Arctic and Northern Policy Framework

NORTHWEST TERRITORIES

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

Front cover: Trails of our Ancestors, Whatì, NWT Photograph: Tessa Macintosh The Inuvialuit, Dene, Métis and non-Indigenous people of the NWT are building a modern society together where cultural traditions and connection to the land live sustainably in balance with the pursuit of a strong economy and a high standard of living for all.

Ulukhaktok, NWT

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Introduction

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

We also start from a place of concern.

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

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

Together, we have been putting reconciliation into action for more than forty years. Today the Inuvialuit, Gwich'in, Sahtu and Tłįcho exercise rights and title to land and resources through modern treaties that now cover approximately sixty percent of the territory. A growing number of Indigenous regions and communities are exercising their self-government rights while negotiations regarding land and the exercise of self-government advance in others. Alongside this progress, the public government of the NWT (GNWT) integrates and supports the implementation of Indigenous rights in the way it develops policy and delivers programs for all NWT residents. Indigenous governments and the GNWT work together formally and informally at many levels to sustainably manage land and resources, to establish and implement priorities, and to ensure that all peoples of the NWT have access to high quality services.

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

Sustainable economic development and diversification are foundational to achieving the Vision. To get there requires large-scale, transformational investment in infrastructure and in the economy, as well as in residents' health and education. This chapter lays out the current context and main priorities for action of the peoples and Indigenous and public governments of the NWT.

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

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

Economy

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

Our NWT stalled economy is directly attributable to:

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



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

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

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

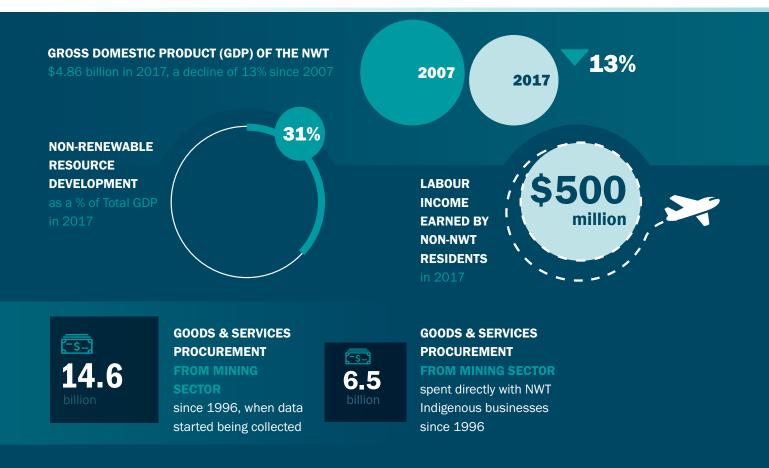
NWT is home to many of the minerals that are essential to modern clean energy technologies that could be positioned as a primary economic driver for Canada. These include:

- cobalt bismuth gold
 - lithium rare earth elements

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

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

Diversifying the economy cushions against market turbulence, builds greater economic resiliency and can improve quality of life. Economic diversification strategies are already in place for tourism, agriculture, the arts, and revitalizing the Great Slave Lake Commercial Fishery. In addition, new strategies are underway to grow the manufacturing sector, leverage local and Indigenous opportunities related to Thaidene Nene and other conservation, and to foster the knowledge economy. The GNWT and NWT modern treaty holders are beginning to explore ways to work together to leverage NWT-wide strategies to address economic development, in part through modern treaty settlement area-specific sectoral development strategies that support and are compatible with NWT-wide sectoral development strategies. As we work to revitalize our economy, the already-high demand for professionals and skilled labour will only grow. NWT residents continue to need directed skills training and access to higher education to be ready to work in an invigorated economy. The plan to transform Aurora College into a polytechnic university must now be implemented. Development of the knowledge economy is intrinsic to this. There is a need for funding to support the development of Indigenous postsecondary educational programs and institutions as part of the foundation needed for achieving balanced development that supports the growth of traditional Indigenous economic activities and promotes economic reconciliation. Additionally, there is a need for sector-specific training and development plans such as in the Aviation industry. At the same time, efforts to attract skilled workers to make the NWT their home must also be pursued. In 2017, about \$500 million in labour income was earned by non-residents; a major loss to the NWT economy.



Infrastructure

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

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

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

Despite these developments, a substantial infrastructure deficit remains.



