



# **Inuit Tapiriit Kanatami Position Paper:**

## **Development and Implementation of the Arctic Policy Framework**

November 2018

# 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 (Inuvialuit Settlement Region in the Northwest Territories, Nunavut, Nunavik in Northern Quebec, and Nunatsiavut in Northern Labrador). Inuit Nunangat encompasses 51 communities and makes up nearly one third of Canada's landmass and 50 percent of its coastline. Consistent with its founding purpose, ITK represents the rights and interests of Inuit at the national level through a democratic governance structure that represents all Inuit regions.

The comprehensive land claim agreements that have been settled in Inuit Nunangat form a core component of our organization's mandate. These land claims have the status of protected treaties under section 35 of the *Constitution Act, 1982*, and we remain committed to fully implementing them in partnership with the Crown. ITK advocates for policies, programs, and services to address the social, cultural, political, and environmental issues facing our people. ITK is governed by a Board of Directors composed of the following members:

- 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

Copyright © Inuit Tapiriit Kanatami, 2018

“Developing a new Arctic Policy Framework starts with an inclusive, mutually respectful and trustful process that establishes (and keeps to) principles of partnership.”<sup>1</sup>

Mary Simon  
*A New Shared Arctic Leadership Model*

## 1. Introduction

This position paper shares Inuit priorities for the content and structure of the forthcoming Arctic Policy Framework (APF). ITK welcomed the Government of Canada’s announcement in December 2016 that it would co-develop a new Arctic Policy Framework with Indigenous, territorial, and provincial partners, replacing Canada’s Northern Strategy (2009) and the Statement on Canada’s Arctic Foreign Policy (2010).

Inuit have a privileged position in this co-development process by virtue of the Inuit-Crown Partnership Committee’s commitment to develop and include an Inuit Nunangat chapter within the APF.

The process of developing the APF to date has not met Inuit expectations for co-development, as outlined in the department of Indigenous and Northern Affairs Canada’s (now Crown-Indigenous Relations) own March 2017 report, *A New Shared Arctic Leadership Model*. In the words of Mary Simon, the report’s author, developing a new APF “starts with an inclusive, mutually respectful and trustful process” that establishes and maintains principles of partnership.<sup>1</sup>

Inuit are favourably positioned to make meaningful contributions to the APF process through the Inuit-Crown Partnership Committee and its associated workplan focused on the Arctic Policy Framework. This workplan includes the shared commitment made by Inuit and Indigenous and Northern Affairs Canada to develop and include an Inuit Nunangat chapter in the APF. The Inuit Nunangat chapter is intended to articulate Inuit priorities for the distinct political, geographic, and cultural region of Inuit Nunangat. The inclusion of an Inuit Nunangat chapter in the document is the most efficient means for ensuring that Inuit priorities are clearly defined and reflected in the APF and, more importantly, guide future investments and activity in our homeland.

This position paper identifies the Inuit-preferred policy approach for developing and implementing the APF and outlines specific priorities for action and investment that should be included in the APF. It proposes a shared governance framework for implementing the APF’s objectives and

---

<sup>1</sup> Mary Simon, *A Shared Arctic Leadership Model*, Indigenous and Northern Affairs Canada, March 2017, p. 22, accessed October 2, 2018, [http://publications.gc.ca/collections/collection\\_2017/aanc-inac/R74-38-2017-eng.pdf](http://publications.gc.ca/collections/collection_2017/aanc-inac/R74-38-2017-eng.pdf).

monitoring progress, as well as specific themes for investment that would create prosperity for Inuit that in turn benefits all Canadians. Finally, it includes recommendations to federal departments on how to proceed with this initiative in a manner that results in shared success for Inuit and the federal government.

## **2. Why Inuit need the APF to succeed**

The APF is needed to direct strategic investment and activity in one of the most politically and economically neglected regions in Canada at a time when international activity in Inuit Nunangat is surging. The impacts of climate change have redefined our homeland as a strategic region domestically and internationally. In order for Canada to maintain its sovereignty over the Arctic and take advantage of emerging opportunities in it, Canada must commit to ambitious and transformative action through a coordinated approach.

