NORTHWEST TERRITORIES
LEGISLATIVE ASSEMBLY
TERRITOIRES DU NORD-OUEST
ASSEMBLÉE LÉGISLATIVE

MEETING GO 45-20-25

STANDING COMMITTEE ON GOVERNMENT OPERATIONS
~
THURSDAY, APRIL 24, 2025
EAGLE ROOM, LEGISLATIVE ASSEMBLY
1:30 PM

AGENDA

1. Call to Order
2. Prayer
3. Review and Adoption of Agenda
4. Declarations of Conflict of Interest
5. In Camera Matters
    a) NTPC governance study: internal briefing
    b) Correspondence review
        a. 2025-04-16 – Minister of Finance – Development of an Indigenous Procurement Policy
        b. 2025-04-17 – Minister of Finance – 2023 Employee Engagement and Satisfaction Survey results
6. Public Matters
    a) NTPC governance study: public briefing with Dr. Christina Hoicka, Canada Research Chair in Urban Planning for Climate Change and Associate Professor in Geography and Civil Engineering, University of Victoria
7. In Camera Matters
    a) Debrief
8. New Business
9. Date and Time of Next Meeting: Friday, April 25, 2025 at 1:30 p.m.
10. Adjournment

Transformative electricity sector change and social justice.
Public Briefing on the Committee study of Northwest Territories Power Corporation governance

Presentation to the Standing Committee on Government Operations
Northwest Territories Legislative Assembly

Dr. Christina E. Hoicka

Canada Research Chair in Urban Planning for Climate Change

Associate Professor in Geography and Civil Engineering, University of Victoria, British Columbia, Canada

Principal Investigator of the Re-Imagining Social Energy Transitions CoLaboratory (ReSET CoLab)

Re-imagining Social Energy Transitions (ReSET) Colaboratory contributing Researchers

Sarah Chitsaz, PhD Student in Geography

Megan Macdonald, Masters Student in Geography

Kayla Klym, Past Lab Coordinator

Nic Jekill, Masters Student in Geography

Adam Regier, Masters Student in Geography

Maya Willard-Stepan, Masters Student in Geography

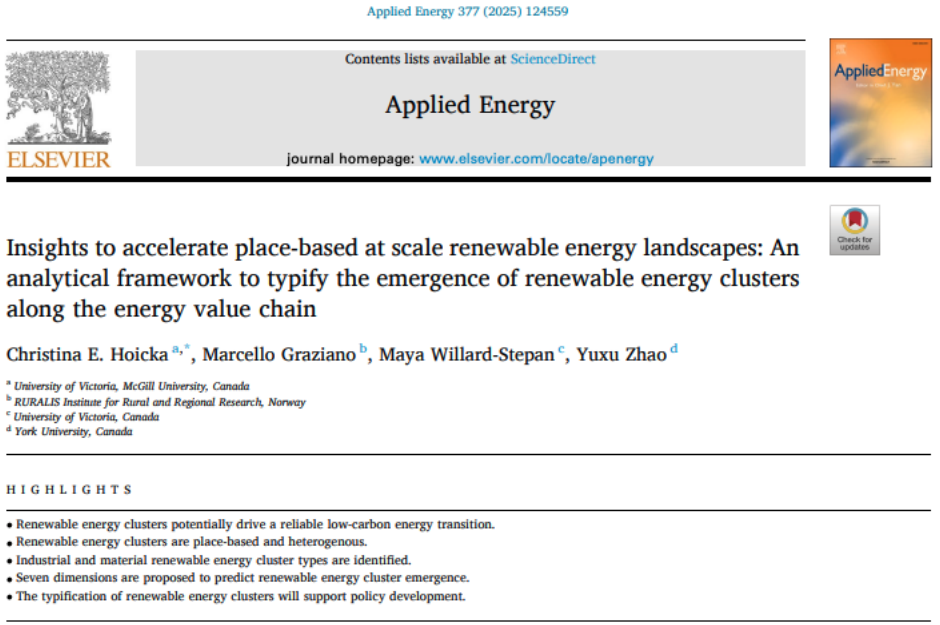
Outline

- Place-based approaches to electricity sector change
- Knowledge and knowledge gaps to scale independent power production, social acceptance, and community energy sector
- Intermediaries as pathways to change
- Opportunities for electricity sector transformation

Place-based approaches to electricity sector change

Place-based approaches to electricity sector change

- Place is a “meaningful location” – the material setting for social relations – the actual shape of place within which people conduct their lives. places have a relationship to humans and the human capacity to produce and consume meaning, “place attachment”
- Place-based strategies to energy transitions address local assets, actors, space, labour, localized knowledge, or justice issues
- Place-based at scale approaches to renewable energy landscapes create local value, incorporate multifunctionality and decentralisation, mitigate harm for ecosystems, address justice and local resilience.



