government announced in late 2018). Despite few details about how the government actually plans to accomplish its overarching goal of "resilient and healthy" northern peoples and communities, this broad vision resonates with its strong commitment to reconciliation with Indigenous peoples, captured in the eighth goal: the promise of a future that "supports self-determination and nurtures mutually respectful relationships between Indigenous and non-Indigenous peoples."

Between these two pillars are a broad range of challenges, opportunities, and promises that form a tangled web of underdeveloped priorities. The second goal is strengthened infrastructure, including broadband connectivity, multi-modal transportation infrastructure, multipurpose communications, energy, and transportation corridors, energy security and sustainability at the community-level, and social infrastructure. The ANPF points out that the government has already provided over \$190 million in funding for improvements and expansion of existing local air and marine infrastructure. While these community-focused initiatives are essential to the resilience and well-being of Northerners, the challenge remains how to justify the exorbitant costs associated with much larger "transformative investments in infrastructure." More generally, how will the government decide which infrastructure projects get what funding when the ANPF and partner documents reiterate that so much investment is required across the North?

The framework highlights the need for "strong, sustainable, diversified, and inclusive local and regional economies," particularly through increased Indigenous ownership and participation, the reduction of income inequality, the optimization of resource development, economic diversification (including land-based, traditional economic activities), and the enhancement of trade and investment opportunities. The framework also highlights the idea of a "conservation economy" (which makes conservation an important part of local economies) that the federal government is slowly growing in the Arctic in collaboration with northern Indigenous

stakeholders. For instance, the creation of Tallurutiup Imanga Marine Conservation Area, co-developed with the Qikiqtani Inuit Association, has involved the establishment of the Guardians program in Arctic Bay and funding to improve small craft harbours in the adjacent communities. Beyond these measures, however, the framework provides no action plan or economic model for how to grow and diversify the northern economy. How will the government approach the debate between those who want to heavily regulate resource development and those who believe regulations are strangling the northern economy — a conflict that the framework explicitly acknowledges? The consultations highlighted “co-management of renewable resources ... as a venue for collaborative management that can help integrate different viewpoints,” but the ANPF does not indicate how this will work in practice.

The framework’s fourth goal is to ensure that both Indigenous and scientific knowledge and understanding guide decision-making, and that Arctic and Northern peoples are included in the knowledge-creation process. While the government points to the funding it has already provided for Polar Continental Shelf Program and the Eureka Weather Station, the framework includes no specifics on how it will support and fund its proposed expansion of domestic and international northern research. The same lack of detail on funding and execution is also reflected in discussion of the government’s fifth goal, which focuses on ensuring healthy, resilient Arctic and northern ecosystems and promises action on a wide array of major objectives, ranging from mitigation and adaptation measures to climate change, to sustainable use of the ecosystems and species, and safe and environmentally-responsible shipping.

The sixth and seventh goals highlight measures to strengthen the rules-based international order in the Arctic. Emphasizing that the region is “well known for its high level of international cooperation on a broad range of issues,” and “despite increased interest in the region from both Arctic and non-Arctic states,” the ANPF commits to continued multilateral and bilateral cooperation in the Arctic. It confirms the Arctic Council as the “pre-eminent forum for Arctic cooperation” complemented by the “extensive international legal framework [that] applies to the Arctic Ocean.” There is muscular language proclaiming how Canada “is firmly asserting its presence in the North” and pledges to “more clearly define Canada’s Arctic boundaries” – a surprising statement given that Canada filed its Arctic continental shelf submission in May 2019, and one that seems to deviate from Canada’s longstanding insistence that “Canada’s Arctic sovereignty is longstanding, well-established and based on historic title, founded in part on the presence of Inuit and other Aboriginal peoples since time immemorial” (as written in Conservatives’ Northern Strategy).

The overall tenor, however, is generally optimistic and unabashedly projects Canada’s domestic priorities into the international sphere, emphasizing the desire for regional peace and stability so that “Arctic and northern peoples thrive economically, socially and environmentally.” Innovative elements include promises to “champion the integration of diversity and gender considerations into projects and initiatives, guided by Canada’s feminist foreign policy,” and increasing youth engagement in the circumpolar dialogue. Unfortunately, concrete examples of opportunities or

new mechanisms to do so are not provided. Similarly, promises to help Arctic and northern businesses to pursue international opportunities “that are aligned with local interests and values” are welcome but vague, and the Trudeau government’s vision for the Arctic Economic Council (AEC) is unclear. Well-established priorities, such as food security, improving health care services, and suicide prevention, are presented with no reference whatsoever to what has been done to forward these agendas internationally. There are some discernable policy changes, however. NATO is presented as a “key multilateral forum” in the Arctic – a clear shift from the reticence of previous governments who feared unnecessarily antagonizing Russia by having the alliance articulate an Arctic focus. Concurrently, the policy commits to “restart a regular bilateral dialogue on Arctic issues with Russia in key areas related to Indigenous issues, scientific cooperation, environmental protection, shipping and search and rescue” – a welcome acknowledgment that, despite resurgent strategic competition and divergent interests elsewhere in the world, both countries have many common interests in the Arctic.⁸ Furthermore, Canada commits to “enhance the reputation and participation of Arctic and northern Canadians, especially Indigenous peoples, in relevant international forums and negotiations,” and to promote the “full inclusion of Indigenous knowledge” in polar science and decision making. Specific examples relating to the marine environment, particularly the visionary work of the [Pikialasorsuaq Commission](#), point to the benefits of this approach.

The priorities in the standalone *Safety, Security, and Defence* chapter include Canada’s continued demonstration of sovereignty, the enhancement of the military presence in the region, the defence of North America, improved domain awareness, strengthened whole-of-society emergency management, and continued engagement with local communities, Indigenous groups, and international partners.²² Much of the discussion reiterates policy elements in Canada’s 2017 defence policy, *Strong, Secure, Engaged* (SSE). It also points to the work around marine safety already accomplished by the [Oceans Protection Plan](#) (OPP), which has expanded the Coast Guard Auxiliary in the North, created the Indigenous Community Boat Volunteer Pilot Program, extended the Coast Guard’s icebreaking season, and launched an Inshore Rescue Boat Station in Rankin Inlet. Given the governmental action already taken through SSE and the OPP, this section of the ANPF provides the most detail on how the government aims to accomplish its objectives.

Translating ANPF Goals into Reality

The ANPF concludes with a promise that the government will have ten years to “translate its goals and objectives into reality” and advises that federal-territorial-provincial and Indigenous partners will co-develop solutions and new governance mechanisms. As Minister of Crown-Indigenous Relations and Northern Affairs Carolyn Bennett noted after the ANPF’s release, “you begin with the policy and then you work toward implementation ... It’s a matter of us now, as we move through each budget cycle of each government, having a road map for closing these gaps.”²⁵

⁸ See Lackenbauer and Lalonde, eds., [Breaking the Ice Curtain?](#)

The Government of Canada's emphasis on collaborative governance recognizes that when Ottawa has defined problems facing the North incorrectly or has set the wrong priorities, with little consultation from Northerners, policy responses have tended to be short-sighted and ineffective. While critics have lauded the process involved in co-developing the ANPF, they questioned the hasty release of what some saw as a partially-developed document, coming just a day before the federal government announced Canada's 2019 federal election. The ANPF appeared with no budget, timelines, or clear plan to address the wide array of challenges and issues identified. Critics described the framework as a "half-baked" and "chaotic mess"⁹ that simply lists well-known issues and gives "lip service to addressing the problems,"¹⁰ while providing no "concrete" plan for action.¹¹ Nunavut Premier Joe Savikataaq called the policy a good beginning but noted, "We will be a lot happier when there is more tangible stuff that comes out."¹²

This Compendium

The first four documents represent the Government of Canada (federal government) Arctic and Northern Policy Framework: a highlights document, the main ANPF, the international chapter, and the safety, security, and defence chapter.

The federal government notes that the [partner chapters](#) offer "the visions, aspirations and priorities of our co-development partners," thus reflecting an "inclusive approach" in which "Indigenous, territorial and provincial partners were invited to develop chapters to the framework." At the beginning of the ANPF, the government asserts that these chapters were crucial" to the co-development process, that they "map out areas of present and future" collaboration between the Government of Canada and its partners, and that they will "provide guidance" on its implementation. At the tail end of the document, however, a caveat notes that these perspectives "do not necessarily reflect the views of either the federal government, or of the other partners." Accordingly, there is little indication throughout the framework on how exactly these chapters will inform federal policy-making moving forward, particularly in areas of disagreement. Instead, the federal government simply states that "the framework and partner chapters will form the foundation for future discussions as the Government of Canada and partners co-develop its implementation."

As of May 2020, the Inuit Nunangat, Northwest Territories, Nunavut, and Pan-Territorial chapters are posted alongside the federal framework, with the ANPF website noting that "additional partner chapters will be posted once available for release." We have also added the Qikiqtani Inuit Association's response to the ANPF validation draft, which it released in 2019, as another important partner's perspective on Canadian Arctic policy.

⁹ Heather Exner-Pirot, "Canada's new Arctic policy doesn't stick the landing," *RCI Eye on the Arctic*, 12 September 2019, <https://www.rcinet.ca/eye-on-the-arctic/2019/09/12/canada-arctic-northern-policy-trudeau-analysis/>

¹⁰ Darrell Greer, "Arctic framework same old, same old," *Kivalliq News*, 18 September 2019, <https://nunavutnews.com/nunavut-news/arctic-framework-same-old-same-old/>

¹¹ Bob Weber, "New federal Arctic policy focuses on human health, environment, infrastructure," *National Post*, 11 September 2019. See also Peter Kikkert and P. Whitney Lackenbauer, "[A Better Road Map Needed for Arctic and Northern Policy Framework](#)," *Policy Options* 17 September 2019.

¹² Siri Gulliksen Tømmerbakke, "[Why the Canadians are Provoked by the New and Ambitious Arctic Policy Document](#)," *High North News*, 12 September 2019.

We have included, as appendices, four additional documents. Appendix A, *Toward a new Arctic Policy Framework*, explains the federal government’s approach to the process as unveiled in 2017. Appendix B, *Canada’s Arctic Policy Framework: Discussion guide*, released that same year, sets out the six core themes that animated discussions with partners and public consultations. Appendix C reproduces Mary Simon’s *Interim report on the Shared Arctic Leadership Model*, released in October 2016, and Appendix D includes the text of her proposal for *A new Shared Arctic Leadership Model* the following March.

We have not standardized formatting of the various chapters. The “polish” with which they were released may be revealing in its own right. Accordingly, copyright remains with the Crown and with the various organizations that produced the chapters, not with us as the compilers of this volume. This compendium is merely intended to facilitate more ready access to researchers by consolidating the texts in a single document.

Notes

This introduction is largely derived from Peter Kikkert and P. Whitney Lackenbauer, “[Canada’s Arctic and Northern Policy Framework: A Roadmap for the Future?](#)” *Arctic Yearbook 2019*, eds. Lassi Heininen, Heather Exner-Pirot, and Justin Barnes (Akureyri: Arctic Portal, 2019): 332-39.

Highlights of Canada's Arctic and Northern Policy Framework (2019)

Canada's Arctic and Northern Policy Framework

A shared vision of the future where Arctic and northern people are thriving, strong and safe.

Who are we partnering with?

The new policy framework takes into account both the “Arctic” and “northern” character of the region and those who live there, including the entirety of Inuit Nunangat, the Inuit homeland in Canada.

This whole-of-government, co-development process has been supported by:

- 3 territorial governments
- Over 25 Indigenous organizations representing, Inuit, First Nations and Métis
- 3 provincial governments (Manitoba, Quebec, Newfoundland and Labrador)

The framework builds on 8 overarching and interconnected goals:

- Strong, sustainable, diversified and inclusive local and regional economies
- Canadian Arctic and northern Indigenous peoples are resilient and healthy
- The Canadian Arctic and North and its people are safe, secure and well-defended
- Strengthened infrastructure that closes gaps with other regions of Canada
- The rules-based international order in the Arctic responds effectively to new challenges and opportunities
- Knowledge and understanding guides decision-making
- Canadian Arctic and northern ecosystems are healthy and resilient
- Reconciliation supports self-determination and nurtures mutually-respectful relationships between Indigenous and non-Indigenous peoples

Key milestones in the co-development of the framework

- **December 2016:** Prime Minister Justin Trudeau commits to co-developing a new Arctic Policy Framework, with northerners and Indigenous, territorial and provincial partners.
- **March 2017 to October 2017:** Roundtable engagements held with Arctic and Northern residents, youth and key experts and stakeholders, including industry, academics and non-governmental organizations

- **November 2017:** Discussion guide released to facilitate public engagement on the framework
- **Spring 2018 to Spring 2019:** Drafting and validation of framework with partners. Validation engagements, led by Parliamentary Secretary Yvonne Jones, took place in Arctic and northern communities.
- **March 2019:** The 2019 federal budget includes over \$700 million in new and dedicated funding to support the framework
- **September 2019:** Launch of Canada's Arctic and Northern Policy Framework

Moving from co-development to co-implementation

In the second phase, the Government of Canada and partners will develop:

- Governance mechanisms describing how partners will collaborate to share information and assess progress on the framework
- An Implementation Plan outlining how new investments and other economic and regulatory levers will contribute to the implementation of the framework.

A shared vision of the future where Arctic and northern people are thriving, strong and safe.

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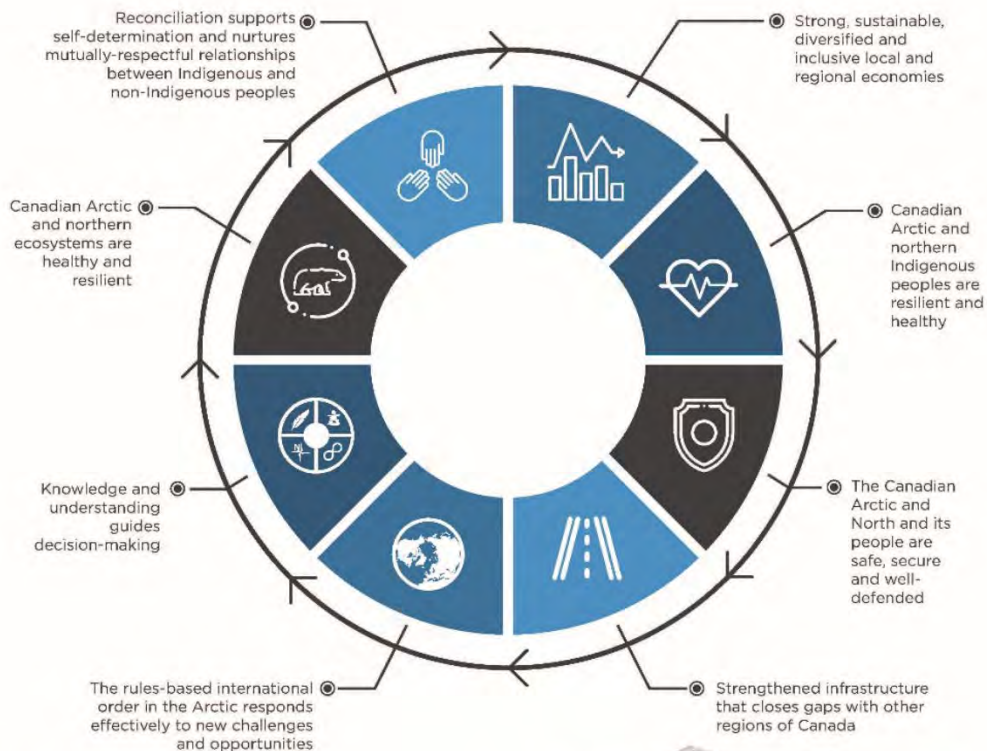
This whole-of-government, co-development process has been supported by:

3
territorial
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Over 25
Indigenous
organizations
representing, Inuit,
First Nations and Métis

3 provincial
governments
Manitoba, Quebec and
Newfoundland
and Labrador

» The **framework** builds on 8 overarching and interconnected goals:



» Key milestones in the co-development of the framework



» Moving from co-development to co-implementation

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Governance mechanisms describing how partners will collaborate to share information and assess progress on the framework



An Implementation Plan outlining how new investments and other economic and regulatory levers will contribute to the implementation of the framework

Canada

Canada's Arctic and Northern Policy Framework

(September 2019)

Contents

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Foreword from the minister

The Arctic and Northern Policy Framework is a profound change of direction for the Government of Canada. For too long, Canada's Arctic and northern residents, especially Indigenous people, have not had access to the same services, opportunities, and standards of living as those enjoyed by other Canadians. There are longstanding inequalities in transportation, energy, communications, employment, community infrastructure, health and education. While almost all past governments have put forward northern strategies, none closed these gaps for the people of the North, or created a lasting legacy of sustainable economic development.

In her 2016 *Interim Report on the Shared Arctic Leadership Model*, Minister's Special Representative Mary Simon said, "the simple fact is that Arctic strategies throughout my lifetime have rarely matched or addressed the magnitude of the basic gaps between what exists in the Arctic and what other Canadians take for granted."

Co-developing the new framework became a bold opportunity to shape and direct change in the region by collaborating with governments, northerners and Indigenous governments and organizations. Consultation was not enough to meet the challenges and harness emerging opportunities in the Arctic and North. In a significant shift, the federal government, Indigenous peoples, Inuit, First Nations and Métis, 6 territorial and provincial governments (Yukon, Northwest Territories, Nunavut, Newfoundland and Labrador, Quebec, and Manitoba) contributed to this framework together.

A shared vision

Today, there is a shared vision of the future where northern and Arctic people are thriving, strong and safe. The Arctic and Northern Policy Framework gives us a roadmap to achieve this vision. There are clear priorities and actions set out by the federal government and its partners to:

- nurture healthy families and communities
- invest in the energy, transportation and communications infrastructure that northern and Arctic governments, economies and communities need
- create jobs, foster innovation and grow Arctic and northern economies
- support science, knowledge and research that is meaningful for communities and for decision-making
- face the effects of climate change and support healthy ecosystems in the Arctic and North
- ensure that Canada and our northern and Arctic residents are safe, secure and well-defended
- restore Canada's place as an international Arctic leader
- advance reconciliation and improve relationships between Indigenous and non-Indigenous peoples

For the federal government, the framework's goals will guide investments and activities, through 2030. Implementing the Arctic and Northern Policy Framework will require collaborative approaches. Our government recognizes that 'made in Ottawa' policies have not been successful. The new approach puts the future into the hands of the people who live there to realize the promise of the Arctic and the North. Through the co-development of the framework, and by working in partnership to realize its vision and implement its goals and objectives, this initiative will advance reconciliation and renew Canada's relationship with Inuit, First Nations, Métis and support the non-Indigenous residents of Canada's Arctic and North.

A crucial element of this innovative, cooperative form of policy making is the inclusion of chapters from our Indigenous, territorial and provincial partners. Through these chapters, our partners speak directly to Canadians and to the world, expressing their own visions, aspirations and priorities. These critical components of the Arctic and Northern Policy Framework map out areas of present and future collaboration between partners and the Government of Canada, and will provide guidance on the implementation of the framework.

In reflecting their priorities and aspirations, these chapters recognize and advance the vision and interests of Inuit, First Nations and Métis peoples. Partners have chosen their own approaches to crafting these chapters. For example, Yukon First Nations and the Government of Yukon have collaborated closely during the development of the Arctic and Northern Policy Framework, and will be producing separate chapters that speak to their mutual as well as distinct interests. First Nations and Métis worked with the Government of the Northwest Territories to draft the Northwest Territories chapter of the framework.

Inuit Nunangat is the Inuit homeland in Canada. Inuit are the majority population in this distinct geographic, cultural, and political region. In order to respect and support Inuit self-determination, an Inuit Nunangat chapter was developed as an Inuit-Crown Partnership Committee deliverable.

This chapter will guide how Arctic and Northern Policy Framework goals and objectives are implemented in Inuit Nunangat. This will ensure that the framework respects Inuit rights and that an Inuit Nunangat approach is utilized in the development and implementation of federal policies and programs that are intended to benefit Inuit, creating efficiencies that in turn benefit all Canadians.

Territorial governments have authored chapters setting out their priorities for new investments and approaches in areas such as economic development, infrastructure and post-secondary education. Yukon, Northwest Territories and Nunavut are also contributing a pan-territorial chapter that articulates their common challenges and opportunities. Drawing on the 2017 Pan-Territorial Vision for Sustainable Development, the territorial governments offer their vision for how the Arctic and Northern Policy Framework can support strong and healthy communities, based on a foundation of responsible resource development, economic diversification, infrastructure and innovation.

The next phase of framework co-development will focus on implementation, investment strategies and governance, moving towards more integrated federal-territorial-provincial and Indigenous approaches to challenges and opportunities in Canada's Arctic and North. Partner chapters will be integral to this next step towards improving the quality of life for our Arctic and Northern residents, especially for Indigenous peoples.

On the front lines of climate change...

The Canadian North is warming at about 3 times the global average rate, which is affecting the land, biodiversity, cultures and traditions.¹³ At the same time, climate change and technology are making the Arctic more accessible.

The region has become an important crossroad where issues of climate change, international trade and global security meet. As melting sea ice opens shipping routes, it is also putting the rich wealth of northern natural resources within reach. Increased commercial and tourism interests also bring increased safety and security challenges that include search and rescue and human-created disasters.

By forging new partnerships, the framework will help address the massive implications of climate change for individuals, communities, businesses and governments alike, and ensure a more sustainable future for northerners.

...and a changing world

Unlike previous Arctic and northern policies, the framework better aligns Canada's current national and international policy objectives with the priorities of Indigenous peoples and of northerners. As the region undergoes rapid environmental change and international interest surges, Canada must demonstrate renewed Arctic leadership.

¹³ *Canada's Changing Climate Report* (Government of Canada, 2019), pp. 84, 85, 118, 125, 434.

The Government of Canada will continue to support the co-operative, rules-based international order that has served national and global interests by fostering peace, security and stability for the circumpolar Arctic. Canada will also continue to ensure that the Canadian Arctic and North and its people are safe, secure and well defended. As part of achieving this goal, Canada has committed to increasing Search and Rescue reaction and responsiveness to emergencies for Arctic residents and visitors.

What have we done so far?

The framework and its chapters provide a foundation for future cooperation between the Government of Canada and its Arctic and Northern partners.

The time has arrived to put the goals and objectives into action. The Government of Canada has already begun to realize the framework's vision of thriving, strong and safe communities, and made progress on the priorities identified in the chapters developed by Indigenous, territorial and provincial partners. The following provides just some examples of Canada's commitment to responding to the priorities of partners and the needs and aspirations of our Arctic and Northern residents.

Investments to support better, more relevant and accessible education have been identified in the Inuit Nunangat and Northwest Territories chapters and by Yukon Government. The 2019 federal budget included:

- funding for a task force to study post-secondary education, which will make recommendations on a robust system of higher education in the Arctic and North
- support for culturally-appropriate and community-developed courses for Indigenous and non-Indigenous northern students through the Dechinta Centre for Research and Learning
- an Inuit-led post-secondary education strategy

As well, a new science building at Yukon College will be built to support the goal of transforming this institution into Canada's first university in the North.

To build stronger communities, there is funding for community-led food production projects and skills training for local and Indigenous food production systems. Recent federal investments and policy development undertaken in cooperation with Indigenous peoples will help strengthen food security in Arctic and northern communities and reinforce Indigenous connections with wildlife and the land, as called for in the Inuit Nunangat chapter. The Government of Canada has recently invested \$62.6 million over 5 years starting in fiscal year 2019 to 2020, with \$10.4 million ongoing to support changes to the Nutrition North program, including a Harvesters Support Grant to help lower the high costs associated with traditional hunting and harvesting activities, which are an important source of healthy, traditional food. Canada and Inuit have also established an Inuit-Crown Food Security working group to focus on food security and work towards a sustainable food system in Inuit Nunangat.

As stated in the Northwest Territories chapter, growing a diversified and sustainable economy is vital to cushioning the northern economy from boom and bust cycles. The federal Jobs and

Tourism Initiative will support cultural exchange and expand trade opportunities, while the new Inclusive Diversification and Economic Advancement in the North initiative will provide funds for a wider range of infrastructure such as roads and visitors centres.

Funding has been allocated for scientific research in the North, including for advancing Canada's claim to its continental shelf in both the Arctic and Atlantic oceans, for the Polar Continental Shelf Program, and for the Eureka Weather Station on Ellesmere Island. In its chapter, the Northwest Territories identifies the achieving of major advances in the remediation of reclamation sites following resource development as an environmental priority; cleaning up old mine sites of debris and toxic materials will be funded under the Northern Abandoned Mine Reclamation Program.

New transportation infrastructure funding has been identified by all partner chapters as crucial to improving safety and fostering economic and social development. Canada is investing \$71.7 million in federal funding through Canada's National Trade Corridors Fund for four Nunavut transportation projects, including preparatory work on the Grays Bay Road and Port Project and an expansion of the Rankin Inlet airport terminal building capacity. Funding for priority action items identified in the Northwest Territories chapter was included in the 2019 federal budget investments in support of the eventual framework. For example, planning for the proposed Taltson hydroelectricity expansion project in the Northwest Territories, identified as a priority infrastructure project, is funded starting in 2019. There is also a commitment for long-awaited, universal high-speed internet in remote and northern communities. Delivering high-speed internet to these communities will help businesses grow, create new jobs and connect people to the resources, services and information they need to build a better future. It is a key step to closing the gap in the quality of life experienced by Arctic and northern residents and other Canadians. As part of its commitment to support new protection for the High Arctic and create opportunities for Inuit, the Government of Canada is providing infrastructure investments totaling over \$190 million to build multi-use buildings, food processing units and harbours.

Canada's international interests are supported through funding for the first Arctic Council-related permanent secretariat in Canada (for the Sustainable Development Working Group), increasing the participation of northerners in Arctic Council and Arctic research activities and providing northern youth with international learning opportunities.

The Inuit Nunangat chapter singles out mental health and closing gaps in social and economic well-being between Inuit and other Canadians as central to developing strong communities and advancing reconciliation. In partnership with Inuit organizations, Canada continues to invest towards this goal, including: new addictions treatment facilities in Nunavut and Nunavik with an emphasis on suicide prevention as well as significant new funding dedicated to health and social services for Inuit children.

Our future

The Arctic and Northern Policy Framework is ambitious and has just over 10 years to translate its goals and objectives into reality. In that time, the Government of Canada and its partners will

close the gaps that exist between this region, particularly in relation to its Indigenous peoples, and the rest of the country.

Canada sees a future in which the people of the Arctic and North are full participants in Canadian society, with access to the same services, opportunities and standards of living as those enjoyed by other Canadians. This ambition will require greater effort, focus, trust and collaboration amongst partners.

Other circumpolar nations are making significant investments to make their Arctic regions part of the global community. Supporting Canadian initiatives to keep pace with international efforts will bring increased opportunities, health and well-being to Indigenous peoples and northerners.

Indigenous and Northern leaders have offered their best innovative, adaptive policy solutions that call for trust, inclusiveness and transparency. We can do no less than to respond with integrity, collaboration and openness. Building on these new partnerships, the Arctic and Northern Policy Framework provides a long-term foundation for transformative change, benefiting our Arctic, its Indigenous peoples, northern residents and all Canadians.

**The Honourable Carolyn Bennett,
Minister of Crown-Indigenous Relations and Northern Affairs**

“The simple fact is that Arctic strategies throughout my lifetime have rarely matched or addressed the magnitude of the basic gaps between what exists in the Arctic and what other Canadians take for granted.”

— *Mary Simon, Interim report on the Shared Arctic Leadership Model*

Our vision

Strong, self-reliant people and communities working together for a vibrant, prosperous and sustainable Arctic and northern region at home and abroad, while expressing Canada’s enduring Arctic sovereignty.

On December 20, 2016, the Government of Canada announced that a new Arctic Policy Framework would be co-developed in collaboration with Indigenous, territorial and provincial partners.¹⁴

¹⁴ The concept of co-developing a policy is a relatively new one for the Government of Canada. The co-development of a new Arctic and Northern Policy Framework has been a dynamic process and has evolved to address new opportunities and challenges. In co-developing this policy statement, tables with representatives of territories and provinces, and with Arctic and northern Indigenous peoples, were involved in the drafting of the document. Partners had the ability to introduce and modify concepts that inform the policy, and the language that frames the policy. This does not mean that there is unanimous agreement on all issues, but that all have had meaningful and respectful input.

Canada recognizes that what has been done before has not succeeded in building a strong, sustainable region where most people share in the opportunities expected by most Canadians. Insufficient physical and social infrastructure has hindered opportunities for growth and prosperity in the region.

Doing what we have done before as a nation has not closed the gaps in well-being between Arctic and northern people and the rest of the country, so in trying to close those gaps, we have taken an approach that has not been tried before. Inspired by the consensus traditions of Arctic and northern Indigenous peoples, the federal government sought to engage representatives of territories, provinces, and Indigenous peoples as partners in the development of this policy framework. All have made considerable contributions. There is not unanimous agreement on all the issues, but robust and respectful discussion has shaped this document.

This federal framework is informed by extensive engagement, including:

- regional roundtables held in Arctic and northern communities
- interest-based roundtables
- a public submissions process

The voices of people who took part in these engagements are included here, as well as in the other integral parts of the framework which describe:

- Canada's international Arctic policy
- Canada's commitment to safety, security and defence in the region
- the distinctive needs and opportunities of:
 - territories
 - provinces
 - Arctic and Northern Indigenous peoples of Canada

These sections provide further detail on priorities, aspirations, and potential actions to be implemented under the framework.

The Government of Canada committed to co-develop an “Arctic Policy Framework” with:

- Inuit
- First Nations
- Métis
- territorial governments
- the governments of Manitoba, Quebec and Newfoundland and Labrador

The area covered by the word “Arctic” has many definitions. As we worked together on the policy framework, several partners, including First Nations in Yukon as well as First Nations and Métis in the Northwest Territories, expressed concerns that they did not feel included in the term “Arctic.” Inuit also drew attention to the way in which terms can include and exclude. Often, strategies, policies, programming and investments targeted for the “North” have been directed towards the three territories and excluded Inuit. In response to these concerns, Canada's vision

for the framework takes into account both the “Arctic” and “Northern” character of the region and those who live there; it is a policy framework for Canada’s Arctic and North that includes the entirety of Inuit Nunangat — the Inuvialuit Settlement Region in the Northwest Territories, Labrador’s Nunatsiavut region, the territory of Nunavik in Quebec, and Nunavut — the Inuit homeland in Canada.¹⁵

In developing this framework, we have built on the extensive work already done by Indigenous, territorial and provincial partners. This includes the *Pan-Territorial Vision for Sustainable Development*, which is foundational to the framework.

The *Pan-Territorial Vision*, released by the territorial governments in 2017, reinforces the importance of resource development, economic diversification, improved infrastructure and innovation in building strong territorial economies and increasing self-reliance.

Other key policy initiatives that have contributed to the development of the framework include:

- strategies developed by Inuit Tapiriit Kanatami such as:
 - *National Inuit Suicide Prevention Strategy*
 - *National Inuit Strategy for Research*
- the *Parnasimautik Consultation Report* produced by Nunavik Inuit
- the Government of Quebec’s *Plan Nord*
- the work of the *Look North* steering committee appointed by the Government of Manitoba

“Every Northerner deserves the opportunity to experience wellness and the strength of community that characterizes Canadians. Economic development and diversification are foundational to this goal.”

— *Pan-Territorial Vision for Sustainable Development*

Our partners have helped us to understand and reflect the unique opportunities and challenges within the different regions, jurisdictional responsibilities and treaty rights across the Arctic and the North. The ongoing collaboration required to make this work is essential to the framework’s successful implementation.

Together with the people and governments of the Arctic and the North, we will use domestic and international policies and investments to help realize the potential of the region and those who live there.

Another important contribution to this framework was made by Mary Simon, the Special Representative of the Minister of Indigenous and Northern Affairs, who advised the federal government on the most pressing issues facing the region. As Ms. Simon noted in her final report on shared Arctic leadership, there is a “long history of visions, action plans, strategies and initiatives being devised ‘for the North’ and not ‘with the North’.” This is why this framework

¹⁵ The following approach to the use of “Arctic” and “northern” has been taken in this document: “Arctic” is used in the international context, when referring to the circumpolar Arctic (e.g. Arctic states), while “Arctic and North” is used in all domestic contexts.

has been co-developed for the North, in partnership with the North, to reflect the needs and priorities of the North.

“Nothing about us, without us” is the essential principle that weaves federal, territorial, provincial and Indigenous institutions and interests together for mutual success. The Arctic and Northern Policy Framework is a response to change in the region. The framework represents an opportunity for Arctic and northern people, and their institutions, municipalities, organizations and governments, to come together with the federal government to shape and direct change toward better outcomes. Together, we can achieve our vision of strong, self-reliant people and communities working together for a vibrant, prosperous and sustainable Arctic and northern region at home and abroad, while expressing Canada’s enduring Arctic sovereignty.

Our past

The Government of Canada is committed to building trust with our Arctic and northern partners.

To do so, we must first:

- begin to acknowledge the damaging aspects of our shared past
- face the challenges and opportunities of our shared present
- advance a vision of a shared, collaborative and brighter future

Prior to contact with non-Indigenous peoples, the first peoples had already developed sophisticated technologies, flourishing trading networks, and a rich and diverse array of innovative practices that allowed them to live well in difficult conditions.

The Inuit lived mostly on the coast, and developed innovative watercraft and hunting gear that enabled them to hunt game as large as bowhead whales. First Nations peoples tended to live inland, using both land and freshwater bodies; they developed watercraft suited to lakes and rivers and snowshoes that allowed them to use the land during long northern winters; and they followed the huge caribou herds that migrated between treeline and tundra.

Non-Indigenous people first came north in search of trade and trade routes, and in search of resources such as furs and gold. Most of the early contacts were brief, but over time the initial phase of first encounters and co-operation was followed by more prolonged and extensive contact, increasing numbers of newcomers, and eventually a period of profoundly damaging domination and colonization.

The impacts of colonialism in the Arctic and the North affected Indigenous peoples in many ways, including diseases, cultural assimilation including through residential schools, coerced relocation, and the drawing of international boundaries severing familial and cultural ties.

“There must be a system set up where the Indian people have some control over the programs that affect us. This control must not be just in the Administration of the program — but in the planning. If the idea behind the program is wrong, then we are wasting money, and people, trying to make it work.”

Modern self-determination in the region has evolved over the last 50 years and formalized with:

- the James Bay and Northern Quebec Agreement, concluded in 1975
- the Inuvialuit Final Agreement, signed in 1984
- the Umbrella Final Agreement for Yukon, finalized in 1990
 - 11 of the 14 Yukon First Nations have now concluded agreements
- the Gwich'in comprehensive land claim, signed in 1992
- the Nunavut Agreement signed in 1993
- the Sahtu Dene signed in 1993
- the Métis Comprehensive Land Claim Agreement, signed in 1993
- the Tlicho Land Claims and Self-government agreement, signed in 2003
- the Labrador Inuit Land Claims agreement, signed in 2005
- the Nunavik Inuit Land Claim Agreement, signed in 2006

Many of these land claim agreements established innovative forms of co-management by Indigenous peoples and territorial, provincial and federal governments over land, water and other resources.

In addition to the land claim process and renewal of Indigenous self-government, the 20th and early 21st centuries have witnessed a strengthening of public governments in the Arctic and the North.

Territorial governments have become more democratic and attained increased responsibilities. Province-like powers over land and resources were devolved from the federal government to Yukon in 2003 and to the Northwest Territories in 2014. Negotiations with Nunavut over these powers and responsibilities are ongoing.

Each territory and province has developed unique ways to provide services to Indigenous residents and work with Indigenous governments.

- The Government of Yukon works in partnership with the territory's First Nations, including its 11 self-governing First Nations
- The Government of the Northwest Territories collaborates with Indigenous governments through its Intergovernmental Council and through a formalized commitment to Indigenous governments set out in *Respect, Recognition, Responsibility: Government of the Northwest Territories' Approach to Engaging with Aboriginal Governments* (2012).
- The Government of Nunavut works with regional Inuit associations through working partnerships to advance shared objectives, including provisions of the Nunavut Agreement.
- Drawing upon Indigenous traditions, the Northwest Territories and Nunavut government legislatures are based on a consensus decision-making system.
- The Government of Quebec works with:

- the Kativik Regional Government, established through the James Bay and Northern Quebec Agreement and elected by all the inhabitants of the Nunavik region
- the Makivik Corporation, also established by the James Bay and Northern Quebec Agreement, which represents the Inuit of Nunavik in their relations with the governments of Quebec and Canada on issues specifically pertaining to their Indigenous rights

At the forefront of this movement towards greater autonomy are the Indigenous peoples of the Circumpolar North. Their efforts to secure self-determination and self-government are influencing Arctic governance in ways that will have a profound impact on the region and its inhabitants in the years to come.

— *Arctic Human Development Report (2015)*

As an Arctic nation, Canada has long been interested in finding ways to cooperate with other Arctic and non-Arctic states on shared goals and challenges. In 1996 Canada played a key role in the Ottawa Declaration that created the Arctic Council, the pre-eminent forum for international cooperation in the Arctic on sustainable development and environmental protection. Canadian leadership also contributed to the Arctic Council taking the trail-blazing step of including Indigenous peoples' organizations at the Council table; 3 of which include Canadian membership.¹⁶

Arctic Indigenous peoples have made remarkable contributions to international governance, both inside and outside the Arctic Council. For instance, the Inuit Circumpolar Council's highlighting impacts of global contaminants on Inuit helped mobilize support for the Stockholm Convention on Persistent Organic Pollutants.

The legacy of colonization has left deep rifts in the region's social structure. Those rifts are being gradually healed, in part by the reclamation of self-determination. As highlighted in the Arctic Council's *Arctic Human Development Reports*, "fate control", or "guiding one's own destiny", is an important element in peoples' well-being. From the agreements already signed with Indigenous peoples, to those still being negotiated, and the devolution of powers to regional governments, the degree of fate control in the Arctic and the North is on the rise. Part of the challenge we currently face is to ensure that fate control comes with the capacity to meaningfully exercise local aspirations.

¹⁶ The Inuit Circumpolar Council was founded in 1977 to represent Inuit from Alaska, Canada, Greenland and Chukotka (Russia), to realize the Inuit vision of speaking with a united voice on issues of common concern and to protect and promote their way of life in international forums; the Gwich'in Council International was founded in 1999 to amplify the voice of Canadian and American Gwich'in on sustainable development and the environment at the international level to support resilient and healthy communities; and the Arctic Athabaskan Council was established in 2000 to defend the rights and further the interests internationally of American and Canadian Athabaskan member First Nation governments in the Arctic Council and other international forums.

Our present

“Why, in spite of substantive progress over the past 40 years, including remarkable achievements such as land claims agreements, Constitutional inclusion and precedent-setting court rulings, does the (Canadian) Arctic continue to exhibit the worst national social indicators for basic wellness? Why, with all the hard-earned tools of empowerment, do many individuals and families not feel empowered and healthy?”

— Mary Simon, *A New Shared Arctic Leadership Model*

Longstanding inequalities in transportation, energy, communications, employment, community infrastructure, health and education continue to disadvantage people, especially Indigenous peoples, in Canada’s Arctic and North. These gaps are evident in the socio-economic statistics and indicators for the region, and closing them is a priority for all partners.

A distinctive feature of the region is its high proportion of Indigenous people in the population. This includes Inuit, First Nations and Métis populations. The manner in which the Government of Canada interacts with Indigenous peoples continues to evolve.

The *Principles Respecting the Government of Canada’s Relationship with Indigenous Peoples* affirm that “The Government of Canada’s approach to reconciliation is guided by the *United Nations Declaration on the Rights of Indigenous Peoples*, the *Truth and Reconciliation Commission’s Calls to Action*, constitutional values, and collaboration with Indigenous peoples as well as provincial and territorial governments.” Inuit and the federal government have developed the Inuit Nunangat Declaration and formed an Inuit-Crown Partnership Committee to jointly advance shared priorities. These include the implementation of Inuit land claims agreements, and the implementation of reconciliation measures between Inuit and the Government of Canada.

The federal government agrees with the people of the Arctic and the North that they must play a greater part in governing the region — domestically and internationally. In addition to land claim and self-government agreements, devolution agreements have been signed with the Northwest Territories and Yukon, transferring some authorities to their respective territorial governments, and another such agreement is being negotiated with Nunavut. Relationships that better recognize the rights and aspirations of people in the region have also been negotiated with sectors other than government. Benefit and partnership agreements with local communities have been developed in the resource sector, and successful partnerships have been established with researchers, and with non-governmental organizations.

The Arctic and North has what is described as a mixed economy: some people depend on traditional economies of hunting, fishing, and gathering, others depend on a wage economy, and some depend on both. The cultures and lifestyles of the peoples of the region provide them not only with subsistence and cultural continuity and strength, but also a bridge to the wage economy.

Despite the poor communications infrastructure in many communities, connectivity is increasingly important to the region.

- Students in Nunavut can connect to students throughout Inuit Nunangat
- A telehealth network links 14 Yukon communities
- Yellowknife's booming tourism industry is transformed by visitors' social media posts
- Telehealth is providing an opportunity to close gaps within the care provided to patients in Labrador
- Remote presence technology is allowing people on the northern coast of Labrador to receive some health-care services in their home communities

However, though there have been significant advances, many northern communities still have slow internet connections and no cell phone service, and priority within networks must be kept for vital services such as telehealth.

“...latent mineral potential of the north is perhaps still the single most likely source of long-term northern prosperity.”

— *Look North Report and Action Plan for Manitoba's Northern Economy*

Responsible, sustainable resource development and job creation are key to the economy of the region, and a source of prosperity for its communities and residents. Indigenous-owned businesses have for many years been providing resource industries with workers and services, and now Indigenous peoples are also moving into ownership positions in resource development businesses. Indigenous ownership, investment and participation in the resource industry are essential to the success of this sector and a means of economic reconciliation with Indigenous peoples.

Resource projects provide:

- education
- training and employment opportunities in communities
- direct Indigenous participation in supply and services business development

Looking to the future, there is no force likely to reshape the Arctic and the North greater than climate change. Globally, the region is amongst the most affected by climate change, which is redefining the environmental, social and economic landscape, both below the tree line and on the tundra. Arctic ecosystems are at a disproportionately high risk of experiencing the adverse effects of global warming.

The circumpolar Arctic is warming 2 to 3 times more rapidly than the global average, even though the region is not a leading source of greenhouse gas emissions.¹⁷ According to *Canada's Changing Climate Report, 2019*, northern warming will continue for both low and high global greenhouse gas emission trajectories. The high scenario projects that annual average temperatures could increase 4 times as much as under the low scenario, and that events such as extreme precipitation could be 4 times as common.

Both scenarios would see accelerating loss of seasonal sea ice across Canada's Arctic, with extensive sea ice-free periods projected by mid-century for the Canadian Arctic and Hudson Bay,

¹⁷ Global Warming of 1.5°C (Intergovernmental Panel on Climate Change), 2018.

thawing permafrost causing irreversible changes to the landscape, a changed distribution of species, changing patterns of precipitation and more frequent wildfires.

Indigenous communities are particularly affected: traditional food sources are disappearing; ice conditions are becoming unpredictable and therefore dangerous for travel by hunters using either dogsled or snowmobile; and melting ice and rising sea levels are exposing communities to destructive coastal erosion and costly damage to infrastructure.

The greenhouse gases driving climate change are also making the water more acidic, which has been shown to have negative effects on some marine life. Considering the depth and irreversible nature of changes brought about by climate change in the region, Indigenous peoples are finding their cultural and social well-being affected at unprecedented rates.

For peoples closely connected to the land, ways of knowing are challenged to keep pace with the change around them. This is affecting cultural and social norms, such as engaging youth on the land, accessing country foods, gathering medicinal plants and protecting water sources. Indigenous communities need tools and knowledge that are locally and culturally appropriate to adapt to these urgent issues.

If there is a single argument for a collaborative approach to a shared Arctic and northern future, it is the shared and complex challenges posed by climate change. The response of all partners to this challenge must be no less transformative in scale, scope or duration.

As the sea-ice pack recedes and cold-weather technologies improve, the Arctic and the North region are also becoming increasingly accessible for a broad range of activities, including:

- fishing
- tourism
- scientific research
- shipping, both small and large vessels
- other commercial activities

Increasing numbers of domestic and international resource developers are being drawn to the region, resulting in a mix of optimism about economic prospects and concerns about potential environmental, social and security impacts. Higher levels of activity also increase the acute security risks associated with irregular movements of people and goods, the pursuit of foreign interests and human-induced disasters. As a whole, these changes highlight the importance of enhancing situational awareness across the region, and of promoting research and observation, including charting and mapping, that will provide the information necessary for sound decision-making.

A collaborative approach to climate change research is underway in the region, bringing together Inuit organizations, northern communities, federal and provincial agencies and the private sector. This effort is directed at understanding how climate change will affect communities and biodiversity. However, the current lack of baseline data poses major challenges to evidence-based decision-making. The responsible use of data can help cultivate a better understanding of

the ‘big picture’ of environmental issues, contributing to the development of informed, data-driven policy and decisions that can help Arctic and northern communities build resiliency in the face of climate change.

Other currents are also driving change in the lives of Arctic and northern people. The place of the Arctic in the global consciousness has changed enormously over the past few years.

- Growing global interest in the region has been shown by several non-Arctic states and actors in Europe and Asia that have developed Arctic policies or strategies.
- Increased interest in the Arctic reflects concern about the global impacts of climate-driven changes in the region, including its increasing strategic and military importance.

There are already national and international efforts to ensure that growing international interest does not lead to additional problems for people in the region. For instance, the International Maritime Organization’s Polar Code has mandated that larger ships travelling in polar waters are better equipped than previously, and their crews better prepared.

In particular, the idea of the “Northwest Passage” continues to stir the imagination of people around the world. While transiting the various waterways that are commonly referred to as the “Northwest Passage” may be increasingly feasible at certain times of the year due to diminishing ice coverage, extremely variable ice conditions continue to make navigation difficult and hazardous. Unregulated vessel traffic and accidents could have a devastating impact on Arctic and northern people and the unique environment in which they live. As these waterways are Canada’s internal waters, Canada will continue to manage vessel traffic within our national waters to ensure that navigation is conducted in accordance with our rigorous safety and environmental protection standards.

There are robust rules, norms and institutions in place that guide international affairs.

- The Arctic Council and other multilateral forums such as the Arctic Coast Guard Forum, Arctic Economic Council and various United Nations organizations, including the International Maritime Organization, make decisions affecting the region
- An extensive international legal framework applies to the Arctic Ocean, including the United Nations Convention on the Law of the Sea
- Canada is also a signatory to several legally-binding international agreements that address Arctic-specific issues
- Canada has bilateral relationships in place with other Arctic states to address issues of a bilateral nature

Territorial and provincial governments and Indigenous partners are regularly engaged in the development of Canada’s international Arctic policy through a well-established mechanism, and are often members of the Canadian delegation to international meetings and negotiations. Canada strongly believes that the rules-based international order in the Arctic and the North has been beneficial to national and global interests by helping to foster peace, security and stability for the region.

Through the wide range of activities undertaken by the Government of Canada, its partners and local communities, Canada's enduring sovereignty over its Arctic and northern lands and waters is continually expressed. Canada's sovereignty over the region is long-standing, well-established and based on historic title, and founded in part on the presence of Inuit and First Nations since time immemorial.

The Canadian Armed Forces play a key role in demonstrating Canada's sovereignty across all of its territory. In the Arctic and the North, this is undertaken through:

- an established and permanent presence, with the Joint Task Force — North headquarters in Yellowknife, Northwest Territories
- detachments in Iqaluit, Nunavut and Whitehorse, Yukon
- the 5 Wing Goose Bay base in Labrador which protects North American airspace and also supports military training
- the Canadian Rangers which serve as the military's eyes and ears in remote and northern communities.

The Canadian Armed Forces conduct:

- regular operations and exercises in the Arctic and the North to enhance their ability to operate and demonstrate presence
- air, land and sea patrols
- air and sea search and rescue activities
- monitor and control airspace through the North American Aerospace Defence Command (NORAD) network
- work with government and community partners to ensure safety and security in the region.

What we heard and what we know

Broad engagement with Arctic and northern people and other interested Canadians was an important element in the co-development of this document. The engagement helped shape the content of this framework, as did the work undertaken by territorial, provincial and Indigenous partners in developing their own priorities. This includes foundational documents developed by public governments, such as the *Pan-Territorial Vision for Sustainable Development*, as well as those of Indigenous governments and organizations.

“To create a better North for our children, the focus needs to be on what forms of knowledge and skills exist within our communities and how the federal government can assist in building upon and supporting these strengths. This means focusing on what we have versus focusing on what we lack, and valuing our existing capacity over voices that tell us we are not capable.”

— “*We Are One Mind*” report, written submission

Arctic and northern leadership

During public engagement on the framework, participants underscored the importance of decision-making about the Arctic and north moving closer to the region. The need for Arctic and northern leadership in crafting solutions, and the necessity of stable and accessible funding for federal programming, were often given as conditions for progress on regional challenges. Building capacity in regional organizations was also identified as a key part of developing leadership.

Participants highlighted the importance of building upon previous strategies, policies and agreements, notably land claim agreements and Canada's commitment to fully implement the *United Nations Declaration on the Rights of Indigenous Peoples*. They want to see full implementation of economic, social and cultural rights, as laid out in the land claims and in the declaration. They also want to see implementation of provisions related to economic development and land use planning.

Strong people and communities

Views expressed through the engagement sessions varied widely, but for many participants the theme of “strong Arctic and northern people and communities” was seen as the most central to the development of the new Arctic and Northern Policy Framework for Canada. Institutions and services rooted in local cultures and language were a widespread prescription for addressing social challenges, and for building strong people and communities. There was concern about the erosion of Indigenous languages, and a demand for programs that would assist with the revitalization of language and culture.

- In 2014, about 22% of Northwest Territories households indicated that they often or sometimes worried that food would run out before they had money to buy more
- Just under 70% of Inuit households in Nunavut are food insecure

Life expectancy is considered one of the most fundamental indicators of the overall health and wellness of a population, given that it is influenced by a range of factors including access to health care, nutrition, living conditions and lifestyle. Gaps are stark and striking. For instance, life expectancy for Inuit in Canada is 72.4 years versus 82.9 years for Canada's non-Indigenous population.

- 52% of Inuit in Inuit Nunangat live in crowded homes, which are associated with high rates of communicable disease such as tuberculosis, as well as other challenges, compared to 9% of Canadians overall
- In 2016 18% of Northwest Territories households required major repairs compared to the Canadian rate of 6.5%

References to social challenges, and especially those affecting the Indigenous peoples of the region, were common during the framework engagement sessions. Statistics make it clear that not everybody is similarly disadvantaged. For instance, income inequality does not only exist between the Arctic and the North and the rest of Canada; there is also considerable income

inequality within the region itself. The median before-tax individual income for Inuit in Inuit Nunangat is 75% lower than for non-Indigenous residents.

While some of the highest median and average incomes in Canada are found in the region, this should not mask the fact that the costs of living and the rates of poverty and food insecurity are also among the highest in the country. In 2017, for instance, the Nunatsiavut Government Household Food Security Survey identified that food insecure households in Nunatsiavut are over 4 times the level reported in Newfoundland and Labrador, and over 5 times the level of food insecurity in Canada overall.

