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# A NEW APPROACH TO ECONOMIC DEVELOPMENT IN NUNAVUT



*“I want to ask you to use our words, which tell our stories, when referring to this body of water.”*

*-President PJ Akeegok, Federal/Territorial/Inuit Agreement on Boundary of Tallurutiup Imanga (August 14, 2017)*

The driving forces for negotiating the Nunavut Agreement were Inuit relationships with wildlife, the environment, and the hunting way of life. Inuit sought self-determination and recognition of jurisdiction. For these aspirations to be realized, Inuit must lead planning and design of all major initiatives in their homeland. This begins with taking a holistic approach to economic development that includes social and cultural considerations. Of course, a critical component of this process is co-operation between the Crown and Inuit.

For Inuit, economic development must be guided by Inuit Qaujimajatuqangit (Inuit Knowledge). This means that the decision to pursue development and the processes to achieve development must be guided by Inuit Qaujimajatuqangit. Taking this approach applies an Inuit worldview to decisions and actions that influence Inuit lives.

Following the last federal election, the Government of Canada led by Prime Minister Justin Trudeau has taken a new approach to Indigenous-state relations and Inuit-state relations more specifically. This new approach is reflected in the deployment of a “whole of government” strategy, a renewed Arctic policy

**A NEW APPROACH TO ECONOMIC DEVELOPMENT IN NUNAVUT**

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framework, advancement of international conservation efforts, Ministerial mandate letters prioritizing Indigenous relations, the Ten Principles Respecting the Relationship, and a new modern treaty implementation architecture. The foundation of this new approach is the Government of Canada's commitment to reconciliation.

While we have yet to see tangible results of the shift in approach, the increased engagement has provided Inuit the opportunity to speak directly with Cabinet about matters of priority. It is our hope that, from today forward, Inuit have a partner with integrity that honours its commitments.

On February 9th 2017, the Government of Canada signed the Inuit Nunangat Declaration on Inuit-Crown Partnership<sup>1</sup> (the Declaration), 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"

The Declaration also states that the Government of Canada is now:

"Recognizing also 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 all other Canadians."

The Qikiqtani Inuit Association (QIA) is a Designated Inuit Organization. Advocating for Inuit rights and values, as well as advancing the socio-economic and cultural interests of Inuit is QIA's primary responsibility, as defined in the Nunavut Agreement. QIA recognizes the importance of economic development as one avenue to improve the quality of life for Inuit. Further, QIA acknowledges the Government of Canada's role in achieving this common goal.

As such, QIA is eager to partner with the current Government of Canada on joint priorities. A shared understanding of reconciliation and development might facilitate our hoped-for new relationship.

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<sup>1</sup> Government of Canada, Inuit Tapiriit Kanatami, Inuvialuit Regional Corporation, Makivik Corporation, Nunatsiavut Government, and Nunavut Tunngavik Incorporated (2017). Inuit Nunangat Declaration on Inuit-Crown Partnership. Iqaluit, Nunavut. February 9th, 2017.

Mirroring the “whole of government” approach, QIA seeks to collaborate from a holistic perspective. Inuit lives cannot be partitioned into individual discussions or managed by discrete policies. This document presents QIA’s vision for how we can work together – in wholeness – to create a lasting and positive change for Inuit. This vision is grounded in the spirit of the Nunavut Agreement and reconciliation, while also informed by urgent priorities.

Further, this document is also a response to the Government of Canada’s impending Arctic Policy Framework<sup>2</sup> and plans to establish the Tallurutiup Imanga National Marine Conservation Area<sup>3</sup>. This document is informed by Inuit political history as described in the Qikiqtani Truth Commission<sup>4</sup> and discussed in A New Shared Arctic Leadership Model<sup>5</sup>. This document is QIA’s articulation of how the current Federal Government can advance the process of reconciliation by focusing its efforts upon specific outcomes.

The document is laid out in seven parts. Each section is intended to present inter-dependant components of a larger whole—a holistic vision for collaborative action.