Ambitious and transformative action means dedicated federal funding and a meaningful policy and legislative realignment to foster infrastructure development and sustainable and inclusive economic growth, as well as to acknowledge many of the social, economic and health disparities between Inuit and the rest of Canada and respond with aggressive action to eliminate those disparities.

A coordinated approach means a whole of government approach. The APF should provide adequate guidance for federal departments with potentially separate or overlapping mandates to coordinate action to achieve the framework's primary objectives. In addition, the APF should align with Inuit, provincial and territorial priorities for action to ensure federal, provincial, territorial and Inuit interests and initiatives are aligned. This level of coordination can only be accomplished through a strategic framework which has been co-developed by all partners.

## **3. Application of an Inuit Nunangat policy within the APF**

Inuit Nunangat is the Inuit homeland and spans the entirety of the Arctic territory in Canada. It encompasses 51 communities in the Inuvialuit Settlement Region (Northwest Territories), Nunavut, Nunavik (Northern Quebec), and Nunatsiavut (Northern Labrador). Inuit Nunangat makes up nearly one third of Canada's landmass and 50 percent of its coastline and is a distinct geographic, political, and cultural region that is co-managed by Inuit and the federal government 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 Claims Agreement; and Labrador Final Agreement).

An Inuit Nunangat policy recognizes Inuit Nunangat as a distinct political, geographic, and cultural region and recognizes that Inuit are one people in Canada. This means that federal policies and programs should be focused on ensuring all Inuit are able to benefit from such initiatives in an equitable fashion, irrespective of whether they reside in provincial or territorial jurisdiction and

irrespective of other circumstances which historically have served to exclude Inuit from federal programs and services. One purpose of an Inuit Nunangat policy is to provide additional guidance to decision-makers on how to implement a distinctions-based approach, while respecting Inuit self-determination. A distinctions-based approach to policy development means that programs, policies and funding should be available, co-developed and delivered in ways that reflect the distinct needs and governance structures of First Nations, Inuit and Metis, and that “Indigenous” initiatives are available to First Nations, Inuit and Metis reflective of our distinct relationships with the Crown.

An Inuit Nunangat policy also implies that treaty implementation policy should be realigned to encourage federal policies and programs which ensure that Inuit regions achieve the maximum benefits guaranteed to any given region through their modern treaties. While a specific legal obligation may only be owed to a particular rights holder, an Inuit Nunangat approach to federal policy would facilitate better treatment for all Inuit. The ‘race to the top’ should be viewed as consistent both with the objectives of the APF, as well as with the federal government’s broader reconciliation agenda.

Federal programs and investments should be guided by the priorities set out in this Chapter. An Inuit Nunangat policy will ensure that Inuit are able to fully participate and come to agreement on how federal policies, programs, and investments are developed and implemented in our homeland. The application of an Inuit Nunangat policy approach is needed to achieve our aspirations for our homeland, people, and communities.

Applying an Inuit Nunangat policy respects and facilitates our right to self-determination and should be similarly applied in the APF. The past three federal budgets have applied an Inuit Nunangat policy approach by allocating funding directly to Inuit representative organizations and governments’ service delivery agents. Doing so creates efficiency, cost savings, and more immediate positive impacts and benefits for Inuit that in turn benefit all Canadians. In some cases, Inuit have elected for budget allocations to be directed to provincial or territorial governments, highlighting the potential benefits of a carefully developed, shared Arctic Leadership Model, as well as the centrality of Inuit self-determination to an Inuit Nunangat policy approach.

