

The background of the cover is a photograph of an Arctic landscape. In the foreground, a small camp is set up on a vast, flat, snow-covered plain. The camp includes a white tarp shelter supported by wooden poles, several red fuel tanks, and other supplies. Three people in dark winter clothing are visible near the camp. In the distance, a large, flat-topped mountain or plateau is visible under a cloudy sky with a bright light source, possibly the sun, breaking through the clouds.

Voices from the Arctic: Diverse Views on Canadian Arctic Security

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WITH DAVID SPROULE AND WHITNEY LACKENBAUER

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Foreword by David Sproule

Moderated by P. Whitney Lackenbauer



International Security Research &
Outreach Program (ISROP)

Programme de recherche et
d'information dans le domaine
de la sécurité international (PRISI)

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FOREWORD

DAVID SPROULE

The Arctic is experiencing a period of profound change. Climate change is warming the Canadian North three times faster than the rest of the planet, affecting the land, biodiversity, and cultures and traditions of our Northern peoples. Additionally, rapidly advancing technology is making the region more accessible, driving international interests in the region for its potential natural resources, shipping routes, tourism, and scientific research. While these activities represent economic opportunities for Canadians, they also bring unwelcome side effects, in the form of threats to the environment and human security. And while Canada does not see an imminent military threat to the Arctic, we must remain clear eyed regarding the threats we face today and anticipate these should they arrive in the future.

We live in an uncertain time. Russia has been re-establishing its Cold War military footprint in the Arctic and its actions in other regions and domains raise serious concerns. Other global powers, including China and India, have expressed interest in increasing their Arctic presence and may seek to influence regional rules and norms in ways that do not align with our own. It is Canada's vital interest, as the second largest Arctic state, that the Arctic remains a region characterized by low tension and peaceful relations. The work of the Arctic Council is critical in this part, facilitating dialogue and collaboration between Arctic states, Indigenous peoples, and Northern inhabitants.

Canada works closely on continental security and defence with our American neighbours through NORAD and internationally, with our NATO allies, to ensure regional security is maintained. It is necessary that we continue this effort. From natu-



ral disasters to marine incidents, and even (however unlikely) military threats, Canada must be prepared to defend our Arctic peoples, protect the fragile environment, support local economies, and safeguard Northern cultures so that our vision of a thriving, secure, and strong community in the North can be realized.

As the Government of Canada's *Canada's Arctic and Northern Policy Framework* makes clear, our Northern peoples are the heart of our security policy in the region and they continue to be the best guarantors of our sovereignty in the Arctic. Therefore, we have an obligation to integrate the views of Indigenous peoples, Northern partners, and territorial governments when we consider how best to develop and implement our Arctic policies. Events like this are a step towards meeting that obligation.

Today's list of speakers is an impressive one. I know those who have joined online will ask questions, offer comments, and provide valuable insights into

*The session was introduced by **David Sproule**, Canada's Senior Arctic Official and Director General, Polar, Eurasian and European Affairs at Global Affairs Canada which is responsible for policy development for Polar affairs, as well as bilateral and regional relations with Russia and the five Nordic countries (amongst others). He has been a Foreign Service officer with External Affairs Canada since 1981, and his foreign postings have included the United States, Bangladesh, Afghanistan, Thailand, Norway, Libya, and Mongolia. In Ottawa, he has served in senior positions with the Economic Policy and Summits Division; Intelligence Assessments Secretariat of the Privy Council Office; Oceans and Environmental Law Division; Human Rights, UN, and Economic Law Division; and the Legal Bureau. He has led numerous Canadian delegations in negotiation of bilateral and multilateral treaties and other international legal instruments.*

our discussion. Our collective efforts to address the important issues that will be discussed today will better inform our policies. We will greatly benefit from your participation. Thank you very much.



INTRODUCTION

P. WHITNEY LACKENBAUER

In December 2016, Prime Minister Justin Trudeau announced 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 Canada’s 2009 Northern Strategy. He promised a collaborative approach that 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.” The prime minister also announced that this new framework would include an “Inuit-specific component, created in partnership with Inuit, as Inuit Nunangat 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.”

After extensive consultations, the Minister of Crown-Indigenous Relations and Northern Affairs released the Arctic and Northern Policy Framework (ANPF) in September 2019, which reiterates many of the opportunities, issues, and challenges facing Canada’s Arctic and northern regions. The

framework places “people first,” and places a clear emphasis on “the vision and interests of Inuit, First Nations and Métis peoples.” It also emphasizes the impacts of climate change and how environmental changes affect

social and cultural norms, ways of knowing, and on-the-land activities. It also highlights the broad spectrum of socio-economic challenges facing Canada’s 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. 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 first and primary goal in the Framework 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. This broad vision resonates with the Government of Canada’s strong commitment to reconciliation with Indigenous peoples, captured in the ANPF’s eighth goal: the promise of a future that “supports self-determination and nurtures mutually respectful relationships between Indigenous and non-Indigenous peoples.” The second and third goals emphasize the importance of improved infrastructure and “strong, sustainable, diversified, and inclusive local



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and regional economies.” The 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. The fifth goal 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 ANPF’s sixth and seventh goals highlight measures to strengthen the rules-based international order in the Arctic and ensure regional peace and stability, particularly in light of increased international interest in the region. Emphasizing that the Circumpolar North is “well known for its high level of international cooperation on a broad range of issues,” 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 strong language proclaiming how Canada “is firmly asserting its presence in the North” and pledges to “more clearly define Canada’s Arctic boundaries.” The overall tenor is optimistic, emphasizing the desire for regional peace and stability so that “Arctic

and northern peoples thrive economically, socially and environmentally.” In the international chapter, 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. Other

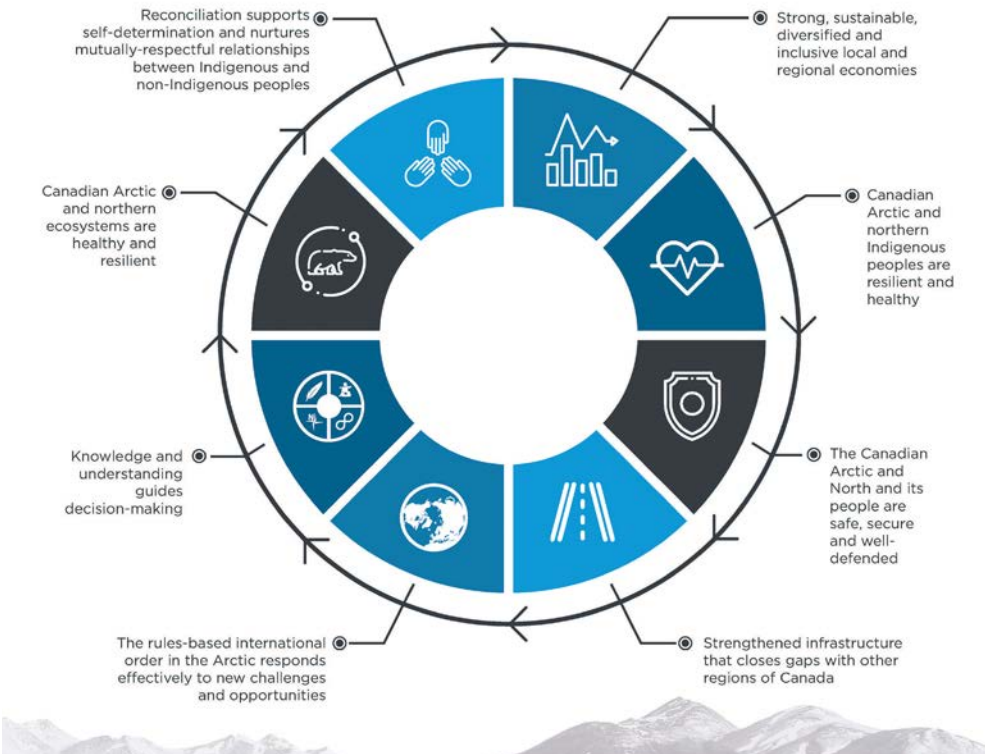
innovative elements include promises to “champion the integration of diversity and gender considerations into projects and initiatives, guided by Canada’s feminist foreign policy,” and increasing youth engagement in the circumpolar dialogue.

The chapter dedicated to safety, security, and defence begins with an acknowledgment that “in the Arctic and in the North, as in the rest of

The ANPF 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.

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



Canada, safety, security and defence are essential prerequisites for healthy communities, strong economies, and a sustainable environment.” Participants in the Northern roundtables that led to the ANPF frequently emphasized this point. Climate change heightens unpredictability and complexity, and amplifies challenges facing remote communities in terms of critical infrastructure and emergency management. With heightened activity in the region comes greater risk, and “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.”

While the security chapter confirms that “Canada sees no immediate threat in the Arctic and the North,” growing interest and competition in a region of “strategic international importance” requires “effective safety and security frameworks, national defence, and deterrence.” The Framework promises that the Canadians will continue to demonstrate their sovereignty throughout the Canadian Arctic. To ensure that “the Canadian Arctic and North and its people are safe, secure, and well-defended,” the Framework sets the following government 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

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

“Foreword from the minister,” Canada’s Arctic and Northern Policy Framework (2019)

Much of the discussion reiterates policy elements in Canada's 2017 defence policy, Strong, Secure, Engaged, as well as Oceans Protection Plan initiatives to bolster marine safety. In highlighting the importance of search and rescue, surveillance, and the "need for collaboration amongst all areas of society to enhance community safety and resilience," the framework also gestures towards priorities raised by Northern territorial and Indigenous partners in their contributions to policy framework – and to themes and initiatives highlighted in the discussions shared in the pages that follow.