Applied Energy 377 (2025) 124559

Contents lists available at ScienceDirect

Applied Energy

journal homepage: www.elsevier.com/locate/apenergy

Insights to accelerate place-based at scale renewable energy landscapes: An analytical framework to typify the emergence of renewable energy clusters along the energy value chain

Christina E. Hoicka [a,*], Marcello Graziano [b], Maya Willard-Stepan [c], Yuxu Zhao [d]

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[b] RURALIS Institute for Rural and Regional Research, Norway
[c] University of Victoria, Canada
[d] York University, Canada

HIGHLIGHTS

- Renewable energy clusters potentially drive a reliable low-carbon energy transition.
- Renewable energy clusters are place-based and heterogenous.
- Industrial and material renewable energy cluster types are identified.
- Seven dimensions are proposed to predict renewable energy cluster emergence.
- The typification of renewable energy clusters will support policy development.

Open access (free download) link:
https://doi.org/10.1016/j.apenergy.2024.124559

Place

“meaningful location” – the material setting for social relations – the actual shape of place within which people conduct their lives
places must have some relationship to humans and the human capacity to produce and consume meaning, “place attachment”

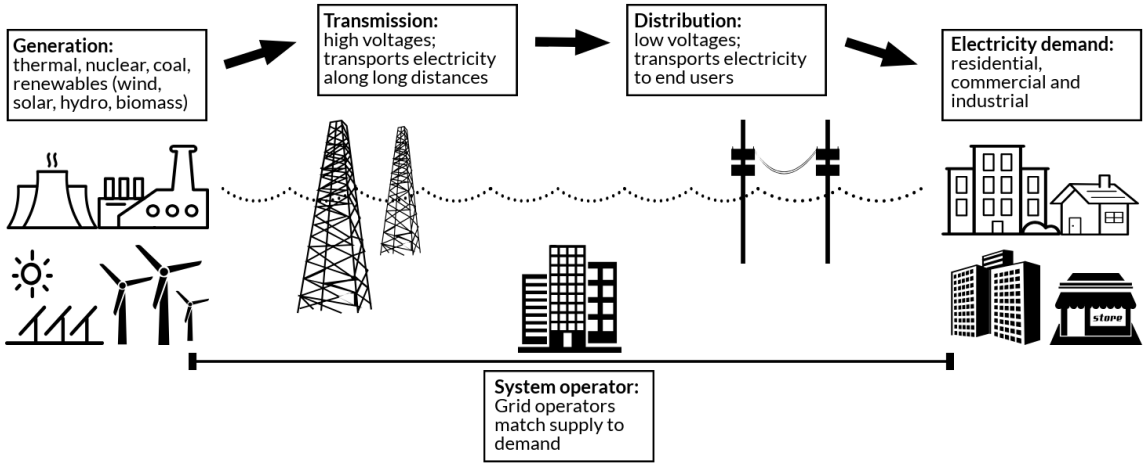
Decentralization & Democratization

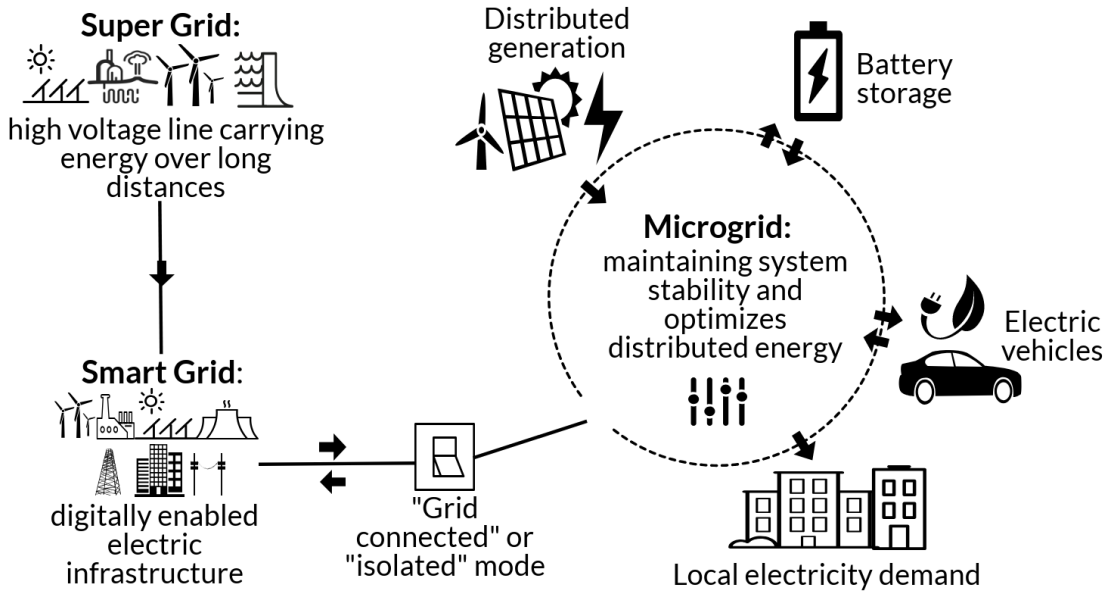
Electricity sectors have been traditionally dominated by utilities.