Applying an Inuit Nunangat policy approach in the APF requires balancing two principles: recognition that Inuit are one people; and, respect for the distinct governance structures which exist in each of the four Inuit regions. It entails that APF investments that are intended to benefit Inuit are made directly to the four Inuit regions rather than to the provinces and territories or aggregated into broad funding envelopes targeting “Indigenous peoples”. Doing so would help ensure that citizens within Inuit Nunangat are not solely dependent upon southern Canadians for the delivery of essential programs and services. This critical aspect of self-determination does not require political accords or constitutional change, but rather political commitment and action.

## 4. Achieving the objectives of the APF through a shared governance framework

A shared governance framework based on partnership with Inuit is necessary to achieve APF goals through coordinated actions and investments that are aligned with regional and local priorities and service delivery agents. The governance framework should operate at two levels: within each Inuit region and nationally, across all four Inuit regions.

The federal government should build on existing trilateral mechanisms by facilitating and participating in intergovernmental forums between each province and territory, Inuit, and the federal government. Implementation of regional action plans, identification of emerging issues and priorities and other matters related to Arctic policy should be achieved through trilateral tables that include the federal government as well as relevant provinces and territories and Inuit organizations. Each of these tables would build on the existing shared governance arrangements across Inuit Nunangat. Each of these four tables will work to harmonize federal, provincial/territorial and Inuit priorities for the APF, assess, evaluate and report progress on the Framework to Inuit and other Canadians.

In addition, annually, the federal government, provincial and territorial governments and regional and national Inuit leaders should convene a forum dedicated to harmonizing federal, provincial and territorial laws, policies and programs, as well as to develop, report on and implement strategies for implementation of the APF jointly by federal, provincial, territorial and Inuit partners. This APF governance model should build on the successes Inuit and federal departments have achieved to date through the Inuit-Crown Partnership Committee.

Members should include the following:

- President, Inuit Tapiriit Kanatami
- Chair and CEO, Inuvialuit Regional Corporation
- President, Nunavut Tunngavik Inc.
- President, Makivik Corporation
- President, Nunatsiavut Government
- Premier, Yukon Territory
- Premier, Northwest Territories
- Premier, Nunavut
- Premier, Quebec
- Premier, Newfoundland and Labrador
- Minister of Intergovernmental Affairs, Northern Affairs and Internal Trade
- Minister of Crown-Indigenous Relations

Leaders should meet annually to advance implementation of APF priorities through priority-specific workplans co-developed by members.

## **5. Advancing UN Sustainable Development Goals through investments in Inuit Nunangat**

Canada adopted the 2030 Agenda for Sustainable Development and its accompanying 17 Sustainable Development Goals (SDGs). Canada has stated its commitment to supporting the implementation of the SDGs and followed this commitment with the creation of an SDG unit in Budget 2018. The APF should advance implementation of the SDGs in Inuit Nunangat.

The purpose of the Sustainable Development Goals is to support inclusive development, both between countries and within countries. The SDGs themselves identify ambitious benchmarks which Canada can and should use to allocate resources devoted to eliminate social and economic disparities between peoples living in Inuit Nunangat and elsewhere in Canada. The APF should be aligned towards making investments and assessing progress against each of the 17 Sustainable Development Goals, and an annual report, which assesses progress and contemplates how additional resource allocations should be made for Canadians.

Achieving the Sustainable Development Goals will require substantial and concerted effort at all levels of government. For the APF, this means the federal government must commit to significant new investments, rather than simply re-profiling- existing funding and programs.

## **6. Inuit Nunangat priorities for action and investment**

The Inuit Nunangat chapter within the APF will enable federal policies and programs to address priorities that are specific to our homeland in a manner that would lead to a partnership approach between the federal government and Inuit in guiding future investments and activity.

The APF should be considered an exercise in nation building, with the principle aim of bringing Inuit Nunangat into Canada while creating equitable opportunities and prosperity for its residents. Canada's Arctic infrastructure lags behind that of all other countries with Arctic territory. The APF should therefore include actions and investments that eliminate gaps which in turn create social and economic equity for Inuit.