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

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

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

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

Community and housing infrastructure is also essential. A focus on large scale development projects will generate revenues that can be used towards housing, and allow for new home ownership. Priority infrastructure projects are the key to unlocking the NWT's full economic potential, lowering the cost of living and fulfilling the Government of Canada's commitments to a lower carbon economy.

People

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

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

> Saamba k'e, NWT Photograph: Tessa Macintosh

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

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

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

Governments can help with more investment in culturally appropriate social supports and quality education for children and youth; with providing greater access to education and training for good paying jobs; and to provide culturally safe and quality care for those who are ill or elderly. Given that access to adequate housing is a key determinant of health and mental health, more and sustained investments in building and maintaining more affordable housing in NWT communities must be a top priority.

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

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



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

Environment

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

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

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



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

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

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

The Government of Canada also needs to work more closely with northerners on ensuring their safety and security in this changing environment. Investments in Arctic security in a global context should support and address the safety and security of northern people and communities as well. At a minimum, the federal government should strengthen collaboration with NWT governments on emergency management planning and related infrastructure. The pace and extent of climate change are affecting ecosystems, territorial and community infrastructure, people's health, safety and well-being and some economic activities.

> North Arm, Great Slave Lake Photograph: D. Phillpot

Governance and Reconciliation

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

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

Unlike southern Canada where First Nations were historically relegated to reserves and the *Indian Act* continues to dictate their governance, later colonization of the NWT resulted in only two First Nation reserves among our thirty-three communities, and many emerging models of self-government. Most NWT communities have a majority Indigenous population, and many have highly mixed population where Dene, Metis, Inuvialuit and non-Indigenous people live, work and govern together. Treaty 8 and 11 are foundational, nation-to-nation treaty agreements upon which modern treaties in the NWT are based. Indigenous land rights and self-government are more advanced in the NWT than in southern Canada.

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

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

There is also one Treaty Settlement Agreement, the Salt River Treaty Settlement Agreement (2002) and one First Nation, the Kátł'odeeche First Nation, with an established Reserve, the Hay River Dene Reserve (1974). Additionally, there is one community-based selfgovernment agreement with Dél_lnę (2015). Canada must take this unique context into account while it continues its own important work of reconciliation and relationships with Indigenous peoples. One-size-fits-all solutions for the southern context either don't work in the NWT or have unintended consequences.

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

The NWT's unique political and legal history is also reflected in its institutions of public government that provide public and private land management, land use planning, permitting and licensing, environmental assessment, and wildlife and renewable resource management. There are two regulatory regimes in the NWT: one established pursuant to the Inuvialuit Final Agreement and the other pursuant to the Gwich'in, Sahtu and Tł_Lcho Final Agreements and entrenched in the *Mackenzie Valley Resource Management Act.* Indigenous rights are fused into the regime, creating a direct tie between governance, economy, environment and people. This provides certainty for land users and potential investors on how development can proceed. The Government of Canada plays a central role in ensuring that good governance continues to evolve in the NWT. This involves fulfilling commitments it has made in comprehensive claims and self-government agreements and in the 2014 Devolution Agreement; reaching final land and self-government agreements in the remaining regions; and ensuring the NWT's regulatory regime continues to serve the needs of its co-management partners.

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



Conclusion

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

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

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

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

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

NWT Priority Action Items

for the Arctic and Northern Policy Framework

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

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

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

VT PRIORITY ACTION ITEMS

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

Priorities to 2030 are:

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



2. Growing a diversified and sustainable economy

NWT PRIORITY ACTION ITEMS

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

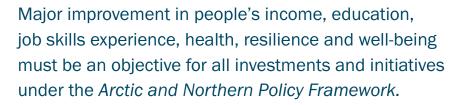
Priorities for action are:

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



3. Healthy people and communities

NWT PRIORITY ACTION ITEMS



Additional specific investments are needed over the next decade to:

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

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

NWT PRIORITY ACTION ITEMS

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

The priority actions are:

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



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

NWT PRIORITY ACTION ITEMS

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

Priorities to 2030 are:

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



6. Governance and reconciliation

NWT PRIORITY ACTION ITEMS

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

Over the next decade we want to see:

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

7. Safe and secure people, communities and environment

NWT PRIORITY ACTION ITEMS

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

Priority actions for investment are:

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