With the decentralization of electricity technology brings the opportunity for the democratization of electricity generation and distribution and the inclusion of new actors such as firms, small and medium enterprises, citizens, municipalities, local authorities, communities, Indigenous rights holders and First Nations

This transition requires major changes in regulatory structures to procure and provide electricity.

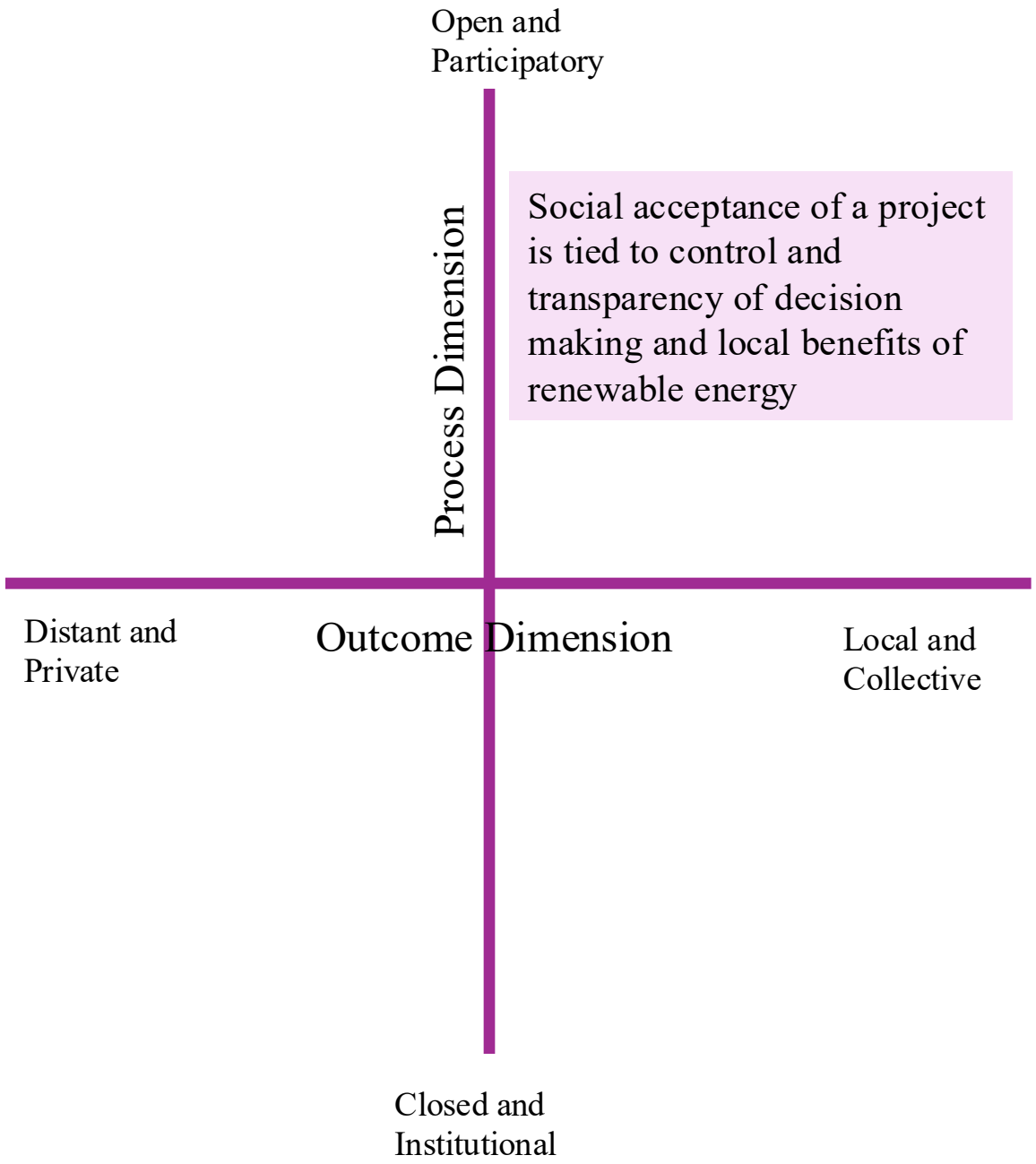
There is often a power struggle between incumbent utilities, that need to adapt to this new context and new electricity actors trying to engage in the sector.





Community or Nation-led Electricity Infrastructure Projects

- Can be Independent Power Producer projects, community trusts, partnerships, Indigenous economic development corporations, cooperatives, etc.
- Can increase private investment in electricity sector development;
- Potential outcomes :
  - Economic development and revenue
  - Project acceptance
  - Capacity development
  - Reduce greenhouse gas emissions
  - Socio-economic regeneration
  - Knowledge and skills development
  - Social capital
  - Energy literacy and environmentally benign lifestyles
  - Access to affordable energy
  - Empowerment
- Ownership and governance structure impact socioeconomic impacts and benefits.