### **6.1 Infrastructure and economic self-reliance**

*Strategic objective: Eliminate the infrastructure deficit in Inuit Nunangat*

The core objective of the APF is to achieve sustainable and inclusive economic growth. Infrastructure development is a critical precursor to economic development. This extends to all forms of infrastructure, including telecommunications, marine and aviation, and social infrastructure. For example, the availability of affordable child care has profound impacts on employment outcomes in Inuit Nunangat. The gap in Inuit labour market outcomes in Inuit

Nunangat is extreme. For example, the median individual income for Inuit in Inuit Nunangat is just \$23,485 compared to \$92,011 for non-Inuit in Inuit Nunangat.<sup>2</sup>

Addressing these issues requires a comprehensive strategy to improve labour market outcomes for Inuit. This strategy should focus on improving social infrastructure such as schools and child care centers to reduce income inequality, improving hiring practices of government and non-government employers, and promoting Inuit businesses. This strategy should include measures to increase the number of Inuit-owned businesses operating in Inuit Nunangat. The federal, provincial and territorial governments should also examine and reform procurement policies to ensure that Inuit-owned businesses can benefit from government contracting.

The APF should eliminate the infrastructure deficit in Inuit Nunangat by 2030 through investments in social infrastructure, marine and air infrastructure, and telecommunications. In order to bring Inuit Nunangat into Canada, massive investments in air, marine and terrestrial transport infrastructure are required. This should involve designating aviation assets as critical infrastructure and access to aviation infrastructure as an essential service for Inuit communities. The APF should also advance implementation of the Pan-Canadian Framework on Clean Growth and Climate Change through investments in renewable energy, including incentives for proven northern climate resilient builds and retrofits as well as specific funding for municipal asset and services management investments.

The Infrastructure gap across Inuit Nunangat is a notorious impediment to the economic, social and cultural development of Inuit and non-Inuit, and contributes to a tremendous opportunity cost for Canada's national economy. This gap is perpetuated by provincial and territorial governments, as well as the federal government, because federal infrastructure programming targets infrastructure realities common in southern Canada but absent in Inuit Nunangat.

Adding to this challenge is the fact that up-to-date information on some aspects of Inuit Nunangat infrastructure is virtually non-existent. For example, the types of transport and municipal infrastructure, such as marine and aviation transport, which are necessary for communities in Inuit Nunangat, are not captured within the Canadian Core Public Infrastructure Survey. In other words, the infrastructure gaps in Inuit Nunangat are often invisible to decision-makers, causing the problem to deepen as time goes on.

The APF should seek to eliminate the infrastructure deficit between Inuit Nunangat at the rest of Canada. This goal should be viewed through the lens of a nation building project, similar to the development of the trans-Canadian highway, the trans-national railway or even marine infrastructure projects such as the St. Lawrence Seaway. ITK recommends the following infrastructure investments:

---

<sup>2</sup> Statistics Canada, 2016 Census, income: unpublished custom table provided to ITK.

### **6.1.1 Early learning and child care centres**

Access to early learning and childcare is linked to a number of positive outcomes, including: school preparedness and educational attainment, health and wellness, and greater employment among parents and families. In Nunavik, child care availability and cost are among the factors thought to be linked to that region's stronger labour market performance when compared to other Inuit Nunangat regions.<sup>3</sup> Investment in physical infrastructure is required to support greater access to early learning and child care in all Inuit communities.

### **6.1.2 Family violence shelters and transitional housing**

Growing up in a safe and secure environment sets a foundation for lifelong health and wellbeing. Families and children who are safe and secure experience greater educational attainment, employment, and health and wellness outcomes. However, too many families in Inuit Nunangat experience or are exposed to physical and/or sexual violence, creating risk for intergenerational trauma and a host of negative outcomes including underemployment and poverty, low educational attainment, and poor mental health. The severe housing shortage in Inuit Nunangat means the most vulnerable in society often cannot escape violence. Existing family violence shelter capacity is strained. There are currently only 13 family violence shelters serving all of Inuit Nunangat.

