

NORTHERN AND REMOTE FORUM

Annapolis, NS

September 12, 2018

Refer to the Summary of Meetings for time and location

AGENDA

Time	Topic	Documents
3:45	1. Review of Agenda and Minutes	
	a) <i>Welcome and approval of agenda</i>	
	b) <i>Approval of Report of the March 2018 Meeting</i>	p. 3
4:00	2. Terms of Reference	Oral
	a) RECOMMENDATION: Amend section 3 of the Terms of Reference for the Northern and Remote Forum as follows: <i>“The Forum is responsible for the following policy and advocacy priority areas:</i> <ul style="list-style-type: none">• <u>Northern and Remote Community and Transportation Infrastructure Community Infrastructure for Northern Communities</u> (e.g. flexible infrastructure funding formulas, broad eligibility, northern and remote specific carve-outs);• <u>Northern and Remote Social and Economic Development Community and Economic Development</u> (e.g. enhancing broadband services, airport, road and port improvements, water and wastewater upgrades and affordable housing, <u>mental health, cost of living, emergency preparedness</u>); and• <i>Environmental Sustainability in the North (e.g. climate change adaptation and mitigation, renewable energy development, environmental regulation and energy security)”</i>	
	b) <i>Process for Electing Forum Chair</i>	
4:20	3. Policy Statements	See Board Book
	RECOMMENDATION: Repeal the Policy Statement on Northern and Remote Issues (March 2017).	
	RECOMMENDATION: Approve the proposed Policy Statement on Northern and Remote Community and Transportation Infrastructure.	
	RECOMMENDATION: Approve the proposed Policy Statement on Northern and Remote Social and Economic Development.	
	RECOMMENDATION: Approve the proposed Policy Statement on Environmental Sustainability in the North	

4:40	4. 2018-2019 Policy and Advocacy Priorities	
	<i>a) Decision: 2018-2019 Policy and Advocacy Priorities</i>	p. 6
	RECOMMENDATION: 1) Adopt the following 2018-19 policy and advocacy priorities: (a) Election 2019 Platform Development – northern and remote considerations; (b) northern climate change adaptation and GHG mitigation program design; and (c) Arctic Policy Framework implementation.	
5:00	5. Policy and Advocacy Update and Decision Reports	
	<i>a) Update: Arctic Policy Framework</i>	p. 10
	<i>b) Decision: National Broadband Strategy</i>	
5:15	6. Other Business	
5:25	7. Arctic Policy Framework	
	<i>a) Presentation by Crown-Indigenous Relations and Northern Development Canada</i>	
	<i>b) Roundtable discussion</i>	
6:15	8. Adjournment	

REPORT OF THE MEETING OF THE NORTHERN AND REMOTE FORUM

BOARD OF DIRECTORS
FEDERATION OF CANADIAN MUNICIPALITIES

Sheraton Laval Hotel
Laval, QC

Wednesday, March 7, 2018

SUMMARY OF DISCUSSION

Chair Madeleine Redfern opened the meeting by welcoming members, including newly appointed board member and Vice-Chair of the Northern and Remote Forum, Clarence Wood.

Following approval of the agenda and the report of the September 2017 meeting, Forum members turned their attention to establishing a Terms of Reference to help guide the work of the Forum. After a thorough review of the document, the Forum recommended two amendments. The first proposed amendment is to ensure the policy and advocacy mandate of the Forum equally emphasizes social development alongside economic development. The second proposed amendment is to ensure the Forum's composition as outlined in the Terms of Reference aligns with the Northern and Remote Forum bylaws.

The Forum also asked that staff investigate and report back on whether a status update on active FCM resolutions could be provided at March and September Committee and Forum meetings going forward.

Next, changes to the bylaws governing the Northern and Remote Forum were discussed. After a good discussion, the Forum agreed that adding FCM Regional Caucus Chairs and allowing municipalities below the 54th parallel but within the geographical threshold for the federal Northern Residents Tax Deduction, to the list of eligible members were reasonable and practical changes. Forum members approved the recommended language.

Next, the Forum heard an update on two energy programs relevant for northern and remote communities – the Arctic Energy Fund and the Clean Energy for Remote Communities program. While only partial details have been released regarding the former, staff highlighted some of the key design elements and dates pertaining to the Clean Energy for Remote Communities program. FCM staff committed to sharing more details about these two programs as they become available.