The deep and ongoing impact on Indigenous peoples of the residential school experience and the broader colonial legacy were consistent themes at regional roundtables, especially when participants spoke of language and culture, education and Indigenous knowledge. Some participants called upon the framework to support the implementation of the *Truth and Reconciliation Commission Calls to Action*. Links have been made between the intergenerational trauma caused by the impacts of the residential school system and the high rates of substance abuse and suicide in Indigenous populations.

“For many Yukon First Nations, the legacy of colonization continues and the impacts are both real and present. The underlying mental illness experienced by many First Nations is a normal human response to very abnormal conditions brought on by intergenerational impacts of colonization.”

— *Yukon First Nations Mental Wellness Workbook*

Education and skills development, including early childhood education, improvements in elementary, secondary and post-secondary education, access to higher education as well as the need to enhance opportunities for local higher education in the region, were raised in regional roundtables and other forms of engagement. In written submissions and during stakeholder roundtables, industry representatives talked about the need for more qualified local workers, and about matching education and training with job opportunities. Youth similarly saw education as a path to participating in the local economy, and called for higher-quality education. Participants in engagement sessions described how students from the region graduating with high school diplomas found that their available selection of high school courses or levels of knowledge did not match the requirements of post-secondary education.

- 34% of Inuit in Inuit Nunangat aged 25 to 64 have a high school diploma compared to 86% of Canadians aged 25 to 64 with a high school diploma
- In 2016, nearly three-quarters, 74%, of 25 to 64 year old Northwest Territories non-Indigenous residents had a postsecondary certificate, diploma or degree compared to 43% of Indigenous peoples

“Employment and education are inextricably linked, with 83 per cent of residents 15 years of age and older with post-secondary education having a job, compared to an employment rate of 49 per cent for those without a post-secondary diploma, certificate or degree. Employment and education also have strong linkages to reduced issues related to health, crime and housing.”

— *Mandate of the Government of the Northwest Territories 2016–2019 (revised)*

The provision of health-care services can be challenging in the Arctic and the North due to the lack of infrastructure and trained professionals, the small populations spread out over vast distances and the need to deliver services in an inclusive, culturally appropriate and responsive manner. Access to health care in the region is currently not comparable to the average Canadian's access to high quality care.

- Hospitals and specialized health services are often not locally available
- Many people are forced to fly out from their home communities to access specialized care, or to give birth

In addition to facing barriers to care, people face disproportionate health challenges.

- In 2014, the rate of new or retreatment cases of tuberculosis was almost 50 times higher in the Inuit population than in the Canadian population overall

Mental health facilities and services are also generally lacking. The severity of mental health challenges in Arctic and northern communities, including the unacceptably high rate of suicide among Indigenous peoples (particularly youth), was a common theme at regional engagement sessions. For example, the rate of self-injury hospitalizations in Labrador is 231 per 100,000. That is more than 3 times the Canadian average. These health outcomes are further complicated by social determinants of health, such as overcrowded housing, high unemployment and low formal education levels.

The importance of local partnerships with municipalities, regional Indigenous associations and development corporations, chambers of commerce and others emerged at roundtable discussions and in written submissions. Local governments, including Indigenous governments and institutions, play a special role in a region which includes urban centres as well as many smaller communities dispersed over large areas.

Municipalities and other forms of local and regional government play key roles in developing and supporting Arctic and northern communities, and are integral to addressing challenges such as housing, health and education.¹⁸ Many communities are already taking actions that contribute to the goals and objectives of this framework.

“Northern and remote communities play a critical role in delivering essential services. Working with citizens, the private sector, civil society and other orders of government, Arctic municipalities improve the social, economic and environmental well-being of their communities.”

— Jenny Gerbasi, President, Federation of Canadian Municipalities, written submission

¹⁸ As the Federation of Canadian Municipalities has noted, across the Arctic and the North, the enabling legislation that governs local orders of government varies, with no single term fully reflecting the legal status of all communities and their relationship with territorial governments. An awareness of the distinctions that exist within the definition of "community" will improve the process of developing and delivering programs and policies in Arctic and northern communities.

Comprehensive infrastructure

Infrastructure concerns were a common theme in engagement, including the need for transformative investments in infrastructure, rather than a remedial approach that only perpetuates a state of crisis.

Almost everyone who spoke about infrastructure mentioned reliable broadband access as a priority, given its role in enabling business, research, education, justice and health.

“With only 1 access into Yukon, 1 misstep from a backhoe operator in British Columbia knocks out the internet across the territory. No telehealth, banking, purchasing of gasoline or supplies, on-line education, and general office use — gone in an instant.”

— *Association of Yukon Communities, written submission*

“All weather roads, rail, air and broadband were among the most common topics to arise in conversation in the north.”

— *Look North report and action plan*

Other highlighted infrastructure needs included:

- improved charting and mapping
- energy infrastructure
- better port facilities
- better airport facilities
- reliable rail networks
- roads to access communities and mineral resources

On a more local level, insufficient housing is a chronic problem in many northern communities. The lack of housing is linked to several other poor health and social outcomes.

- In Nunavik, no communities have all-season roads or connection to a regional energy grid, 58% have suitable housing, and 35% have access to a terrestrial backbone for internet communications.

Rather than simply expressing a desire for greater federal investment, communities and organizations emphasized their desire for partnerships and opportunities to play an active and constructive role in infrastructure investments through, for example, financial partnership, as well as the development of business capacity and skills. They noted that new infrastructure must come with a local capacity to maintain it, and that its construction should bring local jobs and wealth. Territorial governments, through their participation in the co-development process and in strategic documents such as the *Pan-Territorial Vision for Sustainable Development*, have pointed to large-scale infrastructure investments as foundational to creating economic opportunity and prosperity for Indigenous communities.

The Government of Canada has provided funding to restore rail service on the Hudson Bay Railway Line, which is expected to grow into a key transportation and export hub serving both

international markets and northern Canada. The rail line acquisition by the Arctic Gateway Group represents a historic partnership which combines First Nations and community ownership with private sector leadership. Restoration of the rail line opens the door for economic investments and opportunities for the town of Churchill and northern Manitoba residents and reflects a shared priority to strengthen transportation infrastructure for Canada's Arctic and North.

Strong, sustainable and diversified economies

Economic development was often mentioned by participants as a key theme. Territorial and provincial governments emphasized that regional economies will need to be built upon both sustainable resource extraction and the development of other sectors. They also highlighted that entrepreneurial research and innovation will help in strengthening and diversifying their economies.

“Supporting small business development across the Arctic is key to diversifying the economy, creating sustainable industries that are alternatives to extractive industries, and facilitating young people to stay within their communities rather than having to move for employment.”

— *Gwich'in Council International, written submission*

- The National Aboriginal Economic Development Board estimated in 2016 that the Indigenous peoples employed in the 3 territories could make an additional \$1.1 billion in annual income if they had the same education and training as non-Indigenous people working in the territories

At the roundtables, a thriving economy was linked to foundational elements such as a skilled workforce, social and physical infrastructure, diversity and meaningful opportunities. Stakeholders and experts approached economic development issues from differing perspectives. In public submissions, some saw the answer in more support for non-renewable resource development such as mining. In 2017, mining was the largest private sector contributor to the economies of the Northwest Territories and Nunavut: the 6 mines operating in the territories spent over a billion dollars within the jurisdictions. Documents such as the *Pan-Territorial Vision for Economic Development*, Quebec's *Plan Nord*, and Manitoba's *Look North Report and Action Plan* all highlight the place of resource development in supporting a robust economy.

“Responsible [mining] means meeting socio-economic commitments (including economic, employment and community development commitments); acting in an environmentally responsible manner; and protecting the health and safety of our employees and the Peoples of the North.”

— *Mission statement, Northwest Territories (NWT) and Nunavut Chamber of Mines*

“The benefits of developing a sustainable, community-driven tourism industry range from healthier lifestyles for youth, to cultural preservation, to new economic opportunities for elders and youth.”

— *Parnasimautik Consultation Report, Nunavik*

Participants from the business community suggested that by articulating a long-term, strategic vision for the Arctic and the North, the Government of Canada would provide greater certainty for industry and incentivize investments in larger-scale projects. Organizations representing Indigenous economic development corporations and small business interests noted needs for increased access to capital and business supports, as well as more supportive federal procurement policies. There was also a common view that economic development could be facilitated through greater access to international markets. Academics called for the identification and development of alternative economic approaches, including innovation, arts and crafts, and traditional or cultural activities. Some representatives of Indigenous and non-governmental organizations cautioned against a reliance on major projects. They stressed the importance of land-based or traditional economic activity, as well as the potential of “conservation economies” focused on connections between culture, communities and local ecosystems.

Science and Indigenous knowledge

“For Inuit, economic development must be guided by Inuit Qaujimajatuqangit (Inuit knowledge)..... Taking this approach applies an Inuit worldview to decisions and action that influence Inuit lives”

— P.J. Akeagok, President, Qikiqtani Inuit Association, in *A New Approach to Economic Development in Nunavut*, 2018

At regional roundtables, conversations about knowledge creation often focused on the relationship between communities and researchers, as well as the place of Indigenous peoples in research, including the role of Indigenous knowledge. Participants described both science and Indigenous knowledge as valid and equal contributors to knowledge-building and decision-making in the region. Participants also expressed the desire for stronger local and Indigenous involvement in setting and determining research priorities as well as carrying out research. Prioritizing stronger involvement in the research process means that it is crucial to expand the research capacity of communities and strengthen local and regional research infrastructure and institutions. Indigenous knowledge also has an important role in informing international policies that in turn affect Arctic Indigenous peoples.

“Gwich’in need to be directly represented in the key decision-making forums about research to ensure that research is responding to community desires for information into the issues that are important to them. Moreover, there is a need for increased funding to support the collection and analysis of Indigenous knowledge.”

— Gwich’in Tribal Council, written submission

The importance of social science research was also brought forward, as it can provide an essential evidence base for decisions and policies that meet the needs of Arctic, northern and Indigenous communities. For research to give people a full base for decision-making it should include elements which are not only university-led and partnership-based, but also locally-led and accessible through regionally-based institutions. It was also noted that the vast majority of funds spent on Arctic and northern research are spent in the south. Communities want improved sharing of the results and benefits of research with the communities where the research is being

conducted. Many of these points brought up in engagement sessions are also emphasised by territorial research documents and Inuit Tapiriit Kanatami's *National Inuit Strategy on Research*.

Protecting the environment and conserving biodiversity

“For Inuit the purpose of conservation is the creation of socio-economic and cultural equity between Inuit and all other Canadians, while considering reconciliation, climate change, and, ecological integrity.”

— *Qikiqtani Inuit Association (Nunavut), written submission*

The social and environmental impacts of climate change were recurring themes at all regional roundtables. Those impacts affect a broad range of issues, from infrastructure to housing to security. At stakeholder roundtables, many people felt that adaptation activities should take precedence over mitigation actions in the region, considering its small emissions footprint versus the magnified impacts. Another key message was the need for more robust mitigation activities from southern Canada and major international emitters.

Conservation issues drew a varied response. Some engagement participants emphasized the need to reduce development impacts on wildlife. The harvesting of country foods, particularly caribou herds, provides nutrition, food security and the continuation of traditional practices for many Indigenous peoples. Others expressed concerns over the weight of regulation and its impact on resource development. Co-management of renewable resources was highlighted as a venue for collaborative management that can help integrate different viewpoints. There was a recognition that protected areas are unable to guard Arctic and northern ecosystems against pollution and climate change with distant origins. There was also acknowledgement that a holistic approach to conservation activities can make an overall positive contribution to the region. Suggested options for such an approach included:

- the advancement of concepts such as Indigenous-led conservation and monitoring
- Indigenous protected and conserved areas
- conservation economies, through which conservation becomes an integral aspect of local economies

The global context

“As we see it, the barriers to feeling empowered and healthy are not neatly segmented into ‘domestic’ and ‘international’ boxes. As a nation which spans across territorial and international boundaries, the issues that concern Gwich’in are at the same time both local and international.”

— *Gwich’in Council International, written submission*

There were some consistent key messages on international issues raised by participants from all regions. They included a desire to maintain the circumpolar Arctic as a region of peace and cooperation through efforts to strengthen the international rules and institutions that govern the Arctic. Preserving the role of the Arctic Council as the leading forum for circumpolar cooperation was singled out as a priority by many participants.

Engagement participants would also like to see Canada target its international cooperation in areas that improve socio-economic living conditions. For example, strengthening north-to-north cooperation through forums such as the Arctic Council and at the sub-national level was encouraged, including exchanges of knowledge and best practices on issues such as:

- mental wellness
- education
- Indigenous languages
- renewable energy

Indigenous participants were particularly interested in improved mobility of Indigenous peoples and cultural goods throughout the circumpolar region. Participants called for:

- strengthening the voice of Indigenous peoples in international Arctic forums including increased support for the Indigenous Permanent Participants at the Arctic Council
- Canada to take a strong stand on protecting Indigenous rights to self-determination, pursuing sustainable harvesting of flora and fauna and combatting international efforts that negatively affect these rights

People who spoke or wrote in also expressed a desire to see Canada play a leadership role on the global stage when it comes to addressing climate change, contaminants and other environmental challenges that have a disproportionate impact on the region.

Safety, security and defence

Throughout the engagement process, participants highlighted the transformative role of climate change in increasing commercial interest and activity in the region. Questions around environmental protection and response, safe regional transportation, and search and rescue capabilities were raised as critical issues, especially in the context of a rapidly changing climate.

In response to rapid regional changes, roundtable participants recognized the need for a whole-of-government approach to safety, security and defence. As part of this, increased presence in the region by the Canadian Armed Forces and the Canadian Coast Guard was highlighted as an important response, in conjunction with clear communication and engagement with local people. The Canadian Rangers were identified as an important presence in the region, and support was expressed for enhancing and expanding the Rangers' training and effectiveness. In addition, participants expressed appreciation for the way in which the Canadian Armed Forces consult local communities and Indigenous groups, and called for such collaboration to be continued.

Participants noted that partnering with communities and investing in regional infrastructure will solidify Canada's regional presence while exercising its sovereignty, and that existing partnerships can be expanded through collaboration, information sharing and training.

Indigenous youth

“Youth across the Arctic understand that education is a portal to opportunity. They aspire to a quality education equivalent to other Canadians: an education that also reaffirms the central role of their culture and Indigenous languages in their identity as Canadians. A new Arctic Policy Framework, if it is to separate itself from many previous documents on the future of the Arctic, must speak to these young voices in this era of reconciliation.”

— *A New Shared Arctic Leadership Model*

Youth are transforming the region by their very numbers: in Canada, the median age is just over 40; in Nunavut, it is just over 26. These booming populations of young people are producing many great successes as artists, as leaders and in other walks of life. However, figures show that there are still many obstacles and challenges to being well, succeeding at school and finding meaningful work.

“To move forward in any aspect in life and in our society, we need to be educated. The youth want to be well with who they are and where they come from. Youth also understand the importance of quality, formal education so they can become active members of their communities and society and have access to all levels of employment in the communities, region or elsewhere if that is what they choose.”

— *Qarjuit Youth Council, Nunavik*

Today’s young Indigenous leaders are eager to build upon the work of previous generations. As stated in the report *We Are One Mind, Perspectives from Emerging Indigenous Leaders on the Arctic Policy Framework*, the Arctic and Northern Policy Framework must be people-centric to be effective. The report, which was developed by the Indigenous youth collectives Dene Nahjo, Our Voices and Qanak, contains 25 recommendations organized under 3 themes:

1. Northerners leading northern policy engagement
2. Investing in land, language and culture for future generations and as the basis for a healthy society
3. Healthy lands, healthy economies

The report urges the federal and territorial governments to act in a timely manner to resolve existing unsettled land claims and self-government agreements. It recommends the establishment of a ministerial working group to review federal legislative impediments that exclude northerners from accessing federal programs or impose inappropriate regulations on people and communities, and recommends that the federal and territorial governments update their consultation frameworks to address gaps and redundancies.

Our future

The Government of Canada and its partners will close the gaps and divides that exist between this region, particularly in relation to its Indigenous peoples, and the rest of the country. The clear and ambitious goals and objectives of this framework point the way to a vibrant, sustainable and prosperous future.

In our shared future, Canada's Arctic and North will no longer be pushed to the margins of the national community.

- Its people will be full participants in Canadian society, with access to the same services, opportunities and standards of living as those enjoyed by other Canadians
- The resources required for their physical and mental wellness will be accessible

We will endeavour to create an environment in the Arctic and North in which youth will get the education they need to thrive, and Indigenous peoples receive the support required for their languages and cultures to be not only maintained, but revitalized.

We will encourage development that is environmentally and socially sustainable, that employs local people and creates wealth in the region. Stewardship of Arctic and northern lands, waters and resources will be accomplished through new and existing measures, including support of Indigenous stewardship and Indigenous protected and conserved areas. The Pikialasorsuaq (North Water polynya) between Canada and Greenland and Thaidene Nënë National Park Reserve in Northwest Territories are 2 examples of proposed Indigenous protected areas.

We will work to fill knowledge gaps in the Arctic and the North in a way that is responsive to the needs of local governments and people, and enables and encourages their participation in all aspects of the research process. We will define knowledge inclusively, embracing the contributions of Indigenous knowledge as well as western science.

We will support a rules-based international order in the Arctic that prioritizes human and environmental security and meaningful engagement of Arctic and northern peoples, especially Indigenous peoples. We will reduce barriers to the freedom of Indigenous peoples to move freely across international boundaries that now separate families and cultures.

Realizing this shared future will mean doing things differently to address persistent social and economic challenges in the Arctic and the North. We know that closing the gaps between the region and the rest of Canada means closing gaps between where decisions and resources are based, and where the needs are. Closing the gaps requires greater effort, focus, trust and collaboration, and more self-determination for the peoples of the region.

Reconciliation with Indigenous peoples

“Recognizing ...the disproportionate socio-economic and cultural inequity facing Inuit compared to most other Canadians, and committing to working in partnership to create socio-economic and cultural equity between Inuit and other Canadians. This commitment includes energetically and creatively pursuing the socio-economic, cultural, and environmental conditions of success through the full implementation of land claims agreements as well as reconciliation”

— *Inuit Nunangat Declaration on Inuit-Crown Partnership*

Ongoing reconciliation with Indigenous peoples is foundational to achieving the goals and objectives of the Arctic and Northern Policy Framework.

The negotiation and full implementation of land claims and self-government agreements are key components of reconciliation. They require recognition within the framework as part of the continuation and renewal of relationships. These continued and renewed relationships come with a strong foundation, including the *Principles Respecting the Government of Canada's Relationship with Indigenous Peoples*.

In 2015, Prime Minister Justin Trudeau accepted the *Final Report of the Truth and Reconciliation Commission* on behalf of the Government of Canada and committed to a renewed nation-to-nation relationship with Indigenous peoples based on recognition of rights, respect, co-operation and partnership.

In 2016, the Government of Canada committed to renewing the relationship with First Nations, Inuit and Métis peoples through the creation of permanent bilateral mechanisms.

- All 4 Inuit regions have settled land claims
- Agreements on land and governance rights have been signed with First Nations and Metis across much of their traditional territories in the Arctic and the North

The fundamental instruments that define the Indigenous-Crown relationship are treaties, historic and modern, underpinned by section 35 of the *Constitution Act of 1982*. Each treaty established a unique relationship between Indigenous peoples and various levels of government. These relationships provide the foundation for a just and lasting reconciliation, founded in the honour of the Crown with federal, provincial and territorial governments. Implementing modern treaties is a shared responsibility, which Canada will work with Indigenous peoples, provinces and territories to realize.

The work of reconciliation is not only happening at the federal level, it has also been undertaken by Indigenous peoples, by Arctic and northern governments and through other mechanisms. Reconciliation in the region is intertwined with political evolution and is ongoing. Progress has been made on this path, led in large part by Indigenous and non-Indigenous citizens who have worked together to secure and implement land and self-government agreements, evolve public governments, and find practical ways to work together for the shared goals of improving the quality of life for their children and sound stewardship of land and resources.

Assuming global leadership

Canada will strengthen its international leadership on Arctic and northern issues at this critical time, as the region undergoes rapid environmental change and international interest surges.

Canada's ambition is to robustly support the rules-based international order in the Arctic, and all its institutions, and to seek ways to strengthen and improve those institutions for the 21st century.

Canada will:

- work collaboratively with Indigenous peoples and territorial and provincial governments in the multilateral forums where decisions that impact the Arctic are made, including the Arctic Council and United Nations organizations
- enhance bilateral cooperation with Arctic and key non-Arctic states and actors

Canadian leadership will be advanced bilaterally and in multilateral forums in order to promote Canadian values and interests such as human and environmental security.

Our shared ambition includes:

- better leveraging our international Arctic engagement to address domestic priorities such as social and economic development
- enhanced knowledge of our Arctic and North
- environmental protection

In a globalized world, many of the issues facing Canada, including in the Arctic and the North, cannot be addressed effectively through domestic action alone. A whole-of-government effort that leverages both domestic and international policy levers is therefore required. For example, economic growth in Canada's Arctic and North can be facilitated through infrastructure investments that increase access to world markets, along with trade commissioner services to help businesses based in the region access international markets and attract and retain foreign direct investment that benefits Northerners and respects Canada's national interest.

Promoting sustainable development

A key international commitment that informs this framework is the United Nations 2030 Agenda for Sustainable Development. Canada has committed to implementing and measuring progress toward these goals.

The United Nations 2030 Sustainable Development Goals

1. End poverty in all its forms everywhere
2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture
3. Ensure healthy lives and promote well-being for all at all ages
4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
5. Achieve gender equality and empower all women and girls
6. Ensure availability and sustainable management of water and sanitation for all
7. Ensure access to affordable, reliable, sustainable and modern energy for all
8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
10. Reduce inequality within and among countries
11. Make cities and human settlements inclusive, safe, resilient and sustainable

12. Ensure sustainable consumption and production patterns
13. Take urgent action to combat climate change and its impacts
14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development
15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
17. Strengthen the means of implementation and revitalize the global partnership for sustainable development

Adopted in 2015, the 2030 Agenda is an ambitious 15-year global framework with 17 goals that cover the economic, social and environmental dimensions of sustainable development, and integrate peace, governance and justice elements. It is universal in nature, meaning that implementation of the Sustainable Development Goals is a commitment to take action domestically within Canada, as well as internationally, to eradicate poverty and leave no one behind.

These goals fit well with what we have heard regarding the need to narrow gaps between Arctic and northern Indigenous peoples and other Canadians. We intend to match our ambition in the framework, domestically and internationally, to the ambition expressed in the Sustainable Development Goals. This ambition is expressed in the framework's goals and objectives, and aligns closely with the *Pan-Territorial Vision for Sustainable Development* principle that "the territories will stand together to create long term sustainable development of northern economies." The *Pan-Territorial Vision* indicates that this will be achieved through environmentally responsible and sustainable resource development, job creation and economic diversification.

A safe and secure Arctic and North, now and into the future

The qualities that make the Canadian Arctic and North such a special place, its size, climate, and small but vibrant and resilient populations, also pose unique security challenges, making it difficult to maintain situational awareness and respond to emergencies or military threats when and where they occur. These difficulties are often compounded by the effects and accelerating pace of climate change, making the region both environmentally changed and increasingly accessible to a broad range of actors and interests.

To protect the safety and security of people in the region and safeguard the ability to defend the Canadian Arctic and North, and North America now and into the future, a multi-faceted and holistic approach is required. The complexity of the regional security environment places a premium on collaboration amongst all levels of government, Indigenous peoples and local communities, as well as with trusted international partners, and we will continue to improve the ways we work together to keep pace with the evolving challenges.

The Government of Canada is taking steps to augment its Arctic and northern footprint in support of regional safety and security, including through Canada's defence policy *Strong, Secure, Engaged*, and through key elements of the *Oceans Protection Plan*. Canada will enhance the Canadian Armed Forces' presence in the region over the long term by setting out the capability investments that will give the Canadian Armed Forces the tools they need to help local people in times of need and to operate effectively in the region.

Under the *Oceans Protection Plan*, the Canadian Coast Guard will continue to enhance its:

- maritime search and rescue capacity, including through an expanding Coast Guard Arctic Auxiliary
- capacity to respond to maritime environmental emergencies
- icebreaking capacity
- its capacity to contribute to Maritime Domain Awareness

Canada's ability to respond to regional challenges, provide security and ensure compliance with our laws and regulations largely depends on our ability to build and maintain a comprehensive picture of what is happening across the region, as gaps can have life-threatening consequences. For example, increased maritime and cross-border traffic creates new challenges for border enforcement and effective vessel tracking, such as illicit drugs and illegal imports. This is why it is so critical for partners to work together to develop strong domain awareness, including through information sharing, enhanced coordination, the acquisition of new air, land, sea and space-based capabilities, and exploration of innovative solutions to surveillance challenges in the Arctic and the North.

Goals and objectives

Goal 1: Canadian Arctic and northern Indigenous peoples are resilient and healthy

There are unacceptable gaps in health and social development outcomes between Arctic and northern Indigenous peoples and most other Canadians. The poor health outcomes in the region are directly linked to both inadequate access to treatment options and to serious social problems, including:

- a critical shortage of housing
- low educational attainment levels
- high rates of incarceration and unemployment, particularly in smaller communities

Climate-driven changes are worsening the risks to Indigenous peoples in the region, such as travel over traditional routes. As well, a high cost of living and changes in the availability and accessibility of traditional foods have resulted in rising rates of food insecurity. For example, 1 in 2 households in Nunavut are food insecure. Eliminating food insecurity includes both

affordable food from the grocery store, as well as having access to traditional food to support a healthy diet, community well-being and connection to local cultures and traditions.

Life expectancy is a key index of a population's wellbeing. Projected life expectancy for Inuit in Canada is 10.5 years below that of Canada's non-Indigenous population. While the most recent Statistics Canada information on First Nations and Métis is not disaggregated by region, at a national level First Nations and Métis were found to have a projected life expectancy rate of approximately 4 to 5 years below that enjoyed by non-Indigenous Canadians.

- One study shows that northern populations suffer from the lowest life expectancy in Canada
- Another study finds that life expectancy is approximately 7 to 12 years lower in areas with a high concentration of Inuit, First Nations and Métis
- Rates of communicable disease and suicide are much higher among Arctic and northern Indigenous populations than elsewhere in Canada
- Violence is being perpetrated against Indigenous women and girls, with the likelihood of violent death being significantly higher for Indigenous than for non-Indigenous women, according to statistics cited in the 2019 final report of the National Inquiry into Missing and Murdered Indigenous Women and Girls

Together, we will close these stark gaps, taking a distinctions-based approach that respects the unique rights, interests and circumstances of Inuit, First Nations and Métis peoples.

Meeting this goal will depend on progress on other objectives, including economic development, public safety, justice and reconciliation. Adaptation and resilience-building measures will be required to respond to the climate-driven change happening now, and projected for the future. Cultural revival will play a role in resilience. Land-based activities and practices will support education, healing and well-being. Solutions advanced in other Arctic states that face similar challenges will also be examined. Strong communities in our North can be supported by the circumpolar exchange of knowledge and best practices. Freer movement of Indigenous peoples and cultural goods across Canada's international boundaries in the Arctic and the North will further strengthen long-standing familial and cultural ties.

Goal 1 objectives

1. End poverty
2. Eradicate hunger
3. Eliminate homelessness and overcrowding
4. Reduce suicides
5. Strengthen mental and physical wellbeing
6. Create an environment in which children will thrive, through a focus on education, culture, health and well-being
7. Close the gaps in education outcomes
8. Provide ongoing learning and skills development opportunities, including Indigenous-based knowledge and skills
9. Strengthen Indigenous cultural and family connections across international boundaries

10. Address the systemic causes of all forms of violence against Indigenous women and girls
11. End the over-representation of Indigenous peoples in Canada's criminal justice system
12. Implement culturally-appropriate approaches to justice issues, such as restorative justice measures and other alternative measures to incarceration

Goal 2: Strengthened infrastructure that closes gaps with other regions of Canada

As a gap experienced by every person in the Arctic and the North, infrastructure is a top priority of this framework. Canada is investing in transformative infrastructure corridors to achieve more efficient and effective communications, clean energy and transportation. We also need to address deficits in weather and climate monitoring, particularly in climate-sensitive sectors. The National Aboriginal Economic Development Board has estimated that every dollar invested in transportation and energy infrastructure can generate more than 10 times that amount.

We commit to creating economic opportunity and prosperity for northerners, and to better enabling Canada's northern and Arctic regions to catch up to other areas of Canada.

There are significant transportation infrastructure deficits in the region.

- Approximately 70 communities are only accessible year-round by air, or seasonally by water or ice roads
- Marine and aviation infrastructure is the gateway for many northern and Arctic communities and needs improvement

The limited transportation infrastructure makes it difficult, time-consuming and expensive to move passengers and goods in and out of communities, and to deliver government programs and services. Infrastructure deficits are also a significant restriction on trade and commerce.

Climate change threatens the resilience of existing infrastructure and presents challenges to constructing new infrastructure. The costs, sustainability and reliability of energy are a concern, with nearly two-thirds of Arctic and northern communities relying exclusively on diesel, which is expensive, difficult to transport and a source of greenhouse gases.

Many communities rely exclusively on satellite for access to internet services; they lack access to the fast, high quality and reliable telecommunications networks that people need to enable economic growth, education, health and research.

Goal 2 objectives

1. Investment in significant infrastructure projects
2. Fast, reliable, and affordable broadband connectivity for all
3. Expand multi-modal transportation infrastructure and operations to connect communities to Canadian and international opportunities and improve access to essential services
4. Develop multi-purpose corridors for broadband, energy and transportation, including connections to hydroelectricity grids
5. Achieve energy security and sustainability in all communities and improve access to reliable, affordable and clean energy solutions
6. Integrate climate change resilience into new and existing infrastructure
7. Strengthen community-level infrastructure, including social infrastructure
8. Enhance monitoring infrastructure for the collection and use of weather and climate data

Goal 3: Strong, sustainable, diversified and inclusive local and regional economies

A strong economy contributes to the resilience of Arctic and northern communities and sustainable growth that benefits all Canadians. However, northern economic development is challenged by higher operating costs for businesses due to the region's small and dispersed population, sparse infrastructure and higher energy and connectivity costs.

Limited access to formal or higher education, a barrier to local participation in the workforce, especially amongst Indigenous peoples, highlights the need for policies which aim to foster increased mobility as a means of supporting education and employment paths.

For many small businesses, access to professional support, such as banking and legal services, is limited. As stated in the *Pan-Territorial Vision for Sustainable Development*, “responsible, sustainable resource development and job creation is the cornerstone of the territorial economies. Indigenous ownership, investment and participation in the resource industry are key to the success of this sector.” There is also a need to grow other areas to help insulate northern economies from the “boom and bust” cycle, and to provide more diversity of opportunity for Arctic and northern peoples. This will grow the middle class and build a diverse, prosperous and truly inclusive economy, where all can realize their full potential.

We will support local economies, such as sealing, fishing, hunting and crafts. Measures aimed at fostering innovation, diversification and promoting access to domestic and foreign markets will support both existing and future economic activities.

Achieving sustainable economies will also require the provision of long-term employment and other benefits to Arctic and northern people, along with a central role in decision-making. The resolution of land and governance rights and the negotiation of benefits underpin economic development. Canada is committed to meaningfully consult with Indigenous peoples on resource and infrastructure projects in the decision-making process, in accordance with Aboriginal and treaty rights. Fulfilling consultation obligations while respecting the decision-making roles of Indigenous groups recognized within modern treaties can help realize inclusive economies.

Many areas within the region are expecting growth over the next decade, capitalizing on their considerable economic potential. Much of the growth will come from the natural resource sector, as well as other sectors such as:

- tourism
- commercial fisheries
- cultural industries

Certain economic sectors, including resource development, tourism and shipping, are expected to grow as climate change alters the northern environment, though these activities bring new risks for people, infrastructure and ecosystems and place additional stress on search and rescue and disaster response capacity. To ensure that local and regional economies are able to grow sustainably, climate change considerations will need to be taken into account.

International trade and foreign investment are important contributors to growth, by helping Arctic and northern businesses:

- take advantage of global export opportunities made possible by existing and new free trade agreements
- attract and retain foreign direct investment in a way that enhances economic development and environmental protection while ensuring Canada's national security interests

Goal 3 objectives

1. Increase Indigenous participation in the economy
2. Grow the northern and Arctic economy, to the benefit of Northerners and all Canadians
3. Increase retention of wealth in Canada's Arctic and North
4. Reduce income inequality
5. Drive innovation and support investments in cold climate resource extraction
6. Optimize resource development, including the mining and energy sectors, while ensuring that this development is undertaken in a responsible, sustainable and inclusive manner
7. Provide the necessary supports to help businesses grow
8. Building on a strong economic base, foster economic diversification through innovation and partnerships
9. Enhance opportunities for trade and investment
10. Maximize economic opportunities flowing from infrastructure investments

Goal 4: Knowledge and understanding guides decision-making

Canada's Arctic and North is a region of significant interest to scientists and other researchers, domestically and internationally. Ongoing research and observation in the region seek to address knowledge gaps. Mapping and understanding climate change impacts, vulnerabilities and avenues to adaptation and resilience are key tasks for research. Other tasks range from geological mapping to tracking species distribution to understanding the socio-economic and cultural impacts of development.

Arctic and Northern peoples want those knowledge gaps filled, but they also want changes to the way knowledge is gathered, created and shared. Our approach to Arctic and-northern research will feature:

- stronger regional and Indigenous involvement in the research process, including:
 - setting priorities
 - undertaking research itself
 - enhanced community-based observation

The research agenda will include more social science research to meet the pressing needs of communities. Indigenous knowledge and scientific knowledge will be equally considered in decision-making.

Collaboration at the international level plays a major role in addressing gaps in our knowledge of the region, particularly given the complexities, interconnectedness and costs related to Arctic and northern science.

Internationally, Canada will:

- bolster its efforts to champion Indigenous knowledge
- facilitate stronger international research collaboration

Indigenous knowledge holders as well as academic institutions and research facilities relating to natural sciences, social sciences and health have built an international reputation for high-quality knowledge and research, though more meaningful and equitable partnerships with Indigenous researchers and institutions must be achieved. The Canadian High Arctic Research Station campus in Nunavut is the newest addition to the pan-northern and Arctic network of research infrastructure welcoming scientists from all over the world.

Goal 4 objectives

1. Ensure that Arctic and Northern people, including youth and all genders, play a leading role in developing research and other knowledge-creation agendas
2. Ensure that Arctic and Northern people have the tools and research infrastructure to participate in all aspects of the knowledge creation process
3. Increase support for health, social science and humanities research
4. Create and store knowledge in a manner consistent with the self-determination of Indigenous peoples, balancing ethics, accessibility and culture
5. Increase international polar science and research collaboration with full inclusion of Indigenous knowledge
6. Work with partners to implement their research strategies
7. Develop innovative technological solutions on widely-shared community and economic development needs
8. Support development of data collection, production and measurement specifically focused on Arctic and Northern populations
9. Reduce barriers to accessing research funding for Indigenous knowledge holders and organizations

Goal 5: Canadian Arctic and northern ecosystems are healthy and resilient

Climate change is a lived reality for Canada's Arctic and northern residents. The temperature in the Canadian Arctic has increased at a rate of 2 to 3 times the global average, which has placed immense pressure on Arctic and northern communities, ecosystems and infrastructure.

Rising temperatures are also:

- having widespread impacts on terrestrial and marine ecosystems
- exacerbating the effects of existing threats to biodiversity, such as:
 - habitat shifts

- invasive alien species

Urgent action is needed to:

- mitigate climate change
- adapt to its current and future impacts
- promote and build resilience through efforts that:
 - increase the availability of, and access to, locally relevant information for decision-making
 - build capacity to reduce risk

Environmental data gathered from information and warning services on weather, water, ice, climate and air quality are an important foundation for situational awareness and can be leveraged to better understand the impacts and risks of changing environmental conditions.

Addressing critical gaps in earth observation across Canada's Arctic and North, and adapting these services to the unique context and evolving needs of the region, will be essential to support effective decision-making.

This will enable communities to be:

- more prepared for emergencies
- better informed
- resilient when it comes to facing the challenges posed by climate change

Minimizing other environmental pressures, such as pollution, will help to reduce adverse effects. Sustainable management of natural resources, conservation of biodiversity and the safeguarding and restoration of ecosystems are necessary to protect the Arctic and northern environment and communities. Indigenous peoples continue to play a unique role in stewardship of northern ecosystems, including through guardians programs, which work to protect sensitive areas and species, monitor ecological health and maintain cultural sites.

Some of the most pressing environmental issues affecting Canada's Arctic and North, from climate change to contaminants to marine pollution, cannot be managed through domestic action alone as the sources of the problems largely originate in areas outside of the region. While these environmental issues are global in scope, there is a disproportionate impact on the health of northern Canadians, in particular on Indigenous peoples who live off the land. For this reason, Canada will play a leadership role in advocating for more timely and ambitious international action to address environmental challenges that have an impact on Arctic and northern environments and peoples.

Goal 5 objectives:

1. Accelerate and intensify national and international reductions of greenhouse gas emissions and short-lived climate pollutants
2. Ensure conservation, restoration and sustainable use of ecosystems and species

3. Support sustainable use of species by Indigenous peoples
4. Approach the planning, management and development of Arctic and northern environments in a holistic and integrated manner
5. Partner with territories, provinces and Indigenous peoples to recognize, manage and conserve culturally and environmentally significant areas
6. Facilitate greater understanding of climate change impacts and adaptation options through monitoring and research, including Indigenous-led and community-based approaches
7. Enhance support for climate adaptation and resilience efforts
8. Enhance understanding of the vulnerabilities of ecosystems and biodiversity and the effects of environmental change
9. Ensure safe and environmentally-responsible shipping
10. Decommission or remediate all contaminated sites
11. Strengthen pollution prevention and mitigation regionally, nationally and internationally

Goal 6: The rules-based international order in the Arctic responds effectively to new challenges and opportunities

The circumpolar Arctic is well-known for its stability and high level of international cooperation, a product of the robust rules-based international order in the Arctic that Canada played an instrumental role in shaping. The rules-based international order is the sum of international rules, norms and institutions that govern international affairs. It benefits the national and global interest by fostering peace and stability for the Arctic; conditions which are necessary for Arctic and northern communities to thrive socially, economically and environmentally.

The international order is not static; it evolves over time to address new opportunities and challenges. The Arctic and the North is in a period of rapid change that is the product of both climate change and changing geopolitical trends. As such, international rules and institutions will need to evolve to address the new challenges and opportunities facing the region. As it has done in the past, Canada will bolster its international leadership at this critical time, in partnership with Northerners and Indigenous peoples, to ensure that the evolving international order is shaped in a manner that protects and promotes Canadian interests and values. These interests and values are widely shared by Arctic states and include:

- improving the lives of Indigenous peoples and Northerners
- protecting the region's fragile environment
- strengthening the voices of Northerners, especially Indigenous peoples

The international rules and institutions that form part of the rules-based international order will also play a critical role in helping Canada resolve our outstanding boundary disputes and continental shelf overlaps in the Arctic.

Goal 6 objectives

1. Bolster Canadian leadership in multilateral forums where polar issues are discussed and decided upon

2. Enhance the representation and participation of Arctic and northern Canadians in relevant international forums and negotiations
3. Strengthen bilateral cooperation with Arctic and key non-Arctic states and actors
4. Define more clearly Canada's marine areas and boundaries in the Arctic

Goal 7: The Canadian Arctic and North and its people are safe, secure and well-defended.

In the Arctic and the North, as in the rest of Canada, safety, security and defence are essential prerequisites for healthy communities, strong economies and a sustainable environment. Climate change is having far-reaching effects on the lives and well-being of northerners, threatening food security and the transportation of essential goods and endangering the stability and functioning of delicate ecosystems and critical infrastructure.

As the region becomes increasingly accessible due to the effects of climate change and improvements in cold-weather technologies, the region is emerging as an area of international strategic, military and economic importance, with both Arctic and non-Arctic states expressing a variety of interests in the region's potential.

- Steady increases in domestic and foreign-based tourism, scientific research and commercial activities are being experienced in the Canadian and circumpolar Arctic.
- There is also increased vessel traffic through the various waterways commonly referred to as the "Northwest Passage," which is part of Canada's internal waters.

The relationship between the land and these waterways is unique in Canada's north. For thousands of years, the Inuit have lived on; traveled across; and hunted, fished and trapped in the Canadian Arctic, making no distinction between the frozen land and the frozen sea. These practices continue and remain vital to Inuit culture and the Inuit economy today.

In today's increasingly complex Arctic and northern environment, the continued safety and security of the North depends on strengthened emergency management and community safety, including the enhanced presence and ability to respond of security providers, such as the:

- Canadian Armed Forces¹⁹
- Royal Canadian Mounted Police
- Canadian Border Services Agency

Strengthened emergency management requires a coordinated strategy, including enhanced participation of Indigenous representatives; this will be essential in building community resilience and capacity against emergencies and natural disasters.

¹⁹ The Safety, security and defence chapter of this *Arctic and Northern Policy Framework* does not describe all that the Canadian Armed forces are doing to defend Canada's Arctic and North. A comprehensive account of Canadian Armed Force's activities in the Arctic can be found in Canada's defence policy, [*Strong, Secure, Engaged*](#) (PDF, 13.5 Mb, 113 pages).

Northern communities experience multiple risk factors and other challenges that affect their ability to respond to crime issues, such as remote geographical location and limited capacity. Culturally-sensitive crime prevention and community safety planning initiatives build knowledge and capacity that are required in order to support healthy, safe and stronger communities.

Improved situational awareness, including through NORAD and the Maritime Security Operations Centres, will also be key to protecting our north now and into the future. In this context, Canada will:

- continue to demonstrate its sovereignty
- defend North America from conventional and advanced military threats
- protect the integrity and sustainability of our northern economy, environment and critical infrastructure
- ensure a safe and secure transportation system
- safeguard the technological advantage that the Canadian Armed Forces rely on to defend our north
- effectively manage border security
- enhance the ability of the Canadian Coast Guard to help provide partners with essential Maritime Domain Awareness
- support the safety and prosperity of northern peoples and communities

Collaboration among all levels of government, with Indigenous and northern peoples and communities, and with international allies and partners, will be important.

Goal 7 objectives

1. Strengthen Canada's cooperation and collaboration with domestic and international partners on safety, security and defence issues
2. Enhance Canada's military presence as well as prevent and respond to safety and security incidents in the Arctic and the North
3. Strengthen Canada's domain awareness, surveillance and control capabilities in the Arctic and the North
4. Enforce Canada's legislative and regulatory frameworks that govern transportation, border integrity and environmental protection in the Arctic and the North
5. Increase the whole-of-society emergency management capabilities in Arctic and northern communities
6. Support community safety through effective and culturally-appropriate crime prevention initiatives and policing services

Goal 8: Reconciliation supports self-determination and nurtures mutually respectful relationships between Indigenous and non-Indigenous peoples

In its final report, the Truth and Reconciliation Commission of Canada describes reconciliation as "establishing and maintaining a mutually respectful relationship between Aboriginal and non-Aboriginal peoples in this country. In order for that to happen, there has to be awareness of the

past, acknowledgement of the harm that has been inflicted, atonement for the causes and action to change behaviour.”

The Qikiqtani Truth Commission based in Nunavut also called for a new relationship between government and Qikiqtani Inuit grounded in “awareness and acknowledgement of past wrongs, and commitment on both sides to collaborate in building a better future.” In recent years, the Government of Canada has publicly recognized the negative impacts of its past policies upon Indigenous peoples, for instance through the:

- Statement of Apology to Former Students of Indian Residential Schools in 2008)
- Apology for the Inuit High Arctic relocation in 2010
- Statement of Apology on Behalf of the Government of Canada to Former Students of the Newfoundland and Labrador Residential Schools in 2017

The Government of Canada will continue to redress past wrongs, acknowledge harm and raise awareness. The government is also working to take actions to improve and renew relationships with Indigenous peoples through distinctions-based approaches that respect the unique rights, interests and circumstances of Inuit, First Nations and Métis peoples. The Government of Canada is moving towards the recognition and implementation of rights as the basis for Canada’s relationship with Inuit First Nations and Métis. Canada has also committed to exploring new ways of working together, including through the Inuit-Crown Partnership and the other permanent bilateral mechanisms formed to jointly advance shared priorities.

The improvement and devolution of governance to give all people in Canada’s Arctic and north more control over their lives will underpin reconciliation, build long-term capacity and contribute to the building of healthier and more resilient communities. The vast majority of Indigenous self-governments are found in the north. Innovative approaches to self-determination have also been established through public governments.

One of the roles of the federal government is to advance self-determination for Canada’s Arctic and northern residents, including the devolution of province-like powers to territorial governments. This helps enable a locally-based approach to reconciliation, to be undertaken together by the peoples of the Arctic and north.

In addition to the recognition of rights and innovative forms of governance and collaboration, reconciliation in Canada’s Arctic and north means closing the socio-economic gaps that exist between Arctic and northern Indigenous peoples and other Canadians. Canada will work with Indigenous governments and organizations, territories, provinces and other partners to close these gaps. This will be achieved, in part, through the implementation of the:

- *Calls to Action of the Truth and Reconciliation Commission of Canada*
- *United Nations Declaration on the Rights of Indigenous Peoples*
- goals and objectives articulated in this framework

Goal 8 objectives

1. Honour, uphold and implement the rights of Arctic and northern Indigenous peoples, including those outlined in historic and modern treaties and in the *United Nations Declaration on the Rights of Indigenous Peoples*
2. Change federal operating practices and processes in support of increased self-determination and representation of Arctic and northern Indigenous peoples, and recognize the unique operating environment of various Indigenous and public governments in the Arctic and north
3. Ensure that Arctic and northern Indigenous peoples have the opportunity, choice and capacity to enter into treaties, agreements and other constructive arrangements with the Crown that provide a foundation for ongoing relations
4. Reclaim, revitalize, maintain and strengthen the cultures of Arctic and Northern Indigenous peoples, including their languages and knowledge systems
5. Complete outstanding devolution commitments, including the devolution of land, inland waters and resource management in Nunavut
6. Work with Indigenous governments and organizations, provinces, territories and other partners to close socioeconomic gaps between Arctic and northern Indigenous peoples and other Canadians
7. Continue to redress past wrongs against Indigenous peoples

Conclusion: Next steps

The development of this framework has strengthened collaborative relationships between framework partners and among federal government departments. This development of new ways of working together is, in itself, a significant achievement.

In the second phase of the framework, governance mechanisms will be co-developed through discussions among framework partners, the governments and Indigenous peoples' organizations that worked together on the first part of the framework. These mechanisms will describe how partners will regularly collaborate to share information and assess progress on framework implementation, building on significant developments in governance over the last 50 years. Governance mechanisms will:

- support the jurisdictional and institutional landscape created by devolution, modern treaties and land claim and self-government agreements
- adhere to the principles of partnership articulated in *A New Shared Arctic Leadership Model*, the final report of Mary Simon, the Minister's Special Representative on Arctic Leadership
- meet partners' expectations for meaningful, ongoing involvement in policy decisions related to their interests
- provide a forum for all partners to be regularly convened for collaborative discussions on implementation of the framework
- commit to reconciliation in the context of renewed federal-provincial-territorial-Indigenous relationships
- ensure that existing fora, such as the Inuit Crown Partnership Committee, the Yukon Forum, and the Intergovernmental Council of the Northwest Territories, are leveraged to assist in implementation

- reflect the authorities and powers of territorial, provincial and Indigenous governments

Financial investment in the framework will be an integral element of its success. Partners will work together to develop an implementation and investment plan. The plan will outline how new investments together with other economic and regulatory levers will be used to contribute to implementation of the framework.

The implementation and investment plan will:

- define new investments
- provide information on how partners' funding initiatives are aligned with and supportive of the goals and objectives described in the ANPF policy statement, including in partner chapters
- provide strategic alignment and flexibility of investments to accommodate the unique nature of 'doing business' in the Arctic and north
- define indicators, data collection and reporting commitments related to specific funding and initiatives

Annex: Principles for the Arctic and Northern Policy Framework

The principles below were developed to provide continuing guidance on implementation of the framework.

- Decisions about the Arctic and the North will be made in partnership with and with the participation of northerners, to reflect the rights, needs and perspectives of northerners
- The rights and jurisdictions of Canada's federal, territorial, provincial Indigenous and municipal governments will be respected
- Development should be sustainable and holistic, integrating social, cultural, economic and environmental considerations
- Ongoing reconciliation with Indigenous peoples, using the work of the Truth and Reconciliation Commission as a starting point, is foundational to success
- As climate change is a lived reality in the region, initiatives will take into account its various impacts, including its impact on Indigenous northerners, who continue to rely on the land and wildlife for their culture, traditional economy, and food security
- Policy and programming will reflect a commitment to diversity and equality, and to the employment of analytical tools such as Gender-Based Analysis Plus to assess potential impacts on diverse groups of people
- The framework will respect a distinctions-based approach to ensure that the unique rights, interests and circumstances of Inuit, Arctic and northern First Nations and Métis are acknowledged, affirmed and implemented

- The Government of Canada recognizes Inuit, First Nations, and Métis as the Indigenous peoples of Canada, consisting of distinct, rights-bearing communities with their own histories, including with the Crown
 - The work of forming renewed relationships based on the recognition of rights, respect, co-operation and partnership must reflect the unique interests, priorities and circumstances of each people
- Every sector of society, from the private sector to universities and colleges, the not-for-profit sector, community-based organizations and individual Canadians, has an important part to play in building a strong Canadian Arctic and North.

Introduction to partners' chapters

The content in the Arctic and Northern Policy Framework was discussed over the course of more than a year by the partners in the co-development process. The ideas, the aspirations, and the goals and objectives are the result of the meeting of many minds and perspectives. This often meant compromise on the part of governments and Indigenous partners as we strove for consensus. As part of the development of the framework, we decided it was important for partners to be able to express themselves directly, to lay out their visions, aspirations and priorities. While the framework chapters are an integral part of this process, they do not necessarily reflect the views of either the federal government, or of the other partners.

Arctic and Northern Policy Framework International chapter (September 2019)

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Our reality

Permanent Participants

Six Indigenous peoples' organizations are Permanent Participants at the Arctic Council. The category of "Permanent Participant" was created to provide for the active participation and full consultation of the Arctic Indigenous representatives within the Arctic Council.

Indigenous peoples from Canada are represented by the following organizations:

- **Arctic Athabaskan Council (AAC)** represents approximately 45,000 people across Northwest Territories, Yukon and Alaska.
- **Gwich'in Council International (GCI)** represents approximately 9,000 Gwich'in in Northwest Territories, Yukon and Alaska.
- **Inuit Circumpolar Council (ICC)** represents approximately 160,000 Inuit of Canada, Alaska, Chukotka (Russia) and Greenland.

Canada is one of 8 Arctic states; the others are Kingdom of Denmark (including Greenland and Faroe Islands), Finland, Iceland, Norway, Russia, Sweden and the United States. There are 4 million people living in the circumpolar Arctic, including approximately half a million Indigenous peoples.

The circumpolar Arctic is well known for its high level of international cooperation on a broad range of issues, a product of the robust rules-based international order that is the sum of international rules, norms and institutions that govern international affairs in the Arctic. Despite increased interest in the region from both Arctic and non-Arctic states, Canada continues to cooperate effectively with international and domestic partners to ensure the Arctic remains a region of peace and stability.