Investments in family violence shelters and transitional housing are required to address the twin challenges of household crowding and violence. Transitional housing is needed for those transitioning out of family violence shelters and who may require longer-term support. Transitional housing bridges the gap between family violence and homeless shelters and public or private housing options.

### **6.1.3 Addictions treatment centres**

There is currently only one addictions treatment centre in Inuit Nunangat: Isuarsivik, located in Kuujjuaq, Nunavik. Isuarsivik is a non-profit rehabilitation centre specializing in the treatment of substance, drug and alcohol abuse. Completing addictions treatment is often necessary for those struggling to achieve employment, provide a safe and secure home environment, and become contributing members of Inuit society. Yet addictions treatment is not accessible to most residents of Inuit Nunangat despite the disproportionate burden of intergenerational trauma faced by Inuit Nunangat communities compared to most other parts of Canada. Nearly all Inuit Nunangat residents who require addictions treatment must leave our homeland for addictions treatment centres in southern Canada, often at great expense to provincial and territorial governments. The limited accessibility of addictions treatment is a disincentive for those who require the most support, and treatment centres in the south are in most cases not Inuit-specific or provided in Inuktitut, the Inuit language.

---

<sup>3</sup> Jasmin Thomas, "Nunavik's Labour Market and Educational Attainment Paradox," *Center for the Study of Living Standards*, 2016.

### **6.1.4 Social and transitional housing**

Limited access to appropriate and affordable housing in Inuit Nunangat has been a national crisis for over half a century, contributing to intergenerational social and economic inequity. In order to remedy this challenge, the APF should commit sustainable and ongoing resources for achieving the goals identified by the 2018 *Inuit Nunangat Housing Strategy*. The strategy sets out a number of specific commitments to build on recent, direct federal investments to achieve the shared vision of improving and sustaining housing outcomes in line with outcomes in the rest of Canada. These investments, through Canada's Budgets 2016 and 2017 demonstrate the recognition that realizing the shared vision of the strategy requires significant investments in the short to medium term. These Inuit housing investments are a significant step in the right direction.

In practical terms, sustaining progress requires solidifying an ongoing direct (federal/Inuit) relationship concerning the provision of housing in Inuit Nunangat. This ongoing relationship, as outlined throughout this strategy, is key to ensuring that the gains made in the short to medium term can be sustained for the long term, resulting in healthy, productive individuals, families and communities.

### **6.2 Marine and air infrastructure**

*Strategic objective: Marine and air infrastructure investments should reflect the essential role marine and air services have for Inuit Nunangat residents*

Inuit Nunangat includes 50 percent of Canada's coastline yet its marine infrastructure is impoverished compared to other coastal regions of Canada. The vast majority of communities in Inuit Nunangat have nonexistent or woefully inadequate marine infrastructure despite the fact that nearly all our communities lie on the coast. This results in inefficiencies and costly delays relating to offloading of goods and creates an over reliance on air shipping. It contributes to lost economic opportunities as well as a higher cost of living and its associated challenges. Moreover, the opening of the Northwest Passage to increased shipping traffic creates an added incentive to invest in the marine infrastructure required to provide timely and effective response to potential spills and other emergencies, adequate monitoring for law-breakers, and to create accessibility for those communities seeking to benefit from tourism.

These gaps extend to air transportation infrastructure. Most airport runways in Inuit Nunangat date from the 1950s and 1960s and are made up of compacted gravel. The only jet aircraft that can use these gravel runways are on average 25-30 years old. In many communities, airstrips can only support smaller aircraft with limited ability to operate in inclement weather and lack lights and technology to support air traffic beyond daylight hours. This has a significant impact on crucial emergency travel not to mention the delivery of goods and services and simple air travel that so many other Canadians take for granted.