The topics addressed in this document are:

- Part One Concepts of Reconciliation
- Part Two Qikiqtani Truth Commission: Achieving Saimaqatigiingniq
- Part Three Pillars of Economic Development
- Part Four Defining Economic Infrastructure
- Part Five The Link Between Reconciliation and Economic Development
- Part Six Applying a Whole of Government Approach
- Part Seven Tallurutiup Imanga National Marine Conservation Area

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2 United States – Canada Joint Arctic Leaders’ Statement. December 20, 2016.

3 Government of Canada, the Government of Nunavut and the Qikiqtani Inuit Association Announcement. “Agreement on the Final Boundary for a Future National Marine Conservation Area (NMCA) in Tallurutiup Imanga / Lancaster Sound. August 14, 2017.

4 Qikiqtani Truth Commission, Final Report: Achieving Saimaqatigiingniq (2013)

5 A New Shared Arctic Leadership Model: Report from Ms. Mary Simon to Honorable Minister Bennett (2017).

## Part One

# Concepts of Reconciliation

*“We have to work together, all of us on the same page.”*

- Participant comment during community consultations, QIA Tallurutiup Imanga (Lancaster Sound) Feasibility Study (July 2012)

In the Inuit Nunangat Declaration, the Government of Canada has committed to:

*“...renewing the Inuit-Crown relationship based on the recognition of rights, respect, co-operation, and partnership as part of its broader goal of achieving reconciliation between the Federal Government and Indigenous peoples.”*

The foundational principles of the Inuit Nunangat Declaration have been considered, adapted, and brought into dialogue with Inuit notions of reconciliation. In turn, QIA has applied them to a four-pillar architecture, which helps illustrate the inter-related nature of a new relationship (see Fig. 1.): That architecture includes:

- 1. Recognition** – Requires the Government of Canada to relate to Inuit as an Indigenous rights-holding people under the Constitution of Canada. The Inuit Nunangat Declaration explicitly recognizes these rights in the first sentence:

*“Whereas Inuit are an Indigenous rights-holding people under the Constitution. It is on the basis of this special relationship that Inuit are entering into a bilateral partnership with the Government of Canada to take action on shared priorities.”*

This right-holding status is reinforced in the Constitution but flows from Inuit historical occupancy and long-term jurisdiction over Inuit Nunangat. These circumstances place Inuit and the Government of Canada in a nation-to-nation partnership to advance mutual objectives, among them reconciliation and mutual prosperity.

- 2. Respect** – As the Department of Justice’s “Ten Principles” states, the Crown is obligated to “act with honour, integrity, good faith, and fairness in all of its dealings with

Indigenous peoples.” For Inuit, the Honour of the Crown simply means respect—that is, respect for the views of Inuit, Inuit culture, the Nunavut Agreement, and the solutions Inuit present for the socio-economic hardships and cultural inequity that Inuit face every day. The impacts of colonial policies and programs, such as residential schooling, coerced relocation, and decades of mistreatment generally, must be appreciated and reversed. Respect is foundational for improved communication and the development of co-operative, supportive relationships today and into the future; and, respect cannot be demonstrated or reciprocated if this history is ignored or minimized.

**3. Cooperation** – Piliriqatigiingniq is one of the foundational Inuit Piqujangit (the communal laws or principles that guide Inuit society). The best English translation of this concept might be “cooperation.” Piliriqatigiingniq is the process of developing a collaborative relationship for a common purpose. In this case, a collaborative relationship between the Crown, Inuit, and Regional Inuit Associations is essential to for mutual social and economic benefits. Our interpretation of Piliriqatigiingniq requires that we strive to move from the historically adversarial relationship towards a relationship based on understanding and that we seek harmony in the worldviews and interests of all involved. This document is presented in the spirit of Piliriqatigiingniq. For Inuit, meaningful cooperation is cooperation that results in long-term solutions to address the inequities between Inuit and the rest of Canada. A frequent barrier to cooperation experienced by Inuit is the need to educate non-Inuit about Inuit history and Inuit worldviews in order to begin effective discussions about solutions. This is a key reason for QIA’s development of this document. QIA aims to alleviate the need to spend more precious Inuit time and resources on orienting representatives of the Federal Government before cooperation can begin.