For Canada, the Arctic Council is the pre-eminent forum for Arctic cooperation. Established in 1996 in Ottawa, the Council brings together Arctic states, Indigenous peoples and observers to address sustainable development and environmental protection of the Arctic, issues of importance to Northerners. The Council is especially notable for the inclusion of Indigenous peoples' organizations that sit at the table alongside Arctic states to participate in discussions. This arrangement has been crucial to the Arctic Council's success, as it ensures Indigenous voices are heard and reflected in Arctic Council deliberations and decisions.

The Arctic Council's work has led to the development of other forums that examine specific issues, such as coordinated response to emergencies at sea through the Arctic Coast Guard

Forum; economic development through the Arctic Economic Council; and circumpolar education and research through the University of the Arctic (UArctic). Other multilateral institutions that are important to Canada include a number of United Nations (UN) organizations that make decisions affecting the Arctic on a wide range of issues including climate change, shipping and contaminants.

An extensive international legal framework applies to the Arctic Ocean. The law of the sea, including the UN Convention on the Law of the Sea (UNCLOS), sets out states' rights, jurisdiction and obligations in various maritime zones, the delineation of the outer limits of the continental shelf, navigation, managing natural resources, the protection of the marine environment and other uses of the sea.

Canada is one of 5 Arctic Ocean Coastal States (A5); the others are Kingdom of Denmark, Norway, Russia and the United States. The A5 have a clear interest in decision-making related to the management of the Arctic Ocean.

There are an increasing number of legally binding treaties on a wide range of Arctic-specific issues. The Arctic Council has provided a forum for the negotiation of 3 important legally binding treaties on scientific cooperation, oil spill preparedness and response, and search and rescue. Treaties have also been negotiated outside the auspices of the Arctic Council on issues such as fisheries, polar bear and caribou management, to name only a few.

While Canada has a long history of bilateral cooperation with Arctic states to address Arctic-related issues, cooperation with non-Arctic states is a new but growing area of cooperation. Thirteen non-Arctic states from Europe and Asia have been admitted as accredited observers to the Arctic Council. Many of these states have developed their own Arctic policies and strategies and are looking to increase their engagement in the region.

International cooperation in the Arctic, as in other regions of the world, is guided by the UN's 2030 Agenda for Sustainable Development. The 2030 Agenda is a people-centred global framework focusing on 17 sustainable development goals (SDGs) that balance the social, economic and environmental dimensions of sustainable development and integrate peace, governance and justice elements. The SDGs are universal in nature, meaning that Canada has committed to implementing them at home and abroad.

Challenges and opportunities

The Arctic is a geopolitically important region. Global interest in this region is surging as climate change and natural hazards profoundly affect the Arctic. Climate-driven changes are making Arctic waters more accessible, leading to growing international interest in the prospects for Arctic shipping, fisheries and natural resources development. At the same time, there is growing international interest in protecting the fragile Arctic ecosystem from the impacts of climate change.

The Government of Canada is firmly asserting its presence in the North. Canada's Arctic sovereignty is longstanding and well established. Every day, through a wide range of activities,

governments, Indigenous peoples, and local communities all express Canada's enduring sovereignty over its Arctic lands and waters. Canada will continue to exercise the full extent of its rights and sovereignty over its land territory and its Arctic waters, including the Northwest Passage.

Looking to the future, Canada sees 3 key opportunities in the circumpolar Arctic:

1. **Strengthen the rules-based international order in the Arctic**, which has already helped ensure the region remains peaceful and stable. The international order in the Arctic is not static; rules and processes evolve over time to address new opportunities and challenges. Canada has an opportunity to bolster its international leadership to ensure that the evolving international order in the Arctic is shaped in a manner that protects and promotes Canadian interests and values, such as human and environmental security, gender equality and meaningful engagement of Northerners, especially Indigenous peoples.
2. **More clearly define Canada's Arctic boundaries**, including by defining the outer limits of Canada's continental shelf in the Arctic Ocean and seeking appropriate opportunities to resolve outstanding boundary issues. International rules and institutions will play an important role in helping Canada address these issues.
3. **Broaden Canada's international engagement to contribute to the priorities of Canada's Arctic and North**, including socio-economic development, enhanced knowledge, environmental protection and reconciliation with Indigenous peoples. In a globalized world, addressing many of the issues facing Canada's Arctic and North requires all levels of government to use both domestic and international policy levers. This work will be guided by Canada's commitment to implement the 2030 Agenda for Sustainable Development and the UN Declaration on the Rights of Indigenous Peoples, and to advance Indigenous rights globally.

Across these proposed areas of circumpolar cooperation, Canada continues to champion the integration of diversity and gender considerations into projects and initiatives, guided by Canada's feminist foreign policy. Like other Canadians, Arctic and Northern peoples are diverse, and policy solutions must be tailored to their unique needs with respect to gender, sexual orientation, ethnicity and socio-economic status. We know from practice that respect for diversity and gender equality is a source of strength and can drive socio-economic development in the circumpolar Arctic.

Priorities and proposed activities

Moving forward, Canada will pursue a vigorous and principled international Arctic policy that positions us to address these three key opportunities facing the circumpolar Arctic. To meet these opportunities, Canada's international activities will be guided by the six following goals.

Goal: The rules-based international order in the Arctic responds effectively to new challenges and opportunities

Canada's international engagement will contribute to the following objectives:

- bolster Canadian leadership in multilateral forums where polar issues are discussed and decided upon
- enhance the representation and participation of Arctic and Northern Canadians in relevant international forums and negotiations
- strengthening bilateral cooperation with Arctic and key non-Arctic states and actors
- defining more clearly Canada's marine areas and boundaries in the Arctic

An effective rules-based international order in the Arctic is essential for maintaining peace and stability in the region and helping Arctic and Northern peoples thrive socially, economically and environmentally. Canada will both utilize and support the international order in 4 key ways.

First, we will strengthen our leadership and engagement in the key multilateral forums that make decisions affecting the Arctic. We will focus our engagement in the Arctic Council, seeking to increase the impact of its work to Northerners. We will prioritize meaningful Canadian participation and contributions to the work of the Arctic Council's working groups and task forces, with a particular focus on bolstering the Council's work on the human dimension, including social, health, economic and cultural issues. We will also continue to advocate for the modernization of the Arctic Council, notably its ongoing transition from a policy-shaping to a policy-making body, improve monitoring and reporting of national implementation of Arctic Council recommendations and decisions, and enhance strategic communication of the Arctic Council's work at home and abroad.

As a coastal state, Canada will work with partners to enhance management of the Arctic Ocean through, among others, implementing the Agreement to Prevent Unregulated Fishing in the Central Arctic Ocean. Upon its entry into force, Canada will have a legal obligation to advance the Agreement's objectives, particularly in support of a joint program of scientific research and monitoring. We will also engage in other key multilateral forums including the Arctic Economic Council, Arctic Coast Guard Forum, North Atlantic Treaty Organization and key UN organizations that make decisions affecting the Arctic, such as the International Maritime Organization and the World Meteorological Organization.

Enhancing Canada's Global Arctic Leadership

Canada is strongly committed to enhancing our leadership in the Arctic Council in support of the rules-based international order in the Arctic.

To support this objective, Canada commits to the following actions:

- strengthening Government of Canada capacity to contribute to the work of the Arctic Council's working groups and task forces;

- establishing a Canadian-based permanent secretariat for the Sustainable Development Working Group that will bolster the Arctic Council's work on the human dimension;
- providing increased, coordinated and stable funding to strengthen the capacity of the Canada-based Indigenous Permanent Participants to engage in Arctic Council projects.

Second, Canada will enhance the representation and participation of Arctic and Northern Canadians, especially Indigenous peoples, in relevant international forums and negotiations. In the Arctic Council, Canada has seen firsthand the valuable contributions Indigenous peoples and Northerners make by bringing their unique concerns and perspectives to the table and how this leads to better decision making. However, Indigenous Permanent Participants face considerable capacity challenges keeping up with the growing workload of the Arctic Council and other multilateral forums that make decisions affecting the Arctic. Canada will, therefore, seek to enhance the capacity of the Canada-based Indigenous Permanent Participants and champion the enhanced representation of Arctic and Northern Indigenous peoples in relevant international forums, key multi-stakeholder events, and treaty negotiations.

Canada will also take a more collaborative approach to international Arctic policy through early and sustained engagement with territorial and provincial governments, Indigenous partners and Arctic and Northern peoples more generally. We will strengthen existing domestic engagement mechanisms on Canada's international Arctic policy that bring together federal, territorial, provincial and Indigenous officials. We will promote opportunities for territorial, provincial and Indigenous partners to support or join the Canadian delegation at international Arctic meetings, key multi-stakeholder events such as Arctic Circle and treaty negotiations. We will enhance domestic communication efforts to inform and keep Arctic and Northern peoples up-to-date on the full breadth of Canada's international Arctic engagement. We will also increase engagement with Arctic and Northern youth and civil society in order to create new partnerships in support of shared objectives in the region.

Third, Canada will strengthen bilateral cooperation with Arctic and key non-Arctic states and actors by leveraging its global network of diplomatic missions. Specifically, we will target cooperation with our North American Arctic partners: the United States-Alaska and Kingdom of Denmark-Greenland. Demographic, geographic and socio-economic similarities between the Canadian Arctic and North, Alaska and Greenland provide a strong case for cooperation. We will also work closely with territorial, provincial and Indigenous partners to identify opportunities for new or enhanced sub-national cooperation with Alaska and Greenland. We will also expand our engagement in existing bilateral partnerships, such as the North American Aerospace Defence Command.

Additionally, we will regularize a bilateral dialogue with the United States on Arctic issues as this will strengthen the leadership role both countries take on Arctic issues and enhance the Canada-U.S. bilateral relationship across government and with Northerners.

We will pursue enhanced cooperation with the five Nordic states, including Denmark, Finland, Iceland, Norway and Sweden, as like-minded partners in the Arctic that provide important regional perspectives. We will achieve this goal by seeking to establish regular bilateral Arctic

dialogues with the Nordic states and exploring regional cooperation on a project basis with interested Nordic bodies such as the Nordic Council of Ministers.

We will take steps to restart a regular bilateral dialogue on Arctic issues with Russia in key areas related to Indigenous issues, scientific cooperation, environmental protection, shipping and search and rescue. Such dialogues recognize the common interests, priorities and challenges faced by Canada, Russia and our respective Arctic and Northern communities as they struggle to adapt to and thrive in rapidly changing conditions, such as sea-ice loss, permafrost thaw and land erosion.

Continental Shelf

On May 23, 2019 Canada filed a 2100-page submission on the outer limits of the continental shelf in the Arctic Ocean. The submission was prepared in accordance with the scientific and legal requirements set out in the UN Convention on the Law of the Sea. It includes 1.2 million square kilometres of seabed and subsoil in the Arctic Ocean and includes the North Pole.

We will also consider establishing Arctic dialogues with key non-Arctic states and actors, where practical, to discuss issues of mutual interest. We will prioritize cooperation with non-Arctic states and actors whose values and scientific, environmental and/or economic interests align with the priorities of Canada's Arctic and Northern peoples as well as Canada's national security interests. Another criterion for cooperation will focus on non-Arctic states who uphold Arctic and Northern values and interests, such as sustainable harvesting of Arctic wildlife and the Indigenous right to self-determination.

Fourth, Canada will work to more clearly define its marine areas and boundaries in the Arctic. Canada has filed a submission on the outer limits of its continental shelf in the Arctic Ocean to the Commission on the Limits of the Continental Shelf and will carry out the necessary post-filing work required to gain international recognition for these outer limits. We will also seek appropriate opportunities to resolve, peacefully and in accordance with international law, Canada's 3 outstanding boundary disputes, one with the United States in the Beaufort Sea and two with the Kingdom of Denmark regarding the Lincoln Sea and Hans Island, as well as any continental shelf overlaps. Further, we will modernize the data used to establish the baselines from which Canada's maritime zones in the Arctic are measured.

Goal: Canadian Arctic and Northern Indigenous peoples are resilient and healthy

Canada's international engagement will contribute to the following objectives:

- eradicate hunger
- reduce suicides
- strengthen mental and physical well-being
- create an environment in which children will thrive, through a focus on education, culture, health and well-being
- close the gaps in education outcomes

- provide ongoing learning and skills development opportunities, including Indigenous-based knowledge and skills
- strengthen Indigenous cultural and family connections across international boundaries

Peoples and communities will continue to be at the heart of Canada's international Arctic engagement. Canada will target its international engagement to advance the goal of healthy and resilient Arctic and Northern peoples, both at home and abroad. Canada's international engagement will be undertaken in an integrated and holistic manner, in recognition that physical and mental health, education, food security and economic development are all interconnected.

Youth engagement

As a significant demographic in the Canadian Arctic and North, youth are an asset in developing resilient and healthy communities. Canada is committed to providing our Arctic and Northern youth with increased opportunities to participate in, and benefit from, Canada's international Arctic agenda.

To support this objective, Canada commits to the following actions:

- strategically increasing the University of the Arctic's (an international network of universities, colleges, research institutes and other organizations concerned with education and research in and about the Arctic) activities and programming in Canada's Arctic and North;
- enhancing opportunities for youth engagement in the development and implementation of Canada's international Arctic policy and programming.

Canada's international policy will help foster learning and skills development opportunities to Arctic and Northern peoples. We will support circumpolar exchange of information and best practices on early learning as well as post-secondary and early career skills development in remote Arctic and Northern communities. We will also continue to pursue measures that provide Canada's Arctic and Northern youth with international learning opportunities.

Food security is a critical issue for Canada's Arctic and Northern peoples. Canada will work with other Arctic states to identify best practices for increasing the region's food production in support of enhanced food security. We know that Indigenous peoples and women are disproportionately affected by food insecurity, and we will account for that as we undertake this work.

Delivering health-care services can be challenging in the Arctic and North due to the lack of infrastructure and trained professionals, the small populations spread out over vast distances and a need to deliver services in an inclusive, culturally appropriate and responsive manner. Arctic states have pursued different measures for mitigating these challenges, and this presents opportunities to learn from each other's experiences. Canada will prioritize circumpolar exchange of information and best practices and develop culturally relevant and gender-sensitive initiatives related to health and mental wellness in Arctic and Northern communities, with a focus on suicide prevention.

Canada recognises the need to take action to help strengthen long-standing Arctic and Northern Indigenous cultural and family connections across international boundaries. The drawing of boundaries between states separated Indigenous families and cultures and limited their freedom of movement and trade, which has negatively affected many Indigenous communities. We will work to reduce barriers to the mobility of First Nations and Inuit across the Canada-Alaska border, and Inuit mobility across the Canada-Greenland boundary.

Goal: Strong, sustainable, diversified and inclusive local and regional economies

Canada's international engagement will contribute to the following objective:

- Enhance opportunities for trade and investment

From the development of world-class mines to globally acclaimed arts and culture to a robust tourism industry that attracts visitors from around the globe, Canada's Arctic and North has the potential to become a major exporting region and a leading destination for foreign investment. Canada will help fulfill the region's economic potential through enhanced international trade and foreign investment opportunities, which will build on the region's already strong \$2.2 billion in annual exports.¹ Our approach to international trade and foreign investment will be guided by the Pan-Territorial Vision for Sustainable Development, which emphasizes resource development, economic diversification, infrastructure and innovation.

To date, Canada has negotiated 14 international trade agreements that provide access for Canadian exporters to 1.5 billion consumers and \$9.3 trillion in combined gross domestic product. While access to international markets is vital, it is not enough to create jobs and prosperity for Arctic and Northern peoples. Canada must do a better job at helping Arctic and Northern businesses (with unique needs compared to southern businesses) actively pursue international economic opportunities that are aligned with local interests and values.

To address this gap, Canada will use its Trade Commissioner Service to better connect Arctic and Northern businesses, including Indigenous-led businesses and women entrepreneurs, with export opportunities provided by free trade agreements, increase their awareness of Canadian Trade Commissioner Service resources, and help them attract and retain foreign direct investment that increases Canada's competitiveness and safeguards our national security. In addition, through programs such as the National Trade Corridors Fund, Canada will also prioritize investments that strengthen the efficiency, resilience and safety of Arctic and Northern transportation infrastructure and support international trade to and from Canada's Arctic and North.

In line with its Trade Diversification Strategy, Canada is advancing an inclusive approach to trade that ensures all segments of society, including under-represented groups, can take advantage of the opportunities that flow from trade and investment. The approach includes engaging in ongoing dialogue with a wide range of Indigenous partners, so that the Arctic and Indigenous perspectives are reflected in Canada's trade agreements. For example, in the Canada-

¹ 2016 exports from the Northwest Territories, Nunavut and Yukon.

U.S.-Mexico Agreement, Canada successfully incorporated a general exception that confirms Canada can adopt or maintain measures it deems necessary to fulfill its legal obligations to Indigenous peoples. Other provisions recognize the role and priorities of Indigenous peoples in chapters including environment, investment, textiles and apparel goods, seeking to move toward a more equitable approach for Indigenous peoples in their access to, and ability to benefit from, trade and investment.

Canada will work with Indigenous peoples to engage internationally in support of traditional livelihoods including hunting, fishing and the arts. Specifically, we will support and promote international trade and market access for Indigenous harvested and produced goods, which are too often the targets of unfair trade barriers and animal rights campaigns. We will continue to work closely with Indigenous peoples to ensure that Indigenous and commercial harvesting of Arctic wildlife in Canada is sustainable and effectively managed, and that resources are conserved for future generations.

Canada will support circumpolar business-to-business activities through the Arctic Economic Council (AEC), a product of Canadian leadership and diplomacy. The AEC aims to facilitate responsible business and economic development of the Arctic and its communities by sharing and advocating for best practices, technological solutions and standards. We will enhance Canadian representation and contributions to the work of the AEC to ensure Canadian interests are well represented in its work.

Goal: Knowledge and understanding guides decision making

Canada's international engagement will contribute to the following objective:

- Increasing international polar science and research collaboration with full inclusion of Indigenous knowledge

International cooperation can help us eliminate gaps in our knowledge of the Arctic and North, particularly given the complexities, interconnectedness and costs related to polar science and research. Canada is well placed to play a central role, given our world-class monitoring and research infrastructure assets and our international reputation for high-quality Arctic knowledge and research.

We will achieve our objective of increasing international polar science and research collaboration by providing support for Canadian researchers, including Indigenous knowledge holders conducting international science and research collaboration projects in the circumpolar Arctic. We will complete a review of Canada's international science, technology and innovation agreements to identify opportunities for incorporating Arctic components. We will also strengthen our participation in relevant international scientific and technical bodies, including the working groups of the Arctic Council, Sustaining Arctic Observing Networks, International Arctic Science Committee, Arctic Spatial Data Infrastructure and Open Geospatial Consortium.

Canada will prioritize implementing the Agreement on Enhancing International Arctic Scientific Cooperation, which seeks to enhance circumpolar cooperation that advances our knowledge of

the Arctic. We will promote research that values early and sustained collaboration with Arctic peoples and Northerners, and incorporates Indigenous knowledge alongside science in research efforts. We will also improve the international sharing of scientific data and facilitate the movement of recognized international researchers and equipment within our boundaries. In particular, international scientists will be welcomed to our cutting-edge labs and facilities, including the new Canadian High Arctic Research Station campus in Cambridge Bay, Nunavut. We will also ensure that international researchers are informed and respectful of existing laws, regulations, permitting schemes and the expectations of the region or community they seek to operate in.

While there is growing appreciation of how Indigenous knowledge improves our understanding of the Arctic and North, barriers remain to its equitable and respectful inclusion within international forums. Given our experience in incorporating Indigenous knowledge in domestic decision making, Canada will champion the meaningful inclusion of Indigenous knowledge in international forums that make decisions affecting the Arctic. Alongside Indigenous representatives from Canada, we will seek international support for the terminology of Indigenous knowledge and we will advocate for meaningful and respectful partnerships between Arctic researchers and Indigenous knowledge holders in producing new knowledge.

Goal: Canadian Arctic and Northern ecosystems are healthy and resilient

Canada's international engagement will contribute to the following objectives:

- accelerate and intensify national and international reductions of greenhouse gas (GHG) emissions and short-lived climate pollutants
- ensure conservation, restoration and sustainable use of ecosystems and species
- support sustainable use of species by Indigenous peoples
- partner with territories, provinces and Indigenous peoples to recognize, manage and conserve culturally and environmentally significant areas
- facilitate greater understanding of climate change impacts and adaptation options through monitoring and research, including Indigenous-led and community-based approaches
- enhance support for climate adaptation and resilience efforts
- enhance understanding of the vulnerabilities of ecosystems and biodiversity and the effects of environmental change
- ensure safe and environmentally-responsible shipping
- strengthen pollution prevention and mitigation regionally, nationally and internationally

The circumpolar Arctic is warming two to three times more rapidly than the global mean, even though the region is not a leading source of anthropogenic GHG emissions. Canada is taking ambitious action at home to reduce GHG emissions and drive clean growth, but these actions alone will not be enough to avert the climate change impacts already being experienced in the region. In order to slow the rate of climate change, Canada must work with countries around the world, especially major emitters, to accelerate and intensify international reductions of GHG emissions and short-lived climate pollutants.

To achieve this objective, Canada supports early, ambitious and full domestic and international implementation of the Paris Agreement, including the goal of holding the increase in global average temperature to well below 2°C and pursuing efforts to limit the temperature increase to 1.5°C. Recent studies indicate that strong and immediate global action on both carbon dioxide and short-lived climate pollutants is needed to meet these temperature goals. We will support and enhance international efforts through the Arctic Council, UN bodies and other forums to reduce emissions of short-lived climate pollutants, especially black carbon, which has a disproportionate impact on the Arctic. We will facilitate and support the enhancement of Indigenous peoples' international action on climate change issues under the UN Framework Convention on Climate Change, including by advancing the implementation of its Local Communities and Indigenous Peoples Platform, supporting the establishment of the Indigenous Peoples Focal Point and seeking opportunities to enhance the meaningful involvement of Arctic and Northern Indigenous youth. Finally, we will champion a number of circumpolar initiatives that support the development and deployment of green energy in Arctic and Northern communities, including initiatives related to exchanging knowledge and expertise on renewable and alternative energy technologies.

Canada will also prioritize international cooperation to strengthen the climate resiliency of Arctic and Northern peoples, taking into consideration that women and men sometimes experience certain effects of climate change differently. Arctic and Northern communities, including Indigenous peoples, are among the most exposed to the impacts of climate change, which affects infrastructure, sources of food and water, and physical and mental health. Canada will contribute to the development of tools and scientific assessments on climate change through the Arctic Council, the World Meteorological Organization and the Intergovernmental Panel on Climate Change, where we are committed to strengthening the inclusion of Indigenous knowledge. We will also exchange knowledge and best practices on climate change adaptation through the Arctic Council and other forums, with the goal of increasing local and Indigenous capacity to understand and respond to the impacts of climate change. Canada's space assets (e.g. satellites and associated infrastructure) and Earth observation data will support informed environmental and regulatory decisions and enhance knowledge of changing permafrost, ice, snow, glaciers and ecosystems.

Given our extensive Arctic coastline, Canada will champion regional and international cooperation to protect the Arctic marine environment that is evidence-based and respectful of sub-national and Indigenous interests. The Arctic marine environment is undergoing profound changes from climate change, including acidification and sea ice melt, which are negatively affecting marine biodiversity and the local and Indigenous communities who rely on these waters as a travel corridor and source of food and income. We will encourage the timely ratification and implementation of the International Agreement to Prevent Unregulated High Seas Fisheries in the Central Arctic Ocean and are committed to actively contributing to the joint program of scientific research and monitoring, under which Arctic fisheries-related research and monitoring are expected to increase.

Canada will cooperate with neighbouring and other states on sustainable marine spatial management of shared ocean areas, including through the establishment of evidence-based marine protected areas. We will work internationally to conserve and protect marine areas of

ecological, biological and cultural significance, which may be transboundary or extend beyond Canadian waters. In particular, Canada will partner with Inuit communities and organizations, the governments of Nunavut, Greenland and Denmark and the Inuit Circumpolar Council to expeditiously implement measures in response to the recommendations of the Pikialasorsuaq Commission. We will take an active role in supporting the development of a pan-Arctic network of marine protected areas at the Arctic Council and we will continue to partner with Indigenous peoples to recognize and manage culturally and environmentally significant areas and pursue additional conservation measures, including those led through Indigenous management authorities.

Shipping through Arctic waters is expected to increase, presenting risks to the fragile Arctic marine environment if not managed carefully. International cooperation is therefore essential for managing these risks while protecting competitiveness, given the global nature of shipping. The International Code for Ships Operating in Polar Waters, adopted in 2015 and known as the Polar Code, sets out international safety and pollution prevention regulations. Canada will continue to explore opportunities for the international community to address other safety and separate environmental issues not currently captured by the Polar Code, including its potential application to other types of ships, as well as issues such as underwater noise and grey water. We will support international efforts to mitigate the risks posed by heavy fuel oil. We will also lead efforts at the Arctic Council and other forums to support the environmental and cultural goals of low-impact shipping corridors, recognizing that safe and efficient marine transportation is key to economic development and to unlocking commercial opportunities in Canada's Arctic and North.

Canada will continue to actively engage in international cooperation to reduce releasing contaminants that may have harmful impacts on human health, especially on Indigenous women and children, wildlife and the environment. While most of these contaminants originate elsewhere, they are found throughout the Arctic and include persistent organic pollutants (POPs), mercury, chemicals of emerging concern, hazardous waste and other types of waste such as marine litter and microplastics. Canada will build on the successful history of international cooperation through the Arctic Council, UN organizations and other forums to ensure that existing multilateral agreements on POPs and mercury are implemented, new pollution is prevented and the effectiveness of these agreements is monitored. We will also work to extend the endorsement of the Ocean Plastics Charter to other countries and encourage further action from Arctic states on marine litter, including plastics and microplastics.

Canada will ensure international cooperation is in place to effectively conserve Arctic biodiversity. We will ensure existing international agreements are implemented, honoured and remain effective in conserving Arctic biodiversity. In particular, we will prioritize cooperation with the United States to ensure the protection and long-term survival of the Porcupine caribou, a species that is vital to Gwich'in culture and livelihood. We will maintain an active and constructive role in efforts related to a new UN agreement on the conservation and sustainable use of marine biodiversity in areas beyond national jurisdiction. We will also ensure continued Indigenous representation in binational management boards, such as the Yukon River Panel and Porcupine Caribou Management Board.

At the same time, Canada will advocate against international efforts that are not supported by science or Indigenous knowledge that seek to prohibit the sustainable use of Arctic wildlife. We will continue to ensure that Indigenous and commercial harvesting of Arctic wildlife in Canada is sustainable and effectively managed, and the resources are conserved for future generations.

Goal: Reconciliation supports self-determination and nurtures mutually respectful relationships between Indigenous and non-Indigenous peoples

Canada's international engagement will contribute to the following objective:

- reclaim, revitalize, maintain and strengthen the cultures of Arctic and Northern Indigenous peoples, including their languages and knowledge systems

Canada will use its international engagement to preserve and promote Arctic and Northern Indigenous languages, many of which transcend national boundaries. Indigenous languages are essential for the preservation of Indigenous culture and the well-being of Indigenous peoples and communities. Due to globalization and past government policy, the survival of Indigenous languages across the circumpolar region is under increasing threat. We will work with our Arctic partners to facilitate knowledge exchange and best practices related to Indigenous language assessment, monitoring and revitalization.

Canada will promote its globally renowned Arctic and Northern arts and culture sector. Arts and culture have served as important forms of self-expression that have enhanced mental and spiritual well-being and are important sources of economic income for Indigenous peoples. We will encourage and enable collaboration between Arctic and Northern Indigenous and non-Indigenous artists, creators and cultural agencies across the circumpolar region. We will also enhance international marketing and promotion of artists from Canada's Arctic and North.

Arctic and Northern Policy Framework: Safety, security, and defence chapter (September 2019)

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In the Arctic and in the North, as in the rest of Canada, safety, security and defence are essential prerequisites for healthy communities, strong economies, and a sustainable environment. This chapter of the Arctic and Northern Policy Framework lays out the objectives and activities that the Government of Canada will pursue through to 2030 as part of its commitment to a safe, secure, and well-defended Arctic and North, and as a continued expression of Canada's enduring sovereignty over our lands and waters.

Canada's Arctic and Northern governments and communities are at the heart of security in the region. Partnership, cooperation and shared leadership are essential to promoting security in this diverse, complex and expansive area. Working in partnership with trusted international allies and all levels of government, including Indigenous communities, organizations and governments, Canada will continue to protect the safety and security of the people in the Arctic and the North, now and into the future.

The Arctic and Northern security environment

There is growing international interest and competition in the Canadian Arctic from state and non-state actors who seek to share in the region's rich natural resources and strategic position. This comes at a time where climate change, combined with advancements in technology, has made access to the region easier. While the Canadian Arctic has historically been — and continues to be — a region of stability and peace, growing competition and increased access brings safety and security challenges to which Canada must be ready to respond.

Climate change and increasing accessibility of the Arctic and Northern regions

Climate change is having far-reaching effects on the lives and well-being of Northerners. Extreme weather events, such as intense storms, wildfires, and floods are occurring more often and with greater severity. These events not only pose an immediate threat to the lives and property of Northerners, but can also impact the security of communities more broadly by severing the crucial transportation and communication links on which Northerners depend. Other climate change effects, including increasingly unpredictable weather patterns, melting permafrost, and changing sea ice conditions, can have an impact on food security, make transportation and travel more difficult, and endanger the stability and functioning of delicate ecosystems.

The remoteness of Arctic and Northern communities also poses a challenge with regard to critical infrastructure (CI) and emergency management (EM) considerations, which are likely to be exacerbated due to climate change. Melting ice could contribute to an increase in search and rescue requirements within the North. As such, monitoring capabilities of ice conditions and

icebergs will need to be augmented to support the increased marine traffic through Northern waterways and to proactively limit EM response requests through cohesive mitigation and prevention efforts. CI requirements will increasingly need to consider a changing demographic and environment to ensure continued provision of essential services and capabilities. Specifically, robust CI is required in order to support communications, EM and military capabilities, and safe transportation within the region.

Arctic Maritime traffic

Every year, more ships, including large government research vessels and commercial cargo vessels, navigate Northern waters. In 2017, more than 190 vessels undertook 385 reported voyages through the Canadian Arctic, a 22% increase over 2016

Tourism vessels are also not uncommon in the Canadian Arctic. In 2016, Northerners saw the first transit of a modern, 1000-passenger, foreign-based cruise ship through the entire Northwest Passage.

Although the warming of the Arctic and the North offers economic opportunities, which would bring much needed socio-economic development, employment and infrastructure investments that are acutely lacking in the region, higher levels of activity could bring the potential for damage to unique ecosystems and may also increase the risks associated with increased movement of people and goods, the pursuit of interests by foreign state and non-state actors in Canada's Arctic and northern territory, and human-induced disasters. It is not difficult to imagine, for example, how a naturally-occurring or human-induced disaster in the Arctic Archipelago would place tremendous strain on the capacities of all levels of government, as well as on local communities, to support affected people and minimize the damage to affected wildlife, infrastructure, and ecosystems.

Growing international interest in the Arctic

While Canada sees no immediate threat in the Arctic and the North, as the region's physical environment changes, the circumpolar North is becoming an area of strategic international importance, with both Arctic and non-Arctic states expressing a variety of economic and military interests in the region. As the Arctic becomes more accessible, these states are poised to conduct research, transit through, and engage in more trade in the region. Given the growing international interest and competition in the Arctic, continued security and defence of Canada's Arctic requires effective safety and security frameworks, national defence, and deterrence.

In particular, easier access to the Arctic may contribute to greater foreign presence in Canadian Arctic waterways. On this matter, Canada remains committed to exercising its sovereignty, including in the various waterways commonly referred to as the Northwest Passage.

Similarly, Canada's Arctic and natural resources are attracting interest from foreign states and enterprises. Foreign investment, research, and science have the potential to improve the lives of Northerners. However, some of these investments and related economic activities could seek to advance interests that may be in opposition to those of Canada. Recognizing that economic

growth and investment in the Arctic supports good jobs, healthy people and strong communities, there are also security risks associated with these investments that could impact the well-being of Northerners. Canada will continue to balance needed economic development while ensuring that security in the Arctic and the North is maintained.

While the circumpolar Arctic can and should continue to benefit from a deeply ingrained culture of international cooperation, this cooperation must not result in complacency at a time of increased interest and competition from both Arctic and non-Arctic states who see the region's political, economic, scientific, strategic and military potential. In some cases, states with interests in the Arctic are using a broad range of military capabilities and other state-controlled assets as they work to collect intelligence and position themselves to access or control sensitive sites, infrastructure, and strategic resources — potentially under the appearance of productive activities. In addition, rapid changes in military and strategic technologies including remotely-piloted systems, as well as the rise of competition in new domains such as space, artificial intelligence, and cyber, are likely to have a significant impact on the way states pursue their interests, and gives them the ability to project military force in the Arctic and North America. The long-term objectives of some of these states remain unclear, and their interests may not always align with our own.

Canada's interest is to maintain the long-standing peace and stability in the region. While Canada is open to cooperation with other states regarding the Arctic, our security priority will always be the protection of Northerners and our broader national interests against competing interests.

Taken together, the opportunities, challenges, increased competition, and risks created by a more accessible Arctic require a greater presence of security organizations, strengthened emergency management, effective military capability, and improved situational awareness. Meeting these demands necessitates a collaborative approach among all levels of government, as well as with Northerners, including Indigenous peoples, and in cooperation with the private sector where relevant to ensure that the region can prosper and that it continues to be a zone of peace and cooperation.

Goal: The Canadian Arctic and North and its people are safe, secure, and well-defended

One of the primary objectives of the Government of Canada is to protect the safety and security of Northerners and safeguard the ability to defend both the Canadian Arctic and North America now and into the future. To meet this goal the Government of Canada will continue to advance the following objectives:

- Strengthen Canada's cooperation and collaboration with domestic and international partners on safety, security and defence issues
- Enhance Canada's military presence as well as prevent and respond to safety and security incidents in the Arctic and the North
- Strengthen Canada's domain awareness, surveillance, and control capabilities in the Arctic and the North

- Enforce Canada’s legislative and regulatory frameworks that govern transportation, border integrity, and environmental protection in the Arctic and the North
- Increase the whole-of-society emergency management capabilities in Arctic and Northern communities
- Support community safety through effective and culturally-appropriate crime prevention initiatives and policing services

This approach is needed to secure Canada’s wider interests in the region, and to protect the people and communities who call the Canadian Arctic home.

Objective 1: Strengthen Canada’s cooperation and collaboration with domestic and international partners on safety, security and defence issues

The complexity of the Arctic security environment places a premium on collaboration between all levels of government, local and Indigenous communities and peoples, and trusted international partners. Keeping pace with the evolving safety, security, and defence challenges facing the Arctic and its peoples requires improving the ways we work together.

Domestic partnerships

To further our collective ability to operate and respond to the unique safety and security challenges in the Arctic, safety and security organizations at all levels will continue to work together to identify common priorities, synchronize planning, and enhance our interoperability, including in fora such as the Arctic Security Working Group.

Operation NANOOK — Canada’s signature domestic Arctic operation — reinforces the Canadian Armed Forces as a key partner in Arctic safety and security. Through Operation NANOOK, the Canadian Armed Forces delivers training, develops partnerships, and helps improve the readiness of federal, territorial, Indigenous, and municipal partners, as well as international partners. The Canadian Armed Forces also shares a number of facilities with local and federal partners, including a state-of-the-art cold-weather training facility in Resolute Bay, Nunavut, and Natural Resources Canada’s Polar Continental Shelf Program. Going forward, the Canadian Armed Forces will continue to use Operation NANOOK and shared facilities to foster a collaborative approach to addressing Arctic safety, security, and defence challenges.

Canadian Rangers

Canadian Rangers, a component of the Canadian Armed Forces Reserves, is the Canadian Armed Forces’ ‘eyes and ears’ in the Arctic and in the North. Its primary role is to provide a military presence in those sparsely settled Northern, coastal, and isolated areas of Canada which are not otherwise served by the Canadian Armed Forces.

The Canadian Armed Forces will also continue to deepen its extensive relationships with Indigenous governments, organizations and Northern communities, and will continue to engage

with local populations as a routine part of its Arctic operations and exercises. For example, the Canadian Armed Forces will continue to enhance training and the operational effectiveness of the Canadian Rangers so that they can better contribute and respond to safety and security incidents, strengthen domain awareness, and express Canadian sovereignty. The Government of Canada also attaches great value to the Junior Canadian Ranger program, as it provides opportunities for youth in remote Arctic and Northern communities to build and share traditional and other life skills in remote and isolated communities throughout the Arctic and North, and across Canada.

Likewise, Transport Canada, the Canadian Coast Guard, Environment and Climate Change Canada, and the Canadian Hydrographic Service of the Department of Fisheries and Oceans will work with territorial, provincial, and Indigenous governments to build partnerships to collaboratively manage shipping in the Arctic and the North. Together, partners will identify Northern Low-Impact Shipping Corridors, and develop a governance framework to promote safer marine transportation in the North and ensure the provision of essential services to Arctic and Northern communities while respecting the environment.

International cooperation

Just as partnerships at the domestic level are critical to ensuring the safety and security of Canada's Arctic, it is equally important to work with other Arctic states and international partners in the broader region. Through the Arctic Council's Emergency Prevention, Preparedness, and Response Working Group, for instance, a number of federal government departments collaborate with other Arctic states on how best to address natural or human-induced disasters. As a signatory to the Agreement on Cooperation on Aeronautical and Maritime Search and Rescue in the Arctic, Canada is also actively working alongside the other seven Arctic states to strengthen air and maritime search and rescue. Recognizing the shared challenge posed by search and rescue in the Arctic, this agreement, signed in 2011, coordinates international search and rescue coverage and response in the Arctic, and establishes the area of responsibility of each state. This agreement is one of many that Canada is a signatory to, which highlights the continued importance of international cooperation and our ability to comprehensively respond to incidents.

Building on this essential international cooperation, the Canadian Coast Guard is an active participant in the Arctic Coast Guard Forum, an independent, informal, and operationally-driven organization comprised of representatives from all Arctic states. The Forum is intended to foster safe, secure, and environmentally responsible maritime activity in the Arctic, and provide a venue for information sharing and joint exercises on issues including search and rescue and environmental response. Through this unique forum, the Canadian Coast Guard will continue to share best practices and Canadian expertise with its counterparts, while also supporting the broader environmental protection and sustainable development goals of the Arctic Council.

As the Arctic makes up a large portion of the air and maritime approaches to North America, Canada will continue to work in close partnership with the United States to ensure that we remain secure in North America by being positioned to deter and defend against threats to the continent, including from our Northern approaches. The binational North American Aerospace

Defense Command (NORAD), and the strong relationships fostered through the Tri-Command structure which includes NORAD, Canadian Joint Operations Command, and United States Northern Command, remain as relevant for continental defence today. Canada remains firmly committed to modernizing NORAD with the United States to meet current and future threats to North America, as outlined in the Joint Statement from President Donald Trump and Prime Minister Justin Trudeau, in February 2017.

Canada and its Arctic partners share many of the same challenges in the Arctic, which provides an opportunity to leverage each other's efforts in support of our common security. Through fora such as the Arctic Security Forces Roundtable, Canada will continue to work with Arctic and non-Arctic allies and partners to foster information-sharing, improve situational awareness, and enhance operational cooperation on a broad range of Arctic and regional issues.

Canada will also continue to work with the United States and Denmark — our eastern and western neighbours — and explore opportunities to collaborate with fellow NATO member Norway to increase surveillance and monitoring of the broader Arctic region. More broadly, as stated in *Strong, Secure, Engaged: Canada's Defence Policy*, Canada will seek opportunities to work with allies and partners, including with NATO, in support of our common commitment to security in the Arctic. As part of this commitment, the Canadian Armed Forces will increase its participation in regional multinational exercises and seek opportunities to incorporate key Arctic and non-Arctic allies and partners in joint activities in Canada's Arctic, including Operation NANOOK. Canada will also continue to develop science and technology partnerships with trusted partners in the fields of security and defence.

Objective 2: Enhance Canada's military presence as well as prevent and respond to safety and security incidents in the Arctic and the North

The Canadian Armed Forces

The Government of Canada is already taking steps to increase its Arctic and Northern footprint in support of regional safety and security. This effort is anchored in Canada's defence policy, *Strong, Secure, Engaged*, which recognizes that the Arctic region is of critical importance to the national security and defence of Canada and of North America. *Strong, Secure, Engaged* meets the need to enhance the Canadian Armed Forces' presence in the region over the long term by setting out the capability investments that will give the Canadian Armed Forces the mobility, reach, and footprint required to project force in the region in ways that defend our national interests and sovereignty, and better respond to the needs of those residing in Arctic and Northern communities. *Strong, Secure, Engaged* committed a number of key investments in the Arctic and the North, including six ice-capable Arctic Offshore Patrol Vessels, which are a part of the *National Shipbuilding Strategy*, all-terrain vehicles optimized for use in the Arctic environment, and space situational awareness to enhance and improve communications throughout Canada's Arctic region. These initiatives and investments are a small sampling of the various activities being carried out by the Canadian Armed Forces to defend Canada's Arctic and

North. A comprehensive account of all Canadian Armed Force's activities in the Arctic can be found in Canada's defence policy [*Strong, Secure, Engaged*](#).

Adapting to the evolving security environment will require a multi-pronged effort. At the operational level, the Canadian Armed Forces will continue to build and maintain its ability to respond in the Arctic through support for annual operations and exercises, including through a new approach to Operation NANOOK which encompasses a range of activities conducted over the course of the year. This will ensure that the Canadian Armed Forces is better able to demonstrate a persistent presence in the Arctic, support whole-of-government partners in delivering on their mandates in the Arctic, enhance our capacity to respond to major incidents, and increase collaboration with international Arctic Allies and partners.

By undertaking an approach to long-term planning that ensures the appropriate development of Arctic safety, security, and defence capability and infrastructure, we will be able to maintain a persistent and effective capacity to respond to incidents in the Arctic and to project and sustain force for domestic and continental defence into the future.

The Canadian Coast Guard

The Canadian Coast Guard is often the only federal presence in many areas of the Arctic and must have the capacity to protect Canada's interests in the region. Through the strategic positioning of resources and assets, targeted investments in infrastructure and the adoption of advanced vessel technology, the Canadian Coast Guard is enhancing its capacity to support Canada's safety, security, environmental, and economic interests in Northern waters.

The Canadian Coast Guard already provides ice-capable platforms to support responses to maritime safety, security, and environmental threats, and often partners with other departments, agencies, and organizations as they carry out their respective mandates. Through the Government of Canada's *Oceans Protection Plan*, the Canadian Coast Guard has extended its icebreaking season in the Arctic to ensure safe marine shipping and promote economic growth. As part of this effort, the Coast Guard has acquired 3 interim medium icebreakers, which will be operational in 2020–21, while additional vessels will be built under the *National Shipbuilding Strategy*.

Transport Canada

Transport Canada plays an important role in the Arctic through its National Aerial Surveillance Program, and is a key contributor in protecting Canada's interests in the region. With the investment of new infrastructure in the Arctic (a new Arctic hangar and accommodations unit), Transport Canada will continue to support Canada's safety, security, environmental, and economic interests in Northern waters. Transport Canada currently provides aircraft to monitor shipping activities, ice conditions and marine security, including environmental threats. Transport Canada also shares information with other departments, agencies, and organizations as they carry out their respective mandates.

Transport Canada continues to work on the remotely piloted aircraft system (RPAS) project as a means of enhancing its airborne maritime monitoring and other capabilities. The RPAS is expected to supplement manned aircraft already patrolling the Arctic.

Advancing Arctic search and rescue

Arctic search and rescue

Search and rescue (SAR) in the Arctic is an immense and complex activity that requires a broad range of capabilities and partners working together to save lives.

- Air search and rescue is conducted by the Royal Canadian Air Force, with assistance from the Civil Air Search and Rescue Association, a national volunteer organization which provides private aircraft and trained crews. In addition, the Canadian Armed Forces is responsible for the effective operation of the coordinated aeronautical and maritime SAR system through Joint Rescue Coordination Centres. Finally, the Canadian Armed Forces also provides and coordinates the Air response for maritime SAR
- Due to its continuous monitoring of the Arctic and presence in the region, Transport Canada plays a key role in SAR. Its surveillance aircraft is often the first asset to be called upon to respond to incidents
- Maritime search and rescue is mandated to the Canadian Coast Guard, and supported by the Canadian Coast Guard Auxiliary, a volunteer organization with more than 200 members and 25 vessels.
- Ground search and rescue is a collaborative effort between territorial and provincial governments and agencies, and the federal government. It is most often coordinated by the jurisdictional police service, and can involve collaboration with the Royal Canadian Air Force or the Canadian Rangers of the Canadian Armed Forces.
- Public Safety Canada is leading the development of a strategic policy framework for Canada's search and rescue community to ensure integrated governance across all regions of Canada, including the Arctic

The Canadian Coast Guard is increasing its maritime search and rescue capacity in the North in partnership with Indigenous communities. Through the Oceans Protection Plan, it is expanding the Arctic Canadian Coast Guard Auxiliary and extending its Indigenous Community Boat Volunteer Pilot Program. These measures will complement the recent creation of the first Arctic Inshore Rescue Boat station in Rankin Inlet, which will allow the Canadian Coast Guard to more effectively respond to marine emergencies. Finally, through the community boats program, Cambridge Bay, Rankin Inlet, Gjoa Haven, and Ulukhaktok will receive funding to purchase search and rescue boats and equipment. The Canadian Coast Guard will continue to undertake risk assessments in coastal Arctic communities to ensure that maritime search and rescue needs can be met, now and into the future.

In support of one of its core missions, the Canadian Armed Forces is investing in a replacement for the Fixed-Wing Search and Rescue aircraft which will bolster the Royal Canadian Air Force's ability to respond to critical air search and rescue, in partnership with civilian partners. The Canadian Armed Forces also continues to build its ability to respond in the Arctic and the

North through the conduct of operations and exercises, including refinement and exercising of Exercise READY SOTERIA, which corresponds to the scenario of a Major Air Disaster. With the acquisition of a fleet of Arctic and Offshore Patrol Vessels, the Royal Canadian Navy will be better positioned to support partners, including the Canadian Coast Guard, in undertaking Arctic activities.

Finally, recognizing that a better understanding of activity in the Arctic is critical to search and rescue abilities, Public Safety Canada will continue to work with search and rescue partners, including Northern communities and peoples, to encourage the use of standardized location devices and technologies to ensure that responders are able to receive distress signals across a common frequency.

Border security

Another important element in addressing the evolving safety and security realities in the Arctic is to ensure the integrity of our Northern borders and facilitate legitimate travel. To this end, the Canada Border Services Agency (CBSA) will run pilot programs in the Arctic, including Private Vessel Remote Clearance, to support the clearance process for certain non-commercial pleasure craft seeking to enter Canada in the eastern regions of the Arctic. It will also launch the Arctic Shipping Electronic Commercial Clearance Pilot, which is an alternate clearance process for commercial vessels.

As Canada's lead for border management and border enforcement, the CBSA will work with a wide range of partners to co-develop and co-implement timely, relevant and sustainable services at an increasing number of points of service (e.g. deep water ports, airports, marine vessel transits) in a dynamic risk environment. Although CBSA is responsible for managing border security at specified ports of entry, the RCMP is responsible for securing Canada's borders between those ports and is the designated body for enforcing immigration and customs legislation in the North when and where there is an absence of other enforcement bodies.

Objective 3: Strengthen Canada's domain awareness, surveillance, and control capabilities in the Arctic and the North

Made up of more than 162,000 km of coastline, and comprising 75% of Canada's overall coastline and 40% of Canada's landmass, the Canadian Arctic poses unique challenges for building and maintaining a comprehensive picture of what is happening across this vast domain. Our ability to respond to regional challenges, provide security, and enforce compliance with our laws and regulations largely depends on our ability to put this picture together, as gaps can have life-threatening consequences. For example, increased maritime and cross-border traffic creates new challenges for border enforcement and effective vessel tracking. This is why it is critical for departments, agencies, communities and others to work together to develop strong domain awareness by collecting and synthesizing information from multiple sources.

Addressing critical gaps in situational awareness across the vast expanses of Canada's Arctic and North, and ensuring service levels are commensurate with growing demands, will also be essential to support missions-critical decision-making and strategic planning in the region. In

particular, many safety, security and defence efforts in the Arctic and the North are reliant on sound weather, water, ice, and climate information, alerting and warning services to help mitigate operational risks.

Marine Security Operations Centres

The Marine Security Operations Centres provide Canada with a marine security capability by identifying, assessing, and reporting on maritime activities, including in the Arctic, that represent a potential threat to the sovereignty, safety, and security of Canada and Canadians. Comprised of several federal departments and agencies responsible for marine security, the Marine Security Operation Centres enable partners to work together, share intelligence and surveillance information, and support an organized response.

Several federal partners, including the Department of National Defence and the Canadian Armed Forces, the Department of Fisheries and Oceans and the Canadian Coast Guard, Transport Canada, the Royal Canadian Mounted Police, Canada Border Services Agency, Environment and Climate Change Canada, and Natural Resources Canada provide the infrastructure and work together to monitor activity in the Arctic, including through Marine Security Operations Centres. These Centres are an integral component of Canada's maritime intelligence and security architecture and contribute to a whole-of-government approach to increase maritime domain awareness. These centers monitor, detect, and analyze vessel traffic and identify security-related incidents that require a response by the Government of Canada. We will also strive, in collaboration with Indigenous governments, associations, and organizations, to increase the participation of Northern and Indigenous communities in the maritime management regime. This collaboration will enhance our knowledge of vessel activities in areas of cultural and environmental importance, as well as in areas of significance to national security.

Recognizing the need to develop a clearer understanding of the region, the Government of Canada will bring together the capabilities of a broad range of assets, such as satellites, to help provide security providers and decision-makers with a clear comprehensive picture of the operating environment.

To effectively monitor and control all of Canada's territory and approaches, Canada has taken steps to increase its awareness of air traffic approaching and operating in Canada's sovereign airspace in the Arctic, including through expansion of the Canadian Air Defence Identification Zone (CADIZ) to cover the entirety of Canada's Arctic Archipelago and its approaches. Bolstering our capabilities to support continental defence in partnership with the United States, including through the modernization of NORAD and the renewal of the North Warning System, will be essential to our continued ability to detect and understand threats against North America, and to decide whether and how to respond.

As outlined in *Strong, Secure, Engaged* the Canadian Armed Forces will further strengthen its ability to monitor activity in the Arctic by acquiring a range of new sea, land, air, and space capabilities and integrating them into a 'system-of-systems' approach to Arctic surveillance. The Royal Canadian Air Force will acquire a fleet of 88 advanced fighter aircraft to enforce Canada's sovereignty and meet Canada's commitments to NORAD and NATO. Canada will also continue

working collaboratively with NORAD to ensure that it has the capabilities and structures, including command and control, for continuous aerospace and maritime domain awareness as well as aerospace control. As new areas of potential threat are identified — including developing technologies such as remotely-piloted systems and the emergence of new space and cyber capabilities — acquiring assets such as the replacement for the upcoming RADARSAT Constellation Mission system will enhance and improve surveillance and monitoring, including throughout Canada's Arctic region. The Canadian Armed Forces will also introduce a number of Arctic Offshore Patrol Vessels, which provide armed, sea-borne surveillance of Canadian waters in the Arctic.