## 6.3 Telecommunications

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

There is an extreme digital divide between Inuit Nunangat and most other parts of Canada that can and should be remedied. Access to telephone and internet service is increasingly becoming essential to access government programs and services, commercial opportunities, economic development and employment. The critical importance of broadband internet service was recognized by the Canadian Radio Telecommunications Commission, which declared such service to be ‘essential’ in 2016, setting a guideline of 50 MB/s for downloads and 10MB/s for uploads. Telecommunications Regulatory Policy CRTC 2016-496 states that “Canadians living in rural and remote areas should have levels of broadband Internet access services similar to those available in urban areas.”<sup>4</sup>

Deploying broadband in Inuit Nunangat which is capable of meeting these service standards will require concerted efforts and substantial federal support. The dire digital divide in Inuit Nunangat has been noted by the federal government since the 1990s, reiterated most recently in the 2018 report on rural broadband by the Standing Committee on Industry, Science and Technology.<sup>5</sup>

As with all Canadians, Inuit rely on internet connectivity to participate in Canada’s economic, cultural, and political life. Due to remoteness factors, internet connectivity has a more pronounced role to play in Inuit Nunangat than in most other parts of Canada in enabling access to healthcare, education, and justice services, and in reducing the current overall costs of public service delivery in our communities. In spite of the various initiatives of Innovation, Science and Economic Development Canada (ISED) and Canadian Radio-television and Telecommunications Commission (CRTC), broadband service in satellite-dependent Inuit Nunangat remains inadequate and expensive compared to other parts of Canada.

The CRTC’s December 2016 ruling that modern telecommunication services, including broadband internet access, are now considered fundamental is a positive and progressive step forward.<sup>6</sup> Investment by the Government of Canada is necessary to create access to broadband internet for the remaining 18 percent of Canadians that lack access to it, including all Inuit Nunangat communities, because the private sector and regional entities lack the capacity to

---

<sup>4</sup> Telecom Notice of Consultation 2015-134, as amended, Ottawa: 21 December 2016, accessed October 2, 2018, <https://crtc.gc.ca/eng/archive/2016/2016-496.htm>.

<sup>5</sup> Canada. Parliament. Senate. Standing Committee on Industry, Science and Technology. Broadband Connectivity in Rural Canada: Overcoming the Digital Divide. 1st session, 42nd Parliament, 2018, accessed August 30, 2018, <https://www.ourcommons.ca/DocumentViewer/en/42-1/INDU/report-11>

<sup>6</sup> Canadian Radio-television and Telecommunications Commission. Telecom Regulatory Policy CRTC 2016-496: Modern telecommunications services – The path forward for Canada’s digital economy, 2016, accessed August 30, 2018, <https://crtc.gc.ca/eng/archive/2016/2016-496.htm>

finance projects on their own. But the piecemeal approach of incremental improvements to the current satellite-based system cannot bring about the kind of transformative change required.

All but one community in Inuit Nunangat are satellite served and, as detailed in the CRTC's Satellite Inquiry Report, satellite bandwidth can represent up to 65 percent of a telecommunication service provider's cost to deliver broadband service in a community.<sup>7</sup> The lack of fibre optic connectivity in Inuit Nunangat means that the communities that would benefit most from high speed internet access have the lowest service levels and the highest costs in the country. Government-supported regional fibre projects are the most viable path forward for Inuit Nunangat. The Innovation, Science and Economic Development Canada's investment of \$62.5 million in the Kativik Regional Government Tamaani Internet phase 5 project is a positive, exciting step forward for enhancing connectivity across Inuit Nunangat. Similar investments should be made in the Inuvialuit Settlement Region, Nunavut, and Nunatsiavut that incentivize, in the first stages, the development or completion of regional feasibility studies that lay the groundwork for future investments in high speed connectivity. Modern telecommunication infrastructure in Inuit Nunangat is critical and strategic infrastructure, for Inuit and for Canada.