Knowledge and knowledge gaps to scale independent power production, social acceptance, and community energy sector

Pyramid of Policy Support for Viability of Community Energy

Open access link to download:
https://doi.org/10.1016/j.rser.2024.115307

Landscape of knowledge resources

- There is a lack of consistent documentation of socioeconomic impacts & benefits felt by communities;
- Across Canada:
  - No tracking of renewable and clean electricity projects and infrastructures;
  - Inconsistent categorizations, including NAICS and across community and other business models;
  - Little and inconsistent tracking of the associated benefits and impacts of energy projects for/ on Nations and communities;
  - Lack of data impedes analysis relevant to the creation of policy that is supportive of low-carbon and clean electricity grids and (forthcoming report from the David Suzuki Foundation).

Research project: What are the options for community governance of energy projects

Dialogue: support discussion, advisory capacities, varying levels of decision-making for communities involved in energy projects (3 types)

Compensation: defined legal rights to benefits (primarily financial) for communities as a results of energy project development. (4 types)

Ownership: communities can own energy infrastructure projects such as generation or transmission (22 types)

- No one entity or person can have control (5 types)
- Ability of one person or entity to control varies (5 types)
- One entity or person can have control (12 types)

Community governance options in practice

Limited Partnership with Indigenous Coalitions - Wataynikaneyap Power

Equity Ownership Combined with a Participatory Community Trust - Bow Lake Wind Facility

Renewable Energy Cooperatives - Bow Valley Green Energy Cooperative

Community Choice (Energy) Aggregation (CCA) - Sonoma Clean Power

Sustainable Energy Utilities (SEU) - Delaware Sustainable Energy Utility (DESEU)

Sector Actors

Policy-Makers

Utilities, Industry, Developers

Nations, Communities, Citizens

Intermediaries

Knowledge Networks

Research Project: Place-Based Outcomes for Renewable Energy Clust

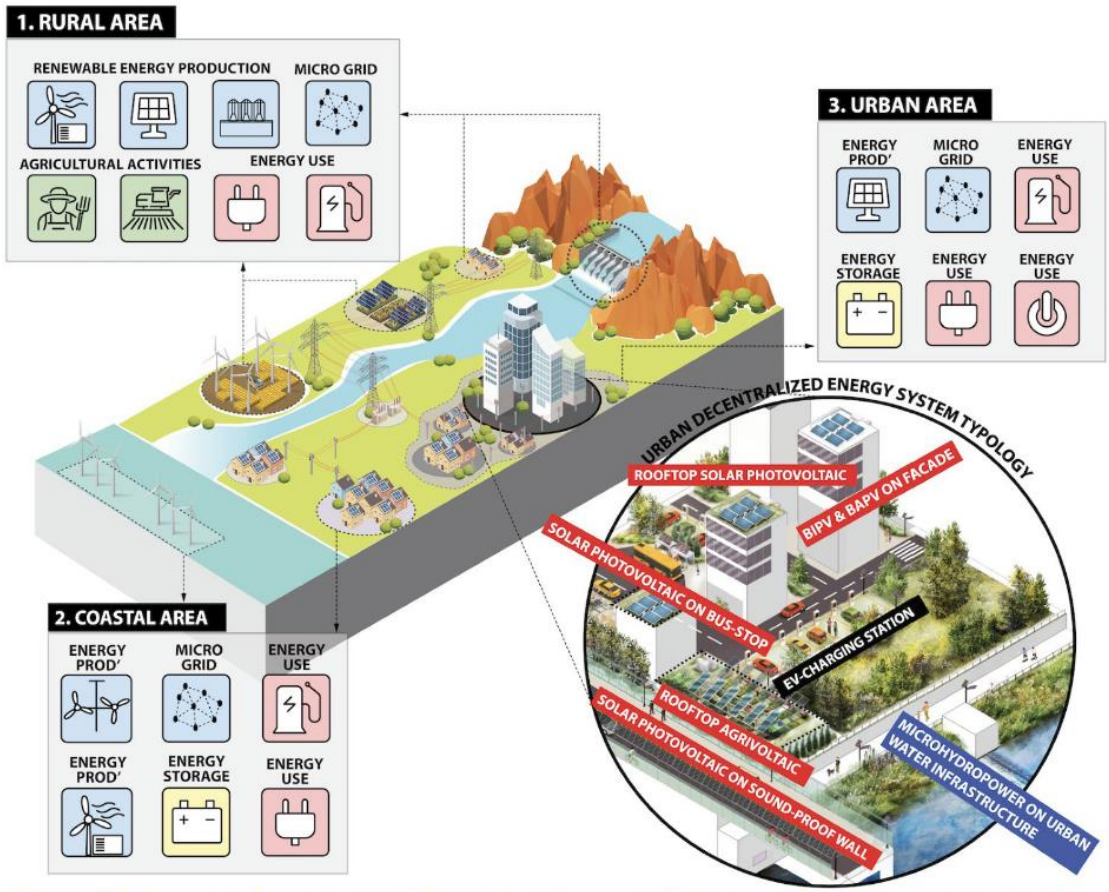


Figure 6 Conceptual overview of place-based renewable energy landscapes over landscape transects and the design typologies of urban DES. Credit: Yeongseo Yu.