**4. Partnership** – A genuine partnership between the Crown and Inuit will be one based on the Government of Canada’s acceptance of its roles and responsibilities in the implementation of the Nunavut Agreement. Both QIA and the Government of Canada have each committed to addressing the socio-economic, cultural, and environmental inequalities between Inuit and the Canadian population. This is not a one-sided arrangement; both

parties must be active participants to ensure the achievement of the desired outcomes. This is explicitly stated in the Inuit Nunangat Declaration, with the Government of Canada and Inuit,

*“...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.”*

Both parties must also be active participants in ensuring we are abiding by our obligations, setting objectives, measuring progress, and holding each other accountable.

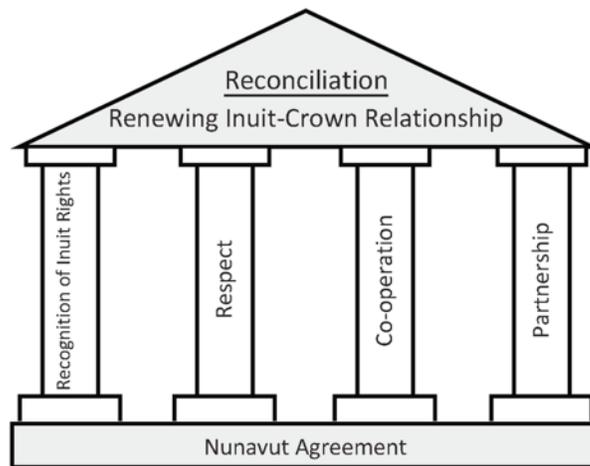


Figure 1: Illustration of the four pillars of reconciliation as described in the Inuit Nunangat Declaration. The Nunavut Agreement, through its full and fair implementation, is the foundation for reconciliation and the renewal of the Inuit-Crown relationship.

## Part Two

# Qikiqtani Truth Commission: Final Report Achieving *Saimaqatigiingniq*

*“Qikiqtani Inuit are seeking saimaqatigiingniq, which means a new relationship, when past opponents get back together, meet in the middle, and are at peace.”*

- Qikiqtani Truth Commission: Final Report

As the Truth and Reconciliation Commission of Canada was beginning its work, QIA was wrapping up six years of interviews, testimony, and archival research on a particularly intense period of colonial policies and programs that affected Inuit of the Qikiqtani region of Inuit Nunangat (1950 – 1975).

The resulting report, Qikiqtani Truth Commission Final Report: Achieving Saimaqatigiingniq, chronicles coerced relocations, mass removal of children from families, slaughter of qimmiit (Inuit sled dogs), separation of families due to a lack of healthcare infrastructure, separation of Inuit from the land, and residential schools. The report also recognizes that Inuit still suffer from the impacts of past colonial policies and programs; and, in some ways, the colonial nature of federal policies and programs continues today.

Inuit want to move forward. Based on the testimony and research done by the Qikiqtani Truth Commission, the Qikiqtani Truth Commission Final Report makes 25 recommendations for action in four broad areas:

1. Acknowledging and Healing Past Wrongs
2. Strengthening Inuit Governance
3. Strengthening Inuit Culture, and
4. Creating Healthy Communities.

### Acknowledging and Healing Past Wrongs

The Qikiqtani Truth Commission found that for Inuit to heal from the trauma of colonization and to better understand this trauma, the Crown must accept responsibility for the actions of past governments and Canadians and commit to a meaningful process of reconciliation.

### Strengthening Inuit Governance

A central target of colonialism in the Qikiqtani region the North has been Inuit governance. Before 1950, Inuit were self-governing and engaged in a way of life that stretched back hundreds, even thousands, of years. After 1950, colonial authorities sought to control Inuit, including changing their way of life and undermining their governance structures and processes. A feature of reconciliation should be restoring Inuit jurisdiction and capacity for governance. This will require effort from each level of government.

### Strengthening Inuit Culture

Inuit are currently confronting the terrifying threat of losing our language. In fact, Inuit ceremony, traditions, and knowledge have all been nearly swept away by colonialism. In the spirit of restitution, we must work together to preserve Inuktitut and Inuit culture.