Advanced research and development, including through the All Domain Situational Awareness Science and Technology (S&T) Program, and the Innovation for Defence Excellence and Security (IDEaS) program, will further contribute to meeting the Canadian Armed Forces' need for cutting-edge surveillance and communication solutions designed for the challenging Arctic environment. Safeguarding investments made in these essential technologies from unfriendly foreign activities such as theft and sabotage is a priority for Canada.

Objective 4: Enforce Canada's legislative and regulatory frameworks in the Arctic and North

Transportation in Canadian Arctic waters is subject to robust legislative and regulatory frameworks designed to protect both people and the environment. Given the rise of maritime traffic in the Arctic, ensuring the proper regulation of vessels transiting through or operating in our waters is a growing priority for Canada. In this context, a number of legislative mechanisms regulate shipping, including: the *Marine Transportation Security Act*; the *Canada Shipping Act, 2001*; the *Marine Liability Act*; and the *Arctic Waters Pollution Prevention Act*. All three provide a range of recourse to address risks associated with safety and security in the region. Another important development is the 2017 introduction of the *Arctic Shipping Safety and Pollution Prevention Regulations* which address ship safety and pollution prevention, incorporate the Polar Code, and represent the most significant change to Canada's Arctic shipping regime in a decade. As the operating environment evolves, the Government of Canada will continue to enforce our laws and regulations to ensure safe, secure, and environmentally sound vessel operations, and to stop unsafe vessels from operating in the Arctic.

Additionally, the Northern Canada Vessel Traffic Services Zone Regulations (NORDREG) help track vessels operating in Canadian waters to ensure safe and efficient navigation and protection of the marine environment. With expanding tourism and cruise ship activity in the region, including possible stops in Northern communities, Transport Canada will continue to work with Arctic communities to bring their marine infrastructure into compliance with the *Marine Transportation Security Act* and other regulations. The Government of Canada will ensure that our legislative and regulatory frameworks remain adapted to the realities of increasing levels of Arctic traffic, and the potential impacts on the region's people and communities.

Effective laws and regulations are also key in ensuring that foreign investment in the Arctic benefits Northerners and does not pose a threat to Canada's security. This legal and regulatory framework supports economic growth and increased investments in the regions, while ensuring

that foreign economic activity in the Arctic does not compromise national security. While we look to develop much-needed infrastructure in the Arctic, risks and opportunities posed by foreign activity in areas of strategic importance will need to be carefully considered and balanced. Knowing that safe and sustainable communities free from potentially damaging external influence or behaviours are the foundation of a healthy Northern economy, the Government of Canada will also enhance protections for sensitive sites and infrastructures, as well as for the technologies on which the Canadian Armed Forces and other federal security providers depend.

Objective 5: Increase whole-of-society emergency management capabilities in Arctic and Northern communities

A key pillar of the Arctic safety and security architecture is incorporated in Canada's Emergency Management Strategy, which is the result of federal, provincial, and territorial efforts to establish complementary approaches to emergency management. Recognizing that emergency requirements are constantly changing, there is a need for collaboration amongst all areas of society to enhance community safety and resilience. As part of ongoing efforts to improve the way we prevent, mitigate, prepare for, respond to, and recover from emergencies, partners are working to strengthen federal, provincial and territorial Emergency Management governance and enhance the participation of Indigenous representatives in this work.

Objective 6: Support community safety through effective and culturally-appropriate crime prevention initiatives and policing services

As Arctic and Northern communities continue to face particular challenges that contribute to higher levels of crime, culturally-sensitive crime prevention programs and community safety planning initiatives are essential. Through the Aboriginal Community Safety Planning Initiative, Public Safety Canada will continue to support Indigenous and Northern communities to develop community safety plans that address issues identified by the community, as specific to their unique vulnerabilities and circumstances. In addition, the National Crime Prevention Strategy will continue to deliver culturally-sensitive crime prevention programming and support initiatives to prevent and reduce crime in Indigenous and Northern communities. Through funding programs such as the Northern and Aboriginal Crime Prevention Fund and the Crime Prevention Action Fund, the Government of Canada will continue to collaborate with its partners to support and promote safe, strong, and resilient communities. The Gun and Gang Violence Action Fund was also developed with the recognition that provinces and territories — working closely with Arctic and Northern communities — are best placed to identify their most pressing issues related to gun and gang violence and develop initiatives to address them. As such, this Fund allows jurisdictions the flexibility to use these resources for a range of enforcement and prevention-related activities, including tailored initiatives that are adapted to Arctic and Northern realities.

The RCMP also has a key role in securing Canada's Arctic by providing policing services. Increasing international interest and activity in the Arctic could lead to escalating organized

crime activity, irregular migration, human smuggling, and national security threats. To help respond, through Territorial Police Service Agreements, there is a large RCMP presence in the Northern Territories to help protect Arctic and Northern communities and ensure the safety of Northerners. The RCMP's presence in the Arctic includes 61 detachments and 3 Divisional headquarters. As the contracted police service, RCMP plays a critical role in providing first response to civil emergencies and national security threats.

As more commercial ventures, such as the Iqaluit deep water port, and people become established in the region, the demand for illicit goods is likely to increase. Higher profit margins for drugs in the Arctic, compared to in southern provinces, have attracted criminal networks. The RCMP's primary priority across the northern territories is to maintain safe and secure communities. The RCMP conducts traditional boots-on-the-ground policing, while focusing on delivering the highest quality service, which includes developing community capacity to prevent crime through social development initiatives and criminal intelligence collection. Criminal intelligence serves to assist the RCMP in preventing, deterring, and detecting criminal activity that may pose a threat to the safety and security of Canada.

PARTNER CHAPTERS



Arctic and Northern Policy Framework: Inuit Nunangat

About Inuit Tapiriit Kanatami

Inuit Tapiriit Kanatami (ITK) is the national representative organization for the 65,000 Inuit in Canada, the majority of whom live in Inuit Nunangat, the Inuit homeland encompassing 51 communities across the Inuvialuit Settlement Region (Northwest Territories), Nunavut, Nunavik (Northern Québec), and Nunatsiavut (Northern Labrador). Inuit Nunangat makes up nearly one third of Canada's landmass and 50 percent of its coastline. ITK represents the rights and interests of Inuit at the national level through a democratic governance structure that represents all Inuit regions. ITK advocates for policies, programs, and services to address the social, cultural, political, and environmental issues facing our people.

ITK's Board of Directors are as follows:

- Chair and CEO, Inuvialuit Regional Corporation
- President, Makivik Corporation
- President, Nunavut Tunngavik Incorporated
- President, Nunatsiavut Government

In addition to voting members, the following non-voting Permanent Participant Representatives also sit on the Board:

- President, Inuit Circumpolar Council Canada
- President, Pauktuutit Inuit Women of Canada
- President, National Inuit Youth Council

Vision

Canadian Inuit are prospering through unity and self-determination

Mission

Inuit Tapiriit Kanatami is the national voice for protecting and advancing the rights and interests of Inuit in Canada

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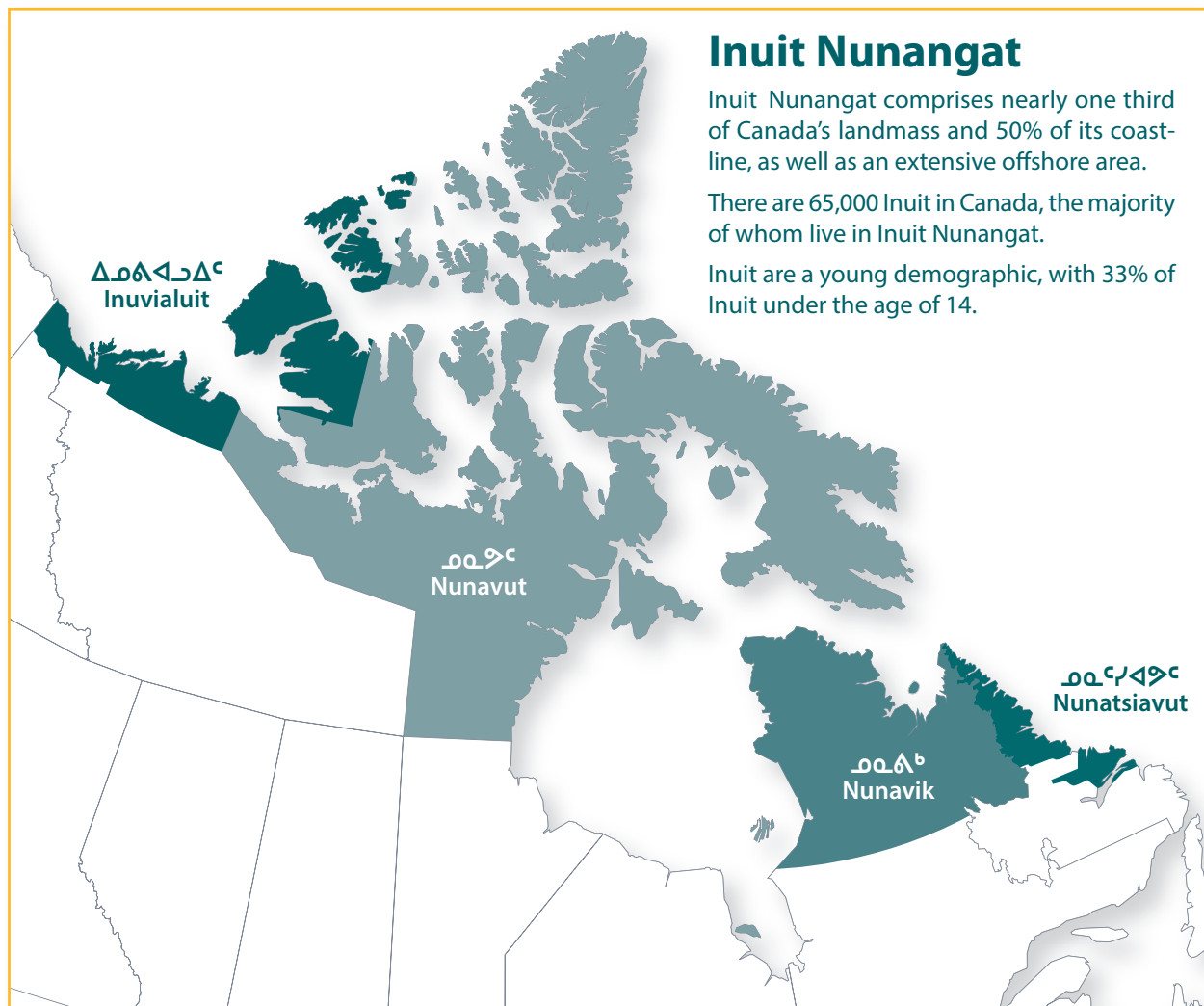
Issued in electronic format (available in English, Inuktitut, and French)

Introduction

Inuit Nunangat is the Inuit homeland in Canada, encompassing 51 communities in the Inuvialuit Settlement Region, Nunavut, Nunavik (Northern Quebec), and Nunatsiavut (Northern Labrador). Inuit Nunangat forms nearly one third of Canada's landmass and half of its coastline. Large portions are co-managed by Inuit and federal, provincial and territorial governments through land and resource management regimes established by five comprehensive Inuit-Crown land claims agreements (Inuvialuit Final Agreement; Nunavut Agreement; James Bay and Northern Quebec Agreement; Nunavik Inuit Land Claim Agreement; and Labrador Inuit Land Claim Agreement). Inuit Nunangat includes land, inland waters, Arctic and offshore areas, and ice-covered lands and waters, as well as associated airspace.

Canada's claim to sovereignty and leadership in the Arctic is founded in its partnership with Inuit. As stated in the 2009 Circumpolar Inuit Declaration on Sovereignty in the Arctic:

The inextricable linkages between issues of sovereignty and sovereign rights in the Arctic and Inuit self-determination and other rights require states to accept the presence and role of Inuit as partners in the conduct of international relations in the Arctic... The foundation, projection and enjoyment of Arctic sovereignty and sovereign rights all require healthy and sustainable communities in the Arctic.



The majority of the region's population are Inuit. Through the land claims agreements, Inuit own or co-manage most of the land and waters in Inuit Nunangat and have developed a variety of governance arrangements, ranging from shared jurisdiction between Inuit and public governments to self-government. These governance arrangements continue to evolve, based on the inherent right of Inuit to self-determination.

Inuit are a circumpolar Indigenous People: one people connected by culture and language, but divided by four countries. Inuit Nunaat, the circumpolar Inuit homeland, encompasses Chukotka (Russian Federation), northern Alaska and Canada, and Greenland. Canada's global standing and ability to safeguard its sovereignty in the Arctic is contingent on full implementation of constructive arrangements with Inuit, as well as the strength and well-being of Inuit society. Increasing the prosperity and well-being of Canadian Arctic communities would benefit not only Canada but the international perception of Canada as a whole.

Current Realities in Inuit Nunangat

Inuit Nunangat is the least developed geographic region in Canada. Inuit experience extreme inequality compared to other Canadians, and to other Canadians in Inuit Nunangat. Addressing social and economic inequity, both between Inuit Nunangat and within Inuit Nunangat itself, is a necessary pre-condition to the development of a healthy, resilient and secure Canadian Arctic. Economic prosperity, national security and public safety all depend on healthy communities and inclusive economies and systems of governance. In addition, 33% of Inuit are under the age of 14, meaning policy interventions which target health, education and social development will have a disproportionately beneficial impact in Inuit Nunangat compared to other regions within Canada. As a result, Canadian policy should commit to ambitious investments throughout Inuit Nunangat, conceived and evaluated with the goal of eliminating social and economic inequities.

These inequities create a responsibility for the government of Canada because they represent a clear, measurable baseline which Inuit, the federal government and other partners can track and assess over time to measure progress on outcomes. They provide the focus for designing interventions that create social and economic equity. Canada's Arctic and Northern Policy Framework (ANPF) should align federal fiscal, program, policy and legal interventions to address these identified inequities.

In order to properly track the progress of the ANPF, in terms of the success of government policy to address the social and economic inequities in Inuit Nunangat, the government of Canada should work with Inuit, provinces and territories on a data strategy for key indicators of social and economic well-being and life cycle infrastructure inventories. The federal government should then use indicators and data to direct investments on the basis of the need and avoid exacerbating the inequalities which already exist in Inuit Nunangat and in Canada.

Social and Economic Inequity in Inuit Nunangat

Many Inuit face social and economic inequities that impact our health and wellbeing

Inuit Nunangat

52% of Inuit in Inuit Nunangat live in crowded homes*¹

34% of Inuit aged 25 to 64 in Inuit Nunangat have earned a high school diploma¹

70% of Inuit households in Nunavut are food insecure²

\$23,485 The median before tax individual income for Inuit in Inuit Nunangat¹

30 The number of physicians per 100,000 population in Nunavut⁴

47.5% of Inuit in Inuit Nunangat are employed¹

72.4 years The projected life expectancy for Inuit in Canada†⁵

12.3 The infant mortality rate per 1,000 for Inuit infants in Canada.⁶



IMR

All Canadians

9% of all Canadians live in crowded homes*¹

86% of all Canadians aged 25 to 64 have earned a high school diploma¹

8% of all households in Canada are food insecure³

\$92,011 The median before tax individual income for non-Indigenous people in Inuit Nunangat¹

119 The number of physicians per 100,000 population in Urban Health Authorities⁴

60.2% of all Canadians are employed¹

82.9 years The projected life expectancy for non-Indigenous people in Canada⁵

4.4 The non-indigenous infant mortality rate per 1,000 for Canada.⁶

* Should not be compared with crowding data for previous years. Based on the suitability definition (whether the dwelling has enough bedrooms for the size and composition of the household). The previous figure was based on the number of persons per room definition.

† Should not be compared with previous life expectancy data. The figure is a national 2017 projection of life expectancy for Inuit. Previous figures were for 2004-2008 for all residents of Inuit Nunangat, including non-Inuit.

1 Statistics Canada, 2016 Census. (crowded homes: 98-400-X2016163; high school diploma 98-400-X2016265; income: unpublished custom table provided to ITK; employment: 98-400-X2016266)

2 Grace M. Egeland, Inuit Health Survey 2007-2008: Nunavut (Ste-Anne-de-Bellevue, QC: Centre for Indigenous Peoples' Nutrition and Environment, May 2010), 12.

3 Shirin Roshanafshar and Emma Hawkins. Health at a Glance: Food Insecurity in Canada (Ottawa, ON: Statistics Canada, March 25, 2015).

4 Canadian Institute for Health Information, Supply, Distribution and Migration of Physicians in Canada, 2014 (Ottawa, ON: Canadian Institute for Health Information, September 2015).

5 Custom table based on Statistics Canada's Projections of the Aboriginal Population and Households in Canada, 2011 to 2036.

6 Sheppard et al 2017. "Birth outcomes among First Nations, Inuit and Metis populations." Health Reports Vol. 28. No. 11

United Nations Sustainable Development Goals

The 2030 Agenda for Sustainable Development and its accompanying 17 United Nations Sustainable Development Goals (SDGs) should be considered as a framework for new investments in Inuit-identified priorities, and based on acceptance of Inuit Nunangat as a policy, geographic and social space. Based on identified Inuit needs, one need only look at the first six 2030 Sustainable Development Goals to identify the most pressing needs for Inuit in Canada: poverty, hunger, infrastructure, health and wellness, education, gender and housing, including clean water. In all these Inuit rank well below Canadian standards and our communities find themselves statistically within those of the poorest countries in the world. We wonder how this can be? The purpose of the Sustainable Development Goals is to eliminate inequities between developing countries and regions in wealthy countries. In short, they are guidelines to be used to close the gap between Inuit Nunangat and the rest of Canada. The success of the Arctic and Northern Policy Framework should be assessed against indicators to assess each of the 17 Sustainable Development Goals in Inuit Nunangat. Indicators should be developed jointly with Inuit and should be disaggregated to demonstrate outcomes among Inuit versus the total population of Inuit Nunangat, rather than reported only by provincial or territorial jurisdiction.

Nation building

Inuit are one people and have settled modern treaties across five provinces and three territories. Inuit Nunangat is characterized by opportunity and potential as well as striking gaps in prosperity and well-being of Inuit compared to most other regions of Canada. Inuktitut, the Inuit language, is the most resilient Indigenous language in Canada. Harvesting of wild foods remains a centrepiece of the Inuit way of life, and Inuit-owned corporations and businesses play a dynamic role in the region's economy. Inuit seek to participate fully in the national and global economies.

However, the region suffers from a social and physical infrastructure deficit that contributes to distressing social and economic indicators, inhibits the ability of Inuit to contribute fully to and benefit from Canada's economy and undermines safety and security. The ANPF is an opportunity to engage in nation building by recognizing the right of Inuit to self-determination. It is also an opportunity to invest in infrastructure for Inuit Nunangat on a scale that is comparable to the development of the trans-Canadian highway or the trans-national railway connected Western and Eastern Canada.

Surging international activity and interest in the Arctic, combined with unacceptable social and economic inequities such as hunger, crowded housing and violence must be met with long-term strategic investments – in physical infrastructure and the Inuit of the region. Investing in infrastructure in Inuit Nunangat achieves a variety of common goals: improving livelihood and economic capacity, health and wellness of Inuit, while creating secure infrastructure for economic development, defence, search and rescue, and emergency preparedness and response. This investment will be revenue neutral, if not saving the government as increased activities in the Arctic rely on dependable dual purpose infrastructure that serves the community and Canada.

There is now clear evidence that climate change impacts are experienced more profoundly in Inuit Nunangat than in the rest of Canada. Indeed, warming temperatures have had rapid and stark impacts on the Arctic environment, communities, and Inuit for decades. The impacts of climate change exacerbate social and economic inequities by placing additional strain on existing infrastructure, introducing complications to deployment of new infrastructure, changing the population dynamics and behaviours of wildlife on which Inuit livelihoods, health, and food security depend, and causing increased risk of travel on sea ice to name a few. At the same time, climate change impacts are also providing potential new opportunities across Inuit Nunangat. The challenge for Canada's policy will be to minimize vulnerabilities to some climate impacts, while at the same time being well-positioned to take advantage of other changes.

Implementing an Inuit Nunangat policy

Canada currently lacks a policy which recognizes Inuit Nunangat. Implementing an Inuit Nunangat policy is the means to ensure respect and support for the right of Inuit self-determination. Doing so requires the recognition of Inuit as one people, with constitutional partnerships with Canada, and Inuit Nunangat as a distinct geographic, political, and cultural region within Canada. Applying an Inuit Nunangat policy within the ANPF will be achieved by allocating federal funding directly to Inuit where they have an interest, need or jurisdiction over service or program delivery. At the same time, Inuit jurisdiction and capacity to exert greater control over federal funding for Inuit. Federal budgets which have implemented an Inuit Nunangat policy have allocated targeted federal funding directly to Inuit representative organizations and governments, creating efficiency, cost savings, and more immediate positive impacts and benefits for Inuit that in turn benefit all Canadians. Implementing an Inuit Nunangat policy within the ANPF is premised on the fact that Inuit are the most knowledgeable about the issues affecting their communities and society, possess the greatest incentive to address those issues, and are therefore best positioned to develop and advance innovative solutions for Inuit.

Recognition of Inuit Nunangat in policy and program development

Considerations relating specifically to Inuit Nunangat need to be reflected in the development of federal policies and programs of general application. The failure to recognize the unique situation of Inuit Nunangat frequently means that Inuit are excluded by criteria which appear neutral.

Even when Inuit are included in policy and program criteria, the federal government rarely recognizes Inuit Nunangat as a definable region, rather it is treated merely as a space which is intersected by other political or administrative subdivisions. This creates differences in funding — investments and implementation of policy within Inuit Nunangat and often results in policy and program applications which leads to discriminatory treatment among and between Inuit regions.

During the development process, all federal policies and programs should explicitly detail considerations related to potential application within Inuit Nunangat. For example, when developing new funding streams for infrastructure spending, Canada should identify: whether and how such funding streams would apply in Inuit Nunangat; how Inuit will develop programs and how such funding streams would address Inuit priorities and needs; and what delivery mechanisms will ensure Inuit benefit from funding streams.

The federal government should develop an annual report on the state of federal operations in Inuit Nunangat which details available funding programs, criteria for applying for funding, available federal programs and services and measures taken during the past year to improve access to federal programs and service for Inuit. This report should be made public and should be available in Inuktitut, to facilitate accessibility for Inuit.

Recognition of Inuit Nunangat in federal organizations

Consistent with the spirit of the Inuit Nunangat Declaration and the work of the Inuit Crown Partnership Committee, Inuit Nunangat should be recognized as a distinct region within Canada with common demographic, economic and environmental challenges and opportunities. The Inuit Crown Partnership Committee Joint Terms of Reference states that “an Inuit Nunangat (the Inuit homeland) approach to policy development and implementation is necessary to advance shared priorities.”

To bring about this policy transformation, Inuit recommend the following:

- Canada should commit to developing one regional definition of Inuit Nunangat for all federal operations, particularly in cases where departmental operations are relevant to Inuit. Further, federal policy should be to realign all federal policies, programs and funding streams to ensure equal access for all Inuit across Inuit Nunangat
- Canada should recognize that supporting Inuit outside of Inuit Nunangat is good for all Inuit, good for Inuit Nunangat and good for Canada.
- Canada should create a Cabinet Directive to ensure all new policy and programs are developed to have application across Inuit Nunangat and to ensure federal departments and programs both evaluate and report on the impacts of policies and programs on Inuit.
- Federal policy should encourage federal departments to reorganize to ensure that all departments with regional operations include an Inuit Nunangat region. Such departmental realignments increase the interests of Inuit in the implementation of federal policies and programs. This is particularly important because across a range of departments, the interests of Inuit, and the challenges of service delivery in Inuit Nunangat is often poorly understood by decision-makers.

Flexibility of Program criteria and fiscal instruments so that Inuit can self-determine how programs and services are developed, delivered and evaluated within their regions

A prosperous future for Inuit Nunangat includes Inuit self-determination and intergovernmental cooperation and arrangements between Inuit, the federal government and provincial and territorial governments. Inuit self-determination over how federal investments focussed on improving social, economic and cultural outcomes for Inuit may be expressed by providing Inuit the option to receive federal investments through cooperative mechanisms with federal, provincial or territorial governments, through financing arrangements negotiated directly with the federal government or through other arrangements, jointly determined by Inuit and the Crown. Similarly, the evaluation of the effectiveness of programs and services financed by the federal government, whether delivered by Inuit, by the federal government or by other levels of government, would be jointly evaluated by Inuit and the federal government.

Supporting bilateral relations between Inuit Regions and Canada

Each Inuit land claim defines the contours of a distinct relationship between Inuit and the Crown. An Inuit Nunangat approach to policy development would situate the development, delivery and evaluation of all federal programs within a relationship which is informed by the principles, the legal obligations and the intent of each land claims agreement. This implies the need to build on, expand and strengthen the bilateral relationship between Crown and Inuit land claims agreements, organizations and governments. Bilateral relationships should be focused on ensuring the Honour of the Crown not just on specific implementation issues, but also on the broader relationship.

Inuit Nunangat priorities for action and investment

Over the past ten years, Inuit have articulated priorities and have developed a number of national, international and regional action plans on a range of issues. Canada's policy with respect to Inuit should be driven, at the outset, by the existing strategies which Inuit have developed. To advance these strategies the federal government should work with Inuit to co-develop federal action plans. In addition, particularly where Inuit strategies are focused regionally or internationally, the federal government should use its convening power to encourage the co-development of action plans and offer support to provincial, territorial or foreign governments and international organizations to achieve the outcomes of such strategies.

Examples of national strategies and priorities include the National Inuit Strategy on Education, the National Inuit Strategy on Research, the Tuberculosis Elimination Framework, the National Inuit Climate Change Strategy and the National Inuit Suicide Prevention Strategy.

At the end of each fiscal year, as part of an annual reporting commitment on the Arctic and Northern Policy Framework, the government of Canada and Inuit could jointly report on federal responses to regional, national or international Inuit initiatives.

Inuit Nunangat priorities for action and investment reflect the goals of creating social and economic equity in Inuit Nunangat, enhancing the region's infrastructure and security, politically and economically integrating the region into Canada and advancing Inuit governance. The following priorities will guide federal action and investment in Inuit Nunangat:

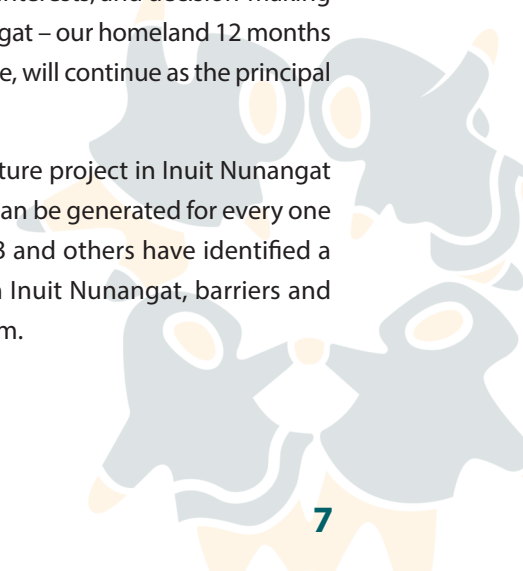
1. Infrastructure and economic self-reliance

Overall objective: Eliminate the infrastructure deficit in Inuit Nunangat

The infrastructure gap between Inuit Nunangat and the rest of Canada is a notorious impediment to the prosperity of Inuit Nunangat residents and contributes to a tremendous lost opportunity cost for the national economy. The ANPF will seek to eliminate the infrastructure deficit in Inuit Nunangat by 2030 through investments in social infrastructure, marine and air infrastructure, and telecommunications. Investments in social infrastructure are needed in particular to support the environmental conditions that we know are necessary for children and families to thrive. Social infrastructure includes early learning and child care centres, kindergarten to grade 12 and postsecondary education, family violence shelters and transitional housing, addictions treatment centres, social and transitional housing and facilities for programming/service provision.

The ANPF must emphasize the essential role of Inuit as central players in Canadian Arctic diplomacy and support Inuit infrastructure to support timely and effective mobilization for Search and Rescue, Emergency Preparedness and Response and defense operations. In doing so, it must also recognize the rights, interests, and decision-making role of Inuit. All governments must understand that Inuit use and occupy Inuit Nunangat – our homeland 12 months of the year, that Inuit are the stewards of the land, and given appropriate infrastructure, will continue as the principal players and first responders in Canada's Arctic sovereignty and security.

The National Aboriginal Economic Development Board (NAEDB) studied infrastructure project in Inuit Nunangat and estimated, "that about \$11 in economic benefit and about \$11 in fiscal benefit can be generated for every one dollar invested in transportation and energy infrastructure." Moreover, the NAEDB and others have identified a number of barriers and challenges to accelerating investment in infrastructure in Inuit Nunangat, barriers and challenges which can be addressed through federal policy and programming reform.



A. Marine and air infrastructure

Strategic objective: Eliminate the infrastructure deficit in Inuit Nunangat

Inuit Nunangat includes 50 percent of Canada's coastline and represents a geopolitically strategic region, including the Northwest Passage. Yet marine infrastructure throughout the region is impoverished or does not exist compared to other coastal regions of Canada, despite surging international interest and activity in the region that includes increased shipping traffic. These gaps extend to air transportation infrastructure and to training to effectively operate aviation and marine infrastructure. Most airport runways in Inuit Nunangat date from the 1950s and 1960s and are made of compacted gravel. This has a significant impact on emergency travel and the delivery and cost of goods and services not to mention the everyday air travel that so many other Canadians take for granted. In addition, the absence of marine infrastructure results in economic leakage, particularly in the renewable resource sector because fishing vessels operating in Inuit Nunangat must leave the region to offload and to refuel. Finally, the existing marine and air infrastructure gaps impede search and rescue operations, resulting in unacceptably long response times which endanger the health and safety of Inuit and others.

B. Telecommunications

Strategic objective: Invest in fibre optic connectivity for all Inuit Nunangat communities

Access to telephone and internet service is essential for accessing government programs and services, commercial opportunities, economic development and employment. The extreme digital divide between Inuit Nunangat and most other parts of Canada will be remedied through deployment of broadband in Inuit Nunangat that meets the telecommunications regulatory policy established by the Canada Radio Telecommunications Commission and is not prohibitive in costs.

C. Renewable energy and climate

Strategic objective: Reduce community diesel reliance by 50 percent by 2030

Inuit are determined to actively shape inclusive and effective climate policies and actions. They seek energy independence as well as ownership and governance of energy systems in Inuit Nunangat communities. The ANPF will include targeted investments in Inuit Nunangat that remedy barriers to the deployment of renewable energy technologies and reduction of diesel and support ownership and governance of energy systems by Inuit.

D. Mental health and suicide prevention

Strategic objective: Provide mental health services and significantly enhance mental health indicators across Inuit Nunangat

Improving mental health of Inuit is a shared objective of Canada and Inuit. Developing and improving social infrastructure such as addictions treatment centers, as well as developing infrastructure to ensure universal accessibility to mental health services for Inuit in Inuit Nunangat will serve to improve health status and economic outcomes across Inuit Nunangat. This includes the importance of infrastructure focused on children, including expanded facilities for children in care. For example, the 2016 National Inuit Suicide Prevention Strategy (NISPS) provides a holistic blueprint for action and investment that requires ongoing support by the federal government, including action plans to create social equity, to create cultural continuity, to nurture healthy Inuit children from birth, to ensure access to a continuum of mental wellness services for Inuit, to healing unresolved trauma and grief and to mobilize Inuit knowledge for resilience and suicide prevention.

2. Inuit self-determination in research

Strategic objective: Advance Inuit self-determination in research by developing and implementing a national Inuit Nunangat research policy

Inuit self-determination in research is imperative for enhancing the usefulness of research for Inuit. Moreover, the development of a national Inuit Nunangat research policy by the Government of Canada is necessary to coordinate research initiatives among the more than 10 federal departments and agencies that carry out research in Inuit Nunangat and to formalize guidelines for advancing Inuit governance in research. Inuit Tapiriit Kanatami released the National Inuit Strategy on Research (NISR) in March 2018 and its companion Implementation Plan in August 2018 that put forward solutions to remedy barriers to achieving this Strategic Objective. The ANPF will advance implementation of the NISR by facilitating the co-development of a national Inuit Nunangat research policy by federal departments and Inuit, while facilitating increased capacity for Inuit regions to develop research capacity, policies and initiatives.

3. Education

Strategic objective: Close the gap in educational outcomes between Inuit and non-Inuit

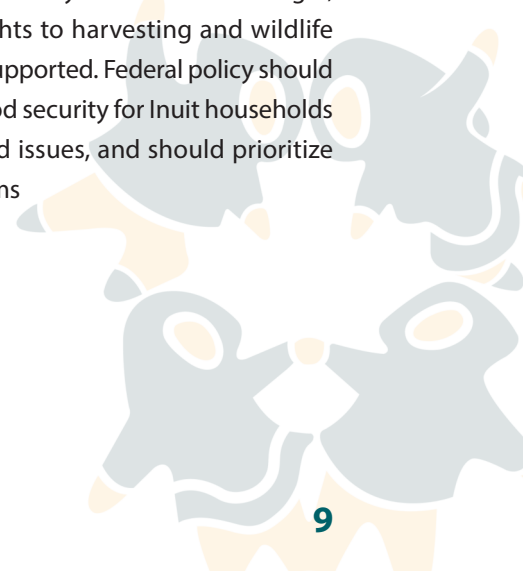
The federal government will assume a greater role in early learning and child care, in primary, secondary and post-secondary education. As noted by the 2011 National Inuit Education Strategy, “Inuit need a school system whose objective is the mastery of core subjects, including language and math, as well as 21st century subjects, such as global awareness and civic literacy. Curriculum, standards and support systems must all work to produce learning environments and outcomes for Inuit students that equip them to become successful citizens in diverse and multicultural settings.”

Federal policy should build on existing Early Learning and Childcare (ELCC) investments to ensure safe spaces for children, all children are well fed and that parents have affordable child care. It should include an enhanced federal role in Inuit K-12 education to ensure Inuit students have the prerequisite courses to enter into post-secondary programs and including data on outcomes and regular Inuit/federal/provincial/territorial meetings, should ensure all Inuit children can learn in Inuktitut, from early learning and childcare through secondary education. Finally, it should result in the establishment of a University of Inuit Nunangat.

4. Wildlife and Food Security



Strategic objective: Inuit will be able to exercise harvesting and wildlife management rights into the foreseeable future




The federal government will support measures to protect and enhance Arctic biodiversity within Inuit Nunangat, with the specific conservation objective of supporting Inuit harvesting. Inuit rights to harvesting and wildlife management are constitutionally protected rights and must be respected and fully supported. Federal policy should recognize the interconnected nature of harvesting activities, climate change and food security for Inuit households when developing policies and programs which address any of these three related issues, and should prioritize innovative approaches for supporting Inuit harvesting in such policies and programs





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INUIT TAPIRIIT KANATAMI

 75 Albert St., Suite 1101
Ottawa, ON Canada K1P 5E7
 613-238-8181

 @ITK_CanadaInuit
 InuitTapiriitKanatami
 @InuitTapiriitKanatami

 **www.itk.ca**



Arctic and Northern Policy Framework

NORTHWEST TERRITORIES



Arctic and Northern Policy Framework

NORTHWEST TERRITORIES

APRIL 2019

*This document was prepared in a collaborative manner
but does not necessarily represent a consensus
on all issues discussed and all recommendations made.*

Front cover:
Trails of our Ancestors,
Whatì, NWT
Photograph: Tessa Macintosh



Ulukhaktok, NWT

The Inuvialuit, Dene, Métis and non-Indigenous people of the NWT are building a modern society together where cultural traditions and connection to the land live sustainably in balance with the pursuit of a strong economy and a high standard of living for all.

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Introduction

The peoples of the Northwest Territories (NWT) will embark on the implementation of the *Arctic and Northern Policy Framework* with our own vision for sustainable growth and belief in our potential to be proudly self-reliant and a net contributor to Canada.

We also start from a place of concern.

In spite of our progress and a wealth of resources, the NWT faces gaps and challenges. A lack of national investment in transportation, energy and communications infrastructure makes it expensive to live and do business here. Modern treaties that will be a building block of the foundation for future development are incomplete. This makes our territory less appealing for private investment which in turn, reduces opportunities for people to enjoy the same quality of life as other Canadians.

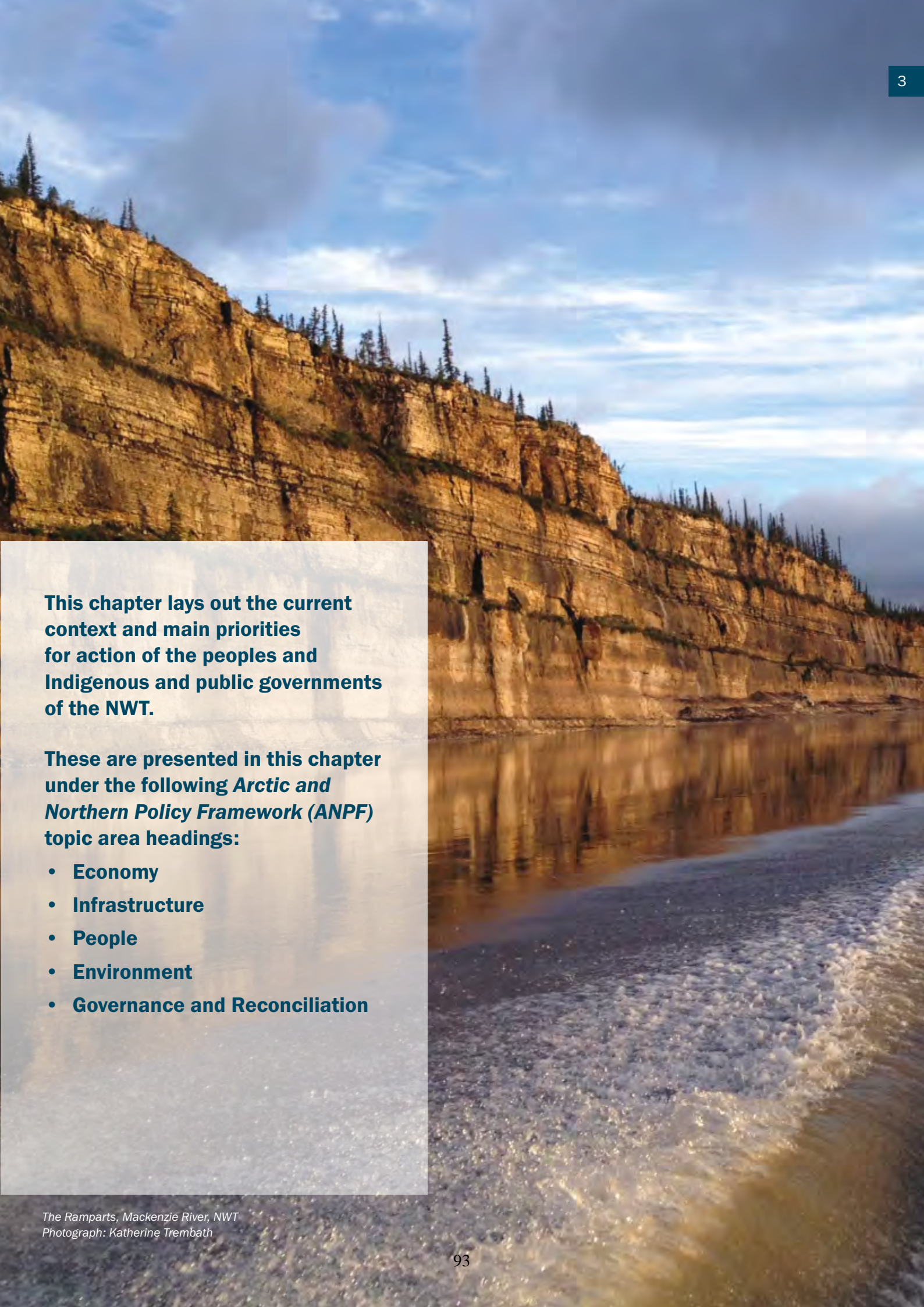
The Inuvialuit, Dene, Métis and non-Indigenous people of the NWT are building a modern society together where cultural traditions and connection to the land live sustainably in balance with the pursuit of a strong economy and a high standard of living for all.

Together, we have been putting reconciliation into action for more than forty years. Today the Inuvialuit, Gwich'in, Sahtu and Tłıchǫ exercise rights and title to land and resources through modern treaties that now cover approximately sixty percent of the territory. A growing number of Indigenous regions and communities are exercising their self-government rights while negotiations regarding land and the exercise of self-government advance in others.

Alongside this progress, the public government of the NWT (GNWT) integrates and supports the implementation of Indigenous rights in the way it develops policy and delivers programs for all NWT residents. Indigenous governments and the GNWT work together formally and informally at many levels to sustainably manage land and resources, to establish and implement priorities, and to ensure that all peoples of the NWT have access to high quality services.

Across the NWT we have started implementing our own strategies to close gaps and to achieve growth. In 2017 the Premiers of the NWT, Yukon and Nunavut agreed on a *Pan-Territorial Vision for Sustainable Development*. It outlines the principles and actions that will provide territorial residents with opportunities for economic success, lower the cost of living, and increase quality of life.

Sustainable economic development and diversification are foundational to achieving the Vision. To get there requires large-scale, transformational investment in infrastructure and in the economy, as well as in residents' health and education.



This chapter lays out the current context and main priorities for action of the peoples and Indigenous and public governments of the NWT.

These are presented in this chapter under the following *Arctic and Northern Policy Framework (ANPF)* topic area headings:

- **Economy**
- **Infrastructure**
- **People**
- **Environment**
- **Governance and Reconciliation**

Economy

In spite of many great fundamentals, of the three northern territories the NWT is the only one forecasted to face economic stagnation.

Our NWT stalled economy is directly attributable to:

- the lack of access to resources,
- the cost of energy and transportation,
- the high cost of living,
- Government of Canada policy decisions related to oil and gas development, and
- the forecasted decline in diamond mine production.



Courtesy of Mine Training Society
Photograph: Bill Braden

The Gross Domestic Product (GDP) of the NWT was at \$4.86 billion in 2017 but this has declined by thirteen percent since 2007. In spite of efforts underway to diversify the economy, non-renewable resource development - at thirty-one percent of GDP in 2017 - remains crucial to our well-being, with the success of many other industries linked directly to it.

The indirect benefits from the mining sector are large, with \$14.6 billion in NWT goods and services purchased by the sector since 1996 (when data first started being collected). Of that, \$6.5 billion in mining procurement has been spent directly with NWT Indigenous businesses. One of the NWT economy's great strengths is innovative Indigenous business. From mining and mine services, to Indigenous cultural tourism, and everything in-between, the Indigenous business community has evolved over decades of world-leading participation in business and economic development. Indigenous businesses are poised for further investment and growth.

With the necessary sustainable infrastructure development and innovation, the NWT could have all the ingredients for strong, clean-energy growth that will benefit all Canadians.

NWT is home to many of the minerals that are essential to modern clean energy technologies that could be positioned as a primary economic driver for Canada. These include:

- cobalt
- bismuth
- gold
- lithium
- rare earth elements

The NWT also has natural gas resources that – with the shift to lower-carbon alternatives – have the potential to meet market needs and reduce greenhouse gas emissions.

With the necessary infrastructure development and innovation, the NWT could have all the ingredients for strong, clean-energy growth that will benefit all Canadians.

Diversifying the economy cushions against market turbulence, builds greater economic resiliency and can improve quality of life. Economic diversification strategies are already in place for tourism, agriculture, the arts, and revitalizing the Great Slave Lake Commercial Fishery. In addition, new strategies are underway to grow the manufacturing sector, leverage local and Indigenous opportunities related to Thaidene Nene and other conservation, and to foster the knowledge economy. The GNWT and NWT modern treaty holders are beginning to explore ways to work together to leverage NWT-wide strategies to address economic development, in part through modern treaty settlement area-specific sectoral development strategies that support and are compatible with NWT-wide sectoral development strategies.

As we work to revitalize our economy, the already-high demand for professionals and skilled labour will only grow. NWT residents continue to need directed skills training and access to higher education to be ready to work in an invigorated economy. The plan to transform Aurora College into a polytechnic university must now be implemented. Development of the knowledge economy is intrinsic to this. There is a need for funding to support the development of Indigenous postsecondary educational programs and institutions as part of the foundation needed for achieving balanced development that supports the growth of traditional Indigenous economic activities and promotes economic reconciliation. Additionally, there is a need for sector-specific training and development plans such as in the Aviation industry. At the same time, efforts to attract skilled workers to make the NWT their home must also be pursued. In 2017, about \$500 million in labour income was earned by non-residents; a major loss to the NWT economy.

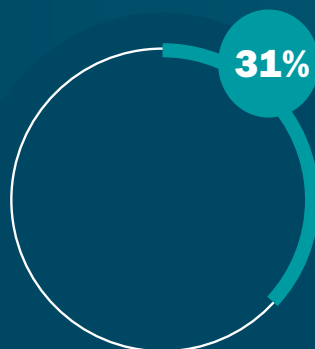
GROSS DOMESTIC PRODUCT (GDP) OF THE NWT

\$4.86 billion in 2017, a decline of 13% since 2007



NON-RENEWABLE RESOURCE DEVELOPMENT

as a % of Total GDP in 2017



LABOUR INCOME EARNED BY NON-NWT RESIDENTS

in 2017



14.6
billion

GOODS & SERVICES PROCUREMENT FROM MINING SECTOR
since 1996, when data started being collected



6.5
billion

GOODS & SERVICES PROCUREMENT FROM MINING SECTOR
spent directly with NWT Indigenous businesses since 1996

Infrastructure

All Canadians will benefit from large scale infrastructure projects in the NWT that create investment, generate clean energy, job opportunities and reduce the cost of living and doing business.

Realization of the immense potential of the NWT's people and economy is currently constrained by the lack of transportation, clean energy and digital communication infrastructure. Right now, only twelve of thirty-three communities have access to an all-weather highway system. Twenty-five of the thirty-three communities in the territory have no alternatives to diesel power generation, which is costly and bad for the environment.

Recent investments have supported energy efficiency retrofits, green energy initiatives such as the Inuvik Wind Generation Project. The recent completion of a highway from Inuvik to Tuktoyaktuk and the 1,154 kilometre-long, \$80 million Mackenzie Valley fibre optic line have been transformational investments for people and communities.

Despite these developments, a substantial infrastructure deficit remains.

To reduce that deficit, the GNWT has identified three priority infrastructure projects for the next decade:

- the Taltson Hydro Expansion Project,
- continued expansion of the Mackenzie Valley Highway, and
- creation of an access corridor to the Slave Geological Province.

These are the keys to unlocking the NWT's full economic potential, lowering the cost of living and fulfilling the Government of Canada's commitments to a lower carbon economy. A priority of the NWT is to achieve investments in NWT-wide infrastructure projects as well as in priority infrastructure investment projects within each modern treaty settlement area as identified by the respective Indigenous governments for these areas.

Further expansion of digital communication links including extension of the fibre optic line to Tuktoyaktuk and improved broadband in remote communities will allow residents to access better health and education services, and local businesses to reach global markets. Investment in the Dempster fibre optic line would be a welcome addition to ensuring first class, reliable and state of the art telecommunications infrastructure.

Community and housing infrastructure is also essential. A focus on large scale development projects will generate revenues that can be used towards housing, and allow for new home ownership.



Taltson Hydro Site

Priority infrastructure projects are the key to unlocking the NWT's full economic potential, lowering the cost of living and fulfilling the Government of Canada's commitments to a lower carbon economy.



Tuktoyaktuk Highway

People

Northerners, particularly young people, should have equal opportunity to develop strong and healthy communities as do other Canadians.

Indigenous cultures, languages and traditions are the foundation of our communities. We have talented artists and athletes, a strong civil society, and innovative entrepreneurs.

Saamba k'e, NWT
Photograph: Tessa Macintosh

However, the continuing legacy of colonization and residential schooling in the NWT results in serious gaps in social and health outcomes between NWT residents and other Canadians, and between Indigenous and non-Indigenous people in the NWT.

- ▶ The NWT remains below the national average for educational attainment. One in five NWT residents aged twenty-five to sixty-four does not have a high school diploma or some form of postsecondary education.
- ▶ Participation in the labour market is high overall with 7.3 percent unemployment, but much lower for Indigenous people at fifteen percent unemployment, often due to the lack of jobs in communities.
- ▶ There is almost a ten percent gap between NWT residents and other Canadians about their perceived health and mental health, with Indigenous populations reporting significantly poorer health and mental health.
- ▶ Almost fourteen percent of NWT households say they experience food insecurity compared to approximately eight percent of Canadian households.
- ▶ The incidence of housing core need in the NWT is the second highest in Canada, with almost one in five households reporting the need for adequate, accessible and affordable housing.
- ▶ The gaps in health supports and core housing need are felt most keenly by our growing population of elders. Over the last ten years in the NWT, the percentage of the population that is over age sixty-five has been increasing faster than in other provinces and territories.

Addressing these gaps requires a holistic and multi-pronged approach centred around youth, grounded in pride in culture and the use of Indigenous languages and traditional knowledge. It requires collaboration between public and Indigenous governments.

Governments can help with more investment in culturally appropriate social supports and quality education for children and youth; with providing greater access to education and training for good paying jobs; and to provide culturally safe and quality care for those who are ill or elderly.

Given that access to adequate housing is a key determinant of health and mental health, more and sustained investments in building and maintaining more affordable housing in NWT communities must be a top priority.

Indigenous ways of life, including food production, should be the basis of food security. Country or traditional food - food harvested from the land - is an important aspect of Northern diets, and is a nutritious, cost-effective and culturally-appropriate alternative to store-bought food. Beyond this, food security strategies must go beyond subsidizing food imports to more broadly supporting local gardens and farms, food production and sustainable harvesting of game and fish - including the ability to sell local products within the NWT and to other markets.

Crucially, economic development spurred by investment in new infrastructure will have the greatest impact on the quality of life of Northerners. The global development community is seeing more and more how well-planned infrastructure investment has and must be a critical and essential driver for sustainable development. In the NWT, infrastructure is essential. It is required to generate new business and employment opportunities. It is essential for lowering the cost of food, raw materials and energy. It is required to access to domestic and global markets, tele-health, higher education and other essentials that allow people, society and businesses to flourish.



Photograph: Dave Broscha

Sustained investments in building and maintaining more affordable housing in NWT communities must be a top priority.

Environment

The land has sustained us since time immemorial, and any development in our territory must be responsible and protect the land and its natural resources for future generations.

The NWT boasts an extensive system of parks and protected areas to safeguard our sensitive ecosystems, species and territories of traditional importance to Indigenous peoples that more than surpasses conservation levels in Southern Canada.

The NWT produced 1.6 kilotons of carbon dioxide equivalent in 2016; less than any province. *However, the NWT's climate is warming two to four times faster than global average temperature.* Impacts of climate change range from increased permafrost thaw - causing new unknown risks - to coastal erosion, to more species at risk, and to wildland fires such as the one that affected 3.4 million hectares in one record-breaking year in 2014.

The pace and extent of climate change are affecting ecosystems, territorial and community infrastructure, people's health, safety and well-being and some economic activities.