Following, an update was provided on the federal government's broadband policies and programming. Forum members heard about a rural broadband study that the House of Commons Standing Committee on Industry, Science and Technology is currently undertaking. FCM submitted a brief to this study, outlining, among other things, the need for a specific federal strategy for satellite-dependent communities and encouraging the use of technologies that could accommodate evolving broadband speeds.

The last agenda item focused on the federal government's new Arctic Policy Framework consultation process. In early 2018, FCM provided a submission to inform the process that outlined key Northern and Remote Forum priorities. FCM staff and some Northern and Remote

Forum members also participated in some of the policy roundtables that took place as part of the consultation process.

Lastly, the Forum had a preliminary discussion about Northern and Remote Forum priorities within Election 2019. The conversation focused on identifying strategic priorities and how to engage members at the Annual Conference in this conversation. Based on direction from Northern and Remote Forum members, staff were directed to undertake some additional research around four broad thematic areas – infrastructure, climate change, broadband and harnessing innovation. This research would help inform a more detailed discussion on priorities for Election 2019 as part of the Northern and Remote Forum Workshop at the Annual Conference in June 2018.

Chair Redfern closed the meeting by offering best wishes to Vice-Chair Diana Rogerson for her tremendous contributions as a Northern and Remote Forum Chair and Vice-Chair. Diana will likely not be seeking re-election to the Town of Faro's council this spring, making March 2018 her last meeting as an FCM board member.

RECOMMENDATIONS

Recommendations for adoption:

1. Adopt the Terms of Reference for the Northern and Remote Forum with the following amendments:
 - a. amend section 3 Mandate – policy and advocacy, bullet 2, to say “Northern Community and Socio-Economic Development” rather than “Northern Community and Economic Development”;
 - b. amend section 4, Composition, by striking “including one (1) Chair and two (2) Vice-Chairs” and “The process for selecting Chairs and Vice-Chairs includes a target of equal gender representation across the committees”.
2. Adopt the following amendment to section 6.04 of FCM Bylaw No. 1 governing membership of the Northern and Remote Forum:

6.04 Northern and Remote Forum. *There shall be a Committee known as the “Northern and Remote Forum,” which shall be comprised of Directors and committee members of Municipal or Affiliate Members from north of the ~~55th parallel~~ 54th parallel or Labrador, Northwest Territories, Yukon or Nunavut. Municipal or Affiliate Members from south of the 54th parallel are eligible for membership in the Forum if they meet the eligibility criteria for the federal Northern Residents Tax Deduction. The Chair of each Regional Caucus is also eligible for membership in the Forum. The members of the Northern and Remote Forum shall elect by a majority vote a Chair and Vice-Chair annually from among the members of that Forum.*

The Forum recommends this report be received.

Madeleine Redfern, President, Nunavut Association
of Municipalities

LIST OF PARTICIPANTS / LISTE DES PARTICIPANTS

Present / Présences:

STANDING COMMITTEE MEMBERS / MEMBRES DU COMITÉ PERMANENT

Chair / Président (e)

Redfern, Madeleine , President, Nunavut Association of Municipalities, NU

Vice-Chair / Vice-président (e)

Rogerson, Diana, President, Association of Yukon Communities, YU

Committee Member / Membre du comité

Barnhart, Gordon, President, Saskatchewan Urban Municipalities Association, SK

Brown, Greg, Councillor, Town of Smithers, BC

Kemmere, Al, President, Alberta Association of Municipal Districts and Counties, AB

Klassen, Gord, Councillor, City of Fort St. John, BC

Orb, Ray, President, Saskatchewan Association of Rural Municipalities, SK

Wood, Clarence, President, Northwest Territories Association of Communities, NT

OBSERVER / OBSERVATEUR

Bokenfohr, Wayne, Councillor, Sturgeon County, AB

Brown, Sara, Chief Executive Officer, Northwest Territories Association of Communities, NT

Buckway, Bev, Executive Director, Association of Yukon Communities, YT

Fleming, Brian, Executive Director, Nunavut Association of Municipalities, NU

Upham, Steve, Reeve, County of St. Paul No. 19, AB

STAFF / PERSONNEL

Alderson, Dallas, Policy and Government Relations

Birk, Hardave, Policy and Government Relations

Stiles, Tim, Policy and Government Relations

Matt Gemmel, Policy and Government Relations

Tim Kehoe, Deputy CEO

August 24, 2018

Memorandum to the Northern and Remote Forum

DECISION MEMO: 2018-19 Policy and Advocacy Priorities

EXECUTIVE SUMMARY

This memorandum proposes (a) Election 2019 Platform Development – northern and remote considerations; (b) northern climate change adaptation and GHG mitigation program design; and (c) Arctic Policy Framework implementation as the policy and advocacy priorities for the Northern and Remote Forum for the year ahead.