This short publication provides an edited transcript of the proceedings of a panel on Voices from the Arctic: Diverse Views on Canadian Arctic Security organized by the Global Affairs Canada's International Security Research & Outreach Program (ISROP) in partnership with the North American and Arctic Defence and Security Network (NAADSN) on 5 November 2020.

It was a tremendous honour to moderate this session, featuring four distinguished Northerners who generously agreed to share their insights into the meanings of Arctic security from Northern perspectives. We left the concept of "security" broad and undefined, so that each panelist would bring their own perspective, consider how Arctic defence and security issues affect Northern peoples and homelands, and suggest or discuss priorities for future action.

Our special thanks to Chris Conway, Peter Kucherepa, and Anita Pan of the ISROP program at Global Affairs Canada for proposing, helping to organize, and funding this discussion, as well as Vivien Carli, program director at the Gordon Foundation, for her suggestions during the planning process. The NAADSN managing director, Dr. Shannon Nash, liaised with speakers and participants, coordinated registrations, and quietly ran the Zoom meeting with her usual professionalism and enthusiasm. Jill Barclay, a recent graduate of the M.A. program in Global Governance at the Baskill School for International Affairs and a research associate with NAADSN, completed an initial transcription of the proceedings, and NAADSN research associate Corah Hodgson conducted the final copy edits. Thanks as well to the Department of National Defence Mobilizing Insights in National Defence and Security (MINDS) program for supporting NAADSN's ongoing activities.

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.

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

DALEE SAMBO DOROUGH

Thank you, Whitney and I also just wanted to note that I appreciate the slight slip by David when he said Native Allies. So, you have both Native Allies and NATO allies.

I greatly appreciate the opportunity to present. The PowerPoint presentation allows me to stay on time, and also to point out some of the important work that the Inuit Circumpolar Council has done in relation to security.

I think that it is important to acknowledge that the Inuit Circumpolar Council (ICC) was actually organized in the context of the Cold War. Eben Hopson, who is recognized as the founder of the Inuit Circumpolar Council, brought together Inuit from across the circumpolar Arctic to unite our peoples in June of 1977 in Utqiagvik, or formerly known as Barrow, Alaska. And at that conference, of course, he extended an invitation to our blood relations in Chukotka, the easternmost autonomous okrug in Russia. But of course, because of the political climate of the day and the fact that we were in the midst of the Cold War, the then Soviet Union did not allow the Siberian Yupik people, again, our

Dr. Dalee Sambo Dorough is the chair of the Inuit Circumpolar Council, and has a long history of advocating for human rights including as the Chairperson of the United Nations Permanent Forum on Indigenous Issues, and was actively involved in the process that produced the UN Declaration on the Rights of Indigenous Peoples (UNDRIP). Dr. Dorough was a professor of political science at the University of Alaska Fairbanks prior to assuming the chairpersonship of ICC, and has graduate degrees from Tufts University and the University of British Columbia.



relations on the Russian side, to join us at the organizing conference of the ICC.

At that organizing conference, Eben Hopson stated in his welcoming remarks that we Inuit live under four of the five flags of the Arctic Coast and “one of those four flags is badly missed here today.” Of course, he was speaking about the Siberian Yupik people and the then Soviet Union, “but it is generally agreed that we enjoy certain Aboriginal legal rights as Indigenous peoples of the Arctic, and it is important that our governments agree about the status of these rights if they are to be uniformly respected.” These were important words in terms of the welcoming address that Hopson delivered that day.

At the time, we were not only concerned about our own environmental security in the face of offshore oil and gas development and a host of other issues that were facing the Arctic; we were also cognizant of the military activity taking place around us. So, at the 1977 gathering, the ICC adopted resolution number 11 concerning peaceful and safe uses of

“WE INUIAT LIVE UNDER FOUR OF THE FIVE FLAGS OF THE ARCTIC COAST. ONE OF THOSE FOUR FLAGS IS BADLY MISSED HERE TODAY...IT IS GENERALLY AGREED THAT WE ENJOY CERTAIN ABORIGINAL LEGAL RIGHTS AS INDIGENOUS PEOPLE OF THE ARCTIC. IT IS IMPORTANT THAT OUR GOVERNMENTS AGREE ABOUT THE STATUS OF THESE RIGHTS IF THEY ARE TO BE UNIFORMLY RESPECTED.”
Eben Hopson, 1977

the Arctic Circumpolar Zone. I think that, in light of the present conditions, this is still an important resolution. Of course, we have built on that, but the main point is that this resolution called for the peaceful and safe use of our homelands, our traditional territory. If you look at a map offering a circumpolar view of the world, our traditional territory—especially the coastal communities and coastal villages—we occupy just over 40% of the region. The military bases, fortifications, Distant Early Warning (DEW) Line sites, and a host of other hardware, were present in our homelands at that time.

In 1983, because of the continuing issues faced by our communities in the context of security—and, in this case, certainly hard security—we became a little bit more specific about the need for the Arctic to be regarded as a peaceful zone and also the need to protect the Arctic environment. Of course, the emphasis was nuclear testing and nuclear devices, but we got much more specific because of the exercises and activities that were taking place in our homelands. For example, cruise missile testing and the low-level flying exercises were taking place between Canada and the United States, MX missiles were placed in Alaska, and there was continuing interest in and desire for rare earth elements like uranium, thorium, lithium, and other materials. It was also interesting to note that, in our efforts to outreach to our Siberian Yupik relations, dialogue began to take place between our leadership and others across the Arctic. It is my understanding that some of our leadership of the day had an opportunity to outreach specifically to Mikhail Gorbachev. Later in 1987, he made an important speech in Murmansk. Many of you are familiar with his Murmansk speech, but the reference that he made in that speech is quite significant, not only to Inuit, but I think to other Arctic Indigenous Peoples as well as to all peoples globally.

Gorbachev's interest was to highlight the need for Arctic strategy, as well as indicating that the Arctic is an integral part of the globe and that it ought to become a zone of peace.

In the background, and a continuing effort of the Inuit Circumpolar Council, were significant

RESOLUTION 77-11

Concerning peaceful and safe uses of the Arctic Circumpolar Zone

RECOGNIZING that it is in the interest of all circumpolar people that the Arctic shall continue forever to be used exclusively for peaceful and environmentally safe purposes and shall not become the scene or object of human conflict or discord; and

ACKNOWLEDGING the emphatic contributions to scientific knowledge resulting from a cooperative spirit in scientific investigations of the Arctic:

NOW, THEREFORE, BE IT RESOLVED:

(a) that the Arctic shall be used for peaceful and environmentally safe purposes only, and that there shall be prohibited any measure of a military nature such as the establishment of military bases and fortifications, the carrying out of military maneuvers, and the testing of any type of weapon, and/or the disposition of any type of chemical, biological or nuclear waste, and/or other waste. Further, present wastes be removed from the Arctic;

(b) that a moratorium be called on emplacement of nuclear weapons; and

(c) that all steps be taken to promote the objectives in the above mentioned.

1983 Resolution

THEREFORE BE IT RESOLVED that the Inuit Circumpolar Conference emphatically restates its nuclear position:

1. that the arctic and sub-arctic be used for purposes that are peaceful and environmentally safe;
2. that there shall be no nuclear testing or nuclear devices in the arctic or sub-arctic;
3. that there shall be no nuclear dump-sites in the arctic or subarctic;
4. that exploration and exploitation of uranium, thorium, lithium or other materials related to the nuclear industry in our homeland be prohibited.

FURTHERMORE BE IT RESOLVED that the Canadian government be notified of our opposition to the testing of the Cruise missile in our Canadian homeland and that they be requested to refrain from such tests;

FURTHERMORE BE IT RESOLVED that the United States government be notified of our opposition to the placement of the MX missile in our Alaskan homeland and that they be requested to cease with any such plans;

FURTHERMORE BE IT RESOLVED that the Inuit Circumpolar Conference study and research current international treaties to determine whether or not they comply with the Inuit Circumpolar Conference Arctic Policy;

FURTHERMORE BE IT RESOLVED that the Executive Council of the Inuit Circumpolar Conference lobby the United Nations and various international organizations to encourage members of the United Nations to adopt a policy for a nuclear free zone in the Arctic.

developments in the context of human rights standard- setting. From 1982 until its final adoption by the UN General Assembly in 2007, a twenty-five-year span of history, Indigenous Peoples, including Inuit, were influencing the content of the UN Declaration on the Rights of Indigenous Peoples (UNDRIP).

The *UN Declaration* is recognized as a universal consensus. It is a comprehensive document that touches upon every element of the day-to-day lives of Inuit: the right of self-determination; the affirmation of our rights to lands, territories and resources; the right to free prior and informed consent; the right to participate in decision making;

The community and interrelationship of the interests of our entire world is felt in the northern part of the globe, in the Arctic, perhaps more than anywhere else. For the Arctic and the North Atlantic are not just the "weather kitchen", the point where cyclones and anticyclones are born to influence the climate in Europe, the USA and Canada, and even in South Asia and Africa...

One can feel here freezing breath of the "Arctic strategy" of the Pentagon. An immense potential of nuclear destruction concentrated aboard submarines and surface ships affects the political climate of the entire world and can be detonated by an accidental political-military conflict in any other region of the world...

The Soviet Union is in favour of a radical lowering of the level of military confrontation in the region. Let the North of the globe, the Arctic, become a zone of peace. Let the North Pole be a pole of peace. We suggest that all interested states start talks on the limitation and scaling down of military activity in the North as a whole, in both the Eastern and Western Hemispheres....

Mikhail Gorbachev, 1987

and, of course, protection from destruction of our culture and the right to security, including food security, cultural security, and environmental security.