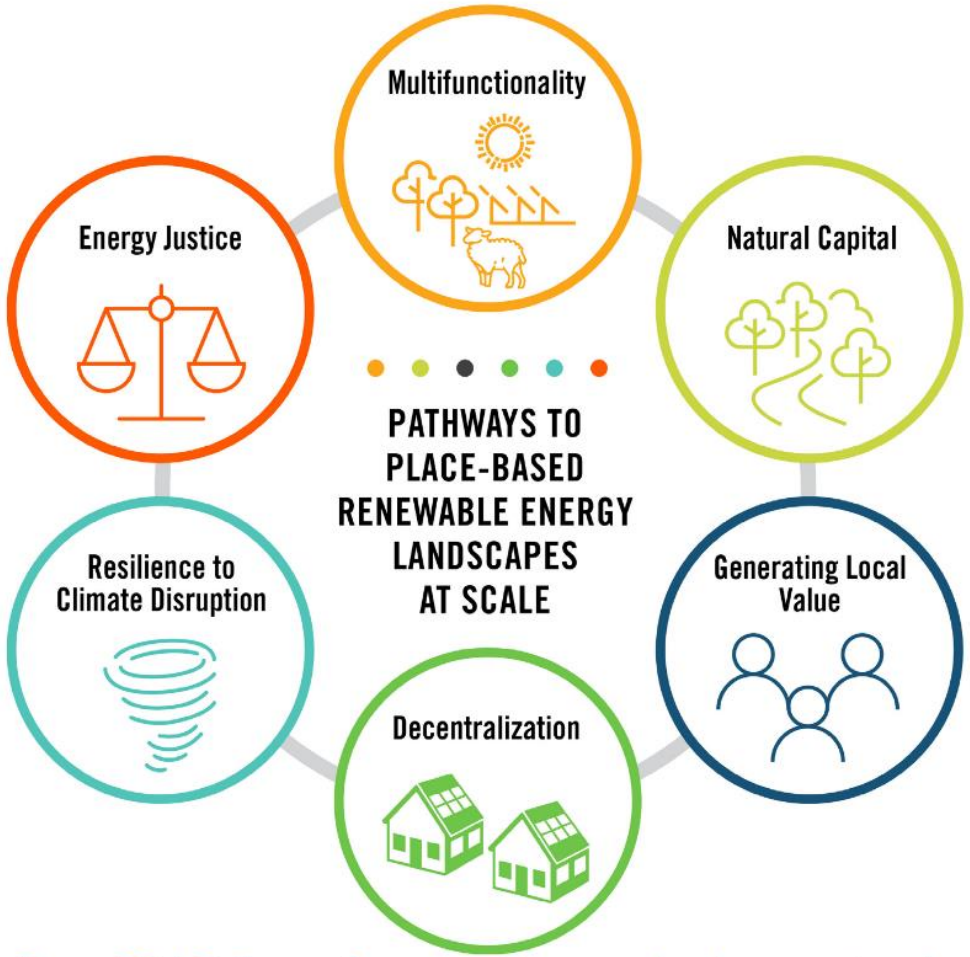


Figure ES 1 Pathways for renewable energy landscapes at scale.