We need to improve our knowledge of environmental changes and impacts. Additional and enhanced climate, water, wildlife, forest and conservation planning research and monitoring in the NWT is required to understand, monitor, mitigate and adapt to impacts of climate change on northern ecosystems, meet other environmental sustainability goals, and help protect people and communities from risk.

Ongoing support is required for Indigenous governments, communities and partners to participate in or lead research, monitoring and management initiatives, and to develop and support guardianship programs. Multiple perspectives in research and monitoring are needed. At the same time, the NWT should be at the forefront of innovation and renewable technologies to address these changes. Making green energy available in communities and regions rich in minerals and oil and gas can help spur development.

The Government of Canada also needs to work more closely with northerners on ensuring their safety and security in this changing environment. Investments in Arctic security in a global context should support and address the safety and security of northern people and communities as well. At a minimum, the federal government should strengthen collaboration with NWT governments on emergency management planning and related infrastructure.



Courtesy of Mine Training Society
Photograph: Bill Braden

The pace and extent of climate change are affecting ecosystems, territorial and community infrastructure, people's health, safety and well-being and some economic activities.



North Arm, Great Slave Lake
Photograph: D. Phillpot

Governance and Reconciliation

Northerners must have the tools and the authorities to manage their own affairs, and to make decisions about their own future.

The Government of Canada's long stated policy has been to advance and strengthen northern governance through increased devolution of province-like powers to our territory, and through the completion of modern land and self-government treaties. The successful completion and full implementation of land and self-government agreements are integral to the future success of the Northwest Territories. So, too, is the continued development of strong Indigenous, community and public governments so that all NWT residents can benefit from high quality programs and services. The ongoing work of reconciliation in the NWT is in making sure that Indigenous, community and public governments not only simply coexist, but also work effectively together for the benefit of the whole territory.

Unlike southern Canada where First Nations were historically relegated to reserves and the *Indian Act* continues to dictate their governance, later colonization of the NWT resulted in only two First Nation reserves among our thirty-three communities, and many emerging models of self-government. Most NWT communities have a majority Indigenous population, and many have highly mixed population where Dene, Metis, Inuvialuit and non-Indigenous people live, work and govern together.

Treaty 8 and 11 are foundational, nation-to-nation treaty agreements upon which modern treaties in the NWT are based. Indigenous land rights and self-government are more advanced in the NWT than in southern Canada.

While negotiations are ongoing in some regions, comprehensive agreements now cover almost 60% of the territory:

- the Tłıchǫ Land Claims and Self-Government Agreement (2005);
- three comprehensive land agreements, the Inuvialuit Final Agreement (1984), Gwich'in Comprehensive Land Claim Agreement (1992), and
- the Sahtu Dene and Metis Comprehensive Land Claim Agreement (1993).

There is also one Treaty Settlement Agreement, the Salt River Treaty Settlement Agreement (2002) and one First Nation, the Kátł'odeeche First Nation, with an established Reserve, the Hay River Dene Reserve (1974). Additionally, there is one community-based self-government agreement with Délıne (2015).

Canada must take this unique context into account while it continues its own important work of reconciliation and relationships with Indigenous peoples. One-size-fits-all solutions for the southern context either don't work in the NWT or have unintended consequences.

At the territorial level, the Devolution Agreement of 2014 transferred the management of public lands and waters to the GNWT; a major milestone in the development of public government since the territory stopped being directly administered from Ottawa in the late 1970s. Today, the NWT Legislative Assembly is fully representative of the regions and cultures of the NWT, while the GNWT delivers a full range of programs and services to all residents, no matter their origins.

The NWT's unique political and legal history is also reflected in its institutions of public government that provide public and private land management, land use planning, permitting and licensing, environmental assessment, and wildlife and renewable resource management. There are two regulatory regimes in the NWT: one established pursuant to the Inuvialuit Final Agreement and the other pursuant to the Gwich'in, Sahtu and Tłıchǫ Final Agreements and entrenched in the *Mackenzie Valley Resource Management Act*. Indigenous rights are fused into the regime, creating a direct tie between governance, economy, environment and people. This provides certainty for land users and potential investors on how development can proceed.

The Government of Canada plays a central role in ensuring that good governance continues to evolve in the NWT. This involves fulfilling commitments it has made in comprehensive claims and self-government agreements and in the 2014 Devolution Agreement; reaching final land and self-government agreements in the remaining regions; and ensuring the NWT's regulatory regime continues to serve the needs of its co-management partners.

There is also need for governance capacity-building support as Northerners move decision-making closer to home. This includes working with NWT governments and with community groups to increase the number of women in leadership.



Photograph: Pat Kane

Conclusion

It is time for Canadians to look North; to look beyond the cultural mythology we have created about the Arctic to its real potential to add to Canada's social and economic strength and global advantage.

With or without an *Arctic and Northern Policy Framework*, real threats need to be faced and untapped opportunities exist to generate new wealth and progress for the entire country.

The people of the NWT have the raw resources, commitment to sustainability, the ideas and the vision that can help make this happen. We need farsighted partners and investors.

The Government of Canada can help by taking a strategic, dedicated and coordinated approach to northern policy and investment.

We hope to see the Government of Canada continue to take a partnership approach with the public and Indigenous governments of the NWT to support our common objectives and priorities in ways that leverage investments to achieve multiple goals, and to enhance the ability of northern peoples to be self-reliant and self-determining.

NWT Priority Action Items

for the Arctic and Northern Policy Framework

The peoples of the NWT take a holistic view of the world and their place in it. Decisions and actions in one part of life affect many others. The NWT's priority actions are mutually reinforcing.

- ▶ **1. Infrastructure for clean energy, lowered cost of living and economic development**
- ▶ **2. Growing a diversified and sustainable economy**
- ▶ **3. Healthy people and communities**
- ▶ **4. Food security for health, lower costs and new opportunities**
- ▶ **5. Environment: Responsibly stewarding the land and resources now and for future generations**
- ▶ **6. Governance and reconciliation**
- ▶ **7. Safe and secure people, communities and environment**

1. Infrastructure for clean energy, lowered cost of living and economic development

NWT PRIORITY ACTION ITEMS

Major investment in the NWT's transportation, energy and community infrastructure are central to achieving sustainable social and economic progress, clean growth and addressing climate impacts.

Priorities to 2030 are:

- Taltson Hydro expansion
- Mackenzie Valley Highway
- Slave Geological Province transportation and energy corridor
- Expanded fibre link and broadband service
- Increased investment in social housing stock and affordable housing
- Improved marine, airports and critical community infrastructure for greater safety and security of Northerners and northern eco-system
- Modern treaty area specific priority infrastructure investments



2. Growing a diversified and sustainable economy

NWT PRIORITY ACTION ITEMS

Non-renewable resources will continue to be the bedrock of the NWT economy beyond 2030, but sustainable growth in diverse business sectors is vital to cushioning the northern economy from boom and bust cycles in mineral and energy commodities.

Priorities for action are:

- Incentives to promote exploration and development and inter-governmental collaboration on regional mineral development policies and strategies
- Canada's approach to reclamation and remediation of development sites supports the growth of Indigenous and northern businesses
- Canada's agricultural policies and food safety regulations are inclusive of the needs of NWT producers and harvesters, especially for access to markets outside the NWT
- Increased initiatives to foster an NWT manufacturing sector, for entrepreneurship and small businesses, and tourism growth in Indigenous communities
- Strategic investments to support growth of a knowledge economy, including a geospatial centre of expertise in Inuvik, and research and innovation in cold climate technologies
- Canada's labour, immigration and tax policies and programs contribute to an increasingly skilled labour pool resident in the NWT, and the retention of wealth within the territory



3. Healthy people and communities

NWT PRIORITY ACTION ITEMS



Major improvement in people's income, education, job skills experience, health, resilience and well-being must be an objective for all investments and initiatives under the *Arctic and Northern Policy Framework*.

Additional specific investments are needed over the next decade to:

- Increase access to early childhood care and education in all communities
- Increase educational attainment levels
- Increase knowledge and use of Indigenous languages and traditional ways of life - including through on the land learning – for all ages
- Increase access to and delivery of healing, health, mental health, addictions recovery, and child and family supports that are culturally relevant and include a focus on prevention
- More investments in health and social science research to meet community needs, including improved sharing of data
- Increase access to distance learning for small and remote communities, particularly for high school and post-secondary education
- Increase accessibility to advanced skills training for jobs and to higher education through the creation of a polytechnic university in the NWT
- Increase access to long term and continuing care services for Elders by supporting the construction of long term care facilities as a collaborative venture between governments and Indigenous partners

4. Food security for health, lower costs and new opportunities

NWT PRIORITY ACTION ITEMS

Nutritious and affordable food is essential to people's health and well-being. While improved transportation access should help lower food shipping costs, Northerners will benefit physically and financially from a greater ability to harvest and grow their own food. There is a need to mitigate the impacts of climate change on the viability of traditional Indigenous food gathering practices. Local food harvesting and production also provides new business opportunities within and outside the territories.

The priority actions are:

- Increased subsidies for individual or community gardens
- Increased funding in support of local traditional harvesting
- Increased quotas for domestic supply of NWT food products
- Address regulatory barriers to domestic market of NWT food products
- Address regulatory barriers to using and accessing traditional foods commercially
- Implement the Great Slave Lake Fishery strategy
- Increased agricultural research on cold weather climate food production and storage
- More education and training in communities on nutrition, food production and traditional harvesting and preservation of food



5. Environment: Responsibly stewarding the land and resources now and for future generations

NWT PRIORITY ACTION ITEMS

The land and resources of the NWT have sustained generations of people over millennia. Resource development is needed to grow the NWT economy but must remain sustainable and environmentally sensitive to safeguard the land's ability to provide for future generations. Trust and confidence in sustainable development must be supported by both Indigenous and scientific knowledge; by careful planning; and by ongoing monitoring and response. There is room for improvement in all three areas.

Priorities to 2030 are:

- Significant increases in funding of research, monitoring and mitigation of climate change impacts, particularly focussed on threats to major infrastructure and communities as well as impacts on species, species at risk, and disasters such as forest fire and drought
- Recognize the leadership of Indigenous peoples and support capacity-building in both traditional knowledge and scientific research, and environmental monitoring and guardianship
- Improve management and sharing of information on key environmental and species data
- Complete land use plans for every region of the territory
- Major advances in remediation/mediation of reclamation sites and community waste and water infrastructure



6. Governance and reconciliation

NWT PRIORITY ACTION ITEMS

Northerners must have the tools and the authorities to manage their own affairs, and to make decisions on their own future. The Government of Canada's long stated policy has been to advance and strengthen northern governance through increased devolution of province-like powers to our territory and through the completion of modern land and self-government treaties. The Government of Canada is responsible for ensuring good governance continues to evolve in the NWT in a way that contributes to decolonization and reconciliation, including between Indigenous governments and the NWT public government, so that all NWT residents can be well served. The job is not yet done.

Over the next decade we want to see:

- Completion of outstanding land claims and self-government agreements
- Implementation of existing agreements including appropriate levels of funding for modern treaty agreements including self-government
- Fulfillment of commitments made in the Devolution Agreement of 2014 for review of the *Mackenzie Valley Resource Act* provisions and a co-management agreement for oil and gas resources in the Beaufort Sea
- Lifting of the Beaufort Sea Moratorium so that residents can benefit from responsible and sustainable development of Beaufort Sea Offshore resources
- Review and related amendments to the MVRMA completed and transfer of remaining responsibilities to the NWT
- Investments in governance capacity for Indigenous self-governments and for supportive programs to increase the number of women in leadership positions
- A stronger and more consistent role for Indigenous and northern voices in international Arctic fora

7. Safe and secure people, communities and environment

NWT PRIORITY ACTION ITEMS

The isolation of many northern communities makes them especially vulnerable and less resilient to climate change impacts, severe weather events, and natural disasters such as fire and flood. Geographical distances and harsh conditions present unique challenges for emergency planning and management. Canada's investments in national security in the Arctic should also leverage opportunities to make the lives of residents safer and more secure.

Priority actions for investment are:

- Comprehensive and integrated emergency planning and risk mitigation for NWT communities, including search and rescue
- Implement disaster mitigation plans being developed for remote communities
- Extension of the Inuvik airport runway
- Expansion of Joint Task Force (North) and Canadian Coast Guard presence







ARCTIC AND NORTHERN POLICY FRAMEWORK

Nunavut's Vision





Arctic and Northern Policy Framework

Nunavut's Vision

The Government of Nunavut (GN) envisions an Arctic and Northern Policy Framework (ANPF) that is inclusive, informed by Inuit Societal Values, and allows for infrastructure development, sustainable economic growth, and effective responses to the social, economic, and health disparities that affect the well-being of Nunavummiut - the people of Nunavut.

Our vision is dependent on a framework that acknowledges how the complex legacy and ongoing consequences of colonization continue to affect Inuit today. Taking a whole-of-government approach, this framework is an opportunity to establish a different relationship based on a shared vision, mutual respect, and collaboration.

In the *Interim report on the Shared Arctic Leadership Model*, Mary Simon succinctly states that “... inclusiveness can foster great collaboration and true reconciliation.... [I]t is important to note from the outset that it is the urgent issues around education, mental health services, lack of basic infrastructure, food security, and the importance of honouring land claims agreements, that northerners consider the top priorities.”

The many challenges facing Nunavut are inter-related and need to be addressed as a whole for there to be any meaningful progress for the people of Nunavut. Longstanding and deep-rooted inequalities in language, education, infrastructure, energy, communications, employment, and health continue to disadvantage Nunavut Inuit. These disparities are evident in the socio-economic statistics and indicators for Nunavut. Collaboration, partnership and investment are imperative for long-term success. Ambitious and transformative action requires dedicated, adequate, long-term funding and alignment of strategic priorities.

In this chapter, we discuss how, in the context of a co-developed Arctic and Northern Policy Framework, this can be achieved.

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Our Past

Nunavut is the only jurisdiction created out of an Indigenous land claims agreement, the *Agreement between the Inuit of the Nunavut Settlement Area and Her Majesty*

the Queen in Right of Canada, or, more simply, the *Nunavut Agreement*. And it is the only Canadian jurisdiction to have a majority Indigenous population – 86 per cent of Nunavummiut are Inuit.

Nunavut Inuit entered into negotiations for a land claims agreement with the federal government to protect and promote the Inuit way of life while participating in the modern world, with a strong sense of self-determination and control over the future of Inuit governance, land use, and cultural preservation. These negotiations, which eventually resulted in the signing of the *Nunavut Agreement*, took place at a time when other Indigenous communities in Canada, including Inuit communities outside of what would become Nunavut, had concluded or were in the process of negotiating their own land claims agreements with the federal government.

Under the provisions of the *Nunavut Agreement*, Nunavut was granted a unique governing structure in which the GN, the federal government and Nunavut Tunngavik Incorporated (NTI), representing Nunavut Inuit, share responsibilities for governance in the territory through Nunavut's 'Institutions of Public Government', which are tasked with regulating land use, water use, and wildlife harvesting, among other important functions.

There is still much work to be done before the promise of Nunavut as envisioned by our Elders, who spent decades laboring for our territory's creation, can be realized.



Our Present

Nunavut's modern society is firmly rooted in Inuit history, culture and values with a young and growing population of roughly 38,000 living in 25 remote, isolated communities spread across approximately one fifth of Canada's land mass. This population is predominantly Inuit, the vast majority of whom speak Inuktitut as their mother tongue.

Nunavummiut are experiencing fundamental changes to their way of life. It is well known that, as with other Indigenous groups in Canada, there are vast inequalities between Inuit and the rest of the Canadian population. Improvements to economic opportunities, housing, education, language and culture, environment, justice and infrastructure and relationships with stakeholders are needed, in addition to programs and services.

Nunavummiut have worked hard: to improve the well-being of our people and communities; to contribute to, and grow, a strong and sustainable economy; to safeguard our territory's environment and wildlife; to advance sovereignty, rooted in past and present Inuit use and occupancy, in Canada's Arctic Archipelago; and to articulate our unique voice within Canada and the world.

Future progress in Nunavut depends on increased and sustained collaboration between the federal, territorial and municipal governments; Inuit organizations; the private sector; not-for-profits; and Institutions of Public Government.

The following section describes Nunavut's context in relation to six key themes: autonomy and governance, language and education, health and well-being, environment, infrastructure, and economy.



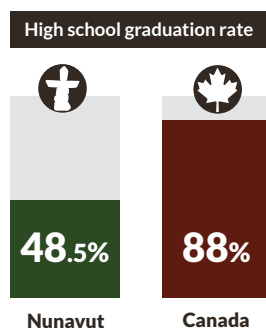
Autonomy and Governance

The GN is one of only two governments in Canada that is rooted in consensus, wherein there are no political parties and all Members of the Legislative Assembly run and are elected as independents. In addition, it is the only government of Canada's 13 provinces and territories where all current Cabinet ministers are Indigenous. This is a positive step toward Inuit self-determination. The GN and the federal government both have important obligations to Nunavut Inuit under the *Nunavut Agreement*, including achieving representative Inuit employment in the public service; providing Inuit with meaningful opportunities to participate in the creation of social and cultural policies, programs and services; and ensuring that Inuit societal values shape and are embodied in the work that we do.

The Inuit of Nunavut presently own 17.7 per cent of the land in the Nunavut territory. The Government of Canada owns most of the remaining land, known as Crown land. The GN and NTI are currently negotiating a devolution agreement with the Government of Canada. Once signed, devolution will transfer province-like powers and responsibilities from the Government of Canada to the GN. Most significantly, the GN will acquire legislative authority over Crown land, giving it decision-making power over these lands and the right to collect royalties from development projects undertaken on them, furthering Nunavut's political self-determination. Devolution agreements have already been signed between the Government of Canada and the Government of the Northwest Territories and the Government of the Yukon. Concluding a devolution agreement with the Government of Canada is a key priority of Nunavummiut and marks the next step in our political evolution as a territory.

Language and Education

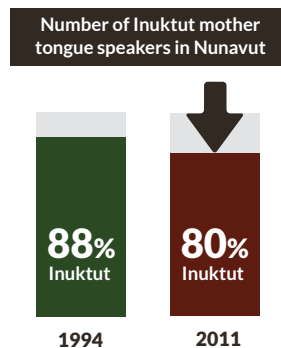
While Nunavut Inuit have made notable advances in gaining formal education, there is still a pronounced disparity between the educational attainment of Inuit and non-Inuit in Canada. Overall, access to formal education is limited in the North. There is a particularly strong need to enhance child care infrastructure and early childhood programming in Nunavut communities.



While much of Nunavut's young population is moving through the education system, too few are graduating. Although data on graduation rates is limited and education outcomes by community vary, the stark reality of Inuit education today is that many in Nunavut are not completing high school, and many who do find that their skills and knowledge don't compare to those of non-Indigenous graduates. This is illustrated by our high school graduation rate of 48.5 per cent compared to the national rate of 88 per cent. Truancy is also a serious issue at all levels of the education system and ranges between 20 and 50 per cent.

Maintenance of language and cultural traditions are important in fostering a sense of individual and community identity. Cultural continuity in particular is a strong component of good mental health and well-being. Today, Inuktitut remains one of the most resilient Indigenous languages in the country. According to Statistics Canada (2011), 89 per cent of Nunavut Inuit reported the ability to conduct a conversation in Inuktitut. While this statistic appears robust, the reality is that the use of Inuktitut in Inuit homes in Nunavut is on a rapid decline.

Between 1996 and 2011, the number of Inuktitut mother tongue speakers in Nunavut dropped from 88 per cent to 80 per cent. Over the same time period, the use of Inuktitut in Inuit homes in Nunavut dropped from 76 per cent in 1996 to a mere 61 per cent in 2011 (National Household Survey, 2011). This represents an astounding language loss rate of Inuktitut and emphasizes the need for significant effort and commitment to retain, build, promote and revitalize the use of Inuktitut across Nunavut.





Under the *Nunavut Act*, a federal statute, the GN is responsible for the preservation and promotion of Inuktitut. Unfortunately, the chronic underfunding of Nunavut's education system means that the GN has not yet achieved its long-standing goal of implementing a bilingual Inuktitut curriculum.

The GN also recognizes language and education are inter-connected and the current state of language and education in Nunavut can be generalized as that of rapid change and one requiring serious time and investment. New programs are currently being developed to further increase the high school graduation rate, encourage post-secondary attendance, and incorporate culturally-relevant curriculums.

Low educational outcomes are associated with adverse social implications, including greater unemployment, greater numbers entering the justice system and greater incidences of illness and poverty. Fundamental changes to the education system, reflective of Inuit culture, history and worldview, are required to ensure retention and revitalization of the Inuit language.



Health and Well-being

There are numerous health challenges among Nunavut communities. Issues surrounding income distribution, housing, education, food security, availability and access to health services, mental wellness and the environment are resulting in poorer health outcomes among Nunavummiut. Many of these concerns are thought to stem from the socio-economic inequalities between Inuit and non-Indigenous Canadians.

A range of indicators demonstrate the health gap between Nunavut and the rest of Canada. Life expectancy for Nunavummiut is 71.8 years, which is almost 10 years lower than the Canadian average. Our infant mortality rate is three times higher than the Canadian average and our tuberculosis case rate 50 times higher. In addition, 62 per cent of Nunavummiut ages 12 years and older report being current tobacco smokers, compared to 18 per cent of Canadians of the same age.

Nunavummiut have the second-highest median household income in Canada, sitting at \$97,441. This statistic however, hides underlying inequalities. For example, while the total median individual income for non-Indigenous people in Nunavut is \$84,139, for Inuit in Nunavut it is only \$24,768. This disparity becomes more pronounced when coupled with the high living costs in northern communities, from high rents, to the high prices of food and products that have to be shipped or flown in.

Further, 15 per cent of Nunavummiut are unemployed and 38 per cent receive income assistance. Such economic disparities are the product of and contribute to significant gaps in health, education, food security, and other social outcomes between Nunavummiut and other Canadians, and between Inuit and non-Inuit in Nunavut.

Alarming rates of food insecurity exist among Inuit in Nunavut. This is a combined result of low earnings, high food prices, and declining access to country food due to the high cost of fuel and of harvesting equipment like snowmobiles, ATVs, firearms, and ammunition. The Inuit Health Survey, conducted in Nunavut in 2007 and 2008, found 70.2 per cent of Inuit households to be food insecure, meaning that they lack



access to adequate and appropriate food. This is roughly eight times higher than the national average of nine per cent.

In order for an individual to maintain an optimal level of health, there must be access to sufficient health care services. Apart from the larger hubs, Nunavut communities possess limited health services and rely primarily on health centres for care. Nunavummiut must often travel outside of communities to regional or southern centres to receive medical attention.

Nunavut Inuit struggle disproportionately with mental health issues and face high rates of addiction, abuse and suicide as a result of rapid social transformation, forced relocations, forced attendance in residential schools, and chronic underfunding of key programs and services.

In order to address these significant obstacles, numerous initiatives are required from the community to the national level. Unique expertise exists among communities and will be an essential contributor to improving the health challenges that are currently faced by Nunavummiut.



Environment

The transition from life on the land to life in communities was a rapid, dramatic, and life-altering experience for Inuit. Nunavut's environment, 'the land', remains centrally important to the life and culture of Inuit and its proper stewardship is a key priority of Inuit and of all Nunavummiut.

Land use in Nunavut must reflect both the priorities of Inuit, which include access to country food, access to safe drinking water, and a strong economy that provides business and employment opportunities, and of Nunavummiut generally. It must also balance the benefits of development with the protection of our natural resources for future generations. This focus is of paramount importance in the face of rapid changes to the climate that are felt disproportionately in the North.

Climate change exacerbates many of the social and economic challenges Nunavummiut face. The melting of the permafrost layer could destabilize many of the buildings in our communities because they are built on stilts that derive their stability from the solidity of the permafrost. This would render many of our homes and workplaces unsafe and saddle private homeowners, businesspeople, and governments with major costs for repairs. Similarly, the rapid transformations of the tundra and the Arctic Ocean will impact the ability of Nunavummiut to access and harvest the land and marine species upon which their livelihoods – most notably those of our hunters, fishers, tourism outfitters, seamstresses, and artists – depend.

Protecting our environment will require collaborative support from partners and stakeholders. We must push forward on key priorities such as climate change adaptation and mitigation strategies, comprehensive drinking water and waste management systems, and expanded monitoring programs to gather data on and understand changes to our wildlife and our lands.

Nunavut lags behind much of the country in the development and installation of renewable and low-emission energy sources. All communities within the territory rely exclusively on diesel generators for electricity generation, at high fiscal and environmental costs. Nunavummiut are committed to doing their part to reduce Canada's carbon footprint, but new federal funding is needed for us to make significant emissions reductions an achievable goal.

Nunavummiut need expanded financial support and enhanced collaboration with the Government of Canada and other key partners and stakeholders to secure a sustainable future for our environment.





Infrastructure

Nunavut faces a profound infrastructure deficit and severe challenges in maintaining existing infrastructure of a nature and scope unlike that of any other Canadian jurisdiction. The infrastructure deficit is an impediment to economic growth and well-being in Nunavut communities. The costs of building and maintaining infrastructure are higher than average and are exacerbated by a number of environmental factors including remoteness of communities, a short building season, and challenging terrain.

Nunavut is suffering from a severe housing crisis, with a current deficit of more than 3,000 units. In addition to the existing shortage of housing, Nunavut is barely able to meet the additional housing needs imposed by Nunavut's growing population. Accordingly, Nunavut has the highest rate of core housing need – the percentage of households that live in dwellings deemed unsuitable, inadequate, or unaffordable and that do not have sufficient income to afford a suitable alternative – of all Canadian provinces and territories. According to Statistics Canada, the core housing need in Nunavut was 36.5 per cent in 2016, almost triple the Canadian average. The housing deficit in Nunavut disproportionately affects Inuit. In 2010, the Nunavut Housing Needs Survey found 56 per cent of Inuit in Nunavut living in overcrowded homes. Living in overcrowded homes, in turn, is associated with many negative social outcomes, including increased transmission of communicable diseases (such as tuberculosis), mental health issues, poor educational attainment, poor employment outcomes, and higher levels of interpersonal violence.

Most communities in Nunavut are not equipped with the basic community infrastructure that is needed to support healthy, prosperous community well-being. Community halls and schools currently provide space for community events like feasts, celebrations, sporting events, court hearings, and funerals. However, they are often overbooked and insufficiently or ill-equipped for these purposes. Nunavut's water infrastructure and waste infrastructure are aging and require extensive repairs to meet community needs and safety regulations.

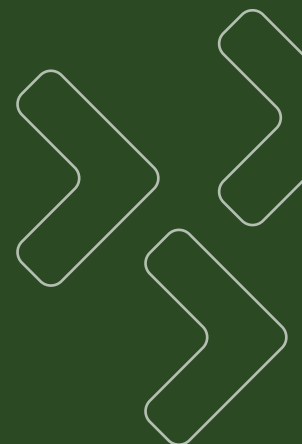
Nunavut also has a deficit of transportation infrastructure. None of Nunavut's 25 communities are connected to one another or with communities in southern Canada

by road or by rail. This means that all basic necessities must be either flown in, or shipped in during the one to four-months period when the ocean is free of ice and there is marine access to communities. Both options are expensive and contribute to the territory's high cost of living. Most of Nunavut's airports are also aging. Significant resources are required to provide much-needed updates and repairs that would improve overall safety.

Insufficient marine infrastructure, most notably a lack of deep sea ports and small craft harbors, shortens the period during which cargo ships can deliver to communities, increases the cost of goods and services, hampers search and rescue operations, limits ocean access for Nunavummiut participating in marine hunting and gathering activities, and inhibits economic opportunities that could arise from offshore fisheries and cruise-ship tourism.

Nunavummiut also face an enormous and extensive digital gap, caused by the lack of telecommunication infrastructure that is of adequate speed, is affordable and reliable. Important government services, such as our Telehealth system, which allows Nunavummiut to receive diagnoses and care remotely, also depend on reliable internet connectivity. All communities in Nunavut rely on satellites for internet access, and technical issues often disrupt internet connectivity for the entire territory. Investment in telecommunications infrastructure such as a fiber optic networks, would increase internet reliability and speeds across the territory and allow Nunavummiut to participate more fully in the digital economy.

Addressing the infrastructure challenges that Nunavut currently faces will require well-planned investment and collaboration by all partners. This is critical to ensure that Nunavummiut, especially Inuit, are able to take full advantage of economic development opportunities.






Economy

The public sector has been the bedrock of Nunavut's economy since the territory's creation. In 2019, economic activity generated by governments – including the GN, the Government of Canada, and municipal governments – accounted for an estimated 28 per cent of Nunavut's Gross Domestic Product (GDP). Governments have also been the main providers of jobs to Nunavummiut: 5,000 workers out of a workforce of 13,500 are employed by the GN alone. However, Nunavut's reliance on a transient workforce leaves major gaps in crucial positions across Nunavut. This demonstrates the need for training and development opportunities for Inuit, to ensure stability for Nunavut's economy and local workforce.

Growth in Nunavut's economy has and continues to be driven by the mining sector. The mining sector currently accounts for about one fifth of Nunavut's GDP. Total mineral production grew by 20 per cent last year and is expected to grow another 20 per cent next year with the opening of new mines. Nunavummiut who work in the mining sector benefit from high wages, professional work experience, access to training initiatives, and opportunities to acquire skills, including skills that are transferable to jobs outside of the mining sector.

Currently, gold and iron are Nunavut's only mineral exports, but the territory has many untapped reserves of diamonds, copper, zinc, and uranium that could fuel future growth. Resource extraction in Nunavut could also expand to include petroleum products: according to geological data, Nunavut could possess up to one quarter of all Canadian potential for petroleum development in its sedimentary basins and surrounding waters.

At the same time, prices for commodities can be volatile, leading to 'boom' periods of rapid economic growth when commodity prices are high and 'bust' periods of slower growth or recession when prices drop. Nunavummiut would benefit from further diversification of our territory's economy, as diversification would help counter volatility and provide Nunavummiut with a greater range of options for gainful employment.



At present, Nunavummiut are not poised to take full advantage of the economic opportunities presented by growth in the mining sector and the potential development of a petroleum-extraction sector. A lack of formal credentials (almost 40 per cent of Nunavummiut aged 25-64 lack a high school diploma), skills and relevant work experience means that mines rely heavily on fly-in, fly-out workers from outside of the territory. While vital to the maintenance of mining operations, these workers take most of their income out of the territory. This means that this money, earned in Nunavut, is not spent in Nunavut and therefore does not stimulate local economies. It also results in a significant loss in revenues for the GN that could be used to improve and expand important government services.

In addition to the formal economy, Nunavut also has a strong traditional hunting sector, which continues to play a significant role in Nunavut's economy. Harvesting animals provides meat for food, fur and skin for clothing, and bones for tools, games and art.

Nunavut established commercial turbot, shrimp, and char fisheries that offer global markets access to a unique range of products. With much of its commercial fishing stock still unexplored, fisheries provides an important and growing contribution to Nunavut's economy.

Nunavut's unique culture and outstanding natural beauty continue to attract tourists from around the world. Tourism activities include eco-tourism, sports hunting, fishing, cultural, adventure and educational activities. Inuit art also continues to play an important role in the economies of many of Nunavut's communities.

While there are several industries that contribute to Nunavut's economy, much work remains to ensure all Nunavummiut are able to take advantage of and fully benefit from the opportunities of a growing economy.



The Path Forward

Since Nunavut's inception, there have been significant efforts to improve conditions in Nunavut, however, substantial work remains. A significant and historic opportunity exists to address the disparities facing Nunavummiut and to ensure a prosperous future for the territory. Progress will require significant investment, partnership, and collaboration.

With adequate resources, coordinated and innovative approaches can be taken to address the many factors contributing to the overall well-being of Nunavut communities. Here, we identify our priority action items organized under five broad categories:

1. Enhancing the well-being of Inuit and communities.
2. Facilitating economic development that benefits Nunavummiut.
3. Closing the infrastructure gap.
4. Raising employability through education and training.
5. Strengthening Nunavut as a distinct territory in Canada and the world.

1. *Enhancing the well-being of Inuit and communities*

These initiatives aim to enhance the well-being of Nunavummiut by directly addressing many of the root causes of poor social outcomes that disproportionately affect Inuit. Priorities for action are:

- i. Increase access to child, youth, and family supports that are culturally-relevant.
- ii. Enhance service delivery capabilities of the health care system.
- iii. Establish an achievable plan for the eradication of tuberculosis and provide adequate support for community healthcare professionals.
- iv. Build homeless shelters and transitional housing across Nunavut.
- v. Ensure all Nunavut communities have access to safe, abundant, and sustainable drinking water by developing a comprehensive drinking water program.
- vi. Address the causes of climate change and develop and implement an effective mitigation strategy.
- vii. Expand research in Nunavut that is timely, actionable, and reflects Inuit priorities.
- viii. Enhance Nunavut's funding relationship with the federal government to recognize the higher costs of delivering public services and achieving public outcomes of comparable scope and quality as elsewhere in Canada;
- ix. Earmark portions of all federal funding programs – including those that are application-based – for the use of Nunavut and the territories as a way to target national funding towards the needs of Canada's Arctic.
- x. Work collaboratively to address reconciliation issues as outlined in such reports as the Missing and Murdered Indigenous Women and Girls Inquiry, Truth and Reconciliation Commission, and the Qikiqtani Truth Commission.

2. *Facilitating economic development that benefits Nunavummiut*

These initiatives aim to strengthen and diversify our economy to increase the opportunities available to Nunavummiut to acquire and maintain gainful employment. Priorities for action are:

- i. Increase opportunities for Nunavummiut to participate in the mining sector by creating a Nunavut Mine Training Centre that would offer in-territory training for in-demand skills at mines.
- ii. Support the creation and expansion of small businesses by creating Regional Business Incubators and increase training and financing for small businesses in Nunavut.
- iii. Strengthen harvesting economies in Nunavut communities by expanding community-developed, country food programming and infrastructure.
- iv. Facilitate programs that make country food more accessible across Nunavut to alleviate issues with food security among Inuit.
- v. Stimulate fisheries, arts and tourism as emerging sectors of Nunavut's economy.



3. *Closing the infrastructure gap*

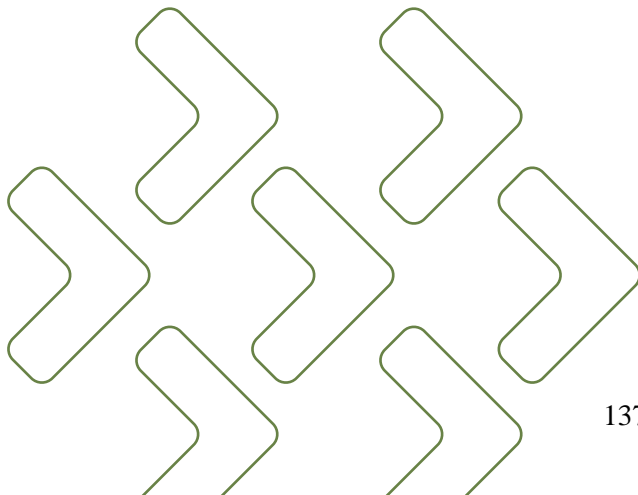
These initiatives aim to increase Nunavut's infrastructure, reduce the cost of living in the territory, and better position Nunavummiut to participate in and benefit from the economy. Priorities for action are:

- i. Address the current housing crisis by eliminating the 3000-unit housing shortage, update and repair current housing stock, and work collaboratively to proactively address future housing needs.
- ii. Support the development of infrastructure for faster, more reliable and affordable internet connectivity.
- iii. Expand and improve land, marine, air, and community infrastructure, including: roads, small craft harbors, ports, airports, water facilities, waste-treatment and waste-disposal facilities, healthcare facilities with adequate technology, Elder care and long-term care facilities, schools, community learning centres, arenas, fitness centres, and cultural centres.
- iv. Conduct a comprehensive energy review that focuses on affordable, sustainable, and reliable energy systems, with a focus on renewable energy.
- v. Establish in-territory mental health and addictions treatment infrastructure.

4. *Raising employability through education and training*

These initiatives aim to increase educational outcomes to better position Nunavummiut to take advantage of existing opportunities and those that arise as our economy grows and diversifies. Priorities for action are:

- i. Ensure programs and initiatives are conducive to increasing Inuit employment to a representative level in the Public Service and other areas of the economy.
- ii. Develop and expand access to adult literacy and numeracy training programs;.
- iii. Increase the financial and human resources needed for implementation of full-day kindergarten across the territory.
- iv. Expand in-territory training and certification programs for trades.



5. *Strengthening Nunavut as a distinct territory in Canada and the world*

These initiatives aim to strengthen Inuit culture by working together and ensuring that reconciliation is implemented and impactful by further embedding Inuit Societal Values in the operations and culture of the workplace. Priorities for action are:

- i. Full implementation of Nunavut Agreement including adequate and sustainable funding.
- ii. Promote language revitalization efforts by training more Inuit teachers to meet the human resource requirements of bilingual Inuktitut education.
- iii. Have Inuktitut recognized in federal law as a founding and official language of Canada within Nunavut.
- iv. Ensure resources for Inuktitut programs are sufficient and comparable to resources provided for French and English language programs.
- v. Ensure Elders have equitable access to government and other community services by expanding the range of services available in Inuktitut.
- vi. Enable cultural revitalization and ensure Inuit knowledge is transmitted from generation to generation through programs such as Nunavut-wide 'on-the-land' programs focusing on traditional roles and contemporary situations.

Conclusion


The ANPF has the potential to affect positive, strategic and instrumental change. In Nunavut, it must complement existing tools, like the *Nunavut Agreement*, while giving Nunavummiut the necessary means to guide and manage our social and economic futures.



Past collaboration has brought many benefits to Nunavummiut, including construction of Iqaluit's new airport terminal, which has improved the safety and reliability of air travel in and out of our capital; the completion of tuberculosis prevention screening clinics in Qikiqtarjuaq, Whale Cove, and Cape Dorset which has increased community awareness about TB, its prevention, and treatment; the opening of the Canadian High Arctic Research Station, where modern science and Inuit knowledge are deployed in the co-creation of new knowledge about our environment and our communities; and the construction of Pangnirtung's small craft harbor, which has improved access to the sea for hunters, outfitters, residents, and visitors.

These successes were made possible by the combined efforts of governments, Inuit organizations, businesses, community associations and individual residents. Much of the funding for key projects has come from the Government of Canada. There is already an existing foundation to build on as we move to further strengthen our relationships and work collaboratively to address on-going challenges.

Coordinated approaches, founded on partnership and collaboration will be critical, given the interrelated, interdependent nature of the priority areas. Additional requirements for the success of the ANPF include: strong commitment to develop and deliver concrete policies and programs that address gaps and challenges, transformative and innovative approaches to remove the inequalities that affect the well-being of Nunavummiut, substantial and ongoing investment to facilitate long-



term strategic advancement, and the establishment of a mechanism for tracking the progress of the ANPF to ensure identified actions meet the ANPF's objectives and priorities and lead to a prosperous future for Nunavummiut, Northerners and all Canadians.



ARCTIC AND NORTHERN POLICY FRAMEWORK

Nunavut's Vision



Arctic and Northern Policy Framework

Pan-Territorial Chapter

Yukon

Northwest Territories

Nunavut



Arctic and Northern Policy Framework





Pan-Territorial Chapter

Yukon - Northwest Territories - Nunavut

Premiers' Introduction

In 2017 the Premiers of the Yukon, Northwest Territories, and Nunavut released the *Pan-Territorial Vision for Sustainable Development* that declared that all residents of the territories deserve the opportunity to achieve the same aspirations for themselves and their families as other Canadians – including social, education, health, and economic opportunities.

The Premiers stand together to foster long-term development of northern economies on a foundation of responsible resource development, economic diversification and job creation – in addition to investments in transportation, energy and communications infrastructure, and innovation. A key principle of the *Pan-Territorial Vision for Sustainable Development* is that northerners must have the tools and authority to manage their own affairs and make decisions on the future of the North.

The Premiers are taking a strong leadership role in working with the federal government, territorial governments, and Indigenous governments and organizations, and affected stakeholders to give meaning and outcomes to the *Pan-Territorial Vision for Sustainable Development*. The shared vision, principles and investment and development priorities provide a foundation for the establishment and implementation of the *Arctic and Northern Policy Framework*. This foundation reinforces the importance of resource development, economic diversification, improved infrastructure and innovation in building strong territorial economies and strengthening self-reliance.

Purpose of the Pan-Territorial Chapter

The pan-territorial chapter sets out a brief context of the importance and role of the three territories as a political and economic ‘region’ of Canada. It highlights some of the key opportunities and challenges that the territories share, and provides an introduction to the more detailed territory-specific chapters that follow. The chapter begins with the components of the Premiers’ *Pan-Territorial Vision for Sustainable Development*, followed by key aspects of the pan-territorial context.

Pan-Territorial Vision and Principles for Sustainable Development

Strengthened and diversified economies are central to sustainable community wellness and to Indigenous self-determination. Fostering healthy, vibrant and prosperous communities will require local skill-development investments, which will be imperative to economic diversification and establishing more self-reliant communities. Infrastructure such as highways, roads, bridges, harbours, ports, airports, viable energy alternatives, telecommunications and connections to hydroelectric grids are critical for economic diversification and reducing the costs of living. Each territorial government has strong and productive relationships with local Indigenous governments and organizations. Their collaborative participation is vital to reconciliation, economic development of the territories and in supporting community wellness, elements essential to advancing Canada's Arctic and a shared prosperity.

Pan-Territorial Vision:

The people of Nunavut, Northwest Territories and Yukon are our number one priority and our most important resource. As Premiers, we are committed to taking a leadership role in working with the federal government, territorial Indigenous governments and organizations, and stakeholders to provide our residents with every opportunity for economic success and a high quality of life. Every Northerner deserves the opportunity to experience wellness and the strength of community that characterizes Canadians. Economic development and diversification are foundational to this goal.

Pan-Territorial Principles:

- **The territories will stand together to create long-term sustainable development of northern economies.**
- **Indigenous governments and organizations are integral to the economic future of the territories.**
- **Northerners must have the tools and the authorities to manage their own affairs and to make decisions on the future of the North.**
- **People of the territories have opportunities to build self-reliance, live in healthy, vibrant, prosperous communities, and build their capacities to reach their full potential.**
- **Social and environmental responsibilities are integrated into our territorial regulatory regimes and underpin all our economic development decisions.**

Pan-Territorial Sustainable Investment and Development Priorities

RESOURCE DEVELOPMENT

Responsible, sustainable resource development and job creation is the cornerstone of the territorial economies. Indigenous ownership, investment and participation in the resource industry are key to the success of this sector. Resource projects provide education, training and employment opportunities in communities as well as direct Indigenous participation in supply and services business development.

We are positioned to drive innovation in cold climate resource extraction. As we work to responsibly develop our resources we will continue to collaborate with Indigenous governments and organizations, the federal government, and industry partners to sustainably and responsibly develop our economies. Through this work we will also ensure that the benefits of development improve the quality of life for our citizens and continue to protect the environment for future generations. The territories are endowed in the natural resources essential to the technologies that support the expanding green economy.

ECONOMIC DIVERSIFICATION

Diversification is an essential factor in the success of sustainable economies. Across various regions, the territories are home to emerging and established sectors such as tourism, traditional economies, agriculture, film, digital media, arts and crafts, forestry, manufacturing, information technology, and commercial fishing.

Partnership with Indigenous governments and organizations, industry and the federal government will strengthen territorial economic diversification, balance interests and ensure benefits are dispersed more broadly across and within the territories. The territories will seek to strengthen and establish infrastructure, increase educational resources, and develop innovative partnerships to deliver leading edge business and entrepreneurial mentorship services to drive new business and employment opportunities.

INFRASTRUCTURE

Large scale investment in northern transportation infrastructure corridors including highways, harbours, ports, airports and rail will create investment and economic opportunities in the North. The development of clean, affordable energy alternatives and connecting to hydroelectric grids will reduce the costs of living and doing business in the North and increase investment in the territories.

Resource potential and expanding northern sovereignty challenges make northern development a matter of national interest. Federal investment in northern infrastructure will lever private sector investment and maximize opportunities for exploration and development.

Connecting communities through telecommunications infrastructure is key to supporting innovation and technology development, creating prosperity, and increasing the well-being of citizens living in remote areas.

INNOVATION

Research, innovation, and commercialization, particularly through entrepreneurship, will strengthen and diversify territorial economies. Many northern communities and industries rely on diesel as their main energy and heat source. New innovative technologies and modernized energy systems will provide alternative energy sources for communities and industries that have limited energy generation options.

The adoption of renewable and innovative technologies will decrease communities and industrial reliance on carbon intensive fuel sources and further our sustainable and, environmentally responsible development. Innovative energy and heating solutions as well as responsible industry practices will play an important role in the future of the North. Partnerships across all levels of government and with the private sector will create these innovative solutions and enable the North to prosper.

Pan-Territorial Context

Geography:

Together the territories represent a vast geographic area encompassing 3.9 million square kilometers. This accounts for nearly 40% of Canada's landmass and comprises a large part of the longest coastline in the world, with tremendous untapped economic opportunities including unparalleled natural resource development potential. The territories' geographic expanse also represent centuries of Indigenous history, Canada's northern identity and actual sovereignty in the Arctic, both at home and on the international stage.

Who we are and where we live:

The total population of the territories is currently some 113,000 persons, which is about 1% of Canada's population, living in 75 remote and rural communities. The territories are home to a vast and rich diversity of cultures and languages, with Indigenous peoples making up 86 percent of the population of Nunavut, 50 percent in the Northwest Territories and 25 percent in the Yukon.

The Yukon and the NWT can be characterized as having the majority of their territorial populations concentrated in their capital cities (70% in Whitehorse and 50% in Yellowknife). Nunavut continues to have the majority of its population (about 78%) living in the 24 communities outside of the capital city of Iqaluit.

Statistics Canada population projections to 2031 indicate an overall modest increase of up to 16% across the combined territories. This will bring the population of the territories to about 131,000, with some variation in individual territorial growth. The three territories, like Canada overall, are also experiencing demographic and socio-economic shifts and challenges, including low population growth due to changes in natural increase rates and the significantly increased demand for services for the aging populations. These factors are, and will, continue to impact territorial labour force demand and supply. It also creates a corresponding need for further investment in communities.

In each of the territories, the relationships between the public, territorial and Indigenous governments and organizations are key to policy development and effective program and service delivery. Respect, trust and a continued commitment to strengthening working partnerships between the territorial and Indigenous governments and organizations are a shared priority and central to the future of the territories.

Sustainable economic development and growth:

Canada and the territorial governments share an enduring obligation and commitment to advance a fundamental provision of the *Constitution Act* (1982), that of addressing equalization and regional disparities. Section 36 (1) states: “Parliament and the legislatures, together with the government of Canada and the provincial governments are committed to: (a) Promoting equal opportunities for the well-being of Canadians; (b) Furthering economic development to reduce disparity in opportunity.” This legislative-based commitment underpins the mandates and informs priorities of the federal, territorial and provincial governments.

The Canadian competitive position on the global circumpolar stage is a concern, as it impacts the lived realities of territorial populations, as well as Canada’s overall economic strength and international political influence. While recognizing the limitations of direct comparison of circumpolar regions due to availability of comparable data, economic growth, as measured by Gross Domestic Product (GDP), for circumpolar regions indicates that relative to the European Arctic and the Russian Arctic, the Canadian Arctic has experienced comparatively lower rates of economic growth. Achieving sustained economic development at the pan-territorial level is dependent, in part, on mutual commitments and collaboration by all the territorial, federal and Indigenous governments and organizations to work together for meaningful and sustained prosperity.

Territorial collaborative governance, co-existence and shared prosperity:

Northern economic development is essential to the building of a new political and economic relationship between the federal government, territorial governments, Indigenous governments and organizations, and Indigenous people. Territorial citizens are intent on achieving social and economic equity with their southern counterparts and playing an important role in Canada’s future economic success both at home and on the international stage. It is important that Canada’s national northern identity has space for, and is inclusive of, this ambition.

Each territory, on its own terms and timeline, is advancing along a bridge of socio-cultural, economic and political collaboration in governance and respectful co-existence within a shared geography and future. Acknowledgement of the legitimate rights and responsibilities of territorial public governments, Indigenous governments and organizations is fundamental to accountable, effective and efficient collaborative governance structures. Every citizen within their respective jurisdiction is entitled to equitable access to essential programs and services, and opportunities for shared prosperity.

Pan-Territorial Context continued

Competition and Cooperation:

While the three territories, as distinct political jurisdictions, naturally compete for external investment from public and private sources in order to advance social and economic development priorities of all the citizens they serve, the territories have a long and shared history of cooperation and collaboration.

The shared histories of deep and rich cultures of the Indigenous people of the Arctic requires that the three territories continue to cooperate and maintain open borders to accommodate a range of transboundary interests, economic opportunities, renewable resources and wildlife management goals. The three territories remain committed to continue working together, and to strengthening relationships with Indigenous governments and organizations, and with Canada to build on and expand the natural competitive advantage of the respective natural resources endowments. It is this that will give the people of each territory the social and economic benefits of making the decisions to harness and responsibly develop these resources.

Fiscal capacity and sustainability:

The combined annual expenditure of the territories is over \$5.2 billion, with about 75% of that through transfers from Canada. Each of the territorial governments is challenged by constrained fiscal capacity and the consequential limits to invest in essential core programs and services, let alone strategic and economic infrastructure. The territorial fiscal capacity to invest is additionally constrained by the borrowing limits set by the federal government, and the available debt ceiling room.

The territories' fiscal stability is tied directly to the strength of their economies. As part of their continued political development, the Yukon and the NWT have lands and resources jurisdiction through devolution agreements with Canada. Nunavut is in the process of negotiating a lands and resources devolution agreement with Canada. Strategic investments in infrastructure that facilitates growth in the natural resource development sectors will create space in territorial budgets that can then be further invested. The shared goal of broad and diversified economic growth will increase self-reliance and community wellness and thus enable the territories to become less financially reliant on Canada. The first step to achieving this is making the territories more competitive and accessible for increased investor confidence and, by lowering the cost of living and doing business – which are linked to investment in critical infrastructure.

Infrastructure gaps and investment:

The three territories, like the Canadian Arctic overall, have significant infrastructure deficits that are posing substantive challenges to the fundamental safety and quality of life for citizens by negatively impacting socio-economic growth, resource development, and emergency management. The human and economic potential in all three territories is currently constrained by the lack of transportation, clean energy and digital communication infrastructure. Many northern communities lack access to any type of road network, let alone an all-weather highway system. Additionally, most communities have no alternatives to diesel power generation, which is costly and contributes to climate change.

There are significant strategic and economic infrastructure development opportunities that will reduce the cost of living and have positive impacts on levels of individual and community wellness. These opportunities will also generate sustained economic growth that can be potentially shared among territories, and among public and Indigenous governments and organizations. These types of investment opportunities are not about dividing the economic pie, but rather working in true partnership, to make a bigger economic pie that will achieve a broader, deeper and sustained prosperity across all regions and territories.



QIA'S RESPONSE TO “STRONGER TOGETHER: AN ARCTIC AND NORTHERN POLICY FRAMEWORK FOR CANADA.”