The *UN Declaration* is complemented by a couple of other international human rights instruments, namely the International Labour Organization (ILO) Convention No. 169 on Indigenous and Tribal Peoples, as well as the recently adopted American Declaration on the Rights of Indigenous Peoples. It is my contention that the international instruments themselves do, in fact, respond to the cultural integrity of Inuit and the cultural integrity of Indigenous Peoples.

These matters must be understood in the context of the nature of human rights, which is founded upon the fact that human rights are interrelated, interdependent, indivisible, and interconnected—meaning that if you alter one element in relation to human rights, then every other element is then impacted in some way. So, if you think about the rights of Indigenous Peoples against the backdrop of hard security or soft security issues, the rights of Inuit mean that we must be a part of the dialogue, the discussion—significantly and consistent with our right to participate directly in matters that affect us. We should have a seat at the table in terms of any of these discussions concerning security in the Arctic and in particular, our perspective of security in the Arctic.

I also want to mention the impacts of climate change and the impacts of Arctic shipping, which were raised in the introduction to this session. Not only are our communities being impacted by security, defence and militarization in the Arctic, but the compounding nature of impacts from climate change does not make these matters any easier for us, and I just quickly list in this slide a number of different impacts that we're facing because of climate change. These include:

- Changing ice conditions and disappearance of sea ice
- Coastal erosion
- Dramatic weather changes
- Greater risk in unknown and fast changing conditions
- Reduced biodiversity and invasive species

UN Declaration on the Rights of Indigenous Peoples

- affirming the right to self-determination
- affirming rights to lands, *territories* and resources
- affirming the right to free, prior and informed consent
- affirming the right to participation in decision-making
- protection from destruction of their culture
- right to security, including food security, cultural security

September 13, 2007 -- United Nations General Assembly



And the impacts of Arctic shipping among others, include:

- changing ice conditions due to fracturing of sea ice
- coastal erosion generated by increased waves
- vessel noise and disruption
- disruption of marine mammal habitat and migration routes
- increased potential for contamination due to waste, ballast water, POLs
- increased potential for major oil spills and similar disasters
- invasion of species
- increased marine traffic
- increased militarization
- construction of ports and breakwaters
- vessel collisions and accidents that communities are unprepared for

Of course, climate change has triggered the interest of the global community. In fact, now the Arctic is central in terms of the geopolitical issues that the whole of the world is facing. And the potential for the deleterious impacts upon our communities is intensified because of these changes. Not only are we having to respond to the rapid and dramatic impacts of climate change, but we are now thrown into a political arena that has tendrils across the globe and not solely within our homelands.

So in 2018 at the ICC General Assembly, where I was fortunate to be elected as the Chair of the Inuit Circumpolar Council, within the *Utqiagvik Declaration*, under the theme, “Inuit— The Arctic, We Want,” one of the references is to lay the diplomatic foundation or the groundwork for negotiating a formal declaration of the Arctic as a peaceful zone, and so this is an echo of our 1977 objective as far as the Arctic being declared a peaceful zone. We have maintained a consistent position in this regard, and I think that there are numerous opportunities for us to raise this issue within the context of the United Nations, but also at events like this and within the Arctic Council.

So, to sum up, and if we recall the important nature of human rights as being interrelated, interdependent and indivisible, what’s at stake is our cultural security, our environmental security, our economic security, whether it is our traditional economy of hunting, harvesting and fishing, or if it’s in relation to newer forms of economic development and activity, there are a host of different impacts. Our food security and ultimately our overall cultural security as distinct Indigenous Peoples across our homelands – Inuit Nunaat are at risk. So, qunaq, I’ll yield here, and I look forward to a fruitful discussion.



BRIDGET LAROCQUE

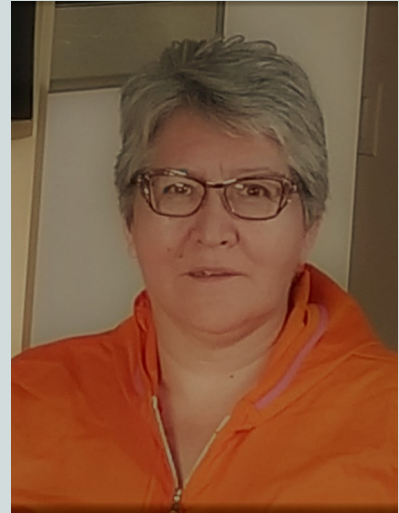
My presentation today will be on Arctic Voices and whose voices and laws matter.

Arctic Security is complex to say the least for the average Indigenous person. We look upon the Arctic as our homeland: a place of peace and quiet. How can we talk about Arctic Security when we do not know what we are asked to do if ever under military threat? As Indigenous peoples our worldview is about “wholism” and that everything is interconnected. #AllMyRelations must be considered as varying worldviews have to be reconciled.

The Arctic is not like the hustle and bustle of outside ... the South and its big cities, all concrete and glass buildings, super malls and paved roads. We

Bridget Larocque is an Indigenous resident of the Northwest Territories, has extensive knowledge of the Northwest Territories and the broader circumpolar world, brings a distinct worldview from that region, and also shares a comprehensive knowledge of research methods and Indigenous and gender issues. She serves as a policy advisor and researcher with the Arctic Athabaskan Council (ACC) and was executive director of Gwich'in Council International (GCI) from 2007-12, so she has tremendous expertise on the Arctic Council and Arctic governance issues. Her other recent work includes managing self-government negotiations for the Gwich'in Tribal Council, serving as land claim implementation coordinator and project analyst with Crown-Indigenous Relations and Northern Affairs Canada and as assistant negotiator with Executive and Indigenous Affairs in the Government of the Northwest Territories, and as Executive Director of the Fort Norman Community in the Northwest Territories.

are boreal forest, tundra, snow, and ice. To the state, security is about power (hard power) and yet in Indigenous worldviews security is about soft power: cooperation, peace, and responsibility. Taking Up Responsibility is about commitment to protection of our environment. Therefore, we are responsible for human health, environmental protection, and water quality. From a soft power way of thinking we need to talk about social wellbeing, co-management regimes, and governance. How will military security fit into this conversation?



Scholar Marc Lanteigne indicated in his 18 September 2020 blog "[Whose Arctic Security is it Anyway?](#)" that:

The problem, however, is whether this talk (militarization of the Arctic) will result in more obscurity around many other pressing areas of Arctic security, especially those on the individual level and related to so-called 'non-traditional' security concerns such as development, education, the environment, gender, and health, (including the effects of COVID-19), which are also affecting the region in the here and now."

The most significant pacts that Indigenous Peoples have with Canada on security and sovereignty are their historical treaties and, since 1973, modern-day treaties. From the written words of Jean-Pierre Morin, a historian with the Treaty Policy Directorate of the then Indian and North Affairs Canada:

The treaties negotiated and concluded between the Crown and many of Canada's First nations (now Métis and Inuit) are foundational documents in the history of Canada. These treaties established peaceful relations during times of colonial war, established a prosperous economic and commercial trade, and allowed for the organized expansion of Canada. Without these treaties, Canada would likely not be as we know it today. Historic Treaties are not only solemn documents binding the parties to ongoing obligations, they are also documents enshrined in, and protected by, our constitution. As the Treaties will last "so long as the sun shines, the grass grows, and the rivers flow", they will continue to be a central element of the relationship between Canada and First Nation peoples, [Métis and Inuit]."

This means that Indigenous peoples are not to be harassed on their lands.



Canada's Indigenous Peoples have several national and international organizations and groups that aim to increase their voice and participation on issues of Arctic security. But how effective are they? Who is measuring effectiveness and success?

In the Northwest Territories, the Arctic Security Working Group (ASWG) is a forum for information exchange that primarily focuses on increasing awareness of northern issues, strengthening relationships, and enhancing collaboration largely on issues of "soft," or human, security and safety. The aim of the ASWG is to enhance the security and the exercise of sovereignty of Canada's North through information sharing and cooperation among federal and territorial government departments and agencies, as well as non-governmental organizations, academics, the private sector, and other stakeholders with an interest in northern issues.

The [GNWT states under its work in the Arctic Security Working Group](#) that, "the issue of Arctic sovereignty and security is of significant importance to the Northwest Territories. The GNWT participates in the Arctic Security Interdepartmental Working Group, which provides a biannual forum where representatives share information on sovereignty and security matters." Yet, where is Indigenous peoples' inclusion? Are there consultations or adequate resources provided for meaningful participation? Where are the "gender" voices?

[Canada's Arctic and Northern Policy Framework](#) states that:

Canada's sovereignty over the [Arctic] 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. (And the Métis are not mentioned here). 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.

As stated in the June 2019 report of the Special Senate Committee on the Arctic titled [Northern Lights - A Wake-Up Call For The Future of Canada](#):

Government policies must align with the various priorities of northerners, both Indigenous and non-Indigenous, empowering northerners to create their own programs and initiatives. The ultimate goal, in our committee's view, should be the eventual devolution of decision-making powers about northern issues to northern institutions - decisions about the North must be made in the North, for the North and by the North.

Again, quoting from the Senate Report:

Arctic residents keenly observed other countries' interest in the region's natural resources and the Northwest Passage. The committee recommends that the Government of Canada ensure the Canadian Arctic security and safety and assert and protect Canada's sovereignty in the Arctic. In the committee's view, actions ensuring prosperous, sustainable, and safe Arctic communities are vital to enhance Canada's ability to project its Arctic foreign policy, including sovereignty in the region.