O'Neill et al. 2022

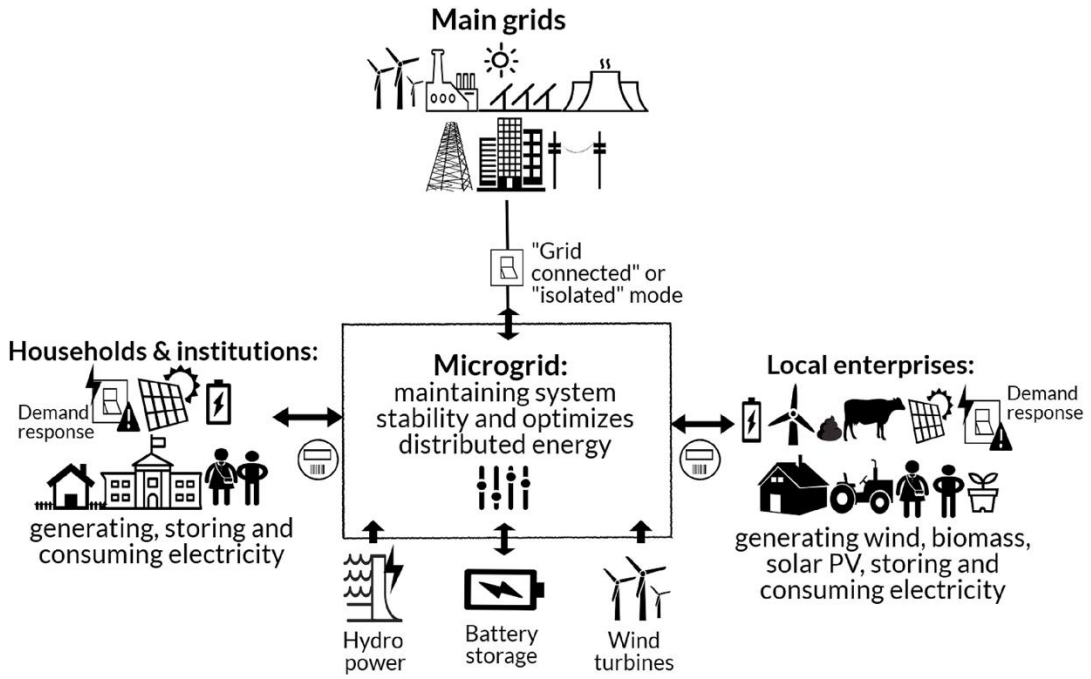
Learning from renewable energy clusters

We used manual data driven approaches to identify 510 renewable energy clusters globally.

We identified ”complementary” renewable energy sources, flexibility, and demand-side innovations in the cluster.

We can learn about who is involved, what are their characteristics, what policy and regulatory factors led to their emergence, and study the techno

This data may offer useful guidance for decision-makers in selecting, prioritising, and financing clean innovation strategies, taking into account sector-specific pathways and the distributional impacts of proposed low-carbon and/or resilient recovery policies and programs and implementing place-based regional development policies.



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Energy Policy

journal homepage: www.elsevier.com/locate/enpol

"Stretch and transform" for energy justice: Indigenous advocacy for institutional transformative change of electricity in British Columbia, Canada

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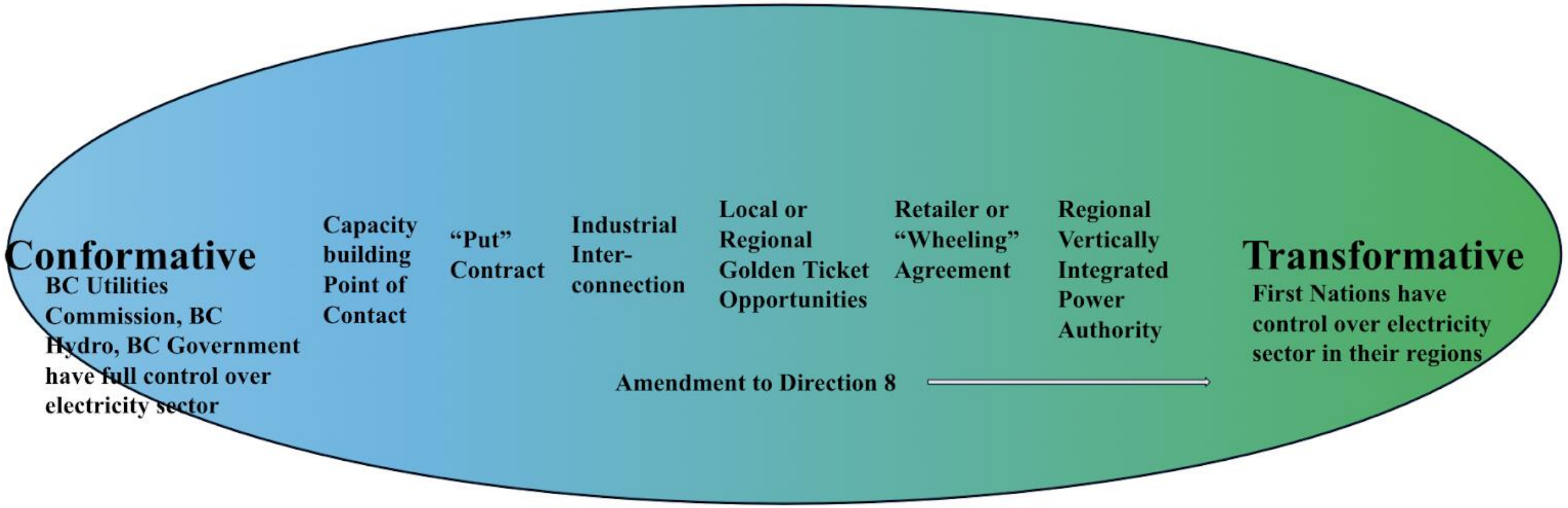
Community energy
Intermediaries
Energy justice

ABSTRACT

Transformative energy justice addresses root causes and legacies of inequality, centers voices and world views of historically excluded communities in the problem definition, decision making and transition processes. This study offers insights from a unique case of meso-level collective action by First Nations in British Columbia (BC), Canada, aimed at transformative electricity institutional change. We collate regulatory and advocacy text to characterise the range of proposed First Nation Power Authority models and their placement along a continuum of conformative to transformative energy justice. Interviews with knowledge holders from 14 First Nations offer insight into motivations behind transformative change and how it is shaped by historical injustice alongside practical community objectives around energy security, resilience, and community development. First Nations narratives of electricity transformation are aligned with the United Nations Declaration of the Rights of Indigenous People (UNDRIP) and with goals of self-determination and incorporate relational and regional approaches. These findings validate theoretical frameworks of transformational energy justice (Avelino et al., 2024; Elmallah et al., 2022). Much of the groundwork has been laid by the collective and the regulator, while new legislation has opened a window of opportunity to increase Indigenous participation and control in the electricity sector.