(VALIDATION DRAFT, 14 DECEMBER 2018)

The Qikiqtani Inuit Association (QIA) is a not-for-profit society which represents approximately 14,000 Inuit in the Qikiqtani (Baffin) Region of Nunavut, including 13 communities from Grise Fiord in the High Arctic to Sanikiluaq (Belcher Islands) in the southeast of Hudson Bay.



JANUARY 2019

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QIA'S VISION FOR A RENEWED ARCTIC POLICY FRAMEWORK

Qikiqtani Inuit Association (QIA) envisions an Arctic Policy Framework informed by Inuit Qaujimajatuqangit (Inuit Traditional Knowledge), that addresses healing and reconciliation for past injustices while looking to the future by building a sustainable economy. This approach lays the foundation for social and economic wellbeing of Inuit in the Qikiqtani Region for generations to come.

QIA's vision is contingent on a new policy framework that acknowledges the long-standing inequalities between Inuit and non-Indigenous Canadians. Such a framework, executed within a whole-of-government approach, will provide a long-term mechanism for sustainable development.

In addition to a policy framework, long-term, adequate, and stable funding is essential for economic and social development in the Qikiqtani Region. Inuit want to move away from funding models that are risk-averse to stable permanent funding sources that support strategic planning. Historically ad hoc, emergency, short-term or grant-based funding has proven ineffective.

"I think it is important at this point to remind ourselves of the long history of vision, action plans, strategies and initiatives being devised 'for the North' and not 'with the North'."

Mary Simon, 2017

For too long Ottawa has made decisions about the Arctic in departmental silos without adequate consultation and input from Inuit organizations in the North. QIA believes that in order to be effective and strategic, future policies and action for the Arctic must be advanced in partnership with Inuit within a whole-of-government framework. This means renewed policy and funding models to build the infrastructure and skilled workforce needed for a conservation economy.

BACKGROUND ON THE ARCTIC POLICY FRAMEWORK

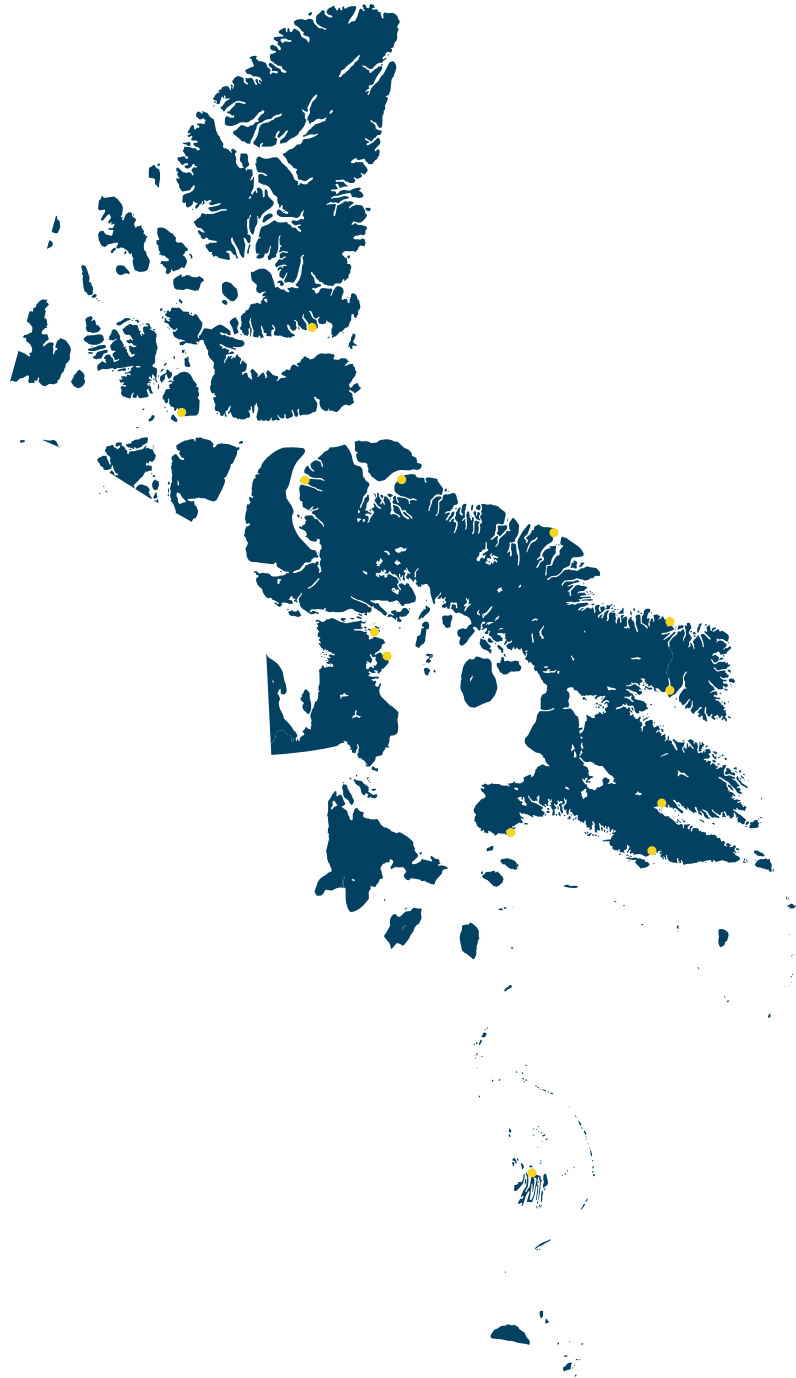
Following the last federal election, the Government of Canada led by Prime Minister Justin Trudeau, has worked to reinvigorate Inuit-state relations. We recognize this foundational work is critical to establishing a pathway for improving the livelihoods of Inuit, a process which requires on-going and open dialogue founded on challenging governance and policy assumptions. As part of this work a renewed Arctic Policy Framework informed by the Government of Canada's commitment to reconciliation has been drafted.

The renewed Arctic Policy Framework coupled with a whole-of-government approach has provided Inuit the opportunity to speak directly with Cabinet about matters of priority.

On February 9th 2017, the Government of Canada signed the Inuit Nunangat Declaration on Inuit-Crown Partnership, which recognized that:

"...full and fair implementation of the obligations and objectives of Inuit land claims agreements as foundational for creating prosperity among Inuit which benefits all Canadians"

QIA believes that the Arctic Policy Framework governance model should build on the successes Inuit and the Government of Canada have achieved to date through the Inuit-Crown Partnership Committee.



HIGHLIGHTS OF PROPOSED ACTIONS AND INVESTMENTS ON THE ARCTIC POLICY FRAMEWORK

1

Action on the Qikiqtani Truth Commission

For QIA, a renewed Arctic Policy Framework that embraces reconciliation requires action on the Qikiqtani Truth Commission. This means the Government of Canada:

- Issues a formal acknowledgement of the findings of the Qikiqtani Truth Commission
- Recognizes the intergenerational trauma caused by historical wrongs
- Issues a formal apology to Qikiqtani Inuit for the Government's actions from 1950 to 1975
- Implements the recommendations set out in the Qikiqtani Truth Commission Report

2

Renewed policy frameworks and funding models

QIA believes that in order to be effective and strategic, future policies and action for the Arctic must be advanced in partnership with Inuit within a whole-of-government framework.

- **Renewed policy frameworks**
 - Taking a whole-of-government approach with adequate consultation and input from Inuit organizations
- **Renewed funding models**
 - Long-term, adequate, and stable funding

3

Investments in major economic infrastructure

QIA believes that it is critical to address the infrastructure inequalities between Nunavut and the rest of Canada and provide the building blocks for the development and growth of sustainable industries.

- **Major infrastructure**
 - Deep-sea ports, airport facilities, telecommunications, hydro plants

4

Investments in a conservation economy

QIA sees the need for funding and infrastructure that supports a conservation economy and food sovereignty.

- **Conservation economy infrastructure**
 - Small craft harbours, processing plants, multi-use facilities, training centre
- **Skilled workforce**
 - Investment in training, education and jobs

5

Social and cultural infrastructure that supports reconciliation

In addition to infrastructure that supports the conservation economy, Inuit need an investment in social and cultural infrastructure that meets obligations under the Nunavut Agreement, strengthens, and empowers Inuit communities and respects Inuit Qaujimajatuqangit.

ACTION ON THE QIKIQTANI TRUTH COMMISSION

For QIA a renewed Arctic Policy Framework that embraces reconciliation would entail implementing the Qikiqtani Truth Commission's 25 recommendations for action. The Qikiqtani Truth Commission's Final Report: Achieving Saimaqatiqiniq, chronicles the Government of Canada's colonial practices subjected on Qikiqtani Inuit from 1950 to 1975. This report published in 2010 distills three years of interviews, testimony, and archival research about the experiences of Qikiqtani Inuit with modern-day colonialism.

Inuit shared personal accounts of coerced relocation, mass removal of children from families, residential school experiences, slaughter of qimmiit (Inuit sled dogs), separation of families due to a lack of healthcare infrastructure, and the separation of Inuit from their culture, language and the land.

The report also recognizes that Inuit still suffer from the impacts of past colonial policies and programs and that the legacy of colonialism still lingers within present-day Government frameworks.

Inuit want to move forward by implementing the 25 recommendations for action in the Qikiqtani Truth Commission's Final Report. These recommendations can be grouped in four themes:

- Acknowledging and healing of past wrongs
- Strengthening Inuit governance
- Strengthening Inuit culture
- Creating healthy communities

To date, the Government of Canada has not officially responded to the Qikiqtani Truth Commission and its findings. QIA believes that it is critical to begin a formal dialogue on the findings of the Qikiqtani Truth Commission.

QIA is requesting that the Government of Canada formally acknowledge the findings of the Qikiqtani Truth Commission including recognition of the intergenerational trauma caused by historical wrongs. QIA is also seeking a formal apology and a commitment to support the implementation of the recommendations set out in the Qikiqtani Truth Commission Report.

RENEWED POLICY FRAMEWORKS AND FUNDING MODELS

Renewed policy frameworks and funding models are required to build a conservation economy in Nunavut. QIA is seeking a new collaborative approach to government policy and funding that respects the Nunavut Agreement and gives Inuit the tools needed to manage and guide our social and economic futures. These new frameworks must not only acknowledge the inequalities between Inuit communities and other jurisdictions in Canada but also facilitate long-term strategic growth.

Principles for developing renewed policy frameworks and funding models:

- Inuit Involvement in all decisions relating to our homeland
- A whole-of-government approach that allows for long-term strategic investments
- Long-term stable funding that supports strategic planning
- A commitment to address inequalities and a strategic investment in the North as part of Canada's nation-building efforts



MAJOR ECONOMIC INFRASTRUCTURE

To build the foundation for economic prosperity in the Arctic, Canada needs to invest in infrastructure that connects Nunavut to the rest of Canada and the world, and supports local sustainable economies.

Nation-building infrastructure is needed for transportation, economic development and growth. There are no interconnected roads or rails among Nunavut communities. Without ports, adequate air transport facilities, and telecommunication infrastructure, Nunavut has no access to national and international opportunities.

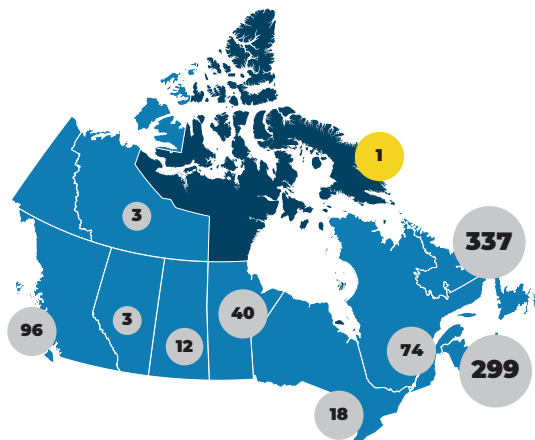
The current scarcity of marine infrastructure not only limits opportunities for economic growth but also leaves Nunavut vulnerable to transport incidents, security issues and environmental damages accelerated by climate change.

Nunavut's offshore fishery is growing from subsistence harvesting to a profitable sustainable industry. However, the lack of marine infrastructure limits the ability of the Territory to fully benefit from its adjacent fish stocks and related industries.

An estimated \$8 million per annum is lost to Greenland for vessel offloading, resupply and vessel servicing. A deep-sea port in a strategic location such as Qikiqtarjuaq would not only allow Nunavut to retain this \$8 million, it would also generate an estimated 50 seasonal direct jobs and 60 indirect jobs.

Air transport infrastructure in Nunavut is similarly underdeveloped. All but two airports in the territory have short, gravel runways that can only support older-style aircraft. This limits travel and business opportunities and drives up the cost of goods and services.

There is an extreme digital divide between Nunavut Inuit and other Canadians. Access to telecommunication services is essential for Nunavummiut to build their skills, receive essential services and participate in the global economy.



There are over 1,000 harbours overseen by Department of Fisheries and Oceans. Only one is in Nunavut.

CONSERVATION ECONOMY INFRASTRUCTURE

QIA's vision for a conservation economy for Inuit means economic wealth derived from local natural resources in a way that respects and preserves Inuit Qaujimajatuqangit, meets local needs and restores rather than depletes natural resources and social capital.

Supporting a conservation economy translates to support for conservation areas, renewable energy, sustainable industries and capacity building.

Infrastructure is needed to support local harvesters and allow Inuit to meaningfully participate in the management and stewardship of conservation areas.

An investment in the conservation economy would provide the infrastructure needed for food sovereignty in Nunavut by giving harvesters the tools necessary to feed Inuit communities, reinvigorating cultural practices and stimulating local economies.

QIA defines Inuit conservation economy as one that:

- Respects and preserves Inuit Qaujimajatuqangit
- Protects the land, water and wildlife as guided by the Nunavut Agreement
- Supports Inuit environmental stewardship and building resilience to climate change
- Creates sustainable economies and local jobs that preserve and foster Inuit culture
- Supports food sovereignty through locally-harvested country food

SKILLED WORKFORCE THAT SUPPORTS A CONSERVATION ECONOMY

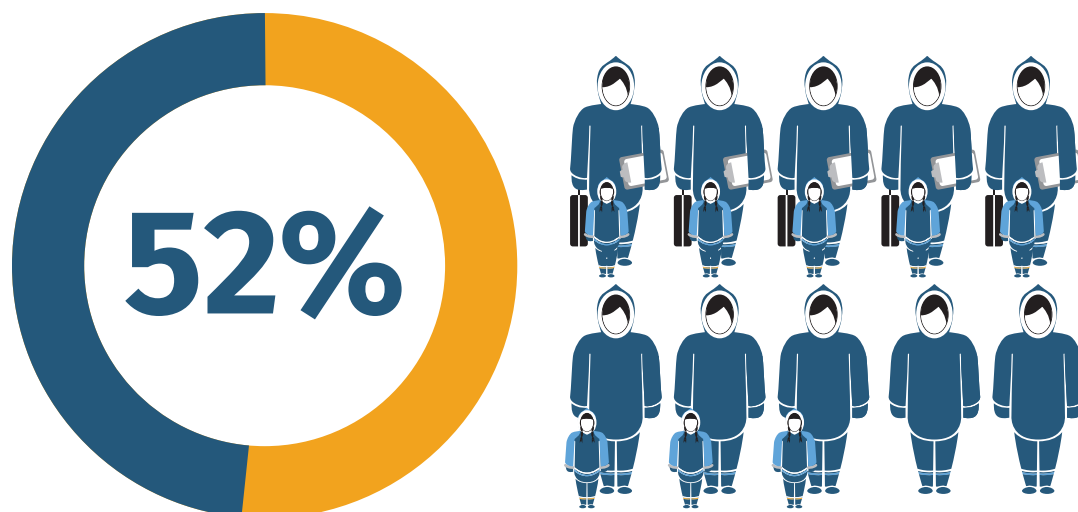
As Nunavut grows so does the need for a skilled workforce necessary to develop and foster a conservation economy. Current and emerging sectors connected to the conservation economy include environmental stewardship and parks management, fisheries, food harvesting, processing and distribution, research, education and training as well as many offshoot industries. Skilled workers are the fuel for these industries.

We need to create jobs that build on work that Inuit have always done. Jobs such as environmental stewards, harvesters, and youth mentors. These jobs safeguard our land and waters, preserve our culture, traditions and language, and feed our communities while stimulating local economies.

Investments must be made to train and educate Inuit to build a skilled, stable, and resilient workforce. Training and education must be culturally and linguistically relevant and informed by Inuit Qaujimajatuqangit. Inuit must have the opportunity to learn about our culture and history and be immersed in Inuktitut from daycare to university and into the workforce. Inuit should also be able to access the training and education needed to participate in the conservation economy without leaving Nunavut.

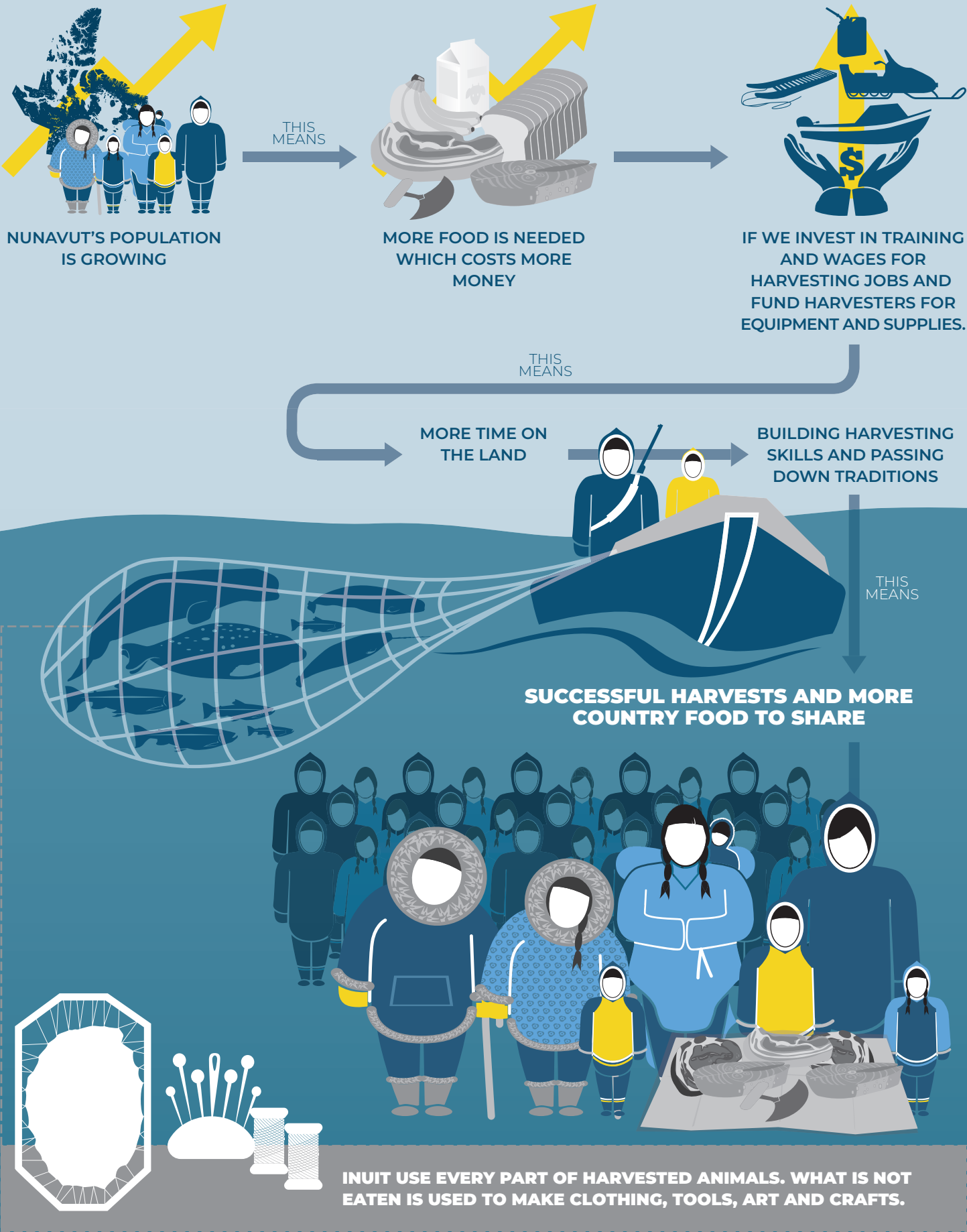
Nunavut has a young population with the highest birthrate in Canada. Therefore, any approach to training and retention of workers must be accompanied by provisions for childcare, especially when prioritizing the integration of women and youth into the workforce.

Nunavummiut Employment Rate



The low employment rate coupled with the high number of dependents among Nunavummiut means that many families in Nunavut live in poverty.

SUPPORTING HARVESTERS FEEDS NUNAVUT



LIST OF INFRASTRUCTURE NEEDS IN THE QIKIQTANI REGION

MAJOR ECONOMIC INFRASTRUCTURE

DEEP-SEA PORTS

- **Improve offshore fisheries and related industries**
 - Refuelling, maintenance, crew changes and accommodations
- **Facilitate transportation of goods and services**
 - Offloading, storage, and reshipping of products and sealift within Nunavut
- **Provide a port of call in Nunavut for Canada's Navy and Coast Guard fleets**
 - Improve incident response rates north of 60
 - Improved Arctic security and sovereignty
- **Establish an Arctic marine research hub**
 - Vessel monitoring and piloting

MODERNIZATION OF AIRPORTS AND RUNWAYS

- Facilitate transportation of goods and services
- Expand and create new travel routes inside and outside of Nunavut
- Increase opportunities for business development

TELECOMMUNICATIONS

- Enable economic development by connecting to the global market
- Enhance access to training and education
- Increase opportunities for employment
- Increase access to government programs and services

RENEWABLE ENERGY – HYDRO PLANT

- Reduce reliance on diesel
- Promote energy security
- Foster the development of conservation economies and green jobs

CONSERVATION ECONOMY INFRASTRUCTURE

SMALL CRAFT HARBOURS

- Provide safe access to the land and sea in the context of rapid environmental change
- Enable local sustainable businesses, such as fisheries and tourism
- Increase access to country food and support food sovereignty
- Provide additional ports of call and safe refuge
- Improve efficiency for the transport of goods

FOOD PROCESSING INFRASTRUCTURE

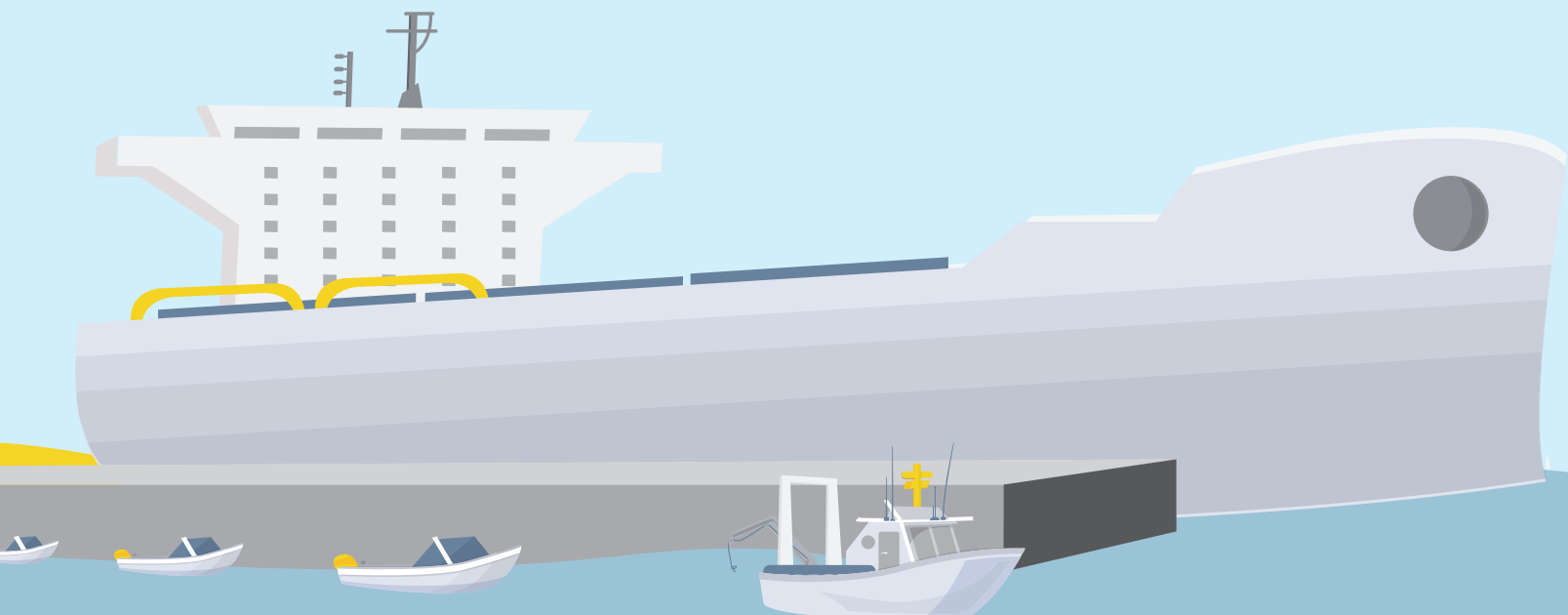
- Facilitate local country food processing
- Increase access to country foods by extending shelf-life
- Enable value-added business opportunities by increasing access to hides, furs, skins, bones, antlers, and tusks

MULTI-USE INFRASTRUCTURE

- Provide equipment warehouses, work spaces and other multi-use facilities essential for the management of conservation areas, harvesting and program delivery

TRAINING CENTRE

- Provide space for training in stewardship, harvesting, conservation and parks management



SOCIAL AND CULTURAL INFRASTRUCTURE

In addition to infrastructure that supports the conservation economy, Inuit need an investment in social and cultural infrastructure that meets obligations under the Nunavut Agreement, empowers Inuit communities and respects Inuit Qaujimajatuqangit. QIA has committed resources to advancing three critical social and cultural infrastructure projects:

- Nunavut heritage centre
- Elders' care facility
- Men's transitional home

Nunavut continues to be the only jurisdiction in Canada without a designated heritage space to house and present its history. The Nunavut Agreement recognizes the need to establish facilities in the Nunavut Settlement Area for the conservation and management of its archaeological record. QIA has pledged \$5 million towards the creation of a Heritage Center which Nunavut Tunngavik Inc. has matched.

Inuit Elders in need of palliative care must travel to the south to access facilities. In the south Elders face linguistic and cultural challenges. QIA recognizes the importance of Elders accessing services in their language by people who practice Inuit Qaujimajatuqangit. Staying in Nunavut also allows Elders to continue to share their traditional skills and knowledge with their community. QIA has designated a portion of Inuit Owned Lands in Iqaluit for an Elders' care facility.

Homelessness continues to be a crisis in Nunavut. The Uquutaq Society provides emergency overnight shelter for men in Nunavut's capital, many of whom come from communities across the Qikiqtani Region. The Society is seeking funding to provide longer-term transitional housing and to deliver programming, such as mental health services, skills development programs, and employment coaching. QIA has made a conditional \$100,000 pledge for the Uquutaq Men's Transitional Housing project in Iqaluit but more investment is needed to make this project a reality.

Appendix A

Toward a new Arctic Policy Framework

From [Indigenous and Northern Affairs Canada](#) (2017)

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Current status: Closed

The process started in April 2017 and input from the public will be accepted until the end of February 2018.

Why

On December 20, 2016, Prime Minister Justin Trudeau announced that a new Arctic Policy Framework will be co-developed in collaboration with Indigenous, territorial and provincial partners to replace Canada's Northern Strategy (2009) and the Statement on Canada's Arctic Foreign Policy (2010).

This process builds on the commitments made in the [US-Canada Joint Arctic Leaders' Statement](#) and will be informed by Mary Simon's reports from the [Shared Arctic Leadership Model Engagement](#). The Government of Canada recognizes the extensive work that has already been undertaken by our key partners in developing the priorities for their respective regions. This process will build upon rather than replace this important work.

Who

The Government of Canada will work collaboratively with territories, provinces and Indigenous groups to identify and build a long-term vision to 2030 for the Canadian and circumpolar Arctic.

A whole-of-government approach involving many departments and agencies from across the Government of Canada will contribute to this process. This will involve working within established timelines to undertake joint planning, drafting and analysis in setting priorities and strategies for Canada in the Arctic.

The Government of Canada will reach out to national Indigenous organizations and will organize regional roundtables to seek the input of local Indigenous groups. Other opportunities for input will also be provided.

Input from all interested parties will also be welcomed.

What

Canada is an Arctic nation and it recognizes that the Arctic region requires shared leadership. As the federal government determines its priorities for the coming years, it will work closely with Arctic residents and governments to ensure their views and priorities are at the forefront of policy decisions affecting the future of the Canadian Arctic and Canada's role in the circumpolar Arctic. The new federal policy framework will be developed to reorganize and reprioritize federal activities in the Arctic. The framework is intended to increase partnerships and collaboration between the federal government, Indigenous peoples and territorial and provincial governments.

The framework will apply to:

- Yukon
- Northwest Territories
- Nunavut
- Inuit Nunangat
- the Nunatsiavut region in Labrador
- the territory of Nunavik in Quebec
- northern Manitoba, including Churchill

A number of themes have been identified, which may be refined through discussions with our partners:

- comprehensive Arctic infrastructure
- strong Arctic people and communities
- strong, sustainable and diversified Arctic economies
- Arctic science and Indigenous knowledge
- protecting the environment and conserving Arctic biodiversity
- the Arctic in a global context

This process will be informed by the reports by Mary Simon from the [Shared Arctic Leadership Model Engagement](#) as well as the following Arctic Leadership Model objectives:

- conserving Arctic biodiversity through science-based decision making
- incorporating Arctic science and traditional knowledge into decision-making
- building a sustainable Arctic economy
- supporting strong Arctic communities

Other priorities fundamental to Arctic residents, as well as matters raised in written and oral submissions received during regional roundtables and online, will be considered in the development of Canada's new Arctic Policy Framework.

Through this process, the Government of Canada is seeking to identify:

- the vision and priorities of our key domestic partners to 2030
- current gaps and challenges that should be addressed in the new Arctic Policy Framework
- opportunities for partnerships with Indigenous groups, territorial and provincial governments and others (such as industry, academia, Arctic and non-Arctic states)

- opportunities to link existing federal government initiatives with the implementation of Canada's new Arctic Policy Framework

While the new Arctic Policy Framework will inform decisions in the Canadian and circumpolar Arctic, the Government of Canada retains the decision-making authority for matters related to Canadian defence, foreign policy and other issues of national interest.

When and where

The regional round table meetings are by invitation only but you can still [participate](#) in other ways.

Date	Location
October 4, 2017	Churchill, Manitoba
October 11, 2017	Nain, Newfoundland and Labrador
October 12, 2017	Happy Valley-Goose Bay, Newfoundland and Labrador
October 30 to 31, 2017	Kuujuaq, Quebec
November 2, 2017	Iqaluit, Nunavut
November 8 to 9, 2017	Inuvik, Northwest Territories
December 13 to 14, 2017	Whitehorse, Yukon
January 17, 2018	Yellowknife, Northwest Territories
February 5, 2018	Ottawa, Ontario, Extractive industries
February 6, 2018	Ottawa, Ontario, Innovators and other industry
February 7, 2018	Ottawa, Ontario, Non-governmental organizations
February 8, 2018	Ottawa, Ontario, Natural, theoretical and applied sciences
February 9, 2018	Ottawa, Ontario, Social sciences and humanities
February 13, 2018	Toronto, Ontario
February 14 to 21, 2018	Online (Youth virtual roundtables)
March 15, 2018	Thompson, Manitoba

Appendix B

Canada's Arctic Policy Framework: Discussion guide

The Discussion guide is also available in [Inuktitut](#).

Introduction

“The simple fact is that Arctic strategies throughout my lifetime have rarely matched or addressed the magnitude of the basic gaps between what exists in the Arctic and what other Canadians take for granted. Closing these gaps is what northerners, across the Arctic, wanted to speak to me about as an urgent priority.”

Mary Simon, Interim report on the Shared Arctic Leadership Model

Objective

To achieve a new Arctic Policy Framework resulting in a more coordinated effort by all levels of government, Indigenous groups, industry and other stakeholders to identify issues and possible solutions to meet the challenges and harness emerging opportunities in the Arctic.

Overview

Canada is an Arctic nation. As the second-largest Arctic state, our Arctic is an integral part of who we are as a country and the role we play in the wider world. The Canadian Arctic is a vast and diverse region that is home to more than 200,000 people representing Indigenous and non-Indigenous communities. The history of the region, and of the Indigenous peoples who have lived there since time immemorial, is one of interdependence, resilience, and achievement in the face of change. Over the past 150 years, the Canadian Arctic has become increasingly diverse, accessible and self-determined.

The last 50 years have been especially transformative. Innovative ways to increase the self-determination of Arctic residents and regional governments have been adopted, including the settlement of modern land claims, the negotiation of self-government arrangements, the devolution of federal jurisdictions and the creation of a new territory (Nunavut) to name just a few major accomplishments.

On August 5, 2016, Indigenous and Northern Affairs Minister Carolyn Bennett announced the appointment of Mary Simon as the Minister's Special Representative responsible for leading an engagement and providing advice on a new approach to shared leadership in Canada's Arctic. As

a distinguished former diplomat and life-long Inuit leader, Ms. Simon brought the experience and expertise needed to advise the Government of Canada on the most pressing issues facing the Arctic.

Ms. Simon's reports found that Canada's Arctic is facing a period of transformative change but is also burdened by longstanding social and economic challenges. Today, the rapid acceleration of climate change is dramatically affecting the daily lives of Arctic Canadians as well as the region's ecosystems and infrastructure. The Canadian Arctic, she observed, is "shouldering a disproportionate level of impacts because the Arctic is warming at twice the global average rate. I heard repeated accounts of the impact of a warming Arctic on food security, infrastructure, housing, and safety on the land and sea."

At the same time, Ms. Simon emphasized that despite major strides over the past decades in advancing self-determination and self-government, persistent social and economic problems remain in Canada's Arctic. Why, she asked, "does the Arctic continue to exhibit among the worst national social indicators for basic wellness? ... Why, with all the hard-earned tools of empowerment, do many individuals not feel empowered and healthy?"

Ms. Simon submitted her [interim report](#) in October 2016 and her [final report](#) in March 2017. (Copies can also be obtained by writing to ArctiqueEnsemble-ArcticTogether@canada.ca.) Her work is an important step in planning for the sustainable social and economic development of Canada's Arctic.

In December 2016, Prime Minister Trudeau announced a number of initiatives to embrace opportunities and confront challenges in the changing Arctic including a new Arctic Policy Framework to be co-developed with Indigenous, territorial and provincial partners that will replace Canada's Northern Strategy and the Statement on Canada's Arctic Foreign Policy.

The objective of this framework is to provide overarching direction to the Government of Canada's priorities, activities and investments in the Arctic, with a horizon of 2030. The framework will:

- be informed by the priorities of our partners
- identify possible areas for joint/complementary action to achieve shared goals
- take into account the distinctive needs/opportunities of each region to ensure the full potential of the Arctic is realized

The Pan-Territorial Vision for Sustainable Development, released in August 2017 by the Northern premiers, will be foundational to the Arctic Policy Framework, including its underlying principles which reinforce the importance of resource development, economic diversification, improved infrastructure and innovation in building strong territorial economies and increasing self-reliance. Strengthened and diversified economies are central to sustainable community wellness and to Indigenous self-determination. Fostering healthy, vibrant and prosperous communities will require local skill-development investments, which will be imperative to economic diversification and establishing more self-reliant communities. Infrastructure such as highways, harbours, ports, airports, viable energy alternatives and connections to hydroelectric grids are critical for economic diversification and reducing the costs of living for residents. Each

of the territorial governments have strong and productive relationships with their local Indigenous governments and organizations. Their participation is vital to the economic development of the territories, and in supporting community wellness.

We are eager to hear from Canada's Arctic residents, and from all Canadians, about their aspirations for the Arctic. This guide provides a starting point for ideas and conversations that will lead to a new Arctic Policy Framework for Canada.

Structure

This guide is organized into six themes, which may evolve through discussions with our partners and other stakeholders:

- comprehensive Arctic infrastructure
- strong Arctic people and communities
- strong, sustainable and diversified Arctic economies
- Arctic science and Indigenous knowledge
- protecting the environment and preserving Arctic biodiversity
- the Arctic in a global context

Each section begins with some quick facts, followed by context and objectives that are intended to inform discussion either on the questions provided or more broadly on the themes.

Co-developing an Arctic Policy Framework

“I feel it is important at this point to remind ourselves of the long history of visions, action plans, strategies and initiatives being devised ‘for the North’ and not ‘with the North’ ... A new Arctic Policy Framework starts with an inclusive, mutually respectful and trustful process that establishes (and keeps to) principles of partnership.”

Mary Simon, A new Shared Arctic Leadership Model

During the coming months, the Government of Canada will work collaboratively with national and regional Indigenous organizations, Indigenous treaty partners and governments, the Governments of Yukon, Northwest Territories, Nunavut, Manitoba, Quebec, and Newfoundland and Labrador to develop a long-term vision for the Canadian Arctic and Canada's role in the circumpolar Arctic. The intent is to ensure that Arctic residents and governments are at the forefront of policy decisions affecting the future of the Canadian Arctic and Canada's role in the circumpolar Arctic.

The Government of Canada recognizes the extensive work that has already been undertaken by our key partners in developing the priorities for their respective regions. This process will build upon rather than replace this important work. The framework will reflect the unique opportunities and challenges within different regions, while respecting jurisdictional responsibilities and treaty rights. As the territorial premiers noted in their statement of August 31, 2017, the framework has an important role to play “in developing both strong northern communities and developing viable and diversified northern economies.”

This new approach to policy development is accompanied by a broader geographic scope of application. While nearly all former federal strategies have focused largely on the territorial North, the framework currently under development will apply to:

- Yukon
- Northwest Territories
- Nunavut
- Inuit Nunangat
- the Nunatsiavut region in Labrador
- the territory of Nunavik in Quebec
- northern Manitoba, including Churchill

The framework will incorporate ideas and input from a variety of sources, including written submissions as well as oral submissions received during regional roundtable sessions with a view to informing the overarching direction of the Government of Canada's priorities, activities and investments in the Arctic.

Discussion question

- What can be done to support a strong, prosperous and sustainable Canadian Arctic?

Themes for discussion

Comprehensive Arctic infrastructure

“No matter who I talked with, the topic of closing infrastructure gaps was often at, or close to, the top of the list to improve socio-economic conditions. The Arctic is unlike any other region of Canada in its infrastructure needs because of its geography and sheer expanse.”

Mary Simon, A new Shared Arctic Leadership Model

Issue

- Comprehensive network of Arctic infrastructure that not only meets the social, economic, environmental and safety/security needs of Arctic residents and businesses, but will also allow Arctic communities to thrive

Quick facts

- Lack of transportation and shared energy infrastructure has a direct and costly impact on both the cost of living and cost of doing business in the Arctic.
- Communities in Nunavut and Nunavik rely exclusively on satellite for access to broadband services. There is a lack of connectivity in other areas of the Arctic and high internet costs also contribute to the high costs of living.
- Most Arctic communities are not accessible year round by modes of transportation other than air.
- There has been a steady increase in vessel traffic within Canadian Arctic waters.

- Nearly two-thirds of Arctic communities rely exclusively on diesel generators for heat and power.
- Approximately 95% of goods in the Arctic are carried by ships, including the re-supply of essential goods to Arctic communities. Rail plays a vital role in the northern regions of several provinces, including communities such as Churchill, Manitoba.
- Climate change impacts on permafrost, water and climate conditions cause damage to existing infrastructure across the Canadian Arctic, posing additional challenges to addressing the infrastructure gap.

Background

The harsh environment, changing weather patterns, short construction/shipping season, lack of building resources and small tax base create significant challenges and risks to building and maintaining infrastructure in the Canadian Arctic. As a result, Canada's Arctic has a significant infrastructure deficit – one that is posing significant challenges to socio-economic growth, emergency management, resource development and the fundamental safety and quality of life of Arctic residents.

Integrated and modern transportation infrastructure is a lifeline for all communities. In the Arctic, community wellness and economic development are limited by the lack of transportation infrastructure. This deficit makes it difficult, time-consuming, and expensive to move people and goods in and out of Arctic communities. Investment in resilient Arctic infrastructure, such as roads, fibre optic cables, airstrips and low impact shipping corridors, will be foundational pieces generating sustainable economic opportunities locally, nationally and internationally. These investments will help to lower the cost of living and operating businesses, and promote the growth of the middle class, in Arctic communities. Other Arctic nations have successfully leveraged public/private partnerships to generate much needed infrastructure, in particular transportation infrastructure. The opportunity to explore innovative approaches to public/private partnerships in the Canadian Arctic aligns with the Government of Canada's public/private partnerships objectives.

Climate change is also accelerating threats to existing infrastructure. Thawing permafrost is directly impacting the integrity of building foundations, roads, runways, pipelines and coastal infrastructure. Considering climate change in infrastructure investments, including retrofits and upgrades, and investing in traditional and natural adaptation solutions will help build resilience, reduce disaster risks and save costs over the long term.

A number of investments have been made in recent years but further targeted infrastructure investments have the potential to contribute to socio-economic development in the region. For example:

- enhancing transportation infrastructure would reduce the cost of living, create better access to and between communities, and foster opportunities to strengthen and diversify the economy
- improving housing and other social infrastructure would improve the well-being of Arctic residents and communities

- improving connectivity would help bridge the digital divide and provide new/enhanced opportunities for Arctic residents to access tele-health, e-health and e-learning services and increase their potential to be engaged in the digital economy and support economic development
- improving energy infrastructure would significantly decrease costs for governments/businesses and reduce the overall cost of living for Arctic residents
- development of infrastructure standards to help plan, design, build and upgrade infrastructure adapted to climate change impacts

Proposed outcomes

- improved transportation networks
- reliable and accessible emergency response infrastructure
- enhanced telecommunications/broadband connectivity
- improved access to and diversification of housing options
- improved community infrastructure that is adapted to climate change impacts through enhanced planning and design
- improved infrastructure for weather, water and climate forecasting, ice services and alerting
- restored/enhanced living, natural infrastructure

Discussion question

- What are the key infrastructure priorities for your region?

Strong Arctic people and communities

“A significant number of conversations I had with leaders and other stakeholders circled back to a central premise: healthy, educated people are fundamental to a vision for sustainable development ... and fundamental to realizing the potential of land claims agreements, devolution and self-government agreements.”

Mary Simon, A new Shared Arctic Leadership Model

Issue

- Strong, healthy and prosperous Arctic people and communities

Quick facts

- The Arctic is undergoing rapid social and environmental change.
- The population in Canada’s Arctic is young and growing.
- The unemployment rate among Arctic residents is higher than the Canadian average and has at times exceeded 50% in some remote Arctic communities.
- Indigenous Northerners experience disproportionately high rates of crowded living conditions.
- Arctic residents experience much higher levels of criminal victimization and spousal violence than their southern counterparts.

- Indigenous Northerners experience suicide rates that are significantly higher than those experienced by Canadians nationally. The suicide rates among Inuit, for example, are among the highest in the world.
- Rates of communicable and chronic disease, including tuberculosis, are significantly higher for Northern Indigenous people than for Canadian-born non-Indigenous people.
- The incarceration rate in the Arctic is significantly higher than the national average.
- Access to health services remains challenging in the Arctic due to the remoteness of many communities.
- Canada is the only circumpolar nation without a university physically located in the Arctic.

Background

Arctic communities are close-knit, mutually supportive and strong in Indigenous cultures and practices and distinctively Northern ways of life. These communities, however, also face significant health and social challenges, of which many are historically, geographically and systemically-based.

Many Arctic Canadians are burdened by a legacy of colonialism, including impacts from the Indian Residential School system, the Inuit High Arctic relocation and other sources of intergenerational trauma. Arctic Canadians and their communities face a range of further barriers to well-being, including:

- housing shortages
- poor physical/mental health with high rates of communicable diseases and suicide
- food insecurity
- limited access to high quality early learning and child care opportunities
- lower educational outcomes and employment opportunities than elsewhere in Canada

As noted by Ms. Simon in her final report, “the road to healthy, empowered citizens in the Arctic begins and ends with education...education policy in the Arctic must be culturally relevant, adaptive, and flexible.” Over the past 40 years, governments and school boards in the Arctic have made progress in fostering north-south educational partnerships and creating made-in-the-Arctic/culturally-appropriate curricula that support Indigenous languages and cultures. But more is needed to ensure that Arctic residents can acquire the skills they need to fully participate in, and benefit from, the growing and increasingly diversified Arctic economy.

The Canadian Arctic is also particularly vulnerable to the impacts of climate change. While Canada’s temperature increases are outpacing the global average, temperatures are rising even faster in Canada’s Arctic and northern areas. Many Arctic residents, especially Indigenous peoples, have a strong connection to the land, water, and air. This connection serves as a source of strength, understanding, and resilience. At the same time, however, it also increases Arctic Canadians’ sensitivity to climate change impacts.

There is much work to be done to address the underlying conditions that cumulatively impact the well-being of Arctic people and communities. Investing in people, families and communities,

and improving access to quality services, will help address the socio-economic and cultural disparities experienced by Arctic people and communities. Indigenous-led actions, with the support of government and other partners, will play an important role in successful efforts to enhance health, economies, languages and cultures in Arctic communities.

Leveraging responsible economic development to drive skills development, employment opportunities, participation in the economy, early learning and child care and improvements to community infrastructure, including safe, energy efficient, climate resilient and culturally appropriate housing, will be critical components to building strong Arctic communities. Further, addressing chronic health and wellness related issues such as high rates of suicide, high rates of tuberculosis and food insecurity will also be essential.

The Government of Canada recognizes that local decision-making is an essential component of supporting strong Arctic communities. Devolution agreements transferring federal jurisdictions to the territorial governments have already been negotiated and implemented in Yukon (2003) and the Northwest Territories (2014). Similar negotiations are currently underway with the Government of Nunavut and Nunavut Tunngavik Incorporated. The Government of Canada has also negotiated a number of modern treaties and self-government agreements with Inuit, First Nation and Métis peoples in the Canadian Arctic.

Proposed outcomes

- increased support for physical, mental and social well-being
- increased food security in Arctic communities
- lower suicide rates among Arctic residents
- support improved transportation efficiencies that facilitate reduced cost of living in northern communities
- increased employment opportunities and economic development, including investments in infrastructure, to support healthy communities
- preservation, revitalization and enhancement of Indigenous languages and cultures
- increased access to, and participation in, early learning, child care and life-long learning opportunities
- enhanced emergency preparedness
- improved crime prevention and enhanced community safety
- completing devolution in Yukon, the Northwest Territories and Nunavut

Discussion question

- What key actions could increase well-being within Arctic communities?

Strong, sustainable and diversified Arctic economies

“Arctic leaders see the Government of Canada as a partner in finalizing and implementing treaties and land claims, but they want this work completed in a measured and thoughtful way that does not compromise the opportunities related to sustainable development. To achieve this, Arctic leaders must be involved in crafting major decisions.”

Mary Simon, A new Shared Arctic Leadership Model

“...Arctic peoples and their representative organizations and governments are far more preoccupied with issues related to supporting strong families, communities and building robust economies.”

Mary Simon, Interim report on the Shared Arctic Leadership Model

Issue

- Strong, sustainable and diversified Arctic economies that support a broad range of outcomes including: individual and community well-being; resilient ecosystems; innovative technologies; and global economies and trade

Quick facts

- The natural resource sector continues to be an important economic driver in the Arctic region, providing greater access to high paying employment, skills development, educational opportunities as well as joint ventures and small/medium business development than any other economic sector in the Arctic.
- The Arctic economy is expected to improve, with important sub-regional differences, over the 2017-2024 period in part due to the improved outlook for the mineral sector. Economic growth potential can also be found in construction, tourism, cultural and traditional industries, shipping, leveraging technologies, and commercial fisheries.
- Many of the raw materials needed to fuel the global green economy and innovation in the renewable energy sector, such as gold, copper, lithium, cobalt and bismuth are found in the Canadian Arctic.

Background

Several factors influence economic development in the Arctic region, including:

- the vastness/remoteness and harsh climate of the region which is disproportionately affected by climate change impacts (increase operating costs)
- the small/widely dispersed population of the region (limits labour force availability)
- lower educational levels among Arctic residents (impedes the ability of Arctic residents to participate in the workforce)
- limited transportation/energy/connectivity infrastructure (constrains access to markets and increases operating costs)
- gaps in emergency response capacity for incidents involving human life or requiring environmental protection (increases risks in business operations)
- economic development programs with short funding cycles and matching fund requirements (impedes local/long-term initiatives)

There are, however, many opportunities that can be leveraged to foster sustainable socio-economic growth in the Arctic region including:

- an abundance of natural resources which support a diverse range of sectors including mining, tourism, and fisheries

- new economic opportunities stemming from the impacts of climate change which are stimulating economic diversification in the Arctic (such as the potential for increased Arctic shipping, growth of tourism)
- modern land claims which provide a strong basis for Indigenous-led initiatives

There are also opportunities to leverage infrastructure investments and innovative technologies developed by the private sector to benefit communities. Increasing linkages between Arctic, southern and international businesses will also help reduce capacity gaps and enhance opportunities to develop new markets.

Building strong, sustainable and diversified Arctic economies will require the development and retention of trained Arctic residents to fill the vast array of emerging jobs in the Canadian Arctic which currently relies heavily on a southern fly-in/fly-out workforce. It will also need to support the creation of supplies locally to reduce reliance on products that need to be brought in from the south.

Proposed outcomes

- sustainable renewable and non-renewable resource development
- growth of a diverse range of sectors
- growth of Arctic/Indigenous-led businesses and partnership opportunities
- increased employment opportunities for Arctic residents
- infrastructure investments to support economic growth, skills development and job creation
- implementation of safe, low-impact shipping corridors
- expanded trade and investment opportunities across the Arctic and with southern markets
- development of leading-edge Arctic innovation and technologies

Discussion question

- What can be done to advance sustainable economic development, diversify the Arctic economy, build capacity/expertise and increase the participation of Arctic residents in local economies, grow small-to-medium Arctic businesses and enhance partnerships?

Arctic science and Indigenous knowledge

“The next step in the evolution of scientific practice in the Arctic is linking community-driven Arctic research priorities with national policy development to ensure scientific investments benefit communities and answer key questions facing the Arctic. I firmly believe that the foundation of effective decision-making is good information. In the Arctic, that means being committed to placing equal value on Indigenous knowledge and western science. The new Arctic Policy Framework presents an opportunity to take this to its next level.”

Mary Simon, A new Shared Arctic Leadership Model

Issue

- Develop new knowledge about the Arctic based on both western science and Indigenous knowledge to improve evidence-based decision making and respond to local needs; support Northern and Indigenous communities’ participation in all aspects of the research process; and,

ensure Canadian leadership in national and international Arctic scientific initiatives and partnerships

Quick facts

- The new Canadian High Arctic Research Station campus in Cambridge Bay (Nunavut), the Churchill Marine Observatory (Manitoba) and the Institut nordique du Québec, will provide year-round, world-class hubs for science and technology, and serve as major nodes within the existing network of research facilities across the Arctic.
- The Government of Canada supports scientific research across Canada's Arctic through Polar Knowledge Canada, other federal departments/agencies and research grants to academic institutions through federal granting councils.
- There are many existing research projects led by northern-based organizations that build on their knowledge of the Arctic, such as the Cold Climate Innovation Yukon Research Centre at Yukon College that supports projects related to clean technology development specifically for the northern context. Beyond existing initiatives, there are many more opportunities to further strengthen research capacity in the North.