Human security was popularized in the 1994 [United Nations Human Development Report](#), expanding the notion of security to include dimensions of food, health, community, environmental,



economic, personal and political security, with the intention to, in part, address some of the glaring weaknesses of security theory and practice. The strongest argument for protecting the environment is the ethical need to guarantee to future generations opportunities similar to the ones previous generations have enjoyed. This guarantee is the foundation of "sustainable development."

How can we talk about Arctic Security when we do not know what we are asked to do if ever under military threat? As I stated earlier, Indigenous peoples our worldview is about "wholism" and that everything is interconnected. Varying worldviews must be reconciled when it comes to military security. Policies developed without the knowledge and wisdom of Indigenous expertise, which we bring as life-long Northerners, is nothing more than the continuation of the colonial methodology that perpetuates antagonism. There are conversations held without Indigenous meaningful participation. What do protections offered through hard power (military security) and soft power (such as ASWG, the Arctic Council, and the United Nations) look like for Arctic Indigenous Peoples? Participation of Indigenous Peoples as experts and real partners in Canada's security organizations must be genuine. Tokenism is ineffective and unacceptable.

The book [Braiding Legal Orders: Implementing the United Nations Declaration on the Rights of Indigenous Peoples](#) states that implementation is key to giving effect to UNDRIP and moving past the current colonial relationship. To implement UNDRIP, Canadian constitutional law must shift



colonial methodology that perpetuates antagonism. There are conversations held without Indigenous meaningful participation. What do protections offered through hard power (military security) and soft power (such as ASWG, the Arctic Council, and the United Nations) look like for Arctic Indigenous Peoples? Participation of Indigenous Peoples as experts and real partners in Canada's security organizations must be genuine. Tokenism is ineffective and unacceptable.

The book [*Braiding Legal Orders: Implementing the United Nations Declaration on the Rights of Indigenous Peoples*](#) states that implementation is key to giving effect to UNDRIP and moving past

the current colonial relationship. To implement UNDRIP, Canadian constitutional law must shift in its approach to defining Indigenous peoples' rights toward ensuring that the rights are defined according to Indigenous Peoples' legal traditions. Ensuring that rights protected under section 35(1) of the *Canada Act* align with UNDRIP will mean that Indigenous peoples' rights will continue to be recognized in the highest law of the land. This leaves us with the question: how do we connect the highest law of the lands with our own Indigenous laws, which speak to peace, security, and responsibility?

KAVIQ KALURAQ

Thank you for the introduction, Whitney. You mentioned part of my background. I guess I should also mention that I am a newer search and rescue volunteer in Baker Lake.

I don't have a security background, so I don't profess to be an expert in any form of security, but through the Nunavut Impact Review Board's mandate we often hear about things when we are doing consultations that are outside of our mandate. Outside of environmental assessment, that can be related to Arctic security. So, as I'm going through the things that I have observed and some of the ideas that have come to mind over the years of my work throughout Nunavut, I guess I want to frame it first to reflecting on the relationship.

Historically, the relationship has appeared to be where there is this land, there is this land that is out there and it is the Arctic. And then you have power, like Canada, that once you acquire land, it adds to your power. And then Inuit or people who live in the Arctic are almost a secondary thought. When we think back to times like the Cold War, when government policy interventions were put in place, we were almost a second thought to the

***Kaviq Kaluraq** is chair of the Nunavut Impact Review Board and a resident of Baker Lake (Qamani'tuaq) where she teaches in the Nunavut Teacher Education Program for Nunavut Arctic College. She has a Bachelor of Science degree from Trent University (Yay!), where she is also completing a Master of Educational Studies degree. She is also a Jane Glassco Northern Fellow with the Gordon Foundation and an active volunteer involved in many projects.*

Throughout my presentation, I want to talk about some of the things that I think are important to remember in terms of Arctic security. First of all, we are also Canadians. So, when people ask us, "well, who are you? We don't think, oh, you're Canadian," I explain that I am an Inuk—and we also consider ourselves Canadian. We're part of the same population. We're part of the same government. We have equal rights. I think that it is really important to keep that frame of mind.



The north is not a new frontier. It is our home. This is where we live. This is where our roots are. It is not something that is untapped: it is our home. And we have long standing histories here.

It is our knowledge that has made us resilient and adaptable to be able to live in this environment. Former government policies like relocations and residential school policies disrupted that resiliency, damaging things like our language and our culture. Although those policies have been eliminated and the relationship has really changed, we are still heavily reliant and dependable on outside support, and the relationship is still fragmented, in the current context. It is fragmented in that a lot of our reliance is on what we would say is Southern support. We are still unable to support ourselves, whether that is economically, socially, and with things like infrastructure. In many different ways, we're still highly dependent.

Ways that we can start to address those gaps and challenges, and improve that relationship, include actively promoting and investing in our language, in our culture. Because Inuit have diversified roles, our knowledge is applicable in different ways. When we think about professional careers, this

knowledge is still applicable in different ways. A lot of people in positions of power do not understand that knowledge, and this creates barriers. If people understand our knowledge, they can use it in a context like security.

We need investments in our children and their future. There are millions of dollars of investments going to experts in the South and institutions in the South, when a lot of that financial support could be going to the North and to our community members. Our community members know the Arctic intimately.

One of the examples of investing in the North is support to land-based learning initiatives. We need to value this learning. We need to understand that traditional knowledge is not new knowledge, it is experiential, and it is passed down from generation to generation. So we need to be able to enable people and our children, and future generations, to be able to continually use that knowledge, both in language and practice.

Policies have to be living and continuously revisited and amended to suit changing realities and needs. One of the examples that I would like to share is when we did a search and recovery situation a couple of years ago. Policies that were in place limited us from accessing sonar technology that would have allowed us to do the recovery efficiently. A government policy meant that our community ended up having to come together and raise our own funds, raised through fundraising and private donations, to be able to recover a

community member. That in itself can be very challenging. If that policy was amended, the amount of time and energy that went into that recovery could have been significantly reduced. So there are real examples where the policies that are currently in place should be revisited and amended to improve the relationship.

Programs like the Canadian Coast Guard Auxiliary are definitely overdue but a step in the right direction. They are much needed programs. The recent update that I heard from the team that works on them suggests that they are doing a lot of good work. And I am hoping that, as we go forward, we see that grow.

Community members need to be active participants in planning, building, and operating, starting with our kids. We need to be able to set short-term, medium-term, and long-term goals, and they need to be continuous. One of the examples is with health care professionals. In the current state of the pandemic, the reality is that we are still heavily dependent on the South because we do not have the health facilities to be able to provide health services in our communities. We are putting ourselves at risk. And if we look at history with things like tuberculosis outbreaks and the "Spanish flu," Inuit have been affected a lot, and we need to be able to have adequate resources in our community so that we can protect ourselves. That is also Arctic security.

An important source of information is Nunavut Tunngavik Incorporated's [Nunavut Infrastructure Gap Report](#) that shows how there is still a significant gap between what we see with other Canadians or Canadians in the South and then Canadians in the North. I think that this is an important source of information, of understanding how can we promote Arctic security? How can we improve Arctic security?

We need to be creative and allow communities to be innovators and allow for diversity because it is our diversity amongst ourselves that gives us resiliency. When we talk about Inuit, sometimes we are put



into one group. However, we are very diverse in the languages that we speak, the culture that we practice is so diverse across the circumpolar Arctic, even within short distances from community to community. So, we need to find ways to continue to promote that diversity.

We can empower Inuit by allow sharing data, making data more accessible. Whether that is through smart data, our own data of our Inuit knowledge, or through statistical data. The information is very important in empowering people to ensure their security.

Building strength and resiliency in our communities improves security because our communities should be enabled to protect themselves. This is not just about looking at our land and resources, but also challenging our own mindsets. Some of the possible ways to improve relationships and to start to work towards a more positive relationship, as I mentioned earlier, is supporting land-based learning programs through education.

Another challenge that we often face across the country—and not just Inuit, but also other Indigenous People both in Canada and globally—is the need for academic institutions to reassess their requirements for entry. They need to assess what education they value and how they accept students into their institutions because it is not okay to just say that we are putting in programs into communities so that people in the community can work. We also need to be the professionals. We need to have equity in terms of things like credentials and access to services and resources so that we can be decision makers. We can be the people leading the change.

As part of the [Jane Glassco Fellowship](#), we produced a paper on [co-management using Indigenous laws](#), and one of our recommendations was around enculturation. The policy recommendation around enculturation was more towards people who are not from our communities or who come into our communities in order to start to begin to understand: what is that and what is that indigenous knowledge? How can you use it? What is the connection to the work that we are trying to do? We need to have enculturation processes so that people can see the world from our worldview.

In Nunavut, the Government of Nunavut and some Institutions of Public Government obligate cultural training of employees, and provide Inuit Qaujima-jatuqangit Days whereby employees are encouraged to participate in Inuit cultural activities either on the land or in the community learning about and practicing Inuit culture as a means to reinforce the significance of IQ in their practices and to educate anyone working with Inuit about Inuit language and culture. Activities on IQ days often include going on land trips to harvest, sewing, making traditional tools, and learning about Inuit history from Inuit. These activities demonstrate IQ in everyday life, in Inuit history, and provide an opportunity for people to carry lessons from IQ into their professional practice and also develop a better understanding of how IQ can be applied in public service in more meaningful ways. This process of enculturation through IQ days allows public servants to actively work towards transforming systems of Eurocentric processes to processes grounded in Inuit values, principles, and ways of being.

Killulark Arngna'naaq, Heather Bourassa, Don Couturier, Kaviq Kaluraq, Kelly Panchyshyn, Realizing Indigenous Law in Co-Management (Toronto: Gordon Foundation, 2019), 23.