DECISION HISTORY

At the September 2017 Board of Directors Meeting, this Forum adopted (1) Phase 2 Infrastructure Advocacy Strategy, (2) Investing in Canada Plan Implementation – Northern and Remote Communities, and (3) Energy Security and Climate Change as its 2017-18 policy and advocacy priorities.

BACKGROUND

- In March 2018, the Forum received an Update Memo on Federal Broadband Policy and Programming. The memo can be found [here](#).
- At the September 2017 Board of Directors meeting, the Northern and Remote Forum made energy security and climate change one of its two forum-specific policy and advocacy priorities for 2017/2018. This decision memo can be found [here](#).
- At the September 2017 Board of Directors meeting, the Northern and Remote Forum approved a set of principles to inform the design of federal energy programs in northern and remote communities. This decision memo can be found [here](#).

ANALYSIS

Election 2019 Platform Development – Northern and Remote Considerations

Federal Investment in Climate Change Adaptation and Disaster Mitigation Infrastructure

Climate change is occurring more rapidly and with greater severity in northern regions than in the rest of Canada. Municipalities are on the front lines of adapting to this changing environment. Particularly in northern and remote communities, supports are required to help local governments adapt their infrastructure to a rapidly changing landscape and climate resulting from climate change. Programs that provide funding to support adaptations to melting permafrost, snow load and other climate-related challenges are particularly critical to building resilient infrastructure in the northern context.

The federal government has recently allocated significant infrastructure funding to this issue, most notably through the \$2 billion Disaster Mitigation and Adaptation Fund (DMAF). Despite responding to a number of FCM recommendations on program design, DMAF is meant to fund

large (>\$20 million) infrastructure projects and will not likely address the needs of smaller, rural, northern and remote municipalities.

Federal Investment in Climate Change Adaptation and Disaster Mitigation Infrastructure is also being proposed as a 2019 federal election platform plank at the Standing Committee on Environmental Issues and Sustainable Development. Refer to the EISD Priorities Memo in the Board Book for more detail. It is proposed that FCM staff include the distinct needs of northern and remote municipalities as part of this research.

Broadband

FCM has long advocated for increased federal involvement in developing the telecommunications infrastructure that is critical to the social, cultural and economic vibrancy of Canada's rural, northern and remote communities. Achieving the Canadian Radio-television and Telecommunications Commission's (CRTC) basic service objective of universal access to high-speed broadband is critical to enhancing Canada's global competitiveness and ensuring that all Canadians have access to affordable and reliable broadband service.

The next step towards truly universal service is for the federal government to take a leadership role in the development of an ambitious, comprehensive and long-term national broadband strategy, in consultation with relevant departments and agencies, including the CRTC, provinces/territories, municipalities, Indigenous communities, the private sector and civil society. This will require strategies tailored to the realities of northern and remote regions including specific carve-outs for satellite-dependent communities.

The following core principles should guide a national broadband strategy:

- Establish long-term and predictable funding that allows for an accelerated roll-out of broadband in underserved areas;
- Establish clear targets for both fixed and mobile services;
- Invest in both backbone and last-mile infrastructure;
- Prioritize projects that address affordability; and
- Require transparency in the selection of projects and in the evaluation of project outcomes.

Broadband is also being proposed as a priority at the Rural Forum. It is proposed that FCM staff include the distinct needs of northern and remote communities as part of FCM's broadband advocacy ahead of the 2019 federal election.

Northern Infrastructure

While there has been unprecedented federal investment in municipal infrastructure since the last election, FCM members have raised concerns about the amount of funding available for core infrastructure, particularly roads and bridges.

Infrastructure is being proposed as a 2019 federal election platform plank at the Standing Committee on Municipal Infrastructure and Transportation. Refer to the MIT Priorities Memo in the Board Book for more detail. It is proposed that FCM staff include the distinct needs of northern and remote municipalities as part of this research.