Background

Western science and Indigenous knowledge have an important role to play in better understanding, responding to and facilitating social, economic, environmental and cultural changes and advancements in the Arctic region (such as physical and mental health, food security, emergency response, sustainable resource management, cold-climate technologies, infrastructure development, transportation, environmental management and climate change monitoring/prediction).

The fragile Canadian Arctic environment is experiencing unprecedented change from the impacts of climate change and other drivers. A better understanding of Arctic ecosystems, and the impacts of climate change on Arctic communities, is needed to inform evidence-based decision making and address emerging issues. Specialized research that includes Indigenous knowledge is required. Strengthened science capacity in the Arctic through science, technology, engineering and mathematics (STEM) education, capacity-building, skills development and state-of-the-art research/monitoring infrastructure will help support both evidence-based decision-making and strong Arctic communities.

Indigenous and non-Indigenous Northerners have also indicated a desire for participation and a greater voice in determining what kind of research priorities governments and other funding bodies support, as well as greater participation and leadership in all aspects of the research process and research agenda, as part of their greater objective toward self-determination. Northerners are eager to ensure that the research being carried out in their backyard is relevant to their lives and their needs.

As a leader in Arctic research, Canada is well positioned to promote and develop new knowledge based on both western science and Indigenous knowledge. Strong partnerships already exist at multiple levels - from individual research projects through multi-stakeholder collaborations. It is essential to ensure that Arctic residents are involved in all stages of the research process including defining research priorities, developing research objectives, conducting and analyzing

the research, and disseminating the results to ensure the knowledge generated is informed by, relevant to, and accessible by those living in the Arctic. The keys to establishing shared research goals and ensuring the effective use of Indigenous knowledge are relationships based on equality, mutual respect, and a common commitment to the creation of new knowledge.

Proposed outcomes

- improved understanding of Canada's Arctic and the ongoing changes in the region, based on Indigenous knowledge and western science
- informed Arctic policies/decision-making with coordinated research and program/service delivery
- improved access to post-secondary education and research opportunities for Arctic residents
- innovation in the integration of western science and Indigenous knowledge, and in the use of different forms of knowledge in decision-making
- support for the development, diversification and long-term sustainability of the Canadian Arctic economy through investments in new Arctic technologies and the adoption of innovative Arctic solutions
- support for the effective stewardship of Canada's Arctic lands, waters, and natural resources
- improved climate change-related risk management by new approaches to construction, safeguarding investments and strengthening emergency planning, response, and recovery
- enhanced regional expertise and capacity through access to STEM education and other forms of skills development, creating opportunities for Arctic residents to contribute meaningfully to research conducted in the Arctic
- increased access to and sharing of scientific data about the Arctic
- enhanced monitoring of environmental and climate change through community-based action and the integration of Indigenous knowledge and western science

Discussion question

- How can Canada respond more effectively to local knowledge needs, increase the capacity of Arctic residents to participate in Arctic research initiatives, collaborate with territorial and provincial institutions and better integrate Indigenous knowledge into decision-making?

Protecting the environment and conserving Arctic biodiversity

“There is a deep body of local knowledge, applied science and experience in the Arctic on the value of these conservation initiatives that can lead policy and practices going forward. There is also a great deal of emerging thinking and practice linking the protection of the environment with the wellness, resilience and adaptability of northern communities.”

Mary Simon, Interim report on the Shared Arctic Leadership Model

Issue

- Long-term protection of the Arctic environment, conservation of Arctic biodiversity, sustainable development of natural resources, and robust growth of the Arctic economy by supporting resilient ecosystems through conservation/protection, taking action to

monitor/address climate change and ensuring adequate knowledge to inform sound decisions

Quick facts

- Climate change is driving wide-scale change in the Arctic, and is impacting the lives of Arctic Canadians.
- Energy usage accounts for 96% of greenhouse gas emissions in the territorial North of which approximately two-thirds is for transportation yet the territorial North accounts for less than 1% of Canada's total greenhouse gas emissions.
- The North is a global leader in conservation efforts. Nunavut, for instance, has already conserved over 10 % of its lands and waters (nearly 350,000 square kilometres).
- The Tallurutiup Imanga/Lancaster Sound National Marine Conservation Area encompasses more than 131,000 square kilometres (nearly twice the size of Nova Scotia), making it the largest marine conservation area in Canada.
- Canada's oceans are home to an immense web of marine life, generate half the oxygen we breathe, act as thermostats to regulate the Earth's temperature and support a wide variety of ecosystems as well as local, regional and global economies.
- The Canadian Coast Guard is the lead federal agency when responding to ship-sourced marine pollution/mystery spills in the Canadian Arctic.
- Environmental management is a shared responsibility that requires close coordination among all levels of government.

Background

The Arctic landscape, and its flora and fauna, are essential to the economic, cultural, social, and ceremonial activities which sustain Arctic communities. The environment and biodiversity play an important role in reducing the social, economic, and environmental vulnerabilities related to climate change. Yet the Arctic landscape, which is highly sensitive to climate change, is undergoing a period of intense change impacting social structures, economic development, ecosystems and the built environment. Sustainable management, conservation, and restoration of ecosystems, along with the implementation of targeted natural adaptation solutions can be an effective way to protect Arctic communities and help them adapt to climate change.

As the availability of resources found in the Arctic shift due to changing climate and other factors, governments will have to ensure that policies keep pace. Negative environmental impacts on Arctic ecosystems often result from activities that originate outside of the Arctic and the full impacts of climate change are dynamic and challenging to predict. Action taken to support adaptation and ecosystem resilience to current and future climate impacts in vulnerable regions will help Arctic communities, economies and ecosystems endure and thrive in a changing climate.

Arctic communities and particularly Indigenous peoples have a long history of, and deep understanding about adapting, to changes in climate and the land. Indigenous and local knowledge can contribute to the development of new and innovative solutions that support Arctic resilience and benefit the environment and Arctic biodiversity. Through the co-management arrangements set out in modern land claim agreements, Indigenous peoples are

working in full partnership with federal, territorial and provincial governments on a variety of environmental management issues, including environmental assessments, land use planning and resource management. Devolution has also supported new opportunities for Arctic residents to work together to responsibly and sustainably manage land, water and natural resources in Yukon and the Northwest Territories for the benefit of current and future generations.

Canada has also demonstrated its commitment to ensuring the economy and environment go hand in hand through key collaborative initiatives such as the [Pan-Canadian Framework on Clean Growth and Climate Change](#) and the [Oceans Protection Plan](#).

Proposed outcomes

- reducing the Arctic's reliance on diesel through accelerating/intensifying efforts to improve the energy efficiency of diesel generating units; demonstrating/installing hybrid or renewable energy systems; and, connecting communities to electricity grids
- advancing ecosystem resilience as an adaptation solution, and integrating climate change considerations into natural resource management and biodiversity conservation
- tracking climate change impacts on biodiversity
- taking action to adapt to current and future climate impacts will help protect against climate change risks, build resilience and, reduce costs
- supporting environmental emergency response
- monitoring and maintaining healthy populations of species and ensuring healthy terrestrial, freshwater and marine ecosystems
- long-term sustainability and sustainable development of natural resources
- supporting a strong foundation for a range of economic/employment benefits to Indigenous peoples related to the joint management and sustainable use of protected resources
- supporting open sharing of information respecting environmental management between all levels of government

Discussion question

- How can Indigenous and local experience/knowledge be incorporated into action on climate change and biodiversity?

The Arctic in a global context

“Another common thread in my discussions with leaders was the importance of a shift in thinking about the Arctic as a remote, marginal and sparsely populated region of Canada, to thinking about the Arctic as a representation of who we are as an Arctic nation, linked to a new era in intercultural relations, global science and sustainable development. The Arctic is generating a heightened level of global interest.”

Mary Simon, A new Shared Arctic Leadership Model

Issue

- Position Canada to fulfill its role as an Arctic leader and partner to meet the challenges and opportunities facing the Arctic in ways that strengthen the rules-based international order and supports Canada's domestic priorities

Quick facts

- The circumpolar Arctic is made up of eight Arctic states: Canada, Kingdom of Denmark (for Greenland and Faroe Islands), Finland, Iceland, Norway, the Russian Federation, Sweden and the United States of America.
- The Arctic Council is the pre-eminent institution for Arctic cooperation related to sustainable development and environmental protection. It was established in Canada in 1996 with the Ottawa Declaration.
- The Indigenous peoples of the circumpolar Arctic are represented in the Arctic Council through the six Permanent Participant organizations (PPs). Three PPs have Canadian representation including the Arctic Athabaskan Council, Gwich'in Council International and the Inuit Circumpolar Council.
- The Government of Canada has invited the governments of Yukon, Northwest Territories and Nunavut to participate in its delegations to Arctic Council meetings and Arctic Council projects. More recently, Quebec, Newfoundland and Labrador and Manitoba are also engaging with Canada in this important international forum.

Background

The circumpolar Arctic is a region marked by a high-level of international cooperation and possesses a robust network of institutions that support governance of the Arctic. This includes the Arctic Council, which brings together Arctic states, Indigenous Permanent Participants and non-Arctic observer entities. The Arctic Council is complemented by other forums, such as United Nations bodies (such as International Maritime Organization) and meetings of the Arctic Ocean coastal States (known as the A5), who are the leads on decision-making related to Arctic shipping and fisheries. There is also an increasing number of international treaties in place that enhance Arctic cooperation on issues such as scientific cooperation and search and rescue. Canada's bilateral relationships with Arctic and non-Arctic states is another vehicle for advancing circumpolar cooperation.

The circumpolar Arctic faces significant challenges including how to adapt to the impacts of rapid environmental change on its people, traditional ways of life, ecosystems and infrastructure, as well as addressing the environmental, safety and security challenges related to increased interest and activity in the Arctic.

There are also many opportunities facing the Arctic region including pursuing new opportunities for sustainable economic development, communicating to the international community the robust network of international institutions in place for the governance of the Arctic, working with international partners and allies to share information more effectively, and improving our awareness of what is happening in the Arctic. There is also emerging interest to explore options for improved mobility of Arctic Indigenous peoples throughout the circumpolar Arctic.

As global attention continues to shift northwards because of opening access to resources and transportation channels, the Canadian Arctic has the potential to play a significant international leadership role with its co-management systems, self-governance agreements as well as the world-class regulatory regimes that Canadian governments have established to oversee economic and resource development.

Proposed outcomes

- support international work to address common social and cultural concerns and promote opportunities to learn from each other (such as fostering international cooperation to promote and preserve traditional ways of life and Indigenous languages and improve education, health and mental wellness outcomes in Arctic communities)
- support international efforts to develop a diversified, sustainable and dynamic economy across the Arctic (such as boosting foreign trade and investment in Canada's Arctic; expanding pan-Arctic research and development cooperation; facilitating the development of regional infrastructure; and, ensuring safe and environmentally-friendly Arctic shipping to reduce environmental impacts)
- exercise global leadership in the conservation of the Arctic environment (such as leading international efforts to reduce emissions of greenhouse gases and short lived climate pollutants; contributing to international efforts to help Arctic communities adapt to climate change; supporting global efforts to monitor, address and prevent pollution that have detrimental impacts on Arctic peoples; and, enhancing international cooperation to ensure the conservation and sustainable use of biodiversity throughout Arctic ecosystems, including the Arctic Ocean)
- strengthen Canada's role as an Arctic knowledge leader and improve circumpolar scientific cooperation and understanding of Indigenous and local knowledge through improved science diplomacy
- ensure the safety and security of the Canadian and circumpolar Arctic (such as infrastructure that has regional and national importance and bolsters Canadian and circumpolar safety and security, enhancing the Canadian Armed Forces' and Canadian Coast Guard's presence and ability to operate in Canada's Arctic; conducting joint exercises with Arctic allies and partners; and, improving information sharing and awareness of what is happening in the Arctic region)
- clearly define where Canada may exercise jurisdiction in the Arctic (such as Canada's submission on the outer limits of the extended continental shelf, resolving outstanding boundary disputes in due course), supported by accurate and up-to-date map data

Discussion questions

- What domestic interests and priorities should the Government of Canada pursue internationally?
- What do you see as the main challenges and opportunities for Canada's Arctic foreign and defence policy in the next 10-20 years?

For Phase I of this initiative, Minister Bennett asked me to “develop advice on new ambitious conservation goals for the Arctic in the context of sustainable development”. Later in this report I outline some bold actions that the government could pursue in furthering a goal of new conservation goals for the Arctic.

Conservation begins with strong healthy people and communities

I want to caution you that conservation was not what the majority of northerners I spoke to wanted to talk about first. While conservation concerns inform many aspects of northern land claims agreements, Arctic peoples and their representative organizations and governments are far more preoccupied with issues related to supporting strong families, communities and building robust economies.

The simple fact is that Arctic strategies throughout my lifetime have rarely matched or addressed the magnitude of the basic gaps between what exists in the Arctic and what other Canadians take for granted. Closing these gaps is what northerners, across the Arctic, wanted to speak to me about as an urgent priority. Reconciliation is inextricably tied to this reality. A new Arctic Leadership Model, if it is to separate itself from many previous and earnest documents on the future of the Arctic, must address these basic issues of human rights.

Nowhere was this perspective more compelling than in my meetings with youth from four schools across the Arctic in a video-conference forum. I was inspired with the level of engagement and commitment of young people on issues such as food security, environmental protection, suicide prevention, education, language and cultural protection, housing and not surprisingly, closing the digital divide. Conservation was viewed through the lens of building healthy communities, protecting indigenous culture and identity, and ensuring abundant wildlife is available to future generations.

I should also note these current matters continue to be at the top of every agenda no matter where you go in Inuit Nunangat (all four Inuit regions). Leaders, families, youth, elders and other community members bring these issues up with passion and often desperation.

For example, in my discussions with the Nunatsiavut Government the subject of Muskrat Falls was foremost on the minds of the members. The apparent contradiction between energy initiatives and the health and wellbeing of local peoples defies logic. Within my own region, Nunavik, and in the James Bay region, the physical and psychological ravages of methyl-mercury contamination are well-documented. In this atmosphere, it is challenging to ask leaders to think big in terms of conservation goals.

As directed in my mandate letter, I will examine the broader social, economic and environmental issues in Phase II, however it is important to note from the outset that it is the urgent issues around education, mental health services, lack of basic infrastructure, food security, and the importance of honouring land claims agreements, that northerners consider the top priorities. These broader issues are by no measure secondary concerns for northerners. No single remark drove this point home to me more during my initial consultations with northern leaders than when I was told “conservation is not sustainable if surrounded by poverty.”

The conservation record in the Arctic

To inform my discussions on setting new conservation goals, a set of maps was generated based on existing information on protected areas in the Arctic. This was helpful in clarifying where future conservation efforts could be focused. From this exercise, it is evident that land-based conservation initiatives in the Arctic such as the establishment of parks, biodiversity reserves and sanctuaries, most in the context of constitutionally-protected land claims agreements, have resulted in land conservation measures that already exceed national standards. It was generally observed that territorial government leaders want to resolve outstanding devolution issues prior to discussing new land-based conservation initiatives, while some land claims organizations want assurances that Inuit Impact Benefit Agreement frameworks will guarantee benefits that more effectively link together management and monitoring, training, jobs, service delivery and business opportunities.

Marine conservation opportunities

Marine conservation initiatives in the Arctic, in contrast, have not kept pace with land conservation. Inuit, for example, have identified, through their own planning processes some 20% of the total marine area as “areas of significance” to them. Governments, through a mix of planning processes have identified 55% of the marine area as areas of marine significance, 12% of which directly overlaps with the Inuit areas. Yet, less than 1% of marine areas have legislative protection.

There are ongoing discussions about marine protection in the Arctic. For example, the Pikialasorsuaq Commission (North Water Polynya) seems well positioned to become a candidate for a new marine conservation initiative between Greenland and Canada. The Nunatsiavut Government has prioritized developing a conservation vision for their waters. Lastly, the Qikiqtani Inuit Association highlighted the importance of completing Lancaster Sound as a National Marine Conservation Area.

One other thing is clear. There is a deep body of local knowledge, applied science and experience in the Arctic on the value of these conservation initiatives that can lead policy and practices going forward. There is also a great deal of emerging thinking and practice linking the protection of the environment with the wellness, resilience and adaptability of northern communities.

Innovative new thinking on conservation

In our preliminary consultations, we heard of innovative conservation programs, policy, and legislative tools to strengthen the role of protected areas in the context of the sustainability of communities. In research commissioned for this first phase of our work, one of those instruments was examined in greater detail—the Indigenous Protected Area. This is the idea of a protected area explicitly designed to accommodate and support indigenous interests. This kind of designation has the potential to foster a “conservation economy” where natural and social capital is restored rather than depleted. This will support communities and individuals in regaining land-

based life skills, reconnect with their cultural traditions, collect indigenous knowledge, and have the confidence that there will always be ‘places that are theirs’.

Some examples of programs in support of a conservation economy include:

1. the Gwaii Haanas National Park Reserve
2. the Gwaii Haanas National Marine Conservation Area Reserve
3. Australia’s Working on Country Indigenous Ranger Program
4. the Indigenous Leadership Initiative’s work to create a National Indigenous Guardians Program, and
5. the reconstituted legal status of Te Urewera National Park in New Zealand.

The background report on Indigenous Protected Areas examines the significance of Canada becoming the first country in the world to have a legal mechanism to formally recognize Indigenous Protected Areas. I am of the mind that there is a distinctive moment building where the right leadership could spark a conservation paradigm shift in the Arctic.

The process of establishing conservation goals

I would be remiss if I didn’t report that the record of establishing conservation areas in the Arctic has had mixed results because of a burdensome process and poorly developed benefit frameworks. It has not always been clear if benefit agreements tied to conservation initiatives have helped adjacent communities and those living closest to the land. Examples were provided to me, such as the coming marine protected area in Darnley Bay, Anguniaqvia Nqiqyuam, Northwest Territories, where these agreements are non-existent. There are concerns that when potential benefits agreements for affected communities are narrowly interpreted it presents a significant obstacle to fostering a sustainable economy in the Arctic. The issue becomes increasingly complex as the Department of Fisheries and Oceans, Parks Canada, Canadian Wildlife Service, and Environment Canada and Climate Change do not share a whole of government approach to conservation benefits frameworks and agreements.

Recommendations on setting new conservation goals

Base on my work to date, with the caveat that I will bring a final recommendation based on a completed engagement process March 31, 2017, I am comfortable identifying three action areas that would support a new, ambitious Arctic conservation goal.

1. The Government of Canada should move forward on planning with land claims organizations for the identification of candidate marine areas for conservation.
 1. The government’s commitment for protecting 10% of the Canadian Arctic Ocean by 2020 remains an ambitious but achievable target if federal agencies prioritize expedited planning with Inuit land claims organizations for rich biological areas already identified by Inuit communities, land claims-based planning processes and government agencies.

2. As the process moves from identification of areas to negotiation of their designation, the government should explore with Inuit a package of uniform, innovative benefits that link together management and monitoring with training and service delivery to ensure jobs for Inuit in nearby communities.
2. The Government of Canada should move forward on identifying the policy and legal measures that would be required to establish Indigenous Protected Areas (IPA) for new ambitious marine conservation goals.
 1. Concurrent with the work on achieving the 10% goal, the government should consider creating an overarching IPA umbrella that would articulate how marine conservation can be sustained under a new, shared vision in the Arctic.
 2. A key element of IPAs to be explored should be building up and knitting together the innovative management and monitoring training and jobs that should initially be created under the 10% goal into an Arctic-wide coastal stewardship program.
 3. The government should identify options for a stable source of future funding for IPAs that reflects the role Inuit would have in stewardship of these important Arctic Ocean areas for all of Canada.
 4. Monitoring jobs created in this context should be designed with an expansive and inter-departmental approach. While these jobs would be created as part of conservation areas, monitoring needs of other federal and territorial agencies could also be met (e.g. Transportation, Fisheries and Oceans, Defence), thereby creating efficiencies and promoting local provision of services that historically have been dominated by southern-Canadian resources and expertise.
3. The Government of Canada should expedite the process of completing Lancaster Sound as a National Marine Conservation Area using the expanded Qikiqtani Inuit Association boundary.
 1. Lancaster Sound, Tallurutiup Tariunga, is one of the most culturally and ecologically significant areas in the Canadian Arctic. It is commonly referred to as the Arctic Serengeti.
 2. The Qikiqtani Inuit Association has proposed an expanded boundary of 109,000 square kilometers that alone would achieve nearly 2% of the government's commitment to conserve 5% of Arctic waters by 2017.

Other recommendations

As noted earlier, many of my discussions regarding setting new, ambitious conservation goals in the Arctic quickly shifted to broader policy discussions related to a new Arctic Leadership Model. I have noted several core themes emerging that I will examine in greater detail in Phase II:

- Principles of partnership: A new Arctic Leadership Model needs to establish principles around involving Arctic governments and indigenous leaders from the outset in developing the model. Partnership is not just about the duty to consult. True partnership with Arctic peoples means active involvement from start to finish. There is also an

expectation that traditional indigenous and local knowledge is recognized, respected, promoted, valued and used in processes and decision-making. Setting new expectations on the principles of partnership is core to getting an Inuit-to-Crown or Nation-to-Nation relationship right.

- Cross-government action: A “new partnership to embrace the opportunities and to confront the challenges in the changing Arctic” is an unprecedented opportunity to champion cross-government action to address risk factors. For example, the recently released National Inuit Suicide Strategy is an excellent example of an initiative that requires collaboration, cooperation, effort and meaningful funding levels across departments, agencies and organizations to move forward. Building on these existing initiatives will foster credibility.
- Closing the infrastructure gap: There appears to be a convergence of studies and opinion around what key infrastructure gaps need to be prioritized and closed to promote sustainable economic growth in the Arctic, notably:
 1. reducing diesel dependency in remote communities
 2. addressing marine transportation and corridor monitoring needs
 3. closing the digital divide
 4. resolving the housing shortage.
- Education is the foundation: Strengthening access to quality, culturally relevant, early childhood education is essential to fostering better educational outcomes. Strengthening K-12 standards centered on culturally relevant curriculum is needed so that youth are successful at entering and staying in post-secondary education. The 2011 National Strategy on Inuit Education is a comprehensive roadmap created by Inuit, governments and school boards and should be used as the starting point.
- Establishing a University of the Arctic: An Arctic University serving Nunavut, Nunavik, Inuvialuit and Nunatsiavut, is a vision, long discussed and long overdue. There are good examples among circumpolar nations of universities with an Arctic focus that could serve as a model for moving forward in the Arctic.
- Oil and gas: The US-Canada joint statement on the Arctic notes that if oil and gas development and exploration proceeds, activities must align with science-based standards between the two nations. The development of any such standards must involve northern governments and land claims organizations.

What comes next?

From now until February 2017, I plan to complete the second engagement phase of this project. To this point I have been unable to schedule meetings with a number of Inuit, First Nations and Métis leaders as well as the Yukon and Newfoundland governments, so these will be my immediate priorities. I also want to work with the secretariat in developing a database of stakeholder meetings and written submissions to facilitate analysis for the final report.

I continue to be encouraged by the discussions I have had thus far, but there are many other stakeholders still to reach, and others whom I must return to for more detailed discussions. As an example, I have had preliminary discussions only with the Northwest Territories so follow-up meetings will be scheduled at the earliest opportunity. This is no simple task and I am not searching for consensus, though my goal is to hear a representative range of views.

While conservation was the focus of this initial phase, I view my work as an opportunity to assemble opinions on how a new era in conservation and sustainable development in the Arctic can form part of the government's commitment to achieve real reconciliation with indigenous peoples. The long history of colonialism and abuse is not easily erased. Reconciliation must focus on building trust, developing stronger and equal relationships, and fostering genuine respect for indigenous cultures, traditions and aspirations. Without a healthy, confident, and optimistic northern population, there will be no sustainable and equitable development and no reconciliation with the Arctic's indigenous peoples.

Appendix: List of completed engagements from August 5 to October 31, 2016

- National
 - Inuit Tapiriit Kanatami
 - Inuit Circumpolar Council Canada
 - Pikialaorsuaq Commission
- Members of Parliament
 - The Honourable Carolyn Bennett, Minister of Indigenous and Northern Affairs
 - The Honourable Catherine McKenna, Minister of Environment and Climate Change
 - The Honourable Dominique LeBlanc, Minister of Fisheries and Oceans
- Yukon
 - Vuntut Gwich'in
- Northwest Territories
 - Premier McLeod
- Nunavut
 - Premier Taptuna
 - Nunavut Tunngavik Incorporated
 - Qikiqtani Inuit Association
 - NWT/Nunavut Chamber of Commerce
 - Mayor of Iqaluit
- Nunavik and Eeyou Istchee
 - Makivik Corporation
 - Kativik Regional Government
 - Avataq Cultural Institute
 - Grand Council of the Crees & Cree Regional Authority
 - Parnasimautiligijit (Nunavik Regional Organizations dealing with Plan Nord)
- Quebec
 - Société du Plan Nord
- Labrador
 - Nunatsiavut Government
- Youth
 - National Inuit Youth Council

- Youth Arctic Coalition
 - Nunavut Sivuniksavut
 - Nunavik Youth Forum
- Industry
 - Mining Association of Canada
 - Baffinland
 - Agnico Eagle Mines
 - NEAS Group
- Non-governmental organizations
 - Arctic Program - World Wildlife Fund Canada
 - Oceans North Canada
 - Nature Conservancy Canada
 - PEW Charitable Trusts
 - Oceana Canada
 - Tides Canada
 - Marine Exchange of Alaska
 - Ducks Unlimited Canada
 - Canadian Parks and Wilderness Society
 - Walter and Duncan Gordon Foundation
- Other events
 - Centre for the North Meeting, Kuujjuaq, Nunavik – September 15, 2016
 - Inuit Tapiriit Kanatami & Inuit Circumpolar Council Canada Annual General Meeting, Kuujjuaq, Nunavik – September 15, 2016
 - 20th Anniversary of the Arctic Council Celebration, Ottawa, Ontario – September 29, 2016
 - Deputy Minister Arctic Committee, Gatineau, Quebec – October 13, 2016

I have developed, and pursued an engagement plan with a broad spectrum of leaders and specialists in Canada's Arctic. The engagement process is not complete and many important organizations have not yet participated. This summary reflects in-person engagements only.

Appendix: An executive summary of a report “Examination of the Concept of an Indigenous Protected Area and its Possible Application in Canada's North, Specifically in the Context of Marine Areas”

This report examines the concept of an indigenous protected area (IPA) in the following contexts:

1. the commitments of the Government of Canada to the theme of reconciliation between settler society and the indigenous communities of Canada
2. the Government's commitment to the creation of additional protected areas, especially marine protected areas in the Arctic, and
3. the Crown's duty to consult and accommodate in relation to the creation of a new protected areas and the similar duties reflected in modern land claim agreements.

The IPA concept has been popularized in Australia. While the term is not used in legislation it has been an important policy concept which brings together the interests of Commonwealth and state governments in completing and expanding and protected area networks and Indigenous land management aspirations such as ‘caring for country’ maintaining a ‘healthy country’ and for the well-being of their inherited landscapes. While early IPAs were based on aboriginal title lands, some IPAs recognize an indigenous interest in relation to lands not subject to aboriginal ownership. Some IPAs extend to marine areas. IPAs have been used in relation to existing protected areas and new protected areas. The IPA concept is a flexible vehicle which may be implemented through a number of different legal techniques including:

1. the use of aboriginal\indigenous specific designation in a state or Commonwealth protected area statute,
2. the use of an existing designation under state or commonwealth protected area legislation combined with an appropriate management agreement and perhaps a leasing arrangement, or
3. a specifically tailored statute to address the issue.

Common features of the program include explicit recognition of aboriginal involvement in the dedication, protection and management of the site, and other related activities including naming and funding to enable Indigenous peoples to negotiate enhanced engagement in the management of existing government declared national parks and other protected areas.

Similar concepts exist in other jurisdictions. A particularly notable and far reaching example of joint designation comes from New Zealand where Te Urewera National Park has been re-constituted by legislation as a protected area in its own right, with its own sui generis legal status and capacity. Its new legal status acknowledges the bi-cultural status and significance of the area.

There are three principal options under federal law for the creation of a marine protected area (MPA) in Canada:

1. s.35 of the *Oceans Act*,
2. a protected marine area under the *Canada Wildlife Act*, and
3. a national marine conservation area (NMCA) under the *Canada National Marine Conservation Areas Act*.

For the most part, the governing legislation makes no reference to the active engagement of Indigenous communities in the creation of MPAs. While this may (and indeed does) occur as a matter of policy and practice the legislation fails to recognize and celebrate the important role that indigenous communities might play in the creation, management and protection of MPAs. The NMCA legislation is a partial exception to this but even here the legislation does not expressly contemplate, for example, the joint dedication of protected areas or the bi-cultural status of such areas. None of the statutes make any express provision for financial support for indigenous communities with respect to the discharge of stewardship and other related responsibilities for MPAs. Again, this may and does occur as a matter of practice, especially as a result of the IBA provisions of land claim agreements but these ideas are not reflected in the legislation. The innovative arrangements developed for Gwaii Haanas confirm that indigenous communities and government can reach beyond the thin provisions of the applicable statutes and

use the vehicle of agreements (and/or treaties) to adopt concepts such as mutual and reciprocal dedication of protected areas, shared responsibility for and management of protected areas and benefits arrangements. But there is value in explicitly recognizing these ideas and mandates in legislation. Explicit recognition serves to give clear policy and budgetary direct to department officials and allows the endorsement and celebration of Indigenous involvement at the highest legal level.

Arrangements between the provinces and the federal government (e.g. the arrangements for Saguenay-St. Lawrence) may also be worth scrutiny as examples of shared dedication and custodial responsibilities.

The report recommends that the ideas and objectives underlying the IPA concept are worth exploration and consultation with indigenous communities, territorial governments and stakeholders to address the extent to which the concept may help address the twin objectives of reconciliation and attainment of protected area goals while observing constitutional obligations under the general law and under the terms of applicable land claim agreements. A key objective of consultations should be to identify how, if at all, and to what extent, the ideas and objectives underlying the IPA concept add value to existing arrangements, particularly those embedded in land claim agreements.

The ideas and objectives underlying the IPA concept may be operationalized in a number of ways including a new IPA-specific statutory designation. The report does not favour this approach since it may undermine existing designations and statutory options and initiatives and make it more difficult to meet protected area objectives. The report does recommend exploring the systematic amendment of federal marine MPA legislation to explicitly acknowledge indigenous interests. Key ideas might include the joint nomination of candidate sites; adoption of management plans and benefits plans by agreement or consensus; naming and language issues; recognition of informing principles including reconciliation, joint stewardship, reciprocity, bi-cultural, responsibility to future generations, respect for indigenous knowledge, stewardship practices and laws; continued use by indigenous communities; benefit and management plans to address the full suite of issues and opportunities drawing on best practices from modern land claim agreements and other jurisdictions including IPA policies in Australia; identification of relevant IUCN category of protected area and a commitment by both parties to maintain that status. Many of these ideas and concepts are already embodied in policies and practices but a key objective would be to recognize and embed these ideas in legislation as a vehicle for public and national recognition of the importance of Indigenous involvement in Canada's network of protected areas.

A new Shared Arctic Leadership Model

**From Mary Simon, Minister's Special Representative
Submitted March 2017**

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I want to begin by thanking Minister Bennett for this opportunity to provide advice toward the development of a new Shared Arctic Leadership Model. Minister Bennett asked me to engage with elected Arctic leaders and their senior staff, youth, land claims organizations, scientists, representatives of industry, and non-governmental organizations, and to provide advice on two important topics:

1. new ambitious conservation goals for the Arctic in the context of sustainable development
2. the social and economic priorities of Arctic leaders and Indigenous peoples living in remote Arctic communities

The importance of the information received during the engagement process and of my advice was reinforced in December 2016, when Prime Minister Trudeau committed to developing a new Arctic Policy Framework, with Northerners, territorial and provincial governments, and First Nations, Inuit, and Métis people, focused on priority areas identified under my Minister's Special Representative (MSR) mandate, including education, infrastructure, and economic development. Accordingly, my report is structured in two parts:

1. What I heard: Our strengths and challenges in the Arctic
2. Developing a new Arctic Policy Framework

Earlier, I submitted an [interim report to Minister Bennett on Arctic conservation goals](#), and I have refined those recommendations for this report.

To begin, I would like to offer some general observations.

Observations and comments

This was an extraordinary assignment. After more than 40 years of leading, negotiating and observing the processes that have shaped the political, social and economic development of the Arctic, my MSR role challenged me to take a critical look at where the Arctic is today, and what is next for this exceptional region of Canada.

Leaders across the Arctic were candid with me about the particularly complex mix of issues they are confronting today. Revealed in many of my discussions was a common thread: the very real concerns and uncertainties caused by climate change. Canada is an Arctic nation, and shouldering a disproportionate level of impacts because the Arctic is warming at close to twice the global average rate. I heard repeated accounts of the impact of a warming Arctic on food security, infrastructure, housing, and safety on the land and sea. The message was very clear: an adaptation strategy and implementation plan for the Arctic must become a national priority within Canada's climate change commitments.

Another common thread in my discussions with leaders was the importance of a shift in thinking about the Arctic as a remote, marginal and sparsely populated region of Canada, to thinking about the Arctic as a representation of who we are as an Arctic nation, linked to a new era in intercultural relations, global science and sustainable development. The Arctic is generating a heightened level of global interest. In 2016 for example, the European Union released "A New Integrated Policy for the Arctic." Other circumpolar nations are making investments in broadband, marine infrastructure and education. Canada needs to keep pace. To make this shift, basic infrastructure gaps must be addressed to position the Canadian Arctic as an integral part of the global community. The opening of the Canadian High Arctic Research Station later this year

is a huge step forward in positioning Canada to be at the forefront of Arctic research. Now we must keep step in other areas.

A significant number of conversations I had with leaders and other stakeholders circled back to a central premise: healthy, educated people are fundamental to a vision for sustainable development...and fundamental to realizing the potential of land claims agreements, devolution and self-government agreements. While this may seem obvious, I kept returning to two vexing questions:

1. Why, in spite of substantive progress over the past 40 years, including remarkable achievements such as land claims agreements, Constitutional inclusion and precedent-setting court rulings, does the Arctic continue to exhibit among the worst national social indicators for basic wellness?
2. Why, with all the hard-earned tools of empowerment, do many individuals and families not feel empowered and healthy?

Embracing the magnitude of these two questions, in my opinion, lies at the heart of a new Arctic Policy Framework. I will return to these later in my report.

In my travels across the Arctic it was inspiring to see that our youth held strong and focused opinions on what needs to be done to improve conditions in their families and communities. This is particularly important given the demographic realities of the Arctic. Unlike the rest of Canada, where policy and economics are wrestling with an aging population, the reverse is true in the Arctic. The majority of the population in Arctic communities is under 30 years of age.

At a video youth town hall meeting in Iqaluit, I heard from young people across Nunavut and the NWT, in matter-of-fact terms, about not having enough food in their homes, the devastating impact of suicide on their families and communities, and the urgent need for adequate housing. They also spoke about their vision of the future and I was struck by how speaking Indigenous languages, strong environmental protections, and completing their education figured into this vision.

The recently completed strategic plan of the Qarjuit Youth Council in Nunavik echoed these sentiments:

“To move forward in any aspect in life and in our society, we need to be educated. The youth want to be well with who they are and where they come from. Youth also understand the importance of quality, formal education so they can become active members of their communities and society and have access to all levels of employment in the communities, region or elsewhere if that is what they choose.”

Qarjuit Youth Council, Nunavik

It was in these informed and passionate voices that I heard the language of aspiration and change. They recognize the legacy brought by the era of colonialism and residential schools. Theirs is the language of needing to reclaim a sense of identity and self-worth. Today, in varying degrees, there is also evidence of another corner turned. Youth across the Arctic understand that

education is a portal to opportunity. They aspire to a quality education equivalent to other Canadians: an education that also reaffirms the central role of their culture and Indigenous languages in their identity as Canadians. A new Arctic Policy Framework, if it is to separate itself from many previous documents on the future of the Arctic, must speak to these young voices in this era of reconciliation.

I feel it is important at this point to remind ourselves of the long history of visions, action plans, strategies and initiatives being devised ‘for the North’ and not ‘with the North.’ There have been numerous statements by Prime Ministers over the years declaring why the Arctic matters to Canada. Typically, these statements have been reactionary and not visionary. Arctic leaders see the Government of Canada as a partner in finalizing and implementing treaties and land claims, but they want this work completed in a measured and thoughtful way that does not compromise the opportunities related to sustainable development. To achieve this, Arctic leaders must be involved in crafting major decisions. A new Arctic Policy Framework starts with an inclusive, mutually respectful and trustful process that establishes (and keeps to) principles of partnership. I will discuss this in further detail in Part II of my report.

One final observation relates to defining “what is the Arctic?” The confusing and somewhat confounding mix of jurisdictional responsibilities, legal mandates derived from land claims agreements and constitutional reform, self-government agreements and devolution, must be harmonized under a vision for recognizing and supporting the authorities of Arctic governments and Indigenous organizations. One of the first tasks of developing a new Arctic Policy Framework must be to define, within the vision, the political and social geography of ‘the Arctic.’ For the purposes of this report, we consider the Arctic to be the entirety of Canada’s three northern territories in addition to the Inuit regions of Nunavik and Nunatsiavut.

Part 1: What I heard: Our strengths and challenges

Engagement

In total, I conducted 65 engagement meetings involving 170 people and received 34 written submissions as part of my MSR mandate. It was not possible in the short time accorded to my mandate to meet with all the leaders.¹ I was limited in my travels to seeing as many people as possible in 2-3 day visits to regional centres. While I am confident that these discussions provided a solid reflection of the general state of affairs in the Arctic today, the relative importance of issues varies across regions and communities.

I also feel it is necessary to mention three unforeseen events that impacted my work:

1. the announcement and creation of an [Inuit-Crown Partnership Committee](#)
2. the Government of Canada’s December announcement to replace the current Northern Strategy with a new Arctic Policy Framework and for it to be informed by my assignment

¹ Both First Nations and Inuit organizations were invited to participate in this process. This outcome reflects the short time duration of my mandate period in addition to regional responsiveness.

3. the December [statement by Prime Minister Trudeau](#) that placed a five-year moratorium on offshore oil and gas activity in the Arctic

In my view, these events, each in their own specific way, inform the development of a new Arctic Policy Framework by re-enforcing how policy for the Arctic should be made: through innovative, adaptive policy solutions and policy-making structures that are built upon a reciprocal foundation of trust, inclusiveness and transparency. I will address this in greater detail later in my report.

Our strengths

My discussions confirmed to me a perspective that I have understood implicitly as an Arctic leader: there exists in varying degrees the experience, knowledge and capacity in Arctic governments and Indigenous organizations to pursue a common vision for the Arctic.

Many Arctic leaders have worked through a range of nation-building exercises from negotiating constitutional rights and land claims, to dividing existing and establishing new governments, to setting up and operating management boards, agencies and institutions of public government. The results speak for themselves.

Local champions

The other familiar perspective I was reminded of in my travels is the remarkable power of local champions: when individuals and communities take ownership of their problems and work together to bring about changes.

In the last 40 years, a lot of hard work has produced:

1. section 35 of the 1982 *Constitution Act*, providing constitutional protection to the Aboriginal and treaty rights of Aboriginal peoples in Canada
2. new governance models, including a new government in Nunavut
3. constitutionally-protected land claims agreements across the Arctic
4. devolution agreements concluded with two of three Arctic governments and one in discussion
5. negotiation of Permanent Participant status for Indigenous organizations on the Arctic Council
6. the emergence of a 21st century economy in the Arctic that includes wide participation by Indigenous-owned companies
7. successful models where communities and local champions have taken concrete action on social issues
8. Canada's full endorsement of the United Nations Declaration on the Rights of Indigenous Peoples, and the Calls to Action by the Truth and Reconciliation Commission
9. a concerted effort to promote and protect Canadian sovereignty in the Arctic

There is no other region of Canada that has experienced the breadth and pace of geo-political development in the last 50 years than the Arctic. Capacity and expertise issues do continue to

impact certain situations, but this can be addressed through smart, adaptive policy processes. The point here is that a new Arctic Policy Framework has an impressive catalogue of accomplishments to build on.

The other familiar perspective I was reminded of in my travels is the remarkable power of local champions, when individuals and communities take ownership of their problems and work together to bring about changes and see the solutions through. Transformations begin when leaders communicate honestly with citizens about the difficult issues they are facing. Everyone involved in Arctic policy development and implementation must ensure that policies recognize, enable, and support local champions who can lead locally-adapted and locally-driven solutions.

Our challenges

Education and language

“Why should there be a conflict between tradition and modernization? We shouldn’t have to compromise between the two. There is an interest to continue to thrive and strengthen our relationship with our language and culture.”

Pan-Arctic Youth Engagement Session October 20, 2016

In my experience, achieving consensus on topics of generational importance is never easy. My recent travels across the Arctic confirmed that there might be one exception. Leaders and youth were passionate about the urgent need to protect Indigenous languages while graduating more students with standards at par with the rest of Canada. I heard over and over again that education systems must produce knowledgeable graduates who are confident in their skills and their culture.

This is not a new topic. For years, I have heard Arctic leaders, researchers and advocates sound the alarm over the ‘disastrous outcomes’ that will follow from large numbers of poorly educated, unemployed youth. There is now urgency in the voices of Arctic leaders about ensuring that we don’t leave a generation of youth behind with poor educational outcomes, struggling with identity and diminished self-worth.

There is a great paradox at work in a number of Arctic regions, and it is found in the job market. We have witnessed across Canada generally the phenomena of fewer and fewer job opportunities for students after graduation from high school, and, increasingly, from university, as well. This is not the case in the Arctic. There are jobs available. What is not available is a steady supply of educated or qualified people in the Arctic to fill them. When I heard from individuals that Inuit and First Nations people hold mostly low-paying service jobs in communities, my thought was immediately “we need to aim higher.” There are many professional positions across the Arctic that require a post-secondary education or skills training. Large numbers of these higher-level jobs are occupied by non-Indigenous people, who for the most part do not stay in the Arctic longer than a few years. A recent [report by the Office of the Auditor General regarding the Department of Health in Nunavut](#) illustrated this point: in 2015-16 there were more than 500 indefinite positions (or 46.6% of the department’s permanent workforce) vacant. Mining industry representatives told me that, in other countries, senior positions were often held by educated,

local people. This should be the case in the Canadian Arctic. Only better educational outcomes can substantially improve the ratio of professional positions held by Indigenous peoples in the Arctic. This will take directed effort and it will take leadership and collaboration at all levels of government.

Strengthening early childhood education (ECE)

Strengthening ECE programming through enhanced and sustained funding agreements is the first bridge toward success in school.

Over the past 40 years, I have witnessed governments and school boards in the Arctic working hard to transform their education systems. There has been progress toward creating made-in-the-Arctic curriculum, north-south partnerships with universities that have graduated teachers, relevant learning resources in Indigenous languages, and creating the enabling legislation to foster culturally-appropriate education systems. However, it has been barely a generation since residential school survivors took the brave and bold step of talking openly about the residential school era, dog slaughters, forced relocations and the subsequent abuse, all of which were disastrous for Indigenous languages and cultures. Education policy in the Arctic struggles with the reality of this residential school legacy and its inter-generational trauma. The consequence of this history is that improving educational outcomes faces a complex web of challenges.

Education policy in the Arctic must strive to be culturally relevant, adaptive, and flexible. The Arctic will need like-minded supporters, informed policy specialists, proactive educators and committed leaders, and significant investment to make this happen.

Improving educational outcomes in the Arctic and supporting Indigenous languages to survive and thrive after years of destructive education policy is, at its core, the highest test of nation building.

The road to healthy, empowered citizens in the Arctic begins and ends with education. Federal policy can support this vision in several key areas:

1. enhance support to the pathways into, and out of, the K-12 system
2. demonstrate the value to all Canadians of preserving, maintaining and developing our Indigenous languages by providing support and protection
3. adapt and enhance skills training policies and programs to the Arctic
4. enable Arctic students to participate in the 'globally-connected world' through online learning, by strengthening broadband

University of the Arctic

I heard that it is time to take the next step in the evolution of education in the Arctic by establishing a University of the Canadian Arctic.

For the pathway into the K-12 system, the role of quality, culturally-appropriate Early Childhood Education (ECE) is fundamental to success. This is an area where Government of Canada could

make a significant difference in improving educational outcomes because of the pivotal role ECE serves in grounding children in their indigenous languages and opening the door to engage parents in education. However, I was told that ECE funding levels have remained stagnant for a decade. For Indigenous people, the matter of parental involvement in education is complex. The legacy of residential schools lingers in some families who have not yet developed a confidence in the education system or the skills to support their children's academic learning. Children must come to school rested, well fed, with their homework done and ready to learn. These conditions can be fostered by quality, affordable, culturally-appropriate ECE. Strengthening ECE programming through enhanced and sustained funding agreements is the first bridge toward success in school.

At the other end of the education continuum, Canada continues to be the only circumpolar nation without a university in the Arctic. The interest in establishing a university in the Arctic dates back several decades. There are two circumpolar universities for Canada to learn from - Ilisimatusarfik - the University of Greenland and Sami University College in Lapland. Both institutions are rooted in the idea that universities are transformative places that strengthen the concept of self-determination. They each started small and, with the support of national leadership, they grew.

Colleges across the Arctic have been at the forefront of post-secondary education including introducing adult learning and university programming in a variety of professional disciplines. In the Northwest Territories, the Dechinta Centre for Research and Learning has partnered with the University of Alberta, McGill University and the University of British Columbia to create an innovative program that combines on the land learning, promotion of Indigenous languages, and accredits Elders as professors. Satellite programs are currently being developed in other Arctic regions. The innovative thinking and insight of the post-secondary community impressed me, and confirmed to me that the time is now to establish a University of the Canadian Arctic.

Preserving Indigenous languages

Canada has been a leader in promoting and protecting bilingualism. The principles behind this leadership now need to be applied for Indigenous languages, in a new Arctic Policy Framework.

One important role the Government of Canada has played for 25 years at the post-secondary level is in supporting Nunavut Sivuniksavut, an Ottawa-based program with proven results. In partnership with Algonquin College in Ottawa, Nunavut Sivuniksavut brings students from Nunavut communities together to study Inuit history, land claims, governance and current issues in a safe and nurturing environment. The program is now being replicated for students from Nunavik. This is a good example of where the Government of Canada has been successful in supporting pathways out of the K-12 system.

For all my working life, I have advocated for the importance of preserving, developing and promoting Indigenous languages. Our Indigenous languages are part of the cultural fabric of our country. In my discussions across the Arctic, it was heart-breaking to hear example after example of our Indigenous languages in Canada at risk of extinction. Even languages formerly considered

relatively robust, such as my own language of Inuktitut, are in decline. Indigenous peoples do not want to lose their languages.

The absence of Indigenous languages in schools for many years, and today in many grade levels, combined with the trend towards using English in the home, has had a destructive impact. The pervasive lack of Indigenous languages in government and business has also contributed to this decline. Our languages are being forced into extinction. Justice Thomas Berger, in his 2006 [The Nunavut Project](#) provided this frank assessment:

“The Inuit of Nunavut are faced with the erosion of Inuit language, knowledge and culture. Unless serious measures are taken, there will over time be a gradual extinction of Inuktitut, or at best, its retention as a curiosity, imperfectly preserved and irrelevant to the daily life of its speakers.”

Canada has been a leader in promoting and protecting bilingualism. The principles behind this leadership now need to be applied to Indigenous languages, in a new Arctic Policy Framework.

One of the other observations I made from my discussions across the Arctic is the persistence of lost training opportunities when large infrastructure projects fail to set or meet skills training targets. Impact benefit agreements between Indigenous rights holders and promoters are one approach, though success has been limited. Recruitment, retention and advancement remain challenging. Certification and union regulations are often barriers for engaging local labor. This results in a lost opportunity for building a local workforce and significant amounts of money not ‘staying in the Arctic.’ Government investments in infrastructure and housing, for example, need to be pro-active in requiring demonstrations of local skills training.

Education and language recommendations

It is recommended that the Government of Canada:

1. Make education the cornerstone of the Arctic Policy Framework as the key to healthy people and social and economic progress
2. Increase funding for quality, culturally-relevant Early Childhood Education (e.g. Aboriginal Head Start)
3. Announce its intent to create a University of the Arctic by striking a representative Arctic University task force to create a vision and business case
4. Increase access to a continuum of community-based mental health services for students
5. Invest in closing the “digital divide” in order to increase access to online learning and research for Arctic students
6. Maintain and expand its support for Sivuniksavut programs in Inuit Nunangat
7. Commit to supporting Indigenous languages by working with governments across their programs, school boards, and Indigenous organizations with specific mandates for language preservation and revitalization, to determine where their needs are and where policy and financial support will provide the most benefit
8. Require that all federal investments in infrastructure and housing include skills training, apprenticeships and employment

Research and Indigenous knowledge

Indigenous knowledge

The next step in the evolution of scientific practice in the Arctic is linking community-driven Arctic research priorities with national policy development to ensure scientific investments benefit communities and answer key questions facing the Arctic.

For many years integrating Indigenous knowledge and western science has been the practice of numerous management boards in the Arctic, and is a requirement of most research projects in the Arctic. The next step in the evolution of scientific practice in the Arctic is linking community-driven Arctic research priorities with national policy development to ensure scientific investments benefit communities and answer key questions facing the Arctic. I firmly believe that the foundation of effective decision-making is good information. In the Arctic, that means being committed to placing equal value on Indigenous knowledge and western science. The new Arctic Policy Framework presents an opportunity to take this to its next level.

Canada's commitment to building the new Canadian High Arctic Research Station (CHARS) in Cambridge Bay is a global achievement. CHARS is an unprecedented opportunity to work directly with Arctic governments and Indigenous organizations to pursue, at a minimum, three unique goals:

1. showcase to the world the best practices and benefit of integrating Indigenous knowledge and western science
2. link new investments in research to improving community wellness in the Arctic
3. position Canada as a world leader in Arctic climate research

Polar Knowledge Canada

CHARS research capacity should also be connected to the large-scale public investments in research that precede decisions on marine and land use, notably hydrographic mapping and geoscience.

It was disappointing to learn that the 2016-2019 research plan developed by Polar Knowledge Canada had dropped the theme of healthy communities proposed by the Northern Advisory Panel. As I noted earlier, a significant number of conversations I had with leaders and other stakeholders circled back to a central premise: healthy, educated people are fundamental to a vision for sustainable development so it is paramount that the CHARS plan reflect this priority.

The credibility of the CHARS initiative to Arctic peoples rests in part on the work CHARS can do to highlight the importance of working with Indigenous peoples and organizations. Specifically, this means applying Indigenous and local knowledge in research, including curating and archiving existing Indigenous knowledge, traditional knowledge mapping, and linking these national archives with regional traditional knowledge repositories.

CHARS research capacity should also be connected to the large-scale public investments in research that precede decisions on marine and land use, notably hydrographic mapping and geoscience. I was told about major road and marine projects that lack basic data and information to advance to an environmental assessment process. I also learned about the importance and challenge of environmental monitoring after roads are constructed. CHARS research capacity should directly link to existing Arctic learning institutions, including Aurora College, Yukon College, Nunavut College, and Dechinta: post-secondary learning institutions that are well positioned to offer skills training and professional development for specific research initiatives.