### Creating Healthy Communities

The socio-economic challenges resulting from colonial policies and programs are too many to list here. From healthcare to housing, education to economic development and now climate change, Inuit continue to struggle against imposed solutions and poor outcomes. In this era of reconciliation, we have an opportunity to address these challenges.

We encourage all Canadians to read the Qikiqtani Truth Commission Final Report. While not all of the 25 recommendations require a response from the Government of Canada, and we have seen progress on some that do, much work still remains for the Government of Canada and Canadians. QIA believes that work can be supported through the New Approach to Economic Development. Indeed, the efforts of the Qikiqtani Truth Commission are included here because the themes of mutual respect, equality, dialogue, and ongoing consultation in the Final Report are the foundation of QIA's hoped-for new relationship with the Crown. Moreover, recognizing the QTC's recommendations will help demonstrate our collective commitment to reconciliation.

Specifically, QIA requests the following from the Government of Canada:

1. That the Government of Canada formally and publically acknowledge the findings of the Qikiqtani Truth Commission, including an acknowledgement that high levels of suicide, addiction, incarceration, and social dysfunction found in the Qikiqtani Region are, in large part, symptoms of intergenerational trauma caused by historical wrongs.
  - a. QIA is requesting that the Prime Minister formally apologize for these historical wrongs as a clear and decisive step towards Saimaqatigiingniq.
2. That the Government of Canada make a formal commitment to support the implementation of recommendations set out in the Qikiqtani Truth Commission Report<sup>6</sup>.

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<sup>6</sup> In the coming year, the QIA Board of Directors is set to renew and approve a more detailed request for federal commitment to the Qikiqtani Truth Commission. Once this direction is provided, QIA will communicate the results to the Government of Canada.

### Part Three

# Pillars of Economic Development

*“Money comes and goes, but when the animals are gone, they are gone”.*

- Participant comment during community consultations, QIA Tallurutiup Imanga (Lancaster Sound) Feasibility Study (December 2013)

Economic development is not only about the economy. From the perspective of Qikiqtani Inuit, economic development is about long-term social transformation based on wealth creation and improving health, education, housing, public safety, and access to the land. As the Circumpolar Inuit Declaration on Resource Development notes, economic and social development are inseparable<sup>7</sup>.

Throughout the recent decades of major shifts in technology, changes in the methods and mediums of the production of goods and services, and colonial policies and programs, Inuit have continued to pursue development on our own terms. This type of development has two inter-related dimensions: the hunting economy and market-based wealth creation.

The hunting economy is essential for providing for family and community and is also a vital expression of Inuk identity. By sharing food, hunters and harvesters maintain and reinforce important social networks and cohesion within communities. Development in this context requires jurisdiction over lands and waters to ensure access, mobility, and maintenance (and renewal) of cultural practices, as well as the protection of important sites and the responsibility for the endurance of biodiversity in our regions. If these opportunities are not preserved, the hunting economy will not survive.

Today, market-based wealth creation is also essential for providing for family and community. In Inuit Nunangat, this is understood primarily as increasing access to paid employment. Government is expected to build and maintain a strong foundation for entrepreneurs, start-ups, and existing businesses and to create jobs. Furthermore, in Inuit

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<sup>7</sup> Circumpolar Inuit Declaration on Resource Development, 2011.

regions, economic development strategies must recognize the need for sufficient, consistent and adaptable support mechanisms and programming to facilitate growth. Otherwise, job creation will not effectively generate wealth for Inuit.

QIA believes there are four essential pillars that will facilitate holistic economic development that is consistent with Inuit needs and interests (see Figure 2, below).

**1. Government Policy** – With Inuit priorities identified, a policy framework is the first step in supporting socio-economic objectives. The Inuit Nunangat Declaration can serve as a guiding framework to identify socio-economic equality and prosperity as a shared priority of both the Government of Canada and QIA. The Declaration commits the Crown to take aggressive action to address the long-standing inequalities between Inuit communities and most of Canada.