While not all northern regions have dedicated inter-community road networks, the need for transportation infrastructure within and around these communities remains high. Understanding

the scope and scale of these infrastructure needs in the many small communities spread across the vast area that makes up the three territories and northern provincial reaches is an important next step. Engaging in this work and identifying the transportation infrastructure needs in our northern and remote communities, makes this shared committee priority highly relevant to the Northern and Remote Forum.

Supportive Housing

The prevalence of mental health issues in northern and remote communities has a profoundly negative impact on individuals, families and overall community wellbeing. Inadequate infrastructure to support the delivery of health care, including culturally relevant mental health services, continues to be a serious impediment to economic and social development in the North. Addictions and lack of affordable housing only serve to exacerbate these mental health challenges.

Supportive Housing is also being proposed as a 2019 federal election platform plank at the Standing Committee on Social-Economic Development. Refer to the SED Priorities Memo in the Board Book for more detail. This election platform plank builds on FCM's ongoing advocacy on housing, homelessness, the opioid crisis, addiction, and mental health. If adopted, FCM staff will undertake additional research on supportive housing, including member outreach, an examination of the federal role in funding mental health services, and developing a clearer national picture of how much supportive housing is required and level of funding required to meet the need. It is proposed that FCM staff include the distinct needs of northern and remote municipalities as part of this research.

Non-election priority

Northern Climate Change Adaptation and GHG Mitigation Program Design

The [Pan-Canadian Framework on Clean Growth and Climate Change](#) (PCF) included a significant focus on clean energy solutions for Canada's Indigenous and northern and remote communities through reducing reliance on diesel and improving energy security. FCM provided a [submission](#) to the Framework consultation process which, in part, called for the Framework to reflect the distinct and significant needs of the North.

Since the launch of the PCF, many climate adaption and GHG mitigation funding sources have emerged for which northern and remote communities are eligible to apply. Northern-specific programs include:

- [Promoting Clean Energy for Remote Communities](#)
- The [Arctic Energy Fund](#)
- The [Northern REACHE program](#)
- The [Climate Change Preparedness in the North](#) program

These are in addition to other climate funding available to northern municipalities such as the green infrastructure funding under the Investing in Canada Plan through bi-lateral agreements with the territories, the Low Carbon Economy Challenge and the Disaster Mitigation and Adaptation Fund (DMAF).

Forum members have identified that it is challenging for northern and remote municipalities to navigate the process of applying to so many separate programs. The scale of infrastructure

investment required to improve climate resiliency is large. However, the programs available to achieve this ultimate outcome are, for the most part, piecemeal and working to achieve similar outcomes. This makes it challenging local governments to manage applications, implementation and reporting, particularly across multiple programs.

In 2017, the Yukon Government identified 27 different federal funding programs that emerged out of the PCF to support clean growth and climate initiatives. These programs are administered by six separate federal departments. Initial analysis suggests that there is program duplication and limited opportunities for applicants to stack funds or streamline reporting processes.

It is proposed that additional research is undertaken in 2018-19 to examine, in greater detail, the challenges that northern and remote communities face when accessing these federal funds. This research could help develop more detailed policy recommendations to help reduce program duplication and reporting burdens that currently limit their impact in northern and remote communities.

Arctic Policy Framework (APF) Implementation

As detailed in the Update Memo: Arctic Policy Framework that is included in this Forum's agenda package, the APF represents an important opportunity for FCM to advocate for the role of municipal governments in the North. The federal government will continue to develop the framework in 2018 and early 2019. If adopted as a 2018-2019 Forum priority, FCM staff will continue to advance municipal interests in the development and implementation of the Arctic Policy Framework.

POLITICAL CONSIDERATIONS

See Election 2019 memo and presentation to the Committee of the Whole.

RECOMMENDATION

It is recommended that the Northern and Remote Forum:

- 1) Adopt the following 2018-19 policy and advocacy priorities: (a) Election 2019 Platform Development – northern and remote considerations; (b) northern climate change adaptation and GHG mitigation program design; and (c) Arctic Policy Framework implementation; and
- 2) Receive this report.

Tim Stiles
Policy Advisor

Matt Gemmel
Manager, Policy and Research

August 15, 2018

Memorandum to the Northern and Remote Forum

UPDATE MEMO: Arctic Policy Framework

EXECUTIVE SUMMARY

The federal government continues to develop a new policy framework to guide its work in the Arctic. Until recently, there has been limited engagement with northern and remote municipalities during the Framework's consultation phase. This memo provides information on the most recent engagement with the federal government on this file.