## **6.4 Renewable energy and climate**

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

Inuit Nunangat is recognized as a global climate change hotspot, garnering national and global concern. Coordinated, effective action to mitigate and adapt to the impacts of climate change is essential. We are determined to actively shape climate policies and actions so that they are inclusive and effective for Inuit, improving our quality of life rather than adding to the socio-economic inequities that too many of our people face.

No community in Inuit Nunangat is connected to the North American grid and, with the exception of Inuvik and Tuktoyaktuk, none are connected to the road system. Each community is served by a local power plant dependent on fossil fuels, predominantly diesel, for power generation. The cost of diesel power generation is staggering and has profound consequences on the cost of living for households, the cost of doing business for private enterprise, and the cost of public service delivery for all levels of government.

The Pan-Canadian Framework on Clean Growth and Climate Change commits to working with Indigenous peoples and northern and remote communities to reduce reliance on diesel. While the 2017 federal budget included several measures to support energy infrastructure renewal and the reduction of diesel dependence in Indigenous and northern communities, Inuit have limited

---

<sup>7</sup> Canadian Radio-television and Telecommunications Commission. Satellite Inquiry Report, 2014, accessed August 30, 2018, <https://crtc.gc.ca/eng/publications/reports/rp150409/rp150409.htm>

opportunity to benefit. Funding is being disbursed directly to provinces and territories through bilateral agreements and is thus inaccessible directly to Inuit.<sup>8</sup>

Inuit communities are shut out from accessing funding because of program thresholds and criteria which do not account for the small size of our communities and the higher cost of infrastructure projects in Inuit Nunangat.<sup>9</sup> There is limited funding targeting remote communities in particular which, by Natural Resources Canada's own account, can only support projects in about 10 percent of over 200 eligible communities, including all communities in Inuit Nunangat.

We seek energy independence, both in reducing dependence on diesel and in increasing Inuit ownership and governance of energy systems in our communities. To date, Inuit organizations have been largely disconnected from federal, provincial and territorial energy planning. In Inuit Nunangat, energy policy and regulation is under the jurisdiction of territorial and provincial governments. Those same governments own the diesel-powered utilities that serve our communities. While there is interest in deploying renewable energy technologies, a significant barrier to greater deployment of renewables, especially by independent power producers such as Inuit organizations and businesses, is the rate offered by the incumbent utility for renewable energy based on the avoided cost of diesel. Recognizing that there are multiple barriers, a range of policy instruments must be used in combination.<sup>10</sup> In Canada and internationally, Feed-in Tariffs (FITs) have been an effective policy instrument to support community and/or Indigenous renewable energy projects in particular.<sup>11</sup> An Inuit Nunangat feed in tariff for Inuit-owned power projects serving our communities would transcend jurisdictional boundaries and differing energy policies and provide direct support for Inuit renewable energy projects.

---

<sup>8</sup> The \$400 million Arctic Energy Fund announced in the 2017 budget (<https://www.budget.gc.ca/2017/docs/plan/budget-2017-en.pdf>, p.131) is exclusively being disbursed via bilateral agreements with provinces and territories for communities north of the 60th parallel. It is thus neither directly accessible to Inuit nor does it cover all of Inuit Nunangat.

<sup>9</sup> Although Inuit organizations are eligible recipients for the \$2 billion Low Carbon Economy Fund, the \$1 million contribution threshold and the primary selection criteria of maximizing GHG emissions reductions per federal dollar invested do not take into account the remoteness, small size and higher project costs of Inuit communities and effectively mean that Inuit are "designed out" of the program. Full application guidelines: <https://www.canada.ca/content/dam/eccc/documents/pdf/lcef-challenge-applicant-guide.pdf>.