This commitment should be expressed in a collaboratively developed policy framework for supporting Inuit to improve their economic well-being and quality of life. Such a framework should focus not only on skills training, job creation and retention, procurement policies, support for business development, and tax innovation, but also on building the hunting economy, including subsistence and commercial hunting. **Such a framework should provide a long-term vision for sustainable, holistic development that will benefit Inuit for generations to come.**

**2. Financial Resources** – In addition to a policy framework, long-term, adequate, and stable funding is essential for economic and social development in the Qikiqtani region. Some recent planning processes have included infrastructure spending and skills development, but this inclusion has tended to be ad hoc, emergency, temporary, or grant-based, and always risk-averse. The nature of spending on infrastructure and skills development has not allowed for a larger view of socio-economic advancement, but rather maintains the status quo. A realistic assessment of the development architecture in Nunavut, the associated costs, corresponding financial commitment, and timeframes for sustained economic and social development.

**3. Infrastructure** – From the Sharing Canada’s Prosperity Report to the Harvard Project on American Indian Economic Development, and much research between, it is clear that infrastructure is an absolutely foundational element of economic development in Indigenous communities. At the moment, federal and territorial government infrastructure programs are the only means by which communities in Nunavut can secure the local economic infrastructure needed to support basic education, access to supply chains, affordable housing, and renewable resource development. Programming, too, requires infrastructure to be effective; even the most basic of economic development programming, such as adult education, training programs, small business workshops, or childcare, cannot occur without increased infrastructure.

Furthermore, in the context of Inuit models of development, infrastructure can be categorised according to four main types: basic infrastructure which serves as the foundation of existing economic activity (e.g. transportation, energy, waste/waste services, educational facilities), economic infrastructure which promotes expansion of opportunities for economic development (e.g. small craft harbours, fibre optic internet, training facilities, and cultural centres)<sup>8</sup>, hunting infrastructure (e.g. the land and water, hunting and butchering tools, and language retention), and cultural infrastructure.

**4. Skilled Workforce** – A skilled workforce is necessary for economic development. Along with good policy, stable funding programs, and investments in infrastructure, financial resources must also be directed towards people. Specifically, financial resources must be directed towards the education system and training. Nunavut needs job creation and retention; this can be accomplished through increased efforts to build and maintain a skilled and stable workforce. Adequately resourced education and training systems, starting with early childhood development, are paramount in developing a skilled workforce. Efforts should also include small business development, advanced education and training programs, and access to capital and new technologies. Without increased government support for nurturing a skilled workforce, economic prospects in Nunavut communities will stagnate.

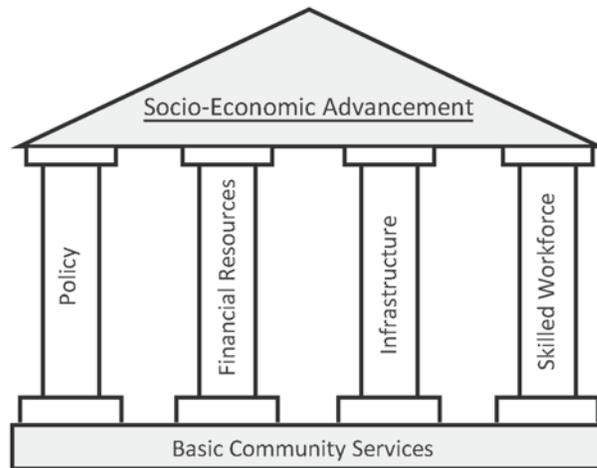
All of this being said, resources must also be directed to the hunting economy, which relies on continued access to and use of Inuit homelands. Job creation in the hunting economy

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<sup>8</sup> Often infrastructure is divided by “hard” infrastructure (roads, ports, etc.) and “soft” infrastructure (communication, data management, etc.). Here the terms “basic”, “economic” and “hunting” are applied to distinguish between infrastructure investments that promote Inuit conceptions of development.

means supporting the transmission of hunting skills and knowledge, a key component of this proposal. Dedicated effort to promote employment in the hunting economy would reflect policy decisions informed by Inuit Qaujimagatunqangit.