Research and Indigenous knowledge recommendations

It is recommended that the Government of Canada:

1. Establish and support a Centre for Indigenous and Local Knowledge as a core element of the Canadian High Arctic Research Station to link to and support regional cultural institutes and programs
2. Direct Polar Knowledge Canada to include the theme of improving the health and wellness of families (physical and mental health, housing, food security etc.) in its research priorities
3. Ensure appointments to the Polar Knowledge Board are inclusive and representative of Arctic peoples and that priority-setting exercises are informed by representative input from Arctic peoples, governments and Indigenous organizations
4. Invest in the hydrographic data collection necessary to establish low-impact Arctic marine shipping corridors
5. Partner directly with Indigenous organizations and territorial governments to create vessel management and monitoring programs to ensure increased ship traffic benefits Arctic communities
6. Increase the level of geoscience spending in the Arctic to expand the availability of baseline mapping and geological research

Closing the infrastructure gap

The infrastructure gap

The rich natural resource potential of the Arctic requires a significant infrastructure investment simply to access the resources.

No matter who I talked with, the topic of closing infrastructure gaps was often at, or close to, the top of the list to improve socio-economic conditions. The Arctic is unlike any other region of Canada in its infrastructure needs because of its geography and sheer expanse. With 68% of Canada's coastline and roughly 40% of this country's landmass, the infrastructure needed to access resources lags far behind other regions of Canada and other circumpolar nations. In the Yukon, all but one community is accessible by road. In the NWT, more than half of the communities can only be reached by air, or seasonally by water or ice-roads, while in Nunavut, communities are accessible only by air or annual open-water sealift operations. The rich natural resource potential of the Arctic requires a significant infrastructure investment simply to access the resources. The priorities vary across the Arctic, but they share three common concerns related to national infrastructure programs:

1. federal infrastructure programs fail to recognize the unique challenges of building infrastructure in the Arctic, the need for the Arctic to ‘catch-up’ to other regions of Canada, and the punitive nature of per capita funding formulas without base funding allocations. (There is irony in the fact that Canada has built institutions of public government in the Arctic but has yet to finish building the basic infrastructure to the standard of a first world country.)
2. some ‘national’ infrastructure programs have virtually no application to the Arctic (e.g. mass transit), and there is no equivalent program geared to address the specific needs of Arctic communities
3. climate change is accelerating threats to existing infrastructure: melting permafrost is directly impacting the integrity of building foundations, roads, runways, pipelines and coastal infrastructure. Infrastructure programs need to provide for mitigation and adaptation construction research in response to these rapidly changing conditions

Closing the infrastructure gap recommendations

It is recommended that the Government of Canada:

1. With Arctic governments and Indigenous leaders, develop criteria for Arctic infrastructure projects that reflect the singularly unique context for infrastructure spending, the ‘catching up’ nature of the infrastructure gap in the Arctic, and that corrects for the punitive nature of per capita allocations without base funding

There are three areas of ‘infrastructure spending’ that people I spoke with felt the Government of Canada had a singularly important role to play, in both closing gaps and setting the stage for the next era of Arctic development.

Broadband

“From the economy and healthcare to scientific research and public safety, broadband has the potential to positively affect nearly every sector of society. It facilitates and enhances our daily lives in ways once unimaginable. Indeed, broadband has the power to transform society and enable new and more robust ways of interacting with one another.”

*2016 Report of the Arctic Economic Council:
“Arctic Broadband: Recommendations for an Interconnected Arctic”*

Connectivity

Inuit organizations in Nunavut and Nunavik have recently proposed that broadband be considered a component of ‘national infrastructure’ under the Building Canada Fund referring to the transformative importance of broadband to Canada’s Arctic as equivalent to ‘a national railway’.

Although it was clear in my discussions with Arctic leaders that they each have a long list of infrastructure needs, it was discussions about a leap forward in broadband that presented the

most intriguing transformational ideas. To be realized, that transformative potential in Canada's Arctic requires significant federal leadership in the coming years.

Innovation, Science and Economic Development (ISED) defines broadband as an "Internet service that is always on (as opposed to dial-up, where a connection must be made each time) and offers higher speeds than dial-up service." (Telecommunications Infrastructure Working Group, Arctic Economic Council, *Arctic Broadband: Recommendations for an Interconnected Arctic* [Arctic Economic Council, Winter 2016], p. 6).

Fortunately, there is a comprehensive assessment on what it will take to address the connectivity gaps in the Arctic. I was directed to the [2011 Arctic Communications Infrastructure Assessment Report](#) that includes detailed maps listing the varying communications services available in the Yukon, NWT and Nunavut. The report contains recommendations for addressing the gap between what is needed and what is affordable beginning with a national commitment to service parity among Arctic communities. More recently in 2016, the Arctic Economic Council (AEC) published "Arctic Broadband: Recommendations for an Interconnected Arctic." The Arctic Economic Council's report provides an excellent comparative analysis of where the Canadian Arctic stands with broadband relative to other circumpolar nations, and provides a breakdown of available technologies and financing possibilities. In terms of where the Canadian Arctic is today relative to the rest of Canada the report says the following:

"According to the Government of Canada, over 99 percent of Canadian households currently have access to broadband with speeds of at least 1.5 Mbit/s. However, only 27 percent of households in the rural Nunavut region have access to broadband. The Connecting Canadians program, part of Digital Canada 150, will invest up to \$305 million to extend broadband access throughout the country with the goal of bringing speeds of at least 5 Mbit/s to an additional 280,000 homes in rural and northern regions of the country"

*2016 Report of the Arctic Economic Council:
"Arctic Broadband: Recommendations for an Interconnected Arctic"*

Northern governments have been calling for investments in broadband as a critical element to the future of accessing and providing government services and promoting economic development. Significant advances have already been made in telehealth in all territories, with the Northwest Territories leading the way. However, financing broadband expansion in the Arctic remains a huge stumbling block. The [Connecting Canadians Program](#), even with an increase of \$500 million in Budget 2016 is insufficient to address the sheer scale of closing the broadband gap in the Arctic. Currently the Arctic is limited to accessing funding for broadband through the provincial-territorial infrastructure component of the Building Canada Fund, or through public-private partnerships. Inuit organizations in Nunavut and Nunavik have recently proposed that broadband be considered a component of 'national infrastructure' under the [Building Canada Fund](#), referring to the transformative importance of broadband to Canada's Arctic as equivalent to a 'national railway.'

Broadband

Other circumpolar nations have seized on the economic potential driven by global digitization and have made quick strides (relative to Canada) to close the broadband gap.

Other circumpolar nations have seized on the economic potential driven by global digitization and have made quick strides (relative to Canada) to close the broadband gap. The Arctic climate is well-suited for digital data centres because the cold climate requires less energy to cool down servers.²

There has been a great deal of collaborative work put into assessing Canadian Arctic broadband needs relative to other Canadian jurisdictions and the broader circumpolar context. I would also like to highlight the example of Cisco's Connected North, which clearly demonstrates how increased broadband access improves learning opportunities and mental health services. This, taken together with the upside of the possibilities unlocked by more robust broadband, the evident interest of Arctic governments and Indigenous economic development corporations in investing in broadband, demonstrates why a broadband strategy must form a core pillar of the Arctic Policy Framework. Broadband is also an excellent example of why the Arctic Policy Framework must be a collaborative effort not just with Arctic leadership, but across federal government departments.

Broadband recommendations

It is recommended that the Government of Canada:

1. Commit to a goal of service parity in broadband by investing in the recommendations found in the [2011 Arctic Communications Infrastructure Assessment Report](#) along with the 2016 Arctic Economic Council (AEC) report Arctic Broadband: Recommendations for an Interconnected Arctic
2. Revise its infrastructure program criteria to allow for Arctic broadband to be considered a project of 'national infrastructure' under the Building Canada Fund
3. Build digital infrastructure and programming into any federal initiatives in education, language and mental health support

² A recent article - "Broadband Internet May Be Key to the Arctic's Economic Future" - noted the following: "Some of the biggest IT companies have already discovered the Arctic and its sub-Arctic neighborhood. In 2013, Facebook opened its 'clean and green Arctic data center' in Lulea, Sweden, with Google already having started to rebuild an old paper mill in Hamina, Finland, back in 2009. Recently, Iceland and north Norway have also begun to lure data center companies with cold outside temperatures and cheap, clean and renewable energy." See: Stephen Steinicke and Andreas Raspotnik, ["Broadband Internet May Be Key to the Arctic's Economic Future," Arctic Deeply](#), 6 February 2017.

Housing

Housing crisis

With the Arctic Policy Framework, there is also an opportunity to address the structural policy issues that are fomenting future crises in housing, as laid out in the Senate report.

Though the extent of the housing deficit in the Arctic varies from region to region, there is a general consensus that the housing shortage represents a public health emergency. The lack of affordable housing undermines efforts in improving physical and mental health, education outcomes, and in addressing issues of domestic violence and poverty. The housing deficit increases as you travel west to east, with the most pronounced problems in Nunavut and Nunavik, where costs are significantly higher due to the lack of roads and ports. However, the urgent need to close the housing gap is heard throughout the Arctic.

While I was travelling for this assignment, the Standing Senate Committee on Aboriginal Peoples released a well laid-out [report based on 2016 hearings on the extent of the housing crisis in Inuit Nunangat](#).

The report paints a stark picture of the issues leaders in the Arctic are dealing with, that, if not addressed, stand to doom housing in a perpetual crisis. With the Government of Canada's current commitment to affordable housing, this is the time to further close the gap on access to affordable housing in the Arctic. With the Arctic Policy Framework, there is also an opportunity to address the structural policy issues that are fomenting future crises in housing, as laid out in the Senate report. I realize that housing in the Arctic falls to a number of agencies including the Canada Mortgage and Housing Corporation (CMHC), Indigenous and Northern Affairs Canada (INAC) and provincial and territorial governments. In my view, this is a social issue of such magnitude that it demands leadership and collaboration at all levels and across federal departments.

Budget 2017

“The government will be investing over \$11 billion—the largest single commitment in Budget 2017—in support of a National Housing Strategy, to help ensure every Canadian has a safe and affordable place to call home.”

Finance Minister William Morneau

To say that things aren't being done to close the gap would be wrong. The Government of Canada has made significant investments in Arctic housing in recent years, though serious gaps remain. There have been innovative approaches to address the limitations of the tendering process, which have often resulted in imported construction crews hired to build housing. I was impressed with the results of Makivik Corporation's 15-year housing project negotiated with Canada and the Government of Québec that established a not-for-profit construction division, thereby ensuring that local hiring and contracts stayed within Nunavik. The results have been positive. Building on the elements of success for this model by creating a sustainable infrastructure for Indigenous communities program is the right thing to do. This is an area where

there is a great deal of existing expertise in the Arctic. Governments have plans and innovative models for closing gaps; the shortfall exists in budgets for affordable housing, and, as noted by the Senate Committee, in addressing the declining maintenance budgets provided through CMHC.

The Finance Minister's address introducing the new [2017 federal budget](#) contained the following statement:

“And so, it is my privilege to announce that the government will be investing over \$11 billion—the largest single commitment in Budget 2017—in support of a National Housing Strategy, to help ensure every Canadian has a safe and affordable place to call home.”

Finance Minister William Morneau

I am compelled to reiterate that nowhere in the country is the need greater than for Indigenous peoples, including those in the Arctic.

The budget does make important commitments for housing to the Yukon, Northwest Territories and Nunavut governments over the next 11 years, however it is unclear to what degree these commitments are directed to housing for Indigenous peoples. Territorial leaders and Indigenous organizations have acknowledged the importance of this investment, though they have expressed concerns that investments are insufficient to meet the need. Finally, I did not see specific references to investments that would apply either to Nunavik or Nunatsiavut.

Housing recommendations

It is recommended that the Government of Canada:

1. Act on the recommendations of the findings of the Senate Standing Committee Report on Housing in Inuit Nunangat and work with governments and Indigenous organizations and adapt those recommendations to the other Arctic regions covered by my mandate (which includes the three territories in addition to the Inuit regions of Quebec and Labrador)
2. Design and implement multi-year funding agreements compatible with planning, transportation and construction realities in the Arctic
3. Adjust policies of northern housing authorities to allow for ways to involve Indigenous peoples in the conceptualization, design, construction, and maintenance of housing in their communities
4. Under social infrastructure funds, establish a program to encourage construction of housing for people living with mental illness under a model of community-based support and treatment.

Reducing fossil fuel dependency

“If I was a CEO I would train people in developing and manufacturing renewable resources; I would then provide money, incentives for people and businesses to build

renewable resources; would spend money on this because renewable energy doesn't run out."

Youth from Fort Providence

There is a striking irony in the Arctic when discussing climate change. The impact of a warming climate is evident in community infrastructure and threatening the hunting and fishing livelihoods of individuals and commercial fisheries. Throughout my travels, I heard concerns about food security in part because a warming Arctic is threatening the abundance and distribution of wildlife and safe access to many traditional inland and marine harvesting areas.

Renewable energy

The Northwest Territories' rivers and lakes contain an estimated 11,000 megawatts of potential hydro power.

The irony is that Arctic communities are highly dependent on fossil fuels. In most communities, off-grid diesel-fired thermal power plants produce the only source of power for oil-burning furnaces and water heaters. The consequence of this dependency is a sometimes erratic supply of electricity in the communities, no options for residents and businesses to lower energy costs, higher and more complicated rates for electricity and, ultimately, conditions that stall economic development. Hydro-carbon spills during annual sea-based deliveries or from storage tanks are far too common. In a 2014 appearance before the Standing Senate Committee on Energy, the Environment and Natural Resources, Indigenous and Northern Affairs stated, "In 2011 it was estimated that Northern communities consumed 76 million litres of diesel fuel for power generation and 219 million litres of fossil fuel, diesel or propane for heating production, resulting in a total of over 800,000 tons of greenhouse gas emissions annually."³

Solutions are varied, depending on the region. Nunavik and Nunatsiavut, for example, are surrounded by massive hydroelectric development projects that generate power in the Arctic and send it south. NWT's rivers and lakes contain an estimated 11,000 megawatts of potential hydroelectric power. Similarly, Yukon is looking to expanding hydroelectric power. Yukon College's Yukon Research Centre has recently been awarded Natural Sciences and Engineering Research Council of Canada funding for an Industrial Research Chair on Northern Energy Innovation to oversee research on renewable energy strategies and options across the Arctic. Connection to existing power grids may be a partial solution in some regions; development of new local power networks with policies to feed into the grid are another. Community-based clean energy generating projects such as run-of-the-river hydro generation are also being studied. Wind power and biomass projects are showing some success. Glencore installed a wind turbine at its Raglan Mine in Nunavik, which is now generating 8,8500MWh of electricity annually. While representing a minor reduction in total diesel consumption, the pilot project has demonstrated that installing and operating wind generators is feasible in Arctic conditions.

³ Proceedings of the Standing Senate Committee on Energy, the Environment and Natural Resources (29 April 2014), Second Session, Forty-first Parliament, 2013-2014, Issue No. 11, p. 12.

Reducing diesel dependency

As part of the United States-Canada Joint Arctic Leaders' Statement, the Minister of Indigenous and Northern Affairs Canada will lead the development of a plan and timeline for deploying innovative renewable energy and efficiency alternatives to diesel in the Arctic.

Innovation and transition will require major investments. These will likely come from a combination of government and private sector sources. However, these transitions will deliver long-term economic return. They can also have important shorter-term economic benefits for regions and communities. Planning and implementation of solutions should be linked to job creation and economic development for Arctic residents and businesses. Project development and ownership can be established in partnership with organizations and businesses. Energy development must be employed as a lever to create wealth and social development in the regions and communities. All regions have existing Indigenous business groups capable of partnering in the important and necessary shift away from fossil fuels.

In its own planning cycle, the Government of Canada has noted in several policy documents the relationship between a renewed relationship with Indigenous peoples, developing a Canadian Energy Strategy and supporting innovations and clean technologies and investments that lead to healthier, cleaner communities. This culminated on December 20, 2016, as part of the [United States-Canada Joint Arctic Leaders' Statement](#), with the announcement that the Minister of Indigenous and Northern Affairs Canada would lead the development of a plan and timeline for deploying innovative renewable energy and efficiency alternatives to diesel in the Arctic in collaboration with key partners. A 2016-2017 budget set aside of \$10.7 million was made to implement renewable energy projects in off-grid Indigenous and northern communities that rely on diesel and other fossil fuels to generate heat and power.

In my view, the Government of Canada can continue to contribute positively to finding solutions for fossil fuel replacement and energy efficiencies in the Arctic by:

1. establishing a policy platform with clear objectives, based on partnership with territorial governments and Indigenous organizations
2. assigning funds and departmental responsibilities
3. supporting opportunities for local businesses

Reducing fossil fuel dependency recommendations

It is recommended that the Government of Canada:

1. Ensure that the Indigenous and Northern Affairs Canada-led process announced in December 2016 involve Arctic governments and Indigenous organizations
2. Establish a business development fund for Indigenous-led renewable energy and efficiency projects
3. Expand and collaborate with the Yukon College and the new Industrial Research Chair for Colleges in Northern Energy Innovation. This NSERC-funded position is further supported by Yukon Energy, ATCO Electric, the NWT Power Corporation and Qulliq Energy. The research will focus on the integration of renewable energy in isolated community grids, energy storage,

diesel efficiencies, independent energy valuation, residential and utility partnership, and demand-side management

Continuing the conservation discussion

Arctic conservation

There is an expectation that Arctic conservation is tied to building and maintaining strong and healthy communities.

As directed in my mandate letter, I would like to offer my final, updated recommendations pertaining to achieving a new, ambitious Arctic conservation goal. In my numerous discussions about protected areas in the north there were four central themes:

1. the biological abundance of the Arctic must be protected for future generations to benefit from
2. there is an expectation that Arctic conservation is tied to building and maintaining strong and healthy communities
3. the pace of land conservation has far outpaced ocean protections
4. land claims agreements and Indigenous organizations alongside federal, provincial, territorial governments have already identified significant percentages of lands and marine areas with the spirit of conservation in mind.

I would also like to point to the findings of the recently released report by the Standing Committee on Environment and Sustainable Development, [Taking Action Today: Establishing Protected Areas For Canada's Future](#), which discussed the premise that perhaps 50% of Canada's land and marine areas may need to be conserved.

The first step toward any new goal is to adequately take stock of what already exists. For example, the north is covered in land, marine, and species specific planning processes. A set of maps was generated based on existing information on planning areas to ensure my findings utilized and built upon existing conservation efforts (see Appendices 2 and 3). From this exercise, it is evident that land-based conservation initiatives in the Arctic such as the establishment of parks, biodiversity reserves and sanctuaries, and land use planning, have resulted in significant land conservation outcomes. Future initiatives should look for ways to work in partnership with Indigenous regions to better fund, implement and recognize areas already identified in land use plans. They should also emphasize species such as caribou, and habitats and cultural areas of vital importance to Indigenous communities. Caribou are currently experiencing unprecedented population declines across the Arctic. One area that stands out in this regard is Thaidene Nene, on Great Slave Lake. It is a sacred region of the Lutsel K'e Dene.

Ocean planning

Marine conservation initiatives in the Arctic have not kept pace with land conservation with less than 1% of the waters of Inuit Nunangat under any form of recognized protection.

Marine conservation initiatives in the Arctic have not kept pace with land conservation with less than 1% of the waters of Inuit Nunangat under any form of recognized protection (see appendix 4). In spite of having the world's longest Arctic coastline, Canada's Arctic has only two existing marine protected areas, Tasiuq Niryutait and Anguniaqvia Niquyuam. These areas represent less than half a percent of Canadian Arctic waters. Yet, nearly all Inuit communities are situated on the Arctic coastline adjacent to marine areas of ecological and biological importance. Inuit have classified through local planning processes approximately 21% of Arctic waters as requiring distinct environmental management. The federal government, through a mix of planning processes, has identified 55% Arctic waters as ecologically and biologically significant. Maintaining healthy coastal and marine habitats is critical for food security, cultural continuity and increased economic opportunities from fisheries and tourism.

Re-imagining conservation through Indigenous protected areas

I am of the mind that there is a distinctive moment building where the right leadership could spark a conservation paradigm shift in the Arctic. Over the past months, I took note that although the unique Arctic environment is central to many aspects of life and identity, conservation is not sustainable if it competes with economic progress. I also learned about innovative conservation programs, policy, and legislative options that can directly contribute to sustainable, healthy communities.

Indigenous protected areas

Indigenous protected areas are based on the idea of a protected area explicitly designed to accommodate and support an Indigenous vision of a working landscape.

In research commissioned to support my work, one of those instruments was examined in greater detail: the Indigenous protected area. This background report on Indigenous protected areas investigated the opportunity and implications of Canada becoming the first country in the world to have a legal mechanism to formally recognize Indigenous protected areas. The Indigenous protected area concept has had success in Australia. Across Canada many Indigenous regions have created designations (often through land use planning) that appear to have elements of an Indigenous protected area.

However, the term is not present in any national legislation. It has been interpreted and applied as an important policy concept that can harmonize interests of state and indigenous governments pertaining to regional conservation initiatives. A convergence between Indigenous peoples and conservation, through a rights-based, custodian driven approach, would decolonize conservation and make a significant contribution towards reconciliation.

Indigenous protected areas are based on the idea of a protected area explicitly designed to accommodate and support an Indigenous vision of a working landscape. This kind of designation has the potential to usher in a broader, more meaningful set of northern benefits and bring definition to the idea of a conservation economy. For example, Indigenous protected areas have the potential to serve as a platform for developing culturally-appropriate programs and hiring of Indigenous peoples in a wide range of service delivery including:

1. environmental and wildlife monitoring
2. vessel management and monitoring
3. emergency preparedness and response
4. search and rescue
5. tourism opportunities
6. expanded or new guardians programs

Indigenous protected areas also contribute to healing and reconciliation by:

1. supporting communities and individuals in regaining land-based life skills
2. reconnecting youth with their cultural traditions and language
3. collecting and documenting Indigenous knowledge
4. guaranteeing that there will always be ‘places that are theirs’

After completing my engagement process with northern leaders, elected officials, Indigenous organizations, industry and non-governmental organizations, and weighing all submitted material, I have separated my recommendations into two categories. First, I present recommendations required for Canada to meet our stated 2020 land and marine conservation targets. Second, I present recommendations that should serve as the cornerstone of a new, ambitious Arctic conservation goal. If executed correctly, meeting this goal can have a positive impact on communities and regions and future economic prosperity. Working in a measured and thoughtful way that seeks to balance jurisdictional and conservation objectives is now our common challenge.

Final conservation recommendations

Immediate steps towards meeting existing conservation targets

It is recommended that the Government of Canada:

1. Expedite the process of completing Tallurutiup Tariunga⁴ (Lancaster Sound) as a National Marine Conservation Area using the expanded boundary set out by the Qikiqtani Inuit Association
2. Expedite the process of completing Thaidene Nene as a National Park
3. Accept the Pikialasorsuaq Commission’s recommendation for the creation of an Inuit-led management plan and monitoring process for the entire North Water Polynya and consider recognizing the region as an Indigenous Protected Area
4. Develop a “whole of government” approach to terrestrial and marine park-related impact benefit agreements that meets or exceeds best global standards

⁴ Lancaster Sound, Tallurutiup Tariunga, is one of the most culturally and ecologically significant areas in the Canadian Arctic. Designation of this area would achieve nearly 2% of Canada’s commitment to conserve 5% of Arctic waters by 2017.

Indigenous protected areas: Toward a new, ambitious Arctic conservation goal

It is recommended that the Government of Canada:

1. Work to formally recognize existing land and marine conservation planning designations as the basis for setting and realizing a new, ambitious conservation goal
2. Continue progress toward becoming the first country in the world to have a legal mechanism to recognize Indigenous protected areas
3. Work with Arctic governments and Indigenous organizations to conceive a new federal policy directive that sets out a process for the identification, funding and management of Indigenous protected areas
4. Identify long-term stable funding to support locally-driven terrestrial guardians and Arctic coastal and marine stewardship programs
5. Make a request to the International Union on the Conservation of Nature (IUCN) to formally recognize Indigenous protected areas as a valid conservation designation under the “other acceptable conservation measure” category

Part 2: Developing a new Arctic Policy Framework

Principles of partnership

Meeting with many leaders and representatives of organizations in such a short amount of time, I began to hear common messages on how partnerships with the Crown could be more effective.

In my meetings with Arctic leaders, I was confronted frequently with the question of whether my role as the Minister’s Special Representative would be viewed by the Government of Canada as a replacement for already established bilateral relationships with the Crown. My response was to say that I viewed my mandate as a means of sharpening the focus on the issues of the day. I made it clear that my work would seek to enhance, not replace, legally-binding agreements or active consultations and negotiations. Once this was understood, conversations quickly turned to expectations of partnership with the Government of Canada.

I feel it is important to note that I encountered in my discussions a profound sense of disillusionment, and sometimes distrust, related to agreements with the Government of Canada, whether it was the slow pace of devolution agreements, conflicts in land claims implementation, or bilateral agreements that by-passed territorial governments. The term co-development of policies with Canada was looked upon with suspicion. My overall impression was that there was a long-standing disconnect between the aspirational intentions and commitments of Ministers, and the paternalistic, at times obstructionist, approach by the bureaucracy to the implementation of these ideas. The strong reaction from northern leaders to the unexpected announcement of the moratorium on oil and gas activities only added to the cynicism I encountered related to federal commitments to partnership.

It was disappointing to see that, even with the great deal of progress in the Arctic that I have previously described, a strong relationship with the Crown is still in its infancy. With every account of a troubled relationship with the Crown, I reflected back to my experience in 1982 negotiating Section 35 of the *Constitution Act* - what many have described as the watershed

moment in the history of Aboriginal and non-Aboriginal relations in this country. The entrenchment of Aboriginal and treaty rights was a monumental achievement for Aboriginal peoples and for Canada enshrining our recognition as peoples in Canadian law.⁵ It is imperative that the federal government fulfill the intent of Section 35 in the Arctic.

Meeting with many leaders and representatives of organizations in such a short amount of time, I began to hear common messages on how partnerships with the Crown could be more effective. I now present them as the principles of partnership.

Principles of partnership

1. Understanding and honouring the intent of Section 35 of the *Constitution Act of 1982*: All partners should understand and honour Canada's commitment to upholding Section 35 of the *Constitution* and strive to achieve forward momentum in defining how Section 35 can be applied to evolving policy and program initiatives.
2. Reconciliation: Reconciliation in partnerships and policy-making involves, at a minimum, a commitment to restoring relationships, seeing things differently than before, and making changes in power relationships.
3. Equality, trust, and mutual respect: A true partnership has to be built on equality, trust, transparency and respectful disagreement.
4. Flexible and adaptive policy: Nation-building in the Arctic will not be found in one-size-fits-all policy solutions. Policies need to adjust and adapt to circumstances.
5. Arctic leaders know their needs: Recognize that Arctic leaders know their priorities and what is required to achieve success.
6. Community-based solutions: Local leadership must be recognized and enabled to ensure community-based and community-driven solutions.
7. Confidence in capacity: An effective partnership has confidence in, and builds on, the capacities that are brought into the partnership, but also recognizes when capacity gaps need addressing.
8. Understanding and honouring agreements: The signing of an agreement is only the beginning of a partnership. Signatories need to routinely inform themselves of agreements, act on the spirit and intent, recognize capacity needs, respect their obligations, ensure substantive progress is made on implementation, expedite the resolution of disputes, and involve partners in any discussions that would lead to changes in agreements.
9. Respecting Indigenous knowledge: Indigenous and local knowledge must be valued and promoted equally to western science, in research, planning and decision-making.

⁵ The courts continue to be asked to test and define how "the honour of the Crown" should be interpreted. In 1990, the Supreme Court set a new bar with the *Sparrow* case declaring that Section 35 should be given "a generous and liberal interpretation." The Supreme Court also stated in *Sparrow* that "the relationship between the Government and aboriginals is trust-like, rather than adversarial, and contemporary recognition and affirmation of aboriginal rights must be defined in light of this historic relationship."

Building Arctic Policy

The Inuit-Crown Partnership signed on February 9th by Prime Minister Trudeau and Natan Obed, President of the Inuit Tapiriit Kanatami, in my view, is an example of how transformative policy begins with doing things differently.

Developing a new Arctic Policy Framework starts with an inclusive, mutually respectful and trustful process that establishes (and keeps to) principles of partnership. The principles listed above reflect the body of conversations I had with leaders across the Arctic, and should serve as a starting point for discussions related to a new Arctic Policy Framework.

The [Inuit-Crown Partnership](#) signed on February 9th by Prime Minister Trudeau and Natan Obed, President of the Inuit Tapiriit Kanatami, in my view, is an example of how transformative policy begins with doing things differently. The success of this new Inuit-Crown Partnership will be measured by the actions that impact the day-to-day lives of Inuit. I congratulate the Government of Canada for committing to this mechanism for taking action on Inuit issues with a new, high-level process.

As I noted earlier in my report, the mix of jurisdictional responsibilities, legal mandates derived from land claims and self-government agreements, as well as devolution in the Arctic, has created a splintered approach to Arctic policy, yet all jurisdictions share common challenges unique to the Arctic. The Arctic Policy Framework process should be tasked with finding a mechanism, perhaps under legislation, or through processes such as a domestic Arctic Forum, where common policy issues can be tackled. This mechanism would not replace any existing legal and political relationships with Canada, but present a better managed and comprehensive process to examine and promote policy responses to Arctic issues. It could also be a forum to discuss horizontal policy responses across a number of federal government departments, or to discuss national policy criteria that are limiting Arctic participation (e.g. [Connecting Canadians Program](#)) and precluding the ability of the Arctic to catch-up with other regions of Canada.

There were a number of policy issues raised with me as I travelled the Arctic that spoke directly to the central premise that community wellness drives a vision for sustainable development. It is clear that many threads gather around community wellness. It would be my hope that these issues, including the rising rates of incarceration, the alarming trend in child welfare in which children are being fostered to homes out of the community, and the growing need to adequately address community elder care, are reflected in policy discussions at an Arctic Forum level, and in the collective responses of governments at all levels.

The road to reconciliation will take many paths, but one aspect that seems to be consistent in discussions is there needs to be changes in power relationships to see and do things differently.

A new Arctic Policy Framework must address, not only principles of partnership and key policy focus areas, but also fundamental process questions as to ‘how’ the Arctic participates in priority-setting and decision-making in ways that differ from the past.

Developing a new Arctic Policy Framework recommendations

It is recommended that the Government of Canada:

1. Convene a summit of northern Premiers and Indigenous leaders with the Prime Minister and key Ministers to discuss a process for developing a new Arctic Policy Framework
2. Develop, with Arctic leaders, principles of partnership for policy processes
3. Commit to greater action to address the serious challenges of mental wellness
4. Review funding formulas for transfer payments to provinces and territories and make the structural changes necessary to ensure that resources are directed towards maximizing impactful results and policy innovation to Arctic citizens and communities

Concluding remarks

At the beginning of this report, I explained that during this assignment I was searching for insights into two overarching questions:

1. Why, in spite of substantive progress over the past 40 years, including remarkable achievements such as land claims agreements, Constitutional inclusion and precedent-setting court rulings, does the Arctic continue to exhibit among the worst national social indicators for basic wellness?
2. Why, with all these hard-earned tools of empowerment, do many individuals and families not feel empowered and healthy?

There are no simple answers to either of these questions. Yet, in my travels I saw flashes of where answers lie. I heard it in the voices of youth, repeated by some leaders, who spoke about the importance of a culturally-relevant education being a path to self-worth and opportunity. I heard it in the voices of people who are champions of Indigenous languages, and the affirming effect languages have for the health of our communities. I saw examples of where strong, local leadership can transform communities, addressing the issues of community wellness, one conversation, one meeting, one collaboration, at a time. There is an incoming generation of young ‘champions’ that we need to recognize, believe in and support. I also saw the evolving nature of elected leadership in my travels where historic silos were being broken down to cross divides and get things done. I was encouraged to see examples of leadership getting past the outdated and unhelpful idea that we can’t be critical of our own actions.

As I noted earlier, this assignment gave me the opportunity to reflect on the road travelled since 1982 and what progress has been made under the far-reaching obligations of Section 35 of the *Constitution Act, 1982*. There are links between rights for Aboriginal peoples embodied in our Constitution, and a vision for a sustainable Arctic. It is why I embedded “Understanding and honouring Section 35 of the *Constitution Act, 1982*” as one of the core ‘principles of partnership.’

It is noteworthy that there have been a number of other signposts along the road from the *Constitution Act, 1982*: Canada’s ratification of the United Nations Declaration on the Rights of Indigenous Peoples; the Truth and Reconciliation Commission; the commitment to implement the Truth and Reconciliation Commission Calls to Action; and, the public inquiry and

appointment of the Commissioners on Missing and Murdered Indigenous Women. These advances must become both roots and branches in a new Arctic Policy Framework. In my lifetime, the energies of leadership were focused on securing rights and creating mechanisms of governance and resource-sharing, and the body of work is impressive. It is time now to focus this legacy of leadership on our people's health in the broadest sense of the word.

This will require leadership. These past months have reminded me that we sometimes think too narrowly about what leadership is; it does not rest solely with elected leaders, although this is essential. Leadership is also found in the actions of bureaucrats, negotiators, policy and program specialists, in the actions of local champions and in the voices of advocates. In other words, we all share a role, if not an obligation, when developing and implementing Arctic policy of demonstrating a measure of leadership and understanding the history and evolution of 'the honour of the Crown.'

On the second question, as to why do many individuals and families in Arctic communities not feel empowered and healthy, I believe that answers will be found in programs, processes, and policies that enable Arctic leaders to craft and support their own community-based and community-driven solutions. It is evident that a successful model of program delivery is ensuring organizational and leadership capacity is developed, nurtured and adequately supported. Growth and development of the Arctic will not be 'found' in a new Arctic Policy Framework but rather 'enabled' by policies built on partnership, respect and reconciliation.

Before I conclude, I want to elevate one final topic that rarely finds its way to the top of the list in policy setting agendas, but simply must. In my brief mandate, I could do little more than listen with a heavy heart when people spoke to me about the frightening scope of mental health problems in our communities. I heard, as I have for many years, the plea for national action to tackle the mental health crisis in our communities that manifests in drug and alcohol dependency, family violence and is driving our youth to increasing rates of suicide.

The stark reality of how widespread the mental health crisis is hits me deep down every time I hear that there has been another suicide, which happens all too frequently. I think to myself, there must be something I can do to get the help individuals need when they are ready to start the process of healing, which in many cases takes a long time. They need a strong support system that includes services from prevention to diagnosis to treatment, and counselling and trained Indigenous staff throughout the continuum of services. Non-Indigenous professionals also require specific training in cultural competency. So, I implore you and your fellow Ministers to work with territorial and provincial governments and Indigenous organizations to establish a coordinated set of actions and provide needed resources.

Committing to "greater action to address the serious challenges of mental wellness" was the fifth aspect of the [Joint Statement Commitments by President Obama and Prime Minister Trudeau](#). Where appropriate, I have inserted recommendations related to mental health in a number of the themes covered in my report. It is my sincere hope that this topic will not be lost in priority-setting and policy-making actions in the days ahead.

My advice to you in this report reflects the full range of discussions I held in the Arctic and the submissions received. I trust that you will act on this advice as you work towards a new Arctic Policy Framework with northern governments and Indigenous leaders.

Appendices

Appendix 1: List of recommendations

1 Education

It is recommended that the Government of Canada:

1. Make education the cornerstone of the Arctic Policy Framework as the key to healthy people and social and economic progress
2. Increase funding for quality, culturally-relevant Early Childhood Education (e.g. Aboriginal Head Start)
3. Announce its intent to create a University of the Arctic by striking a representative Arctic University Task Force to create a vision and business case
4. Increase access to a continuum of community-based mental health services for students
5. Invest in closing the “digital divide” in order to increase access to online learning and research for Arctic students
6. Maintain and expand its support for Sivuniksavut programs in Inuit Nunangat
7. Commit to supporting Indigenous languages by working with governments across their programs, school boards and Indigenous organizations with specific mandates for language preservation and revitalization to determine where their needs are and where policy and financial support will provide the most benefit
8. Require that all federal investments in infrastructure and housing include skills training, apprenticeships and employment

2 Research and Indigenous knowledge

It is recommended that the Government of Canada:

1. Establish and support a Centre for Indigenous and Local Knowledge as a core element of the Canadian High Arctic Research Station to link to and support regional cultural institutes and programs
2. Direct Polar Knowledge Canada to include the theme of improving the health and wellness of families (physical and mental health, housing, food security etc.) in its research priorities
3. Ensure appointments to the Polar Knowledge Board are inclusive and representative of Arctic peoples and that priority-setting exercises are informed by representative input from Arctic peoples, governments and Indigenous organizations
4. Invest in the hydrographic data collection necessary to establish low-impact Arctic marine shipping corridors

5. Partner directly with Indigenous organizations and territorial governments to create vessel management and monitoring programs to ensure increased ship traffic benefits Arctic communities
6. Increase the level of geoscience spending in the Arctic to expand the availability of baseline mapping and geological research

3 Infrastructure policy

It is recommended that the Government of Canada:

1. With Arctic governments and Indigenous leaders, develop criteria for Arctic infrastructure projects that reflect the singularly unique context for infrastructure spending, the ‘catching up’ nature of the infrastructure gap in the Arctic, and that corrects for the punitive nature of per capita allocations without base funding

4 Broadband

It is recommended that the Government of Canada:

1. Commit to a goal of service parity in broadband by investing in the recommendations found in the 2011 Arctic Communications Infrastructure Assessment Report along with the 2016 Arctic Economic Council (AEC) report Arctic Broadband: Recommendations for an Interconnected Arctic
2. Revise its infrastructure program criteria to allow for Arctic broadband to be considered a project of ‘national infrastructure’ under the Building Canada Fund
3. Build digital infrastructure and programming into any federal initiatives in education, language and mental health support

5 Housing

It is recommended that the Government of Canada:

1. Act on the recommendations of the findings of the Senate Standing Committee Report on Housing in Inuit Nunangat and work with governments and indigenous organizations to adapt those recommendations to the other Arctic regions covered by my mandate (which includes the three territories in addition to the Inuit regions of Quebec and Labrador)
2. Design and implement multi-year funding agreements compatible with planning, transportation and construction realities in the Arctic
3. Adjust policies of northern housing authorities to allow for ways to involve Indigenous peoples in the conceptualization, design, construction, and maintenance of housing in their communities
4. Under social infrastructure funds, establish a program to encourage construction of housing for people living with mental illness under a model of community-based support and treatment

6 Reducing fossil fuel dependence

It is recommended that the Government of Canada:

1. Ensure that the Indigenous and Northern Affairs Canada-led process announced in December 2016 involve Arctic governments and Indigenous organizations
2. Establish a business development fund for Indigenous-led renewable energy and efficiency projects
3. Expand and collaborate with the Yukon College and the new Industrial Research Chair for Colleges in Northern Energy Innovation. This NSERC-funded position is further supported by Yukon Energy, ATCO Electric, the NWT Power Corporation and Qulliq Energy. The research will focus on the integration of renewable energy in isolated community grids, energy storage, diesel efficiencies, independent energy valuation, residential and utility partnership, and demand side management

7 Toward a new, ambitious Arctic conservation goal

Immediate steps towards meeting existing conservation targets

It is recommended that the Government of Canada:

1. Expedite the process of completing Tallurutiup Tariunga (Lancaster Sound) as a National Marine Conservation Area using the expanded boundary set out by the Qikiqtani Inuit Association
2. Expedite the process of completing Thaidene Nene as a National Park
3. Accept the Pikialasorsuaq Commission's recommendation for the creation of an Inuit-led management plan and monitoring process for the entire North Water Polynya and consider recognizing the region as an Indigenous Protected Area
4. Develop a "whole of government" approach to terrestrial and marine park-related impact benefit agreements that meets or exceeds best global standards

Indigenous protected areas: Toward a new, ambitious Arctic conservation goal

It is recommended that the Government of Canada:

1. Work to formally recognize existing land and marine conservation planning designations as the basis for setting and realizing a new, ambitious conservation goal
2. Continue progress toward becoming the first country in the world to have a legal mechanism to recognize Indigenous protected areas
3. Work with Arctic governments and Indigenous organizations to conceive a new federal policy directive that sets out a process for the identification, funding and management of indigenous protected areas
4. Identify long-term stable funding to support locally-driven terrestrial guardians and Arctic coastal and marine stewardship programs

5. Make a request to the International Union on the Conservation of Nature to formally recognize Indigenous protected areas as a valid conservation designation under the “other acceptable conservation measure” category

8 Developing a new Arctic Policy Framework

It is recommended that the Government of Canada:

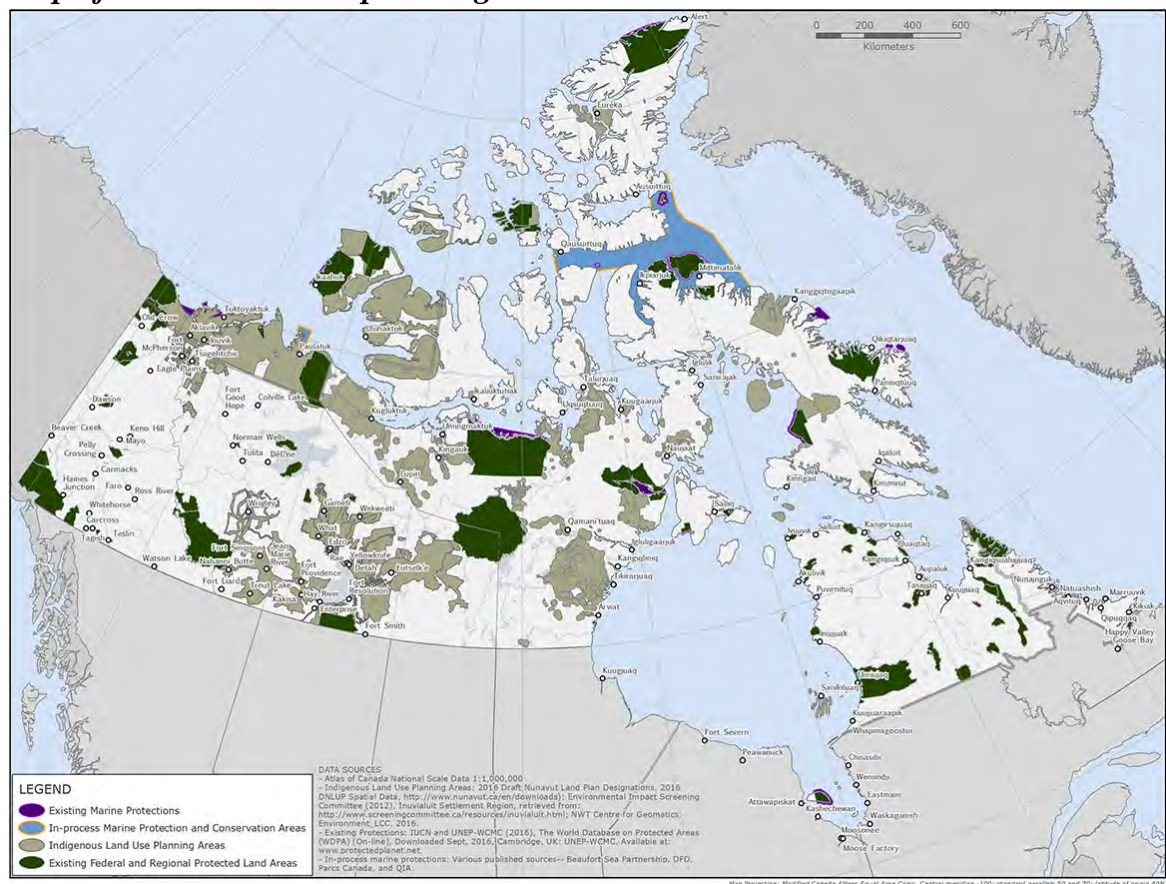
1. Convene a summit of northern Premiers and Indigenous leaders with the Prime Minister and key Ministers to discuss a process for developing a new Arctic Policy Framework
2. Develop, with Arctic leaders, principles of partnership for policy processes
3. Commit to greater action to address the serious challenges of mental wellness
4. Review funding formulas for transfer payments to provinces and territories and make the structural changes necessary to ensure that resources are directed towards maximizing impactful results and policy innovation to Arctic citizens and communities

9 Addressing the mental health crisis

It is recommended that the Government of Canada:

1. Work with territories, provinces and Indigenous organizations to establish the baseline data necessary to identify the gaps in mental health services
2. With territories, provinces and Indigenous organizations develop a national strategy and implementation plan including investments that will be required to close gaps in mental health services (prevention, diagnostic, counselling and treatment)
3. Provide sustained funding for training programs to increase Indigenous mental health professionals, and training in cultural competency for non-Indigenous professionals

Map of land and marine planning conservation areas in northern Canada



Map shows existing marine protections highlighted:

- along the shorelines west and south of Alert
- west of Tuktoyaktuk
- west and northwest of Ikaahuk
- in a region located north of Paulatuk
- northeast of Umingmaktuk
- southeast of Ausuittuq
- areas south and northwest of Qausuittuq
- a region southeast of Ausuittuq
- around the island north of Mittimatalik
- around the east shore of the island located east of Attawapiskat
- southeast of Kangiqitugaapik
- east of Qikiqtarjuaq
- a region along the shoreline north of Kinngait
- an area south of Nauyasat, an area south of Arviat, and areas west and south of Salliq

In-process marine protection and conservation areas are highlighted:

- a large region between the communities of Qausuittuq, Ausuittuq, Mittimatalik, and Ikpiarjuk

Indigenous land use planning areas are highlighted:

- in large sections located near the communities of Eureka, Uluhaktok, Ikaahuk, north and south of Kangiqtugaapik
- in large sections in central Northwest Territories and Nunavut

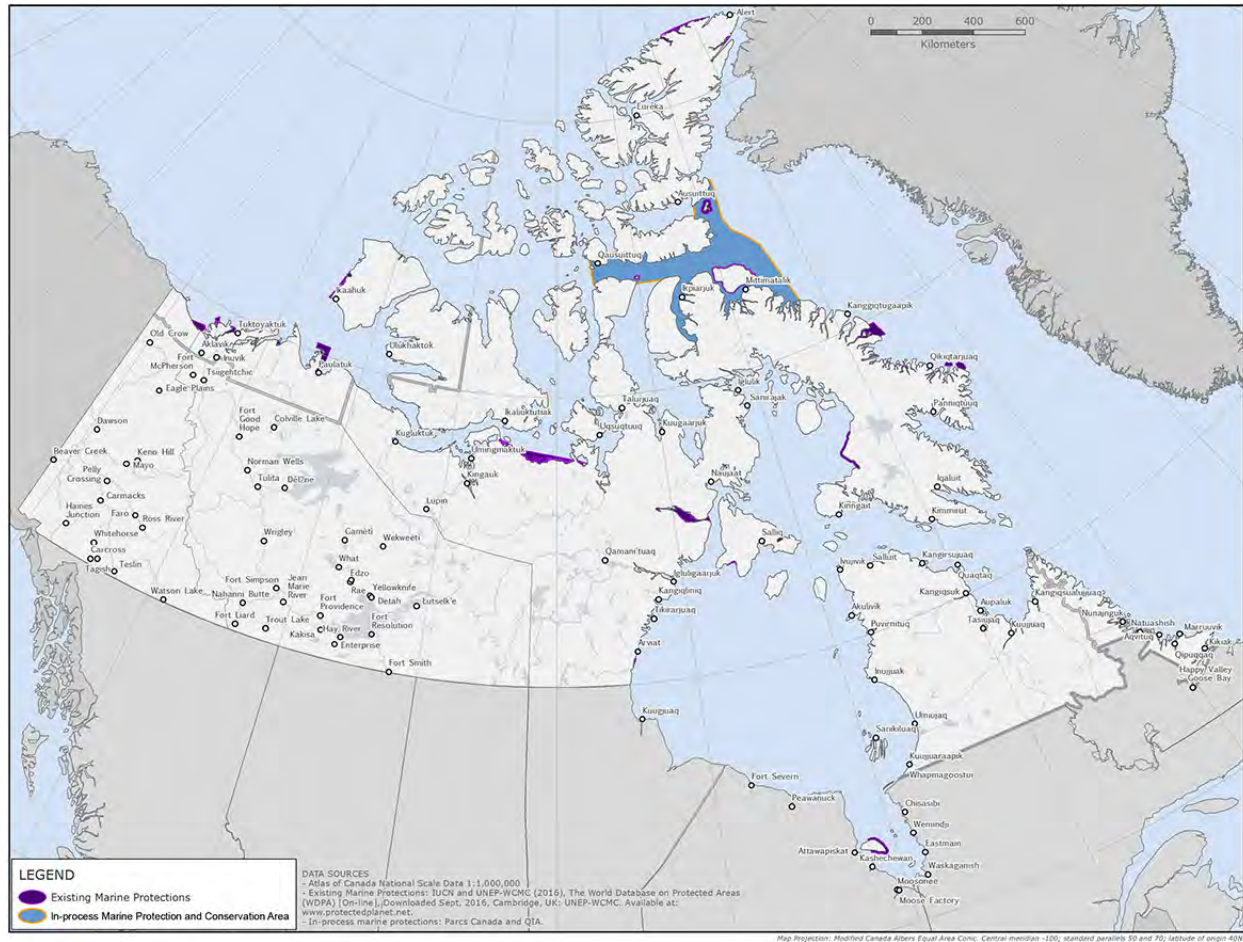
Existing federal and regional protected land areas are marked:

- in large areas southwest of Alert
- northwest of Qausuittuq
- north and east of Ikaahuk
- west and southeast of Paulatuk
- north and south of Old Crow and in the Dawson region
- in a section between Ikpiarjuk and Mittimatalik
- west of Qikiqtarjuaq and north of Kimmirut
- large regions southwest of Haines Junction and Keno Hill
- west of Carcross and southeast of Tagish
- west of Fort Simpson and southeast of Enterprise
- a series of smaller sections near Norman Wells, Tulita and Gameti
- in significant areas east of Umingmaktuk, south of Kingauk, and southwest of Naujaat
- in regions southwest and east of Salliq
- in several areas near the communities of Ivujivik, Salluit, Kangirsujuaq, Akulivik, Tasiujaq, Kangisualujjuaq and east of Umiujaq

[illegible]

Ecologically and biologically significant areas (2013 – 2016) are marked in vast regions located west and north of Alert, south toward the northern shores of Northwest Territories and the northern and eastern shores of Nunavut, and south along the shores of Hudson Bay.

Map of existing and planned Arctic marine protected areas



Existing marine protections are highlighted:

- off the north shores of Tuktoyaktuk and Paulatuk
- south of Ikaliuktutiak
- west and northwest of Ikaahuk
- south of Ausuittuq and Qausuittuq
- north of Mittimatalik along the shoreline between Kangiqitugaapik and Qikiqtarjuaq
- north of Kinngait and near Naujaat, Arviat, Salliq and along the east shore of the island east of Attawapiskat
- south and west of Alert

In-process marine protection and conservation areas are outlined in a large region between Qausuittuq, Ausuittuq, Ikpiarjuk and Mittimatalik.