One example that is currently in place is through Operation Nanook, since they carry out those exercises in the Arctic and they involve the Canadian Rangers—from the people, from the communities. That offers an enculturation process through knowledge-sharing activities. But we need to see those kinds of things happening across all of government, and not just in silos and in parts of our relationship.

DANIEL TAUKIE

I am very excited to share what our Inuit Marine Monitoring Program has done over the three years and the potential for us to engage with the other partners.

I just want to share some information about our program. We started in 2017. This is an initiative brought by Nunavut Tunngavik Incorporated (NTI) in partnership with Oceans North. The program takes an innovative approach of using Inuit marine monitors in communities with real-time vessel tracking technology (AIS) that we have started installing in communities.

There are two components of this program. First, why did NTI develop this program? Shipping is increasing in Nunavut and communities have many concerns, like the small vessels that have been transiting near community harvesting areas. There is definitely the potential for accidents, pollution, and oil spills, which could disturb wildlife.

Daniel Taukie, who is originally from Cape Dorset (Kinngait), works for Nunavut Tunngavik Incorporation (NTI) where he is the coordinator of the Inuit Marine Monitoring Program. He is a graduate of the Inuit Learning and Development Pilot Project, worked as a wildlife officer trainee with the territorial department of the environment before he became a resource management technician with Parks Canada's Nunavut field unit from 2014-2016, is an avid hunter, and is part of the volunteer Search and Rescue team in Iqaluit.

Since we depend a lot on our sea animals in communities, any impact that happens is going to be pretty large-scale for us—especially if it affects marine mammal habitats—so we just want to start to help Nunavut communities by putting in policies and guidelines, especially for the



Northwest Passage. Communities needed more information on vessel activities near their communities, and Inuit need to have a greater role in shipping management and in monitoring our waters. In October 2016, an NTI Board resolution called on the Government of Canada and Nunavut to strengthen monitoring and management efforts on marine shipping traffic in Nunavut waters. This directed NTI and Regional Inuit Associations to establish, on a pilot basis, an Inuit-led monitoring system in 2017.

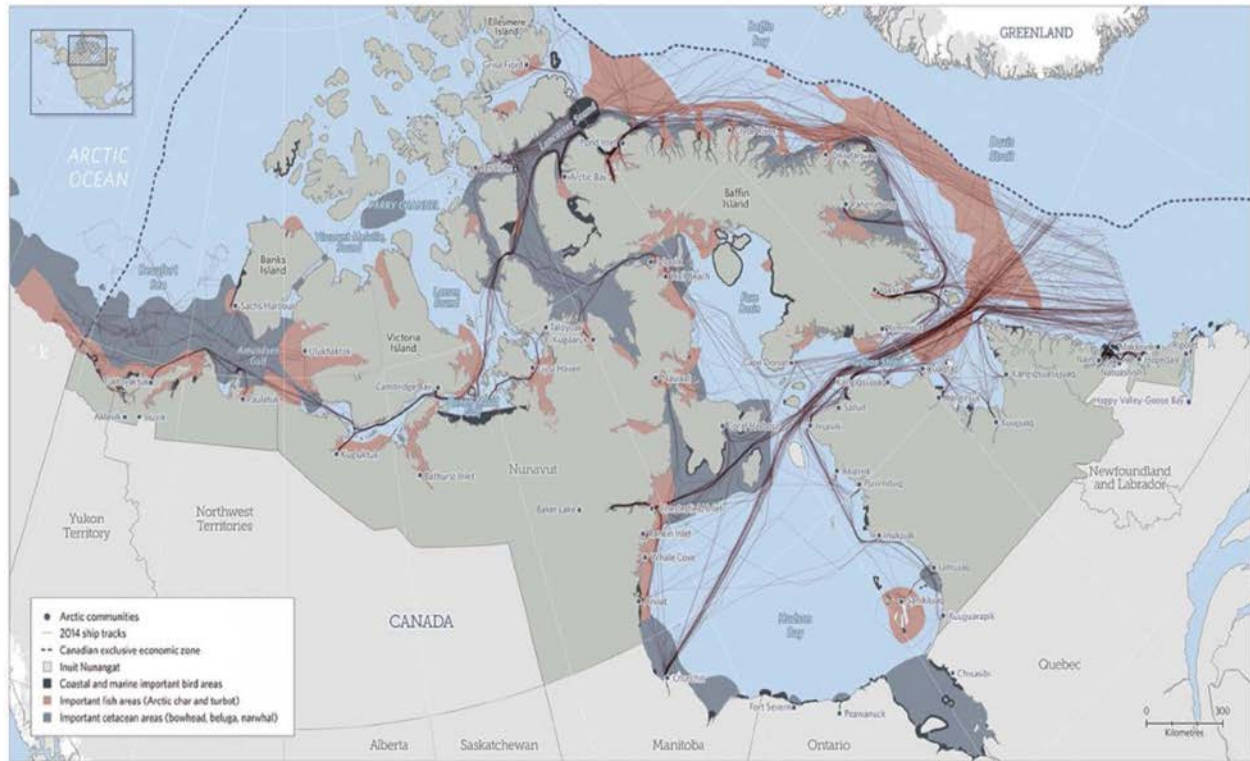
Some of the core areas of interest relate to information that we collect on:

- Ship characteristics (type, colour, flag, etc.)
- Concerns (wildlife, noise, pollutions, etc.)
- Location, speed, heading
- Behaviour/activity
- Timing
- Suspicious vessels
- Concerns identified by the community

I will not say very much about AIS because it is pretty much an automated system and it gets all this information as a ship transits through.

On this map you can see a lot of the wildlife sanctuaries that the ships go through. You can see all the ship tracks in the dark red colour. So, we have identified these choke points and areas that we were interested in, and started working with communities. There is a lot of overlap between the

Map 1
 Canada's Arctic Passageways Are Shared by Ships and Wildlife
 Vessel, whale, fish, and bird movements



Sources: Important Bird Areas Canada: http://www.bccanada.ca/regions_basins/eng/EN_Fisheries_and_Oceans_Canada_2010_Arctic_Marine_Workshop; <http://www.dfo-mpo.gc.ca/fish/34078.pdf>; Bureau of Ocean Energy Management, Satellite Tracking of Bowhead Whales (2003), <http://www.dfo-mpo.gc.ca/fish/PDF/mgmt/EPIS/515343.pdf>; exactAIS Archive, Satellite AIS Data - Arctic, <http://www.exactearth.com/FlindersMarine/Institute/VIZ/Maritime/Boundaries/Geostations>, accessed Sept. 4, 2016, <http://www.marine-registry.org>

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habitat that the ships go through, so we try and identify those areas.

We start the process with communities by sending an invitation letter, and once approved for starting in a community then we start sending all the information in packages about the programs and how we want to start and what kind of resources we will need. We do a community visit right after that.

We want to build a network of experienced hunters who are hired as Marine Monitors during the shipping season to record observations of vessel activities in or around Nunavut's coastal communities and the Northwest Passage. We were in six communities this year and we wanted to make sure we organized and utilized Inuit knowledge in a community capacity because as communities grow with more monitoring, we do need the resources as well for staffing up, making sure that we are not getting ahead of our game. Monitors fill important data gaps on small vessels and local

concerns, and we want to support an emerging dynamic management regime moving forward.

Part of our other component is AIS infrastructure. We install these receivers in communities and in remote locations of cultural and environmental significance. We want to refine the design for seasonal, remote AIS sites for winter testing and compatibility and build user friendly interface. And our partners, the Coast Guard, primary is a satellite base, they do have three AIS's in Nunavut, but we do want to help them and compliment ours to make sure they get the data flowing through their system as well. So that's something we're just going to keep working on.

The program objectives are to improve the AIS network through Nunavut, through land-based infrastructure and also in-town sites. We are very interested in some of the DEW Line sites as well. We also want to make sure that we collect Inuit knowledge, expertise, and presence in key areas,



and provide information for communities and Inuit organizations. And most importantly, we want to increase capacity and coordination on ship and vessel monitoring in Nunavut with the federal government. This will establish a base of information to support policymaking and participation in the shipping and management regime with the federal government. Also, we want to educate the community on the program through community visits and by recruiting summer students during the shipping season as this program expands.

We had a very ambitious plan for 2019 to expand to 8-10 communities,¹ but because of COVID-19 we have had some complications and we downscaled to staying with 6 communities for now. Some of the training that we were hoping to achieve this year was not completed. Because of COVID, it has been very hard with our staff to travel back and forth. So, it's going to be a tough year but I think we'll pull through it. We are going to look at some alternatives, as some of the training is very important

¹ These communities were Cambridge Bay, Clyde River, Qikiqtarjuaq, Iqaluit, Kimmirut, Coral Harbour, Resolute, and Chesterfield Inlet.

for the monitors. Transport Canada and the Coast Guard in Ottawa provided some of this training before COVID hit in February, so we were able to squeeze in a bit of training on that in 2020.

Like I said, we downscaled to 6 communities – Cambridge Bay, Resolute Bay, Clyde River, Qikiqtarjuaq, Coral Harbour, and Chesterfield Inlet – and you can see they are pretty much all over Nunavut. We hired 26 monitors altogether in the 2020 monitoring season, including 8 monitors in Coral Harbour this year, so we had some good presence in Hudson Bay.

In some of our initiatives, we have an infrastructure for monitors due to polar bears and grizzlies and wolves being present in monitoring areas and we



want to make sure the safety of our monitors is number one so we completed some cabins in Coral Harbour and Qikiqtarjuaq and we have one in construction in Clyde River so these will be used for the communities and our monitors and possibly can see the scientific monitoring and aids to navigation, community based hydrography. All of these can be tied into scientific research so we're very excited to build more cabins.