The four pillars of economic development—government policy, financial resources, infrastructure, and skilled workforce—have been affirmed by the Government of Nunavut (GN) through Sivumut Abluqta, the Territory’s guiding economic development document. While the ingredients and the formula are here, political will is also required. The GN is limited in its ability to achieve such goals across 25 communities without federal participation, as is called for in the Inuit Nunangat Declaration. For their part, Inuit organizations can contribute by ensuring government planning and initiatives align with the spirit and intent of Inuit rights while also acting as collaborative agents in achieving sustainable development that balances modern and traditional practices.



*Figure 2: Illustration of the four pillars of economic development. The foundation is basic community services which, combined with the pillars, supports socio-economic advancement.*

## Part Four

# Understanding Infrastructure

*“Inuit have a very strong emotional link to the land and wildlife. The establishment of an NMCA [National Marine Conservation Area] is important for our traditional lifestyle and country food—the ocean is like a forest to us and we feed on the animals in the ocean.”*

- Participant comment during community consultations, QIA Tallurutiup Imanga (Lancaster Sound) Feasibility Study (December 2013)

The following is an overview of how QIA understands the major types of infrastructure that support economic development.

Economic development is separate from, yet reliant upon, basic community services that support safe and healthy communities. These basic services include drinking water, sewage treatment and delivery, solid waste management, power generation, fuel storage and delivery, healthcare, and basic education. Basic infrastructure is understood as required to sustain basic community functions. Traditionally, infrastructure planning in Nunavut has focused primarily on basic infrastructure but at levels that ensure survival but not much else. When economic infrastructure investments occur, they are generally the result of a singular federal initiative with one-time or limited funding opportunities (e.g. Canadian High Arctic Research Station, Iqaluit Airport Expansion). While it is true that federal programs such as the National Trade Corridors Fund (NTCF) can be used for economic infrastructure funding, due to a history of underfunding basic infrastructure in Nunavut, this type of fund is often used to supplement the shortfall. Thus, the intended purpose of that opportunity for economic infrastructure has not yet been realized.

QIA understands economic development, on the other hand, as development supports activities beyond basic community function. For example, investment directed into projects such as small craft harbours, regional training centres, local search and rescue stations, would greatly strengthen the foundation for growing the local economy.

QIA understands hunting infrastructure as infrastructure that relates directly to the hunting economy, such as community garages to support equipment maintenance and repair, processing facilities to support distribution of harvested foods, and spaces for Inuit to sew and create value-added products such as clothing.

Cultural and recreational infrastructure, such as community halls, heritage centres, art centres, and arenas are highly valued by community members and serve a vital role in supporting community wellness and civic pride. It is important to separate these types of community infrastructure from basic community services, key economic infrastructure, and hunting infrastructure.

## Part Five

# The Link Between Reconciliation and Economic Development

*“We are always trying to protect wildlife and environment. Trying to balance modern ways of living and our past. [It is] very important to protect Tallurutiup Imanga because of this area being very important to a large number of marine mammals, and also shore birds and polar bears. We need to protect them for future generations”*

- Participant comment during community consultations, QIA Tallurutiup Imanga (Lancaster Sound) Feasibility Study (July 2012)

Economic development is closely linked with creating prosperity and equality for Inuit. For this prosperity and equality to be achieved, genuine collaboration across areas of shared jurisdiction is required. In the current climate of reconciliation, Inuit are demanding this approach.

Moreover, in undertaking socio-economic development it is crucial to respect what Inuit have been subjected to and the continuing negative legacy of our historic relationships with the federal government. This is important so that we can make efforts to establish trust and see new commitments from the Government of Canada materialize.

For QIA, this improved economic development can be accomplished in part through long-term funding agreements that are predictable and offer stability, year after year. Creating sustainable programs that support education, training, childcare, small business financing, and the four types of infrastructure described in the previous section will be critical benchmarks of our success. Stable, predictable funding agreements enable Inuit to be in control of our own lives—to reverse the social and political inequities on our terms, to integrate the hunting economy with modern wealth creation, to revitalize Inuit governance, to ensure perpetual access to our food systems, and to protect our culture.