Link to open access (free download) paper: https://doi.org/10.1016/j.enpol.2025.114615

Characterization of First Nation Power Authority Models from Conformative to Transformative Change



Details of Power Authorities and Regulatory Change

Table 3 Conformative and transformative dimensions of proposed First Nation Power Authority models outlines the models:

- Characteristics and description
- Examples, and whether it is hypothetical or real-world
- The minimum specific regulatory changes required to implement this type of First Nations Power Authority.

Table 3
Conformative and transformative dimensions of proposed First Nation Power Authority models.

Proposed and Deliberated Model Characteristics and Considerations[a]	Examples	Conformative and Transformative Dimensions of Models
Capacity Building Point of Contact Bridges gaps and leverages project development expertise, network of industry experts, and technical advisors to evaluate and develop projects resulting in increased economic benefits for First Nations (Lonechild, 2023). Works with incumbent utilities to promote Indigenous projects (SaskPower, n.d.). Meets the need for streamlined processes to increase power (SaskPower, n.d.)	**Existing** BC Indigenous Clean Energy Initiative provides support and capacity-building funds to First Nations for planning and implementation of clean-energy projects (Ministry of Energy, Mines and Low Carbon Innovation, 2023). New Relationship Trust administers BC Indigenous Clean Energy Initiative, supports capacity building for advocacy (New Relationship Trust, 2023; 2021). Advocacy for opportunities, policy change provided by CEBC, First Nations Clean Energy Working Group, First Nations Major Projects Coalition (FNMPC)[b], Pembina Institute Renewables in Remote Communities (RiRC). Conferences organised by CEBC (First Nations Energy Summit) and Pembina Institute (RiRC Conference). First Nations Power Authority (FNPA) expanding from the province of Saskatchewan to serve BC First Nations to support the development of renewable energy projects (Lonechild, 2023). **Hypothetical** Strategies to build First Nation capacity in all aspects of energy systems (BC Utilities Commission, 2020).	**Conformative Dimensions** The BC government could provide additional financial support to organizations to build Indigenous capacity in the electricity sector (BC Utilities Commission, 2020). Increase First Nation representation at the electricity regulator, such as Indigenous people in advisory, staff, and Commissioner roles, to build Indigenous capacity in utility regulation and remove regulatory barriers (BC Utilities Commission, 2020).
"Put" Contract Agreement that grants a FNPA representing numerous First Nation IPPs the right, but not obligation, to supply electricity to BC Hydro according to specified terms and conditions (Keppel Gate Consulting, 2021). A portion of new demand be set aside to create opportunity for First Nations (Keppel Gate Consulting, 2021). Terms of the put agreement developed to meet the needs of BC Hydro for price, volume, technology location (Keppel Gate Consulting, 2021). Provides consistent demand to attract capital for First Nation investment in developing electricity projects (Keppel Gate Consulting, 2021).	**Existing** As of 2023, BC Hydro has 125 Electricity Purchase Agreements to deliver over 18,800Gw/h annually (BC Hydro, 2023a) **Hypothetical** First Nation IPPs make a notional delivery to the First Nation Power Authority which delivers electricity to BC Hydro according to the put agreement. FNPA would then make payments back to the First Nation IPPs (Keppel Gate Consulting, 2021). A First Nation seeking to develop a renewable energy generation plant (e.g. run of river, wind) on its territory can seek an EPA with the incumbent utility rather than consume the produced energy themselves (BC Utilities Commission, 2020, p. 25).	**Conformative Dimensions** All services would have to meet existing Mandatory Reliability Standards (BC Utilities Commission, 2020). Historically, electricity sold to BC Hydro has been obtained through both Clean Power Calls and the Standing Offer Program (BC Utilities Commission, 2020). **Transformative Dimensions** Identification or creation of a regulatory body for Indigenous utilities (BC Utilities Commission, 2020). Establish purchase prices paid to IPPs, and determine whether subsidies are necessary, if so, who should cover the cost of subsidizing the EPA price (BC Utilities Commission, 2020).
Industrial Interconnection Single Nations or small groups of Nations create and operate connection infrastructure (transmission lines). This could be in-system or involve building beyond the BC Hydro grid (i.e., "edge of system") to allow remote industrial facilities to access the BC Hydro grid (Lusztig, 2023a; 2023b). Industrial customers must agree to be serviced by a new operator and potentially a new regulator (Lusztig, 2023a). Industry and regulatory reaction have been generally supportive (Lusztig, 2023a). No need to create a complex entity up front (Lusztig, 2023a). Allows First Nations to attract investment from developers looking to take advantage of allowed opportunities through a partnership (Lusztig, 2023a).	**Existing** Wataynikaneyap Transmission line in Province of Ontario, 24 First Nations own 51 %, private investors own 49 % (Lusztig, 2023b). **Proposed:** Co-ownership of the North Coast Electrification transmission line between BC Hydro and First Nations (Lusztig, 2023b). **Hypothetical** The Indigenous government of a territory is the owner/operator and regulator of an electric distribution utility in this territory. It subsequently acquired all transmission assets on its territory, including the transmission lines and transformer stations from which its distribution utility takes service (BC Utilities Commission, 2020, p. 26).	**Conformative Dimensions** All services would have to meet existing Mandatory Reliability Standards (BC Utilities Commission, 2020). Must cover the cost of connecting to existing transmission or distribution infrastructure (Lusztig, 2023b). **Transformative Dimensions** Identification or creation of a regulatory body for Indigenous utilities (BC Utilities Commission, 2020). Regulatory change to direction 8 over access and ownership of transmission and distribution lines (BC Utilities Commission, 2020).
Local or Regional "Ticket" Opportunities FNPA receives advantages through regulatory, commercial, and system"Golden Ticket" opportunities (Lusztig, 2023a). Provides First Nations with a unique opportunity that allows them to earn economic value on their own terms (Lusztig, 2023a). Provides broader opportunity than the interconnection model while much simpler to develop (Lusztig, 2023a). No need to create a complex entity up front (Lusztig, 2023a). Allows First Nations to attract investment from developers looking to take advantage of the allowed opportunities through a partnership (Lusztig, 2023a).	**Hypothetical** Designated procurement opportunities for First Nations to sell power to BC Hydro (Lusztig, 2023a). Use of the transmission system for wheeling power to specific customers such as First Nations, industrial customers, or for export (Lusztig, 2023a). A designated opportunity for a First Nation to capture benefits for First Nations from BC Hydro's large dams that have infringed First Nations' traditional territories (Lusztig, 2023a). Premiums for decarbonization initiatives in First Nations and remote communities (Lusztig, 2023a).	**Conformative Dimensions** Same as Industrial Interconnection Model **Transformative Dimensions** Regulation to define and implement "Golden Ticket". Regulatory change to direction 8 over access and ownership of transmission and distribution lines or of access to sell electricity as a retailer in this system (BC Utilities Commission, 2020).