Some of the outcomes from 2017 were the first ever Remote AIS stations deployed and installed outside Cambridge Bay, Clyde River, and Iqaluit. These AIS systems are retrieved in the fall or early winter. We also installed in-town AIS receivers in Kimmirut, Rankin Inlet, and Chesterfield Inlet.² We also found animal interference with exposed cables, so we need to learn more about this and see where we can take these instruments and make them animal-proof. So we still have a lot of learning to do with these AIS technologies.

Two types of AIS are used for monitoring: the in-town and the remote. They are very similar and the off-grid or remote one has a few more components. The components of a remote AIS station include an aluminum frame, wind turbine, solar panels, MET (weather) station, satellite transmitter, battery box with 2 batteries, remote AIS unit, and wiring components. The in-town units are pretty much indoors, so we just need to plug them into outlets and run our antennas outside on the roof of the building. These ones use Internet rather than satellite to transmit AIS data, which makes them a bit different from our off-grid units. The AIS transceivers broadcast a lot information, some every 2 to 10 seconds and some spaced out every 6 minutes. A lot of the information is automated so it runs through our AIS website.

Because a lot of these ships transiting through the Northwest Passage must follow guidelines,

² These units will be decommissioned and used for parts for 2018/2019 as NTI/Oceans North switched to Canadian Suppliers from the Marine Institute of Ocean Technology of Newfoundland.

Training Planned for 2020 (but not achieved owing to COVID travel restrictions of Nunavut and NTI staff)

- AIS Assembly/Dismantling
- Vessel Identification (1/3 of monitors)
- SVOP (Small Vessel Operators Proficiency) (1/3 of monitors)
- Improve Data Collection / Management
- Introduction to Hydroball
- Research and study wildlife stress from prey, close proximity of ship/vessel noise of marine mammals that might tie into the changing of migration routes or patterns

The Nunavut Fisheries Marine Training Consortium, where monitors receive most of their training, was closed this spring and summer

Coral Harbour Cabin Project Coats Island, Nunavut



Plans for 2019-2020 AIS before COVID

7 remote AIS sites and 3 additional in-town sites

- Cambridge Bay, Kugluktuk, Clyde River, Coral Harbour, Resolute (Prince Leopold Island), Gjoa Haven, Iqaluit; and additional In-town AIS will be installed in Rankin Inlet, Chesterfield Inlet, Qikiqtarjuaq, or Clyde River.
- adding weather stations to all remote sites
- possible additions may have include time-lapse cameras
- improved design to enhance battery efficiency with wind turbines

Improve technical capacity:

- monitors would have received training on AIS equipment installation, dismantling and trouble-shooting.
- a full-time AIS Technician/Trainee was hired in 2018 to manage and expand the AIS network.
- training from our partners Oceans Networks Canada will resume once COVID subsidies or travel restrictions are lifted from NTI

Info broadcasted by AIS transceiver

Every 2 to 10 seconds while underway:

- MMSI identification number
- Navigation status – "at anchor", "under way using engine(s)", "not under command", etc.
- Rate of turn
- Speed over ground
- Position
- Course over ground
- True heading
- True bearing at own position

Every 6 minutes:

- IMO ship identification number
- Radio call sign
- Name of the vessel
- Type of ship/cargo
- Dimensions of ship
- Location of positioning system's antenna on board the vessel
- Type of positioning system
- Draught of ship
- Destination
- ETA at destination

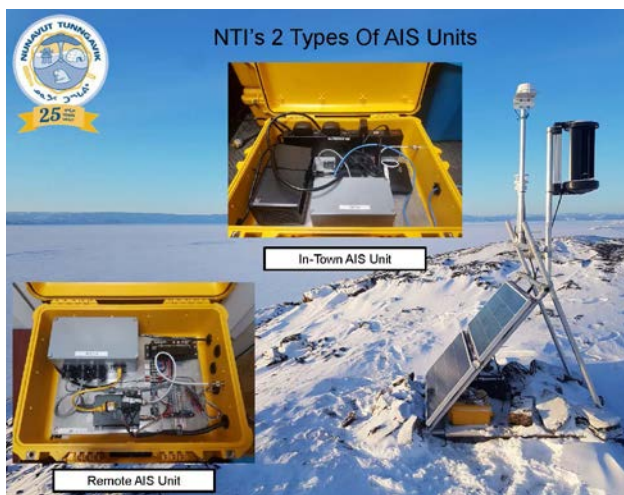


the classifications of the AIS and what vessels are needed to have what kind of AIS are important. I can't say too much about this, as my colleague Isaac Wilman has a bit more expertise on this. But every vessel, at least having 12 passengers or more, must be fitted with AIS as a safety standard. There are a lot of safety standards that the industry uses, and I am just touching on some of the information that is being broadcast

These AIS systems have a lot of range to track and identify vessels: a range of 100-150 kilometers, so we receive a lot of data as ships transits through an area where our monitors are working. We have added a little weather station as well, which provides live weather information to harvesters within the community.³ It is very easy to use, and the equipment is easy to set up. With a little bit of help from the community, we are able to set these stations in strategic locations. As per Transport Canada regulations, certain vessels are obligated to use these AIS systems, which help us to address main areas of interest such as the ship's type and colour; its location, speed, and heading; and its behaviour, activities, and timing.

Over the past two winter seasons, we have done quite a bit of testing with the Marine Institute of Memorial University to see how these AIS systems function in the wintertime with extreme

³ This includes wind speed/direction, temperature, barometric pressure, and humidity.



temperatures. We are starting to come up with better systems just because of this research, so this exchange with the Marine Institute - of taking these AIS out in very cold temperatures and testing them to see what functions and what not - is very useful. And with these improvements, I think we will have a great relationship with them to make better AIS systems for the North.

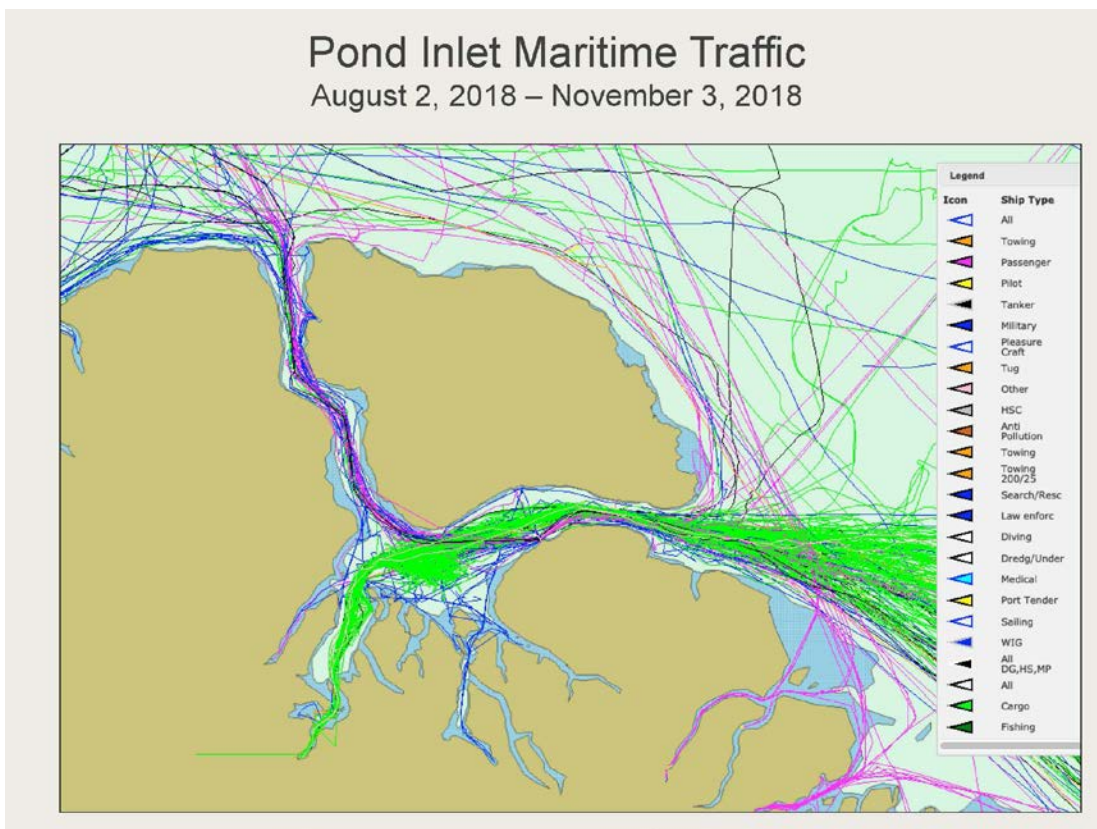
The ship tracks around Pond Inlet, Iqaluit, Clyde River, and Kimmirut show some of the data that we collect. This incorporates satellite data Incorporated as well as our in-town and off-grid units. So there is a lot of information there, and it is also colour-coded to see what kind of vessels are operating. These are just some of the examples that we want to showcase, and some of the reports come in this form so that, when we engage with the community, they know which ships transited near them, including ships coming from other countries. That is a concern as well, involving invasive species and other stuff. So there is still a lot of work to be done with this program - and I think there is so much potential.

We had ambitious plans for 2019-20 before COVID hit. Unfortunately, we couldn't get a lot of the AIS's up and running this year because travel restrictions with MTI. So we only had four running this year and we just kept them running until the end of the season. And of course, we do want to improve our technical capacity for these AIS systems as well.

Like I said, the 2020-2021 field season was short. We only got four AIS systems deployed,⁴ and we were unable install all of our AIS because of COVID. Six units are sitting in communities waiting to be installed or are being prepared for shipment here in Iqaluit. So it is just a matter of COVID restrictions, and we'll see how this winter goes with that.