Above all, Inuit must contribute and lead planning and program design at the community level. This will ensure cooperation between the Crown and Inuit and will fulfill the partnership aspired to in the Inuit Nunangat Declaration. The Inuit-Crown Partnership Committee established in the Declaration is an excellent first step, however, it is essential that opportunities to participate are created for Inuit from the communities who will be affected by, and benefit from, these initiatives.

## Part Six

# Applying a Whole of Government Approach

*“Today, in the spirit of reconciliation, I think we can do better.”*

- President PJ Akeeagok, Federal/Territorial/Inuit agreement on Boundary of Tallurutiup Imanga (August 14, 2017)

On August 14, 2017, in Pond Inlet, Nunavut, a Memorandum of Understanding (MoU) describing the process parties would follow to establish the Tallurutiup Imanga National Marine Conservation Area (NMCA) was signed by: the Government of Canada, represented by Minister of the Environment and Climate Change Catherine McKenna; the Government of Nunavut, represented by Minister Joe Savikataaq; and, the Qikiqtani Inuit Association, represented by President PJ Akeeagok. This MoU emphasizes a “whole of government approach” to establishing the NMCA. The MoU also clearly links a whole of government approach with the spirit of the Inuit Nunangat Declaration on Inuit-Crown Partnership and the Arctic Policy Framework.

A whole of government approach for the NMCA was further confirmed in a letter from Prime Minister Trudeau to President Akeeagok, dated August 13, 2017. A whole of government approach was also included as common theme in the Mandate Letters issued by Prime Minister Trudeau soon after the current government was formed.

These developments offer QIA the opportunity to engage in a new partnership with the Crown for the purpose of advancing socio-economic development in Nunavut consistent with the intentions of the Nunavut Agreement and reconciliation. Specifically, QIA is optimistic that the Government of Canada will commit to the following objectives:

1. Establish and maintain a simplified internal structure within the Government of Canada, such that QIA is able to quickly convene with the appropriate representatives within the “whole of government” to focus partnerships around socio-economic development in Nunavut consistent with the Nunavut Agreement.

2. Undertake a “whole of government” assessment of existing policies, programs, and available funding for strategic alignment with federal priorities and the Inuit Nunangat Declaration that might improve socio-economic development in Nunavut and allow for a foundation from which to discuss future initiatives.
3. Re-affirm that the “whole of government” approach extends beyond the undertakings of a specific federal department (i.e. Parks Canada or Crown-Indigenous Relations and Northern Affairs) and will align with the long-term vision of fulfilling the objectives of the Nunavut Agreement and reconciliation more broadly.
4. Make dedicated and consistent policies and federal investments, such that support for increased prosperity among Inuit is not subject to the uncertainty of changing political circumstances at the federal level.
5. Actively link the priorities of government (Inuit Nunangat Declaration, Arctic Policy Framework, Ocean Protection Plan, and Aichi Biodiversity Targets) to support initiatives that can have positive and lasting benefits for Inuit.

For example, the Ocean Protection Plan (OPP) is a new initiative with resourcing allocated by the Government of Canada which can support economic development in Nunavut. As the focus of the OPP is Canada’s marine environment, leveraging a whole of government approach to align the OPP with creation of the Tallurutiup Imanga NMCA is an example of how QIA’s model of economic development could be applied. For this to occur, the Government of Canada will need to coordinate efforts and priorities between departments. Coordinating existing government priorities across the pillars of policy, financial recourses, infrastructure, and skilled workforce is one way to achieve positive outcomes for Inuit.

## Part Seven

# Tallurutiup Imanga National Marine Conservation Area

*“We are creating a buffer against the threats of climate change, and protecting against the stressors of human encroachment. We are implementing a sensible and integrated plan that will sustain biodiversity and sustain traditional ways of life.”*

- The Honourable Catherine McKenna, Minister of Environment and Climate Change

As Mary Simon said in A New Shared Arctic Leadership Model, plans to achieve conservation goals require an examination of the purpose of conservation. For Inuit, the purpose of conservation is the creation of socio-economic and cultural equity between Inuit and all other Canadians, while supporting reconciliation, climate change, and, ecological integrity.