<sup>10</sup> IRENA, OECD/IEA and REN21. Renewable Energy Policies in a Time of Transition, 2018, accessed August 30, 2018, [http://www.irena.org/-/media/Files/IRENA/Agency/Publication/2018/Apr/IRENA\\_IEA\\_REN21\\_Policies\\_2018.pdf](http://www.irena.org/-/media/Files/IRENA/Agency/Publication/2018/Apr/IRENA_IEA_REN21_Policies_2018.pdf)

<sup>11</sup> MacArthur, Julie L. Empowering Electricity: Co-operatives, Sustainability, and Power Sector Reform in Canada. Vancouver: UBC Press, 2017.

## **6.4 Mental health and suicide prevention**

*Strategic objective: Significantly reduce Inuit Nunangat suicide rate*

The National Inuit Suicide Prevention Strategy (NISPS) was released in July 2016. ITK received \$9 million over three years from Health Canada to initiate implementation of the NISPS. Evidence-based suicide prevention requires a holistic approach with action and investment at both the community and regional levels to address a range of identified risk factors for suicide. The APF should seek to reduce the rate of suicide in Inuit Nunangat by at least 50 percent through investment in the NISPS as well as in social infrastructure.

## **6.5 Achieving Inuit Self-determination in Research**

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

Inuit self-determination in research is imperative for enhancing the effectiveness, impact, and usefulness of research for Inuit. Moreover, the development of an Inuit Nunangat research policy is necessary to coordinate research initiatives among the more than 10 federal departments and agencies that carry out Inuit Nunangat research, and to formalize guidelines for advancing Inuit governance in research. ITK released the National Inuit Strategy on Research (NISR) in March 2018, and its companion Implementation Plan in August 2018, to put forward solutions for remedying barriers to achieving this goal. The APF should award funds for implementing the NISR, prioritizing the development of an Inuit Nunangat research policy.

## **7. Conclusion and recommendations**

The APF has the potential to bring Inuit Nunangat into Canada, thereby helping to create prosperity for its citizens that in turn benefits all Canadians. The sharp divide between Inuit Nunangat and most other parts of Canada has for decades demanded urgent action and investment to remedy that can only be achieved through serious and concerted federal action and investment. ITK offers the following recommendations to the department of Northern Affairs with the objective of co-developing the APF and achieving shared success:

1. Each component of the APF must be viewed as interrelated and interdependent. The core objectives of the APF will not be realized unless each of the components of the APF are carefully coordinated. This means that for the APF to be meaningful for Inuit, the Arctic Policy Statement, the shared Arctic Leadership Framework and the Arctic Financing Strategy each need to reflect meaningful and substantial Inuit input.
2. The APF should recognize Inuit Nunangat as a distinct geographic, cultural, and political region and address Inuit priorities through the application of an Inuit Nunangat policy. This can be accomplished by including Inuit as partners in determining how federal policies,

programs, and investments are developed and implemented in our homeland, as committed in the *Inuit Nunangat Declaration on Inuit-Crown Partnership*.

3. The APF should include an Inuit Nunangat chapter to recognize and ensure that the privileged position of Inuit and Inuit priorities as affirmed in the *Inuit Nunangat Declaration on Inuit- Crown Partnership* are fully reflected in the document and guide the framework's actions and investments. This can only be achieved through sustained, fulsome and transparent engagement between the Crown and Inuit.
4. The department of Northern Affairs should build on successful partnerships between Inuit and other federal departments by applying a partnership approach to the co-development of the APF with Inuit. This can be achieved by including ITK, and the Inuit regions as they chose, in all meetings pertaining to the development of the APF, sharing draft documents with Inuit for input and refraining from approving or publicly releasing the APF without discussion with, and approval from, Inuit leaders, as committed in the *Inuit Nunangat Declaration on Inuit Crown Partnership*.



ᐃᓄᐃᑦ ᑕᐱᓃᑦ ᓇᑕᑦ  
INUIT TAPIRIIT KANATAMI



75 Albert Street, Suite 1101  
Ottawa, ON Canada K1P 5E7



613-238-8181



@ITK\_CanadaInuit



InuitTapiriitKanatami



[www.itk.ca](http://www.itk.ca)