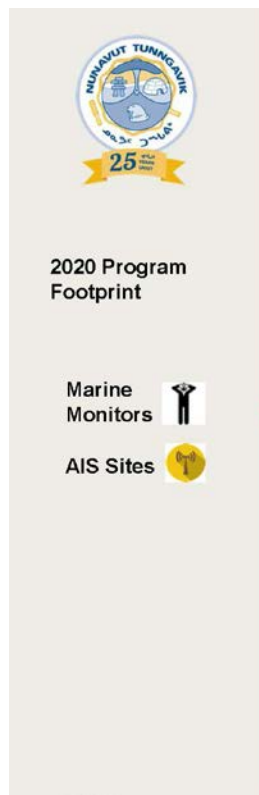
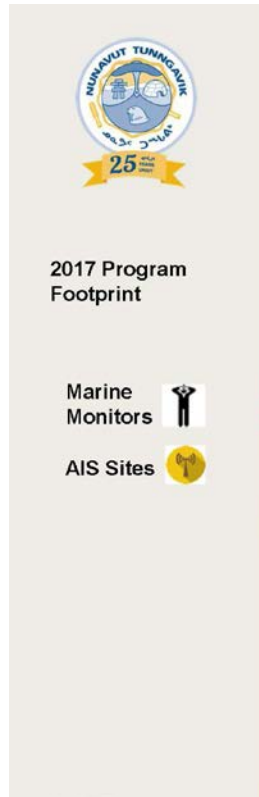
These two maps shows some of the footprint that we have created since 2017.

⁴ Currently, we have 4 AIS systems deployed during 2020 season. One in-town unit is located in Rankin Inlet and the other one in Chesterfield Inlet. We also have two off-grid units, one is deployed outside of Kugluktuk on an Island and the other is in Frobisher Bay.



For this coming season, we are going to focus a lot on our AIS systems. We will see how the Marine Monitoring season rolls out, because that needs capacity building as well. It is a huge program, with a big footprint, and I think that once we get the resources in, the expansion is going to take place. It is a growing project and we are very excited to serve more communities as this program moves forward.

Our plans for information use are to develop a public-facing website that will allow us to share real-time vessel tracking with communities. We also want to improve the AIS equipment coming from Canada, and the Marine Institute is doing a great job working with us to test these systems. We want to make community posters and radio appearances in the communities, and give out pamphlets to promote the program and how communities can use the information that we provide. The data will be used in a variety of ways: providing communities with real-time information; support our partnerships with the Canadian Coast Guard, Transport Canada, and other organizations; and providing NTI and other Inuit organizations with data on shipping activities to inform initiatives such as low-impact shipping corridors and planning for marine protected areas.



The vessel testing website will colour-coded for the ships, and this should be available this season once we get most of our AIS systems going. I am very excited to be working with the Coast Guard and Transport Canada on this website so that it can serve its purpose for the communities. And some of our training has been supported by these organizations over the past three years. I hope we can deliver more training in the future, because this COVID thing makes it challenging to bring people in now.

Some of the training that the Inuit Marine Monitoring Program has provided with our partners over the past three years includes:

- Marine Basic First Aid (MBFA)
- Small Domestic Vessel Basic Safety (SDV-BS)
- Radio communications (ROC-M)
- Small Domestic Vessel Operators Proficiency (SVOP)
- InReach's Data Collections Protocol

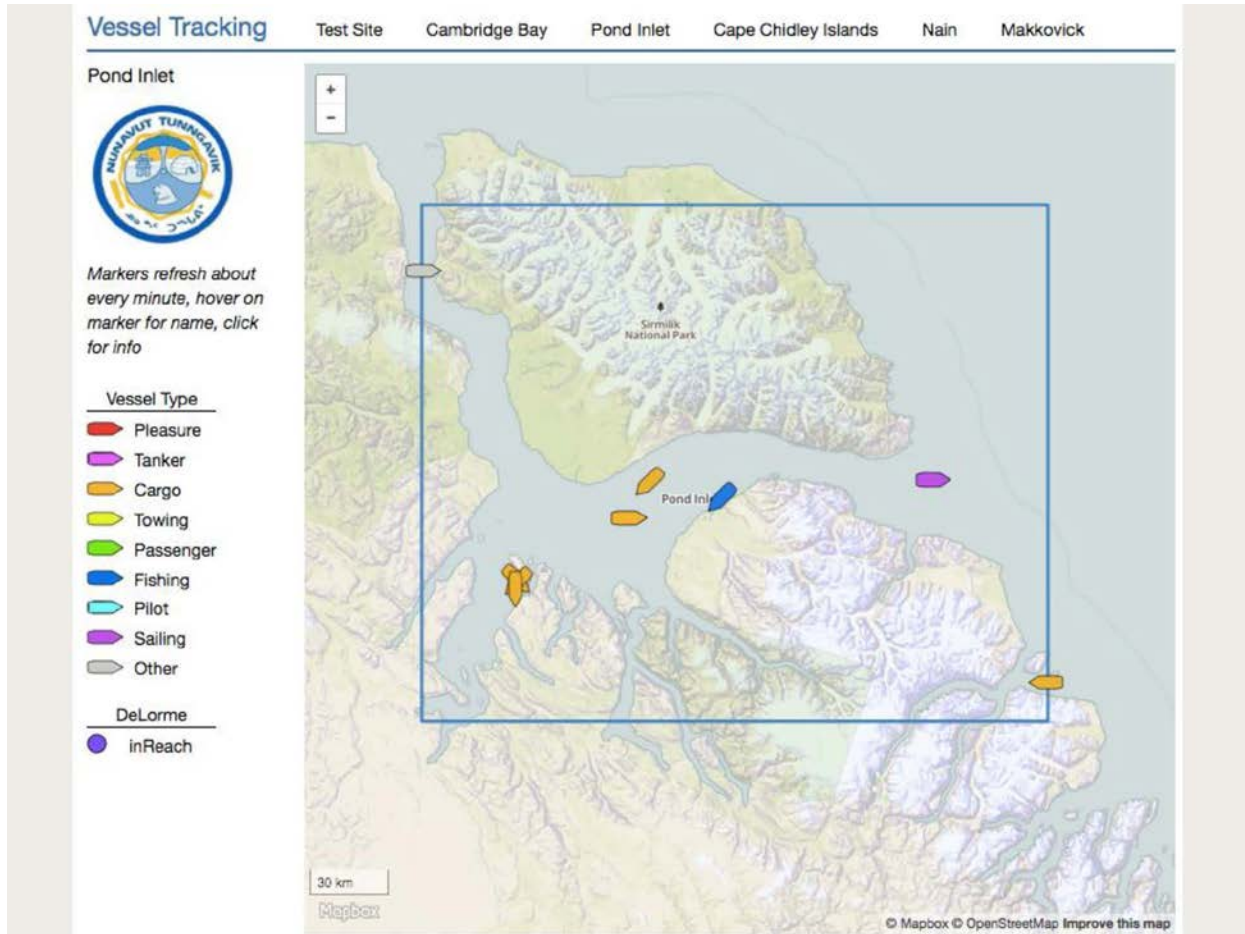
- AIS Assembly/Dismantling/Troubleshooting
- Inuit Knowledge transfer to observation forms

Our monitors have received 42 certificates from IMMP since the inception of our program.

Our highlight this year was when one of our monitors spotted the New Zealand yacht *Kiwi Roa*, a pleasure craft, going through the Northwest Passage. We engaged with Transport Canada and, of course, our federal regulators, the Canadian Coast Guard, to track this vessel as it transited through the Northwest Passage, disobeying orders. Although unfortunate that this kind of thing happened, it was a great initiative for us to engage with our partners all across the region. It was a great exercise for us to track this vessel as it exited Canadian waters into Greenland waters.

I just want to acknowledge all our partners, and for giving me this opportunity to present about





our monitoring program within NTI. I am very excited to work closely with Whitney and other people moving forward, because I think Inuit have a huge role in Arctic security, and using more Inuit and more communities means that we will have more eyes and ears for all of us. Kaviq was saying that we need to engage every community in every aspect, so I think that the Inuit Marine Monitoring Program has the potential to move to other communities and have a huge presence in the North. So, thank you, everybody.

Inuit Nunangat Declaration on Inuit-Crown Partnership

February 9, 2017
Iqaluit, Nunavut

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;

Whereas 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 creation of the Inuit-Crown Partnership Committee, and the development of its joint terms of reference, is an important step in this direction;

Whereas the Government of Canada, Inuit Tapiriit Kanatami, Inuvialuit Regional Corporation, Makivik Corporation, Nunatsiavut Government, and Nunavut Tunngavik Incorporated are partners in the creation of prosperity for Inuit which benefits all Canadians;

Recognizing 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;

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 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;

Now, therefore, the Government of Canada, Inuit Tapiriit Kanatami, Inuvialuit Regional Corporation, Makivik Corporation, Nunatsiavut Government, and Nunavut Tunngavik Incorporated have, in this Declaration, achieved consensus regarding the creation of the Inuit-Crown Partnership Committee to collaboratively identify and take action on shared priorities and monitor progress going forward.

Signed at Iqaluit, Nunavut on the 9th day of February, 2017.

FINAL REFLECTIONS

WHITNEY LACKENBAUER

Usually as a moderator I jump into discussions more, but the presentations were rich in information and the panelists have already answered many of the questions that I was going to pose already, such as questions about priorities of where investment might be made. You have provided us with a set of opportunities, options, and suggestions that decision makers and influencers listening can contemplate, as well as a wide range of practical, actionable items. The Arctic and Northern Policy Framework that came out last fall reiterated many themes that Northern Canadians have identified over the years, and it is a positive that this document is reflective of Northerners' vision. The challenge remains in discerning priorities and then coming up with a practical implementation plan.