DECISION HISTORY

No previous decisions have been taken on this topic.

BACKGROUND

- On December 20, 2016, Prime Minister Justin Trudeau announced that a new Arctic Policy Framework (APF) would be co-developed in collaboration with Indigenous, territorial and provincial partners. The Framework will replace Canada's existing Northern Strategy (2009) and the Statement on Canada's Arctic Foreign Policy (2010).
- The federal government has committed to working collaboratively with territories, provinces and Indigenous groups on the Framework with the goal to build a long-term vision for the Canadian Arctic lasting until 2030. However, the introductory discussion guide does not include municipalities as a key partner.
- On January 31, 2018, to inform the APF consultation process, FCM provided a submission to the Honourable Carolyn Bennett, Minister of Crown-Indigenous Relations and Northern Affairs. The main issues addressed in the document include: Arctic Policy Framework design considerations; the Rural and Northern Communities Fund; northern dimensions of the National Trade Corridors Fund; energy infrastructure; broadband; and housing.
- Regional Roundtable sessions to set priorities and seek feedback were organized by the federal government from October 2017 through February 2018 in Churchill, Nain, Happy Valley-Goose Bay, Kuujuaq, Inuvik, all three territorial capitals and Ottawa. FCM staff attended one of these sessions and territorial association presidents and executive directors were able to attend some of the consultations held in the territorial capitals but with little notice, time to prepare or clarity on the Framework development process. A copy of the submission is provided as Annex 1.

ANALYSIS

The APF builds on federal commitments made in the [US-Canada Joint Arctic Leaders' Statement](#) as well as reports published by the federal Minister's Special Representative Mary Simon as part of the [Shared Arctic Leadership Model Engagement](#). This [discussion guide](#) frames the consultation objectives. Of the six key themes driving the Framework development process, two are most aligned with FCM's northern and remote standing policy positions:

- Strong Arctic people and communities; and
- Comprehensive Arctic infrastructure.

The APF will also consider questions around governance and how federal programs should be delivered in the North. It is especially important that the role of municipal governments is considered in that aspect of the Framework's development and implementation.

The development of the APF presents the municipal sector with an important opportunity to engage in a process that will define the federal government's long-term strategic direction in the northern and remote regions of Canada. At present, there has been little direct federal engagement with the municipal sector.

On August 14, 2018, the Northern and Remote Forum (NRF) Chair and Vice-Chairs, along with the territorial municipal association executive directors and FCM staff spoke with Wayne Walsh, Director General at Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC). Mr. Walsh is the senior official responsible for shepherding the development of the APF. The focus of the meeting was on the lack of engagement that NRF and northern municipalities experienced during the APF consultation process. NRF made three principal requests. First, that FCM have the opportunity to review a draft of the APF and provide input. Second, that the role of municipalities be acknowledged in the APF documentation and messaging moving forward. Third, that the NRF be meaningfully engaged in the ongoing development and implementation of the Framework.

CIRNAC officials have indicated that the plan is to provide stakeholders with an opportunity to validate the draft framework and that NRF members will have an opportunity to participate in this process. The proposed validation period is scheduled for mid-September with the goal of having the final APF released before April 2019.

POLITICAL CONSIDERATIONS

The Arctic Policy Framework is a government priority, having been announced by the Prime Minister. Internally, the government has created a steering committee that includes representation from 30 Deputy Ministers. Externally, the federal government has focused on co-developing the APF with the territorial governments, Indigenous governments and the national Inuit organization, Inuit Tapiriit Katatami (ITK). From the perspective of federal-municipal relations, the APF is an important venue to assert the role of municipal government.

Dominic LeBlanc is now the Minister responsible for Northern Affairs, following the recent Cabinet shuffle. FCM wrote to Minister LeBlanc in July congratulating him on his new portfolio, which also include Intergovernmental Affairs. FCM has engaged with Minister LeBlanc recently in his previous role as Minister of Fisheries and Oceans and will build on that relationship as we engage with him in his new role this fall.

SUPPLEMENTARY MATERIALS

- [Annex 1 – Arctic Policy Framework: Recommendations](#)

RECOMMENDATION

It is recommended that the Northern and Remote Forum receive this report.

Tim Stiles
Policy Advisor

Matt Gemmel
Acting Manager, Policy and Research