The process to establish Tallurutiup Imanga, spanning several decades is a prime example of Inuit patience and principles. Having recently completed extensive community consultations, QIA is confident that the interests and desires of Inuit regarding NMCA remain consistent with historical discussions in the region. There is consensus that conservation must also result in development for Inuit. The establishment of the Tallurutiup Imanga National Marine Conservation Area is an opportunity for Inuit and Canada to achieve this outcome.

Tallurutiup Imanga would not exist without the presence and knowledge of Inuit. Inuit have and always will draw from Tallurutiup Imanga to sustain themselves and, in turn, will ensure the land and waters endure. There is an opportunity to enhance this relationship through the establishment of an NMCA, applying a process guided by Inuit Qaujimajatuqangit.

For Inuit, there is one key indicator of the success of Tallurutiup Imanga: the level of access to country foods by every Inuk living within the NMCA. Our most important goal is that

every Inuk has sustainable access to country foods every day. Access to country foods is necessary for Inuit food sovereignty; it is also a key element of the vibrancy of Inuit culture and community self-sufficiency. As such, supporting Tallurutiup Imanga and other means to sustainable country foods harvesting is a key element of reconciliation.

Achieving sustainable country foods access for all Inuit will require an approach to conservation that adheres to the vision outlined above. As the establishment of the NMCA is permanent, Inuit should benefit from this region in perpetuity. Consistent with the key pillars of reconciliation and economic development described throughout this document, Inuit want to collaborate with the Federal Government to achieve specific objectives for Tallurutiup Imanga. These include, but are not limited to, the following:

### 1. Small Craft Harbours

Small craft harbours and investments in infrastructure in each NMCA community will enable present and future use of Inuit homelands. This is an essential commitment to support Inuit land and water use in the NMCA. Community-specific, cooperative development strategies will be needed to ensure that each community can access the NMCA lands and waters and develop economically.

### 2. Governance

Inuit expect to lead the management of the NMCA and will work with Parks Canada to define a model for NMCA governance. Placing Inuit at the forefront of NMCA governance is critical for reconciliation and environmental conservation. Incorporating Inuit Qaujimajatuqangit into NMCA governance is also critical.

### 3. Permanent “Guardian” Program

Training and employing Inuit throughout the NMCA to actively monitor and manage the NMCA is essential for achieving a successful model of conservation. This approach would also recognize, respect, and support the active hunting and food sharing culture of Inuit today.

### 4. Inuit Participation in Economic Activities

There must be opportunities for Inuit to spearhead and participate in future economic activity within the NMCA. The terms of reference for these opportunities should be flexible enough to adapt to changing interests and circumstances over time. Inuit access to capital as a means of enabling economic activity must be considered as well as research to develop strategies and plans. Multi-stakeholder strategies and plans are needed for each industry where economic development opportunities are anticipated, such as fisheries and tourism.

### 5. Hunting Infrastructure and Harvester Support

Programs that support hunting and harvesting activities, including fisheries, are needed. Programs could include investing in infrastructure for value-added processing of country foods and training initiatives related to harvesting and processing of country foods.

### 6. NMCA Management

Active management of the NMCA will require collaborative approaches to monitoring and establishing zones and areas of importance. It will also require an enforcement model that promotes the NMCA as an Inuit homeland. Management also includes the establishment of shipping routes, pilotage requirements, search and rescue capabilities, and oil spill responses. Inuit should be trained and employed across all areas of NMCA management, including fields of science.

### 7. Improving Common Rights and Benefits

All strategies and plans for harvesting, employment, training, contracting, and park facility construction and management should be designed to maximize benefits for Inuit. The investments required to establish and maintain the NMCA should include assessment of the benefits to Inuit relative to the resources used to expand the presence and operations of Parks Canada.

QIA will define formal positions on the establishment of the NMCA according to the process agreed upon by QIA and Parks Canada in the Terms of Reference and Memorandum of Understanding signed on August 14, 2017.

Note: QIA recognizes other marine conservation initiatives are being proposed, such as Marine Protected Areas (led by the Department of Fisheries and Oceans), and, Pikialasorsuaq (The North Water Polynya) championed by the Pikialasorsuaq Commission. QIA believes the model for economic development presented in this document should also be applied when advancing these other important marine conservation initiatives.