We only have a couple of minutes left, but I would like to invite all of the panelists to share any additional suggestions or recommendations or ideas about specific actions that you think, in particular, the Canadian federal government can or should take. Please provide us with whatever final reflections you would like to offer, and I am very much indebted to all of you for sharing such incredible ideas and expertise.

DALEE SAMBO DOROUGH

I am buoyed by the remarks and the insights of the presenters. And I am also feeling very assured about the future of Inuit in the Arctic. My skin is tingling. I am not kidding. I am just so appreciative of this.

In terms of your question, I think that the remarks made by everybody – by David, by Kaviq, by Bridget – emphasize the need for the direct participation of our people in all of these questions. The insights brought forward from a community perspective, identification of priorities, underscoring such as the significant infrastructure gap... these

really need to drive policy in order to create the kind of security that is required for our cultural integrity. Bridget's commentary about differing worldviews and world perspectives is so crucial to all of this future dialogue. When I make the call for direct, effective, and meaningful participation, consistent with the *UN Declaration on the Rights of Indigenous Peoples*, it has to be genuine and there also has to be evaluation of such policies. It is highly significant that there is the [Inuit-Crown Partnership Agreement](#) and an opportunity for Inuit at the highest levels to influence government. But the other element of it is to evaluate its effectiveness. Did this dialogue actually begin to close the infrastructure gap? Did it really ensure that the rubber hits the road when it comes time to hear from Inuit and their perspectives? How is that such dialogue actually is translated into policy that is responsive to priorities identified in the way that Kaviq, Daniel, and Bridget have identified?

DANIEL TAUKE

I'll add a little bit of something there, Whitney. I know we are only into our third year, but NTI identified so many gaps within even the training there. We do not want to exclude any Inuit who can't speak English. You know, these little things that we've seen over the years, there are huge improvements that we need to focus on, to ensure that we do not exclude Inuit, because they have so much knowledge over the area that they've been around for many years. So there are many processes that we need to look at. As you know, there are a lot of Inuit emerging leaders and young people who are taking this to the next level now. I think the foundation moving forward will be a great way for Inuit organizations and other groups to be further included in decision making. Like Dalee said, it is very profound that we were able to start this project and start identifying other gaps, so I just want to reiterate that as well. Thank you.

WHITNEY LACKENBAUER

Thanks, Daniel. I think that further discussions should reflect on how the activities that you are undertaking are a great demonstration of the tremendous amount of capacity and knowledge and expertise that exists within Northern communities, and that there are lots of applications for this knowledge and work. A lot of what you are doing, and a lot of what you are piloting in your program, have applications right up to some of the discussions around North American Aerospace Defense Command (NORAD) modernization and North American defence modernization more generally. The data flowing from your AIS systems not only have tremendous importance to Inuit communities, they might also feed into the broader continental network or “ecosystem” of sensors that is being built to make decisions in a more timely way to face many kinds of threats. I think what you’re doing with your program is a great example of how we need to think from a whole of society standpoint, as it’s referred to in the *Arctic Northern Policy Framework*. We have mechanisms like the Arctic Security Working Group that do things well and have been quite pioneering in terms of whole of government practice, but we heard from Bridget that this working group is an example of a mechanism that can be improved by creating more space for Indigenous voices. There are opportunities to more fully embrace all of the expertise and all of the societal capacity that exists in the North. The wonderful ideas in this discussion gave me goosebumps, because I think about all the strength that resides in the North, that all of you embody, and about all the opportunities if we start to really bring these different worldviews into dialogue and figure out how we can leverage our respective capabilities. It is a very exciting time. Bridget, I turn it over to you.

BRIDGET LAROCQUE

Thank you, Whitney. Dalee, I don’t know how much more I could add, you just did such a beautiful summation. I think when we are moving forward, when we talk about inclusion, we talk about Indigenous worldview and we talk about – as Kaviq alluded to as well – our values being



incorporated. And we come from a different value system where our elders’ voices matter over those of our youth. We have a different perspective: our youth have to be with our elders years to learn the knowledge, wisdom, history, and be the voice once the elders give that responsibility to them. If you’re going to talk about nation-to-nation relationships, and nation-to-nation building, you have to take into consideration how we operate as Indigenous peoples. We cannot keep trying to fit into your little boxes in systems that impact us, but where we don’t have any direct engagement. In terms of gender, we have to think about where diverse voices are at the tables at the UN, at the Arctic Council, at the Arctic Security Working Group, at land claims and self-government negotiations. When we talk about wildlife management, that area is dominated by male voices. There is seldom any dialogue about where women’s roles matter? Where does our voice matter? These are all important things, and it is just not a checkmark along the way. When you are trying to engage or consult, you really have to have meaningful participation. And that means you have to speak with and dialogue with the people who are most impacted – the marginalized, the isolated – so these are these are real issues. How do we try to apply a gender-based analysis with an Indigenous-based analysis on how well we are doing in the Arctic?

WHITNEY LACKENBAUER

Thanks, Bridget. Reflecting on your comments, and Dalee's as well, if you are going to have direct, effective, meaningful participation, it also means establishing relationships that involving governments sharing information that is relevant so that people like yourselves, with tremendous expertise, can participate in all phases of agenda setting, deliberations, and decision making. You have all provided strong examples of how much diversity of expertise resides amongst Inuit, Métis, and First Nations people. In order to have effective, meaningful, inclusive discussions, Northerners need to be aware of the national and international conversations that are going on about topics like Arctic security, and not just have people pulled into conversations after years of closed-door conversations amongst subject matter experts who are not from the North or in the North. As we sort of take stock of the wonderful ideas presented today, and think about the implications, it might also be helpful to figure out, from Northern rightsholders' standpoints, what sort of asks you might have from the federal government for information about security topics. What should the federal government provide to you so that you can work with your peoples, invoke the appropriate conversations or mechanisms, and consult with elders, so that you can participate in informed, meaningful,

representative engagement with federal decision makers. I think that this resonates with your core message about responsibility: that the federal government has a responsibility to you, so that you can fulfill your responsibilities as community members and as Canadians.

I'm going to turn over to, Kaviq, for last words.

KAVIQ KALURAQ

Thank you. Well, I guess I just want to say I really appreciate the wisdom that the other panelists had to share, because I strongly believe that those are very important ideas, as well as important initiatives that have to continue in the Arctic. In terms of going forward with the Arctic policy, it definitely requires continuous community engagement and consultation, as well as monitoring how many organizations struggle to fulfill their responsibilities today. But we also have to recognize the limitations that organizations have. The best possible way forward is, of course, a collaborative approach, and this helps avoid things like consultation fatigue, because communities do want to share, they want to participate, they want to be engaged. But sometimes, if we're bombarding them with so many things, if you just look at the ratio between the population in the South and the North, many of us are asked to work in many different roles, whereas in the South there may be more people to do play these roles. So we want to make sure that when we ask community members for their time, we are doing it while recognizing their capacity as well.

Once we start to see improvements in communities, I think that is when we will start to see these frameworks working. And I think that Daniel shared an excellent example of positive change that has been made and is in the progress of happening. When the Nunavut Impact Review Board did a strategic environmental assessment for Baffin Bay Davis Strait, we looked more generally at the question of whether oil and gas development should be contemplated and, if this kind of development were to take place, what kind of changes, additions, and regulatory processes and existing and new information about the area, including



Inuit *tirigususiit*, *piqujait*, and *maligait*,⁵ would need to be considered. Through the assessment, we were able to identify significant gaps that would prevent development from being appropriate at this time and emphasized the significance of Inuit *tirigususiit* and environmental resources to it. It was the first of its kind in this part of the Arctic and it was a collaborative approach. It involved many organizations in the North, as well as from the federal government and organizations from the South, and I think that it is an excellent example of, if we were to think about Arctic security, how can we engage communities going forward to have their input on Arctic security. So, you might consider something, I guess, in the near future, of doing something similar to a strategic environmental assessment on the topic of Arctic security. And just going back to what elders often talk about, the elders that I do work with, as well as elders from my childhood, they would always tell us that, "it's only by working together." We can only achieve things by working together. Some of the elders that I work with on the board, when we're dealing with things like Indigenous knowledge or Inuit knowledge as well as scientific, they always say that we can't keep them separate, we have to bring them together. It is a new way of working with knowledge, and I think that's the only way that we're going to progress into the future in a positive way. So, thank you very much. And I really appreciate all the ideas that were shared today.

WHITNEY LACKENBAUER

Thanks to all of our panelists. We will be honoured to host subsequent events through the North American and Defence and Security Network that follow up on these themes. Audience members shared questions using the chat function, and we will consolidate those and share them with the different panelists. And we will certainly welcome additional feedback from all of the participants

5 Elder Mariano Aupilaarjuk defines *tirigususiit* as things that have to be avoided, *maligait* as things that have to be followed, and *piqujait* as things that have to be done. See <http://www.tradition-orale.ca/english/tirigususiit-and-maligait-58.html>.

and will share any other questions that you have with our panelists.

Again, my deepest thanks to all the panelists. A special thanks to Chris Conway, Peter Kucherepa, and Anita Pan of Global Affairs Canada, and to Vivien Carli of the Gordon Foundation, for their support to this event. Thanks as well to Dr. Shannon Nash, the managing director of NAADSN, for her role in helping to organize this event and to running the Zoom meeting. Thanks again to all of you for the gift of your time, and to our panelists for sharing their wisdom, their expertise, and a whole range of actionable, practical ideas. I hope those of you with policy influence are listening and taking notes.