(continued on next page)

Intermediary Organizations ‘Seed Wider Change’

Intermediaries …

- are critical to electricity sector development and re-development.
- are defined by the functions they perform.
  - Support the adoption and diffusion of technologies, innovations, social innovations, governance arrangements, and business models that are new to a jurisdiction or market.
  - Creating and maintaining networks among communities, Nations, developers, governments, regulators, suppliers, by playing the role of "middle actors", "boundary spanners", and "hybrid actors".
  - Wide range of functions include brokering, policy entrepreneurship, networking, relationship building, legal and financial advising, translation, capacity building, training, community support, research advancement, communication and public relations, technological support, and knowledge mobilisation.
  - Community energy project intermediaries can support institutional, infrastructural, and participatory elements, "aggregation and learning", "establishing an institutional infrastructure", and "framing and coordinating local project activities", "aggregation and learning", "establishing an institutional infrastructure", and "framing and coordinating local project activities" and "bridging to policy".
- Organizationally, they can be universities, non-governmental organisations, innovation networks, partnerships, consultants, architects, standardisation committees, among many others.

Intermediaries

- Indigenous Clean Energy
- New Relationship Trust
- Clean Energy Association of BC
- First Nations Power Authority
- Ecotrust Canada
- Northern Energy Innovation at Yukon University
- Electricity Human Resources Canada

- Community Appropriate Sustainable Energy Security (CASES) Partnership at University of Saskatchewan
- Renewables in Remote Communities at the Pembina Institute
- Sacred Earth Solar
- Unify / Climate Door
- First Nations Major Projects Coalition

Opportunities to seed transformative change

Opportunities

- Develop and find intermediaries to tailor place-based approaches and networks to connect communities, to each other, to the region and utility, and connections outside the region;
- Research projects and research institutes can provide some of the functions of an intermediary and advance innovation in technology, governance, and business models.
  - Aurora College, Aurora Research Institute
  - New Frontiers in Research Fund Transformation Grants
  - NSERC Alliance Society Grants
  - Canada First Research Excellence Fund
- Develop a national-scale, federally funded, stakeholder and rights holder governed partnership for data-sharing and analysis to track renewable and clean electricity projects and infrastructures, their governance structures, and associated impacts and benefits to allow for critical analysis and network development.

Strongly Suggested Reading

44 Recommendations for Indigenous people, Nations, policy makers and utilities

First Nations Major Projects Coalition, Mokwateh, 2024. National Indigenous Electrification Strategy: Strategy to Accelerate Indigenous Ownership of Net Zero Infrastructure in Canada. First Nations Major Project Coalition. https://fnmpc.ca/wp-content/uploads/FNMPC_National_Electrification_digital_final_04222024.pdf

Other suggested reading

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